



Uttlesford Local Plan 2021-2041 (Regulation 19) Larger Villages and Newport Local Rural Centre Housing Requirement Topic Paper

Uttlesford District Council

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Introduction

1. The Spatial Strategy set out in the Uttlesford Local Plan 2021 – 2041 (Core Policy 2: Meeting our Housing Needs), proposes housing requirement figures for Larger Villages, as defined in Core Policy 3: Settlement Hierarchy, to be met via non-strategic allocations (these are sites of less than 100 homes).
2. The Plan identifies a 600 dwelling allowance for Larger Villages, over and above any existing commitments (sites with planning permission at 1st April 2024) and completions (sites that are already built) within the Plan period, i.e., since April 2021. This figure has been reduced from the 1,000 dwelling figure previously consulted on as a result of the significantly increased number of commitments and completions (including the Land East of Highwood Quarry permission granted on appeal for up to 1,200 dwellings) and the revised settlement hierarchy which reduces the number of Larger Villages by 5 from 13 to 8.
3. NPPF paragraph 67 states that strategic policies should “set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations”. NPPF paragraph 68 requires local planning authorities to set “indicative housing requirements” for neighbourhood areas “if requested to do so”, taking into account factors “including the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the local planning authority”. The Local Plan aims to future-proof this by identifying housing requirement figures for all designated neighbourhood areas and all Larger Villages (regardless of whether they are designated neighbourhood areas) for the plan period.
4. Housing requirement figures are required for all designated neighbourhood areas, however some designated areas contain settlements which are classed as ‘Smaller Villages’ in the settlement hierarchy and therefore, in line with the spatial strategy, are not apportioned any non-strategic growth. For clarity, any Smaller Villages that are designated neighbourhood plan areas have housing requirement figures of zero. This is because these smaller settlements are not thought to represent sustainable locations for allocated sites. These areas can nonetheless plan for additional housing through small neighbourhood plan allocations if they wish to and by encouraging windfall development.
5. Additionally, some “Key Settlements” and “Local Rural Centres/Small Towns” settlements within the top two tiers of the settlement hierarchy are within designated Neighbourhood Areas, but as these are already subject to proposed strategic allocations (sites of at least 100 homes), the housing requirement figures for these settlements, for Neighbourhood Planning purposes, is also zero. This is because they are not required to plan for additional housing over and above that already identified through strategic allocations, but they can plan for additional smaller allocations if they wish to.
6. The exception to this is the Local Rural Centre of Newport where, at Regulation 18 stage, 412 dwellings were proposed to be allocated at two strategic sites: North of Wicken Road/West of School Lane; and South of Wicken Road/West of Frambury Lane.
7. Newport is clearly identified as a sustainable and appropriate location for development, but there are challenges associated with balancing the level of development around the constraints affecting the settlement. The highway modelling identifies some issues that could be mitigated with a new road through the originally proposed development, thus with access at the south as well as west, but this creates challenges around the scale of development needed for such

infrastructure to be viable, but without starting to impact some of the constraints, such as landscape and proximity to the M11. There are also challenges associated with extending the existing primary school with some concerns raised at the Reg 18 stage by Essex County Council (ECC).

8. On balance, it is considered that a lower quantum of development, to be brought forward on a collection of non-strategic sites, will provide the best opportunity to minimise any negative impacts and avoid the constraints affecting development, particularly associated with a larger scale of development to the west. A smaller quantum of development can also more easily be accommodated by expansion on the existing school site and ECC have confirmed expansion is possible with a lower quantum of growth.
9. In addition to the above strategic factors and constraints, it was requested by the Town Council for Newport during the Regulation 18 consultation to be set a housing requirement for the Newport, Quendon and Rickling Neighbourhood Plan Update to deliver. This principle has now been carried through into the Local Plan, with the housing requirement figure calculated in this Topic Paper.
10. The top three tiers of settlements within the Local Plan (Core Policy 3: Settlement Hierarchy) can expect some windfall development within the existing built areas of the settlements and this would be additional to any housing requirement figures where in accordance with Local Plan policy. This would fall within the 'windfall' allowance identified in the Local Plan.
11. There are 8 Larger Villages in Uttlesford District and a number of designated Neighbourhood Areas that contain smaller villages or are in open countryside. **Table 1** below shows the different tiers, settlements, and Neighbourhood Plan status, alongside Green Belt constraints and whether there are any strategic allocations in the area.

Table 1: Larger village and designated neighbourhood areas in Uttlesford District

Tier	Settlement	Planning Policy status	Neighbourhood Plan Status
Key Settlements	Great Dunmow	Strategic	NP Made 8 th December 2016
Key Settlements	Saffron Walden	Strategic	NP Made 11 th October 2022
Key Settlements	Stansted Mountfitchet	Strategic, part Green Belt	NP Area Designated 17 th September 2015
Local Rural Centre	Elsenham	Strategic	N/A
Local Rural Centre	Great Chesterford	Strategic	The Great and Little Chesterford Neighbourhood Plan was Made 2 nd February 2023
Local Rural Centre	Hatfield Heath	Strategic, Green Belt (inset)	Area Designated 20 th December 2021
Local Rural Centre	Newport	Strategic	The Newport and Quendon & Rickling Neighbourhood Plan was made on 28 th Jun 2021. Under review.
Local Rural Centre	Takeley including Prior's Green	Strategic	NP Area Designated 29 th September 2021
Local Rural Centre	Thaxted	Strategic	NP Made 21 st February 2019

Tier	Settlement	Planning Policy status	Neighbourhood Plan Status
Larger Villages	Birchanger	Green Belt (inset)	N/A
Larger Villages	Clavering	N/A	N/A
Larger Villages	Debden	N/A	N/A
Larger Villages	Felsted	N/A	NP Made 25 th Feb 2020
Larger Villages	Hatfield Broad Oak	N/A	NP Area Designated 22 nd April 2022
Larger Villages	Henham	N/A	N/A
Larger Villages	Little Hallingbury	Green Belt (inset)	NP Area Designated 28 th Feb 2023
Larger Villages	Stebbing	N/A	NP Made 19 July 2022
Smaller Villages	Ashdon	N/A	Made 6 th December 2022
Smaller Villages	Broxted	N/A	Area Designated 4 th January 2022
Smaller Villages	Fritch Green	N/A	Area Designated 25 th January 2022
Smaller Villages	Great Easton	N/A	Great Easton, Duton Hill and Tilty NP Area Designated 30 th Aug 2022
Smaller Villages	Lindsell	N/A	Area Designated 11 th January 2024
Smaller Villages	Little Dunmow	N/A	NP Area designated 18 th May 2021
Smaller Villages	Little Easton	N/A	NP Area designated 9 th July 2020
Smaller Villages	Manuden	N/A	N/A
Smaller Villages	Quendon & Rickling	N/A	The Newport and Quendon & Rickling Neighbourhood Plan was made on 28 th Jun 2021. Under review.
Smaller Villages	Radwinter	N/A	Area Designated 7 th November 2018
Open Countryside	Cherry Green	N/A	NP Area designated 4 Jan 2022
Open Countryside	Duton Hill	N/A	Great Easton, Duton Hill and Tilty NP Area Designated 30 Aug 2022
Open Countryside	Little Chesterford	N/A	Made 2 nd February 2023
Open Countryside	Tilty	N/A	Great Easton, Duton Hill and Tilty NP Area Designated 30 Aug 2022

12. The NPPF states that housing requirement figures should reflect the strategy for the area. The strategy for Uttlesford, focuses development at the largest and most sustainable settlements, which help to maximise opportunities for supporting sustainable travel (walking cycling/ public transport), help to improve the vitality of our communities, businesses and retailers, focus new infrastructure where it supports as many of our existing communities as possible, rather than just new residents and provides affordable housing where the need arises (in our largest communities – i.e., where people live and have family connections). The proposed Strategic Allocations are therefore focused at the Key Settlements and Local Rural Centres.

13. As has been explained above, the Larger Villages are identified in the Local Plan as suitable locations for additional non-strategic development to deliver 600 homes in total (about 4% of the total housing supply in Core Policy 2 or 7.5% of the total including completions and commitments at the Larger Villages). This, much lower level of growth is important in our most

sustainable rural settlements to ensure we continue to support their vitality and viability. It helps to support local business/ retailers/ employers and services and facilities and help to improve the viability of public transport, but it is proportionate to the size of settlement. NPPF paragraph 83 states:

“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of small settlements, development in one village may support services in a village nearby”.

14. However, to ensure the level of growth in these settlements, it is proposed that any settlements already subject to strategic scale development should not additionally be apportioned non-strategic development, and also that Larger Villages entirely in the Green Belt would not be appropriate locations for non-strategic development.
15. In terms of the settlements in **Table 1** this means that the parishes containing Larger Villages constrained by Green Belt will not be apportioned any non-strategic growth (Birchanger and Little Hallingbury).
16. The Local Rural Centre of Newport is also assigned a housing requirement figure to deliver through the review of the Newport, Quendon and Rickling Neighbourhood Plan.

Methodology – Larger Villages

17. The total number of homes to be planned for via non-strategic development in Larger Villages over the plan period is calculated and then different scenarios are used to divide up the 600 homes residual figure across the Larger Villages (excluding Birchanger and Little Hallingbury), taking into account completions since 2021 and further commitments (i.e. planning permissions granted at 1st April 2024). This ensures that the existing level of commitments and completions are appropriately reflected in setting housing requirements over the plan period.
18. Total homes to be delivered in Larger Villages 2021-2041 were calculated as follows:

Larger Village Completions 2021/22, 2022/2023 and 2023/24 = 159 dwellings
+
Larger Village Commitments at 1st April 2024 = 355 dwellings
+
Residual figure (600 in Core Policy 2) = 600 dwellings
=
Total housing to be delivered in Larger Villages 2021-2041 = 1,114 dwellings
Of which
600 dwellings are to be delivered via non-strategic allocations

19. Three alternative distribution scenarios were then used for apportioning the proposed 600 dwelling allowance in the Larger Villages required by Core Policy 2:
 1. Even distribution (even split of the amount of housing planned across eligible settlements)

- a. Option A applies this evenly including the growth already planned at Larger Villages (completions and commitments); whilst
 - b. Option B only applies this to the additional 600 homes required by Core Policy 2.
 2. Population weighted distribution (based on existing population size in the 2021 Census).
 3. Settlement Hierarchy 'Weighted Service' score as taken from the Services and Facilities Study.
20. Average figures are then calculated for each Larger Village across all of the scenarios to arrive at the housing requirement figures to be met over the plan period 2021-2041. The housing requirement figures are the total housing for 2021-2041 for each settlement. Residual requirement figures are also provided which set the number to be delivered through additional non-strategic allocations.
21. For the figures to be deliverable over the plan period there needs to be sufficient capacity from sites at each settlement that are assessed as suitable, available and achievable in the Councils updated Housing Economic Land Availability Assessment (HELAA)¹. A cross-reference has therefore been made to the latest HELAA capacity for each Larger Village. If any settlements cannot meet the identified housing requirement figures, then any unmet needs are reapportioned across those settlements where there is surplus HELAA capacity on a pro-rata basis (based on the averages provided, excluding those with no capacity).
22. It should be noted that only Debden (29 dwelling HELAA capacity) has a HELAA capacity below its average housing requirement across the four scenarios (92 dwellings). This has resulted in a total of 63 dwellings being redistributed across the other Larger Villages on a pro-rata basis.
23. The latest population data available from the 2021 Census² has been used. The Larger Village apportionment has been undertaken with the outputs from the latest available HELAA at the time and the latest monitoring data (consistent with the 5YHLS and AMR) with a 1st April 2024 base date.

Methodology – Newport

24. Census table PP001³ contains a breakdown of the number of households per Parish across the district at the time of the 2021 Census. Newport Parish has 3.3% of the households within the district, a total of 1,215 households out of 36,961 within Uttlesford.
25. If the Local Housing Need 2024 figure of 675 dwellings per annum were applied to the existing distribution of households in Uttlesford as per PP001 then the 'fair share' for Newport Parish would be 444 dwellings over the plan period.
26. At 1st April 2024 Newport had the following completions and commitments:

Parish	Completions 2021/22	Completions 2022/23	Completions 2023/24	Commitments at 1 st April 2024	Total

¹ <https://www.uttlesford.gov.uk/article/4924/Local-Plan-evidence-and-background-studies>

² Population data has been arrived at on a 'best fit' basis using either Parish boundaries or combining Lower Super Output Areas – see Appendix A.

³ Available at: https://www.nomisweb.co.uk/sources/census_2021_pp

Newport	9	35	40	68	152
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27. The 'fair share' of 444 dwellings minus the 152 completions and commitments already accounted for during the plan period equals 292 dwellings. It is therefore considered that it is reasonable for a residual figure of 300 dwellings to be apportioned to Newport to be delivered through the Neighbourhood Plan, on top of commitments and completions.

Conclusions

28. The table overleaf presents the recommended housing requirement figures for each Parish for the period 2021-2041 (including existing commitments and completions) and also the residual requirement to be delivered through new non-strategic allocations to deliver the Spatial Strategy apportionment of 600 dwellings at the Larger Villages. Additionally Newport is assigned a residual housing requirement of 300 dwellings to be met on top of existing completions and commitments.
29. At Regulation 18 stage the Council asked the Parish Councils at the Larger Villages if they would be willing to take responsibility for any non-strategic (small site) allocations if they wish to. Following the consultation and subsequent engagement, all of the Parishes in question have expressed an intention to prepare Neighbourhood Plans to make sufficient allocations to deliver their housing requirement.
30. If these Parishes prepare a Neighbourhood Plan that plans for at least the residual to plan for figure identified in the following table, the Uttlesford Local Plan will not need to take any further action. Where Parishes do not wish to prepare neighbourhood plans, or to make any allocations, the District Council will address the lack of allocations in either a review of the Local Plan or a Development Plan Document.

Tier	Parish	Policy status	NP Status	Best-fit Population (2021 Census)	Total Completed / committed	Scenario 1A	Scenario 1B	Scenario 2	Scenario 3	2021-41 Housing Requirement Figure (average across scenarios)	Residual to be allocated as non-strategic allocations (before reallocation)	HELAA Capacity	Shortfall	Residual Housing Requirement to be allocated through non-strategic allocations (at 1 st April 2023, including redistribution)	Completions and commitments (at 1 st April 2023)	2021-41 Housing Requirement Figure (including redistribution)	Comment
Larger Village	Clavering	N/A	N/A	1343	77	182	177	184	201	186	109	637	0	122	77	199	
Larger Village	Henham	N/A	N/A	1,046	60	182	160	143	184	167	107	107	0	121	60	181	Excludes commitments and completions at Elsenham (but within Henham Parish)
Larger Village	Birchanger	Green Belt (inset)	N/A	957	3	3	3	3	3	3	0	N/A	N/A	0	3	3	No residual non-strategic requirement due to Green Belt
Larger Village	Little Hallingbury	Green Belt (inset)	NP Area Designated 28 Feb 2023	1,663	21	21	21	21	21	21	0	N/A	N/A	0	21	21	No residual non-strategic requirement due to Green Belt
Larger Village	Stebbing	N/A	NP Made 19 July 2022	1,061	57	182	162	146	146	159	97	97	0	109	62	171	Includes NP allocations H1, H2, H3 and H4 for 13 dwellings
Larger Village	Felsted	N/A	NP Made 25 Feb 2020	2,416	216	182	316	408	329	309	93	569	0	104	216	320	
Larger Village	Debden	N/A	N/A	788	49	182	149	112	123	141	92	29	-63	29	49	78	63 dwelling shortfall reallocated to other Larger Villages
Larger Village	Hatfield Broad Oak	N/A	NP Area Designated 22 April 2022	904	26	182	126	98	107	128	102	253	0	115	26	141	
TOTAL					514	1,114	1,114	1,114	1,114	1,114	600		-63	600	514	1,114	

Appendix A – ‘Best Fit’ Census 2021 population boundaries

Some Parishes contain other settlements within the settlement hierarchy therefore to avoid showing higher population figures at particular settlements an exercise has been carried out to estimate the population using a ‘best fit’ combination of smaller-scale Output Areas as an alternative.

In order to undertake this Census 2021 population data has been used, using GIS to compare the Parish boundaries at the Larger Villages with the more granular Output Areas from the TS001-OA⁴ “Number of usual residents in households and communal establishments” dataset.

The table below shows the source of the population data used.

Village	Best fit Parish / OA boundary	Population	Total population figure used
Clavering	Clavering Parish boundary	1,343	1,343
Henham	E00112103 Output Area	269	1,046
	E00112104 Output Area	305	
	E00112102 Output Area	472	
Stebbing	E00112232 Output Area	316	1,061
	E00112233 Output Area	318	
	E00112234 Output Area	427	
Felsted	E00169981 Output Area	241	2,416
	E00169987 Output Area	417	
	E00112109 Output Area	345	
	E00112112 Output Area	378	
	E00112108 Output Area	358	
	E00112106 Output Area	447	
	E00112113 Output Area	230	
Debden	Debden Parish boundary	788	788
Hatfield Broad Oak	E00112080 Output Area	273	904
	E00112081 Output Area	284	
	E00112082 Output Area	347	

⁴ <https://www.ons.gov.uk/datasets/TS001/editions/2021/versions/3>