



Uttlesford Housing Trajectory 2021-2041

Uttlesford District Council

October 2023

Introduction

1. The purpose of this document is to set out the Council's position with regard to housing supply across the Local Plan period 2021-2041 to support the Regulation 18 Consultation. This trajectory uses a base date of 1 April 2023 and comprises of committed developments (i.e., existing planning permissions) and draft allocations proposed within the Regulation 18 Plan itself. A breakdown of sites included within the Housing Trajectory is set out within Appendix 1.

Housing Need and Supply

2. Paragraph 74 of the NPPF 2021 requires demonstration of a trajectory illustrating the expected rate of housing delivery over the plan period. The standard methodology identifies a housing requirement of 684 dwellings per annum (dpa) for Uttlesford¹. Appendix 2 of this report sets out the calculation of this local housing need for Uttlesford.
3. In addition to the dwelling completions and commitments data, this Housing Trajectory includes an allowance for windfall sites of 110 dwellings per year (beginning from the Year 26/27) based on historic rates of completions on small sites (1-4 dwellings over the period 2013/14-2022/23) below the Housing and Economic Land Availability Assessment (HELAA) minimum site size threshold. The long-term trend is for 117 dwellings per annum to be completed on small sites (Table 1) however a cautious 110 dwellings is assumed. To avoid double counting existing commitments, no allowance for windfall is made in the three years 2023/24 – 2025/26. Small sites with planning permission have been included and are assumed to be completed in the next three years.

2013/14	108
2014/15	76
2015/16	148
2016/17	144
2017/18	95
2018/19	156
2019/20	155
2020/21	166
2021/22	79
2022/23	127
Total	1254
Annual Average	117

¹ Justin Gardner, Local Housing Need Assessment, 2023. Standard method calculation can be found within Appendix 2 below

4. With regard to the application of a lapse rate to existing permissions, the 2017 Windfall Allowance Topic Paper suggested that 63% of windfall sites permitted were eventually built by comparing the number of permissions granted over the period 2006/07-2015/16 against the number of completions over the same time frame. This figure has been rolled forward into later housing supply calculations without being revisited. This is despite the updated 2021 windfall allowance topic paper concluding at paragraph 23 that “Table 5 shows that the majority of completions take place in the second and third year following consent.” To gain a true understanding of implementation it needs to be undertaken on a site-by-site basis, not comparing permissions granted against completions in a single monitoring year (which compares different time periods).
5. Upon revisiting this in 2023, the 2017 methodology for calculating a lapse rate is now considered flawed as once permission is granted it can be completed at any point within a three-year period. Furthermore, the NPPF changed the definition of windfall since the 2017 topic paper was produced and now no longer explicitly excludes residential gardens. The 63% implementation figure is considered out of date and inaccurate and so has been replaced with a 10% lapse rate instead, which has been accepted by other local planning authorities in plan-making and decision-taking. It is noted that the Government’s Planning Practice Guidance does not suggest including a “lapse rate” or “non-implementation rate”, however it is not realistic to assume that all extant permissions will be implemented at a particular date in time. A 10% lapse rate is considered realistic in the absence of more up-to-date information.
6. Finally, an allowance of 1,000 dwellings has been made for non-strategic allocations, with this growth being accommodated by the ‘Larger Villages’ band within the settlement hierarchy. The respective parish council’s will be provided a housing target for which they will have the opportunity to take ownership of the location of non-strategic development, either through the Local Plan or Neighbourhood Plan process. Specific sites which make up this allowance will be detailed at the Regulation 19 stage of the Local Plan.
7. Delivery projections have been determined with consideration to several factors, including the planning status of the site, the scale of the site, the submission / approval of corresponding planning and building control applications, industry average lead-in times and delivery rates, and site visits.

Calculation of the Housing Supply Against Objectively Assessed Need

8. Table 2 shows the calculation of the Housing Supply over the Local Plan period. It is based on the housing target of 684 dwellings per annum as calculated by the standard methodology, set out in Appendix 2.

Annual Target	N/A	684
Plan Period Target	684×20	13,680
Completed Dwellings	N/A	980
Committed Dwellings	N/A	5,722
Lapse Rate Assumption	-17×3	-51
Windfall Assumption	110×15	1,650
Non-Strategic Allocation Allowance	N/A	1,000
Strategic Allocations	N/A	5,076
Total Dwelling Supply	$980 + 5,722 - 51 + 1,650 + 1,000 + 5,076$	14,377
Surplus Above Plan Period Target	$14,377 - 13,680$	697
% Buffer Above Plan Period Target	$(697 / 13,680) \times 100$	5%

Appendix 1: Housing Trajectory Site Breakdown

Application Reference	Site Address	Description	Date of Permission	SLAA Reference	Capacity (Gross)	Units Lost	Capacity (Net)	Pre-Local Plan Period	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38	2038/39	2039/40	2040/41	Dwellings Delivered During Plan Period	Notes on Deliverability
									Year 1	Year 2	Year 3	Year 4	Year 5																	
Sites (1-4) (Excluding technical starts whereby permission lapsed >10 years ago)	N/A	N/A	N/A		N/A	N/A	N/A	N/A	96	123	167	167	167															720		
UTT/1006/04/DFO	SECTOR 1 EMBLEMS 2 LAND TO THE NORTH OF GODFREY WAY GREAT DUNMOW CM6 1EF	Approval of reserved matters following the grant of outline permission for erection of 105 dwellings and garages with associated highway works	09/09/2004		105	0	105	0	0	0	0	0	0	55	50													105	Category A - Detailed consent granted and spine road in situ, however, construction works not substantially commenced. Site is deliverable during the 5-year period in accordance with typical lead-in times and build out rates.	
UTT/0386/05/DFO	SECTOR 3, PHASE 3 WOODLANDS PARK GREAT DUNMOW	Construction of 100 dwellings	07/03/2005		100	0	100	0	0	0	0	0	55	45													100	Category A - Detailed consent granted and spine road in situ, however, construction works not substantially commenced. Site is deliverable during the 5-year period in accordance with typical lead-in times and build out rates.		
UTT/0392/05/DFO UTT/0246/07/FUL UTT/0399/08/FUL UTT/0406/08/FUL	SECTOR 3, WOODLANDS PARK, GREAT DUNMOW	Construction of 300 dwellings	27/05/2005		334	0	334	1	0	56	55	55	55	55	57												333	Category A - Detailed consent granted and dwellings already completed on-site. Site is deliverable during the 5-year period. UTT/23/1066/FUL - Awaiting decision, however, proposed replacement of 71 dwellings originally permitted with 58 dwellings.		
UTT/0395/05/FUL	SECTOR 2 WOODLANDS PARK GREAT DUNMOW	Construction of 51 dwellings and associated estate roads, footpaths, garages, car spaces, foul and surface water drainage, amenity areas, boundary treatment and landscaping including a provision of landscape margin to north west by-pass	27/05/2005		51	0	51	26	15	10																	25	Dwelling construction completed 22/23.		
UTT/0496/05/FUL	SECTOR 2, PHASE 4 WOODLANDS PARK GREAT DUNMOW	Erection of 253 dwellings	16/06/2005		253	0	253	244	6	3																	9	Dwelling construction completed 22/23.		
UTT/13/1663/DFO	Sector 4 , Parsonage Park, Gt Dunmow, Parsonage Downs, Gt Dunmow	Dem of derelict farmhouse & construction of up to 125 dwellings(15 x2, 14 x3 & 1 x 4 bed Aff houses, 10 x1 & 10x2bed Afford Flats=50 Aff & 75 Mkts (bed unknown)	31/10/2013		125	0	124	2	16	9	22	22	22	22	9												122	Category A - Detailed consent granted and and dwellings already completed on-site. Site is deliverable during the 5-year period.		
UTT/13/1684/OP UTT/17/3106/DFO	Ld at Smiths Farm, Chelmsford Road, Great Dunmow (West of Chelmsford Road)	Redevelopment to provide 370 Res units to include 70 extra care units, new retail food store, B1,B2 & B8 employment land	04/11/2014		370	0	370	0	0	0	0	0	0	0	0	55	55	55	55	55	55	40					370	Category A - 115 dwellings approved in detail under hybrid permission UTT/13/1684/OP. Technical start made but no substantial construction works commenced. Category B - 255 dwellings approved but with details reserved. These details are currently pending determination under UTT/17/3106/DFO. There has been no activity on this application since 2018, however, all dwellings could feasibly be built out at some point within the future. Given ongoing delays with the delivery of this site, it is not considered probable that any dwellings will be delivered within the 5-year period. However, as portion of the site is Category A, delivery beginning in the year immediately following the 5-year period is realistic. It should be noted that the 70 extra care units comprise self-contained units which are to be treated as standalone dwellings for the purposes of assessing 5YLS.		
UTT/16/1856/DFO	Land South Of Radwinter Road Saffron Walden	Application for the approval of matters reserved by outline planning permission UTT/13/3467/OP comprising the erection of 200 dwellings of mixed size and tenure, including link road, residential access roads, public open space, surface water attenuation areas and landscaping, and access to and preparation of land for a one form entry primary school	13/01/2017		200	0	200	151	24	25																	49	Dwelling construction completed 22/23.		
UTT/18/0103/DFO	Land To The South Of The Endway Great Easton	Details following outline application UTT/17/0259/OP for 9 no. dwellings , details of appearance and scale	11/05/2018		9	0	9	1	6	2																	8	Dwelling construction completed 22/23.		
UTT/20/1473/DFO	Land East Of Green HollowClapton Hall LaneDunmow	Outline application for the demolition of existing buildings and residential development of five dwellings with all matters reserved except for means of access and general layout	31/08/2017		5	0	5	0	0	0	5																5	Category A - Detailed consent granted and construction works commenced for all plots on-site. Site is deliverable during the 5-year period.		
UTT/17/1490/FUL	Millside Storrford Road Hatfield Heath CM22 7DL	Demolition of existing outbuildings and proposed construction of 5 new dwellings with garaging in the grounds of Millside, and the addition of a detached garage to the existing house with a new access to be formed to serve Millside and Plot 1.	20/11/2017		5	0	5	0	0	0	0	2	3														5	Category A - Detailed consent granted and technical start made, however, construction works not substantially commenced. Site is deliverable during the 5-year period.		
UTT/17/1652/FUL	Sector 3 Woodland Park Great DunmowWoodside WayDunmow	Erection of 20 no. two bedroom apartments, layout parking, amenity space and landscaping.	05/02/2018		20	0	20	0	0	0	0	0	10	10													20	Category A - Detailed consent granted and technical start made, however, construction works not substantially commenced. Site is deliverable during the 5-year period.		
UTT/17/1852/FUL	Land Adj To Coppice Close Dunmow Road Takeley	Residential development of 20 dwellings with associated vehicular access points off Dunmow Road, open space, car parking and associated infrastructure.	18/05/2018		20	0	20	0	0	20																	20	Dwelling construction completed 22/23.		
UTT/18/1608/FUL	Land To The West Of The Oak Barn Green Street Eisenham	Proposed erection of 5 no. new dwellings	01/11/2018		5	0	5	0	0	5																	5	Dwelling construction completed 22/23.		
UTT/17/3571/FUL	Land East Of Claypit Villas Bardfield Road Thaxted	Proposed residential development and associated infrastructure to erect 9 no. dwellings.	10/12/2018		9	0	9	0	0	0	0	0	5	4													9	Category A - Detailed consent granted and technical start made, however, construction works not substantially commenced. Site is deliverable during the 5-year period.		
UTT/18/2055/FUL	Cutlers Green Farm Cutlers Green Cutlers Green Lane Thaxted	Change of use of Grade II Listed barn to provide a residential dwelling, change of use and extension of curtilage barn to residential, change of use and residential conversion of existing agricultural silos, demolition of other agricultural buildings and structures, and erection of new agricultural-style dwellings and link buildings to provide 7 residential dwellings with associated parking, landscaping and private amenity space. Erection of new garage to serve plot 1	14/03/2019		7	0	7	0	0	0	0	4	3														7	Category A - Detailed consent granted and construction works commenced for two plots on-site. Site is deliverable during the 5-year period.		
UTT/20/0336/DFO	Land South East Of Great Hallingbury Manor Bedlars Green Road Tilekiln Green Great Hallingbury CM22 7TJ	Details following outline approval UTT/16/3669/OP for the erection of 35 no. Dwellings - details of appearance, landscaping, layout scale and access.	10/06/2020		35	0	35	0	5	24	6																35	Category A - Detailed consent granted and dwellings already completed on-site. Site is deliverable during the 5-year period.		

Appendix 2: Calculation of Local Housing Need

Calculation of Minimum Local Housing Need Using the Standard Method.

The analysis below considers the level of local housing need for Uttlesford using the Standard Method. The methodology for calculating housing need is clearly set out by Government in Planning Practice Guidance and follows a four-step process worked through in the following sub-sections. We consider first the implications of use of the 2014-based Household Projections, the use of which is required in the Planning Practice Guidance.

Step One: Setting the Baseline

The first step in considering housing need against the Standard Method is to establish a demographic baseline of household growth. This baseline is drawn from the 2014-based Household Projections and should be the annual average household growth over a ten-year period, with the current year being the first year i.e. 2023 to 2033. This results in growth of 4,884 households (488 per annum) over the ten-year period.

Although this figure is calculated over a ten-year period from 2023 to 2033, Paragraph 12 of the PPG states that this average household growth and the local housing need arising from it can then “be applied to the whole plan period” in calculating housing need.

Step Two: Affordability Adjustment

The second step of the standard method is to consider the application of an uplift on the demographic baseline, to take account of market signals (i.e. relative affordability of housing). The adjustment increases the housing need where house prices are high relative to workplace incomes. It uses the published median affordability ratios from ONS based on workplace-based median house price to median earnings ratio for the most recent year for which data is available.

The latest (workplace-based) affordability data is for 2022 and was published by ONS in March 2023. The Government’s Guidance states that for each 1% increase in the ratio of house prices to earnings, above 4, the average household growth

should be increased by 6.25%, with the calculation being shown below. For Uttlesford, the ratio for 2022 was 13.18, giving an uplift of 57% - this leads to a housing need of 769 dwellings per annum.

$$\text{Adjustment factor} = \left(\frac{\text{Local affordability ratio} - 4}{4} \right) \times 0.25 + 1$$

Step Three: The Cap

The third step of the Standard Method is to consider the application of a cap on any increase and ensure that the figure which arises through the first two steps does not exceed a level which can be delivered. There are two situations where a cap is applied:

The first is where an authority has reviewed their plan (including developing an assessment of housing need) or adopted a plan within the last five years. In this instance the need may be capped at 40% above the requirement figure set out in the plan.

The second situation is where plans and evidence are more than five years old. In such circumstances a cap may be applied at 40% of the higher of the projected household growth (step 1) or the housing requirement in the most recent plan, where this exists.

The last Uttlesford Local Plan dates back to 2005 with a housing target of around 373 dwellings per annum. A cap is therefore applied as 40% above the household growth shown above (as this is higher of the two figures). This gives a housing need of 684 dwellings per annum.

Step Four: Urban Uplift

The fourth and final step in the calculation means that the 20 largest urban areas in England are subject to a further 35% uplift. This uplift ensures that the Governments stated target of 300,000 dwellings per annum is met and that “homes are built in the right places, to make the most of existing infrastructure, and to allow people to live nearby the service they rely on, making travel patterns more sustainable.” (Paragraph: 035 Reference ID: 2a-035-20201216). Uttlesford is not listed within the top 20 urban areas in the country and therefore there is no additional uplift.

Standard Method Calculation using 2014-based Household Projections

The table below works through the Standard Method calculations for the District and shows a need for 684 dwellings per annum.

Figure 3.1: Standard Method Housing Need Calculations using 2014-based Household Projections	
	Uttlesford
Households 2023	38,112
Households 2033	42,996
Change in households	4,884
Per annum change	488
Affordability ratio (2022)	13.18
Uplift to household growth	57%
Uncapped need (per annum)	769
Capped need (per annum)	684