

Appendix B – Key RSS Extracts – Stansted/M11 Sub- Region

Stansted/M11 sub-region

Context

- 5.121** The Stansted/M11 sub-region is part of the wider London-Stansted-Cambridge-Peterborough growth area identified in the Sustainable Communities Plan. It is situated between the Greater London boundary and the Cambridge sub-region boundary, and comprises the local authority areas of Epping Forest, Harlow, Uttlesford, Braintree, parts of East Hertfordshire, and Broxbourne east of the A10. The southern part of the sub-region is strongly related to London through daily commuting and its higher-order retail, recreation and cultural facilities. Conversely, the capital looks to the sub-region for outdoor recreation and tourism. London Stansted Airport is developing rapidly as the third largest international airport in the UK, and the Government announced in December 2003 that an additional runway will be built there by 2011/12. Harlow and Bishop's Stortford and Braintree are the only large towns within the sub-region, along with smaller towns such as Great Dunmow and a scattered pattern of smaller settlements elsewhere.

Vision and planning framework

- 5.122** The vision for the Stansted/M11 sub-region is to create a sustainable employment-led growth corridor, conserving and delivering a high quality environment by capitalising on its role as a key aviation gateway, realising its potential for sustainable growth and regeneration, and capitalizing on its potential as a focus for hi-tech, knowledge-based employment, related to the Cambridge clusters and London.
- 5.123** Most of the measures needed to realise this vision are embodied in the overall spatial strategy and regional transport strategy. However, a range of approaches specific to the Stansted/M11 sub region will be needed:
- securing employment-led growth, focused on expansion of Stansted Airport and the clusters of advanced technology industries in the corridor and adjoining areas
 - supporting this priority with an adequate rate of housing growth to deliver a sustainable balance between jobs and new homes, including a significant proportion of affordable and key worker housing
 - improved infrastructure to maximise use of passenger transport, and create opportunities to reduce the need to travel
 - ensuring that economic growth delivers regeneration of Harlow and the Upper Lee Valley and related improvements in transport and community infrastructure
 - recognising the importance of the area's relationship to London
 - ensuring that growth is supported by adequate capacity in community infrastructure, water supply and public utilities.

Policy ST1: spatial strategy

To deliver the Stansted/M11 strategy, local development documents and related strategies will provide for:

- housing development phased in accordance with employment growth
- an integrated mix of homes of different sizes, types, and tenures to support a range of household sizes, ages and incomes
- a substantial provision of affordable housing and accommodation for key workers

- the development of key economic clusters and related sectors, based on Stansted Airport and on the potential of the overall M11/A120 corridors
- achieving a new vision for Harlow as an employment and housing growth area and a strong sub-regional centre allied with physical, social and economic regeneration
- achieving a new vision for the Upper Lee Valley as an employment and housing growth area allied with major urban renaissance and social and economic regeneration
- the expansion of London Stansted Airport up to the maximum capacity of its existing single runway
- improvement of strategic transport infrastructure and passenger transport services to overcome current infrastructure deficits and congestion, and provide new sustainable transport infrastructure for urban growth
- restraint on development, except for provision for identified local needs or strategic transport improvements, in the following rural areas:
 - Uttlesford district north of Stansted Airport
 - east of the M11, with the exception of strategic growth at North Weald
 - north of the Stort Valley, with the exception of the area north of Harlow required for strategic growth, and west of the M11
 - a strategic green wedge to be defined west of Harlow
- protection from inappropriate development together with land management policies to enhance natural landscape, woodland, nature conservation, heritage, and outdoor recreation potential, in the following open spaces of regional importance:
 - Epping Forest land (and associated buffer strips)
 - Lee Valley Regional Park
 - Hatfield Forest
- a network of multi-functional green space throughout the sub-region, particularly to create new green space and provide new strategic landscaping within and adjoining development areas
- protection for the small historic towns and villages in the sub-region to protect them from development which would be inappropriate and unsympathetic to their built character and setting.

Supporting text

5.124 The strategy is to:

- capitalise on growth in economic activity generated by Stansted Airport to stimulate economic regeneration in the areas south of the airport
- focus major strategic growth within and around Harlow, to deliver economic growth allied with significant regeneration within the existing urban area and ensure that the new development is phased and planned so as to be supportive of regeneration
- focus also on regeneration of the Upper Lee Valley
- link these regeneration-led growth areas via a 'transport and regeneration led corridors' approach to attract inward investment, and provide new public transport infrastructure to promote

regeneration and service sustainable growth. This will provide a corridor of development up the Lee Valley, northwards through North Weald and Harlow towards Stansted Airport

- closer to the airport, focus growth in the A120 corridor, on Bishop's Stortford, Great Dunmow and Braintree, via varying mixes of employment and housing development and with sensitivity to landscape quality
- ensure protection of the rest of the sub-region, in particular green belt, general countryside and rural towns/villages, and key areas such as Epping Forest, Lee Valley Regional Park, and Hatfield Forest
- ensure care in the planning of development around Harlow, to accommodate development while respecting the character of the countryside areas separating Harlow and Hoddesdon.

Policy ST2: employment generation and economic regeneration

Provision will be made in local development documents to accommodate up to 40,000 net additional jobs in the sub-region by 2021.

Local development documents will provide for at least two new strategic employment sites, one north of Harlow and another, of 25 hectares, in the North Weald area, phased over the period 2001-2011.

Local development documents will identify additional large sites along with opportunities to expand existing sites and develop small and mixed-use schemes.

Policy ST3: Harlow regeneration

The strategy for Harlow will be delivered by a joint local development document, prepared by the three district and two county councils, and by a strong new delivery mechanism to deliver the following strategic priorities:

- green infrastructure – including 'green wedges' within the urban area
- urban renaissance in the town centre to strengthen its sub-regional role, improve the range of retail and other facilities, associated with environmental and urban design improvements
- urban renaissance throughout the town to renew and redevelop its existing housing stock and its green and community infrastructure (possibly in association with the development of new housing sites)
- transport infrastructure improvements and transport measures to enable economic regeneration and new housing and employment provision
- provision of a range of new housing to meet the need for the full range of housing types, sizes, tenures, and cost, and support development of a skilled and more inclusive local labour force
- development of the town as a key regional centre for university-level and research-based institutions, and for the location of European headquarters, regional offices, media and culture, biotechnology, pharmaceuticals, ICT/telecoms, airport-related enterprises, logistics and distribution
- the growth of local small and medium sized economic enterprises, and the attraction of new economic development.

Supporting text

- 5.125** The sub-region has considerable economic potential arising from its national and regional location. Direct employment growth at Stansted Airport is likely to be less significant than general employment growth in the M11/A120 corridors enabled by proximity to the airport, London, and Cambridge, within existing economic clusters and from new economic investment.
- 5.126** It is estimated that up to 40,000 jobs could be created by economic growth pressures in the sub-region. Local development documents should provide for this scale of growth, but it will be important to apply the 'plan, monitor and manage' approach to ensure that employment, housing and infrastructure growth is phased and coordinated, and policy reviewed in relation to progress and any changes in needs.
- 5.127** Provision of high quality employment sites will be important, to ensure that existing enterprises and economic clusters can expand and to attract inward investment. Key target sectors include European headquarters, regional offices, media and culture, biotechnology, pharmaceuticals, ICT/telecoms, airport-related enterprises, logistics and distribution.
- 5.128** There is significant localised social and economic deprivation, notably in Harlow and the Upper Lee Valley, characterised by lower levels of educational attainment and skills, relatively high propensity to unemployment, benefit claimants, and social deprivation. There is a lack of market demand to take-up existing employment land/premises, in part because of transport access problems and the limited quality of sites/premises on offer.
- 5.129** Harlow has suffered manufacturing decline, its existing building stock and community infrastructure is becoming obsolete, and the town centre is in need of regeneration and renewal to provide for much improved retail and other facilities. Economic restructuring is taking place, but substantial levels of new investment are needed if Harlow is to fulfil its potential.
- 5.130** Harlow and the Lee Valley have a number of economic strengths. They need to capitalise on the economies of London and Cambridge and their strategic communication links and the Stansted growth focus. They are the key locations for significant inward economic investment in the sub-region, having more immediate potential than many areas closer to Stansted Airport.
- 5.131** Harlow should develop as the key regional centre for university-level and research-based institutions, newer economic sectors and growth of small and medium-sized enterprises (SMEs), implementing a concerted programme to raise educational attainment and provide training and skills. The town centre should develop as a sub-regional shopping centre serving the majority of the sub-region, with redevelopment and enhancement to upgrade its status and image. There is also a need for general urban renaissance throughout the town, focusing on diversification and improvement of the housing stock in all sectors, and to attract a wider range of skilled people. There should be a long-term rolling programme of housing renewal involving refurbishment, redevelopment, and new build.
- 5.132** New development must be allied to regeneration priorities and measures to address social deprivation. Key approaches will be:
- a rolling programme of re-development of older housing areas, to unlock opportunities for higher densities, increased quality of design standards and facilities and innovative approaches to delivery, e.g. negotiating with developers to undertake packages of redevelopment and greenfield development
 - providing a high proportion of affordable housing whilst at the same time creating high quality dwellings. This should be part of an urban renaissance 're-launch' as a model for the 21st century to change the town's image, based on the premise that, in its original form, the New Town was a high quality, innovative solution to the problems of the 1950s
 - development will contribute to renewing community facilities supported by a consolidated effort to attract external funding for big, imaginative projects. In particular, a combined sports/leisure/arts facility is needed, which should be able to attract significant commercial funding. This should be of a quality and character that would draw from at least a sub-regional/regional catchment including north London. Such a development would provide an identity and selling point for the town

- phasing regeneration and new development so that the impetus of regeneration is maintained and so that there is maximum complementarity between the two.

5.133 Harlow is over-dependent upon large employers, but also has a substantial small and mediumsized enterprises (SME) sector. Employment growth must cater for small business growth by providing a variety of small to medium units offering opportunities for expansion.

Policy ST4: strategic growth locations

The sub-region will provide for a net increase of 35,050 new dwellings 2001-2021 in excess of existing capacity and commitments. Provision will be made at the following strategic locations:

Settlement/strategic location	District	2001-2021
Harlow	Harlow/Epping Forest/East Herts	20,700
North Weald	Epping Forest	6,000
Broxbourne/A10 corridor	Broxbourne	2,500
Braintree	Braintree	1,200
Bishop's Stortford, North	East Hertfordshire	2,000
Great Dunmow area	Uttlesford	2,650
Sub-regional total: 35,050		

Detailed proposals for development in these areas will be determined by local development documents or master planning studies.

† The provision for Harlow Borough includes existing capacity and commitment

Supporting text

5.134 Existing policy commitments, including urban capacity, could deliver up to 28,200 new homes in the sub-region without further allocations. There is further potential capacity in 'areas of special restraint' (ASR) within the Metropolitan Green Belt for a further 3,000 dwellings at Harlow East (1,000) and Bishop's Stortford North (2,000), with further potential west of Hoddesdon.

5.135 Development of an extra 35,050 new homes is proposed at new strategic growth locations (including the ASRs) taking the total housing provision for the sub-region up to 63,250 up to 2021.

5.136 Future housing growth will be delivered at a number of broad locations ('strategic growth locations') identified in this sub-regional strategy, with the remainder to be identified through local development documents. The strategic growth locations are:

- Harlow – major urban extensions to the north to provide at least 10,000 dwellings and substantial employment growth by 2021 in a form that achieves an effective and environmentally sensitive linkage across the Stort Valley and respects flight path, environmental and other constraints; development within and east of Harlow to provide 8,000 dwellings; and some more limited development to the south and west of Harlow. The M11 motorway will define the limit to development to the east, while local development documents or master planning studies will need to define the limits elsewhere and ensure that the proposals can deliver sustainable development in relation to transport, social and environmental infrastructure

- North Weald – the airfield and surrounding land provides a major strategic opportunity for mixed development on part greenfield/brownfield land. It affords potential for high quality mixed-use housing/employment development to attract inward investment and an enhanced economic base to

stimulate regeneration of Harlow. The strategy makes provision for it to accommodate up to 6,000 new dwellings up to 2021

- Broxbourne/A10 corridor – housing and economic development is proposed in the A10/WAGN rail corridor (between Cheshunt and Hoddesdon) through urban extensions to existing settlements. 2,500 dwellings will be provided at locations to be identified in local development documents informed by a strategic framework to be prepared. Further studies should be undertaken to identify the full potential of the area for urban renaissance, based upon a new vision for sustainable development and regeneration focused on the area's urban structure, town and retail centres, and capacity for sustainable urban extensions

- Braintree – although the focus in this sub-regional strategy for Braintree needs to be on the delivery of significant employment opportunities (to offset the existing high levels of out-commuting), an allowance has been made for additional housing development over existing commitments. This will enable mixed-use developments to be brought forward. It will be important that delivery of this housing is phased to come forward in line with sufficient employment growth

- Bishop's Stortford – the area of special restraint at Bishop's Stortford North would be released to provide for at least 2,000 new dwellings and associated development. It is likely that new approaches to design, layout, and density will enable an increase over this historic assessment of the area's development capacity

- Uttlesford – Uttlesford district will provide 2,650 new dwellings, mostly as an urban extension to Great Dunmow or possibly as a new village. The exact location and form of this development will be identified in the local development document or similar strategic framework.

5.137 Delivery of the strategic growth locations will require significant passenger transport improvements along two axes:

- north-south, linking key centres including Epping, North Weald, Harlow East, Harlow town centre, Harlow Town Station and Stansted Airport

- east-west, linking key centres including Bishop's Stortford, Stansted Airport, Great Dunmow and Braintree.

5.138 Major growth at North Weald will require improvements to junction 7 of M11 to facilitate access and improved east-west movement. Development at Harlow East will require major improvements to the transportation infrastructure and public transport provision in Harlow. Transport improvements and the need for new road infrastructure will be examined in studies and be provided through local development documents, and will be informed by a strategic framework to be prepared.

Policy ST5: Stansted Airport

Expansion of Stansted Airport up to the full capacity of its existing single runway is accepted. All development for operational and directly associated airport employment will be located within the site of London Stansted Airport itself, and land within the airport's boundaries will be safeguarded for that purpose only. Employment development unrelated to the airport's operation will be located on employment and commercial sites at Harlow and nearby towns identified in local development documents in accordance with the general RSS spatial strategy.

Supporting text

5.139 Stansted Airport currently operates at 18 million passengers per annum (mppa) (September 2003) and has planning permission to expand its existing terminal building and supporting infrastructure for a passenger capacity of about 25 mppa. This is likely to be achieved by 2010. EERA has accepted expansion of the airport up to the maximum passenger capacity of the airport's existing single runway (35 mppa) and has prepared draft RSS on this basis. The Government announced, in December 2003, its support for an additional runway to be built at Stansted by 2011/12,

increasing its physical capacity to about 82 mppa. This may mean potential actual usage by 2015 of 64 mppa and by 2030, 74 mppa (see also policies E14 and T5).

- 5.140** Increases in the airport's passenger and freight capacity will generate demand for new employment development. There is extensive land available within the airport site to accommodate operational and other directly associated airport employment. Employment uses unrelated to operational needs and non-aviation employment will be located elsewhere, in accordance with the draft RSS spatial strategy.

Metropolitan Green Belt

- 5.141** The sub-regional spatial strategy will require consequential changes to the boundaries of the Metropolitan Green Belt in accordance with policy SS7. It would be desirable to make compensating additions to green belt in areas beyond the districts directly affected including East Hertfordshire. Local authorities should cooperate to identify the most appropriate locations for these additions and bring forward proposals in the appropriate local development document.

Policy ST6: transportation

Subject to the outcome of further transport studies, the sub-regional transport priorities are:

- rail capacity enhancements on the WAGN rail line between London Liverpool Street and Bishop's Stortford, including station improvements within the sub-region and improved services to facilitate reverse commuting from the sub-region up to Stansted Airport
- improved rail and road access to Stansted Airport (possibly requiring an additional rail tunnel access into the airport)
- provision of a modern passenger transport service to serve railway stations in the southern part of the WAGN rail corridor to increase their catchment areas
- an outer bypass to the north of the existing urban area of Harlow from the A414 to the M11 to accommodate east-west through traffic on the A414 route and with appropriate links to provide improved access to strategic growth locations, and improve external access into the existing built-up area of Harlow, the town centre, and main employment areas. This will require a new junction on the M11
- transport improvements within the urban area of Harlow
- provision of park and ride facilities at North Weald and Harlow Town Station to provide for high quality passenger transport access to Harlow town centre and Stansted Airport
- provision of a high quality public transport link between Epping, North Weald, Harlow and Stansted Airport, with related route options for serving Sawbridgeworth and Bishop's Stortford
- provision of a high quality public transport link between Bishop's Stortford, Stansted Airport, Great Dunmow, and Braintree
- a study of longer term public transport access improvements between London, North Weald and Harlow
- improvements to junctions 7 and 8 of the M11 motorway
- improvements to the A120 between the A10 (Puckeridge) and M11 motorway (junction 8) including widening the Bishop's Stortford bypass and bypasses for Little Hadham and Standon
- improvements to the A1184 between Harlow and Bishop's Stortford
- a study of the implications of airport related growth on transport routes from the airport north into Cambridgeshire.

Supporting text

- 5.142** The sub-region already suffers peak time congestion on both rail and road networks with the competing demands of local traffic, commuting movements, through traffic, and access to Stansted Airport. A number of transport improvements are currently being implemented or planned, but additional traffic generated by proposed development and Stansted expansion will require further improvements. The details of transportation infrastructure improvements will be informed by further studies currently under way.
- 5.143** Pending this further work, the sub-regional transport strategy is to:
- support existing committed development along the main transport corridors (M11 and WAGN rail line, and A120 from Bishop's Stortford to Braintree) to remedy the existing infrastructure deficit
 - support strategic growth at Harlow/North Weald, Bishop's Stortford and Great Dunmow
 - introduce high capacity public transport/quality bus links along growth corridors
 - ensure that development of all strategic growth locations is designed around the use of modern, high tech public transport systems rather than the private car
 - ensure that passenger and employees' needs for access to Stansted Airport are met sustainably, aiming to change modal choice, encouraging public transport access to the airport, and supporting increased use of both bus and rail-based park and ride schemes both close to and at distance from the airport.
- 5.144** Growth in the southern part of the sub-region should have improved access to the WAGN rail line and exploit its reverse peak capacity for travel to Stansted and Cambridge. Station catchment areas in this rail corridor should be expanded by developing modern passenger transport systems, which would also contribute to regeneration of Harlow and the Upper Lee Valley.
- 5.145** High quality passenger transport links, possibly using segregated routes, are needed:
- north-south from Epping, North Weald and Harlow to Stansted Airport, with related route options serving Sawbridgeworth and Bishop's Stortford
 - east-west in the A120 corridor serving Bishop's Stortford, Stansted, Great Dunmow and Braintree.
- 5.146** Harlow and the Upper Lee Valley need new transport strategies to resolve serious internal congestion problems and assist regeneration. In Harlow, through traffic on the A414 has to navigate through the town, while the major employment areas are remote from the M11 and thus unattractive to inward economic investment. The town's external and internal links limit access for both public and private transport and many are approaching their capacity. Cross-town movement and town centre access is often difficult, and the main railway station is remote from the majority of the town's built-up area. A strategic route would assist movement on an east-west access and improve linkages with Stansted.

Policy ST7: implementation and delivery

The joint local development document and the Area Regeneration Partnership will ensure that:

- the implementation and delivery bodies have appropriate strategies to achieve the targets for employment and housing growth set out in this RSS in a sustainable manner
- employment growth is supported by phased delivery of new housing and the provision of transport and community infrastructure
- developer contributions are made towards the provision of appropriate affordable housing, transport and community infrastructure, education, primary health care facilities, and green space, with the benefits created being pooled/shared between partners across administrative boundaries

- the regeneration of Harlow and Upper Lee Valley is achieved in a balanced and coordinated programme of development and programmed action
- the work of the Partnership is open, transparent, and democratically accountable
- appropriate guidance is given for the preparation of individual local development documents.

The joint local development document will ensure that targets for employment and new housing are delivered, and that proposals are well integrated with community strategies and related delivery processes.

Supporting text

- 5.147** A joint local development document to guide development and the provision of transport and other infrastructure will be produced by a partnership of the local authorities to provide more detailed guidance based on this sub-regional strategy. The major strategic growth proposed will be implemented through a local delivery vehicle in the form of an area regeneration partnership: involving the local authorities of Epping Forest, Harlow, Broxbourne, East Hertfordshire, Essex, Hertfordshire, and Uttlesford. English Partnerships will be included to strengthen the land assembly and master planning capability of the partnership structure. There should be sharing/pooling of contributions and benefits across local authority boundaries. Representatives of the local strategic partnerships could also give added value.
- 5.148** Major public funding and developer contributions will be needed to provide the necessary finance for transport and other community infrastructure to support the amount of growth being proposed in the sub-region up to 2021. Particular provision will need to be made for affordable and key worker housing, health and education facilities. Special arrangements may need to be made for the 'pooling' of planning gain and public investment benefits, so that adjoining local authorities can share the benefits of new provision across administrative boundaries.
- 5.149** The sub-region has a high quality 'green infrastructure' i.e. a network of multi-functional green space. It consists of existing public and private assets in urban and rural locations (e.g. Epping Forest and Lee Valley Regional Park, urban and country parks, footpaths, ancient woodlands, sites of special scientific interest, and nature reserves). New provision should extend and enhance this infrastructure to create a coherent linked network of green space across the sub-region required to deliver 'liveability' for new communities.