



**Draft Uttlesford Local Plan 2021-2041 (Regulation 18)  
Rural Area and Larger Villages Housing Requirement  
Topic Paper**

Uttlesford District Council

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# Introduction

1. The Spatial Strategy set out in the Draft 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). The Plan identifies a 1,000 dwelling allowance for Larger Villages, over and above any existing commitments (sites with planning permission) and completions (sites that are already built) within the Plan period, i.e., since April 2021.
2. NPPF paragraph 66 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 67 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 draft 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.
3. 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.
4. 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.
5. 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.
6. There are 13 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, parishes, 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**

<b>Tier</b>	<b>Settlement</b>	<b>Parish</b>	<b>Planning Policy status</b>	<b>Neighbourhood Plan Status</b>
Key Settlements	Great Dunmow	Great Dunmow	Strategic	NP Made 8 December 2016
Key Settlements	Saffron Walden	Saffron Walden	Strategic	NP Made 11 October 2022
Key Settlements	Stansted Mountfitchet	Stansted Mountfitchet	Strategic	NP Area Designated 17 September 2015
Local Rural Centres	Great Chesterford,	Great Chesterford,	Strategic	The Great and Little Chesterford Neighbourhood Plan was Made 2 February 2023
Local Rural Centres	Hatfield Heath,	Hatfield Heath,	Strategic, Green Belt	NP Area Designated 20 December 2021
Local Rural Centres	Newport,	Newport,	Strategic	The Newport and Quendon & Rickling Neighbourhood Plan was made on 28 Jun 2021.
Local Rural Centres	Takeley/ Prior's Green,	Takeley	Strategic	NP Area Designated 29 September 2021
Local Rural Centres	Thaxted	Thaxted	Strategic	NP Made 21 February 2019
Larger Villages	Clavering	Clavering	N/A	N/A
Larger Villages	Henham	Henham	N/A	N/A
Larger Villages	Birchanger	Birchanger	Green Belt (inset)	N/A
Larger Villages	Little Hallingbury	Little Hallingbury	Green Belt (inset)	NP Area Designated 28 Feb 2023
Larger Villages	Stebbing	Stebbing	N/A	NP Made 19 July 2022
Larger Villages	High Easter	High Easter	N/A	N/A
Larger Villages	Felsted	Felsted	N/A	NP Made 25 Feb 2020
Larger Villages	Ashdon	Ashdon	N/A	NP Made 6 Dec 2022

<b>Tier</b>	<b>Settlement</b>	<b>Parish</b>	<b>Planning Policy status</b>	<b>Neighbourhood Plan Status</b>
Larger Villages	Debden	Debden	N/A	N/A
Larger Villages	Elder Street	Wimbish	N/A	N/A
Larger Villages	Hatfield Broad Oak	Hatfield Broad Oak	N/A	NP Area Designated 22 April 2022
Larger Villages	Manuden	Manuden	N/A	N/A
Larger Villages	Great Easton	Great Easton	N/A	Great Easton, Duton Hill and Tilty NP Area Designated 30 Aug 2022
Smaller Villages	Flitch Green	Flitch Green	N/A	NP Area designated 25 January 2022
Smaller Villages	Little Dunmow	Little Dunmow	N/A	NP Area designated 18 May 2021
Smaller Villages	Little Easton	Little Easton	N/A	NP Area designated 9 July 2020
Smaller Villages	Radwinter	Radwinter	N/A	NP Area designated 7 Nov 2018
Smaller Villages	Quendon & Rickling	Quendon & Rickling	N/A	The Newport and Quendon & Rickling Neighbourhood Plan was made on 28 Jun 2021.
Open Countryside	Broxted	Broxted	N/A	NP Area designated 4 Jan 2022
Open Countryside	Cherry Green	Broxted	N/A	NP Area designated 4 Jan 2022
Open Countryside	Duton Green	Great Easton	N/A	Great Easton, Duton Hill and Tilty NP Area Designated 30 Aug 2022
Open Countryside	Tilty	Tilty	N/A	Great Easton, Duton Hill and Tilty NP Area Designated 30 Aug 2022

7. 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.
8. As has been explained above, the Larger Villages are identified in the draft Local Plan as suitable locations for non-strategic development; 1,000 homes in total (about 6 % of the planned level of housing supply). 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 79 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”.
9. 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.
10. 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).

## Methodology

11. 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 1000 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 1<sup>st</sup> April 2023). This ensures that the existing level of commitments and completions are appropriately reflected in setting housing requirements over the plan period.

12. Total homes to be delivered in Larger Villages 2021-2041 were calculated as follows:

**Larger Village Completions 2021/22 and 2022/2023 = 110 dwellings**  
+  
**Larger Village Commitments at 1<sup>st</sup> April 2023 = 489 dwellings**  
+  
**Residual figure (1,000 in the preferred strategy) = 1,000 dwellings**  
=  
**Total housing to be delivered in Larger Villages 2021-2041 = 1599 dwellings**  
*Of which*  
**1,000 dwellings are to be delivered via non-strategic allocations**

13. Three alternative distribution scenarios were then used for apportioning the proposed 1,000 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 1000 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.

14. 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.

15. 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)<sup>1</sup>. A cross-reference has therefore been made to the latest draft HELAA capacity for each Parish with a 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).

16. It should be noted that Ashdon (41 dwelling HELAA capacity) and Manuden (0 dwelling HELAA capacity) both currently have a draft HELAA capacity below their average housing requirement across the four scenarios. This has resulted in a total of 133 dwellings being redistributed across the other Larger Villages on a pro-rata basis.

17. The latest Parish-level population data available from the 2021 Census. The Village Apportionment was undertaken on the outputs from the draft HELAA available at the time (with a 1<sup>st</sup> April 2022 base date). Rebasng the HELAA to 1<sup>st</sup> April 2023 with the latest monitoring data (consistent with the 5YHLS and AMR) removes a small number of 'completed' sites from the

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

HELAA capacity at the Larger Villages (from 80 sites to 72 sites). This results in a need for 35 dwellings to be redistributed to other Larger Villages, however this has not been factored in to the Regulation 18 draft as a downwards adjustment to the 1,000 Larger Village apportionment figure in the Regulation 19 plan is likely in order to account for the anticipated increase in commitments and completions at that stage

## Conclusions

18. 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 1,000 dwellings at the Larger Villages.
19. It is proposed that those Parishes/ Larger Villages in question (as set out in the following table), could take responsibility for any non-strategic (small site) allocations if they wish to. If these Parishes respond to the Local Plan consultation with a clear commitment to 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 add non-strategic sites to the next stage of the Local Plan to be published in Summer 2024. The Council will seek to work with any relevant Parishes so they can contribute to any site selection process.



Tier	Parish	Policy status	NP Status	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 <sup>st</sup> April 2023, including redistribution)	Completions and commitments (at 1 <sup>st</sup> April 2023)	2021-41 Housing Requirement Figure (including redistribution)	Comment
Larger Village	Clavering	N/A	N/A	1343	75	143	166	169	207	171	96	429	0	111	75	186	
Larger Village	Henham	N/A	N/A	1,371	58	143	149	153	176	155	97	635	0	112	58	170	
Larger Village	Birchanger	Green Belt (inset)	N/A	957	3	3	3	3	3	3	3	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	22	22	22	22	22	22	22	N/A	N/A	0	22	22	No residual non-strategic requirement due to Green Belt
Larger Village	Stebbing	N/A	NP Made 19 July 2022	1,464	49	143	140	151	140	143	94	22385	0	109	49	158	
Larger Village	High Easter	N/A	N/A	720	10	143	101	60	99	101	91	200	0	104	10	114	
Larger Village	Felsted	N/A	NP Made 25 Feb 2020	3,165	214	143	305	434	301	296	82	3430	0	95	214	309	
Larger Village	Ashdon	N/A	NP Made 6 Dec 2022	901	17	143	108	80	102	108	91	41	-50	41	17	58	-50 shortfall reallocated to other Larger Villages
Larger Village	Debden	N/A	N/A	788	49	143	140	104	129	129	80	158	0	92	49	141	
Larger Village	Wimbish (Elder Street)	N/A	N/A	1,476	25	143	116	128	110	124	99	437	0	115	25	140	
Larger Village	Hatfield Broad Oak	N/A	NP Area Designated 22 April 2022	1,260	19	143	110	107	102	116	97	12823	0	111	19	130	
Larger Village	Manuden	N/A	N/A	720	30	143	121	80	108	113	83	0	-83	0	30	30	-83 shortfall reallocated to other Larger Villages
Larger Village	Great Easton	N/A	Great Easton, Duton Hill and Tilty NP Area Designated 30 Aug 2022	1,155	28	143	119	108	100	118	90	111	0	110	28	138	
<b>TOTAL</b>					<b>599</b>	<b>1,599</b>	<b>1,599</b>	<b>1,599</b>	<b>1,599</b>	<b>1,599</b>	<b>1,000</b>		<b>-133</b>	<b>1000</b>	<b>599</b>	<b>1,599</b>	