

**PLANNING STATEMENT (INCLUDING
HOUSING, AFFORDABLE HOUSING
STATEMENT AND SUSTAINABILITY
STATEMENT)**

**TO ACCOMPANY AN OUTLINE PLANNING
APPLICATION FOR THE DEVELOPMENT
OF UP TO 230 DWELLINGS; CLASS B1
BUSINESS FLOORSPACE, EXTRA CARE
HOUSING WITHIN CLASS C2, PROVISION
OF PUBLIC OPEN SPACE; TOGETHER
WITH ASSOCIATED INFRASTRUCTURE
INCLUDING ROADS, DRAINAGE, PUBLIC
OPEN SPACE AND ACCESS FROM
RADWINTER ROAD AND SHIRE HILL**

**AT LAND TO THE SOUTH OF RADWINTER
ROAD, SAFFRON WALDEN, ESSEX**

DECEMBER 2013

CONTENTS

Section

1.0	Section 1: Introduction	4
2.0	Section 2: Site and surroundings	6
3.0	Section 3: The proposed development	9
4.0	Section 4: Pre-application consultation summary	13
5.0	Section 5: Planning policy context	14
6.0	Section 6: Assessment of proposals	29
7.0	Section 7: Conclusions	59

Appendices

Appendix 1: Affordable Housing Statement	61
Appendix 2: Planning Policy Summary	66
Appendix 3: Housing Statement	93
Appendix 4: Sustainability Statement	105

1.0 INTRODUCTION

1.1 This Planning Statement has been prepared by Framptons on behalf of Manor Oak Homes to accompany an application for outline planning permission for a residential led mixed use development at land to the south of Radwinter Road.

1.2 The application is made in outline with all matters except access reserved for future detailed applications. The access details proposed include a primary access from Radwinter Road and a secondary access from Shire Hill.

1.3 This planning statement has been prepared by Framptons in support of the outline application and provides information regarding a range of issues. The planning statement is set out as follows:

- Section 2: Site and surroundings;
- Section 3: The proposed development;
- Section 4: Pre-application consultation summary;
- Section 5: Planning Policy context;
- Section 6: Assessment of proposals;
- Section 7: Conclusions;

1.4 An indicative masterplan sets out the broad design and layout principles of the development including points of access and open space provision. The precise form of the development, for example, the number of dwellings would be part of any reserved matters submission.

1.5 This planning application is accompanied by the following documents which together with the application drawings should all be read in conjunction with the Planning Statement:

- Application form;

- Design and Access Statement;
- Planning Statement including sustainability statement, housing statement and affordable housing statement;
- Statement of Community Involvement;
- Transport Assessment and Travel Plans;
- Air Quality Assessment;
- Noise Impact Assessment;
- Arboricultural Method Statement;
- Landscape and Visual Assessment;
- Archaeological Assessment;
- Extended Phase 1 Habitat Survey;
- Flood Risk Assessment;
- Services Appraisal (Foul Sewerage and Utilities Assessment);
- Waste Management Report; and
- Phase 1 Desk Study Report (Site Investigation Report).

1.6 The application site is located to the south of Radwinter Road and lies within an area allocated (Saffron Walden Policy 1) in the Uttlesford District Councils (UDC's) 'Public Participation on Development Plan Document; consultation on proposals for a Draft Local Plan, June 2012' (Draft Local Plan) for housing development.

2.0 THE SITE AND THE SURROUNDING AREA

- 2.1 The application site is 13.9 hectares and located at land off Radwinter Road, Saffron Walden.
- 2.2 The application site is located on land to the south of Radwinter Road and is situated on the south slope of a valley. The site consists of three arable fields and one grass field in private ownership.
- 2.3 There is no designated public access through the site, although there is an informal pedestrian route through part of the site connecting Shire Hill to the rear of the Tesco store.
- 2.4 The site is on the eastern edge of Saffron Walden. The site boundary lies adjacent to employment uses at Shire Hill to the west and to the north by Radwinter Road. The north of the site wraps around a Tesco Superstore and the residential property at 46 Radwinter Road (Wild Hedges). To the north east of the site is Turnip Hall, a farm with associated outbuildings converted in commercial use. Open countryside lies to the east and south of the site.
- 2.5 In the adopted Local Plan (2005) the site is not designated, it lies outside of the designated development limits of Saffron Walden and therefore is located within the Countryside, where Local Plan policy S7 applies.
- 2.6 In the emerging policies of Draft Local Plan (for the proposed plan period of 2011 to 2031), in the ‘Public Participation on Development Plan Document, Consultation on Proposals for a Draft Local Plan June 2012’, the site forms the northern part of the site allocated (Saffron Walden Policy 1) for “... 800 residential dwellings and 6 hectares of employment land” between Radwinter Road and Thaxted Road and land to the South of the Lord Butler Leisure Centre and West of Thaxted Road. Uttlesford District Council

(UDC) therefore seek to secure the development of this land to meet the development requirements of the District.

2.7 There is no planning history relating to the site. The area is currently used for agricultural purposes.

Surroundings

2.8 The site is positioned in a sustainable location within the wider context of Saffron Walden. The site is located:

- adjacent to a Tesco superstore;
- within a 6 minute walk to the hospital facilities including a dentist at the Saffron Walden Community Hospital;
- within a 12 minute walk to the local leisure centre;
- within a 12 minute walk to the following schools: St Mary's primary school; the R A Butler primary school and the St Thomas More school; and
- within a 12 minute walk to the edge of the historic town centre.

2.9 Beyond Radwinter Road to the north is the Ministry of Defence Fuel Depot, a vacant industrial site (the former Willis and Gambier site), and residential properties at Ferguson Close beyond which is the Saffron Walden Community Hospital.

2.10 To the west is the industrial estate at Shire Hill. Of note within the Shire Hill Industrial estate is a children's nursery. There is an area of public open space adjacent to the nursery.

2.11 To the south of the site (land to the south and north of Thaxted Road) and also within the Saffron Walden Policy 1 allocation, an outline planning application with all matters reserved except access (ref. UTT/13/2060/OP) has been submitted for a residential development of up to 300 dwellings, pavilion building, extension to a skate park and provision of land for open space/recreational uses. This application was considered by

Uttlesford District Council's (UDC) planning committee on 11 December 2013 but a decision on the application was deferred pending the submission of further details.

2.12 To the north of the site, there are two planning applications as follows:

- Ref. UTT/13/1981/OP an outline planning application was resolved to be approved on 20th November 2013 for a 60 unit extra care home facility at 119 Radwinter Road (the western portion of the Former Willis and Gambier Site).
- Ref. UTT/13/1982/OP: a detailed planning application was refused on 29 October 2013 for 52 dwellings with access from Radwinter Road (the eastern portion of the former Willis and Gambier site).

Public Transport Accessibility

2.13 Regular bus services operate in close proximity to the site. The nearest existing bus stops for the proposed development are located at the bus interchange located at the Tesco store off Radwinter Road and Elizabeth Way and is located approximately 100 metres from the pedestrian/cyclist access located off Radwinter Road. The nearest bus stops to the development serve Saffron Walden town centre, Bishop Stortford and Stansted Airport. Further details of the site's public transport accessibility are set out in the Transport Assessment.

2.14 The nearest railway station is located within Audley End approximately 5.9 km from the proposed development's access off Shire Hill which serves destinations including Cambridge, London, Liverpool and Birmingham.

Summary

2.15 The site is well positioned to access the range of facilities in a sustainable manner as all the facilities are conveniently situated to the site and offer the opportunity to travel other than by private car.

3.0 THE PROPOSED DEVELOPMENT

3.1 This planning application seeks outline planning permission with all matters reserved apart from access.

3.2 The full description of the proposed development is as follows:

“Outline planning application for a residential development of up to 230 dwellings; Class B1 Business floorspace, extra care housing within Class C2, provision of public open space; together with associated infrastructure including roads, drainage, access details from Radwinter Road and Shire Hill.”

3.3 The anticipated urban form is set out in the indicative masterplan within the submitted Design and Access Statement. The precise number of dwellings would be part of any reserved matters submission.

3.4 The indicative masterplan shows proposals for a development of approximately 230 homes together with an extra care development that would be designed specifically to meet the needs of the elderly with the provision of personal care (Class C2). Most of the proposed dwellings will be in the form of family homes ranging from 2 bed dwellings to 5 bed dwellings. The proposed apartments will be 1 bed and 2 bed.

3.5 Circa 60 extra care rooms, 30 extra care apartments and 12 extra care bungalows (all use Class C2) will be provided to the north of the site. The final details of the provision of extra care units will be detailed as part of a reserved matters submission.

3.6 With regard to the residential element of the proposals, it is envisaged that 40% of the dwellings will be affordable which is consistent with emerging UDC policy. This will comprise a mix of units for rent and shared equity. UDC will seek the provision of 5% bungalows across all tenures. An indicative affordable housing mix is set out in the attached Affordable Housing Statement (appendix 1).

- 3.7 The masterplan proposals provide for approximately 1,800 square metres of business use floorspace (Use Class B1) which will be situated towards the north western tip of the site. The scheme, due to the location of the main access road through the site, has been designed to not preclude further employment uses coming forward on the remainder of the site allocation.
- 3.8 The proposed development will be primarily accessed off Radwinter Road via a new priority T junction with a right turn ghost island. A secondary access will be provided off Shire Hill creating a link between Radwinter Road and Thaxted Road. The masterplan will facilitate the long term aspiration of the Council to achieve a link road between Radwinter Road and Thaxted Road.
- 3.9 The development would be divided by a main access road branching into a network of narrow lanes of irregular pattern. The new built form along the northern boundary will continue the commercial character of the Radwinter Road frontage, with an urban character of Saffron Walden in a residential area behind. Further south the development would have a different grain which suits the topography of the site.
- 3.10 A proposed linear park links to strategically placed public open spaces within the built up areas. Pedestrian paths create a green infrastructure network and an opportunity to connect to existing open spaces within Saffron Walden. The exact nature, scale and extent of the public open space provision are considered more appropriate for a detailed planning application. Thus the indicative masterplan provides a general indication of where this public open space will be located.
- 3.11 An alternative masterplan is also submitted as part of the outline planning application this shows 1.2 hectares of the site for a one form entry primary school. Due to the uncertainty of the actual requirement for a primary school, an either / or option is proposed as part of this outline application. One option is therefore to provide 1.2 hectares of land within the

site for a one form entry primary school. This will ensure that the applicant only mitigates the impact of the development itself.

3.12 In summary, the proposal will deliver the following benefits:

- A residential led mixed use development resulting in efficient use of the site.
- Delivery of a high mixed use development with a sustainable and viable mix of uses that compliment and enhance the area's existing offer and contribute to local planning targets; deliver significant open space improvements, whilst maximising the development potential of the site.
- The site is located within Saffron Walden Policy 1 of the Draft Local Plan which is identified for the delivery of significant numbers of new homes (800) and employment land. The site will meet the need for new homes and employment. Approximately 230 new dwellings will be provided and 102 extra care homes. This represents a major contribution of housing delivery in the District, including high quality family housing in an area of housing need.
- A significant provision of affordable housing.
- Employment is provided in the form of 1800 square meters of employment floorspace and the extra care development. Approximately 247 new FTE jobs will be created in the operational phase and 1265 jobs (direct and indirect will also be created during the construction phase.
- The creation of employment opportunities close to where people live and the promotion of economic growth.
- The possible provision of 1.2 hectares of land for a one form entry Primary School.
- Delivery of up to 3.41 hectares of open space including the creation of linear parks, landscape links and local play areas. This would create a new place for visitors, residents and workers.

- Benefits as set out in the draft Section 106 heads of terms (set out below) include contributions to local social infrastructure: education; healthcare; public open space; and playspace.
- Significant enhancement to the ecology of the site including a significant increase in tree planting.
- Achieving development in a sustainable location, with easy access to pedestrian routes, local facilities and amenities, and close to public transport including train and bus routes, minimising the need to travel by car.
- Promotion of sustainable transport through significantly improved connectivity and permeability through the local area.
- Provision of a high standard of design and construction that will be able to provide a high standard of accommodation in terms of residential amenity.
- Use of sustainable construction methods incorporating a renewable energy strategy.

3.13 In summary, the proposed development delivers new housing to assist the UDC's housing land supply including the provision of affordable housing. It also delivers new substantial areas of open space, whilst seeking agreement in principle for the development of 1,800 square metres of B1 business use floorspace and extra care space. This is in line with the UDC's emerging planning policy position with regard to their draft Local Plan (see section 6.0 for more detail).

4.0 PRE APPLICATION CONSULTATION SUMMARY

- 4.1 A Statement of Community Involvement is submitted alongside this planning statement in support of the outline planning application. The statement describes the methods used to publicise the exhibition, the information provided to the public at the exhibition, the method used to gather feedback on the proposal, and a summary of responses received during the exhibition.
- 4.2 The intention of the exhibition was to provide local residents with an early opportunity to view the development proposals and to make any comments on the contents of the proposals.
- 4.3 The exhibition was held on Wednesday 27th November 2013 at the Assembly Room, the Town Hall between 2pm and 8pm. Full details of attendance and responses can be found in the Statement of Community Involvement which is submitted alongside this planning statement.
- 4.4 Pre-application meetings and discussions have taken place with officers at UDC and Essex County Council relating to planning, transport, housing, air quality, landscape ecology and archaeology.
- 4.5 In response to the pre application consultation, the scheme has been amended as follows;
- the provision of a link road up to the edge of the applicant's ownership;
 - S106 contribution to mitigate potential traffic impacts;
 - The potential provision of 1.2 hectares of land for the provision of a one form entry primary school.

5.0 PLANNING POLICY CONTEXT

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended) states that the determination of planning applications should be made in accordance with the development plan unless material considerations indicate otherwise. This section sets out the broad planning policy framework against which the proposals must be assessed. A more detailed summary of the relevant policies is attached at appendix 2.

5.2 This section sets out the relevant policies of the Development Plan which consists of the saved policies of the adopted Uttlesford Local Plan (2005). The weight to be given to these policies needs to be considered for compliance with the provisions of up to date national policy which is provided by the National Planning Policy Framework (the Framework).

5.3 As required by the Planning and Compulsory Purchase Act 2004, Uttlesford District Council (UDC) is currently preparing a Local Development Framework (LDF). The LDF will be made up of a number of adopted Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) and is intended to supersede the 2005 Local Plan. The central document of the LDF, the Local Plan, is currently being prepared by UDC. The emerging policies of the 'Public Participation on Development Plan Document, Consultation on Proposals for a Draft Local Plan June 2012' are therefore relevant. Once adopted, this will form part of the statutory Development Plan for Uttlesford.

Saved policies of the Adopted Uttlesford Local Plan (2005)

5.4 The Uttlesford Local Plan 2005 covers the period up until 2011. Whilst most of the policies were saved (the Secretary of State's direction in respect of this request was

received in December 2007), the strategy of the Local Plan to make provision for development needs (Policy H1) is time expired. The weight to be given to individual policies depends upon their consistency with the Framework (paragraph 215). This is considered in more detail in section 6.0.

- 5.5 The application site has no formal designation within the 2005 Local Plan Proposals Map (2005). The site is located outside of the defined settlement boundary.
- 5.6 Policy S7 ‘The Countryside’ relates to all parts of the plan area beyond the Green Belt that are not within settlement or other site boundaries. This policy states that in the countryside, planning permission will only be given for development that needs to take place there, or is appropriate to the rural area.
- 5.7 There are a number of saved policies relating to design, flood protection, access etc and these are summarised in appendix 2 and the scheme is assessed against these policies in section 6.0.

National Planning Policy Framework (the Framework)

- 5.8 Published on the 27th March 2012, the policies within the National Planning Policy Framework (the Framework) apply from the date of publication. Policies adopted prior to the publication of the Framework should not be considered out of date but paragraph 215 of the Framework explains that due weight should be given to relevant policies in existing plans according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the framework, the greater the weight that may be given).
- 5.9 The Framework, has underlined both the importance and the purpose of planning to help achieve sustainable development – the Ministerial Foreword to the Framework states “*sustainable development is about positive growth*” and the thrust within the document is about the planning system making this happen.

5.10 The Framework is a key part of the Government’s reforms to make the planning system less complex and more accessible; and to promote sustainable development. At the outset, the Framework explains (paragraph 6) that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 6 goes on to states that the NPPF “...constitutes the Government’s view of what sustainable development in England means in practice for the planning system.”

5.11 With the three defined economic, social and environmental dimensions identified in paragraph 7, these dimensions are reflected within the 12 core planning principles in paragraph 14 which underpin plan making and decision taking.

5.12 Paragraph 7 states that:

“There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- ***an economic role*** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

- ***a social role*** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and

- ***an environmental role*** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”

5.13 Paragraph 8 goes on to state that: *“These roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions.”*

5.14 Guidance on such plan-making is contained throughout the Framework and at paragraph 14 it is confirmed that *“At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.”*

5.15 Paragraph 14 states that for decision-taking this means (unless material considerations indicate otherwise):

- *“approving development proposals that accord with the development plan without delay; and*
- *where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless:*
- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- *specific policies in this Framework indicate that development should be restricted.”*

5.16 Paragraph 17 then sets out twelve core planning principles that should underpin plan making and decision taking, which can be summarised as:

- Plan making should be a creative exercise;
- Planning should be driving and supporting sustainable economic development;

- High quality design is to be pursued;
- Considering local identities and distinctiveness of places;
- Supporting a low carbon future and making best use of existing resources and; encouraging use of renewable resources;
- Conserving and enhancing the environment;
- Encouraging effective use of brownfield land;
- Promoting mixed use developments;
- Considering heritage assets having regard to their significance;
- Actively promote sustainable forms of transport;
- Support local strategies to improve services and facilities;

5.17 Paragraph 49 of the Framework states that “*Housing applications should be made in the presumption in favour of sustainable development*”. Paragraph 49 of the Framework makes it clear that relevant policies for the supply of housing should not be considered up to date if the Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites.

5.18 A more detailed summary of the Framework policies is set out in appendix 2.

5.19 Paragraph 186 states: “*Local planning authorities should approach decision making in a positive way to foster the delivery of sustainable development...*”

5.20 Paragraph 187 states:
“*Local planning authorities should look for solutions rather than problems, and decision makers at every level should seek to approve applications for sustainable development where possible...*”

5.21 Paragraphs 196 and 197 reflect paragraph 12 regarding the status of the Framework as a material consideration and paragraph 14 in terms of the presumption in favour of sustainable development.

The Emerging Draft Local Plan

- 5.22 UDC is currently in the process of preparing a new Local Plan which will eventually provide the most up to date policies for the district.
- 5.23 Although the policies of the Draft Local Plan do not form part of the statutory development plan, they are a material consideration in the determination of planning applications.
- 5.24 The Draft Local Plan has undergone consultation and has some weight in accordance with paragraph 216 of the Framework which states that “*the more advanced the preparation, the greater weight that may be given*”. The emerging planning policies relevant to this application are identified below.
- 5.25 Public consultation ‘Public Participation on Development Plan Document; consultation on proposals for a Draft Local Plan, June 2012’ on the new Draft Local Plan took place in June 2012. The Draft Local Plan sets out the emerging policies and site allocations for where and how development in the District will be delivered over the next 15 years. As part of the vision for 2028: “*The houses and facilities people need will be available and affordable locally, new sustainable housing developments will be distributed across the district*” (Vision 3)
- 5.26 A key objective is:

“*to meet the housing requirement for Uttlesford and to make sure that the housing being provided creates balanced communities by delivering sustainable, safe, attractive and healthy places to live while meeting local housing needs in terms of type and tenure including affordable and special needs housing*” (Objective 4).
- 5.27 The Spatial Strategy for the District sets out that:

“the market towns of Saffron Walden and Great Dunmow will be the major focus for development in the District because services and facilities are concentrated in these locations which makes them suitable for larger scale development” (Paragraph 7.2)

5.28 As part of the strategy, the UDC acknowledge that apart from the opportunities to the east of Thaxted Road on the southern approach to the town, new development is likely to have a detrimental impact on the historic core and the landscape setting so new sites for housing will be focused in this area (Paragraph 7.3).

5.29 One of the most significant parts of the emerging planning policy are the site allocations within Saffron Walden. The ‘Land to the South of Radwinter Road’ is included as a strategic allocation. The site that is the subject of this application forms part of this allocation. The text of the Draft Local Plan states that:

“This 79 hectare site to the east of Saffron Walden is a strategic allocation which includes employment provision.....Access, traffic generation and air quality are important considerations”.

5.30 Greater detail in respect to the composition of the allocation is set out in ‘Saffron Walden Policy 1 – Land between Radwinter Road and Thaxted Road and land to the south of the Lord Butler Leisure Centre and west of Thaxted Road’.

5.31 The policy states:

“Saffron Walden Policy 1 - Land between Radwinter Road and Thaxted Road and land to the south of the Lord Butler Leisure Centre and west of Thaxted Road

The land to the east of Saffron Walden is allocated for a minimum of 800 residential dwellings and 6 hectares of employment land.

The following criteria must be met:

- *The development provides for a mixed and balanced community to include:*
- *5% older persons 1 and 2 bed bungalows across tenure.*

- *7 unit learning disability scheme (as part of affordable housing).*
- *12 unit Adult Social Care Scheme (as part of affordable housing).*
- *It provides for a link road between Thaxted Road and Radwinter Road to include improvements to junctions at both ends, provision of cycle/footway from Saffron Walden to Audley End station, other off-site highway works as required by the Transport Assessment and public transport contributions.*
- *It provides for 2.1 hectares of land for pre/primary school and construction of school facility.*
- *It provides off site provision of land adjacent to Saffron Walden County High School or on site provision of land for secondary school and construction of school facility as part of education.*
- *It provides for a local centre adjacent to the primary school to provide community centre, improved Doctors surgery and other provision and 790m2 convenience floorspace.*
- *It provides for recreation open space within the development to include provision of mix of formal playing pitches and informal recreation areas. The provision of children's play spaces (LAPS, LEAPS, NEAPS). The provision of 2 hectares of allotments across the allocation and substantial strategic landscape buffer to include 8 hectares of natural and semi-natural green space to the eastern edge of allocation*
- *It provides for 6 hectares of employment provision comprising industry and/or warehousing and/or similar 'sui generis' uses and 4,500m2 of retail warehousing. These should be located generally to the rear of the Shire Hill Industrial Estate, fronting Radwinter Road or to the south of the allocation and north of Thaxted Road.*
- *The 7.8 hectares of land to the south of Lord Butler Leisure Centre and west of Thaxted Road shall provide for an addition to the existing skateboard park together*

with noise attenuation screening and landscaping. Provision of 3 adult football/rugby pitches, junior pitches, pavilion and car parking to serve both sports pitches and skateboard park extension.

- *The development is designed to mitigate adverse effects upon existing residential and community interests and may be required, by legal agreement, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.*

The application should be accompanied by a Transport Assessment, Drainage Strategy and Air Quality Assessment and other required documents and any recommended improvements/remedial works will be controlled through the legal obligation. Development will need to be implemented in accordance with the Master Plan and design guidance approved by the Council and other Development Management policies. Implementation of the Master Plan proposals will be regulated by legal obligation in association with the grant of planning permissions”.

5.32 In respect of housing requirements, UDC has considered various scenarios and concluded within the Draft Local Plan that housing figures should be based on an ‘Economic’ scenario. This sets out that the plan will need to make provision for 338 new homes a year. The plan identifies new sites for 3,300 homes on sites identified within the site allocations policies and within the Site Allocations Maps. Paragraph 12.19 of the Draft Local Plan confirms that:

“The base date of the Local Plan is 2001. The current Local Plan needs to deliver 4,800 dwellings to 2012 in accordance with the Regional Spatial Strategy (now revoked). This new Local Plan needs to deliver a minimum of 5070 dwellings during the plan period. The amount of housing the plan needs to provide is 9,870 homes.

A total of 3825 dwellings have been completed and a total of 2394 dwellings have been approved as at the end of March 2011. This leaves a total of 3651 dwellings to deliver. Since April 2011 a further 337 dwellings have been approved on larger sites. Taking this into account this plan needs to allocate 3314 dwellings on new sites”.

5.33 As part of this approach, houses should be delivered to meet the needs of residents in terms of affordability, size, type etc. In conjunction with this, the delivery of affordable homes is a key element of the UDC’s own housing strategy.

5.34 Policy SP5 ‘Meeting Housing Need’ therefore sets out that the housing strategy will:

- *“Provide for 9,870 new homes between 2001 and 2028*
- *Require the provision of an element of affordable housing by securing 40% affordable housing on schemes of 15 units or more...”*

5.35 Strategic Policy 6 ‘Housing Strategy’ requires that;

“Provision is made for 9,870 new homes in Uttlesford during the period 2001 to 2028 in the following locations...

- *A minimum of 1150 on the southern and western edges of Great Dunmow and a minimum of 860 on the eastern edge of, and 20 in Saffron Walden...”* (It should be noted that the word “minimum” is no longer to be applied given the Council’s Position Statement issued in March 2013 and which is referred to later in this section).

5.36 The policy goes on to state that a variety of factors will be taken into consideration identifying sites, including the proximity of the site to existing services and facilities, the impact on the settlement character (approaches to the settlement and the historic core), impact on the countryside setting of the settlement, use of brownfield sites and the loss of any existing use of the site such as employment or recreational uses.

- 5.37 The policy requires that the design, layout and new infrastructure will incorporate low carbon development, green spaces, be located close to public transport services, enable sustainable patterns of activity, reflect the distinctive architectural character of traditional towns and villages of Uttlesford, and include improvements to the highway structure as required including improvements to the non-strategic road network, traffic management features and footway/cycleway links.
- 5.38 Policy SP7 ‘Phasing and Delivery of Housing’ states that allocations will be phased to make sure that delivery remains close to the overall strategic requirement of the housing strategy and National Planning Policy Framework. Phasing will also make sure that the scale and timing of housing is coordinated with new infrastructure. The policy states UDC will also closely monitor overall housing delivery and seek to bring forward allocations if required or instigate a review of the plan if delivery rates are significantly lower than predicted.
- 5.39 A Position Statement (March 2013) was produced by UDC setting out a preferred direction of travel on the outstanding issues and the contingencies and risks involved. The UDC website states that the Position Statement will give more certainty on preferred sites. It will also help clarify the position in relation to non-preferred sites.
- 5.40 The Position Statement (March 2013) refers to ‘Saffron Walden Policy 1 – Land between Radwinter Road and Thaxted Road and land to the south of the Lord Butler Leisure Centre and west of Thaxted Road’. Comments relating to the site include:
- Reducing the area of the site from 79 to 40 hectares (this is a result of identifying land for open space);
 - Breaking the site down into two separate policy allocations, with the land north of Thaxted Road becoming a separate allocation for employment and retail warehouse;

- Maintain provision of employment and retail warehousing to the north of the policy area;
- Removing reference to on-site provision of land for a secondary school;
- Removing reference to a ‘doctors surgery’; and
- To remove reference to ‘minimum’ in the policy which is being applied across all site allocations within the Plan and which means that the land to the east of Saffron Walden is allocated for 800 dwellings (i.e. not “*a minimum of 800 residential dwellings...*”)

5.41 The Position Statement lists some ‘Dependencies’ in relation to Saffron Walden, including assessment of air quality monitoring data for 2012, the amount of low-emission vehicles there will be in the latter part of the plan period, consideration of how likely air quality objectives will be and primary health care capacity proposals with the NHS.

5.42 Further public consultation has commenced on the additional housing need numbers and proposed sites between Monday 1st November and Monday 13th January 2014. UDC has published a consultation document ‘Additional Housing Numbers and Sites’ (November 2014).

5.43 The UDC’s website states that:

“As a result in further work on housing need it has become apparent that the housing figure in the June 2012 Draft Plan will not meet the District’s housing need. A higher figure, 10,460 houses was approved by UDC’s cabinet on 1st November 2013 and additional sites have been identified to meet the shortfall.”

5.44 Paragraph 2.6 states that:

“The new Local Plan needs to deliver 10,460 homes in total between 2011 and 2031. Around 7781 homes have already been identified as contributing to the supply from the following sources: homes which have already been built between 2011 and 2013 (1,061);

homes on sites of 6 or more which have planning permission (2,517); homes which are considered to be deliverable but which do not have planning permission (243); windfall sites (900) and sites which have already been proposed in the Draft Local Plan published in June 2012 and the further changes agreed in October 2013 and which do not have planning permission (3,060). The shortfall is around 2680 homes. The rest of this consultation paper looks at the sites which could be delivered to make up this shortfall”

- 5.45 The consultation paper then identifies four additional allocations for 2,767 new homes including one site in Saffron Walden (the Ashdown Road Commercial Centre).

Other Planning Documents

- 5.46 Various Supplementary Planning Documents (SPD) are also relevant to this application. These include the Essex Design Guide SPD (2007) , Accessible Homes and Play Space SPD (2005) Energy Efficiency and Renewable Energy SPD (2007), Developer Contributions Guidance (2013), Development Management Polies (2011) and Essex County Council Parking Standards (2009).
- 5.47 The Guidance set out within these documents will be dealt with more specifically at the detailed design stage but have necessarily been consulted in the formulation of the indicative masterplan where the general themes have been taken account of in terms of general design and layout.

Strategic Environmental Assessment (2012)

- 5.48 In June 2012, Uttlesford District Council commissioned the Strategic Environmental Assessment (SEA) team of Essex County Council to undertake an independent Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA) on the Core Strategy, Development Management Policies and Site Allocations documents which form part of the Uttlesford Local Development Framework (LDF).

- 5.49 The SA examines the effects of proposed plans and programmes in a wider context, taking into account the economic, social and environmental considerations in order to promote sustainable development.
- 5.50 The Non-Technical Summary of the Environmental Report for the SA published in June 2012 by Place Services referred to the earlier four options for growth within the UDC and their compatibility against 12 sustainability objectives. It then identified the Settlement Hierarchy as expressed within the Draft Local Plan 2012 and stated under the report that:
“A focus in Market Towns also maximises the potential for the re-use of land. Similarly, access to health facilities has been a determining factor in the settlement hierarchy as has other existing supporting infrastructure, services and facilities including schools, although it is acknowledged that capacity issues have to be addressed in individual proposals and those grouped into settlements or geographical areas. The hierarchy responds well to identified need in the District and also the roles and primary functions of settlements, whilst also appreciating a need for the dispersal of development across the District.”(Section 5.4)
- 5.51 Turning to the appraisal of the Draft Local Plan Site Allocations themselves and specifically policy Saffron Walden 1 within which the application site is located, Saffron Walden Local Policy 1 registered only 1 ‘negative impact’ having regard to Sustainability Objective 1 which is to *“retain, enhance and conserve the biodiversity and character of the landscape”*. This is because the allocation is on greenfield land and accordingly the same negative impact is recorded against all other allocations on greenfield land within the Draft Plan.
- 5.52 Paragraph 7.2.1 of the Environmental Report notes that site allocations within the two Market Towns of Saffron Walden and Great Dunmow have positive impacts on accessibility (SA Objective 7) and housing (SA Objective 9). They also consider that

there will be significant positive impacts on sustainable travel (SA Objective 6), health and social Inclusion (SA Objective 8), education (SA Objective 11) and economic growth and employment (SA Objective 12) where local policies require the provision of key services and facilities alongside the housing allocations.

- 5.53 It confirms under paragraph 7.2.1 that: *“the 880 new dwellings proposed in Saffron Walden and the 1,150 new dwellings proposed in Great Dunmow from these site allocations comply with Policy SP6 – Housing Strategy.”*

6.0 ASSESSMENT OF PROPOSALS

6.1 With reference to the policies and guidance of the Statutory Development Plan set out in Section 5 and Appendix 2, the development is assessed under the following headings: Planning Policy Considerations; Land Use; Affordable Housing and Mix of Housing; Design; Built Form; Landscape and Visual Impact; Movement; Energy and Sustainability; and Environment.

Planning Policy Considerations

Introduction

6.2 This section sets out the weight to be given to the adopted development plan (the Local Plan (2005) policies). This is considered with regards to the Local Plan's compliance with the provisions of the up to date national planning policy that is provided by the Framework.

6.3 Published on the 27th March 2012, the policies within the National Planning Policy Framework (the Framework) apply from the date of publication. Policies adopted prior to the publication of the Framework should not be considered out of date but paragraph 215 of the Framework explains that due weight should be given to relevant policies in existing plans according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the framework, the greater the weight that may be given).

6.4 The Framework, has underlined both the importance and the purpose of planning to help achieve sustainable development – the Ministerial Foreword to the Framework states “*sustainable development is about positive growth*” and the thrust within the document is about the planning system making this happen.

6.5 Paragraph 2 of the Framework confirms that Section 38 (6) of the Planning and Compulsory Purchase Act 2004 provides the legal context for applications to be considered in accordance with the development plan unless material considerations indicate otherwise. It also confirms that the guidance within the Framework is a material consideration in planning decisions.

6.6 In applying the Framework as a material consideration, paragraph 12 states:

“...Proposed development that accords with an up-to-date local plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise. It is highly desirable that local planning authorities should have an up-to date plan in place.”

6.7 Guidance on such plan-making is contained throughout the Framework and at paragraph 14 it is confirmed that sustainable development is the “golden thread” that runs through both the plan making process and the decision making process. Paragraph 14 states that for decision-taking this means (unless material considerations indicate otherwise):

- *“approving development proposals that accord with the development plan without delay; and*
- *where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate that development should be restricted.”*

6.8 Such core principles include placing importance upon up-to-date plans which provide a practical framework against which decisions on planning applications can be made with a high degree of predictability and efficiency. In circumstances where a local planning authority does not have an up-to-date plan in place then the appropriateness of

developments and housing land supply should be judged against the core principles within the Framework.

6.9 UDC commissioned an independent review of the extent to which the existing policies of the Local Plan are consistent with the policies in the Framework. The Uttlesford Local Plan 2005 – National Planning Policy Framework Compatibility Assessment was published in July 2012.

6.10 The document summarises that *“By and large most of the policies in the Local Plan are consistent or generally consistent with the NPPF.... However, the evidence for the housing and employment strategies for this Plan is now outdated and more recent objectively assessed needs should be considered”*.

Countryside

6.11 Policy S7 in the adopted Local Plan ‘The Countryside’ relates to all parts of the plan area beyond the Green Belt that are not within the settlement or other site boundaries. This policy states that in the countryside, planning permission will only be given for development that needs to take place there, or is appropriate to the rural area.

6.12 The application site is located outside the development limits of Saffron Walden and is therefore located within the countryside where adopted Local Plan Policy S7 applies. This specifies that the countryside will be protected for its own sake and planning permission will only be given for development that needs to take place there or is appropriate to a rural area. Development will only be permitted if its appearance protects or enhances the particular character of the part of the countryside within which it is set or there are special reasons why the development in the form proposed needs to be there.

6.13 Of note, the Committee Report for the Kier application (which is also in the countryside) concludes:

“A review of the Council’s adopted policies and their compatibility with the NPPF has been carried out on behalf of the Council by Ann Skippers Planning. Policy S7 is found to be partly consistent with the NPPF. The protection and enhancement of the natural environment is an important part of the environmental dimension of sustainable development, but the NPPF takes a positive approach, rather than a protective one, to appropriate development in rural areas. The policy strictly controls new building whereas the NPPF supports well designed new buildings to support sustainable growth and expansion of all types of business and enterprise in rural areas. As such this reduces the weight given to the restraint implied by Policy S7 and this must be weighed against the other sustainability principles.”

- 6.14 It is considered that the development would not meet the requirements of Policy S7 of the adopted Local Plan and that, as a consequence, the proposal is contrary to Policy S7 of the adopted Local Plan. Therefore the tests of paragraph 12 of the NPPF apply i.e. in applying the Framework as a material consideration, paragraph 12 states:

*“...Proposed development that accords with an up-to-date local plan should be approved, and proposed development that conflicts should be refused unless **other material considerations indicate otherwise**. It is highly desirable that local planning authorities should have an up-to date plan in place.”*

- 6.15 Therefore set out in the sections below are the material considerations which indicate that the development should be approved.

Housing

- 6.16 The Local Plan for UDC was adopted in 2005 with an end date of 2011 rendering its strategy for meeting development needs out of date. In relation to Policy H1 of the Local Plan 2005, the independent review of the UDC’s adopted policies state that:

“The policy seeks the provision of housing supply to meet requirements over a five year period, but the NPPF now requires an additional 5% or 20%. The policy only relates to the 2000-2011 plan and is therefore out of date.

6.17 The urgent need to replace the Local Plan is reflected in the Leader of the Council’s Foreword to the Draft Local Plan (June 2012) which states:

“The new National Planning Policy Framework, government guidance that all planning authorities are expected to follow, means that we need to put in place an up to date Local Plan as quickly as possible. Provided we keep the timetable we set out some month ago, we are on track to do so by the end of the year”.

6.18 The timetable for the emerging Local Plan has suffered from a number of delays resulting from the completion of various technical reports and UDC’s continuing underestimation of housing need. The adopted Local Plan’s policies relating to housing are out of date.

6.19 Furthermore, Paragraph 49 of the Framework states that housing applications should be considered in the context of a presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

6.20 This presumption is to be considered in the context of section 38(6) of the Town and Country Planning Act 1990 which requires that applications for planning permission must be made in accordance with the development plan unless material considerations indicate otherwise.

6.21 In circumstances where a local planning authority does not have an up-to-date plan in place then the appropriateness of developments and housing land supply should be judged against the core principles within the Framework.

- 6.22 With regard to policy guidance in respect of high quality homes, the Framework requires local authorities to “*boost significantly the supply of housing*” (paragraph 47). To meet this requirement, plans should meet objectively assessed needs for both market and affordable housing, demonstrate a five year land supply of deliverable sites, identify a supply of sites for years 6-10 and where possible years 11-15, provide robust housing trajectories and set out implementation strategy and also set out their own approach to housing densities.
- 6.23 The five year land supply should have a minimum additional buffer of 5% although this is increased to 20% where there has been a persistent record of under delivery. This reflects the importance of delivery of new housing, with the definition of “deliverable” being defined as:
- “To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within 5 years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans”.* (Footnote 11 to paragraph 47)
- 6.24 The UDC Housing Trajectory and 5 Year Land Supply October 2013 indicates that UDC can only demonstrate a 4.2 year supply of housing as of October 2013 against an identified annual requirement of 523 dwellings. This is discussed further in the attached Housing Statement (appendix 3) where it is set out that the housing supply is actually lower than UDC’s latest housing trajectory, therefore the relevant housing policies should not be considered up to date.

6.25 It is concluded that paragraph 14 of the Framework is relevant which states that for decision taking where the development plan is out of date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. It is submitted there are no adverse impacts that would significantly and demonstrably outweigh the benefits of the scheme.

6.26 Of note for the Kier application the Committee Report concludes:

“As a consequence the Council still remains without a deliverable 5 year supply of housing land and therefore applications have to be considered against the guidance set out in Paragraphs 6 - 15 of the NPPF. The Council has accepted this previously and has considered and determined planning applications in this light. As a consequence, planning permission has been granted for residential development outside development limits where appropriate, on sites that are identified for potential future development in the emerging Local Plan and on sites which are not identified but which are considered to be sustainable.

Councillors are reminded that even when the Council has a 5 year land supply it will be important for the Council to continue to consider, and where appropriate, approve development which is sustainable. This is especially true for proposals on draft allocation sites, as is the subject of this application, but others as well, to ensure delivery in the future and to ensure that the level of housing supply is robust.

Paragraphs 7 and 14 of the NPPF set out that there is a presumption in favour of sustainable development. The core principles of the NPPF set out the three strands of sustainable development. These are the economic role, social role and environmental role.

The NPPF specifically states that these roles should not be undertaken in isolation, because they are mutually dependent. To achieve sustainable development economic,

social and environmental gains should be sought jointly and simultaneously. It is therefore necessary to consider these three principles.

The Draft Local Plan is still at an early stage and has limited weight. At the present time the adopted Local Plan policies are still in force. However, the National Planning Policy Framework (NPPF) is a material planning consideration and this has a strong presumption in favour of sustainable development. “

6.27 In light of the above, the UDC’s housing policies of the adopted Local Plan are out of date, and that the Framework presumption in favour of sustainable development should be applied in the determination of this application.

6.28 Paragraph 186 states: “*Local planning authorities should approach decision making in a positive way to foster the delivery of sustainable development...*”. The emphasis of the Framework is on the delivery of new development, the scheme will bring forward the aspirations of the District as the site forms part of a draft Local Plan allocation site for development. There is also an added imperative to the release of the land, i.e. there is an inadequate supply of housing land.

Material Considerations in Favour of Granting the Proposals

6.29 The material considerations in favour of granting the proposals are set out below and the acceptability of the development in terms of land uses is assessed against national and development plan and emerging development plan policies in the paragraphs below.

Presumption in favour of sustainable development

6.30 To address the amount of new development needed in the UDC’s Draft Local Plan and given the important role that Saffron Walden has within the settlement hierarchy, it has been accepted by UDC that the development needs of the District cannot be met from within the built up limits of existing settlements, hence the need to identify a sustainable

- urban extension which will necessarily incur the loss of greenfield land. This means UDC has had to consider areas around the edge of the town as potential development locations.
- 6.31 The Framework seeks to *“proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs promote mixed use development, and encourage multiple benefits from the use of land in urban and rural areas.”* (paragraph 17).
- 6.32 It is the case that UDC’s spatial strategy is to focus growth on the two Market Towns of Saffron Walden and Great Dunmow as this directs growth to those settlements which have the highest level of services and facilities.
- 6.33 Planning new development in locations that have the necessary service base is an important part of any planning strategy, not to do so would simply focus growth into settlements with a low service base where people would have no choice other than to travel both to work and to meet their leisure and retail needs. This flies in the face of sustainable development which is at the very core of the Framework.
- 6.34 It is the case that Saffron Walden is the largest town in the District and is the administrative and commercial centre and with a population of just over 15,200 at 2011, it is a location where services and facilities are concentrated which makes it suitable for new development.
- 6.35 The town acts as a hub for public transport with rail access at Audley End station which is located some 2 miles outside the town. The town provides schooling at all ages and is a settlement that has a range of retail facilities including a market held twice weekly, employment opportunities and leisure and health services. As a town with a high level of services and facilities, it is entirely appropriate that it is identified at the top of the

settlement hierarchy and in a position where it is a sustainable location for growth should be accommodating significant levels of new development.

6.36 Saffron Walden Policy 1 of the Draft Local Plan allocates an area to the east of the town for the development of 800 residential dwellings and 6 hectares of employment land. The Manor Oaks Homes proposal lies within the northern part of Saffron Walden Policy 1.

6.37 The site therefore benefits from an emerging Local Planning designation for a mixed use development. In short, UDC has already accepted the principle of development on the site. The development will maximize the potential of the well located site which benefits from public transport links and will contribute to meeting the aspirations for growth in this area.

6.38 The core principles of the Framework (paragraph 7) set out the three strands of sustainable development. These are the economic role, social role and environmental role. The Framework specifically states that these roles should not be undertaken in isolation, because they are mutually dependent. To achieve sustainable development economic, social and environmental gains should be sought jointly and simultaneously. It is therefore necessary to consider these three principles.

Economic role:

6.39 The Framework identifies this as contributing to building a strong, responsive and competitive economy, supporting growth and innovation and by identifying and coordinating development requirements, including the provision of infrastructure. As set out above, the proposed development directly provides employment via the B1 office use the C2 extra care homes use and potentially through the provision of land for a primary school on the site. Furthermore, the proposed development would provide short term employment for locals during the construction of the site, however it would also support existing local services and provide the possibility of small start-up businesses. The

improved infrastructure as a result of the proposed development would facilitate ease of movement and links to other employment areas within Saffron Walden. The improved infrastructure would include more bus stop links and cycle routes. This would increase the potential for the use of alternative means of travel to areas of employment. This proposal would help deliver an economic role.

Social role:

- 6.40 The Framework identifies this as supplying required housing and creating high quality built environment with accessible local services that reflect the community's needs and support its health, social and cultural well-being. The proposal would make a contribution towards the delivery of the housing needed for the district, including a provision of affordable housing, and housing designed to Lifetime Homes Standards. Whilst design is a reserved matter, the illustrative masterplan indicates a development that reflects the rural character of the location. Landscaping would be used to reduce the visual impacts and some landscaping elements would introduce additional facilities required for health, social and cultural well-being. These include proposed open spaces; children play spaces, extra care home uses and employment uses; potentially a primary school; new footpaths and cycle routes. This proposal would help to deliver a social role.

Environmental role:

- 6.41 The Framework identifies this as contributing to protecting and enhancing our natural, built and historic environment, including, inter alia, improvements to biodiversity and minimising waste. Whilst layout, scale, design and landscaping are to be reserved matters, there is significant detail within the illustrative masterplan and the Design and Access Statement to demonstrate how landscaping and biodiversity would be enhanced and preserved. This proposal would help to deliver an environmental role.

6.42 The proposals would help to fulfil the three principles of sustainable development. As such the proposals would comply with the positive stance towards sustainable development as set out in the Framework and the presumption in favour of approval, unless material considerations indicate otherwise. Significant weight should be attached to this.

Conclusions

6.43 Paragraphs 7 and 14 of the Framework set out that there is a presumption in favour of sustainable development. The development is considered to be sustainable development and therefore the principle of the proposal is acceptable.

Land Use

Housing

6.44 The development will provide 230 high quality new homes of a mix of types and sizes and will provide extra care homes for the elderly. The Framework promotes the delivery of a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive mixed communities.

6.45 The proposals deliver of the core land use principles of the Framework, promoting mixed use development and the delivery of new homes.

6.46 The proposal is also in accordance with the emerging Draft Local Plan Saffron Walden site allocation in that the site is allocated for residential dwellings, it provides 29% (230 dwellings) of the site's allocation target. The increased number of homes would optimise the use of the site in a sustainable location. It meets the requirement of draft Local Plan policy SP5 and SP6 by providing homes on a site identified for housing on the eastern edge of Saffron Walden. The proposals will meet 2.1 % of the Draft Local Plan's current housing target of 10,460 units.

Employment Uses on the Site

- 6.47 As set out above, the emerging Saffron Walden Policy 1 of the Draft Local Plan allocates an area to the east of the town for the development of a minimum of 800 residential dwellings and 6 hectares of employment land and the site comprises the northern part of this allocation.
- 6.48 The Framework commits to “*securing economic growth in order to create jobs and prosperity*” (paragraph 18) and to “*ensuring that the planning system does everything it can to support sustainable economic growth*” (paragraph 19). It states that “*to help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century*” (paragraph 20)
- 6.49 The proposed development includes a mix of uses including residential, approximately 0.5 hectares is allocated for offices (B1), approximately 1.1 hectares in area for an extra care home (C2), and possibly a school use on the site.
- 6.50 The proposed employment floorspace will:
Help meet the policy criteria for Saffron Walden Policy 1 by providing employment provision
- 6.51 The existing site provides no employment. As set out below, the proposed development has the potential to provide to jobs:
- the B1 use will have the potential to provide up to 127 jobs (approximately 1800 square metres of B1 use is proposed using the equates to Full Time Equivalent (FTE) of 127 jobs (using the HCA Employment Density Guide 2010 of 12 FTE per m² NIA);

- the C2 extra care home uses will provide jobs in the form of support assistants (care staff, management, catering, and maintenance. The exact number of staff cannot be predicted at this stage but schemes of a similar size typically employ up to 90 staff;
- the one form primary school will provide approximately 30 + jobs;
- Furthermore, housing generates employment through supporting functions such as domestic help, estate management and expenditure on local services;
- In addition, jobs will be created during construction. The House Builders Federation suggest that direct jobs during the construction phase equate to 1.5 jobs per house and indirect jobs 4 per house. Therefore a the development of up to 230 dwellings will provide for up to construction 1265 jobs (direct and indirect);

6.52 The proposed development will address the identified need in UDC’s Employment Land Report (April 2011) for offices. The Employment Land Review Report. It considers the need for land premises for employment purposes in the context of the emerging Local Development Framework. It focuses on sites that essentially comprise factories, warehouses and offices (B2, B8 and B1 uses).

6.53 The key conclusions of the review are that:

- There is a lack of modern office accommodation to meet the needs of Saffron Walden;
- There is a current surplus of light industrial (B1(c)), industrial (B2) and particularly warehouses (B8) units in Saffron Walden;
- There is a wish for ‘strategic’ warehousing to have ready access to the M11 at Junction 8;
- There is difficulty of access to/from the M11 by high vehicles as the established employment sites are mainly industrial estates and are on the east of the town. The essential access by HGV’s through local roads is heavily constrained;

- The viability of office provision may be problematic, even on a greenfield site, because of construction costs and the associated rental requirement together with the attraction of nearby Cambridge to prospective occupiers.

6.54 In summary the indicative masterplan proposes 0.5 hectares of land for B1 office floorspace, 1.1 hectares for extra care home use (Use Class C2) and potentially 1.2 hectares for a primary school use.

6.55 The proposal is in accordance with the emerging Draft Local Plan Saffron Walden site in that it will contribute land for employment provision to the south of Radwinter Road and near to the Shire Hill Industrial Estate. It meets the requirement of draft Local Plan policy SP2 by providing employment opportunities on a site partially identified for employment uses on the eastern edge of Saffron Walden. The proposals will help to meet of the Draft Local Plan's current target of 7,800 employment opportunities of which some 1,200 will be in offices, factories and warehouses.

6.56 It is considered that the application proposals provides a strikes the balance of providing enough employment floorspace which help will meet the requirement for employment floorspace as set out in the draft policy allocation of the site but which is of size to be viable and therefore deliverable.

Extra Care Home Use

6.57 Policy SP5 of the Draft Local Plan states that the housing strategy will provide housing to meet 'other special needs' such as the elderly. Paragraph 12.16 of the supporting text to this policy identifies a need for extra care accommodation.

6.58 Paragraph 50 of the Framework states that in order to deliver a wide choice of high quality homes, widen opportunity for home ownership and create sustainable, inclusive and mixed communities local authorities should plan for a mix of housing based on current and future demographic trends, market trends and the need of different groups in

the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes).

- 6.59 The UDC Housing Strategy 2012 - 2015 states on page 52 that the growing older population will lead to an increase in the demand for housing and support services, particularly among the 85+ group. Page 56 identifies a future need for an extra care scheme with specialist support for dementia and 1 and 2 bedroom bungalows for older people.
- 6.60 Although a care home does not fall within the residential use class it does provide for specific accommodation needs which may in turn free up other housing. It provides the opportunity for high quality housing for the elderly and enables existing housing stock to be recycled for families who have the resources to improve the housing stock.
- 6.61 UDC is likely to experience a greater than average growth in older people with care needs over the coming years and extra care proposal for is supported by adapting and emerging development plan policy.

Potential Provision of Land for a Primary School Use

- 6.62 Saved Policy GEN6 'Infrastructure Provision to Support Development' in the adopted Uttlesford Local Plan (2005) requires developments to make provision at the appropriate time for community facilities, school capacity, public services, transport provision, drainage and other infrastructure that are made necessary by the proposed development.

Emerging Saffron Walden Policy 1 in the Draft Local Plan states for the site:

"The following criteria must be met:

-
- *It provides for 2.1 hectares of land for pre/primary school and construction of school facility;*

- *It provides off site provision of land adjacent to Saffron Walden County High School or on site provision of land for secondary school and construction of school facility as part of education. ...”*

6.63 Emerging Policy SP17 ‘Infrastructure’ states that development must take into account the needs of new and existing populations in terms of school classrooms, pre-school places, sports provision, primary health care and other community and cultural facilities including shops and community centres.

6.64 For Saffron Walden Policy 1, the Position Statement (March 2013) produced by UDC setting out a preferred direction of travel on the outstanding issues removes reference to on-site provision of land for a secondary school.

6.65 The application which has been submitted for the southern portion of the site (as referred to in section 2.0 above and referred to as the Kier application) does not propose a primary school (ref. UTT/13/2060/OP). This application was deferred at the Planning Committee on 11 December 2013. The committee report for the Kier application concludes that the application site forms part of a much larger allocated site, commensurate to the scale of the scheme, mitigation is proposed including a contribution towards education. The committee report at paragraph 10.57 states:

“Draft Local Plan Policy SW1 seeks the provision towards education due to the size of the site and as it is one section of a much larger allocation with further land to the north (which does not form part of this application) a payment of an education contribution relating to the number of school places generated by the application will be paid. This will address the education capacity issues that have been raised.”

6.66 Due to the uncertainty of the actual requirement for a primary school, an either / or option is proposed as part of this outline application. One option is therefore to provide 1.2

- hectares of land within the site for a primary school, i.e. for a one form entry school. This will ensure that the applicant only mitigates the impact of the development itself.
- 6.67 If demand is not confirmed the area proposed for the school (1.2 hectares) will revert back housing land and a s106 payment will be made. The appropriate wording will be included in the Section 106 Agreement.
- 6.68 The two options will be included in the Section 106 Agreement about how the school is delivered. One will allow the final developer to provide the County Council with the land for the school and the other would be for the developer to pay a contribution towards an off site school through phased contributions as per the Kier application.
- 6.69 It is considered that the mechanism for securing primary school places is directly related to the development and fairly and reasonably related to the scale and kind of development. The indicative masterplan shows the school is in a location which can be expanded into the remainder of the allocation if the County Council requires a two form entry primary school.
- 6.70 The proposal will therefore help meet the emerging Local Plan Saffron Walden Policy 1 requirement for land for a pre/primary school.

Affordable Housing and Mix of Housing

- 6.71 Policy H9 requires that 40% affordable housing is provided on sites having regard to market and site conditions. The Framework requires developments to consider the need for all types of housing including affordable housing and promoting the delivery of a wide choice of homes.
- 6.72 The Affordable Housing Statement appended to this document sets out an indicative housing mix.
- 6.73 The final arrangement for affordable housing, would be secured as part of the s106 agreement for the site. The development would provide 40% affordable housing, of the

affordable housing 70% would be affordable rent and 30% shared ownership. The approach to affordable housing is therefore in line with national and local policy. The mix and location of the units would be agreed at the reserved matters stage. The development would provide 5% bungalows to meet wheelchair accessible housing need.

- 6.74 The proposal will provide for a mixed and balance community and will meet the mix criteria set out in emerging Local Plan Saffron Walden Policy 1.
- 6.75 The final design, number and size of units would be determined at the reserved matters stage but it is considered that the application proposes an acceptable level of affordable housing on the site and is capable of providing an acceptable mix of dwellings. As such the application complies with Policies H9 and H10 of the Local Plan, Draft Local Plan Policies SP5, SP6, SP7, HO5 and HO6, and also the requirements of the Framework.

Design

- 6.76 Local Plan Policy GEN2 seeks for quality design, ensuring that development is compatible in scale, form, layout, appearance and materials. The policies aim to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole seeking high quality design. This is also reflected in Draft Local Plan Policies SP1 and DES1.
- 6.77 The Framework considers that *“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people”*. It goes on to states that *“it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.”*
- 6.78 The Framework identifies that the Government attaches *“great importance to the design of the built environment”* and that *good design is a key aspect of sustainable development and should contribute positively to making places better for people.*

- 6.79 Whilst the design of the proposed development is a reserved matter illustrative plans have been submitted as part of the application to demonstrate how the scheme can be implemented.
- 6.80 In summary the Design and Access Statement states the proposed development will be split into two different character: urban in the north part and rural in the south part, creating appropriate edge to the settlement. Strategically places open spaces will link pedestrian routes and create a defined green network. Focal points will be created through the architectural and landscape details.
- 6.81 Within the application submission it is stated that the proposed dwellings would be predominately 2 storeys and up to a maximum of 3 storeys. This would be introduced where appropriate with a mix of terrace and semi-detached dwellings.
- 6.82 Various types of open space have been designed as can be seen from the illustrative plan. These will be in the form of landscaped areas, Sustainable Urban Drainage (SUDs) features and play space areas. Children's play spaces are indicated within the illustrative master plan. It is stated that the provision of these together with a green corridor, facilitates the ethos of sustainable and healthy lifestyle for local residents. The design of the open spaces would be further detailed at reserved matter stage should planning permission be granted.
- 6.83 There is sufficient land to ensure back to back distances are adhered to preventing overlooking both between existing and proposed dwellings, and that there would be sufficient amenity space in accordance with the Essex Design Guide. Existing residents would be far enough removed from the new housing so that there would be no issues of overlooking or overshadowing
- 6.84 Through the incorporation of design techniques and principles the proposal will be able to discourage and minimise the risk of crime and anti-social behaviour through natural and

- informal surveillance. The proposed dwellings would also meet Lifetime Homes Standards. This is in accordance with Local Plan Policy GEN2 and the Framework.
- 6.85 In terms of principles of sustainable design, even though the application is outline with all matters reserved apart from access, it is stated within the submission that the proposed dwellings would meet Level 3 of the Code for Sustainable Homes. They would be of a high quality design incorporating some of the following features air tight insulation, high efficiency boilers, low energy lighting, photovoltaic and low water demand appliances. This is summarised in the attached sustainability statement (appendix 4).
- 6.86 This is in accordance with Policy GEN2 and Supplementary Planning Document for Energy Efficiency and Renewable Energy (October 2007). The design layout shows an indicative illustration of how the scheme could be laid out.
- 6.87 Planning Policy and guidance at all levels requires new homes to be well designed and meet the needs of existing and future communities. In general the development is in general conformity with the planning policies relating to residential quality. The proposal provides for recreation open space within the development to include provision of a mix of informal recreation areas and the provision of children’s playspace and as such meets the requirement of emerging Local Plan Saffron Walden Policy 1. The masterplan will not preclude the provision of 8 hectares of landscape buffer to the east of the allocation.

Landscape and Visual Impact

- 6.88 The Landscape and Visual Impact Assessment (LVIA) submitted alongside this document details the impacts of the proposals and the measures in place to mitigate against the impacts.
- 6.89 The LVIA concludes that the proposed site is located within a landscape that is covered by Natural England statutory designation Character Area 86, South Suffolk and North

Essex Claylands; by County Landscape Character Area B1, Central Essex Farmlands; and by District Landscape Character Area A1, Cam River Valley.

- 6.90 The LVIA identified a restricted number of potentially sensitive receptors, most situated on the localised ridgelines to the north and north-east of the site. Typically areas of potential sensitivity were assessed as receptors along the public footpaths to the south, east and north; and publicly accessible roads and green spaces. The retention of the majority of the existing vegetation along the site boundary and the proposed landscape treatment will reduce the impact of the proposed development upon localised and long distance views.
- 6.91 The public open spaces would provide additional depth to boundary treatments and together with pedestrian access/paths would create green infrastructure within the site.
- 6.92 Biodiversity would be enhanced by the proposal of additional native plant species to complement the existing flora and attract more fauna to the area. Any effect in long range views would be mitigated by the planting of mature and semi-mature trees within the site and enhancement of existing hedgerows along the site boundary and within the site.
- 6.93 All of analysed photographs were taken from the local public footpaths and publically accessible green spaces. The report concluded that within the local or immediate area the landscape and visual effect would be negligible.
- 6.94 In the case of long distance views, landscape and visual effect would be only adverse from four receptor points from a total of sixteen taken. All of these are to the north and north-east and any impacts can be substantially reduced by the proposed landscape treatment.
- 6.95 UDC has already undertaken, as part of its background studies, assessments of its major settlements including Saffron Walden. The Historic Settlement Character Assessments undertaken in 2007 and supported by the Town Profile for Saffron Walden (January

- 2012) have assisted the local planning authority in coming to a view that the land shown in Saffron Walden Policy Area 1 on the eastern side of the town is the most suitable for development having regard to the landscape impact including a recognition that development in this location would not have a detrimental effect on the town's historic centre.
- 6.96 Furthermore, the 'Town Profile: Saffron Walden' (January 2012) states that:
- “If there was to be any significant development on Greenfield sites, the preferred location in terms of the potential impact upon the landscape would be on the eastern edge of town.”*
- 6.97 This report confirms the suitability of the eastern side of Saffron Walden for development. The level of services and facilities that exist in Saffron Walden justifiably place the settlement at the top of the settlement hierarchy and identifies the town as a sustainable location for significant new growth. The eastern expansion of the town is the most appropriate direction of growth and that the land identified is the most suitable.
- 6.98 In summary, the LIVIA concludes that within the local or immediate area, the landscape effect will be negligible but the short term visual effect is likely to be low adverse. When considered within the wider area context, it is considered that the effect will only have a negligible significance in terms of unacceptable or long term adverse impact. In terms of the effect of the proposals on the visual environment, it is considered that whilst proposals will represent a relatively high magnitude of change, the significance of the impact will be limited, as the localised and wider visual environment has the capacity to accommodate the change associated with the development.
- 6.99 The achievement of high quality design is set out as a key planning objective through all levels of policy. The proposals have been considered in terms of urban design and are

based upon a number of key design principles as set out in the Design and Access Statement. The design solution provides an appropriate response to the site.

A more detailed assessment of the design of the proposal is provided in the accompanying Design and Access Statement and the LVIA.

Movement

6.100 Local Plan policy GEN1 states: “*development will only be permitted if it meets all of the following criteria;*

- a) *Access to the main road network must be capable of carrying the traffic generated by the development safely.*
- b) *The traffic generated by the development must be capable of being accommodated on the surrounding transport network.*
- c) *The design of the site must not compromise road safety and must take account of the needs of cyclists, pedestrians, public transport users, horse riders and people whose mobility is impaired.*
- d) *It must be designed to meet the needs of people with disabilities if it is development to which the general public expects to have access.*
- e) *The development encourages movement by means other than driving a car.”*

6.101 Local Plan Policy GEN1 seeks sustainable modes of transport which is reflected within Framework and Draft Local Plan Policy SP15.

6.102 The Framework identifies that development should be located and designed, where practical (paragraph 35) to:

- Accommodate the efficient delivery of goods and supplies;
- Give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;

- Create safe and secure layouts which minimise secure layouts which minimise conflicts between traffic and cyclists or pedestrian, avoiding street clutter and where appropriate establishing home zones;
 - Incorporate facilities for plug in and other ultra low emission vehicles; and
 - Consider the needs of people with disabilities by all modes of transport.
- 6.103 At paragraph 37, the Framework encourages planning policies to aim for a balance of uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping and other activities.
- 6.104 The accompanying Transport Assessment and Travel Plans considers in detail the implications of the proposed development and concludes that the proposals would not prejudice highway safety or have any detrimental impact upon the surrounding highway network
- 6.105 The proposed development is shown to be adequately served and accessible to more sustainable modes of transport. The proposed development has good accessibility to education, health, employment, retail and leisure facilities.
- 6.106 Saffron Walden is the largest town in the District and it is considered to be sustainable as there are bus routes which are located and going through Saffron Walden.
- There will be provision for four bus stops for future bus services as part of the development.
- 6.107 In order to comply with the Draft Local Plan and its long term visual strategy for Saffron Walden, a contribution towards the implementation and construction of the Wenden Road cycle path link scheme is proposed.
- 6.108 The proposed scheme would accord with current local parking standards. A mixture of parking methods would be proposed through the scheme, however it should be noted that this is a reserved matter for further consideration at a later date.

- 6.109 The scheme is therefore capable of according with Local Plan Policy GEN8 and Local Residential Parking Standards adopted (February 2013), and also Draft Local Plan Policy TA1.
- 6.110 A proposed primary road would run through the site would abut to the southern boundary to allow for any future development of land to the south. This is considered to facilitate in dispersing vehicle movement from the proposed scheme and mitigate the impact upon more sensitive junctions within Saffron Walden. This in accordance with the criteria of the emerging Local Plan Saffron Walden Policy 1 requirement for land for a pre/primary school which requires provision of a link road.
- 6.111 In considering the above the proposed development is acceptable in terms of highways and it is also therefore in accordance with Policies GEN1, GEN2, GEN8 of the adopted Local Plan (2005) and Policies SP15 and TA1 of the Draft Local Plan (June 2012).
- 6.112 The proposals would be in accordance with the provisions of the Development Plan and the transportation guidance contained in the Framework.

Environmental

Air Quality

- 6.113 The development site is located 300 metres east of an area identified by the UDC as an Air Quality Management Area due to exceedance of the Air Quality Limit Value for nitrogen dioxide. Therefore any traffic generated by the proposals has the potential to cause adverse impacts to existing pollution levels within this sensitive area. Additionally, construction works may cause air quality impacts as a result of fugitive dust emissions.
- 6.114 The accompanying Air Quality Assessment indicates that the impacts of nitrogen dioxide concentrations during the operational phase of development are predicted to be

negligible. The impact of dust generated by earthworks, construction and trackout activities are also predicted to be negligible.

6.115 Based on the results of the Air Quality Assessment, air quality issues are not considered a constraint to planning consent.

6.116 In considering the above the scheme is in accordance with Local Plan Policies GEN4 and GEN2, also Draft Local Plan Policies EN5, EN6 and the NPPT.

Noise

6.117 The Noise Impact Assessment submitted alongside this document has identified that the key noise sources impacting upon the development is from road traffic using Radwinter Road and certain commercial sources surrounding the site. The mitigation measures detailed in the Noise Impact Assessment are considered sufficient for the promotion of the site for residential development.

6.118 In considering the above the scheme is in accordance with Local Plan Policies GEN4 and GEN2, also Draft Local Plan Policies EN5, EN6 and the Framework.

Archaeology

6.119 An Archaeology Assessment has been submitted in support of the application. This summarises that there are no Essex Historic Environment Records for the site and no previous archaeological investigations having occurred here.

6.120 The assessment submitted as part of the application concludes that there is no evidence of any further heritage assets within the proposed development site, and the surveys undertaken suggest that there is limited potential for further categories of remains to be present. However, this can be addressed through an archaeological condition should planning permission be granted.

6.121 This is in accordance with Local Plan Policy ENV4, Policies SP13 and HE3 of the Draft Local plan and the Framework.

Ecology

6.122 An Extended Phase 1 Habitat Survey was conducted in relation to the site in September 2013. The site contains pockets of habitat that are considered to be of some value to wildlife, although 95% of the area is of minimal wildlife value.

6.123 The survey indicates that no nationally or internationally important species were found on the site. The proposed development is unlikely to impact significantly on wildlife, and will not lead to a significant loss of habitat in the area.

The scheme is therefore in accordance with Policy GEN7 of the adopted Local Plan, also Draft Local Plan Policies SP14, HE4 and the Framework.

Flood risk and surface water drainage

6.124 Due to the scale of the proposed development a Flood Risk Assessment has been undertaken and submitted as part of the application.

6.125 The site is located within Flood Zone 1 as defined by the Environment Agency's Flood Map. Flood Zone 1 is defined as a low flood risk zone with a risk of flooding less than 1 in 1000 years or 0.1%. The risk of flooding and mitigation measures are detailed in the accompanying Flood Risk Assessment.

6.126 The drainage for the development site will be designed in line with current legislation including Sustainable Urban Drainage Systems (SUDS) such as plot soak ways, permeable paving and swales where applicable. Detention basins will

be utilized to attenuate surface water back to Greenfield runoff rates ensuring that risk of flooding does not increase.

- 6.127 The development is therefore considered to be in accordance with Policy GEN3 of the adopted Local Plan and Policies SP9 and EN4 of the Draft Local Plan and the Framework.

Site Investigation

- 6.128 A desk top survey has been undertaken and is submitted as part of the application. The investigation highlights there is limited potential for contamination. The scheme is therefore considered to be in accordance with Local Plan Policy ENV14 and Policies SP8 and EN7 of the Draft Local Plan and the Framework.

- 6.129 With regards to the prevention of the watercourse contamination, the development site falls within Groundwater Source Protection Zones and overlies a Principal Aquifer. This is in accordance with Local Plan Policy ENV12 and Policies EN3 and EN7 of the Draft Local Plan.

Draft S106 Heads of Terms

- 6.130 In addition to the provision of the planning benefits directly generated by the development, the applicant is working with UDC to agree an appropriate package of Section 106 contributions.
- 6.131 In line with emerging Local Plan Policy Saffron Walden 1 it is envisaged that the draft S106 head of terms will be as follows:
- public open space and will be offered for adoption to UDC;

- the provision of up to 40% affordable housing which will take the form of affordable rented and shared equity;
- the submission and approval of a Landscape Management Plan to UDC will be within any agreement. This matter may be appropriately dealt with by condition and will form the basis of discussion with officers;
- the provision of a link road up to the edge of the applicant's ownership in order to safeguard the future provision of the route within adjacent land ownerships. This matter may be appropriately dealt with by condition and has formed the basis of discussion with planning officers;
- a Travel Plan for the new residential development to provide guidance and incentives to encourage new residents to use travel modes other than the motor car;
- a contribution towards the implementation and construction of the Wenden Road cycle path link scheme;
- the obligation should address the need for relevant financial contributions to secondary, primary and pre-school education in accordance with the Essex County Council Contribution Policy.

6.132 The areas of contribution are indicative and may be subject to change as a result of further discussions between the applicant and the relevant authorities. All contributions sought will need to be compliant with Regulation 122 of the CIL Regulations 2010.

7.0 CONCLUSIONS

- 7.1 An outline application is submitted to Uttlesford District Council for a residential led mixed use development.
- 7.2 The application is made with all matters reserved expect for access, with details to be secured at a later stage.
- 7.3 The proposed development will be located on the eastern edge of Saffron Walden which is the largest town in the District and contains a wide range of facilities and services.
- 7.4 The emerging Local Plan for UDC identify opportunities for major expansion on the eastern edge of the town. Saffron Walden remains the focus for new growth within the District.
- 7.5 The application site forms part of the site allocated within Policy Saffron Walden 1 of the Draft Local Plan and would contribute significantly towards the objectively housing assessed need of the District.
- 7.6 The technical analysis of the site and its surroundings are submitted as part of this application and demonstrate that the proposals can be delivered without significant impact. There are no significant matters that need to be overcome.
- 7.7 The UDC independent review of the 2005 Local Plan confirms that policy H1 which relates to housing supply is out of date. UDC's inability to demonstrate a 5 year housing land supply in accordance with paragraphs 47-49 of the Framework means that the relevant existing housing policies within the adopted local plan are out of date.
- 7.8 The development proposals outlined within this application are sustainable and lie in the most suitable location on the edge of town.

7.9 The application proposal is consistent with the emerging policy approach outlined by UDC. In accordance with the Framework the proposal comprises sustainable development, and there are material considerations which indicate that it would make an important contribution to the overall housing and employment demands within the District. The development should therefore be approved.

APPENDIX 1

AFFORDABLE HOUSING STATEMENT

1.0 Introduction

- 1.1 This Affordable Housing Statement has been prepared by Framptons on behalf of Manor Oak Homes in support of the outline planning application for a residential led mixed use development of up to 230 dwellings, land to the south of Radwinter Road, Saffron Walden.
- 1.2 This Affordable Housing Statement includes indicative information of the proposed number of residential units, the mix of units and the proposed tenure.
- 1.3 This application is submitted in outline form with all matters reserved except for access where detailed access plans are provided, therefore, details of Affordable Housing are indicative.

2.0 National Policy

- 2.1 The National Planning Policy Framework (the Framework) was introduced in March 2012 and replaces a variety of planning policy guidance and statements. It defines affordable housing as:
- 2.2 *“Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision”* (Annex 2: Glossary).
- 2.3 The framework discusses the need for the delivery of a wide choice of high quality homes, and states that policies within local planning authorities’ Local Plans should identify suitable sites and set out guidance for the amount and type of affordable housing required. The Framework requires local planning authorities to produce a Strategic Housing Market Assessment which:

“should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which... addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes)” (paragraph 159).

3.0 Local Planning Policy

3.1 The Uttlesford District Council adopted Local Plan (2005) encourages the creation of affordable housing sites through the planning system, and encourages the supply of good affordable homes to meet the needs of the local community and all residents, especially young people and low paid workers from the District.

3.2 The Local Plan sets a target of 40% all dwellings to be affordable housing. The Plan states that, the percentage and type of affordable housing will be subject to negotiation at the time of a planning application to allow issues of site size, sustainability and economics of provision to be considered.

3.3 Within Saffron Walden, on sites of 0.5 hectares or 15 dwellings or more, 40% affordable housing will be negotiated. Furthermore, the level of housing provision sought on a site should have regard to the Council’s target for housing provision yet should not make the development unviable.

3.4 Policy H9 ‘Affordable Housing’ of the adopted Local Plan states that:

“The Council will seek to negotiate on a site to site basis an element of affordable housing of 40% of the total provision of housing on appropriate allocated and windfall sites, having regard to the up to date Housing Needs Survey, market and site considerations.”

3.5 Uttlesford District Council is currently producing a new Local Plan for the District. In the June 2012 Draft Local Plan consultation document Saffron Walden Policy 1 ‘Land between Radwinter Road and Thaxted Road and land to the south of the Lord Butler Leisure Centre and west of Thaxted Road’ states that:

“The land to the east of Saffron Walden is allocated for a minimum of 800 residential dwellings and 6 hectares of employment land.”

3.6 In the Uttlesford District Council March 2013 Position Statement, it is proposed that the word ‘minimum’ is removed before the housing numbers.

3.7 The Draft Local Plan (June 2012) sets out the proposed policies on affordable housing. The Plan continues the requirement for levels of affordable housing provision, setting a target of 40% of dwellings to be affordable on sites of 15 or more dwellings. Policy HO5 ‘Affordable Housing’ specifically states:

“Developments on sites of 15 dwellings or more will be required to provide 40% of the total number of dwellings as affordable dwellings on site...where it can be evidenced to the satisfaction of the Council that these requirements would render the development unviable the council will negotiate an appropriate proportion”.

4.0 The Proposed Development

4.1 This is an outline application for up to 230 dwellings and does not provide details of any house types, sizes or numbers, although it is anticipated that the market dwellings within the scheme will largely comprise of 2, 3 and 4 bedroom houses. It is important therefore to note that the schedule of affordable dwellings is indicative.

4.2 Based on 260 units, the Housing Enabling Officer from UDC provided an indicative matrix of affordable housing by email of 4 December 2013 as follows:

Tenure Mix					
	1 bed	2 bed	3 bed	4 bed	Total
Affordable Rent - Non Bungalows	20	26	21	3	70
Affordable rent - Bungalows	1	2	0		3
Affordable rent - Sub Total	21	28	21	3	73
Shared Ownership - Non Bungalows	4	14	9	1	28
Shared Ownership – Bungalows	1	2	0		3
Shared Ownership –Sub Total	5	16	9	1	31
Affordable Units - Total	26	44	30	4	104
Market Bungalows		7			

Strategic Housing Market Area Assessment (SHMAA) % breakdown (2012)				
Tenure Mix	1 bed	2 bed	3 bed	4 bed
% affordable by bedroom	30%	35%	30%	5%
% shared ownership by bedroom	17%	48%	31%	4%

4.3 The Council is looking to achieve 5% of bungalow provision across the site (and tenure).

The Council is also looking for all units across the site to be Lifetime Homes standard and 5% of these to be wheelchair accessible.

4.4 These matters together with the proportions of tenure of affordable housing across the development as it relates to new residential development will be the subject of further discussions with the District Council.

4.5 This application proposes a target of 40% affordable housing. Further discussions will be undertaken with the Council to consider further details on this issue.

APPENDIX 2

PLANNING POLICY SUMMARY

1.0 INTRODUCTION

- 1.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that determination of planning applications should be made in accordance with the development plan unless material considerations indicate otherwise. This section sets out the broad Planning Policy Framework against which the proposals must be assessed.
- 1.2 This section sets out the relevant policies of the development plan which consists of the saved policies of the Adopted Uttlesford Local Plan (2005).
- 1.3 This section will then consider the parts of the National Planning Policy Framework (the Framework) that are of relevance to this proposal before setting out the relevant policies of the Emerging Local Plan and other guidance and policy documents relevant to the proposed development.
- 1.4 As required by the Planning and Compulsory Purchase Act 2004, Uttlesford District Council (UDC) is currently preparing a Local Development Framework (LDF). The LDF will be made up of a number of adopted Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) and is intended to supersede the 2005 Local Plan. The central Document of the LDF, the Local Plan, is currently being prepared by UDC. The emerging policies of the ‘Public Participation on Development Plan Document, Consultation on Proposals for a Draft Local Plan June 2012’ is also relevant. Once adopted, this will form part of the statutory Development Plan for Uttlesford.

2.0 SAVED POLICIES OF THE ADOPTED UTTLESFORD LOCAL PLAN (2005)

- 2.1 Uttlesford District Council made an application in July 2007 to save the policies in the Uttlesford Local Plan. The Secretary of State's direction in respect of this request was received in December 2007, All of the policies, except two which relate to completed development sites in Takeley, have been saved.
- 2.2 The Uttlesford Local Plan 2005 covers the period up until 2011.
- 2.3 The application site has no formal designation within the Local Plan Proposals Map (2005).
- 2.4 There are a number of policies relating to design, flood protection, access and 'the countryside' which are detailed as follows.
- 2.5 Policy S7 'The Countryside' relates to all parts of the plan area beyond the Green Belt that are not within settlement or other site boundaries. This policy states that in the countryside, planning permission will only be given for development that needs to take place there, or is appropriate to the rural area.
- 2.6 Policy GEN1 'Access' addresses the issues of access for development and makes it clear that satisfactory road access and road safety are important matters to address, together with encouragement given to other modes of transport other than the motor car.
- 2.7 Policy GEN2 'Design' requires developments to meet the criteria set out within the policy as well as adopted Supplementary Design Guidance and Supplementary Planning Documents.
- 2.8 Policy GEN3 'Flood Protection' requires developments outside of flood risk areas not to increase the risk of flooding through surface water run-off and requires a flood risk assessment to be submitted with the application to demonstrate this. The policy states that Sustainable Drainage Systems should also be considered as a flood mitigation measure.

- 2.9 Policy GEN 4 ‘ Good Neighborliness’ states that development will not be supported where they result in or could result in disturbance by virtue of any noise, vibration, smell, dust, light or fumes.
- 2.10 Policy GEN6 ‘Infrastructure Provision to Support Development’ requires developments to make provision at the appropriate time for community facilities, school capacity, public services, transport provision, drainage and other infrastructure that are made necessary by the proposed development. In localities where the cumulative impact of developments necessitates such provision, developers may be required to contribute towards the costs of such provision by the relevant statutory authority.
- 2.11 Policy GEN7 ‘Nature Conservation’ states that development that would have a harmful effect on wildlife or geological features will not be permitted unless the need for the development outweighs the importance of the feature.
- 2.12 Furthermore, where the site includes a protected species or habitats suitable for protected species, a nature conservation survey will be required. Measures to mitigate and/or compensate for the potential impacts of the development, secured by planning obligation or condition will be required. Furthermore, the enhancement of biodiversity through the creation of appropriate new habitats will be sought.
- 2.13 Policy GEN8 ‘Vehicle Parking Standards’ requires development to provide parking numbers, design and layouts which are appropriate to the location, as set out in the Supplementary Planning Guidance *Essex Parking Standards and Good Practice Guide (2009)*.. This document states that 1 parking space should be allocated for 1 bed dwellings, 2 parking spaces should be allocated for up to 3 bed dwellings, and 3 parking spaces for 4 or more bed dwellings.
- 2.14 Policy ENV3 ‘Open Spaces and Trees’ is relevant to this proposal in that it seeks to retain traditional open spaces, or other visually important spaces, groups of trees and fine

individual tree specimens, unless the need for the development outweighs their amenity value.

2.15 ENV4 ‘Ancient Monuments and Sites of Archeological Importance’ requires the submission of Archeological Assessment with Planning Application.

2.16 Policy ENV7 ‘The Protection of the Natural Environment – Designated Sites’ relates to local areas of nature conservation significance, such as County Wildlife Sites, ancient woodlands, wildlife habitats, sites of ecological interest and Regionally Important Geological/Geomorphological Sites. Policy ENV7 states;

“Development proposals that adversely affect areas of nationally important nature conservation concern, such as Sites of Special Scientific Interest and National Nature Reserves, will not be permitted unless the need for the development outweighs the particular importance of the nature conservation value of site or reserve.”

2.17 The proposed development is not located within any of these designations.

2.18 Policies EN10 ‘Noise Sensitive Development and Disturbance from Aircraft’ and ENV11 ‘Noise Generators’ relate to noise sensitive developments and requires that mitigation against noise will be dealt with during the detailed design stage.

2.19 Policy EN12 ‘Protection of Water Resources’ requires development that would be liable to cause contamination of groundwater particularly in the protection zones shown on the proposals map, or contamination of surface water, will not be permitted unless effective safeguards are provided. Protection of water resources is discussed in the accompanying Flood Risk Assessment. The Local Plan (2005) proposals map for Saffron Walden indicates that the proposed development does not fall within these designations.

2.20 Policy ENV13 ‘Exposure to Poor Air Quality’ addresses the need to control exposure to poor air quality. This policy states that; *‘Development that would involve users being*

- exposed on an extended long term basis to poor air quality outdoors near ground level will not be permitted'*
- 2.21 Policy ENV14 'Contaminated Land' discusses development on areas of contaminated land and states *"Before development, where a site is known or strongly suspected to be contaminated, and this is causing or may cause significant harm, or pollution of controlled waters (including groundwater) a site investigation, risk assessment, proposals and timetable for remediation will be required."*
- 2.22 Policy H1 'Housing Development' relates to development between the plan period 2000-2011 and sets out the desired location of development. As part of this, the Local Plan proposed the development of 5052 dwellings for the plan period, of which 339 dwellings were at Saffron Walden. This policy is discussed further below.
- 2.23 Policy H9 'Affordable Housing' states that the council will seek to negotiate on a site by site basis an element of affordable housing of 40% of the total provision of housing on an appropriate allocated and windfall sites, having regard to the up to date Housing Needs Survey, market and site considerations.
- 2.24 Policy H10 'Housing Mix' states that all development on sites of 0.1 hectares or more or of 3 dwellings or more will be required to include a significant proportion of market housing comprising small properties.
- 2.25 Policy LC2 'Access to Leisure and Cultural Facilities' requires development proposals to provide inclusive access to all sections of the community, regardless of disability, age or gender.
- 2.26 All of the policies above were saved on the 21st December 2007 by the Secretary of State's direction under Schedule 8 of the Planning and Compulsory Purchase Act 2004.
- 2.27 Published on the 27th March 2012, the policies within the National Planning Policy Framework apply from the date of publication. Policies adopted prior to the publication

of the Framework should not be considered out of date but paragraph 215 of the Framework explains that due weight should be given to relevant policies in existing plans according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the framework, the greater the weight that may be given).

2.28 Uttlesford District Council commissioned an independent review of the extent to which the existing policies of the local plan are consistent with the policies in the Framework. The Uttlesford Local Plan 2005 – National Planning Policy Framework Compatibility Assessment was published in July 2012.

2.29 The document summarises that *“By and large most of the policies in the Local Plan are consistent or generally consistent with the NPPF.... However, the evidence for the housing and employment strategies for this Plan is now outdated and more recent objectively assessed needs should be considered”*.

2.30 In relation to Policy H1 of the Local Plan 2005, the review states that;
“The policy seeks the provision of housing supply to meet requirements over a five year period, but the NPPF now requires an additional 5% or 20%. The policy only relates to the 2000-2011 plan and is therefore out of date.

3.0 NATIONAL PLANNING POLICY FRAMEWORK (THE FRAMEWORK)

3.1 The Framework, introduced in March 2012, has underlined both the importance and the purpose of planning to help achieve sustainable development – the Ministerial Foreword to the Framework states “sustainable development is about positive growth” and the thrust within the document is about the planning system making this happen.

3.2 Paragraph 2 of the Framework confirms that Section 38 (6) of the Planning and Compulsory Purchase Act 2004 provides the legal context for applications to be considered in accordance with the development plan unless material considerations

dictate otherwise. It also confirms that the guidance within the Framework is a material consideration in planning decisions.

3.3 In applying the Framework as a material consideration, paragraph 12 states:

“...Proposed development that accords with an up-to-date local plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise. It is highly desirable that local planning authorities should have an up-to date plan in place.”

3.4 In paragraph 7 the Framework explains that there are three dimensions to sustainable development: *“These dimensions give rise to the need for the planning system to perform a number of roles:*

- ***an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;*

- ***a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and*

- ***an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”*

3.5 Paragraph 8 goes on to say that: *‘These roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives*

of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions.

3.6 Guidance on such plan-making is contained throughout the Framework and at paragraph 14 it is confirmed that *“At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking.”*

3.7 Paragraph 14 states that for decision-taking this means (unless material considerations indicate otherwise):

- *“approving development proposals that accord with the development plan without delay; and*
- *where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate that development should be restricted.”*

3.8 Such core principles include placing importance upon up-to-date plans which provide a practical framework against which decisions on planning applications can be made with a high degree of predictability and efficiency. In circumstances where a local planning authority does not have an up-to-date plan in place then the appropriateness of developments and housing land supply should be judged against the core principles within the Framework.

3.9 The other core principles at paragraph 17 can be summarised as:

- Plan making should be a creative exercise

- Planning should be driving and supporting sustainable economic development
- High quality design is to be pursued
- Considering local identities and distinctiveness of places
- Supporting a low carbon future and making best use of existing resources and encouraging use of renewable resources
- Conserving and enhancing the environment
- Encouraging effective use of brownfield land
- Promoting mixed use developments
- Considering heritage assets having regard to their significance
- Actively promote sustainable forms of transport
- Support local strategies to improve services and facilities

3.10 With regard to policy guidance in respect of high quality homes, the Framework requires local authorities to “*boost significantly the supply of housing*” (paragraph 47). To meet this requirement, plans should meet objectively assessed needs for both market and affordable housing, demonstrate a five year land supply of deliverable sites, identify a supply of sites for years 6-10 and where possible years 11-15, provide robust housing trajectories and set out implementation strategy and also set out their own approach to housing densities.

3.11 The five year land supply should have a minimum additional buffer of 5% although this is increased to 20% where there has been a persistent record of under delivery. This reflects the importance of delivery of new housing, with the definition of “deliverable” being defined as:

“To be considered deliverable, sites should be available now, offer a suitable location for

development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within 5 years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans". (Footnote 11 to paragraph 47)

3.12 Paragraph 49 previously referred to, confirms that a lack of a five year housing land supply means that relevant policies for the supply of housing will not be up-to-date.

3.13 Paragraphs 56 to 68 reflect the importance that Government places on good design and reinforces the need for decision making to be a force for adding and improving the quality of the area by exploiting the potential of new developments to incorporate different uses (including open space within developments). The principle of planning positively for community facilities is reflected within paragraph 70 with reference to the provision of open spaces and sport and recreation being referred to in paragraphs 73 and 74.

3.14 Under the heading "Building a strong, competitive economy", the Framework advises that the:

- The Government is committed to securing economic growth in order to create jobs and prosperity.
- The Planning System should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.
- Local Planning Authorities (LPA's) need to plan proactively to meet the development needs of business to support an economy fit for the 21st century

- Planning polices need to recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing.
 - Policies need to flexible enough to accommodate needs not anticipated in the plan to allow for rapid response to changes in economic circumstances
- 3.15 In paragraph 22 the Framework states that *“Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.”*
- 3.16 Section 4 deals with the promotion of sustainable transport. Here it is stated in part (paragraph 35) that development should be located and designed where practical to:
- *give priority to pedestrian and cycle movements and have access to high quality public transport facilities;*
 - *create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians...*
- 3.17 In paragraphs 37 and 38 it states that:
- “Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities “and “For larger scale residential developments in particular, planning policies should promote a mix of uses in order to provide opportunities to undertake day to day activities, including work, on site. Where practical,*

particularly within large scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties.”

3.18 The Framework then goes on to address ‘Promoting Healthy Communities’. Paragraph 69 states in part that decisions should aim to achieve places which promote:

- *opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through mixed-use developments, strong neighbourhood centres and active street frontages which bring together those who work, live and play in the vicinity;*
- *safe and accessible environments, where crime and disorder and the fear of crime, do not undermine quality of life or community cohesion; and*
- *safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space which encourage the active and continual use of public areas.*

3.19 Paragraph 70 goes on to state (in part) that decisions should ‘*plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments whilst ensuring an integrated approach to considering the location of housing, economic uses and community faculties and services.*’

3.20 At paragraph 100 of the Framework, the Government is clear that inappropriate development in areas at risk of flooding should be avoided. Regarding biodiversity issues, paragraph 118 states suitable mitigation measures can be applied to development schemes which would have an adverse impact on where suitable compensatory measures are employed.

3.21 Under the heading of ‘Conserving and Enhancing the Natural Environment’ Paragraph 111 states that planning policies and decision should actively encourage the effective use of and by re-using land has been previously developed.

Paragraph 118 states in part that when determining planning applications, LPA should aim to conserve and enhance biodiversity by applying the following principles:

- *if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;*
- *opportunities to incorporate biodiversity in and around developments should be encouraged;*
- *planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss...*

3.22 Paragraphs 123 and 124 provide advice on noise and air quality and state that the impacts of development need to be fully assessed and justified.

3.23 Paragraphs 120 to 124 refer to risks of pollution and states that effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution should be taken into account.

3.24 Framework then addresses ‘Conserving and Enhancing the Historic Environment’. Paragraph 128 states in part that *‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.’*

3.25 Paragraph 186 states: “*Local planning authorities should approach decision making in a positive way to foster the delivery of sustainable development...*”

3.26 The following paragraph (187) states:

“Local planning authorities should look for solutions rather than problems, and decision makers at every level should seek to approve applications for sustainable development where possible...”

3.27 Paragraphs 196 and 197 reflect paragraph 12 regarding the status of the Framework as a material consideration and paragraph 14 in terms of the presumption in favour of sustainable development.

4.0 THE EMERGING LOCAL PLAN

4.1 UDC is currently in the process of preparing a new Local Plan which will eventually provide the most up to date policies for the district.

4.2 Although the policies of the Draft Local Plan do not form part of the statutory development plan, they are a material consideration in the determination of planning applications

4.3 The Draft Local Plan has undergone significant consultation and should have some weight in accordance with paragraph. 216 of the Frameworks which stated that “*the more advanced the preparation, they greater weight that may be given*”. The emerging planning policies relevant to this application are identified below.

‘Public Participation on Development Plan Document; consultation on proposals for a Draft Local Plan, June 2012’ (Draft Local Plan)

4.4 The last public consultation on the new Draft Local Plan took place in June 2012. The Draft Local Plan sets out the emerging policies and site allocations for where and how development in the District will be delivered over the next 15 years. As part of the vision

- for 2028; *“The houses and facilities people need will be available and affordable locally, new sustainable housing developments will be distributed across the district” (Vision 3)*
- 4.5 A key objective is;
- “to meet the housing requirement for Uttlesford and to make sure that the housing being provided creates balanced communities by delivering sustainable, safe, attractive and healthy places to live while meeting local housing needs in terms of type and tenure including affordable and special needs housing” (Objective 4)*
- 4.6 The Spatial Strategy for the District sets out that;
- “the market towns of Saffron Walden and Great Dunmow will be the major focus for development in the District because services and facilities are concentrated in these locations which makes them suitable for larger scale development” (Paragraph 7.2)*
- 4.7 As part of the strategy, the council acknowledge that apart from the opportunities to the east of Thaxted Road on the southern approach to the town, new development is likely to have a detrimental impact on the historic core and the landscape setting so new sites for housing will be focused in this area (Paragraph 7.3)
- 4.8 One of the most significant parts of the emerging planning policy are the site allocations within Saffron Walden. ‘Land to the South of Radwinter Road’ is included as a strategic allocation. The site the subject of this application forms part of this allocation. The text of the Draft Local Plan states that;
- “This 79 hectare site to the east of Saffron Walden is a strategic allocation which includes employment provision.....Access, traffic generation and air quality are important considerations”.*
- 4.9 Greater detail in respect to the composition of the allocation is set out in ‘Saffron Walden Policy 1 – Land between Radwinter Road and Thaxted Road and land to the south of the Lord Butler Leisure Centre and west of Thaxted Road’.

4.10 The policy states;

“Saffron Walden Policy 1 - Land between Radwinter Road and Thaxted Road and land to the south of the Lord Butler Leisure Centre and west of Thaxted Road

The land to the east of Saffron Walden is allocated for a minimum of 800 residential dwellings and 6 hectares of employment land.

The following criteria must be met:

- *The development provides for a mixed and balanced community to include:*
- *5% older persons 1 and 2 bed bungalows across tenure.*
- *7 unit learning disability scheme (as part of affordable housing).*
- *12 unit Adult Social Care Scheme (as part of affordable housing).*
- *It provides for a link road between Thaxted Road and Radwinter Road to include improvements to junctions at both ends, provision of cycle/footway from Saffron Walden to Audley End station, other off-site highway works as required by the Transport Assessment and public transport contributions.*
- *It provides for 2.1 hectares of land for pre/primary school and construction of school facility.*
- *It provides off site provision of land adjacent to Saffron Walden County High School or on site provision of land for secondary school and construction of school facility as part of education.*
- *It provides for a local centre adjacent to the primary school to provide community centre, improved Doctors surgery and other provision and 790m2 convenience floorspace.*
- *It provides for recreation open space within the development to include provision of mix of formal playing pitches and informal recreation areas. The provision of children's play spaces (LAPS, LEAPS, NEAPS). The provision of 2 hectares of*

allotments across the allocation and substantial strategic landscape buffer to include 8 hectares of natural and semi-natural green space to the eastern edge of allocation

- It provides for 6 hectares of employment provision comprising industry and/or warehousing and/or similar 'sui generis' uses and 4,500m² of retail warehousing. These should be located generally to the rear of the Shire Hill Industrial Estate, fronting Radwinter Road or to the south of the allocation and north of Thaxted Road.*
- The 7.8 hectares of land to the south of Lord Butler Leisure Centre and west of Thaxted Road shall provide for an addition to the existing skateboard park together with noise attenuation screening and landscaping. Provision of 3 adult football/rugby pitches, junior pitches, pavilion and car parking to serve both sports pitches and skateboard park extension.*
- The development is designed to mitigate adverse effects upon existing residential and community interests and may be required, by legal agreement, to provide or contribute towards wider and longer term planning benefits reasonably associated with the alleviation of any such impact.*

The application should be accompanied by a Transport Assessment, Drainage Strategy and Air Quality Assessment and other required documents and any recommended improvements/remedial works will be controlled through the legal obligation. Development will need to be implemented in accordance with the Master Plan and design guidance approved by the Council and other Development Management policies. Implementation of the Master Plan proposals will be regulated by legal obligation in association with the grant of planning permissions”.

4.11 In respect of housing requirements, Uttlesford District Council has considered various scenarios and concluded within the draft Local Plan that housing figures should be based on an ‘Economic’ scenario. This sets out that the plan will need to make provision for

338 new homes a year. The plan identifies new sites for 3,300 homes on sites identified within the site allocations policies and within the Site Allocations Maps. Paragraph 12.19 of the Draft Local Plan confirms that;

“The base date of the Local Plan is 2001. The current Local Plan needs to deliver 4,800 dwellings to 2012 in accordance with the Regional Spatial Strategy (now revoked). This new Local Plan needs to deliver a minimum of 5070 dwellings during the plan period. The amount of housing the plan needs to provide is 9,870 homes.

A total of 3825 dwellings have been completed and a total of 2394 dwellings have been approved as at the end of March 2011. This leaves a total of 3651 dwellings to deliver. Since April 2011 a further 337 dwellings have been approved on larger sites. Taking this into account this plan needs to allocate 3314 dwellings on new sites”.

4.12 As part of this approach, houses should be delivered to meet the needs of residents in terms of affordability, size, type etc. In conjunction with this, the delivery of affordable homes is a key element of the Council’s own housing strategy.

4.13 Policy SP5 ‘Meeting Housing Need’ therefore sets out that the housing strategy will:

- Provide for 9,870 new homes between 2001 and 2028
- Require the provision of an element of affordable housing by securing 40% affordable housing on schemes of 15 units or more...”

4.14 Strategic Policy 6 ‘Housing Strategy’ requires that;

“Provision is made for 9,870 new homes in Uttlesford during the period 2001 to 2028 in the following locations...

- *A minimum of 1150 on the southern and western edges of Great Dunmow and a minimum of 860 on the eastern edge of, and 20 in Saffron Walden...*” (It should be noted that the word “minimum” is no longer to be applied given the Council’s

Position Statement issued in March 2013 and which is referred to later in this section)

- 4.15 The policy goes on to state that a variety of factors will be taken into consideration in identifying sites, including the proximity of the site to existing services and facilities, the impact on the settlement character (approaches to the settlement and the historic core), impact on the countryside setting of the settlement, use of brownfield sites and the loss of any existing use of the site such as employment or recreational uses.
- 4.16 The policy requires that the design, layout and new infrastructure will incorporate low carbon development, green spaces, be located close to public transport services, enable sustainable patterns of activity, reflect the distinctive architectural character of traditional towns and villages of Uttlesford, and include improvements to the highway structure as required including improvements to the non-strategic road network, traffic management features and footway/cycleway links.
- 4.17 Policy SP7 ‘Phasing and Delivery of Housing’ states that allocations will be phased to make sure that delivery remains close to the overall strategic requirement of the housing strategy and National Planning Policy Framework. Phasing will also make sure that the scale and timing of housing is coordinated with new infrastructure. The Council will also closely monitor overall housing delivery and seek to bring forward allocations if required or instigate a review of the plan if delivery rates are significantly lower than predicted.
- 4.18 Policy SP8 ‘Environmental Protection’ lists the ways in which the Council will seek to ensure the prudent and sustainable management of the District’s towns, villages and countryside. This includes prioritising previously-developed land, minimising the amount of unallocated Greenfield land that is developed, retaining and enhancing settlements or buildings that are worthy of protection, reducing pollution from development to an

- acceptable level, and identifying and assessing any known or potential contamination and carrying out any appropriate agreed mitigation measures before development takes place.
- 4.19 Policy SP9 ‘Minimising Flood Risk’ seeks to locate development on land which has the lowest probability of flooding.
- 4.20 Policy SP10 ‘Natural Resources’ aims to minimise the consumption of, and make provision for recycling water, recycling waste and maximising the use of recycled and sustainable building materials and techniques. Likewise, policy SP11 ‘Renewable Energy and Energy Efficiency’ relates to the location and design of development in order for it to be energy efficient, minimise CO2 emissions and minimise the potential adverse consequences associated with the prospect of greater extremes of weather conditions.
- 4.21 Policy SP 11 ‘Renewable Energy and Energy Efficiency’ development should be designed so as to be energy efficient to include renewable or low carbon energy.
- 4.22 Policy SP12 ‘Protection of the Countryside’ requires proposals for development to take into account the landscape’s key characteristics, features and sensitivities to change in accordance with the relevant Development Management Policy.
- 4.23 Policy SP13 ‘Protecting the Historic Environment’ requires proposals to take into account the significance of any heritage assets and their settings.
- 4.24 Policy SP14 ‘Protecting the Natural Environment’ states that the Council will seek to optimise conditions for wildlife to improve biodiversity, implement the Essex Biodiversity Action Plan (EBAP) and tackle habitat loss and fragmentation.
- 4.25 Policy SP15 ‘Accessible Development’ states that;
- “Development and transport planning will be co-ordinated to reduce the need to travel by car, increase public transport use, cycling and walking and improve accessibility and safety in the District while accepting the rural nature of the District. To achieve this*

- *The capacity of the access to the main road network and the capacity of the road network itself must be capable of accommodating the development safely without causing congestion.*
- *Development will be managed so that it improves road safety and takes account the needs of all users.*
- *Development should take into account impact on air quality.*
- *New development should be accessible by public transport and be linked to services and facilities and the wider footpath and cycle network by safe, well designed pedestrian and cycle routes.*
- *Travel plans and Transport Assessments/Statements will be required for specific development proposals to demonstrate how a reduction in car travel will be achieved.*

The application should be accompanied by a Transport Assessment, Drainage strategy and Air Quality Assessment and other required documents and any recommended improvements/remedial works will be controlled through the legal obligation. Development will need to be implemented in accordance with the masterplan and design guidance approved by the Council and other development Management policies.”

4.26 Policy SP17 ‘Infrastructure ‘ states that development must take into account the needs of new and existing populations in terms of school classrooms, pre-school places, sports provision, primary health care and other community and cultural facilities including shops and community centres. Each development must address water supply, sewage disposal and flood risk issues and make provision for children’s play space, open space and green infrastructure.

- 4.27 Policy SP18 ‘Open Space’ states that new residential development will be required to include appropriate open space, allotments, play areas and other sports provision to meet the current and future needs of residents or contribute to the joint provision of new facilities or the enhancement of existing facilities in the area.
- 4.28 Policy HO5 ‘Affordable Housing’ requires 40% affordable housing on development sites of 15 dwellings or more. Where it can be evidenced to the satisfaction of the Council that these requirements would render the development unviable the Council will negotiate an appropriate proportion.
- 4.29 Policy HO6 ‘Housing Mix’ requires new housing developments of 5 or more dwellings or 0.15 hectares and above to provide a mix of dwelling types and size to meet the needs of the local area and the district as a whole as evidenced by the most recent Strategic Housing Market Assessment.
- 4.30 Policy EN1 ‘Sustainable Energy’ requires development of 5 dwellings or more to comply with the current standards for affordable housing with regard to energy efficiency and CO2 emissions.
- 4.31 Policy EN2 ‘Environmental and Resource Management’ requires development proposals to demonstrate that they have met a range of criteria, where relevant. These include best practice in sustainable design and construction, meeting minimum water efficiency targets, protection and enhancement of water quality and the remediation of contaminated land and its reinstatement to beneficial use, and pollution will be reduced to the minimum feasible level wherever this is an issue.
- 4.32 Policy EN3 ‘Protection of Water Resources’ states that development will be permitted where it will not cause contamination to groundwater particularly in the protection zones shown on the proposals map.

- 4.33 Policy EN4 ‘Surface Water Flooding’ requires all new buildings to incorporate Sustainable Drainage Systems to provide the optimum water run-off rates and volumes back to the original Greenfield discharge. The policy states that only where there is a significant risk of pollution to the water environment, inappropriate soil conditions and/or engineering difficulties, should alternative methods of drainage be considered. Furthermore, development proposals adjoining main rivers, ordinary watercourses and culverts should be set back to provide a suitable buffer in accordance with the relevant Environment Agency requirements. This policy also requires details of proposed SUDS and how they will be managed as part of the planning applications. A Surface Water Drainage Strategy can be found accompanying this planning application.
- 4.34 Policy EN5 ‘Pollutants’ states that planning permission will be granted where the development and uses would not cause material disturbance or nuisance to occupiers of surrounding land uses or the historic and natural environment. The development should include mitigation measures to minimise the negative effects.
- 4.35 Policy EN6 ‘Air Quality’ states that development will be permitted as long as it does not involve users being exposed on an extended long term basis to poor air quality. This policy specifically states;
- “Development within or affecting air quality management areas will be expected to contribute to a reduction in levels of air pollution and include an air quality assessment detailing the impact of the new development and a mitigation strategy which shows how these impacts will be mitigated”.*
- 4.36 Policy EN7 ‘Contaminated Land’ requires a risk assessment, site investigation, proposals and timetable for remediation for sites that are known or strongly suspected to be contaminated. A contamination assessment has been undertaken in relation to this policy, details of which can be found summarised within this document.

- 4.37 Policy DES1 relates to the design of the development and states that “*Siting and Layout: The design should be based on an appraisal of the site and its setting, be designed to Lifetime Neighbourhood standards and reflect the relevant design guidance approved by the Council*”. This is dealt with specifically within the accompanying Design and Access Statement, and further details will be provided at the detailed stage of application, given that these proposals are currently in outline. This is also applicable to Policy C2 ‘Protection of Landscape Character’ which states that “*development should be well integrated with the surrounding landscape*”.
- 4.38 Policy C2 ‘Protection of Landscape Character’ sets out the criteria for assessing the impact of developments on landscape Characters.
- 4.39 Policy HE4 ‘Protecting the Natural Environment’ is concerned with biodiversity and geodiversity. An ecological survey has been submitted as part of this application in relation to this policy.
- 4.40 Policy TA1 ‘Vehicle Parking Standards’ requires developments to have the appropriate number, design and layout of parking spaces for its use and location.
- 4.41 Finally, Policy INF1 ‘Protection and Provision of Open Space, Sports Facilities and Playing Pitches’ requires new developments to make appropriate provision for publicly accessible green space or improvement of existing green space. This should be in accordance with the criteria provided within the policy.

Further Consultation on the Draft Local Plan

- 4.42 A Position Statement (March 2013) was produced by UDC setting out a preferred direction of travel on the outstanding issues and the contingencies and risks involved. The UDC website states that the Position Statement will give more certainty on preferred sites. It will also help clarify the position in relation to non-preferred sites.

4.43 The Position Statement (March 2013) refers ‘Saffron Walden Policy 1 – Land between Radwinter Road and Thaxted Road and land to the south of the Lord Butler Leisure Centre and west of Thaxted Road’. Comments relating to the site include;

- Reducing the area of the site from 79 to 40 hectares (this is a result of identifying land for open space)
- Breaking the site down into two separate policy allocations, with the land north of Thaxted Road becoming a separate allocation for employment and retail warehouse.
- Maintain provision of employment and retail warehousing to the north of the policy area
- Removing reference to on-site provision of land for a secondary school
- Removing reference to a ‘doctors surgery’
- To remove reference to ‘minimum’ in the policy which is being applied across all site allocations within the Plan and which means that the land to the east of Saffron Walden is allocated for 800 dwellings (i.e. not “ *a minimum of 800 residential dwellings...*”)

4.44 The Position Statement lists some ‘Dependencies’ in relation to Saffron Walden, including assessment of air quality monitoring data for 2012, the amount of low-emission vehicles there will be in the latter part of the plan period, consideration of how likely air quality objectives will be and primary health care capacity proposals with the NHS.

4.45 As a result in further work on housing need it has become apparent that the housing figure in the June 2012 Draft Plan will not meet the District’s housing need. A higher figure, 10,460 was approved by UDC’s cabinet on 1st November 2013 and additional sites have been identified to meet the shortfall. Consultation has commenced on the additional numbers and proposed sites between Monday 1st November and Monday 13th January 2014.

4.46 Various Supplementary Planning Documents are also relevant to this application. These include the SPD Accessible Homes and Play Space, SPD Energy Efficiency and Renewable Energy, SPD Parking and SPD Essex Design Guide. The Guidance set out within these documents will be dealt with more specifically at the detailed design stage but have necessarily been consulted in the formulation of the Indicative Masterplan where the general themes have been taken account of in terms of general design and layout.

County-wide Policies

4.47 The Essex County Council Minerals Local Plan was adopted in 1997 and forms part of the Development Plan for Uttlesford. A Replacement Minerals Local Plan is currently being prepared, and as a result, the contents of the 1997 Minerals Local Plan have been saved for an indefinite period.

4.48 The aims of the Minerals Local Plan and the Replacement MLP are to;

- Provide a sustainable planning framework, to supply both recycled and basic raw materials at least cost to the environment of Essex
- Provide policies and proposals for non land won supply including aggregate and the importation of hard rock and marine dredged aggregates
- Ensure extraction is matched by a high standard of restoration and site clearance

4.49 The application site is not located within an area that is Preferred for Future Sand and Gravel Extraction.

4.50 The Joint Essex County Council and Southend-on-Sea Borough Council saved and adopted Waste Local Plan is the currently approved policy document to guide waste development and determine waste related planning applications within Essex and Southend. This planning application does not relate to any Waste Proposals, however this document should still be used as a guidance.

APPENDIX 3

HOUSING STATEMENT

1.0 Introduction

- 1.1 This Housing Statement provides an analysis of the housing requirement and the 5 year land supply.
- 1.2 A full review of the relevant development plan policy is set out in the planning statement. In summary, housing applications should be considered in the context of the presumption in favour of sustainable development in the National Planning Policy Framework (the Framework). UDC have commissioned an independent review of the extent to which the existing policies of the Local Plan are consistent with the policies in the Framework. The Uttlesford Local Plan 2005 – National Planning Policy Framework Compatibility Assessment was published in July 2012 and conclude the housing and employment policies are out of date and policy H1 which refers to housing supply is out of date as the policy only refers to 2000-2011. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites. However, even when the Council has a 5 year land supply development must be approved if it is sustainable. This is especially true for proposal on draft allocation sites.

2.0 The Housing Requirement

Identifying an Objectively Assessed Need

- 2.1 UDC have recently published for consultation a report titled ‘Consultation on Additional Housing Numbers and Sites’ November 2013.

2.2 The purpose of the consultation is to seek views on the Council's assessment of the amount of housing which will be needed during the period of the new Local Plan up to 2031.

2.3 UDC previously consulted on a Draft Local Plan in June 2012. The housing requirement in the 2012 plan was for 9870 new homes between 2001 and 2028. The number of homes was calculated using an Economic Scenario where the number of homes is constrained by the number of jobs available.

2.4 The November 2013 consultation report summarises that the UDC has looked at a range of scenarios to work out the objectively assessed need for the District. The consultation report states that following scenarios were included in the Greater Essex Demographic Study:

- the scenario based on the 2010-based sub-national population projections (SNPP) forecasts a high housing and jobs growth;
- the economic scenario constrains population growth and forecasts a mid range housing and jobs figure the approved (but now revoked) Regional Plan which endorsed a mid-range housing and jobs figure;
- growth based only on the sites in the Annual Monitoring Report Dwelling Trajectory being built out, a low growth scenario nil net migration forecast, a low growth scenario.

2.5 Paragraph 2.11 states that: *“The Government has published more recent statistics partly based on the 2011 Census (the interim 2011 SNPP and interim household projections). These only forecast for a 10 year period to 2021 and trends in fertility, mortality and migration have not been updated to 2011. The Council*

considers that the 2010 population projections reflect a more buoyant economic period when the household formation rates were higher and that this should form the basis for calculating housing need.”

- 2.6 Paragraph 2.14 states that a Local Plan based on the 2010 SNPP would need to provide a total of 10,460 homes between 2011 and 2031, an annual requirement of 523 homes.
- 2.7 This target has not yet been rigorously tested through a Local Plan Examination, it is not ‘set in stone’ and may actually increase.
- 2.8 The Draft Local Plan should respond to the Government’s agenda to create conditions for economic growth over the 19 year period (2011 to 2030). A fundamental requirement of the spatial planning system to provide sufficient land to meet development needs to accommodate potential – and sought after – economic growth. The allocation of suitable land to meet potential household growth will lead delivery. A risk to economic growth is the undersupply of land to meet housing needs.
- 2.9 In summary, the figure of 10,460 houses must be considered is modest and below that which a recovering economy and less fettered housing market.

3.0 **5 year Land Supply - Identifying a Realistic and Deliverable Supply**

Introduction

- 3.1 On the 17 October 2013, the UDC Local Plan Working Group published a report to update members on the degree to which the Council is meeting its 5 year land supply.

3.2 Paragraphs 10-16 of the report are set out below:

“Detailed site information is provided in Appendix 1 to this report. Committed sites are those with planning permission and are shown with a status of between 1 and 5. Proposed sites are those proposed for development in the Proposals for a Draft Local Plan June 2012 and Report of Representations on site allocations. These sites are shown with a status of 6, 7 or 8.

The estimated number of completions each year is shown in the table below.

<i>Year</i>	<i>13/14</i>	<i>14/15</i>	<i>15/16</i>	<i>16/17</i>	<i>17/18</i>	<i>18/19</i>
	<i>Current Year</i>	<i>Year 1</i>	<i>Year 2</i>	<i>Year 3</i>	<i>Year 4</i>	<i>Year 5</i>
<i>Dwellings on Committee Sites</i>	<i>391</i>	<i>228</i>	<i>347</i>	<i>527</i>	<i>698</i>	<i>495</i>
<i>Dwellings on Proposed Sites</i>	<i>0</i>	<i>0</i>	<i>75</i>	<i>205</i>	<i>290</i>	<i>240</i>
<i>Total</i>	<i>391</i>	<i>228</i>	<i>422</i>	<i>732</i>	<i>988</i>	<i>735</i>

It is estimated that 2295 dwellings on committed sites will be built during the 5 year period, whilst the requirement is for 2746 dwellings to be built. This relates to 84% of the requirement which is equivalent to just over 4 years. There is therefore a shortfall of 451 dwellings as set out in the table below.

	<i>Housing Requirement</i>
<i>Annual Requirement</i>	523
<i>Total Supply of deliverable committed sites</i>	2295
<i>Requirement years 1-5 plus 5% frontloading</i>	2746
<i>% of requirement available on deliverable sites</i>	84%
<i>Supply in Years</i>	4.2
<i>Shortfall (dwellings)</i>	451

3.3 *Paragraph 49 of the NPPF states that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.*

3.4 *In view of the lack of a 5 year supply of housing the Council still needs to consider sustainable development favourably.*

Councillors are reminded that even when the Council has a 5 year land supply it will be important for the Council to continue to approve development which is sustainable. This is especially true for proposals on draft allocation sites, but others as well, to ensure delivery in the future and to ensure that the level of housing supply is robust.”

3.5 In summary, based on an annual housing requirement of 523 units (as set out above), the report states that UDC has a 4.2 year supply of dwellings, i.e. there is a lack of a 5 year housing supply. Therefore the Council accepts it cannot demonstrate a 5 year housing land supply. Furthermore, this assessment is based on an untested development target of 10,460 dwellings. As this target has not been

rigorously tested through a Local Plan Examination, it is not ‘set in stone’ and may actually increase.

- 3.6 Of note, an appeal was dismissed on 3rd April 2013 in UDC for the erection of 31 dwelling on grazing land. At the land west of the Cricketers, Stickling Green Road, Clavering (ref. APP/C1570/A/12/2184182). Although the appeal was dismissed the Appeal Decision letter does state at paragraph 5:

*“Based on upon the requirements of the now revoked East of England Plan 2006, the Council’s advice to the Appellant in October 2011 was that there was a supply in the District of about 4.1 years although the Appellants estimate 3.9 years’ worth of supply or 3.2 years if the 20 buffer to which the Framework refers at its paragraph 47 is taken into account. Whichever figure is accepted, and taking into account recent permissions in the village **there is a substantial shortage of housing land.** This means that, as the Framework ensures, the Council’s relevant policies for the supply of housing should not be considered up-to-date.”*[my emphasis]

Supply of Specific Deliverable Sites

- 3.7 UDC have overestimated the number of dwellings on committed sites and set out below is an analysis of Appendix 1 of the 17 October 2013 5-year land supply update
- 3.8 The test in paragraph 47 of the National Planning Policy Framework (NPPF) is “*a supply of specific deliverable sites*” There are three main ways in which to look at which sites are realistically deliverable:

- (1) Only consider those sites which have the benefit of planning permission as being deliverable, with the addition of a non-implementation discount on some sites, where relevant. This provides a very clear, certain and tangible approach which removes any speculation as to whether site which do not have the benefit of planning permission will realistically contribute towards the Council's five-year land supply.
- (2) Use previous annual delivery figures;
- (3) Engage in a site specific assessment of potential delivery.
- 3.9 Even on sites with permission, it remains important to look at the actual supply likely to come forward in the five year period. Footnote 11 to paragraph 47 states that:
- "To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years...Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years".*
- 3.10 The appeal decision at Manchester Road/Crossings Road, High Peak, Derbyshire (APP/H1033/A/11/2159038) supports this view. At paragraph 10, the Inspector refers to footnote 11 to paragraph 47 of the NPPF. The Inspector concludes that the phrase *"until permission expires"* strongly implies that a site which no longer has or, significantly, has not yet received planning permission, is not to be considered deliverable under the terms of the Framework. The Inspector concluded that at paragraph 10:

“The inclusion of the phrase until permission expires strongly implies that a site which no longer has or significantly, has not yet received – planning permission for housing is not considered to be deliverable in terms of the Framework.”

3.11 At the appeal decision on Land east of Butts Road, Higher Ridgeway, Ottery, St.Mary, Devon (APP/U1105/A/12/2180060) the Inspector took a similar approach in the light of footnote 11 of the Framework. He concluded that in respect of many categories of sites, those which do not have planning permission should not count towards the five-year supply. At paragraph 23, the Inspector concludes that:

"The Council' expectation that some of these schemes would have "early delivery" appears overly-optimistic. I concur with the appellant that in the context of Footnote 11 to 'the Framework' most, if not all, of these sites are not deliverable and should not be included within the housing supply assessment."

3.12 With regards to the above, we have analysed the Council’s produced spread sheet in particularly with reference to applications that have been determined by the Planning Committee since April 2103 (the base date) and can comment as follows:

(1) There have been some planning applications approved which are not on the spreadsheet: Webb Road, Little Dunmow (6 units); land east of Braintree Road, Little Dunmox (25 units); and at Orange Street (6 units), plus 37 dwellings in total. The total supply on deliverable committed sites is 2332 rather than 2295 as stated by the Council.

- (2) The detailed site information also include sites which have not yet completed their s106 agreements i.e. they do not have planning permission, therefore they cannot be said to have the benefit of planning permission. Four sites have been identified where the s106 has not been completed, namely: land west of Hall Road, Elsenham (130 units); land south of Stansted Road, Elsenham (165 units); Walpole Farm, Stansted Mountfitchet; Elm Farm, Church Road, Stansted Mountfitchet. The total supply of deliverable sites reduces by to 1789 dwellings when this is taken into account.
- (3) Furthermore, UDC broadly assumes that every dwelling included within the supply will be constructed. Of the dwellings considered to be in the pipeline, many have outline planning permission meaning that the final numbers may change when reserved matters as permission is sought. For example, the detailed site information (dwellings on committed sites) include a site which has been refused permission at reserved matters stage, namely the site North of Ongar Road (ref. 1147/12/OP). The reasons for refusal is the inadequate size of the gardens proposed. The applicants have appealed the decision. Technically therefore the numbers of dwellings proposed on this site could reduce. Therefore a non implementation discount (10%) should be applied. Of note, the 5% buffer applied by the Framework is to increase the supply of housing and ensure choice and competitions in the market as set out in paragraph 47, and does not act as a discount for dwellings not being implemented. The total supply of dwellings in committed sites therefore reduces by 229.5 if this is taken into account.

3.13 In summary, and noting that this assumes that the housing need figure will not increase, i.e. not challenging the annual requirement figures:

	Plan Working Group	Applying 10% discount (1)	Updated to include applications decided since the base date of April 2013 (2)	Updated to exclude applications without s106 completed (3)	Updated to include applications decided since the base date of April 2013 (2) and Updated to exclude applications without s106 completed (3) (2+3)	Applying 10% discount Updated to include applications decided since the base date of April 2013 (2) and Updated to exclude applications without s106 completed (1+2+3)
	Housing Requirement	Housing Requirement	Housing Requirement	Housing Requirement		
Annual Requirement	523	523	523	523	523	523
Total Supply of deliverable committed sites	2295	2065.5	2332	1789	1829	1599.5
Requirement years 1-5 plus 5% frontloading	2746	2746	2746	2746	2746	2746
% of requirements available on deliverable sites	84%	75%	85%	65%	66%	58%
Supply in Years	4.2	3.7	4.2	3.2	3.3	2.9
Shortfall (dwellings)	451	680.5	414	957	917	1146.5

4.0 Conclusions

4.1 In summary, the figure of 10,460 houses must be considered modest. Furthermore, UDC does not have a 5 year land supply and the analysis set out above sets out that the actual supply of deliverable sites is at best 4.2 years and at worst 2.9 years.

APPENDIX 4

SUSTAINABILITY STATEMENT

1.0 INTRODUCTION

- 1.1 This Sustainability Report has been produced by Framptons in support of the outline planning application for a residential led mixed use development at land to the south of Radwinter Road, Saffron Walden.
- 1.2 This report identifies the relevant national and local policies regarding sustainable development and needs to be read in conjunction with the other reports that are submitted to Uttlesford District Council as part of the planning application. A completed Sustainable Construction Pre-Application Checklist for Dwellings is contained as part of this Sustainability Statement.
- 1.3 It must be noted that the application is in outline and therefore the measures set out in this appendix are indicative only. The principles of sustainable development will be employed in designing and constructing the development. It is intended that the residential development component of the application will meet Level 3 of the Code for Sustainable Homes.

2.0 NATIONAL POLICY AND GUIDANCE

- 2.1 Sustainable development is currently defined as *'Development that meets the needs of the present without compromising the ability of future generations to meet their own needs'* – the World Commission of the Environment and Development, 1987 'Our Common Future' – The Bruntland Report.
- 2.2 It remains the case that the principles of sustainability and energy efficiency are integrated into local planning authorities planning policies as well as national legislation and guidance.

2.3 The Government's Strategy' Securing Our Future – a strategy for sustainable development in the UK' (2005) identifies five shared principles that Government have agreed would be used to achieve sustainable development. These are;

- Living within environmental limits:

Replacing the limits of the planet's environment, resources and biodiversity – to improve our environment and ensure that the natural resources needed for life are unimpaired and remain so for future generations.

- Ensuring a strong, healthy and just society:

Meeting the diverse needs of all the people in existing and future communities, promoting personal wellbeing, social cohesion and inclusion in creating equal opportunities for all.

- Achieving a sustainable economy:

Building a strong, stable and sustainable economy which provides prosperity and opportunities for all, and which environmental and social costs fall on those who impose them (polluter pays), and efficient resource use is incentivised.

- Promoting good governance:

Actively promoting effective, participative systems of governance in all levels of society – engaging peoples creativity, energy and diversity.

- Using science responsibly

Ensuring policy is developed and implemented on the basis of strong scientific evidence, plus taking into account scientific uncertainty (through the precautionary principle) as well as public attitudes and values.

2.4 The National Planning Policy Framework (Framework) was published in March 2012 which confirms that sustainable development is the “golden thread” that runs through Government guidance within this document. It confirms that the purpose of the planning

system is to contribute to the achievement of sustainable development and acknowledges that the three dimensions of sustainable development (economic, social and environmental) ensure that there are specific roles that the planning system will have to play.

2.5 The Framework identifies 12 core land use planning principles. A number of these are considered to relate to the planning system's role in achieving sustainable development and are set out below:

- Specific reference to proactively encourage new development
- Seek to secure high quality design and a good standard of amenity for all new developments
- Support the change to a low carbon future in a changing climate, taking full account of flood risk and coastal change and encourage the reuse of existing resources, including conversion of existing buildings and encourage the use of renewable resources
- Contribute to conserving and enhancing the natural environment and reducing pollution
- Encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value
- Promote mixed use developments and encourage multiple benefits from the use of land in urban and rural areas recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation, carbon storage, or food production)
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable

- Take account of and support local strategies to improve health, social and cultural wellbeing for all and deliver sufficient community and cultural facilities and services to meet local needs.

3.0 LOCAL POLICY AND GUIDANCE

3.1 In October 2007 Uttlesford District Council adopted an Energy Efficiency and Renewable Energy Supplementary Planning Document (SPD) which was provided to support Policies GEN2 and Policy ENV5 within the Adopted Uttlesford Local Plan of 2005.

3.2 The SPD set out baseline information and energy use available at that time together with an analysis of the relevant national policy background and also referred to Planning Policy Guidance Notes which have now been replaced by the National Planning Policy Framework 2012.

3.3 The Adopted Uttlesford Local Plan of 2005 contains two policies which the SPD is intended to support. Policy GEN2 requires that all development is built in such a way as to minimise consumption of energy. Policy ENV5 supports small scale renewable energy schemes to meet local needs.

3.4 In Section 2 of the SPD, reference is made to the Urban Place Settlement which is a supplement to the Essex Design Guide. This refers to circumstances where in situations of a warming climate, buildings should be designed to avoid over heating and promotes measures which should reduce the need for artificial cooling which can be energy intensive. Such measures conclude:

- Using external shading to reduce solar gain
- Using blinds within double glazed units
- Using solar controlled glass
- Using equipment with reduced heat output

- Incorporating mass within the buildings thermal envelope to smooth out variations in internal temperature
- Using increased ventilation preferable by natural means to remove heat from the building
- Avoiding large areas of glazing on the east and west face as the resulting solar heat gains are difficult to control

3.5 The SPD also refers to the Code for Sustainable Homes. The Code sets out sustainability standards which can be applied to all new homes. The categories included in the Code are:

- Energy CO2
- Water
- Materials
- Surface water run-off
- Waste
- Pollution
- Health and well being
- Management
- Ecology

3.6 In June 2012 UDC published “Public Participation on Development Plan Document, Consultation on Proposals for Draft Local Plan”. Section 35 of that document deals with the environment and natural resources and similarly refers to the UDC’s encouragement of increasing the environmental sustainability of homes and putting in place policies to help contribute to help meeting national targets for reducing CO2 emissions in all new developments (Development Management Policy EN1).

- 3.7 UDC is seeking to ensure that appropriate environmental and resource management is focused upon the District's environmental resources by requiring that development proposals meet certain criteria including best practice in sustainable design and construction and ensuring that water quality is protected and enhanced.
- 3.8 The last publication of the new Draft Local Plan took place in June 2012. Draft Policy EN2 'Environmental and Resource Management' requires development proposals to demonstrate that they have met a range of criteria, where relevant. These include best practice in sustainable design and construction, meeting minimum water efficiency target, protection and enhancement of water quality and the remediation of contaminated land and its re-instatement into beneficial use, and pollution will be reduced to a minimum feasible level wherever this is an issue.

4.0 THE PRINCIPLES OF SUSTAINABILITY FOR THE APPLICATION

The Site

- 4.1 Having regard for the above, we would confirm that the proposed development will endeavour to meet policy requirements and be developed following sustainable design principles. It is important for UDC to acknowledge that this application is in outline form only and the details of future development will be subject to further application and submissions.
- 4.2 Measures will be introduced to reduce energy demand and carbon dioxide emissions through a number of measures which will include the following:
- High standards of building fabric, improved air tightness including insulation;
 - Installing high efficiency boilers;
 - The use of low energy lighting;
 - The availability of photo voltaic.

- 4.3 It is our client's intention to use locally sourced materials or locally manufactured products where possible since the use of local products also supports the local economy. This will also apply to the use of local labour for the construction period of the development.
- 4.4 In addition to the above, it is intended that measures will be introduced which reduce the demand for water and which include low flow / restricted use water footings on domestic appliances, e.g. washing machines, dual flush WCs and dishwashers. Water butts will also be considered where appropriate for the residential properties.
- 4.5 The developer at the appropriate time will also seek to source local construction materials and to use where possible recyclable materials.
- 4.6 The developer will seek to minimise the generation of waste and maximise re-use and recycling within the scheme.
- 4.7 The masterplan provides the opportunities to secure safe and secure routes for people on foot or on bike to connect into the existing network of roads and paths near to the site. The illustrative layout encourages residents and visitors to make journeys by foot, bike or public transport rather than relying on the private motor car.
- 4.8 The masterplan creates large areas of green within the proposed housing development which provide the opportunity of linking residential areas whilst providing significant opportunities for biodiversity.
- 4.9 The development is proposed to come forward in the manner which creates a new sustainable community for Saffron Walden and provides the opportunity to secure new community benefits.
- 4.10 This development provides the opportunity to secure a new sustainable living environment in Saffron Walden alongside new community facilities which not only benefit new residents but the existing population of the town.

5.0 SUSTAINABLE CONSTRUCTION PRE-APPLICATION

Checklist for Dwellings

Please complete and include with your application. For further information see: see

‘Planning’ on www.uttlesford.gov.uk.

Project description and location: OUTLINE PLANNING APPLICATION FOR A RESIDENTIAL LED MIXED USES DEVELOPMENT, LAND SOUTH OF RADWINTER ROAD	
Overall: PLEASE NOTE THAT THIS IS AN OUTLINE APPLICATION AND THEREFORE THESE MEASURES ARE INDICATIVE	
Will the development meet the Council’s standard of Code for Sustainable Homes Level 3?	YES
Will you have the developments’ Code for Sustainable Homes rating independently assessed? (NB this is a planning requirement for developments of more than five dwellings)	YES
Energy and CO2	
Code for Sustainable Homes Level 3 requires that dwellings have an annual CO2 emissions rate 25% lower than the 2006 Building Regulations target emissions rate for that dwelling. To achieve this standard, which of the following measures are you considering? (tick all that apply)	
- Increased insulation in the walls, roof, floor, windows and/or doors	YES
- Improved air tightness to reduce the infiltration of cold air from outside	YES
- Installing mechanical ventilation systems that can recover heat from outgoing air	YES

- Using building detail that minimises thermal bridging (i.e. ensuring short cuts for heat, such as steel or concrete lintels, are insulated)	YES
- Installing a high efficiency boiler	YES
- Using best practice heating controls (separately controlled heating zones, weather compensation)	YES
- Installing low carbon technologies such as solar panels for hot water or electricity, a biomass boiler or stove, or a heat pump (NB: this is a requirement for developments of more than five dwellings)	YES
- Connecting the dwelling to a district/communal heating system	NO
- Passive design can further reduce energy use. Which of the following passive design features do you plan to adopt?	
- Orienting building to the south and putting the majority of glazing on the south elevation to maximise winter solar gain	YES , WHERE POSSIBLE
- Putting living spaces on the south side of the dwelling to benefit from natural warmth and light	YES
- Making use of natural shelter (e.g. trees) from the prevailing wind	YES
- Avoiding narrow or complicated building shapes that increase the ratio of surface area to volume enclosed	YES
- Ensuring glazed features such as conservatories and atria are unconditioned and thermally separated from the main dwelling	YES
- Increasing temperatures mean there is an increasing risk of summer overheating in UK homes. Which of the following passive cooling	

strategies do you plan to adopt?	
- Providing external solar shading in summer, especially to glazing (deciduous trees, climbing plants, louvers, shutters, awnings and/or overhangs)	NO
- Allowing 'cross ventilation' by providing opening windows and internal layout such that air can flow freely through the building from one side to the other	YES , WHERE POSSIBLE
- Including 'thermal mass' within the dwelling (e.g. a masonry internal wall) to reduce temperature variations	YES
Water	
- Code for Sustainable Homes Level 3 requires that dwellings are designed so average water consumption is less than 105 litres of water per day. To achieve this standard, which of the following measures are you considering? (tick all that apply)	
- 6/4 litre dual flush WCs	YES
- Flow reducing/aerating spray taps throughout	YES
- 6 - 9 litres per minute showerhead(s)	YES
- A smaller, shaped bath	YES
- 18 litre maximum volume dishwasher (if provided)	YES
- 60 litre maximum volume washing machine (if provided)	YES
- Water butts	YES
- Grey water recycling	YES
- Rainwater harvesting (NB: this also helps with surface water management)	YES

Waste	
Code for Sustainable Homes Level 3 requires that dwellings have a site waste management plan in place during construction and have adequate waste storage areas when completed. Will you meet these requirements?	YES
Surface water management	
The Code for Sustainable Homes Level 3 requires that dwellings minimise or delay surface water run off to drains and waterways to reduce risk of flooding. Which of the following measures do you plan to adopt to achieve this? (tick all that apply)	
- Provision of soakaways	YES
- Making the majority of paved surfaces permeable	YES, WHERE POSSIBLE
- Rainwater harvesting	YES
Materials	
Code for Sustainable Homes Level 3 requires that a minimum number of materials are rated 'D' or better according to the Building Research Establishment's Green Guide. Will you meet this requirement?	YES
Other	
Code for Sustainable Homes requires that you accumulate sufficient points to meet the Level 3 standard. The meeting the mandatory parts of Level 3 generates some points, the remainder come from selecting 'free choice' (non-mandatory) measures. Which of the following 'free choice' measures are you considering? (tick all that apply)	

- Providing drying space (so tumble driers are not used)	YES
- Providing more energy efficient lighting (both internally and externally)	YES
- Providing cycle storage	YES
- Providing a room that can easily be set up as a home office	YES
- Providing recycling storage both within and outside the home	YES
- Enhancing the security of the home	YES
- Enhancing the sound insulation of the home	YES
- Exceeding the minimum requirements of the mandatory parts of the Code	YES, WHERE POSSIBLE
Are the measures that you intend to carry out and impact on design shown on your plans and drawings?	N/A
Is there any further information on sustainability that you have included with your application?	YES (in separate reports)