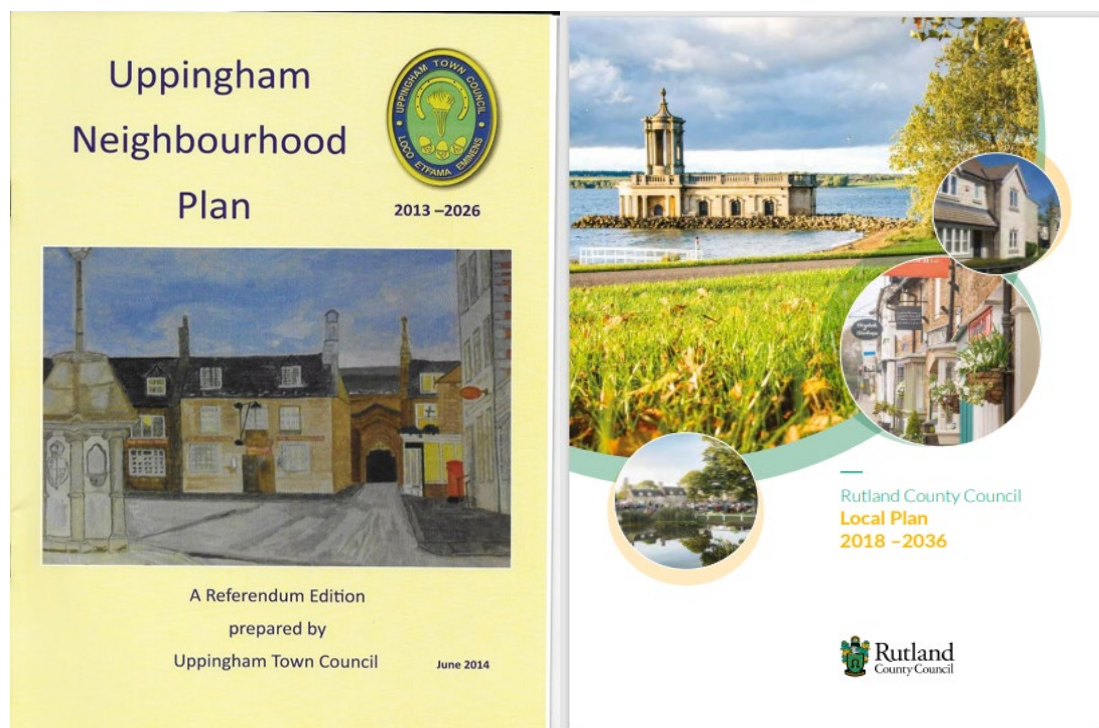


*Draft Version*

## Support for Uppingham Town Council on the review of the Uppingham Neighbourhood Plan



## Paper 3: The Evidence Base

(Contractor: Clive Keble (MRTPI) on behalf of Design Midlands Dec. 2020)

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## The Evidence Base

### 1. Introduction

1.1 It is important that the key elements of a Neighbourhood Plan reflect good, up to date evidence. Para. 40 of the Government Guidance on Neighbourhood Planning States: “... there is no ‘tick box’ list of evidence required.....Proportionate, robust evidence should support the choices made and the approach taken. The evidence should be used to explain succinctly the intent and rationale of policies in a draft neighbourhood plan.....Local Planning authority should share relevant evidence, including that gathered to support its own plan-making.” More detail is given in the Locality toolkits on evidence gathering: <https://neighbourhoodplanning.org/toolkits-and-guidance/?type%5B%5D=evidence-gathering>

1.2 This paper considers the extent to which the existing NP evidence base can apply to a revised version, the continued applicability of the evidence collected in 2018 in the support work undertaken by OPUN and looks at what new evidence may be available in 2020. In addition, consideration is given to the 2021 national census.

### 2. Original NP documents/evidence

#### The 2014 Databook of evidence

2.1 This 296 page document formed part of the NP throughout and to Submission. It *“documents the supporting evidence for the proposals and policies in the Uppingham Neighbourhood Plan. It complements the arguments, ideas and policies presented in the Plan and adds to the information in two preceding town documents, the Uppingham Parish Plan (2007) prepared in consultation with the local community, and Uppingham 2025 (2009), prepared in consultation with local business. The Databook provides a chronology of continuous public consultation with the Uppingham community and its local businesses over a period of more than two years. It also documents the decision making trail pursued by Uppingham TC and its working partners in moving toward an agreed Draft Plan that would carry substantial public support. This Databook is submitted as the legal evidence base for the external examination of the Uppingham NP by the appointed Examiner”*. It includes:

2. Front Runner Bid and Notes of Task Group Meetings
3. Town Council Planning Committee Minutes
4. Town Council Minutes
5. Uppingham First Board Minutes
6. Business Forum Minutes
7. Uppingham Town Partnership Minutes
8. Newsletters
9. Workshops and Events
10. Key Correspondence, Questionnaires and Surveys
11. Analysis of Issues and Themes
12. Housing Site Data
13. Action on Responses to First Public Consultation
14. Action on Responses to Second Public Consultation

2.2 This is a comprehensive document which is predominantly meeting notes and opinion based, with limited original research/analysis of statistics. The local input and buy in from people and organisations was a great strength of the NP, but recent/planned activity on

housing needs, the current (Design Midlands) papers and the potential of the 2021 Census (all of which are considered below), will help to justify the NP review.

### ***The (Aug. 2017) Uppingham Town Centre & Business Zones Plan (2017-2036)***

2.3 This document contains the following actions: (Those relevant to NP planning policies are ***in bold italics***. Many of the other actions may be addressed by community proposals).

#### 1. A Digital Action Plan

- A new virtual portal (with audio and visual welcome to the town via the webcam) comprising a Virtual High Street, Uppingham App, electronic map, links to key businesses and community organisations,( including Uppingham in Bloom), an online shopping facility, accommodation and tourism links, an education and business database and a new Antiques, Arts, Books and Creative Crafts visitor trail and electric car trail.
- ***Further development of the town's fibre to the premise broadband network.*** White Space Broadband provision plus improved town centre wifi.
- ***A revised Uppingham Mast 4G/5G proposal based at Welland Vale Nurseries.***
- Electronic information boards at key town entrances and in the town centre on the A6003.

#### 2. ***New Homes for the Present and Next Generation. With landowner agreement, the acquisition of sites to build an additional (to the emerging RLP) 100-200 new homes.***

- Create E J Toon Housing Trust to build up to 10 first step flats for young local workers.
- ***The construction of 50+ bungalows for the elderly.***
- ***The construction of up to 50 skills based dwellings to enhance Uppingham's home based entrepreneurship offer.***

#### 3. ***A Safer A6003, Market Place and High Street***

- ***Traffic management at the London Road entrance to Station Road/Spring Back Way.***
- ***Improved pedestrian safety at the North Street East/West/Ayston Road junction.***
- ***Strengthened pedestrian protection for the public crossing between High Street East and High Street West with reduced speed limit and pedestrian priority.***
- ***Safer traffic movement and parking layout in the market place following resurfacing and refurbishment of the monument.***
- Upgrading of the public toilet LED heritage lighting.
- Long term strategy to replace/improve town centre paving, encouraging wall heritage signs.
- Enhancement of Baines Corner as a community facility and Queen Street Improvements

#### 4. An Ayston Road Action Plan

- ***A new long stay car park.***
- Safer pedestrian movement.
- ***Bungalows for the elderly.***

#### 5. ***An Uppingham Gate Action Plan (staged)***

- ***Care home for the elderly.***
- ***Innovation centre and employment starter units.***
- ***A Joint Blue Light Services Station.***
- ***Skills based/Employment linked homes with workshop facility.***
- ***First Step and Family Homes.***
- ***Retail Unit (last stage).***

## **6. A Station Road Action Plan**

- **Support for collaboration with the LEP to undertake a feasibility study on upgrading to create new employment opportunities, a possible new entrance & adopting the highway.**

## 7. A Welland Vale Action Plan

- **Support for the limited expansion of retail in the fields of commercial, leisure and play.**
- Strengthening of footfall links between the site and the high street.

## 8. An Education Zones Action Plan

- **Enhancement of the facilities at Uppingham Cricket Club to incorporate a creative and media arts centre and a new sports facility.**
- With Governor agreement, support for strengthened Uppingham Academy Trusts offering **new/additional facilities for primary education, additional childcare provision, youth and adult education and a community transport hub.**

## **9. A Community Hub and Tod's Piece Action Plan**

- **Support for the creation of a community hub incorporating a replacement for the current library. Further development of Tod's Piece as a public park, recreation and event space.**

## 10. A Strategy for Public Transport

- The establishment of a permanent community transport solution linking business, residential, education and retail zones to the Uppingham surgery and the High Street.
- **Safety improvements to the bus termini and irregular roundabout in North Street East.**
- Improved transport services to and from surrounding villages and Leicester.

## 11. Town Entrance Improvements

- Better lighting, signage and design with quality planting.

## 12. Tourism, Marketing and Events

- Strengthen the town's presence in tourism and marketing structures promoting the branding of Uppingham as 'independent'.
- Create a new Antiques, Arts, Books and Creative Crafts Visitor Trail supported by a virtual and paper visitor map.
- Develop the new Rutland Electric Trail with Uppingham as its southern gateway. Collaborate with appropriate voluntary agencies and organisations to create a visitor reception service linked to a proposed community bus service.
- **Support the work of CPRE and other environmental and tourism groups in the promotion of footpaths, bridleways and cycle paths in and around Uppingham.**

The emphasis is on local knowledge, opinions and commitment to the town, as illustrated by this text. **"Most important of all, the task group has undertaken original research of local business and community opinion via a series of surveys and questionnaires to ascertain statistical facts plus local and visitor opinion. The detail of this research work is documented in the plan's supporting Data Book which will accompany the final version of The Plan."** (Is this Data Book the same as that used for the NP?). The report has a useful reference list:

### *Documents & studies*

BE Group Employment Land Assessment Update—Jan 2016

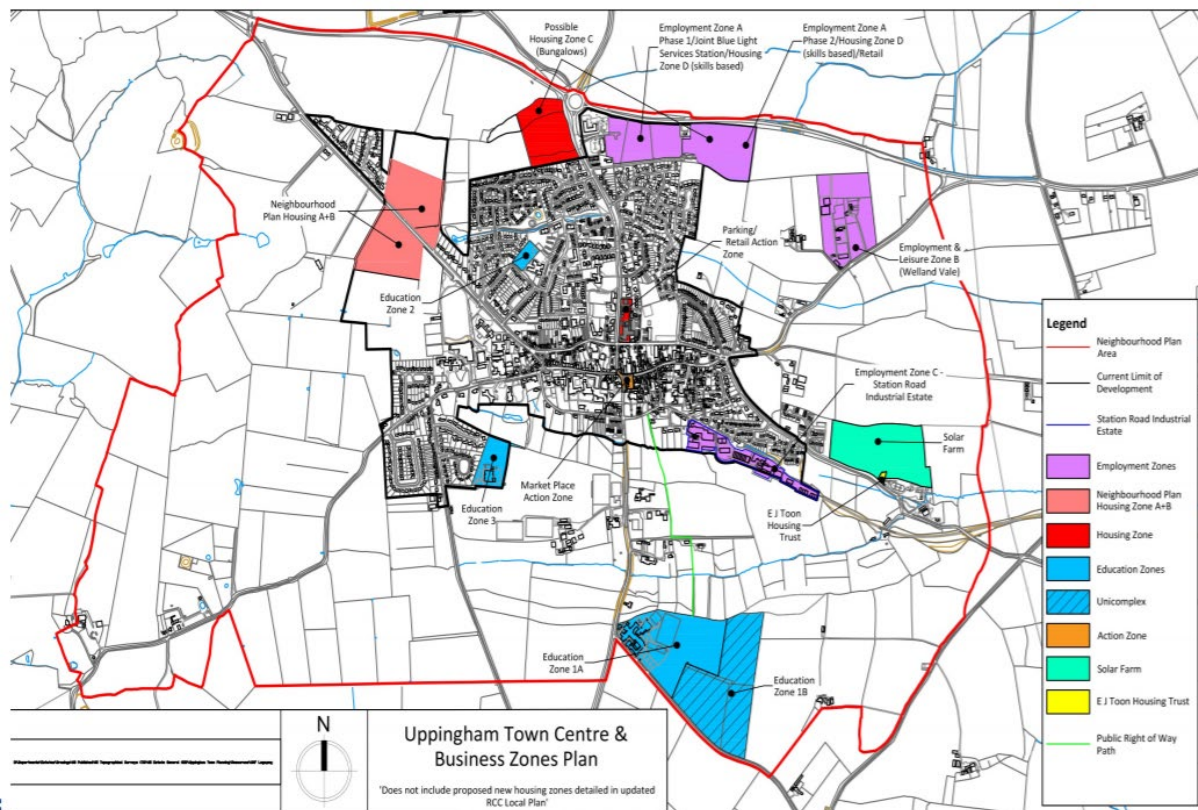
Economic Growth Strategy 2014 - 2021 - Rutland County Council

The Future of Small Towns: Challenges and Opportunities - AMT Towns Alive

Rutland ... A great Place to do Business - Rutland County Council

Rutland Retail Capacity Assessment ... 2013 Update  
 Complexity of Town Centres - British Retail Consortium  
 Why our High Streets Still Matter - Mary Portas  
 Town Centre Futures - Association of Town Centre Managers  
 The Emerging Rutland Local Plan  
 Rutland Together Culture and Leisure Strategy 2013-2016  
 The Uppingham Neighbourhood Plan  
 The Uppingham Parish Plan Uppingham 2025 - Uppingham First  
*Consultation Questionnaires*  
 Business Survey: Family Survey: Market Trader Survey: Resident Survey: Visitor Survey  
 2015 Town Benchmarking Surveys  
 Parking space occupancy - January to December 2015 - Uppingham First  
*Conversations and Consultation*  
 Uppingham Business Forum  
 Uppingham Neighbourhood Forum  
 Retailers of Uppingham Directors of Uppingham First  
 Portfolio Holder and Economic Development Officer - Rutland County Council  
 Planning and Highways Departments of Rutland County Council  
 A range of landowners, developers, property owners, public agencies and local businesses  
*Research Visits*  
 A variety of UK and European Market Towns  
 Consultants - People and Places  
 Revive and Thrive events  
 Locality, CTA and NCVO

The map/plan on p23 is interesting (see overleaf):



### 3. Evidence work undertaken in 2018 which may be carried forward

3.1 The majority of the analysis and data in the 2018 (OPUN) reports for the Town Council, at the early stages of considering an NP review, remain relevant and applicable to review work in 2021. However, where practical and necessary, they could be updated (see Section 4 below). At that time, some attention was focused on the town centre and Uppingham Gate. The town centre is considered in Paper 1 (Principles....) of the current work.

3.2 **Rutland Local Plan Comments from Uppingham First (UF)** These comments, it is believed date from 2017, emphasised the important of local knowledge and liaison with businesses. *They read: “.....this UF response is **founded on independent evidence gathered from extensive consultation with the Uppingham community and in particular its business and civil society sectors.** UF supports the submission of UTC and its comments on individual draft policies except where varied or enhanced by the following paragraphs. This UF response is founded on comment and opinion derived from debate at the Uppingham Business and Neighbourhood Forums together with opinion expressed by the new Uppingham Vanguard Board +, schools, landowners, developers, community and business surveys, questionnaires and focus groups, together with comment from DCLG, Locality and CPRE. It is also informed by the outputs of a meeting of 21 parishes hosted by the partnership early in September”.*

### 4. Updated 2020 evidence and further evidence requirements

4.1 The current work has involved extensive research of transport context and planning decisions. Setting aside the bespoke work on the Leicester Road housing sites and the Housing Needs pilot, both of which are considered in subsequent paragraphs, there is however, little scope for and limited benefit to be derived from, new statistical work beyond that undertaken in 2018.

4.2 An Office for National Statistics report, “Understanding Towns in England and Wales: Spatial Analysis: Dec 2020” has very recently been published. It explores population and employment growth across 1186 towns between 2009 and 2019 and provides regional and local comparisons for context. It does not include Uppingham, but it has data for Oakham which may be of interest. Oakham is defined as a Small Town with low levels of deprivation. In 2009 the population was 11,191 and the population growth (2009 - 19) was +4.50% which is **below** the England & Wales average). In terms of employment, drawing on data for the Peterborough Travel to Work Area it shows declining employment, (-9.5%). Overall, the conclusion of population growth but declining employment.

4.3 The Lower Super Output Area 2019 mid-year population estimates for Uppingham are:

Uppingham South - 2011

Uppingham East - 1363

Uppingham West - 1479

Total population 4853

In the May 2018 (OPUN) report, the usual resident population was stated as 4745, based on earlier data. This suggests a recent population increase of 138 persons. Some of the increase will be births in the resident population but it may also show that the new housing has appealed to incomers and that Uppingham is an attractive place for people to move to.

Leicester Road housing schemes

4.4 The two housing sites (almost completed, with Bloors as the developer) off Leicester Road have been investigated in detail by the Housing Theme Group leader along with a smaller site (adjoining Number 68 - permitted) and a larger outline application (approved subject to completion of a legal agreement, now under re-negotiation). Planning applications are also considered in Paper 1. Details of the local analysis are in Appendix 1.

4.5 The conclusions reached from this research and analysis are:

- The NP has been successful in influencing layout and design and the way that the landowner/housebuilder has engaged with the TC has been appreciated.
- The desire for more smaller homes, open market and affordable, including bungalows as not been fully satisfied. However, recent data/evidence (especially the CPRE study) will support provision in future schemes
- There is a risk that a cohesive approach to infrastructure provision, especially new roads and junctions, will be undermined as new developer emerge on other sites who wish to pursue alternative/cheaper access arrangements.

CPRE Housing Needs Survey Pilot Report 2020

4.6 It is fortunate, albeit that this was achieved through a desire on behalf of Uppingham to be part of and facilitate, that the pilot affordable housing study (aimed at younger people) has focused on Uppingham. Details of the study are presented in Appendix 2.

4.7 This study will be a valuable addition to the NP evidence base and it can be used directly (by the Town Council and RCC) to secure provision in future housing schemes. It will, however, also be necessary to consider the needs of other age groups, in particular older people. The population information assembled in 2018 remain relevant to this and there is the potential for more up to date and accurate information to be derived from the upcoming 2021 National Census (see below). This data will need to be interrogated to understand the impact of Uppingham School on the population structure and to ascertain if the perception that there is an issue of an aging population in Uppingham, creating a need for small dwellings (including bungalows) for downsizing and for purpose built accommodation, can be proven.

Retail and employment matters

4.8 The work undertaken in 2018, which remain relevant to the work to be undertaken to review the NP in 2021, include town centre surveys and sessions with local businesses. For the latter interest group, the sound work undertaken by Uppingham First means that there is a good understanding of the business needs in Uppingham, although the imminent, post Brexit situation is likely to create some uncertainty. In terms of the town centre, the possible impacts of changes to the planning system and the potential longer term implications of Covid-19 are discussed in Paper 1 (Principles underlying the review...). It would be interest to look at occupancy rates and the demand or not for different sorts of premises, but a survey in the next few months would be like to reflect a situation that is skewed by Covid-19 considerations and it may be better to wait until later into 2021.

4.9 In order to avoid the problems of data being skewed or becoming out of date, it might be helpful for town centre polices, especially those concerning changes of use and shopping frontages to be cross referenced to an intent to undertake annual or biannual occupancy and town use surveys.

## **5. Consideration of the 2021 national census**

5.1 As noted above, the data which comes out of the new census will help justify NP policies and support their implementation, especially in terms of housing mix, tenure and affordability. However, it will not be available until mid-2022 to early 2023, which is likely to be 12 months or so after the NP review has been completed. It will be necessary, therefore, for policies in the NP review to refer to details (e.g. of the provision of certain types of houses) being dependent on the evidence base of the NP **and** data which becomes available at the time of a planning application being made.

5.2 The Census will be taken on Sunday 21<sup>st</sup> March 2021. Dissemination of outputs will follow a pre-arranged timetable, with the aim of releasing population and household estimates by March 2022 as part of the first phase of outputs, followed by all remaining pre-planned outputs by March 2023. The intention is for the outputs to be published within a shorter timescale compared with the 2011 Census, that is, 12 months rather than 16 months. The aim is to release all the initial findings within 12 months, and all data within 24 months. Access to census results should be improved, with users able to design alternative tables to supplement some published standard tables. There will be a single point of access to 2021 Census outputs through a dedicated website that meets the needs of users and the development of a flexible dissemination system, will allow users to create their own tables. Details of how it is to be undertaken can be seen at:

<https://www.ons.gov.uk/census/censustransformationprogramme/census2021outputs/nationalstatisticsaccreditation/howtheofficeforationalstatisticsisensuringthe2021censuswillservethepublic>

## **6. Summary and recommendations (NB link evidence to obj. to policy) TBC**



## **Appendix 1.**

### **Profile of recently completed housing schemes off Leicester Road**

Following discussions, the lead for the Housing theme has examined the outcomes from the two linked sites off Leicester Road which has been developed by Bloors. This was the first major scheme to be developed in Uppingham following the formal “making” of the current Uppingham Neighbourhood Plan (covering the period to 2026). The intention was to consider the benefits and issues perceived to be derived from the NP, in particular if the NPAG believes that the developers had actually delivered what was required under the NP.

The analysis used publicly available documents from which it is believed that the split of units actually built (and practically all now sold) were as shown below:-

#### Open Market Sales:-

- 49 x Four bedroom properties
- 20 x Three bedroom properties
- 3 x Plots still showing as Sales and Showhomes

#### Affordable Shared Equity

- 5 x 3 Bedroom (there are another 4 such properties where I cannot confirm the tenure)
- 6 x Two bedroom (there are another 2 such properties where I cannot confirm the tenure)

#### Affordable Rental

- 2 x 3 bedroom
- 6 x 2 bedroom
- 4 x 1 bedroom (there are another 2 such properties where I cannot confirm the tenure)

Overall total of 103 plots of which potentially (if the unknown tenures are actually “Affordable Homes”) there are 72 available on the open market and 31 affordable which is 30%. A full analysis is shown site by site on a separate attached Excel Spreadsheet.

Based on these records no 5 bedroom properties have been identified (there is an identified need for a small number of larger “Executive” houses). Equally no bungalow properties for the Open Market (again where there is a recognised need) have been identified. There is also some uncertainty over Open Market properties below 3 bedrooms (although that potentially there are 6 such properties where the analysis has not been able to establish the tenure). The assessment of the likely tenures is based on the published S106 Agreement signed between RCC and the Developers that sets out which plot numbers are to be designated as Affordable Housing (copy of this document also attached).

In terms of the price brackets were achieved, Zoopla state that the average house price in Uppingham as at December 2020 was £335,143. An examination of Bloor’s own marketing material shows asking prices of £409,950 for Plot 2 (4 bedrooms) and prices between £434,950 and £452,950 for 4 bedroom Thornsett and Osterley properties. For the 3 bedroom properties asking prices of £268,950 for a semi-detached and £274,950 for a detached property are indicated.

The conclusion is that although this is an excellent site in terms of design and has been generally well received by the people of Uppingham it has not fully addressed the housing needs, particularly around smaller properties for the open market and certainly not in terms of bungalows. This is not a criticism of Bloor's as these comments need to be cross-referenced to the recently undertaken CPRE Housing Needs Survey specific to Uppingham that wasn't available at the time that the Bloor's Planning Permission was sought and granted. What is believed it means is that those developers seeking detailed Planning Permission for other major sites in Uppingham will need to address these issues.

On a related matter, the proposed mini-roundabout for Leicester Road and the apparent questioning by the potential developer for the land North of Leicester Road as to whether or not this is needed or if some alternative road measure could be implemented was considered. Reference should be made to the S106 Agreement that was mentioned above where the matter of such a roundabout is commented on and financial provision is made for it within the agreement. It is very fair to say that both the existing Neighbourhood Plan and the S106 Agreement do not dictate that the solution must be a roundabout (although there is strong support for one from the community, but also talks about alternative highways solutions. I have attached an extract from the appropriate pages of the Neighbourhood Plan. However it should be noted that the outline Planning Permission sought on the North of Leicester Road (status "awaiting decision" according to the RCC website planning portal 2019/0524/OUT) included a very comprehensive Transport Assessment that concluded: *Although not required for capacity or to achieve safe access to the developments the proposed compact roundabout access, incorporating the existing access to the Bloor Homes development, is considered the best practical option in light of changes to the road resulting from that development, and the limited frontage available for other forms of access.*

Therefore, were RCC to back-track on the need for a compact roundabout then this would be a fundamental departure from the spirit of the Neighbourhood Plan and will almost certainly be opposed by the Town Council (who are strong advocates of upholding both the letter and the spirit of the Neighbourhood Plan). This resolve of the Town Council can be seen in action in response to the small site on the North of Leicester Road (Site A in the Neighbourhood Plan) that was subject to formal Planning Permission (2020/0236/FUL) earlier this year. The Town Council's statutory consultee response included the following:-

- *It is within, and supported by the Uppingham Neighbourhood Plan, and*
- *The plans show 3 substantial houses fronting the development with 4 behind, within our request regarding houses supporting the street scene leading into the town*

The question of whether the TC/NPAG want to try and address concerns that developers are putting forward designs/layouts that result in fewer smaller dwellings (2 bedroom and possibly 3 bedroom properties). This is certainly the case and the evidence for the need for more of these smaller sized properties (plus bungalows) can be found in the CPRE Housing Needs Survey recently undertaken in Uppingham.

**Note:** The four planning applications considered above are also detailed in Paper 1 (Planning decisions and the NP).

## Appendix 2

### CPRE Housing Needs Survey Pilot Report 2020 (Extracts about Uppingham)

#### Executive Summary

##### 1. Rutland 2036

1.1 The CPRE Rutland 2036 project was commissioned in the Spring of 2020 with the help of regional and national grants to address a number of issues vital to the future of Rutland. In consultation with the local community the project, still ongoing, seeks to: -

- In collaboration with Rutland County Council and a team of supporting consultants, to research and publish a community led vision for the future of the county entitled 'Rutland 2036'
- In collaboration with Rutland County Council and a team of supporting consultants, address the key theme of 'affordable housing' by designing, publishing and piloting a comprehensive housing needs survey that, following testing, may be promoted for use by all parishes in Rutland
- Following community engagement, address perceived shortcomings in the emerging Rutland Local Plan by submitting a professionally researched and prepared response to the County Council final public consultation on the plan and making such subsequent representations to the Planning Inspectorate as are required
- Address how the Rutland countryside and rural environment might best be protected and enhanced post Brexit with particular regard for its market towns and villages
- Create a new online presence for CPRE Rutland incorporating a new website at [www.cprerutland.uk](http://www.cprerutland.uk) and a new social media presence on the more popular apps.

##### 2. Affordable Housing Survey

2.1 This interim report looks specifically at the methodology and outcomes of the affordable housing survey pilot and makes recommendations for its enhancement and deployment across the county. CPRE Rutland is grateful to the following organisations for their support in designing and delivering the survey pilot

- The CPRE consultancy team
- Rutland County Council
- Locality
- Uppingham Homes CLT
- Uppingham Neighbourhood Forum
- Uppingham First Community Partnership

2.2 The pilot test of the new survey was undertaken in the market town of Uppingham in Rutland in September 2020. A paper copy was hand delivered to all 1900 homes in the town. Population is circa 4900, providing a substantial sample size eliciting 173 useable responses. An online survey option was also made available with an additional 8 people selecting this option. Conscious that younger people might be more likely to respond to a shorter more tailored online needs analysis, a supplementary youth survey was deployed online using Survey Monkey. This attracted 16 respondents. A separate data report on this mini-survey is being prepared. In recognition of the support and collaboration given to deliver and collect such a large-scale pilot (1900 dwellings) in Uppingham, the CPRE Rutland Executive has agreed that the project summary data outcomes be shared with the town's

Community Land Trust, Uppingham Homes CLT see [www.uppinghamhomes.uk](http://www.uppinghamhomes.uk) which has embarked on a Homes England and Locality supported initiative to build affordable homes for younger people. It is noted that the CLT serves all of its adjoining parishes, not just Uppingham itself.....5. Key Pilot Survey Outcomes

- a) 173 households (from 1900) responded to the paper survey (9.1%) and 8 to the online survey (two of who have non Uppingham postcodes)
- b) Survey respondents reflect the present social and economic construct of Uppingham
- c) No respondent is already on the RCC housing waiting list
- d) A significant percentage of respondents wish to continue living in Rutland
- e) 19 of the respondents may move home in the next five years with a further 38 not being sure they will stay where they are. Ten respondents indicate it will be new households they will be setting up.
- f) Uppingham housing priorities identified include the need for affordable housing and homes to downsize into
- g) Both home ownership and home rental are sought by respondents....

7.2 The Uppingham pilot revealed a range of valuable economic and social data of significance to an updated Neighbourhood Plan and to the town's Community Land Trust. It is therefore recommended that this report be published online so that access can be gained by both the community and Uppingham Town Council.....9.2 The pilot data outcomes should also be of value to the Uppingham Homes Community Land Trust, Uppingham First, Uppingham Neighbourhood Forum and Uppingham Town Council Neighbourhood Plan Advisory Group as evidence in support of the updated Neighbourhood Plan.