



# Public Document Pack

James Ellis  
Head of Legal and Democratic Services

**MEETING** : HARLOW AND GILSTON GARDEN TOWN JOINT  
COMMITTEE  
**VENUE** : MAIN COUNCIL CHAMBER IN THE CIVIC CENTRE,  
THE WATER GARDENS, COLLEGE SQUARE,  
HARLOW CM20 1WG  
**DATE** : MONDAY 22 JULY 2024  
**TIME** : 6.30 PM

**PLEASE NOTE TIME AND VENUE**

## **MEMBERS OF THE COMMITTEE**

Councillors B Crystall, N Bedford, L Wagland, D Swords and S Boulton

### **CONTACT OFFICER:**

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A Member, present at a meeting of the Authority, or any committee, sub-committee, joint committee or joint sub-committee of the Authority, with a Disclosable Pecuniary Interest (DPI) in any matter to be considered or being considered at a meeting:

- must not participate in any discussion of the matter at the meeting;
- must not participate in any vote taken on the matter at the meeting;
- must disclose the interest to the meeting, whether registered or not, subject to the provisions of section 32 of the Localism Act 2011;
- if the interest is not registered and is not the subject of a pending notification, must notify the Monitoring Officer of the interest within 28 days;
- must leave the room while any discussion or voting takes place.

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AGENDA

1. Webcasting Introduction

This meeting is to be webcast and the Chairman will read the following announcement:

“I would like to remind everyone present that this meeting will be broadcast live to the internet (or filmed) and will be capable of repeated viewing (or other such use by third parties).

Therefore, by participating in this meeting, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.

Please also be aware that if technical difficulties interrupt the meeting that cannot be overcome, I may need to adjourn the meeting.

Members are reminded to activate their microphones before speaking.”

2. Apologies for Absence

To be announced at the meeting.

To report non-attendance before the meeting, please contact the EFDC Democratic Services to ensure your absence is properly logged.

3. Substitute Members

To report on the appointment of any substitute members for the meeting.

4. Declarations of Interest

Members of the Joint Committee to declare any Disclosable Pecuniary Interests or Personal Interest in any item on this agenda.

5. Minutes (Pages 8 - 10)

To confirm the minutes of the last meeting of the HGGT Joint Committee held on 11 June 2024.

6. Matters Arising and Outstanding Actions

To consider any matters arising and outstanding actions from previous meetings.

7. Requests to Address the Joint Committee

Any member of the public or elected member may address the Joint Committee on any agenda item (except those dealt with in private session as exempt or confidential business) due to be considered at the meeting, in accordance with the provisions contained within Parts 21 and 22 of the Inter-Authority Agreement.

8. HGGT Annual Review (Pages 11 - 14)

To review and propose any recommendations to the HGGT Annual Review for 2023/24.

9. HGGT Quality Review Report (Pages 15 - 21)

To review and propose any recommendations on the HGGT Quality Review Panel Annual Report 2023/24.

10. HGGT Stewardship Charter (Pages 22 - 136)

To review and propose any recommendations to the HGGT Stewardship Charter.

11. "Re-Imagining How We Can Travel Differently" - A HGGT Framework (HGGT Modal Transition Delivery Framework) (Pages 137 - 257)

To review and propose any recommendations to the 'Re-Imagining How We Can Travel Differently' Framework to achieve HGGT modal transition objectives as agreed in the HGGT Transport Strategy.

12. HGGT Programme Management Report (Pages 258 - 265)

To note the progress updates with the HGGT Work Programme for 2024/25.

### 13. Any Other Business

Section 100B(4)(b) of the Local Government Act 1972 requires that the permission of the Chairman be obtained, after prior notice to the Proper Officer, before urgent business not specified in the agenda may be transacted.

### 14. Date of Next Meeting

The next meeting of the Harlow and Gilston Garden Town Joint Committee will be held on 22 October 2024.

### 15. Exclusion of Press and Public

#### Exclusion

To consider whether, under Section 100(A)(4) of the Local Government Act 1972, the public and press should be excluded from the meeting for the items of business set out below on grounds that they will involve the likely disclosure of exempt information as defined in the following paragraph(s) of Part 1 of Schedule 12A of the Act (as amended) or are confidential under Section 100(A)(2):

<b>Agenda Item No</b>	<b>Subject</b>	<b>Exempt Infor Number</b>
16	HGGT Programme Management Report (Exempt)	

The Local Government (Access to Information) (Variation) Order 2006, which came into effect on 1 March 2006, requires the Council to consider whether maintaining the exemption listed above outweighs the potential public interest in disclosing the information. Any member who considers that this test should be applied to any currently exempted matter on this agenda should contact the proper officer at least 24 hours prior to the meeting.

#### Background Papers

Background papers are defined as being documents relating to the subject matter of the report which in the Proper Officer's opinion:

- (a) disclose any facts or matters on which the report or an important part of the report is based; and
- (b) have been relied on to a material extent in preparing the report and

does not include published works or those which disclose exempt or confidential information and in respect of executive reports, the advice of any political advisor.

The Council will make available for public inspection one copy of each of the documents on the list of background papers for four years after the date of the meeting. Inspection of background papers can be arranged by contacting either the Responsible Officer or the Democratic Services Officer for the particular item.

16. HGGT Programme Management Report (Exempt)

To review and propose any recommendations on the progress updates with the HGGT Work Programme for 2024/25.

# Agenda Item 5

## EPPING FOREST DISTRICT COUNCIL HGGT JOINT COMMITTEE MEETING MINUTES

Tuesday 11 June 2024, 6.30 pm – 6.50pm  
Council Chamber in the Civic Centre, The Water Gardens, College Square,  
Harlow CM20 1WG

**Members Present:** Councillors D Swords (Chairman) S Boulton (Deputy Chair), B Crystall, N Bedford and L Scott

**Apologies:** Councillor(s) L Wagland

**Officers In Attendance:** Richard Cassidy (EHDC Chief Executive), Jennifer Gould (Strategic Director and Chief Operating Officer), Jonathan Schifferes (ECC Head of Housing), Yvonne Rees (HDC Chief Executive), Colin Haigh (HCC Director of Growth), Naisha Polaine (Harlow and Gilston Garden Town Director), Amanda Apcar (Principal Planning Lawyer), Therese Larsen (Democratic Services Officer) and Gary Woodhall (Team Manager - Democratic & Electoral Services)

### [A RECORDING OF THIS MEETING IS AVAILABLE FOR REPEATED VIEWING](#)

#### 1 WEBCASTING INTRODUCTION

The Director of HGGT Naisha Polaine made a short address to remind everyone present that the meeting would be broadcast to the internet, and would be capable of repeated viewing, which could infringe their human and data protection rights.

#### 2 SUBSTITUTE MEMBERS

It was noted that Cllr Lee Scott was substituting for Cllr Lesley Wagland.

#### 3 DECLARATIONS OF INTEREST

No declarations of interest were declared.

#### 4 MINUTES

This was the first meeting of the HGGT Joint Committee and therefore there were no minutes of previous meeting.

#### 5 MATTERS ARISING AND OUTSTANDING ACTIONS

This was the first meeting of the HGGT Joint Committee and therefore there were no matters arising or outstanding actions.

#### 6 REQUESTS TO ADDRESS THE JOINT COMMITTEE

No requests to address the Joint Committee had been received.



**7 ELECTION OF THE CHAIRMAN OF THE JOINT COMMITTEE****Resolved:**

That Cllr D Swords be elected as Chairman of the HGGT Joint Committee for the 2024/25 municipal year.

**8 ELECTION OF THE DEPUTY CHAIRMAN OF THE JOINT COMMITTEE****Resolved:**

That Cllr S Boulton be elected as Deputy Chairman of the HGGT Joint Committee for the 2024/25 municipal year.

**9 INTRODUCTION TO THE HARLOW AND GILSTON GARDEN TOWN JOINT COMMITTEE**

The Director introduced a report introducing Harlow Gilston Garden Town (HGGT) Joint Committee, as established by East Hertfordshire District Council (EHDC), Epping Forest District Council (EFDC) and Harlow District Council (HDC) and the County Council's of Essex (ECC) and Hertfordshire (HCC).

The purpose of the HGGT Joint Committee is to provide accountable and cross boundary leadership to deliver the ambitious spatial growth proposals set out in the Local Plans of EFDC, EHDC and HDC and supported by ECC and HCC, and to coordinate and maximise opportunities for new and existing residents and communities. The HGGT Joint Committee will hold the responsibility to deliver the agreed HGGT Vision to promote healthy, sustainable communities and co-ordinate and facilitate the delivery of 16,000 new homes in the HGGT by 2033, and 7,000 new homes in the years after that along with associated transport, community and environmental infrastructure.

**Resolved:**

- (1) It was noted that, as set out in appendix A & B of the report, the processes, procedures, and functions of the HGGT Joint Committee;
- (2) It was noted that the role and the requirement for the independent Facilitator be reviewed at the meeting of the HGGT Joint Committee scheduled for October 2024; and
- (3) It was agreed that, as set out in appendix C of the report, the formal protocol for members of the public to engage with the HGGT Joint Committee.

**10 HGGT 2024/25 BUDGET AND PROGRAMME**

The Director introduced a report to establish 2024/25 HGGT budget and programme of work. The five Council HGGT Joint Committee's primary objective is to co-ordinate and enable the delivery of 16,000 new homes by 2033, along with the associated community and transport

related infrastructure, that will deliver sustainable development in and around Harlow in line with the agreed Garden Town Vision and the Local Plans adopted by EHDC, EFDC and HDC. Members of the HGGT Board agreed at the 12 March 2024 meeting, approved the 2024/25 Budget and Programme of co-ordinating and enabling work for officers to implement from 1 April 2024 and to allow contractual commitments to be met.

The report presents this agreed HGGT Budget and Programme of Work for 2024/25 for approval by the HGGT Joint Committee.

**Resolved:**

- (1) The HGGT 2024/25 budget and programme of work was approved, as set out in appendix A & B of the report;
- (2) It was agreed that in consultation with the Chairman of the Joint Committee, authority be delegated to the Director of HGGT to make minor changes within established thresholds to the budget profile and allocation if required;
- (3) It was agreed that any such changes made under (2) above would be reported to the next meeting of the HGGT Joint Committee; and
- (4) It was noted that a scheduling of a presentation of the HGGT 3-year business plan for the period 2025-28 to the Joint Committee during 2024/25 will take place.

**11 ANY OTHER BUSINESS**

It was noted that there was no other business for consideration by the Joint Committee.

**12 DATE OF THE NEXT MEETING**

The Joint Committee noted that their next meeting would be on Monday 22 July 2024 at 6.30pm.

## Agenda Item 8

**Report to:** HARLOW AND GILSTON GARDEN TOWN JOINT COMMITTEE

**Title:** HGGT Annual Review 2023-24

**Report Reference:** JC-003-2024/25

**Date:** 22 July 2024

**Report Author:** Matt Phillips - Principal Communications & Engagement Officer

**Enclosures:** Appendix A – HGGT Annual Review 2023-24

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### Recommendations/Decisions Required:

#### The HGGT Joint Committee is asked to:

- A. Agree the draft HGGT 2023-24 Annual Review as set out in Appendix A.
  
- B. Delegate authority to the Director of HGGT, in consultation with the Chair and Vice Chair of the Joint Committee, to make minor changes and publish the final version of the HGGT 2023-24 HGGT Annual Review on the HGGT website.

### Executive Summary:

This report presents the Harlow and Gilston Garden Town Annual Review for 2023-24. This is our sixth Annual Review, and it records a number of significant steps taken in the delivery of the adopted HGGT Vision during the last year. It also sets out our ambitions for the year to come.

### Reasons for proposed Decision:

The HGGT initiative publishes an Annual Review each year which sets out the achievements and progress of the 5-council partnership towards its vision to promote healthy, sustainable communities and co-ordinate and facilitate the delivery of 16,000 new homes by 2033, and 7,000 new homes in the years after that along with associated transport, community and environmental infrastructure.

## **Other Options for Action:**

To not produce or publish an Annual Review. This option is not recommended as a clear and publicly available record of activity would not be in circulation as has been the practice since the inception of the HGGT initiative.

## **1. Introduction**

It is important that the progress of the 5-council partnership led HGGT initiative is reported through the Annual Review in an accessible public facing record. The Annual Review will also be used to support future funding bids, inform project communications, and increase the visibility and prominence of the initiative across the wider community.

## **2. Background**

The HGGT Annual Review 2023-24 highlights the progress that the 5 Council Partners are making in the planning and delivery of the Harlow & Gilston Garden Town initiative. Delivery highlights include the start of the Garden Town's North to Centre Sustainable Transport Corridor; the Latton Priory Design Code and the Masterplan Guidance for East of Harlow. At the heart of any sustainable and lasting town-led regeneration is a thriving town centre and Harlow has now begun significant town centre regeneration. Lastly, the Discover Harlow Engagement Hub has opened this year providing a place that local people and visitors can find out more about the work detailed above and talk to the HGGT and Harlow Regeneration Teams.

## **3. Proposals**

- 3.1 The HGGT Joint Committee is asked to agree the draft Annual Review attached at Appendix A.
- 3.2 The Joint Committee is asked to delegate authority to the Director of HGGT, in consultation with the Chair and Vice Chair of the Joint Committee, to make minor changes and publish the final version of the HGGT 2023-24 HGGT Annual Review.

## **Implications:**

### **Resource Implications**

Central Government Funding has been made available to date to support the work of the HGGT partnership. This is the result of annual bidding rounds and while welcome, creates uncertainty in planning for enabling and delivery work. Officers of HGGT will continue dialogue with

Government for future arrangements. Each council partner also considers contribution to the HGGT partnership as part of annual budget setting.

## Equalities and Diversity

### Equality Impact Assessment

Is this a new policy (or decision) or a change to an existing policy, practice or project?	Yes
Describe the main aims, objectives and purpose of the policy or decision	Provide a public facing record highlighting the last 12 months of the HGGT project.
What outcome(s) are you hoping to achieve (ie decommissioning or commissioning a service)?	Agreement to publication
Does or will the policy or decision affect: <ul style="list-style-type: none"> <li>• service users</li> <li>• employees</li> <li>• the wider community or groups of people, particularly where there are areas of known inequalities?</li> </ul>	No
Will the policy or decision influence how organisations operate?	No
Will the policy or decision involve substantial changes in resources?	No
Is this policy or decision associated with any of the Council's other policies and how, if applicable, does the proposed policy support corporate outcomes?	No
What does the information tell you about those groups identified?	N/A
Have you consulted or involved those groups that are likely to be affected by the policy or decision you want to implement? If so, what were their views and how have their views influenced your decision?	N/A

If you have not consulted or engaged with communities that are likely to be affected by the policy or decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary:	N/A
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**Use this section to assess any potential impact on equality groups based on what you now know.**

Age, Disability, Gender, Gender reassignment, Pregnancy/maternity, Marriage/civil partnership, Race, Religion/belief, Sexual orientation	N/A	
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Does the EqIA indicate that the policy or decision would have a medium or high adverse impact on one or more equality groups?	No	See comment above
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**HGGT Vision Assurance**

1. What principles of the HGGT Vision does this seek to achieve?

The 2023-24 Annual Review encompasses updates across Economy and Regeneration, Placemaking and Homes, Sustainable Movement and Landscape and Green Infrastructure.

2. What steps have been taken to ensure the HGGT Vision is embedded into the project?

The 2023-24 Annual Review showcases the HGGT vision in action, from planning policy and strategy to delivery and spades in the ground.

## Agenda Item 9

**Report to:** HARLOW AND GILSTON GARDEN TOWN JOINT COMMITTEE

**Title:** HGGT Quality Review Panel Annual Report

**Report reference:** JC-004-2024/25

**Date:** 22 July 2024

**Report Author:** Deborah Denner - Frame Projects and Kevin Steptoe - HGGT  
Placeshaping and Engagement Lead

**Enclosures:** Appendix A : HGGT Quality Review Panel Annual Report 2023/24

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### Recommendations/Decisions Required:

#### That the HGGT Joint Committee is asked to:

- A. Agree the HGGT QRP Annual Report 2023/24 as set out in Appendix A, particularly the emerging issues and next steps to address these in Section 6.
- B. Delegate authority to the Director of HGGT, in consultation with the Chair and Vice Chair of the Joint Committee, to make any minor changes and publish the final version of the HGGT QRP Annual Report 2023/24 HGGT.

### Executive Summary:

This report describes the role of the Quality Review Panel (QRP) in helping deliver growth and regeneration across the Harlow & Gilston Garden Town. Example schemes and emerging issues are noted, as well as next steps and recommendations made to Local Authorities and Developers.

## Reasons for Proposed Decision:

To provide an update to the Joint Committee with regard to the work of the QRP over the last year and to highlight issues that are considered to require further attention in either policy development or through the delivery of development proposals.

## Other Options for Action:

An alternative course of action would be for an Annual Report not to be provided and considered. This is not recommended as it would not enable the work of the QRP to be recognised by the Joint Committee and not enable the issues it has identified as requiring further attention to be highlighted.

### 1. Planning policy background

- 1.1. The NPPF states that 'local planning authorities should ensure that they have access to, and make appropriate use of, tools and processes for assessing and improving the design of development. These include workshops to engage the local community, design advice and review arrangements, and assessment frameworks... In assessing applications, local planning authorities should have regard to the outcome from these processes, including any recommendations made by design review panels.' (NPPF Paragraph 133, Section 12 - Achieving well-designed places).
- 1.2. Harlow and Gilston Garden Town is a pioneering project, which provides one of the most exciting and ambitious growth and regeneration opportunities in the UK, setting an exemplary benchmark for sustainable living. The Garden Town's Vision builds on the area's key strengths and has established a set of core principles that will ensure the transition from New Town to Garden Town will create an adaptable, healthy, sustainable and innovative place to live, work and visit.

### 2. The panel's role in the planning process

- 2.1. The Harlow and Gilston Quality Review Panel was set up in 2017 by Frame Projects, on behalf of the collaborative HGGT partnership between East Hertfordshire District Council (EHDC), Epping Forest District Council (EFDC), Essex County Council (ECC), Harlow District Council (HDC), and Hertfordshire County Council (HCC). The Panel is chaired by Peter Maxwell, an architect and town planner who is Director of Design at the London Legacy Development Corporation. The panel includes 25 professional experts, selected through an open recruitment process in collaboration with officers from the Councils. The panel makeup is reviewed through progress meetings between Frame and officers, to ensure that the relevant expertise and diversity is maintained. The panel also reviews proposals in the EFDC area, outside of the Harlow and Gilston Garden Town, as the Epping Forest District Council's QRP.



- 2.2. The HGGT Quality Review Panel covers the full geographical area of the Garden Town initiative. The panel's input on strategic infrastructure such as sustainable transport corridors, which connect the garden neighbourhood sites with Harlow town centre, as well as strategic guidance documents across the Garden Town make up the key elements of the Quality Review process.
- 2.3. Terms of reference can be accessed on the HGGT website and are updated annually, they set out the role and remit of the panel, and the way in which it supports the Planning process. Schemes requiring design advice are identified by Planning officers and referred to the panel for review. Officers provide a briefing on planning or strategic context and flag key issues, both in writing for the meeting agendas, and in person at the panel meeting.
- 2.4. Advice given by the panel is recorded in a report, to assist with continuing pre-application negotiations, design and/or policy development, or to advise the relevant Planning Committee on submitted schemes. Where relevant, the panel's comments refer to HGGT guidance, and applicants are asked to demonstrate how they have embedded this within their schemes.

### 3. Schemes reviewed

- 3.1. The Quality Review Panel advised on 20 schemes, from 01 April 2023 to 31 March 2024. 11 of these were returning projects, that have been reviewed on more than one occasion. First reviews usually take place at a stage when an applicant and design team have decided their preferred option for development of a site, and have sufficient drawings, models, etc. for a comprehensive discussion. There will often be further pre-application reviews following this, to provide advice on more detailed design matters, before planning submission. For non-development proposals, such as strategic guidance, masterplans or policy documents, it is recommended that these come to the panel at an initial draft stage, primarily for a workshop review, with follow-up reviews as appropriate.
- 3.2. Frame Projects has developed and applied a standardised annual reporting process that monitors and evaluates the impact of the quality review panels which Frame run nationally. The annual report allows Frame Projects to obtain insight into the effectiveness and performance of each of the panels, as well as valuable information on the significant emerging issues from panel reviews. It also provides public transparency and allows for continual improvement of the services provided. The QRP Annual Report for the period from 1 April 2023 to 31 March 2024 and covers both the HGGT and EFDC quality review panels, is appended in Appendix 1.

### 4. Emerging issues

#### 4.1. Strategic masterplans and design codes



There has been an increase in the number of strategic sites coming to the panel over the last year. This has been for a number of reasons, including the outline planning approval for the Gilston Area of the Garden Town, receiving resolution to grant in Spring 2023, subject to the completion of a S106 agreement.

A recurring issue has been how to structure review meetings to ensure sufficient time given the scale and complexity of these strategic sites. Bespoke formats and extended sessions have been used to split the complex masterplans into thematic sections, to allow for independent advice on each aspect of the designs. This has worked well, and Frame Projects will continue to engage with applicants and case officers to agree bespoke formats for large and complex projects.

In January 2024, it was agreed to appoint additional panel members with masterplanning expertise, with a particular focus on design code experience. Two new panel members have now joined the panel. With these appointments, 42 per cent of the Quality Review Panel are women and 19 per cent are from a BAME background.

#### 4.2. Character and identity

Character and identity are a recurring theme at almost every review meeting. Given the challenge of placemaking within a semi-rural setting and for urban extensions, stronger design guidance should be provided. Both East Herts and Epping Forest District Councils are in the early stages of developing district wide design codes, which will include character area guidance. Existing guidance, including the Essex Design Guide and Garden Town Design Guide, could also be reviewed to ensure that these documents are up to date, providing helpful references for design teams as well as the panel members. The Garden Town team are formulating the work programme for the next year and beyond. An update to the Garden Town Design Guide and the associated Vision could be put forward to form part of that work programme.

#### 4.3. Sustainability

While awareness of issues around climate resilience, biodiversity and sustainable drainage is generally positive, applicant responses to low carbon design and passive design is more variable. An update of the Garden Town Design Sustainability Guidance could be considered to provide clarity on expectations for design teams, as well as the panel members. Further sustainability training with the panel and officers could be considered, to refresh their understanding of industry guidance as well as local policy, to ensure that the council's ambitions for sustainable placemaking are reinforced.

#### 4.4. Car parking

The panel accepts the current situation that not all development sites are well connected by public transport and appreciates that trying to achieve car free approach is inappropriate in this context. However, parking can have a significant impact on placemaking and public realm opportunities. Providing design guidance to inform how cars are dealt with could help create stronger places. This could include ideas about alternative future uses for parking areas to assist understanding of short term and long-term potential.

To support the ambition for modal shift and promotion of active travel, the Report advises that the Essex car parking standards should be reviewed. The panel feels that the Essex car parking standards are outdated and contradict the forward-looking aspirations of the Garden Town partners. They suggest that, to support the ambition for modal shift and promotion of active travel, the standards should be reviewed. That work is already underway, being led by the Essex Planning Officers Association with Chief Officers currently expected to sign them off in July. It will then be necessary for Epping Forest and Harlow District Councils to determine whether to adopt those revised standards. On the Hertfordshire side, parking standards are formulated at district level. East Herts District Council is also in the process of revising and updating parking standards.

#### 5. Next steps

- 5.1. As the Harlow & Gilston Quality Review Panel enters its seventh year, the role of the panel is well-established, and the working relationships with both Council officers, applicants and design teams continues to strengthen.
- 5.2. As detailed applications for the strategic sites within the Garden Town start to come forwards, tackling compliance of the design codes and masterplan frameworks could be challenging for both the panel and officers.
- 5.3. An annual meeting is also planned for the panel in Summer 2024. A field trip to see completed or emerging schemes may be beneficial to share lessons learnt and recognise benchmark developments in the area and beyond that can be referred to.

#### Implications

This report is primarily for the Joint Committee to agree the activity of the Panel over the last year as set out in the Annual Review at Appendix A. There are no specific implications arising as a result. The emerging issues identified in section 4 can be the subject of further consideration by the Garden Town officer team and any actions required can be determined through the normal course of the consideration of the programme of work of the Garden Town team.

## Resource Implications:

There are no new or additional resource implications. The costs of Frame and the operation of the Panel are met from charges levied to applicants who submit schemes to the Panel. The Garden Town team has a budget to cover the costs of schemes or policy documents that it wishes itself to refer to the Panel for advice.

## Equalities and Diversity:

### Equality Impact Assessment

Is this a new policy (or decision) or a change to an existing policy, practice or project?	No
Describe the main aims, objectives and purpose of the policy or decision	To update in relation to the provision of independent scrutiny of emerging development and policy proposals relating to the Harlow and Gilston Garden Town.
What outcome(s) are you hoping to achieve (ie decommissioning or commissioning a service)?	To report on the outcome of the service during the previous year.
Does or will the policy or decision affect: <ul style="list-style-type: none"> <li>• service users</li> <li>• employees</li> <li>• the wider community or groups of people, particularly where there are areas of known inequalities?</li> </ul>	Service users and the wider community. Landowners and others preparing development proposals will be expected to seek advice and feedback from the QRP in the formulation of their development proposals. Employees will be expected advice in relation to policy proposals. The wider community and community stakeholders will be impacted by development and policy proposals that have been subject to QRP scrutiny.
Will the policy or decision influence how organisations operate?	No
Will the policy or decision involve substantial changes in resources?	No
Is this policy or decision associated with any of the Council's other policies and how, if applicable, does the proposed policy support corporate outcomes?	Relevant in relation to development management and planning policies seeking the delivery of high-quality development proposals. It supports corporate aims seeking the delivery of high-quality new developments.

# HGGT

HARLOW & GILSTON  
GARDEN TOWN

What does the information tell you about those groups identified?	N/A
Have you consulted or involved those groups that are likely to be affected by the policy or decision you want to implement? If so, what were their views and how have their views influenced your decision?	No specific engagement in relation to the ongoing operation of a QRP. However, there has been general awareness raising with the community in the HGGT area that a Panel operates within.
If you have not consulted or engaged with communities that are likely to be affected by the policy or decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary:	N/A
<b>Use this section to assess any potential impact on equality groups based on what you now know.</b>	
Age, Disability, Gender, Gender reassignment, Pregnancy/maternity, Marriage/civil partnership, Race, Religion/belief, Sexual orientation	There is not considered to be any impact in relation to protected groups.
Does the EqIA indicate that the policy or decision would have a medium or high adverse impact on one or more equality groups?	No

## HGGT Vision Assurance

### 1. What principles of the HGGT Vision does this seek to achieve?

Supporting the Councils to deliver against the Garden Town Vision and core principles, to achieve high-quality places to live, work and visit.

### 2. What steps have been taken to ensure the HGGT Vision is embedded into the project?

Progress and annual meetings held with the chair, panel members and Council representatives to regularly update on HGGT Vision, emerging strategic guidance and policy context.



## Agenda Item 10

**Report to:** HARLOW AND GILSTON GARDEN TOWN JOINT COMMITTEE

**Title:** HGGT STEWARDSHIP CHARTER

**Report Reference:** JC-005-2024/25

**Date:** 22 July 2024

**Report Author:** Kevin Steptoe - HGGT Placeshaping and Engagement Lead

**Enclosures:** Appendix A – Summary of consultation responses and draft Charter amendments  
Appendix B – Report of the QRP  
Appendix C – Summary of points raised by the QRP and draft Charter amendments  
Appendix D – Young Persons engagement report  
Appendix E – Further amendments to the draft Charter  
Appendix F – Draft Charter Scenario Testing  
Appendix G – Stewardship Charter – final draft for adoption

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### Recommendations/Decisions Required:

#### The HGGT Joint Committee is asked to:

- A. Consider the result of the consultation exercise and consequential amendments to the draft Stewardship Charter as set out in paras 3.1 to 3.11 of this report.
- B. Agree the final Stewardship Charter as set out at Appendix G.
- C. Delegate authority to the HGGT Director to make further minor amendments to the final Stewardship Charter as may be required and to update the Charter Foreword in the version of the Charter for final publication in consultation with the Chair and Vice Chair of the Joint Committee.

### Executive Summary:

The 5 Council partners have considered the approach to be taken to ensure effective stewardship of the new communities created for the Garden Town. In this respect stewardship comprises the

inclusive, proactive, and responsive planning, placemaking and care of new places. It was decided that Stewardship Guidance should be produced, providing direction to landowners, developers, community representatives and other stakeholders. This Guidance took the form of the Stewardship Charter, of six high level principles that set the expectations to achieve stewardship outcomes.

The draft Charter was subject to public consultation in the latter half of 2023. Feedback received during that consultation has been fully considered along with other inputs impacting on the Charter as set out in this report. Following that consideration a range of amendments have been made to the draft Charter bringing it into a final draft. The Charter can now be agreed by the Joint Committee.

### **Reasons for proposed Decision:**

To finalise and agree the HGGT Stewardship Charter to enable it to comprise a material consideration in planning and related decisions.

### **Other Options for Action:**

It could be determined not to agree the draft Stewardship Charter and to take no further action in relation to it. This option as a course of action is **not recommended**. It would not support and enable the development of the 5 Council partners of HGGTs approach to stewardship and would leave landowners, developers, community reps and other stakeholders without further guidance from the 5 Council partners of HGGT with respect to stewardship. Ultimately this could affect the way future places are looked after. There are few risks with the agreement of the Charter and the benefits of proceeding with agreeing the Charter are considered to far outweigh any risks associated with proceeding.

## **I. Introduction**

- 1.1 The care and management of the new places created as a result of the Garden Town development has been one of the primary considerations of the 5 Council partners of HGGT since its designation as a Garden Town in 2017.
- 1.2 The Garden Town Vision, produced in 2018, set out four Key Principles for Healthy Growth: Economy and Regeneration, Placemaking and Homes, Landscape and Green Infrastructure and Sustainable Movement. These four Key Principles are seen as being woven together by the common theme of stewardship. A definition for stewardship is set out in the Charter which, in summary, is the inclusive, proactive, and responsive planning, placemaking and care of new places.

1.3 Since the definition of the Vision, there has been extensive exploration of the stewardship theme and how good stewardship can best be delivered as part of the development of the Garden Town. The emerging Charter represents a significant element of this.

## 2. Background

2.1 During 2020, and following the delivery of the Vision, the 5 Council partners of HGGT commissioned ARUP to explore the stewardship theme and possible implementation arrangements. ARUP's report made recommendations about the type of organisations that could deliver stewardship outcomes. These recommendations were agreed by the Garden Town partners following consideration of the ARUP report in July 2020.

2.2 The 5 Council partners of HGGT considered the matter of stewardship again during 2022 and it was agreed that Stewardship guidance should be prepared to guide the content of development proposals that were coming forward at Gilston as part of the planning application process, but also for other sites across the Garden Town.

2.3 The scope, content and focus of any emerging guidance in relation to stewardship outcomes was agreed by the 5 Council partners of HGGT and this has shaped the Stewardship guidance presented here.

2.4 The 5 Council partners of HGGT also asked that the potential for more direct involvement in the implementation of stewardship structures be explored. This work remains in progress and it is anticipated that the outcomes of that consideration will be reported to the Joint Committee at its meeting in October 2024.

2.5 The Stewardship Charter presented here for agreement, will enable the 5 Council partners to formally set out their expectations of what they require of developers with respect to stewardship. It should inform any arrangements that are proposed by developers for the future maintenance and care of the new communities. It focusses on a range of core stewardship themes and issues. It will be a material consideration to which regard should be had in the determination of subsequent planning applications.

2.6 The Charter will help existing and emerging communities understand agreed expectations by the five Council partners as to the stewardship principles and outcomes for the new places that are to be developed. The Charter sets those principles and outcomes that will support the delivery of good growth across the Garden Town.

2.7 As it will apply across the entire HGGT area, and to sites and developments with individual characteristics, it is generic in nature setting out six high level Principles for stewardship that



the 5 Council partners of HGGT expect to see implemented as part of developments coming forward.

2.8 The Charter represents a significant step with the 5 Council partners jointly establishing the expectations for stewardship requirements to be delivered across the new HGGT neighbourhoods.

### 3. Consultation

3.1 The draft Stewardship Charter was reported to the HGGT Board meeting of 13 June 2023 who recommended it for consultation. The 5 Council partners of HGGT then individually endorsed the draft document for consultation and an eight-week consultation process commenced on 7 August 2023. The longer consultation period, rather than a conventional six-week period, was due to the commencement of the consultation during the August holiday period.

3.2 Consultation took place through the HGGT partners on-line consultation platform, Citizen Lab. The platform enables respondents to comment through a pre-defined questionnaire, or to comment freely on any part of the document. Prior to the commencement of the consultation awareness was raised at the HGGT Celebration Event Day of 15 July 2023 and through contact with all stakeholders identified on the HGGT contact database. Pre-consultation engagement had been undertaken with landowners/ developers through the Developer Forum event of 7 February 2023. Social media coverage was also undertaken at the time of the commencement of the consultation.

3.3 All Parish Councils (PC) within and adjacent to the HGGT area were informed of the consultation exercise and an offer made to attend any PC meeting at the request of the PC. In the event, only one request was received, and a presentation was made to a meeting of Roydon PC at its meeting of 2 November 2023.

3.4 Members will note that the date of the Roydon PC meeting was well beyond the initial eight-week consultation period. There were difficulties in attending an earlier meeting of the PC and as a result, the consultation period was allowed to run for a longer period, concluding after 14 weeks in mid Nov 2023.

3.5 It is considered that a wide audience was reached during the consultation period. There were over 20,000 views of the Facebook posts advising of the consultation. Over 4,000 of those views were pursued through to the weblink or by sharing the Facebook information. Given the strategic and high-level nature of the Charter, it was not anticipated that a substantive volume of responses would be received to the consultation. There were eight responses from community representatives, landowners/ developers, and other professional interests. There were three responses from individual members of the public.

- 3.6 All points raised by respondents through the consultation have been subject to consideration. The first table, in Appendix A, summarises the points raised in response to the consultation and the proposed amendments to the draft Charter, where considered appropriate, in relation to them.
- 3.7 The draft Charter was also subject to consideration by the Quality Review Panel (QRP) in April 2023. The Panel was supportive of the approach and was pleased to see the document coming forward. It considered that 'Charter' is the right terminology for the document, setting the right expectations, the principles included seem appropriate and that the draft Charter strikes the right balance between detail and brevity.
- 3.8 The feedback from the QRP has also been considered in detail, Appendix B comprises the report from the Panel. Appendix C sets out the detailed consideration of the points raised by the Panel and where amendment has been made to the draft Charter as a result.
- 3.9 The consultation exercise sought to draw from the outcomes of the Your Quality-of-Life consultation undertaken in late 2022. Following that consultation, the Quality-of-Life Foundation, one of the partners in the consultation, jointly drew up an Action Plan with the HGGT officer team. This was endorsed at the HGGT Board meeting of 7 February 2023. One of the identified actions was to seek the engagement of under-represented groups in subsequent consultation exercises. In that respect, engagement with a younger person audience was undertaken through the Harlow and Epping Forest Youth Council meetings in August and September 2023.
- 3.10 This consultation was led on behalf of the HGGT partners by consultancy 2-3 degrees. The post engagement report of 2-3 degrees is attached as Appendix D.
- 3.11 Appendix E comprises a further schedule of amendments to the draft Charter including:
- An amendment to the Charter as a result of the young persons engagement referred to above.
  - Amendments that have been considered appropriate as a result of further internal officer review of the document.
  - Amendments that are considered appropriate as a result of scenario testing of the draft Charter as recommended by the QRP.

The full details of the scenario testing exercise (following the review of the Charter by the QRP) are set out in Appendix F. Finally, Appendix G comprises the final version of the Charter for agreement. The only subsequent further amendment required will be to update the Foreword in the document. Delegated authority is sought to enable this to be undertaken by the Director in consultation with the Joint Committee Chair.

## 4. Implications:

- 4.1 Once adopted, the Stewardship Charter will be a material consideration in the determination of planning applications. It will also be considered in pre-application discussions and negotiations and other relevant development management and planning policy decisions. It will be necessary and appropriate for landowners and developers to take account of the Charter in the formulation of development proposals. It will also be a reasonable expectation of community representatives and other stakeholders that the 5 Council partners of HGGT seek to secure the outcomes set out in the Charter.

### Resource Implications

Securing appropriate stewardship outcomes at the Garden Town does have resource implications. One of the six principles set out in the Charter relates to the need for transparent and appropriate financial resilience, management and governance. Whilst there are financial implications for the delivery of good quality stewardship outcomes, it is not considered that the adoption of this Charter has significance in relation to those financial implications. They would need to be addressed regardless of the adoption of the Charter.

### Equalities and Diversity

#### Equality Impact Assessment

Is this a new policy (or decision) or a change to an existing policy, practice or project?	Yes
Describe the main aims, objectives and purpose of the policy or decision	To set out the expectations of the 5 Council partners of HGGT in relation to appropriate stewardship outcomes for Garden Town developments.
What outcome(s) are you hoping to achieve (ie decommissioning or commissioning a service)?	Implementation of acceptable and appropriate stewardship outcomes across Garden Town developments.
Does or will the policy or decision affect: <ul style="list-style-type: none"> <li>• service users</li> <li>• employees</li> <li>• the wider community or groups of people, particularly where there are areas of known inequalities?</li> </ul>	Service users and the wider community. Landowners and developers will be expected to have regard to the Charter in the preparation of proposals for the development of sites and land.  The wider community and community stakeholders will expect

	to see the outcomes set out in the Charter delivered within developments coming forward.
Will the policy or decision influence how organisations operate?	No
Will the policy or decision involve substantial changes in resources?	No
Is this policy or decision associated with any of the Council's other policies and how, if applicable, does the proposed policy support corporate outcomes?	The Charter is related to the policies in place across the 5 Council partners of HGGT which seek to achieve appropriate stewardship outcomes for the development of sites. It supports the delivery of corporate policies in this respect.
What does the information tell you about those groups identified?	N/A
Have you consulted or involved those groups that are likely to be affected by the policy or decision you want to implement? If so, what were their views and how have their views influenced your decision?	Yes – a range of views were set out as summarized in the appendices to this report. The appendices also set out where those views have resulted in amendment to the draft Charter.
If you have not consulted or engaged with communities that are likely to be affected by the policy or decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary:	N/A
<b>Use this section to assess any potential impact on equality groups based on what you now know.</b>	
Age, Disability, Gender, Gender reassignment, Pregnancy/maternity, Marriage/civil partnership, Race, Religion/belief, Sexual orientation	There is not considered to be any impact in relation to protected groups.
Does the EqIA indicate that the policy or decision would have a medium or high adverse impact on one or more equality groups?	No

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## HGGT Vision Assurance

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1. What principles of the HGGT Vision does this seek to achieve?

The delivery of appropriate and high quality stewardship outcomes as a result of new developments coming forward as part of the Garden Town.

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2. What steps have been taken to ensure the HGGT Vision is embedded into the project?

The Stewardship Charter represents an element of delivery of the HGGT Vision. It is based on the concept set out in the Vision that stewardship is a thread that binds together all of the Key Principles for Healthy Growth set out in the Vision.

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## Appendix A - Summary of consultation

### Generalised, procedural or Issue based comments

#### Key to Respondents

CEG and HLM	Commercial Estates Group and Hallam Land Management
HCS	Harlow Civic Society
HEG NPG	Hunsdon, Eastwick and Gilston Neighbourhood Plan Group
PfP	Places for People

Issue	Comment	Respondent making comment	Response	Amendment proposed to draft Charter
General comment in objection	EHDC should not adopt the Charter, it is not needed for the Gilston Area and not in the interests of the residents of East Herts.	HEG NPG	The Charter sets out strategic and high level principles for the delivery of stewardship arrangements across the Garden Town. It is acknowledged, of course, that detailed arrangements for the Gilston Area are emerging through the strategy submitted by the applicants (Gilston Area Stewardship and Governance Strategy)	No amendment proposed.

			and the arrangements to be set out in the Gilston Area s106 Planning Obligation Agreement. The Charter does not seek to cut across emerging arrangements. Given the strategic nature of the principles it is considered that these will support ongoing development of stewardship arrangements at Gilston and therefore the Charter remains relevant to the interests of existing and new residents in the Gilston Area and across the Garden Town.	
Flexibility	Sufficiently flexible to be applied to a range of developments with differing circumstances.	HCS	Acknowledged	No amendment proposed.
	The draft Charter sets out various activities, actions and outputs at various stages. It is acknowledged that these have been introduced to secure early thinking and the Charter is to be material to the determination of planning applications. However, there should be flexibility associated with the scale	CEG and HLM	Acknowledged – the aim of the Charter is to establish high level principles and steps that should be undertaken to ensure stewardship	Amended wording to the fifth bullet on page 11 under Successful new places as part of Harlow and Gilston Garden Town as follows:  This Charter is required to be considered in the determination of

	<p>and delivery arrangements of individual schemes allowing stewardship arrangements to evolve and be finalised appropriately. It should be pragmatic and flexible. This would not dilute overall delivery and would recognise different delivery models. There are differences between Gilston and Latton Priory. Latton Priory sets out one possible approach to stewardship. North Weald Bassett Parish Council has expressed an interest in involvement in this. The TCPA acknowledges that local circumstances are different so flexibility is to be retained and the Charter applied pragmatically.</p>		<p>arrangements of an appropriate quality and robustness are implemented. It is also intended to be flexible in its application – but ensuring that acceptable quality outputs are achieved. Noted that the current checklist and timeline arrangements may appear inflexible.</p>	<p>planning applications relating to the Garden Town. <del>and, as such,</del>  <b>The requirements of the Charter can be interpreted and applied flexibly, provided all proposals for stewardship arrangements can</b> must demonstrate that they have had regard to its Principles <b>and deliver outcomes that are aligned with them. Local site and delivery circumstances will be taken into account when the Principals of the Charter are applied.</b> Where stewardship arrangements are secured.....(no further change to para)</p>
	<p>It is important to note that there is a need for flexibility in how the Charter is applied in the planning process. A different range of measures may be required for different sites and proposals, and it is important that the Charter has flexibility to adapt to those different characteristics. The stewardship arrangements need also to be attuned to development feasibility, development viability and long-term revenue viability.</p>	<p>Pegasus Group on behalf of Martin Grant Homes, Persimmon Homes and TW, Water Lane</p>	<p>Noted and response as above</p>	<p>Amendment as above.</p>
<p>Democracy and Governance</p>	<p>The Charter fails to give any recognition to local democracy in the form of the Parish Councils (Hunsdon and Eastwick and Gilston). The Gilston Area Stewardship and Governance Strategy accepted that Parish Councils will have an important role to play, but the Charter does not mention this. The</p>	<p>HEG NPG</p>	<p>The Charter does not seek to define governance arrangements. It only seeks to set out principles in relation to transparency and</p>	<p>Amendment to para 4.3 to add:  <b>Governance arrangements can build on and/or involve existing structures in place, eg Parish Councils.</b></p>



	NPG question whether this is a policy position that EHDC are willing to support		<p>accountability.</p> <p>Governance arrangements for the Gilston Area will continue to emerge through the requirements of the s106 Planning Obligation Agreement. The Charter does not preclude the involvement in this of the existing Parish Councils.</p> <p>Acknowledged that a lack of wording to this effect may appear to give no recognition to this possibility.</p>	
Community involvement	Meaningful participation of local people in the complete stewardship process will be one of the keys to its success.	HCS	Acknowledged	No amendment proposed.
Funding	The draft Charter fails to address the need for an equitable balance to the funding of a stewardship body between service charges and capital endowment. The Charter has to recognise that such endowments will be required particularly as forthcoming legislation may limit the level of service or estate charges.	HEG NPG	Para 5.5 refers to a diversity of income sources including endowment of the stewardship body with income generating assets. Acknowledged that this does not	<p>Amendment of para 5.5 as follows:</p> <p>.....This diversity of income sources will include <b>capital endowment and</b> the endowment of the Stewardship Body with physical assets.....</p>

			specify capital endowments.	
Endorsement and adoption	The Charter must be adopted by all planning authorities so that it becomes a material consideration in planning application determination.	HCS	Acknowledged. It is anticipated that the Charter will be adopted by all the Garden Town partners.	No amendment proposed.
	Consideration to be given to how the Charter can be applied to all developments in the GT area	HCS	<p>The introduction to the Charter indicates that it is primarily expected to apply to the four new Garden Town communities but that it is also to be taken into account in relation to other development proposals coming forward in the Garden Town.</p> <p>Anticipated that its applicability to sites outside of the four new Garden Town communities will be considered in relation to proposals as they come forward.</p>	No amendment proposed.

	The Principles in the Charter should be carried through into development plans and delivery.	HCS	Acknowledged. It is proposed that the Charter is material to the consideration of development proposals and the delivery of them.	No amendment proposed.
Implementation	Appropriate conditions would need to be applied in relation to planning permissions, which are then monitored and enforced.	HCS	Acknowledged – it is anticipated that appropriate arrangements will be secured through either or both of s106 Planning Obligation Agreements and conditions.	No amendment proposed.
	Stewardship processes should start from the earliest stages in the development process, through to first occupation and beyond.	HCS	Acknowledged and agreed. This is set out in the Foreword of the Charter.	Foreword will be updated generally to reflect the draft final status of the Charter, retaining this point.
	Early proactive and ongoing engagement with landowners and developers is essential to get them to adopt the Charter principles, ensure awareness of the requirements and for developments to be successful.	HCS	Acknowledged and agreed. Landowners and developers to be reminded of requirements of the Charter once finalised.	No amendment proposed.
Monitoring	Lack of clarity in relation to whether consultation will take place regarding the Quality Monitoring Framework.	PfP	QoL Monitoring Strategy is to be subject to appropriate stakeholder consultation.	No amendment proposed as this will become an historical procedural matter.

QRP review of the draft Charter	Neither the public nor the EHDC Executive have seen the outcome of the review of the draft Charter by the QRP. It appears strange that the draft has proceeded to consultation in advance of the incorporation of the advice from the QRP. That advice should be published	HEG NPG	The draft Charter was permitted to proceed to consultation in advance of the publication of the QRP advice as a result of respective timing. The QRP advice will be published alongside this draft Charter consultation feedback and amendments made to the draft Charter as a result of the QRP advice.	See separate details of amendment the Charter as a result of the advice of the QRP.
Status	Clarity is required as to the status of this document and how it relates to the Adopted Epping Forest Local Plan. It is assumed that this is a guidance document to set out the aspirations of the Council. The Inspector examining the Local Plan referred to the status of Garden Town Documents and stated that it is not sound to require applications to be 'in general conformity' with these unexamined non-statutory documents. Therefore, proposals should 'have regard to' the Stewardship Charter only rather than general compliance.	Pegasus Group on behalf of Martin Grant Homes, Persimmon Homes and TW, Water Lane	The Charter currently sets out in the Introduction that it is intended to be guidance to support landowners, developers and site promoters. It will be taken into account when assessing the acceptability of development proposals coming forward as part of the Garden Town; as such it is intended to be a	No amendment proposed.

			material planning consideration in the determination of planning applications. In the section regarding Successful New Places the Charter sets out that all proposals for stewardship arrangements must demonstrate that they have had regard to its Principles. The Charter does not require proposals to be in general conformity with its requirements.	
General comments in support	Need for development around Harlow is recognised and the overall Vision, guidance and policies of HGGT are supported.	HCS	Acknowledged	No amendment proposed.
	Stewardship is at the heart of the Garden City model, creating healthy, thriving new communities, empowering people to have a say and providing opportunities for active citizenship. Charter is welcomed.	HCS	Acknowledged	No amendment proposed.
	Support the process and comprehensive principles covering key areas.	HCS	Acknowledged	No amendment proposed.

Implementation of the charter will provide the opportunity to contribute to the creation of sustainable high quality communities.	HCS	Acknowledged	No amendment proposed.
Developers will benefit from the implementation of the Charter as their developments will be places where people want to live and be active in the community.	HCS	Acknowledged	No amendment proposed.
To be hoped that the process set out in the Charter will become a natural part of the planning and delivery of developments in the Garden Town so that places are created where people and the environment can flourish.	HCS	Acknowledged	No amendment proposed.
Supportive of long term stewardship and the creation of high quality environments at Latton Priory and integration with the existing communities in HGGT.	CEG and HLM	Acknowledged	No amendment proposed.
Recognised that long term stewardship requirements are embedded in policies SP2 and SP3 of the Epping Forest Local Plan.	CEG and HLM	Acknowledged	No amendment proposed.
These principles refine the emerging Stewardship Principles and Objectives which were published in 2022 and which HLM and CEG have confirmed their commitment to following in the Latton Priory Strategic Masterplan Framework, and which will be included in any Section 106 agreement secured as part of an outline application.	CEG and HLM	Acknowledged	No amendment proposed.

	<p>Welcome proposals to help ensure quality of stewardship across the Garden Town and they reflect the ambitions that PfP have set at Gilston in the Gilston Area Stewardship and Governance Strategy.</p>	PfP	Acknowledged and noted that PfP indicate alignment and synergy between the Charter and the Gilston Area Stewardship and Governance Strategy.	No amendment proposed.
	<p>Welcomed and sets out a direction of travel that is supported.</p>	PfP	Acknowledged	No amendment proposed.
	<p>Support the arrangements for high quality, long -term stewardship of the new garden communities. We support the six principles as set out in the Charter as non-statutory guidance.</p>	Pegasus Group on behalf of Martin Grant Homes, Persimmon Homes and TW, Water Lane	Acknowledged	No amendment proposed.

**Location specific comments**

<b>Location/ Issue</b>	<b>Comment</b>	<b>Respondent making comment</b>	<b>Response</b>	<b>Amendment proposed to draft Charter</b>
Relationship between Charter and the emerging arrangements for stewardship in the Gilston Area, including as set out in the	The NPG is concerned and puzzled that the HGGTB seems to be usurping the legal powers and functions of EHDC in publishing its own Charter, with the intention that it applies to the Gilston Area.	HEG NPG	The Charter is high level and strategic in nature. It seeks to set out Principles that will guide the stewardship arrangements that are developed for sites coming forward. The Charter is not	The amendments set out above in relation to the fifth bullet of page 11 (Successful new places) are considered to further clarify this point. As above, amendment proposed is as follows:  This Charter is required to be considered in the determination of planning

<p>Gilston Area Stewardship and Governance Strategy (submitted by the Gilston Area applicants, Places for People and Taylor Wimpey)</p>			<p>prescriptive and seeks to be suitably adaptable and flexible so that the most appropriate detailed arrangements for each site can come forward.</p> <p>The Charter will not result any individual partner legal powers being overridden. In relation to Gilston, the arrangements that East Herts DC, as the Local Planning Authority for the Gilston Area, has set out in the proposed conditions to be applied to the planning permissions and the proposed s106 Planning Obligation Agreement will not be altered by the Charter.</p>	<p>applications relating to the Garden Town. <del>and, as such,</del>  <b>The requirements of the Charter can be interpreted and applied flexibly, provided all proposals for stewardship arrangements can</b> <del>must</del>-demonstrate that they have had regard to its Principles <b>and deliver outcomes that are aligned with them. Local site and delivery circumstances will be taken into account when the Principals of the Charter are applied.</b> Where stewardship arrangements are secured.....<i>(no further change to para)</i></p>
	<p>How will the Charter fit with the granting of planning permissions in the Gilston Area and the associated conditions and s106 Agreement?</p>	<p>HEG NPG</p>	<p>The Charter will not amend the arrangements proposed for the Gilston Area, by virtue of the conditions to be applied to the Gilston Area planning</p>	<p>No amendment proposed.</p>



			<p>permissions and the s106 Planning Obligation Agreement. It is anticipated that the outline planning decisions will be released in advance of the finalisation of the Charter. There will be no requirement to retrospectively consider the materiality of the Charter in relation to the Gilston Area stewardship planning application proposals.</p>	
	<p>How will decision makers be expected to reconcile the two sets of rules?</p>	<p>HEG NPG</p>	<p>The Charter is not considered to be inconsistent with the emerging arrangements proposed for the Gilston Area, or emerging in relation to any other Garden Town site. The Charter establishes a set of high level principles. More detail will come forward through the proposed conditions to be applied to planning permissions and s106 Planning Obligation</p>	<p>No amendment proposed.</p>

			<p>Agreements. It is not anticipated that there will not be a requirement for two sets of rules to be reconciled. It is not uncommon for detailed development and implementation arrangements to be formulated within the context of wider policy and guidance documents.</p>	
	<p>By endorsing the Charter, EHDC will potentially place itself into a conflict of interest and legal difficulty not to mention planning uncertainties which will be open to exploitation in the future?</p>	<p>HEG NPG</p>	<p>The draft Charter, the Gilston Area Stewardship and Governance Strategy and the emerging stewardship arrangements for the Gilston area are not seen as being in conflict and presenting any legal difficulties in that respect.</p> <p>The Charter seeks to establish high level principles. More detail is provided in the Gilston Area</p>	<p>No amendment proposed.</p>

			<p>Stewardship and Governance Strategy, proposed planning conditions and through the s106 Planning Obligation Agreement.</p> <p>Detailed stewardship arrangements for the Gilston Area will be established in the s106 Planning Obligation Agreement and the conditions applied to the planning permissions. These arrangements will be definitive once settled and there would not be any planning uncertainties as a result.</p>	
Assets which potentially serve a broad area and function	The Gilston Area Stewardship and Governance strategy does refer to some assets which serve a broader public and function than the Gilston Area. However, the Charter does not refer to that and covers the Gilston Area in its entirety.	HEG NPG	The Charter is proposed to be applied to the entirety of the Garden Town. Otherwise, its principles will only be applicable to parts of the area, which would not be appropriate. The Charter does not seek to establish the role and function of assets, but is	No amendment proposed.

			<p>focused on delivery, quality and community involvement. There is not considered to be any inconsistency between the Charter and the Gilston Area Stewardship and Governance Strategy in this respect.</p>	
	<p>No attempt has been made to limit the Charter to shared community assets and, in any event, this would not be the place where such assets should be identified.</p>	<p>HEG NPG</p>	<p>Noted. It is anticipated that the Charter should apply to all asset types. It sets out high level principles only, so does not seek to define the type, scope and operation of any of the assets.</p>	<p>No amendment proposed.</p>
	<p>Any shared assets with Harlow can be dealt with by the (Gilston Area) stewardship body, whose main priority will be to look after the interests of residents of the Gilston Area. This (Gilston Area stewardship arrangement) would not preclude collaboration, where appropriate.</p>	<p>HEG NPG</p>	<p>This is noted and agreed. The Charter does not seek to define the type, scope and operation of assets.</p>	<p>No amendment proposed.</p>
<p>Gilston Area characteristics</p>	<p>The draft Charter fails to recognise the particular characteristic of the Gilston Area in that many hundreds of hectares</p>	<p>HEG NPG</p>	<p>The draft Charter does not seek to differentiate between the types and</p>	<p>No amendment proposed.</p>

	<p>of land are to be retained undeveloped and held for the community in trust. This is far from the green wedge policies of Harlow which are mentioned in the draft</p>		<p>scales of assets. It seeks to apply a set of high level principles to all of them. Individual characteristics of assets are recognised and it is not anticipated that the Charter treats them any more or less favourably as a result.</p>	
<p>Princess Alexandra Hospital</p>	<p>PAH is progressing a Business Case for the delivery of its preferred development option comprising a new and modern state-of-the-art acute Hospital, in the form of a Health and Well-Being Campus on approximately 19 hectares of land located north of the adjacent M11 Motorway Junction 7a and south of Pincey Brook.</p> <p>Given the specific function and nature of an acute hospital, it is intended that PAH would retain ownership, management and maintenance responsibility for the public open space areas within the development, and that these would not be transferred to an external Stewardship Body.</p> <p>With the above background position in relation to PAH in mind, although we are broadly supportive of the Stewardship Charter's intentions with regard to ensuring community assets are planned, provided</p>	<p>PAH</p>	<p>It is anticipated that the Charter will be sufficiently flexible to accommodate and respond to the different characteristics of the sites coming forward for development in the Garden Town.</p> <p>The Charter does not seek to determine responsibility of stewardship arrangements, only to establish a set of high level principles which will ensure that stewardship arrangements of an acceptable quality will be implemented. The particular characteristics of the proposed acute hospital development are</p>	<p>No amendment proposed.</p>

	and maintained to a high standard, it should be acknowledged that parts of the requirements set out in the draft Charter are not applicable or appropriate to the operation and function of the proposed acute hospital development.		acknowledged. It is anticipated that proposals for the development of the acute hospital site should continue to have regard to the Principles set out in the Charter.	
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**Comments on specific points in the draft Charter**

<b>Charter Reference</b>	<b>Comment</b>	<b>Respondent making comment</b>	<b>Response</b>	<b>Amendment proposed to draft Charter</b>
Timeline (page 12)	Add box to pre-application column setting out 'principles for stewardship in relation to the proposed site'.	PfP	Acknowledged and agreed that reference to early setting out of principles for stewardship is appropriate.	<p>Amendment to the first box on the timeline under pre-application stage as below:</p> <p>Action: Initiate engagement and ensure continuation through all stewardship stages. Set out <b>principles for stewardship for the site and</b> engagement processes in strategy</p> <p>Output: Engagement Strategy <b>and Principles for Stewardship.</b></p> <p>Amendment to para 1.4 as follows:</p> <p><b>Principles for Stewardship, Aan</b> Engagement Strategy and Stewardship Delivery Programme</p>

				will be produced early in the consideration of development proposals.
	Outline pp – request for clarification in relation to what is to be monitored under ‘outcome monitoring and quality assurance’	PfP	This part of the timeline is indicating that consideration should be given to that point, that is, what indicators should be monitored. The Charter is not establishing the indicators but seeking that site developers etc, give consideration to the matter.	No amendment proposed.
	Full or RM column – financial planning will depend on what assets are coming forward. Some financial planning matters would be dealt with through Asset Management Plans.	PfP	Acknowledged. The Timeline is anticipated to be applied in a flexible way in relation to the details for delivery at individual sites.	No amendment proposed.
	Suggest the word business be added before financial planning.	PfP	Acknowledged and agreed.	Amendment to include the word <b>Business</b> in the Financial Planning boxes on the timeline.
	Would not anticipate need for community development and social value strategy for each application. These would be site wide with a programme for the Trust to deliver each year.	PfP	Acknowledged. Flexible application of the requirements of the Timeline will be associated with the way in which proposals come forward. Community Development and Social Value Strategies would not be expected in association with numerous reserved matter applications, if they were provided as part of	No amendment proposed.

			outline planning application proposals.	
	No definition for Terms of Reference and suggest adding 'or equivalent' depending on the legal entity.	PfP	Noted, however considered that reference to Terms of Reference is sufficiently generic to be understood as the definition of the scope and remit of any group or project.	No amendment proposed.
	Construction/ implementation - Clarification would be helpful with regards when a business plan would be required versus an asset management plan.	PfP	Considered that both would be required in the significant majority of cases, unless proposals are only providing a limited number of assets. Further details are included in the detail relating to Principle 5 – Financial Sustainability. Business planning would deal with the entirety of financial and business sustainability for stewardship proposals. Asset Management Plans would be focussed around the sustainability of specific assets.	No amendment proposed.
	Occupation column – suggest that reference is amended to be that stewardship body is operational rather than in place. In place could be satisfied by a company being registered – but it may not be operational.	PfP	Agreed.	Amendment to Governance and Representation box under Occupation section of the Timeline as follows:  Stewardship Body <b>operational</b> <del>in place</del>



Para 1.3	Refers to four areas – believe that there should be a fifth – developing community wellbeing and capacity building. This is equally important.	PfP	Noted and Agreed. This is the main focus of Principle 3 of the Charter – community development. Agreed that reference can be made to this important element of activity in this early section of the Charter in relation to collaboration.	Amendment to the fourth bullet under para 1.3 as follows:  <ul style="list-style-type: none"> <li>• Ongoing Care and Management: Caring for social and physical assets, including their enhancement and / or replacement, <b>community development, wellbeing and capacity building</b> and providing stewardship services in perpetuity.</li> </ul>
Para 1.4	As stewardship responsibility for the publicly accessible areas to be provided within the proposed health and wellbeing campus would be retained by PAH, the requirement for community engagement in the development of PAH’s management plan is not considered to be applicable in this instance. As such, PAH would not propose to prepare an Engagement Strategy in relation to its management plan, as set out at paragraph 1.4.	PAH	Position noted. Appropriate time for consideration to be given to the matter will be through the assessment of the planning application for the hospital proposals and any stewardship arrangements emerging through those proposals.	No amendment proposed.
Para 1.6	A Stewardship Delivery Programme could be prepared, in accordance with the requirements set out at paragraph 1.6, to identify when PAH would provide detailed proposals for the long-term management and maintenance of the	PAH	As above	No amendment proposed.

	publicly accessible parts of the new hospital site.			
Para 1.7	PAH will also be undertaking a community engagement exercise prior to submitting an outline planning application for the proposed hospital development, which will seek views on the design and development on the overall scheme, including the publicly accessible areas, which meets the requirements set out at paragraph 1.7. Details of this engagement would be included in a Community Consultation Statement to be submitted as part of the planning application.	PAH	As above	No amendment proposed.
	With regard to the reference to strategies and plans for ecology and Biodiversity net gain (BNG), there should be an awareness that BNG is not readily compatible with any recreational uses as its focus is habitats. It is suggested changing this to 'ecology and green infrastructure' and then reference GI Framework.	Homes England	Acknowledged and agreed. The draft Charter sought to capture this point by referring (in para 1.7) to exploring the relationship between ecology and biodiversity net gain and recreational uses. Wording can be amended to better capture this point.	Amend wording of third bullet under para 1.7 as follows:  <ul style="list-style-type: none"> <li>• Ecology, <del>and</del> Biodiversity net gain <b>and green infrastructure</b> – which should explore the opportunities potentially available to ensure ecological outcomes, the relationship with recreational uses, <b>guidance in the Green Infrastructure Framework</b>, future dynamic approaches to land managed by a Stewardship Body and positive financial outcomes this may enable;</li> </ul>

Para 1.8	Should also include a review of any Governance and Stewardship Strategy.	PfP	Para 1.8 sets out the proposed approach to monitoring stewardship outcomes. The point regarding reviewing Governance and Stewardship strategies is noted and that may be a result of outcome monitoring. However, it is not considered it is necessary to be explicit in relation to that in the Charter.	No amendment proposed
Para 2.3	Could be clearer that collaboration with the community is set within the context of applicable current planning policies.	PfP	Acknowledged. Planning policies will set a context for much of the guidance set out in the Charter and it is considered that this addressed in the Introduction and Context sections of the Charter.	No amendment proposed
	As discussed above, PAH's community consultation exercise will seek views on the planning, design and delivery of the publicly accessible parts of the overall health and wellbeing campus, which will be taken into account in the development of the scheme's design, as required by paragraph 2.3 of the draft Charter.	PAH	Acknowledged	No amendment proposed
Para 2.6	Incomplete	HEG NPG	Acknowledged that the first sentence of para 2.6 is missing.	Include at the beginning of para 2.6:

				<b>Alongside planning and design, Asset Management Plans will also be required to.....</b>
Para 2.7	The proposed Management Plan for the publicly accessible parts of the development would meet the requirements set out at paragraph 2.7, as it would set out the standards to which these areas would be delivered.	PAH	Acknowledged	No amendment proposed
Para 2.9	A good management company is careful to audit the condition of the landscape before taking it on; and this extends to undertaking soil surveys to check compatibility of planting to soil type and its health.	Homes England	Acknowledged and agreed	No amendment proposed
Para 2.10	Contrary to the requirements of paragraph 2.10, it is not proposed to transfer ownership of the publicly accessible areas within the health and wellbeing campus, which would remain in PAH's ownership as custodian of the acute hospital and its environs.	PAH	Noted	No amendment proposed
Principle 3	The requirements of Principle 3 are not considered to be relevant to PAH's proposals, as they do not represent a community project. Therefore, the details of Principle 3 are not considered further in this response.	PAH	Noted	No amendment proposed

	<p>The definition of 'development of the community' is questioned. This would be expected to have included the opportunity for personal development, upskilling, re-skilling, of individual and collective members of the existing and new community, as much as being about being involved in asset management.</p> <p>The focus seems to be on asset management covering the animation and management of the spaces and assets. but what about personal growth and opportunity?</p> <p>Much can be done during the development process of these places and create economic legacy for community members. The language regarding social value in this principle is too loose and ambiguous.</p>	Vinci Dev'ts	Point acknowledged. The section of the draft Charter referred to community development projects, which can include people focussed projects. Given the strategic nature of the Charter it is not considered necessary to be specific in relation to the aims and outcomes for any projects coming forward. The Charter references Social Value strategies within which more specific outcomes can be identified.	No amendment proposed
Para 3.8	Point 3: we recommend broadening the list as the stewardship body will utilise a range of communication tools including website, newsletter, noticeboards, and social media to share information.	PfP	The para refers to examples of communication tools and is not intended to be exhaustive. The use of additional communication channels is welcomed.	No amendment proposed
Principle 4	As the publicly accessible parts of the proposed health and wellbeing campus are not proposed to be transferred to a Stewardship Body, the majority of	PAH	Noted	No amendment proposed

	<p>requirements set out for this principle would not be applicable.</p> <p>Similarly, setting up a Shadow/ Advisory Stewardship Body would not be applicable in this instance. A Planning Performance Agreement (PPA) is in place between PAH, Epping Forest District Council (EFDC), Harlow District Council (HDC) and Essex County Council (ECC) to progress the planning elements of the Hospital development at the pre-planning application stage in advance of a related planning application(s) on the identified site. As part of this process, workshops will be held with representatives from the above local authorities to discuss various aspects of the proposals, including the publicly accessible areas and their long-term maintenance and management.</p>			
	<p>A lot of text through the document can apply to governance structures of both community stewardship bodies and management companies while seeming perhaps to be about community stewardship organisations without explicitly saying so. Can this be made more explicit?</p>	<p>Homes England</p>	<p>The guidance in the Charter is intended to apply to all elements of stewardship arrangements as would be appropriate.</p>	<p>Amendment by addition of a further bullet in the Introduction and Context section under Who and What is this Charter for as follows:</p> <ul style="list-style-type: none"> <li>• <b>The guidance in the Charter is intended to apply to all elements of stewardship</b></li> </ul>

				<b>arrangements as would be appropriate.</b>
	Can indicative model structures with typical representative examples be included to help the community challenge developer proposals for such approaches?	Vinci Dev'ts	This is considered to be too definitive for this Charter. Appropriate representative models would be explored in the delivery of stewardship arrangements.	No amendment proposed
Para 4.1	Point 5: Clarification requested as to the aims and objectives behind this point and, in particular, we question what is meant by 'integrate'? We would like to emphasise that Places for People will prioritise the setting up of a Trust that works well at Gilston Park, (an enormous task in itself) and whilst we support the Trust in any work undertaken alongside other stewardship bodies we do not support the suggestion that integration will be imposed upon the Gilston Park Trust.	PfP	This point seeks to set out that Stewardship Bodies should be sufficiently flexible to consider adapting their arrangements in relation to future circumstances. Position of PfP to support Gilston stewardship arrangements to work alongside and other stewardship body noted. The Charter does not seek to impose any integrated arrangement.	No amendment proposed
Para 4.4	Point 2: Community development activity can also be delivered independently of assets through festivals or similar events, we suggest adding further text to confirm this.	PfP	Acknowledged and noted. The point being conveyed in this bullet is that community development should not be given a lower priority that asset development. Acknowledged that it can take place independent of assets.	Amendment to text as follows:  <ul style="list-style-type: none"> <li>Community development and asset development <b>should both be</b> are progressed <del>together</del> to optimise value</li> </ul>

Para 4.7	For clarity it is not possible to pay a salary for charitable trustees conducting their role on the board, whereas reasonable expenses are accepted by the Charity Commission.	PfP	Acknowledged. The text refers to the potential for remuneration for community representatives. Noted that appropriate regulations will be adhered to where any remuneration is considered.	No amendment proposed
Para 4.8	It is rare for a community asset to be in place before first occupation as the body who is to own/manage it needs to be in place first, we recommend deleting 'or completion of the first community asset'.	PfP	Noted that it may be rare for community assets to be delivered prior to residential occupations. However, there would appear to be potential for it to occur, for example through early delivery of green space.	No amendment proposed
Para 5.1	The draft Charter requires the publication and circulation of a Business Plan relating to the stewardship arrangements for publicly accessible land (paragraphs 5.1-5.3). However, as stewardship responsibilities would remain with PAH for the Hospital development, it is not considered necessary for PAH's business plan to be published or circulated.	PAH	Noted	No amendment proposed
Para 5.4	Please note that this paragraph states that asset management plans must be agreed before the transfer of assets to the stewardship body, which appears to be at odds with earlier statements in the draft charter.	PfP	Earlier text has been checked for inconsistency and none identified. Earlier references are to the development of asset management plans during construction and delivery of the asset. It is expected they would	No amendment proposed



			be completed by the time of transfer of the asset.	
	The requirement to provide an Asset Management Plan (paragraph 5.4) would be met by the Management Plan to be prepared and secured as part of the planning application for the hospital development. The Management Plan could include allowance for independent monitoring of the condition of the publicly accessible parts of the Hospital development, and this would be discussed as part of the pre-application and application stage liaison with the LPA.	PAH	Noted	No amendment proposed
Para 5.6	It is important that a definition of 'reasonable' is provided to avoid ambiguity.	PfP	This refers to the level of service or estate charges. For the Charter a reference to reasonable is considered sufficiently definitive in relation to other costs that householders and businesses would be expected to bear. More precision in relation to the level of charges and a consideration of their reasonableness will emerge as stewardship arrangements crystallise.	No amendment proposed

Para 5.10	Please clarify the process i.e. would concerns be raised to the Stewardship Body first and then the Local Authority?	PfP	The Charter does not seek to establish the arrangements, noting that different arrangements may be appropriate in the case of different sites. It seeks to establish that such arrangements should be devised, as appropriate, and be implemented.	No amendment proposed
Checklist box after para 5.10	Outline Business Plan – please clarify if this refers to submission or approval Asset Management Plan – please see earlier comment about timing.	PfP	As indicated in relation to earlier comments, It is anticipated that the Charter is to be applied flexibly in relation to the particular circumstances of individual sites. In general, earlier actions are encouraged, so this would include both the submission and the approval of the Outline Business Plan by outline planning application stage. However, it is expected that Outline Business Plans will subsequently evolve into detailed plans.  In relation to Asset Management Plans see earlier response above.	No amendment proposed
Para 6.5	It would be unrealistic to expect the Stewardship Body to achieve these alone, a combination of partners will need to	PfP	Acknowledged. It is expected that stewardship arrangements implemented would strive to	No amendment proposed

	participate. Please be mindful these could become an overburden for the Trust.		secure high environmental and social outcomes aligned with the Garden City principles on which design and development is to be based. It is acknowledged that Stewardship Bodies would seek to collaborate with other partners and stakeholders to achieve outcomes. The Charter seeks to quote monitoring examples and other outcomes can be identified and secured as appropriate when stewardship arrangements and the assets for which they are responsible are crystallised.	
Principle 6	Targets for the achievement of positive outcomes from the publicly accessible areas within the proposed health and wellbeing campus, as envisaged by Principle 6, could be incorporated within the Management Plan to be prepared as part of the associated planning application. As such, the requirements of this Principle would be met.	PAH	Noted	No amendment proposed
	Suggest that climate mitigation and resilience is moved out from the indicator list into a quality target list; then some more explicit expression of what could be achieved be set out in the indicator list eg	Homes England	The text seeks to set out a range of areas from which indicators could be drawn. It would be expected that more definitive indicators would be identified through emerging stewardship	No amendment proposed

	well placed trees along active travel routes.		arrangements and it would be inappropriate to be specific in the Charter.	
Glossary	There is a definition in the main body of the charter for 'community assets'. This is different to the definition of 'assets' in the glossary.	PfP	Acknowledged – amendment of the reference in the Glossary	Amendment of text in the Glossary as follows:  <b>Community Assets</b> or Assets
	The definition of community development is limited in the Glossary. We believe it is much more than this; building the community, building capacity, resilience, community engagement and consultation. We recommend a more rounded definition is included to reflect the jointly held ambitions.		Acknowledged	Amendment to the text of the Glossary as follows:  Actions undertaken to enhance the community being created as a result of the development, its awareness of and sense of ownership and control over the new places being created. <b>Community building, building capacity, resilience, community engagement and consultation.</b>

**Comments not directly related to content of the draft Charter**

Issue	Comment	Respondent making comment	Response	Amendment proposed to draft Charter
Planning application notification	Ensure all local residents are notified of all planning applications and their dates so local residents can object in time	Resident (assumed)	Each of the Garden Town partners will have adopted a Statement of Community Involvement (SCI) setting out	No amendment proposed

			arrangements for consultation in relation to planning applications. These arrangements will usually include for the notification of local residents where they are close/adjacent to the site of a planning application. This zone of notification will frequently be expanded where proposals of a significant nature are under consideration.	
Consultation website	No one has been informed of this website or how to make comments	Resident (assumed)	Notification of the consultation was provided to all identified HGGT stakeholders. Usual social media channels were also utilised to ensure that residents could feedback to the consultation.	No amendment proposed
Document accessibility	Your documents above are impossible to read due to the size of the print	Resident (assumed)	Acknowledged.	Final version of the Charter to be subject to accessibility check and font size amended accordingly.



**Harlow and Gilston Quality Review Panel**

**Report of Workshop Review Meeting: Draft Harlow and Gilston Garden Town Stewardship Charter**

Friday 28 April 2023  
Via video conference

**Panel**

Peter Maxwell (chair)  
Hanna Afolabi  
Roland Karthaus

**Attendees**

Ione Braddick	Epping Forest District Council / Harlow and Gilston Garden Town
Naisha Polaine	Harlow and Gilston Garden Town
Rosalind Peebles	Epping Forest District Council
Lucy Block	Frame Projects
Roxanne Salburg	Frame Projects

**Apologies / report copied to**

Deborah Denner      Frame Projects

**Confidentiality**

This is a pre-application review, and therefore confidential. As public organisations Harlow Council, East Hertfordshire District Council and Epping Forest District Council are subject to the Freedom of Information Act (FOI) and Environmental Information Regulations (EIR), and in the case of an FOI/EIR request may be obliged to release project information submitted for review.

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## 1. Project name and site address

Harlow and Gilston Garden Town Stewardship Charter

## 2. Presenting team

Christopher Downes	Essex County Council
Kevin Steptoe	East Herts District Council
Molly Stroyman	East Herts District Council

## 3. Planning authority briefing

The HGGT Stewardship Charter is being prepared by the five Partner Authorities to ensure that a consistent, well considered, and effective approach to stewardship is established for each of the Garden Town sites. The Charter has been informed by a variety of discussion and engagement held over the past 12-months and builds upon the principles and objectives prepared by the Partner Authorities as part of the Gilston Area applications.

The intention is for the Charter to be endorsed by the three local planning authorities (Epping Forest District Council, Harlow District Council, and East Herts District Council). While the document is not intended to be a formal Supplementary Planning Document, the Charter will be a material consideration in the determination of planning applications related to the Garden Town's strategic sites.

The Charter sets out six principles that the HGGT Partners will be expected to achieve in relation to each of the new communities coming forward. The team have engaged with Members in July 2022 and the Developers' Forum in February 2023. Further targeted engagement with neighbourhood groups will be carried out after local elections in May 2023.

Officers would welcome feedback on the general content and form of the draft Charter. The panel is also invited to advise on whether it feels that the document fulfils the role expected of it in relation to the principles and objectives prepared by the Partner Authorities. General comments regarding the readability of the Charter are also sought, alongside responses to the key questions set out below:

- Whether the rationale and purpose of the Charter is sufficiently described?
- Are the proposed principles comprehensive enough in their scope?
- Does the Charter strike the right balance between detail and brevity?
- Would additional information on stewardship requirements and expectations be useful for interested stakeholders?

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## 5. Quality Review Panel's views

### *Summary*

The panel welcomes the presentation and is pleased to see this piece of work coming forward. It notes that it would have been useful to have the Charter in place prior to approval of the Gilston Village outline planning applications. However, the panel recognises that the document will address retrospective issues, as well as be forward thinking for areas of the Garden Town which are less developed.

The panel agrees that the 'charter' terminology is the right choice for this document and that it sets the right expectations; giving sufficient weight as something that all parties are expected to sign up to. The principles included seem appropriate, and the panel feels that the Charter strikes the right balance between detail and brevity. However, it suggests that further clarification of the requirements and expectations for different stakeholder groups would be beneficial. Testing different scenarios would help inform the guidance and ensure that worst case situations are anticipated.

The formation of an umbrella body overseeing the whole of the Garden Town seems sensible, and will offer support to individual stewardship bodies, as well as providing a common thread and level of ambition. However, the panel feels that expectations and responsibility for differing parties need to be clarified. As costs will be passed onto local residents and businesses, the panel suggests that clear communication will be crucial to ensure that the community have a sense of control over spending decisions, as well as avoiding duplication with Council tax and business rates for example. The panel feels that a clear fallback position or strategy for negotiations should also be in place, should stewardship measures fail.

### *Rationale and purpose*

- The panel welcomes the development of the Stewardship Charter and feels that it provides a fantastic opportunity to embed community ownership measures within the newly planned Garden Town neighbourhoods.
- The rationale and purpose are well-developed, and the panel feels that the proposed vision for how the Stewardship Charter will be implemented is clear. Setting defined expectations of what needs to be demonstrated through the design, planning and delivery stages will be important and should be included in the document.
- The length of the document feels appropriate, and the panel suggests that there is sufficient detail and content. It cautions making this any longer as it could be off-putting to users.
- The use of the term 'charter' is appropriate and sets the right expectations. However, stronger wording should be used when establishing the principles to follow. For instance, using 'consider' could allow for interpretation and not be direct enough.





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- Building on other strategies, as well as referencing the Quality of Life monitoring, helps place the Charter within the wider vision for the Garden Town
- Given that this document is coming forward midway through the planning process for key areas of the Garden Town, the Charter should reflect on lessons learnt. The Gilston Villages will provide a perfect opportunity to test stewardship at scale and inform the development of the document.
- Scenario testing the Charter and its principles will help manage risks and support the Garden Town in getting the right outcomes. Working back from these potential scenarios will also help establish stewardship priorities and understand the scope for negotiations with developers.

### *Masterplanning*

- The panel feels that there needs to be a proactive approach to stewardship embedded in the masterplanning process for the Garden Town. The Charter could do more to allow and enable these kinds of opportunities.
- A potential outcome of stewardship could be joining up elements of the built environment. For example, opportunities for community-operated power or different models for utility provision could be considered. However, focussing too closely on current standards, technologies and design approaches which could quickly become out of date.

### *Governance*

- The panel would like to see further consideration of how the Charter will be enforced, along with the mechanisms for this, such as planning conditions or Section 106 agreements. The document could be clearer about these gateways.
- The panel agrees that a strategic view should be taken across the Garden Town, to address what assets are best to be controlled at this level and how to provide economies of scale for their operation and maintenance.
- Establishing an umbrella organisation seems crucial to achieving some uniformity of service, control and governance of the various stewardship bodies across the Garden Town. The panel feels that this will ensure high standards, compatibility, and consistency of approach to stewardship.
- However, there could be tension between stewardship bodies and the umbrella group, as the latter could be seen as less representative than the individual groups in each area. The terms of reference will need to be managed carefully to clarify roles and responsibilities.

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- The panel feels that it is currently difficult to assess viability of stewardship at scale. For example, it questions whether Latton Priory could perform as a single stewardship model, given that community assets in this location may not be sufficient to support the extent of upkeep expected.
- As the key threshold for establishing a stewardship body may be linked to the quantum and tenure of homes, as well as key assets, the panel feels that governance measures will need to be adaptive to changing scenarios.

### *Financial sustainability*

- The financial sustainability of the Charter will likely depend on business planning arrangements. Further thought should be given to how relationships with development partners will develop over time, particularly in terms of responsibility and risk management.
- The panel recognises that there is a need to focus on ensuring income to service stewardship, but it would like to see further information on how this works alongside partnerships with developers. For example, if stewardship-owned assets are given priority locations, this could affect the viability of operator-owned commercial units and have an impact on investment returns.
- The type and number of assets that will be controlled by the stewardship bodies should also be considered. This will affect potential costs and risks, which could be significant if only the principal infrastructure and highways are retained by the Council. The panel suggests that sensitivity analysis should be done to determine the optimum mix.
- As the stewardship model may be reliant on all homes being built to gain financial returns, the team should consider how financial support will be provided during the delivery and build out of the Garden Town. Reference was given to the Queen Elizabeth Olympic Park and its [Fixed Estate Charge](#) as an example, where the Greater London Authority underwrites part of the maintenance and management of the park, this until critical mass is reached.
- Arrangements for how and what services are billed should be presented with clarity. The panel feels that there is a risk that a stewardship levy could be seen as duplication, particularly if there are also ground rents, council tax, and other fees to consider. Clear communication will be vital to manage expectations, demonstrate decision-making, and address accountability.
- There will also be a need for ongoing clear communication, as people leave and new people arrive into the area. Particularly, to make sure stewardship duties and the associated costs are well understood prior to new people becoming residents.



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## *Stakeholders and users*

- The panel would like to see a clearer breakdown of stakeholders and user groups that will be affected by stewardship arrangements across the Garden Town. It suggests that the Charter should clarify responsibilities and risks for each group, to understand how stewardship principles will affect the new communities that live and work here.
- The term 'community' should also be clarified, to understand how this might look within different areas of the Garden Town and over time, as developers step out of the frame during the course of the project.
- The panel appreciates that there is work to be done to improve the perception of community influence and agency across the Garden Town. Understanding how communities are embedded in the new places created, as well as how they can be involved with cultural events, community assets and wider societal benefits, should be clarified.
- The panel feels that the section of the Charter which relates to community communication is currently too specific and risks becoming out of date quickly. Rather than describing physical or digital engagement methods, the panel suggests clarifying objectives for how the interests of local residents, businesses, stakeholders and HGGT will be represented.
- The panel also suggests strengthening the wording used around inclusion. As the approach to stewardship relies on good representation across the various communities in the Garden Town, the team will need to be proactive and identify likely barriers for inclusion.

## *Evaluation and monitoring*

- The panel welcomes the attention given to monitoring, but would like to see more emphasis on evaluation. It suggests considering the use of impact-based modelling, to identify lessons from the process and to drive up standards.
- The team could refer to the Human Learning Systems framework, developed by Toby Lowe, which may be relevant to the Charter.
- A fallback position should be considered, in case stewardship arrangements fail. Clarity about what organisation would act as the ombudsman or negotiator in this circumstance would be helpful and worth addressing considering in relation to the financial support that may be needed in the some term. This body should provide a clear process for the residents and businesses involved, should stewardship principles not be met or under-perform. While this will likely sit outside the Charter, the panel feels that this should be addressed alongside its development.

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## *Next steps*

- The panel appreciates the tight deadline for the consultation and engagement on this document, but it would welcome the opportunity to see the Charter again at consultation stage, if helpful.



**Appendix C - HGGT Draft Stewardship Charter**

**Consideration of advice given by QRP and amendment to the draft Charter as a result.**

QRP Feedback	Garden Town Charter Team Response	Amendments to the draft Charter
<p>Terminology used in the Charter is considered to be correct.</p>	<p>Noted</p>	<p>No amendment proposed</p>
<p>The Principles included in the Charter are appropriate, however, stronger wording should be used when establishing the principles to follow. For instance, using ‘consider’ could allow for interpretation and not be direct enough.</p>	<p>On review it is considered that many of the requirements set out in relation to the Principles are set out in a definitive way. However, the amendments set out in the next column are proposed.</p>	<p>Amendments as follows:</p> <p>Page 7 in the section: Who and What is this Charter for, first bullet:</p> <p>This Charter is <del>for</del> <b>to be</b> used by landowners, developers,</p> <p>fourth bullet:</p> <p>as such it is <del>intended to be</del> a material planning consideration in the determination of planning applications.</p> <p>Page 9 in the section: New Garden Communities, fifth bullet:</p> <p>All of these elements <del>should</del> <b>are to</b> be delivered in a way that ensures they are accessible to existing residents in the area. Similarly, the residents of the new community developments</p>

		<p><del>should</del> <b>are to</b> be able to easily access and support the ongoing services</p> <p>Page 10 in the section: Successful New Places as part of the Harlow and Gilston Garden Town, fourth bullet:</p> <p>In other words, stewardship at Harlow and Gilston Garden Town <del>should and will</del> <b>is to be</b> more than just the management and maintenance of public areas and green spaces</p> <p>fifth bullet:</p> <p>This Charter is required to be <del>considered</del> <b>taken into</b> account in the determination of planning applications relating to the Garden Town <i>(Note – this further amends this bullet, but is consistent with amendments proposed in relation to consultation feedback)</i></p> <p>Page 12, Timeline, under the Outline Planning heading amend Action details in the first and third boxes as follows:</p> <p><del>Consideration</del> <b>Identification</b> of actions to be undertaken</p> <p><del>Consideration</del> <b>Identification</b> of indicators to be used...</p> <p>Page 15, para 1.4:</p>
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		<p>An Engagement Strategy and Stewardship Delivery Programme will be produced early in the <del>consideration</del> <b>formulation</b> of development proposals.</p> <p><i>(Note – this further amends this para, but is consistent with amendments proposed in relation to consultation feedback)</i></p> <p>Page 23, para 3.4:</p> <p>Developers, and subsequently the stewardship bodies who will inherit the responsibility, <del>should</del> <b>must</b> collaboratively plan and deliver....</p> <p>Page 32, para 5.10:</p> <p>Appropriate arrangements <del>should</del> <b>are to</b> be identified and established that allow for.....</p>
The right balance has been achieved between detail and brevity. The Panel cautions against making the Charter any longer as it could be off-putting to users.	Noted and acknowledged	No amendment proposed
The Panel feels that the Charter provides a fantastic opportunity to embed community ownership measures within the newly planned Garden Town neighbourhoods.	Noted and acknowledged	No amendment proposed
Further clarification of the requirements and expectations for different stakeholder groups would be beneficial.	Agreed and amendment proposed to the Charter as set out in the column to the right.	Page 7, Who and What is this Charter for, add at the end of the second bullet:

<p>The Panel feels that expectations and responsibility for differing parties need to be clarified.</p> <p>The panel would like to see a clearer breakdown of stakeholders and user groups that will be affected by stewardship arrangements across the Garden Town. It suggests that the Charter should clarify responsibilities and risks for each group, to understand how stewardship principles will affect the new communities that live and work here.</p>		<p><b>It is expected that landowners/ developers/ applicants will be responsible for initiating the actions set out in this Charter. They must engage with existing new and emerging communities in all processes. It is anticipated that communities will take a more proactive role once a Shadow/ Advisory Stewardship Body is formed and thereafter.</b></p>
<p>Testing different scenarios would help inform the guidance and ensure that worst case situations are anticipated.</p> <p>Scenario testing the Charter and its principles will help manage risks and support the Garden Town in getting the right outcomes. Working back from these potential scenarios will also help establish stewardship priorities and understand the scope for negotiations with developers.</p>	<p>A separate exercise which could test scenarios as follows:</p> <ul style="list-style-type: none"> <li>- Asset rejected by stewardship organisation</li> <li>- Assets retained by applicant or handed elsewhere without reference to stewardship org</li> <li>- No level of local representation</li> <li>- Seek to charge excessive service charges/ draconian collection measures</li> <li>- No/ limited community collaboration/ co-design/ development</li> </ul>	<p>No amendment proposed prior to testing exercise.</p>
<p>The formation of an umbrella body overseeing the whole of the Garden Town seems sensible. The panel agrees that a strategic view should be taken across the Garden Town, to address what assets are best to be controlled at this</p>	<p>Noted and the HGGT partners are continuing to consider the potential for any strategic stewardship arrangements across the Garden Town. No decisions have been taken in relation to that matter at this stage and it is considered</p>	<p>No amendment proposed</p>



<p>level and how to provide economies of scale for their operation and maintenance.</p> <p>Establishing an umbrella organisation seems crucial to achieving some uniformity of service, control and governance of the various stewardship bodies across the Garden Town.</p> <p>There could be tension between stewardship bodies and the umbrella group, as the latter could be seen as less representative than the individual groups in each area. The terms of reference will need to be managed carefully to clarify roles and responsibilities.</p>	<p>that any reference to emerging thinking in the Charter would become dated once any strategic work is concluded.</p> <p>Point noted and care will be taken to ensure that roles and responsibilities are clearly defined. Whilst acknowledged, this is a point to be dealt with when and if any strategic stewardship arrangements are concluded and it is not considered that amendment to the Charter is required.</p>	
<p>Clear communication will be crucial to ensure that the community have a sense of control over spending decisions.</p>	<p>Clear and effective communication will be an essential requirement of any Stewardship Body that is put in place to ensure understanding of the arrangements by the community and the ability to provide resident input.</p>	<p>Addition to second bullet, page 27, para 4.1 as follows:</p> <ul style="list-style-type: none"> <li>• Be transparent in the way they are run and governed <b>and communicate clearly and effectively;</b></li> </ul>
<p>The panel feels that a clear fallback position or strategy for negotiations should also be in place, should stewardship measures fail.</p> <p>A fallback position should be considered, in case stewardship arrangements fail. Clarity about what organisation would act as the ombudsman or negotiator in this circumstance would be helpful and worth addressing considering in relation to the financial support</p>	<p>Agreed</p>	<p>Amendment to page 32, para 5.10 as follows:</p> <p><b>5.10</b> ..... <del>Potential arrangements should also be considered</del> <b>The process to be followed</b>, should a Stewardship Body, experience financial difficulties, or become insolvent <b>should be identified.</b></p> <p><i>(Note – this further amends this para, but is consistent with amendments proposed earlier in the document in relation to QRP advice).</i></p>

<p>that may be needed in the some term. This body should provide a clear process for the residents and businesses involved, should stewardship principles not be met or under-perform. While this will likely sit outside the Charter, the panel feels that this should be addressed alongside its development.</p>		
<p>Setting defined expectations of what needs to be demonstrated through the design, planning and delivery stages will be important and should be included in the document.</p>	<p>This has been further considered. It is felt that the details set out in relation to the individual Principles and as summarised in the Timeline give sufficient definition. There is a requirement to also ensure a degree of flexibility as the differing sites will have individual characteristics and circumstances.</p>	<p>No amendment proposed.</p>
<p>The Gilston Villages will provide a perfect opportunity to test stewardship at scale and inform the development of the document.</p>	<p>Noted</p>	<p>No amendment proposed.</p>
<p>The panel feels that there needs to be a proactive approach to stewardship embedded in the masterplanning process for the Garden Town. The Charter could do more to allow and enable these kinds of opportunities.</p>	<p>Overall it is considered that the Charter seeks and demonstrates how a proactive and collaborative approach to stewardship should be implemented and what it could achieve. In relation to master planning, the requirements for it are referred to in para 2.3 (Principle 2). It is considered unnecessary to further identify the potential of this element of the planning process when it is important that stewardship is considered at all stages.</p>	<p>No amendment proposed.</p>

<p>Focussing too closely on current standards, technologies and design approaches which could quickly become out of date.</p>	<p>Agreed and not considered that the Charter does this</p>	<p>No amendment proposed.</p>
<p>The panel would like to see further consideration of how the Charter will be enforced, along with the mechanisms for this, such as planning conditions or Section 106 agreements. The document could be clearer about these gateways.</p>	<p>Noted, the fifth bullet on page 10 in relation to Successful New Places already refers to securing arrangements in s106 Agreements. There could be a further addition relating to conditions.</p>	<p>Amendment to the second part of the fifth bullet in the section Successful New Places, page 10 as follows:</p> <p><b>Stewardship arrangements will be secured and enforced through planning conditions and s106 Legal Obligation Agreements.</b> Where <del>stewardship arrangements</del> <b>they</b> are secured through s106 <del>Legal Obligation</del> Agreements related to planning permissions, these will be binding on both initial and subsequent site developers, should land be sold on whilst development is taking place.</p>
<p>The panel feels that it is currently difficult to assess viability of stewardship at scale. For example, it questions whether Latton Priory could perform as a single stewardship model, given that community assets in this location may not be sufficient to support the extent of upkeep expected.</p>	<p>Noted and understood. It is not considered a purpose of the Charter to explore and determine arrangements for the individual sites, taking into account their characteristics. That will take place as arrangements for each site are considered in detail.</p>	<p>No amendment proposed.</p>
<p>As the key threshold for establishing a stewardship body may be linked to the quantum and tenure of homes, as well as key assets, the panel feels that governance measures will need to be adaptive to changing scenarios.</p>	<p>Noted and understood. The Charter does not seek to apply definitive arrangements in relation to each of the sites coming forward. Instead arrangements, such as the timing of implementation of Stewardship Bodies can be flexible and responsive to matters such as occupations and home tenures. The Charter</p>	<p>No amendment proposed.</p>

	seeks a Shadow or Advisory Body in advance of the formal Stewardship Body. This provides an avenue through which timing for the implementation of formal arrangements can be considered.	
Further thought should be given to how relationships with development partners will develop over time, particularly in terms of responsibility and risk management.	This is considered to be a matter for detailed consideration given the characteristics and circumstances of each site. It is not appropriate for the Charter to give a definitive approach.	No amendment proposed.
The Panel would like to see further information on how focussing on ensuring income works alongside partnerships with developers. For example, if stewardship-owned assets are given priority locations, this could affect the viability of operator-owned commercial units and have an impact on investment returns.	This is considered to be a matter for detailed consideration given the characteristics and circumstances of each site. It is not appropriate for the Charter to give a definitive approach.	No amendment proposed.
The type and number of assets that will be controlled by the stewardship bodies should also be considered. This will affect potential costs and risks, which could be significant.	This is considered to be a matter for detailed consideration given the characteristics and circumstances of each site. It is not appropriate for the Charter to give a definitive approach.	No amendment proposed.
The team should consider how financial support will be provided during the delivery and build out of the Garden Town.	Noted and understood. Whilst important, this is not considered to be a matter to be addressed in the Charter. It may be appropriate for such consideration to be had when determining if there is any role for strategic stewardship arrangements across the Garden Town.	No amendment proposed.

<p>Arrangements for how and what services are billed should be presented with clarity. The panel feels that there is a risk that a stewardship levy could be seen as duplication, particularly if there are also ground rents, council tax, and other fees to consider. Clear communication will be vital to manage expectations, demonstrate decision-making, and address accountability.</p>	<p>Noted, in addition to the amendment proposed above in relation to clarity and transparency a further addition is proposed as set out to the right.</p>	<p>Addition to page 31, para 5.6 as follows:</p> <p><b>5.6</b> Any service and estate charges (residential and/or commercial) will be set at and maintained at a reasonable level that is commensurate with the level of cost that is incurred in maintaining or servicing the relevant assets. <b>Charges must clearly identify the purposes and services for which they are levied to ensure clarity in relation to other charges that occupiers may be responsible for.</b></p>
<p>There will also be a need for ongoing clear communication, as people leave and new people arrive into the area.</p>	<p>Noted and agreed. It is considered that the earlier amendments proposed in relation to transparency and clarity, and the current text of para 5.7, ensure this matter is covered.</p>	<p>No amendment proposed.</p>
<p>The term 'community' should also be clarified, to understand how this might look within different areas of the Garden Town and over time,</p>	<p>In the Charter the term community is intended to encompass the current community of the Garden Town area and what it will become as the new development sites take place. That is, an expanded community comprising of existing and longer term residents and those who are newly moved to the area.</p>	<p>Amendment of the third bullet on page 7 section Who and What is this Charter for, as follows:</p> <p>It is also for use by <b>the community (which means all existing residents and those who come to live in the Garden Town)</b> <del>new and existing communities</del>, so they can understand how they can expect to be involved.</p>
<p>The panel appreciates that there is work to be done to improve the perception of community influence and agency across the Garden Town.</p>	<p>Noted and anticipated that this will continue to be developed as the new sites come forward for development.</p>	<p>No amendment proposed.</p>
<p>Understanding how communities are embedded in the new places created, as well as</p>	<p>This is primarily the subject area of Principle 3, Community Development. It is not considered</p>	<p>No amendment proposed.</p>

<p>how they can be involved with cultural events, community assets and wider societal benefits, should be clarified.</p>	<p>necessary for the Charter to be further specific in relation to this matter and for the stewardship arrangements which emerge for each site to address this in more detail.</p>	
<p>The panel feels that the section of the Charter which relates to community communication is currently too specific and risks becoming out of date quickly.</p>	<p>Noted and agreed.</p>	<p>Amendment to page 23, para 3.8 as follows:</p> <p><b>3.8</b> The stewardship body will also be responsible for delivering communication tools and community events, including: <b>welcome packs and events, festivals, celebrations and appropriate and responsive communication channels.</b></p> <ul style="list-style-type: none"> <li>• <del>Welcome packs to new residents and carrying out associated welcome events</del></li> <li>• <del>Community events such as art, cultural, and sport festivals and celebrations</del></li> <li>• <del>Maintaining a website, newsletter, and community noticeboards to share information</del></li> </ul>
<p>The panel suggests strengthening the wording used around inclusion. As the approach to stewardship relies on good representation across the various communities in the Garden Town, the team will need to be proactive and identify likely barriers for inclusion.</p>	<p>Noted and agreed. There is already considerable reference to inclusivity in the Charter. The section on Successful New Places (page 10) refers to diversity and inclusivity. Principle 2 relates to collaborative and inclusive asset planning and Principle 3 to inclusion as part of community development. It is recognised that there can be barriers to inclusion and this is referred to in para 4.7 regarding representation. In addition to the above, it is proposed that amendments can be</p>	<p>Amendment to page 15, para 1.5 and page 23, para 3.4 as follows:</p> <p><b>1.5</b> The Engagement Strategy will set out which stakeholders will be engaged, how they will be engaged and when in relation to the programme. <b>It should ensure inclusivity.</b></p> <p><b>3.4</b> Developers, and subsequently the stewardship bodies who will inherit the responsibility, should collaboratively plan and deliver community development initiatives with</p>

	made to the proposed Charter to further strengthen references to inclusion.	existing, emerging and neighbouring communities <b>ensuring inclusivity</b> . <i>(Note – this further amends this para, but is consistent with amendments proposed earlier in the document in relation to QRP advice).</i>
The Panel would like to see more emphasis on evaluation. It suggests considering the use of impact-based modelling, to identify lessons from the process and to drive up standards.	Noted. Principle 6 relates in part to the requirements for monitoring. The approach of the Garden Town to monitoring remains under consideration and development, including through the Quality Monitoring Strategy, referred to in the Charter.	No amendment proposed.
The team could refer to the Human Learning Systems framework, developed by Toby Lowe, which may be relevant to the Charter.	The Human Learning Systems framework approach acknowledges that outcomes result from a complex and inter-related set of inputs and pressures. As a result, an approach focussed on a single outcome is unlikely to be successful overall. The relationship of this to potential stewardship arrangements and outcomes is noted. This advice relates to the work of the Garden Town Charter preparation team, rather than to the content of the Charter itself.	No amendment proposed.

2-3<sup>o</sup>  
DEGREES

BUILD  
YOUR  
FUTURE



# HARLOW AND GILSTON GARDEN TOWN REPORT





# HARLOW AND GILSTON GARDEN TOWN

2-3<sup>o</sup>  
DEGREES  
BUILD  
YOUR  
CREDENTIALS

## WHO ARE 2-3 DEGREES?

At 2-3 Degrees we inspire and equip young people with the personal development skills they need to become the best versions of themselves. We do this by delivering fun, engaging, and dynamic workshops and programmes for young people aged 14-25 that focus on themes of confidence, self-esteem, and employability.

More specifically, we partner with land owners, Local Authorities, Property Developers and Architects to conduct, early, wide and meaningful youth consultation and engagement on large development projects (through our Youth Voice Programmes).

## THE OBJECTIVES

We were invited to deliver a Youth Voice workshop to **Harlow** and **Epping Forest Youth council** with the aim to:

- Collate young people's insight on the draft HGGT Stewardship Charter on the built environment and effective youth engagement.
- Find out how to communicate stewardship to the wider (youth) groups
- Identify what resonates with the young people more to help influence the document and the order of principles.





# HARLOW AND GILSTON GARDEN TOWN

2-3<sup>®</sup>  
DEGREES  
BUILD  
YOUR  
CAREER

## OUTCOME

We delivered two bespoke **one hour workshops** for both youth councils that were designed to understand young people's initial perception of Stewardship, educate them about what it is, and then find out their thoughts about it in context to the Harlow and Gilston Garden Town development. By the end of the workshop the young people shared their insights on the following questions:

- **Do they consider themselves a steward in their community?**
- **What words do they associate with stewardship?**
- **How can we attract more young people to become stewards?**



## SUMMARY

### Key Headlines

- Number of workshops: **2**
- Combined hours of delivery: **2 hours**
- Themes covered: **Stewardship and What is the Garden Town Project?**
- Average no of attendees: **7**



# HARLOW AND GILSTON GARDEN TOWN

2-3 DEGREES  
BUILD YOUR  
PROFICIENCIES

## EPPING FOREST YOUTH COUNCIL



### What would attract people to become stewards?

- Social media
- Targeted ads
- Things should be short to grab attention
- Organise meetings to be an attractive place
- Diverse people should be involved

### When do you consider yourself a steward in your local community?

- Events with the local council
- Supporting at the foodbank
- Being a tree warden
- Meeting new people who live locally
- Helping my local neighbourhood
- Being part of the Eco-team





# HARLOW AND GILSTON GARDEN TOWN

2-3<sup>rd</sup> DEGREES  
BUILD YOUR FUTURE

## HARLOW YOUTH COUNCIL



### Survey Results after the workshop (Result from Agree or Strongly agree indications)

- **100 %** I can contribute to shaping council/ district level strategy
- **85%** I have learned about the Garden Town project
- **85%** I have a better understand of how I can contribute to the Garden Town Development
- **88%** I learnt about the Draft Stewardship Charter
- **88%** I have improved my networking skills
- **100%** I have learnt about new job roles
- **100%** I have improved my communication skills



*"Thanks for coming to Harlow Youth Council, It was a great experience overall."*



# HARLOW AND GILSTON GARDEN TOWN

2-3<sup>rd</sup>  
DEGREES

BUILD  
YOUR  
CITY

## HARLOW YOUTH COUNCIL



### What words do you associate with stewardship?

- Planning
- Teamwork
- Economy
- Taking Responsibility
- Sustainability



### Do you consider yourself a steward in your community?

- Contributing to the environment
- Having important conversations about the community
- Being part of the Harlow Youth Council
- Volunteering
- Being able to have the opportunity to make change in their community



# HARLOW AND GILSTON GARDEN TOWN

2-3<sup>o</sup>  
DEGREES  
BUILD  
YOUR  
CITY/TOWN/CLUB

## GENERAL FEEDBACK

We received positive feedback after the session as young people felt more confident to participate and share their thoughts during the workshops. The young people also felt more informed on what Stewardship means and are interested in becoming part of a stewardship board in the future.

A few examples of these are:

- **100%** of young people have improved skills such as their confidence by participating in the workshop.
- **100%** of young people said they would be interested in learning more about being on a Stewardship board in the future.
- **86%** of young people rated the facilitator 5 stars.

Young people shared their opinion on the best way Garden Town Partnership could reach more young people in a poll, these are the results:

- **100%** chose to go to schools & colleges
- **71%** chose Tiktok and Instagram
- **57%** chose to go into youth clubs, host interactive programmes/workshops and have a stall in the town centre
- **42%** chose Snapchat

The young people were asked if they had any other comments for 2-3 Degrees or the facilitators and a young person said “It was a great experience overall”

Please click on '[workshop](#)' for pictures that were captured during the session and see below for more images of the ideas the young people came up with.



# HARLOW AND GILSTON GARDEN TOWN

2-3<sup>rd</sup>  
DEGREES  
BUILD  
YOUR  
EXPERIENCE

## FACILITATOR FEEDBACK

When we started the session many of the young people didn't know much about the Harlow and Gilston Garden Town partnership and felt very confused about the term Stewardship. Many of them seemed very

By the end of the session, they shared their opinions on 4 key areas with confidence.

## RECOMMENDATIONS

A few recommendations we had for future workshops to flow effortlessly were:

1. Get media consent form approval ahead of time
2. Share attendee list with Youth workers ahead of workshops
3. Arrange a follow-up session with the Youth Councils to share what their contribution has influenced
4. Arrange a workshop attracting a wider range of young people from the area
5. Create online videos to share information about stewardship for different audiences



## Stewardship Charter

### Appendix E - Further Amendments Combined

Source	Location	Amendment
Internal review	Page 7, Who and What is that Charter for, second bullet	<p>Addition to the first sentence by the words in bold below:</p> <p>It is primarily intended to apply to the four new communities which will come forward as part of the Harlow and Gilston Garden Town (HGGT or the Garden Town) but it may be appropriate to be applied to existing assets <b>and community development initiatives</b> too.</p>
Internal review	Page 12, Timeline, third box under outline application	<p>Amendment of the ACTION wording to the following:</p> <p><b>Identification of outcomes based indicators, how they will be measured, and how they link to the HGGT Quality Monitoring Framework</b></p>
Internal review	Page 38	Replace photo with one from young persons engagement
Internal review	Page 15, para 1.2	<p>Addition of following words to end of para:</p> <p><b>When considering the setting up of stewardship arrangements and their structure, issues that may be shared by the community across existing communities and the wider HGGT area should be taken into account.</b></p>
Internal review	Page 16, Para 1.8	<p>Addition of words 'of Life' to Quality Monitoring Strategy – appears twice in the para:</p> <p><b>Quality of Life</b> Monitoring Strategy</p>
Internal review	Page 19, para 2.3	<p>Amendment of second sentence as follows:</p> <p>Decision-making on masterplanning and the design of potential community assets should take into account future <b>lifetime</b> maintenance and management requirements, <b>long-term replacement in accordance with current and future standards</b> and the associated costs.</p>
QRP Scenario testing	Page 20, New para 2.11	<p>Addition of new para 2.11 as follows:</p> <p><b>For the purposes of transparency and clarity, it would not be expected that there would be more than a single Stewardship Body for each site and that,</b></p>



		<b>where assets are transferred, they are transferred to that Body. Retention of assets by the initial site owner/ developer is not anticipated.</b>
Internal review	Page 23, Para 3.5	Amendment of last sentence as follows:  It also has the added benefit of enhancing community <b>empowerment</b> feeling and bettering perceptions of places (with subsequent measurable social, socio-economic benefits).
Young persons engagement	Page 23/24 – New para 3.9	Add new para 3.9:  <b>The Stewardship Bodies should consider how they will engage with, include and develop young people as part of their work. This will likely require thoughtful use of social media and the generation of appropriate community development projects.</b>
Internal review	Page 27, Para 4.3	Addition to para 4.3 – addition of the following words:  <b>Where Parish Councils are in place, evolving governance arrangements must allow for their involvement</b>
QRP Scenario Testing	Page 28, para 4.7	Addition to the second sentence as follows:  In order to make the Shadow/ Advisory Body and subsequent Stewardship Body accessible for local community reps, consideration should be given to remuneration for their time <b>and other arrangements that would make such roles attractive.</b>
Internal review	Page 31, para 5.3	Amendment of the para as follows:  An Outline Business Plan will be expected early in the planning process with a detailed Business Plan prepared <b>no later than Full or Reserved Matters Planning Applications</b> once the extent of the assets and community development work is starting to become crystallised, even if only for the initial phases of a development. A detailed Business Plan can evolve <b>further</b> as more phases of development come forward.
Internal review	Page 31, Para 5.4	Replace the first two occurrences of the word 'should' with ' <b>will</b> '
Internal review	Page 35, para 6.2	Amendment of the opening line as follows:

		Local policies <b>and guidance</b> include:
Internal review	Page 35, para 6.2, second bullet	Delete the word 'future'  The HGGT <del>Future</del> Quality of Life Monitoring Strategy
Internal review	Page 35, para 6.3	Amendment of the para as follows:  <b>Transparent, ambitious outcome based</b> quality targets <del>will should</del> -be identified by the Stewardship Body, aligned to the following six key themes for healthy growth <b>as set out in the HGGT Vision and which also relate to the HGGT Quality of Life Monitoring Strategy</b> , where these are within the scope.....:
Internal review	Page 35, para 6.4	Amendment of the para as follows:  <del>Transparent and outcome-focused quality assurance and monitoring arrangements will be required.</del> <b>These targets will be monitored</b> Stewardship monitoring will sit within a wider monitoring framework <del>with targets set out early</del> and reviewed periodically. Many of these will be reviewed through the Garden Town partners Quality of Life Monitoring Strategy, which <del>will</del> includes <del>performance</del> -indicators linked to the six key themes listed above, <b>and outcomes identified throughout this Charter.</b>

## Appendix F - HGGT Stewardship Charter: QRP Feedback and Scenario Testing

### Introduction

In its consideration of the draft Stewardship Charter in 2023, the QRP advised that scenario testing the Charter would help to manage risks. Its advice was:

• *Scenario testing the Charter and its principles will help manage risks and support the Garden Town in getting the right outcomes. Working back from these potential scenarios will also help establish stewardship priorities and understand the scope for negotiations with developers.*

This assessment sets out the outcome of the consideration of a number of scenarios against the requirements set out in the draft Charter.

### Scenario Selection

Scenarios have been identified which appear to have a reasonable prospect that circumstances of this nature may occur. On that basis, those identified and tested in this summary are as follows:

- A physical asset is offered to, but rejected by the stewardship organisation;
- Assets are retained by landowner/applicant or handed to a third party managing organisation;
- The level of local representation within the stewardship organisation is low or nil;
- The stewardship organisation seeks to charge excessive service charges or undertakes robust non-payment enforcement action;
- There is no, or limited community collaboration and co-design in the delivery of assets.

In each case, the scenario has been tested against the content of the Charter and consideration has also been given to other controls which may have an impact in relation to undesirable outcomes. Any recommendations for change to the draft Charter are also set out.

### Scenario Testing

#### Scenario 1

An asset is offered to, but rejected by the stewardship organisation

#### Commentary on content of Charter and other controlling mechanisms

The Charter sets out the initial requirement for asset identification at the outline application stage. At full application stage asset planning and design is to take place, with further consideration given to the financial implications of assets. Asset delivery and verification takes place as part of the ongoing development of sites.

Principle 1 addresses the need for the collaborative identification of and planning for assets, including the requirement for a Community Engagement Strategy. More detail is outlined in Principle 2, which focusses on the requirements for collaborative identification and delivery of assets.

Principle 4 relates to representative governance structures and sets out that a Shadow or Advisory stewardship body should be set up as early as possible in the consideration of site delivery.

Principle 5 deals with financial sustainability and sets out the stages of financial planning and the requirement for Asset Management Plans, ensuring that the liabilities associated with assets are identified as part of their design.

Given the collaborative planning and design requirements of the Charter, the need for early financial planning and Asset Management Plans, it is unlikely that the implications of any asset will not be identified and scoped early in their delivery. It is anticipated that unknown liabilities or a cautious approach to the risk of asset management could still provide a basis on which an asset is not accepted by the stewardship body.

In relation to liabilities it is not considered that further amendment or addition to the Charter is necessary. There are references to need to plan for assets and to identify their ongoing implications.

With regard to the potential for risk adverse stewardship bodies, this is a possibility and would run contrary to the ambition set out in the Charter that stewardship outcomes are entrepreneurial and ambitious. As with the financial considerations, this is referenced throughout the Charter. However, it is anticipated that there would be further benefit in a specific reference to the expectation that all assets, unless they are in other forms of public control, are transferred in total to a single stewardship body for each site for transparency and clarity with regard to responsibilities.

#### **Recommended amendment to content of the Charter**

**New para 2.11:** For the purposes of transparency and clarity, it would not be expected that there would be more than a single Stewardship Body for each site and that, where assets are transferred, they are transferred to that Body. Retention of assets by the initial site owner/ developer is not anticipated.

#### **Scenario 2**

Assets are retained by landowner/applicant or handed to a third party managing organisation

#### **Commentary of content of Charter and other controlling mechanisms**

Principle 1 sets out the requirement for a collaborative approach to stewardship, indicating that a Stewardship Body is to be set up to take control of assets. This would take the form of a Shadow or Advisory Body at an initial stage. Principle 2 sets out further details in relation to the collaborative approach expected. The additional para 2.11 (see response in relation to Scenario 1 above) further sets out that assets, where they are transferred, are expected to be transferred to that Body.

Principle 4 relates to the expected governance arrangements. This sets out a detailed specification for the anticipated Stewardship Bodies, taking into account what the body will be expected to be transferred by way of assets.

The additional wording (in relation to scenario 1 above) sets out that retention of assets by the initial site owner/ developer is not expected and, where transfer occurs, where assets are expected to be transferred to. The nature of the Charter is that it does not incorporate enforcement powers, but sets out the expectations of the partners in relation to stewardship outcomes. Whilst, despite the clearly anticipated asset transfer arrangements set out in the Charter, owners/ developers may

determine that retention or other transfer arrangements are appropriate, it is not considered that further amendment of the Charter in respect of this is necessary.

#### **Recommended amendment to content of the Charter**

No amendment proposed.

#### **Scenario 3**

The level of local representation within the stewardship organisation is low or nil;

#### **Commentary of content of Charter and other controlling mechanisms**

Principle 4 of the Charter sets out the anticipated arrangements with regard to governance. Para 4.7 is specific with regard to the requirement for local community representatives. Following from the Charter, it is anticipated that s106 Agreements relating to individual sites will also potentially identify the representative structure of governance arrangements to be implemented.

It is acknowledged that ensuring the necessary willingness of local community reps to be involved within governance arrangements is not necessarily within the control of the owners/ developers of sites. Para 4.7 does make reference to the potential for financial remuneration in order to make governance roles attractive to community representatives.

Other steps could also make roles of this nature attractive such as the timing and locations of meetings, flexible meeting arrangements and possible assistance with other responsibilities that potential community reps may have. It is recommended that further wording is inserted in this para to reflect those possibilities.

#### **Recommended amendment to content of the Charter**

**Additional wording to the second sentence in para 4.7 as follows:** In order to make the Shadow/ Advisory Body and subsequent Stewardship Body accessible for local community reps, consideration should be given to remuneration for their time **and other arrangements that would make such roles attractive.**

#### **Scenario 4**

The stewardship organisation seeks to charge excessive service charges or undertakes robust non-payment enforcement action;

#### **Commentary of content of Charter and other controlling mechanisms**

Financial matters are the subject of Principle 5 of the Charter. In particular, para 5.7 refers to the need for service charges to be enforced equitably, without impacting occupancy, that charges should be transparent and represent value for money.

Community and Local Authority representation within the governance arrangements will be acting with those objectives in mind. In addition to controls of that nature the role, nature and extent of service charges is subject to greater scrutiny nationally and may be subject to additional legislative control in the future.

Whilst it is understood that the content of the Charter cannot necessarily preclude service charging arrangements that are not in conformity with it, no case could be made out that the Charter supports arrangements that are not fair and reasonable. It is not considered that further amendment to the Charter is necessary to clearly convey the position on this matter.

#### **Recommended amendment to content of the Charter**

No amendment proposed.

#### **Scenario 5**

There is no, or limited community collaboration and co-design in the delivery of assets.

#### **Commentary of content of Charter and other controlling mechanisms**

This issue is one of the main themes of the Charter, set out from the beginning and introduced in Principle 1. More detail on the expected approach is set out in Principle 2. Principle 3 refers to the arrangements for collaborative community development projects as well as asset design.

Governance arrangements are expected to support this collaborative approach and this should be further enabled through the representative governance arrangements.

At various stages through the stewardship development and delivery process then there are actions that should be undertaken demonstrating and commencing the collaborative approach to the design and delivery of assets.

Given the strong thread of this issue through the Charter as it stands, it is not considered that further amendment is required.

#### **Recommended amendment to content of the Charter**

No amendment proposed.

#### **Summary and Conclusion**

This scenario testing results in two further amendments to the draft Charter as set out above. This first introduces new wording at para 2.11 of the document clarifying the expectation that assets delivered as part of the development will be transferred to a single Stewardship Body. The second, an addition to para 4.7 further addresses steps that could be taken to encourage the appointment of local community members as Stewardship Body representatives.

No further amendments are proposed to the Charter as a result of this exercise. The Charter is not a legally binding and enforceable document. It seeks to set out high level principles to be achieved as part of the stewardship arrangements implemented for development sites coming forward. Scenario testing needs to be applied in this context therefore and, appropriately, where the Charter expressly seeks outcomes that this scenario testing exercise has explored, they should be seen as sufficiently addressed in the Charter.

# HGGT

HARLOW & GILSTON  
GARDEN TOWN

# STEWARDSHIP CHARTER

## Summer 2024

*Interactive PDF: best viewed on a computer screen*



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## The Garden Town Definition of Stewardship

The Harlow and Gilston Garden Town defines stewardship as, “The inclusive, proactive and responsive planning, placemaking and care of public assets alongside ambitious community development practices to ensure that the environmental, social, and economic benefits of the Garden Town can be enjoyed by present and future generations, equally.”

Revision	Date
01	June 2023
02	July 2024



[www.hggt.co.uk](http://www.hggt.co.uk)

*Definition adapted from Place-keeping, Open Space Management in Practice, by Nicola Dempsey, Harry Smith, Mel Burton (2014).*



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# FOREWORD

A significant part of creating a thriving Garden Town and a great quality of life for residents is ensuring that long-term community led management is in place for the new buildings and neighbourhoods.

Creating this long-term approach should begin at the planning stages of a new development, placing stewardship at the heart of place making from the start not trying to introduce it at some later date.

This draft Stewardship Charter identifies six principles that are essential to enable effective and enduring stewardship. The six principles are currently in draft form and this consultation is an opportunity for you to comment on how they could be further enhanced.

The principles have been formed following initial contributions made by stakeholders from across all of the Garden Town proposed new neighbourhoods.. Those stakeholders have included elected Councillors, contributions from the five Councils, local communities, landowners and developers. .

As well as looking after the management of the new garden neighbourhoods, the stewardship arrangements are proposed to support both new and current residents.

This will be achieved by putting in place a lasting and meaningful neighbourhood-based stewardship relationship between leaseholders, tenants and freeholders and between residents and developers.

The six principles are currently in draft form and the Garden Town partners are keen to hear your feedback on how they should be further shaped.

Once the consultation phase has completed and the responses processed and responded to, the five Councils that make up the Garden Town initiative will sign up to the Charter and adopt the principles.

As development proposals come forward, existing communities and each new garden neighbourhood community can then work to form the leadership group for that neighbourhood and commence the application of the stewardship principles in practice.

Our expectation is that key stakeholders will sign up to the principles that are adopted and agreed.

**TBC**



# INTRODUCTION & CONTEXT

## WHO & WHAT IS THIS CHARTER FOR?

- This Charter is to be used by landowners, developers, site promoters and planning applicants as guidance to support them in implementing stewardship arrangements to the required standard.
- It is primarily intended to apply to the four new communities which will come forward as part of the Harlow and Gilston Garden Town (HGGT or the Garden Town) but it may be appropriate to be applied to existing assets and community development initiatives too. It is expected that landowners/ developers/ applicants will be responsible for initiating the actions set out in this Charter. They must engage with existing, new and emerging communities in all processes. It is anticipated that communities will take a more proactive role once a Shadow/ Advisory Stewardship Body is formed and thereafter.
- The guidance in the Charter is intended to apply to all elements of stewardship arrangements as would be appropriate.
- It is also for use by the community (which means all existing residents and those who come to live in the Garden Town) so they can understand how they can expect to be involved.
- The Charter will be taken into account when assessing the acceptability of development proposals coming forward as part of the Garden Town; as such it is a material planning consideration in the determination of planning applications.
- The Garden Town Partners (see below) expect landowners and developers to sign-up to the Charter to demonstrate their support for aspirational stewardship arrangements across HGGT.

## BACKGROUND

- The Harlow and Gilston Garden Town is being supported and delivered by the five Garden Town Partners (East Herts District Council, Epping Forest District Council, Essex County Council, Harlow District Council and Hertfordshire County Council). This Charter sets out their joint requirements for stewardship. The Garden Town Partners are looking for innovation and ambitious approaches to ensure that good quality outcomes are achieved.
- The Charter complements the [Harlow and Gilston Garden Town Vision](#). The Key Principles for Healthy Growth and how they are tied together by long term stewardship arrangements are set out in the Vision. This inter-relationship is shown in the Vision Wheel, included overleaf is an extract from the Vision.



Fig 1. Relationship between the Key Principles for Healthy Growth, as set out in the HGGT Vision, November 2018.

## DEVELOPMENT WITHIN HARLOW

- As well as the four new communities, the Harlow and Gilston Garden Town comprises the whole of the existing town of Harlow, developed as a New Town in the latter half of the twentieth century. Arrangements are already in place for the management and maintenance of public spaces and facilities within Harlow.
- Whilst not primarily intended as guidance in relation to the development of sites within the existing town, the Principles set out here can be considered in relation to those sites and development proposals if appropriate to do so. Consideration can also be given to the relationship between new stewardship arrangements and the arrangements in place for existing assets, where there are mutual benefits to be achieved.

## THE NEW GARDEN COMMUNITIES

- The new communities element of the Garden Town comprises the delivery of four new, sustainable and cohesive neighbourhoods around Harlow.
- The design and delivery of attractive and functional places is integral to achieving this outcome. The new communities will include high-quality new homes, employment opportunities, sustainable transport infrastructure, and a range of other social and environmental enhancements.
- All of these elements are to be delivered in a way that ensures they are accessible to existing residents in the area. Similarly, the residents of the new community developments are to be able to easily access and support the ongoing services and facilities provided within Harlow.

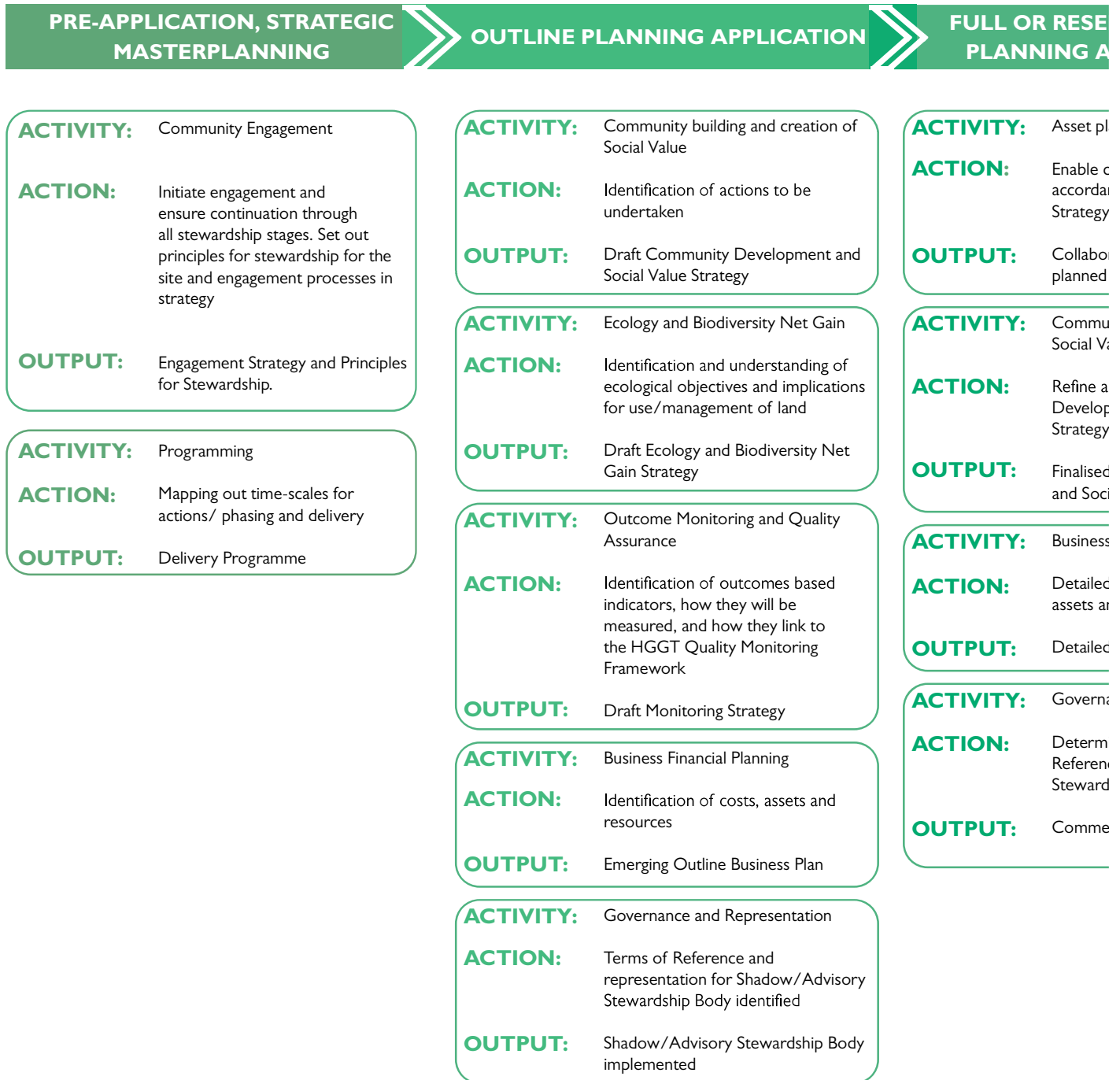
## SUCCESSFUL NEW PLACES AS PART OF HARLOW AND GILSTON GARDEN TOWN

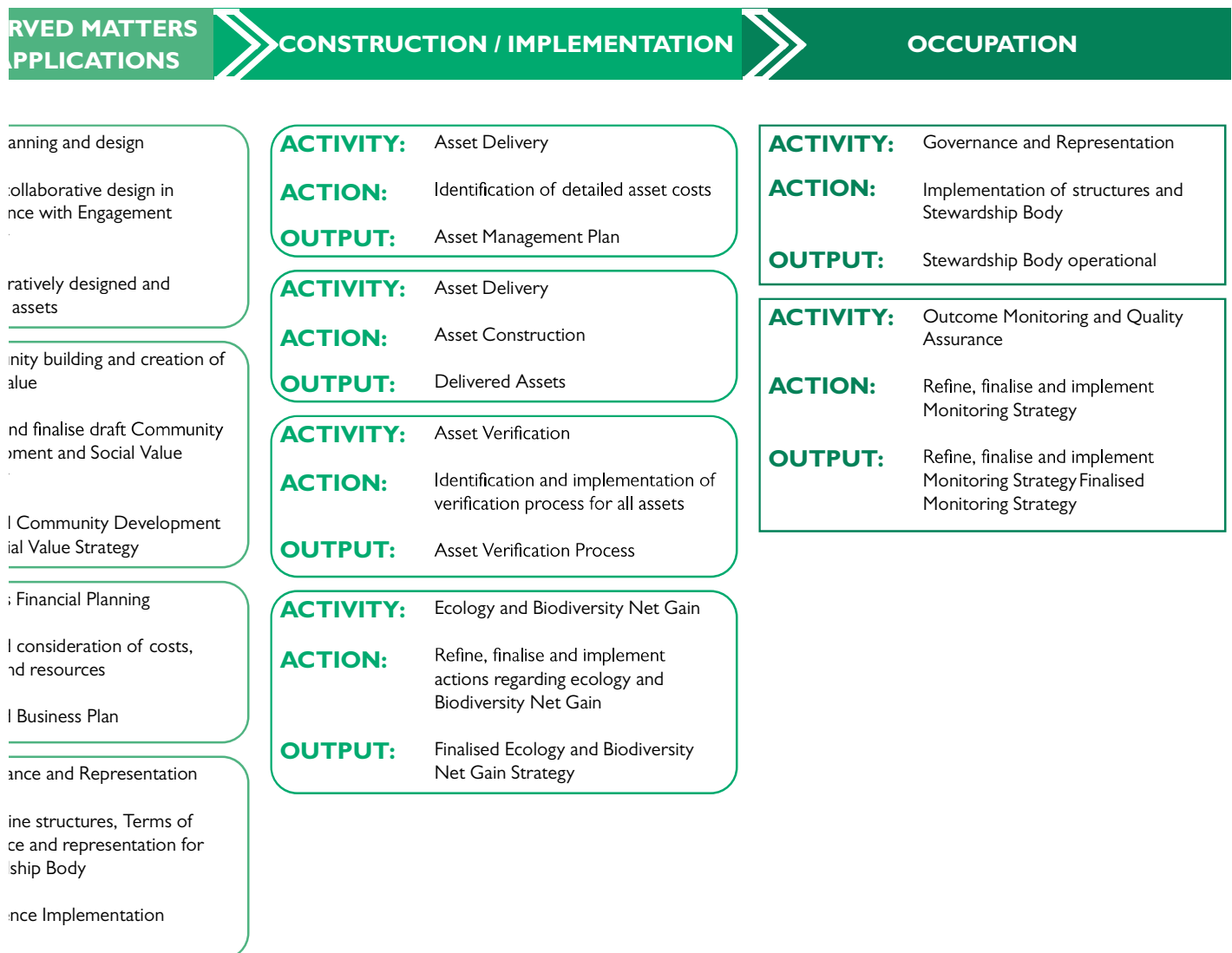
- For the Garden Town to be a truly successful place, it will need to be more than just the initial creation of high-quality environments; the new developments will also need to be supported by long-term, inclusive decision-making, placemaking and place-keeping mechanisms to ensure that the long term stewardship and governance of each place is secured.
- The stewardship and governance arrangements have a role to play in ensuring that the new communities are integrated with the existing diverse communities which make up the Garden Town. They will enable inclusivity in all aspects of the future stewardship of these new places – so that they continue to be great places for future generations, long after initial development has been completed.
- Where a Stewardship Body takes on the management of any transport infrastructure, it will have a role to play in ensuring that the aspirations of the Garden Town partners in relation to transport outcomes are achieved. These are set out in the [HGGT Transport Strategy](#).
- In other words, stewardship at Harlow and Gilston Garden Town is to be more than just the management and maintenance of public areas and green spaces: it will enable inclusive community participation, ensuring local and neighbouring residents and businesses are informed, involved and empowered in how their local areas are shaped and cared for.
- This Charter is required to be taken into account in the determination of planning applications relating to the Garden Town. The requirements of the Charter can be interpreted and applied flexibly, provided all proposals for stewardship arrangements can demonstrate that they have had regard to its Principles and deliver outcomes that are aligned with them. Local site and delivery circumstances will be taken into account when the Principles of the Charter are applied. Stewardship arrangements will be secured and enforced through planning conditions and s106 Legal Obligation Agreements. Where they are secured through s106 Agreements related to planning permissions, these will be binding on both initial and subsequent site developers, should land be sold on whilst development is taking place.
- A Glossary is included at the end of the Charter to ensure that the terminology used within it is understood.





# TIMELINE







# PRINCIPLE I:

## *Collaborative Stewardship*

**I.1** The Garden Town partners are committed to ensuring that stewardship arrangements are brought forward collaboratively by both those proposing development and the existing and future communities.

**I.2** To achieve this, landowners, applicants, developers and site promoters must engage the community inclusively in each phase of stewardship development as outlined below and then described more fully in the later sections of this Charter. When considering the setting up of stewardship arrangements and their structure, issues that may be shared by the community across existing communities and the wider HGGT area should be taken into account.

**I.3** This work falls under four areas:

- **Development:** Strategy, Planning and Business Development.
- **Delivery:** Delivering assets
- **Governance and Quality Assurance:** A decision-making body, which oversees and manages the work, including monitoring and reporting, finance, and resource management. (Principles 4,5,6). This can initially take the

form of a 'Shadow or Advisory Stewardship Body', which would not perform all of the above functions on commencement. Set up in advance of the ongoing long term governance arrangements, a Shadow/Advisory Stewardship Body would ensure early community representation in decision making.

- **Ongoing Care and Management:** Caring for social and physical assets, including their enhancement and / or replacement, community development, wellbeing and capacity building and providing stewardship services in perpetuity.

**I.4** Principles for Stewardship, an Engagement Strategy and Stewardship Delivery Programme will be produced early in the formulation of development proposals.

**I.5** The Engagement Strategy will set out which stakeholders will be engaged, how they will be engaged and when in relation to the programme. It should ensure inclusivity.

**I.6** The Stewardship Delivery Programme will set out when the more detailed proposals for the long-term stewardship of the site will come forward.

**I.7** Those detailed proposals will include collaboratively developed strategies and plans for the following:

- The detailed design and development of assets;
- Community development and Social Value;
- Ecology, Biodiversity net gain and green infrastructure – which should explore the opportunities potentially available to ensure ecological outcomes, the relationship with recreational uses, guidance in the Green Infrastructure Framework, future dynamic approaches to land managed by a Stewardship Body and positive financial outcomes this may enable;
- Outcome Monitoring and Quality Assurance.

**I.8** Following its assessment of the view of residents on the [Your Quality of Life in the Harlow and Gilston Garden Town area in 2022](#), the Garden Town Partners will be undertaking a similar exercise in future to enable changes in views to be sought and considered. How this is undertaken will be set out in a Your Quality of Life Monitoring Strategy. The expectation of the Garden Town Partners is that outcome monitoring and quality assurance in relation to stewardship will largely take place through the approach to be set out in the Your Quality of Life Monitoring Strategy.

<b>CHECKLIST:</b>	
<b>WHAT</b>	<b>BY WHEN</b>
Engagement Strategy	Early engagement, pre-application or Strategic Master Planning stage
Delivery Programme	Early engagement, pre-application or Strategic Master Planning stage
Draft Community Development and Social Value Strategy	Outline planning application stage
Draft Ecological and Biodiversity Net Gain Strategy	Outline planning application stage
Draft Monitoring Strategy	Outline planning application stage
Final Community Development and Social Value Strategy	Full or Reserved Matters planning application stage
Final Ecological and Biodiversity Net Gain Strategy	Construction/Implementation stage
Final Monitoring Strategy	Occupation stage







# PRINCIPLE 2:

## *Community assets: collaborative planning, design, delivery and care of physical infrastructure which is sustainable, responsive, effective, and established in perpetuity*

**2.1** Physical, social and community infrastructure is essential for the day-to-day functioning, health and wellbeing and overall success of the community. This infrastructure is referred to in this Charter as the community assets. The sustainability of the community assets will depend on how relevant they are to the community; and how well they are planned, designed, specified, delivered, and cared for.

**2.2** Asset type, quality, location, and the timing of their delivery, as well as flexibility of their use over time, alongside community values and needs, are therefore essential considerations for achieving long-term, sustainable, collaborative stewardship.

**2.3** Asset planning, design and delivery must therefore be undertaken collaboratively with the community, taking into account the proposals in community development strategies. Decision-making on masterplanning and the design of potential community assets should take into account future lifetime maintenance and management requirements, long-term replacement in accordance with current and future standards and associated costs.

**2.4** The type of assets that are suitable for stewardship bodies to manage at a

local level will be specific to each development and will be influenced by what works best for both the asset and the local community.

**2.5** Community assets subject to stewardship arrangements could include:

- Green and blue infrastructure, including biodiversity net gain land, sustainable drainage systems (subject to potential regulatory change in respect of SUDS adoption), allotments, and community orchards.
- Public open spaces, including the central focal area of developments where community facilities and services are provided, sports pitches, and play areas.
- Community buildings and services, including crèches, sustainable transport hubs and non-adopted highways, footpaths and cycleways, delivering positive outcomes in relation to the Garden Town partners transport aspirations.
- Income generating assets, including those which may only generate an income in the longer term, including commercial floorspace, potentially biodiversity net gain, renewable energy, and farmland.
- Meanwhile places, providing place-based activities, community development and income generating opportunities.

**2.6** Alongside planning and design, Asset Management Plans will also be required to ensure that community assets are properly cared for over the long-term, including potential replacement.

**2.7** Asset Management Plans must comprise transparent, robust, business plans, detailing the standards to which the asset is to be delivered and to ensure that quality and viability are verified.

**2.8** As the development grows or plans evolve, further assets will be managed in the same way.

**2.9** All transfers of community assets to the stewardship body will be subject to an Asset Verification Process to enable them to be confirmed as fit for purpose. This process will include a clear procedure to be followed where the quality of the asset is found to be sub-standard and where it cannot initially therefore be transferred to the stewardship body. The procedure must ensure that initially sub-standard assets do not remain in a transitional state.

**2.10** Community assets will generally be freehold or subject to a long lease at a peppercorn rent (there may be circumstances where other arrangements would be appropriate, but these are likely to be the exception); and may also be leased or utilised in the shorter term for meanwhile purposes, where this serves the community's best interests.

<i>CHECKLIST:</i>	
<b>WHAT</b>	<b>BY WHEN</b>
Collaboratively Planned and Designed Community Assets	Full planning or reserved matters application stage
Asset Management Plans	Construction/implementation stage

**2.11** For the purposes of transparency and clarity, it would not be expected that there would be more than a single Stewardship Body for each site and that, where assets are transferred, they are transferred to that Body. Retention of assets by the initial site owner/ developer is not anticipated.





# PRINCIPLE 3:

## *Community development: collaborative planning, delivery and running of place-based community projects*

**3.1** Community development, like asset development, is the collaborative planning, delivery, and management of a project, supporting the social infrastructure of a community and its sense of ownership and care of a place.

**3.2** It is as important as a community's physical infrastructure. Place-based community projects will ensure that the community's needs, and values are understood and enable those needs and values to be incorporated into how assets evolve and are used.

**3.3** Such projects can also create opportunities for community collaboration and integration. Projects should be initiated alongside asset development and as soon as there is a community to work with. Projects should be in place, at the latest, by the time of any initial occupations at the site. They can support positive outcomes in relation to the future operation of the sites, e.g. in relation to the transport objectives set out in the HGGT Transport Strategy.

**3.4** Developers, and subsequently the stewardship bodies who will inherit the responsibility, must collaboratively plan and deliver community development initiatives

with existing, emerging and neighbouring communities ensuring inclusivity.

**3.5** Development creates extensive opportunities for this as every asset and phase of its development enables community participation. Community participation brings benefits to places and assets through wider diversity of input and experience into the design process. It also has the added benefit of enhancing community empowerment (with subsequent measurable social, socio-economic benefits).

**3.6** Projects are expected to enable demographic representation, prioritising under-represented groups. They should work in partnership with existing local community and voluntary organisations.

**3.7** Community development and Social Value strategies must therefore ensure linkages with other elements of the development of the place including with master planning and the programming of delivery of assets.

**3.8** The stewardship body will also be responsible for delivering communication tools and community events, including: welcome packs and events, festivals, celebrations and appropriate and responsive communication channels.

**3.9** The Stewardship Bodies should consider how they will engage with, include and develop young people as part of their work. This will likely require thoughtful use of social media and the generation of appropriate community development projects.

<b>CHECKLIST:</b>	
<b>WHAT</b>	<b>BY WHEN</b>
Draft Community Development and Social Value Strategy	Outline planning application stage
Final Community Development and Social Value Strategy	Full or Reserved Matters planning application stage







# PRINCIPLE 4:

## *A representative and accountable governance structure to develop, deliver and manage stewardship*

**4.1** To ensure resilience, quality, equality, diversity and inclusion, stewardship governance structures and processes need to meet the following criteria:

- Be accountable to and representative of the community they serve with a representative governance structure;
- Be transparent in the way they are run and governed and communicate clearly and effectively;
- Be adaptable, innovative entrepreneurial and maintain holistic and balanced approaches across socio-economic, ecological and social requirements;
- Have sufficient financial resources for start-up, development and long-term viability;
- Have the capacity and flexibility to provide the potential to integrate with neighbouring stewardship organisations, where appropriate and where enhanced collective value can be achieved;
- Have the flexibility to change over time to meet changing needs of the Stewardship Body and the community, with regular review periods built in to ensure this is happening.

**4.2** The governance structure for the Stewardship Body will provide the necessary legal and strategic framework to enable all of these.

**4.3** It will own or lease, assets, be responsible for resources, ensure quality management and be accountable for service delivery, demonstrable benefits, and inclusive community participation. Governance arrangements can build on and/or involve existing structures in place, eg Parish Councils. Where Parish Councils are in place, evolving governance arrangements must allow for their involvement

**4.4** A robust governance structure will ensure it achieves the following objectives:

- Assets are properly safeguarded in the public interest, in perpetuity
- Community development and asset development should both be progressed to optimise value
- Service delivery is effective and of a high quality
- Resilience is integrated to be able to deal with changing circumstances
- The community is empowered, and accountability is maintained

### Governance structure

**4.5** It is expected that the stewardship body will:

- Take the form of a charitable trust (such as a community management trust or similar);
- Be supported by a community forum (this is likely to evolve from early engagement work) to ensure local and neighbouring community views inform decision-making, and;
- Make use of a subsidiary body, such as community interest company, to allow commercial flexibility, where necessary.

**4.6** A Shadow/Advisory Stewardship Body or Community Forum will be formed at the earliest opportunity to support strategy development and to help shape and inform the establishment of the Stewardship Body and the work it will be responsible for.

**4.7** This Shadow/Advisory Stewardship Body will include representation from the local authority, landowners, developer(s), community, and other relevant stakeholders. In order to make the Shadow/ Advisory Body and subsequent Stewardship Body accessible

for local community reps, consideration should be given to remuneration for their time and other arrangements that would make such roles attractive.

**4.8** Before occupation of the first homes, or completion of the first community asset, the full Stewardship Body will be implemented in place of the Shadow/Advisory Body. It is envisaged that the Stewardship Body will need to be established prior to first occupation of homes in order to be able to collect estate charges from new residents and have the necessary arrangements established from first

### CHECKLIST:

WHAT	BY WHEN
Shadow/Advisory Stewardship Body or Community Forum	Outline planning application stage
Determine structure, Terms of Reference and representation for Stewardship Body	Full or Reserved Matters planning application stage
Stewardship Body	Occupation Stage





# PRINCIPLE 5:

## *Financial sustainability, resilience, and entrepreneurship*

**5.1** A long-term viable and prudent Business Plan must be developed which ensures the efficacy and success of the stewardship arrangements, ensuring financial sustainability and properly recognising the costs of the high-quality outcomes to be achieved.

**5.2** The Business Plan must recognise the need for the Stewardship Body to be supported by sufficient resource, capacity, and expertise (which may need to be purchased if it is not available within the Body).

**5.3** An Outline Business Plan will be expected early in the planning process with a detailed Business Plan prepared no later than Full or Reserved Matters Planning Applications. A detailed Business Plan can evolve further as more phases of development come forward.

**5.4** Asset Management Plans are to be provided and agreed before the transfer of any assets to the Stewardship Body. Such plans will provide for long term maintenance liabilities over the full life cycle of the asset, including the need for sinking funds to be built up to deal with repair and renewal where appropriate. As a general principle, owners/developers will remain ultimately responsible for performance and assets should not be transferred until long term sustainable financial arrangements are in place. Equally, transfer of assets should not be delayed too late in a development.

**5.5** A diversity of income sources will be available to the Stewardship Body, enabling a flexible, adaptable, and entrepreneurial

approach in its financial planning. Diverse income sources will also ensure long term resilience to changing circumstances or unforeseen events. This diversity of income sources will include capital endowment and the endowment of the Stewardship Body with physical assets.

**5.6** Any service and estate charges (residential and/or commercial) will be set at and maintained at a reasonable level that is commensurate with the level of cost that is incurred in maintaining or servicing the relevant assets. Charges must clearly identify the purposes and services for which they are levied to ensure clarity in relation to other charges that occupiers may be responsible for.

**5.7** Any service charges will be enforced in an equitable manner without compromising the occupancy or ownership of residents' homes. Charging schedules will be subject to regular reviews to ensure value for money. Services charges will be properly brought to the attention of initial and future prospective residents within marketing materials and wherever else necessary to ensure early awareness.

**5.8** The expenditure of the Stewardship Body will fall into four main headings.

Financial subsidy will be required from the developer(s) in the early years of delivery and must be available to allow early development work:

**• Development**

- Such as early stakeholder engagement and establishing community network.
- Place-shaping through developing strategies, plans and governance.
- Master planning and co-design.

**• Governance and quality assurance**

- Core infrastructure costs for the stewardship organisation including financial management, staffing and resources, and operations.
- Establishing quality targets, monitoring, and reporting.

**• Delivery**

- Project costs for community development, and service delivery.

**• Ongoing management**

- Management and care of all assets transferred to the body, including sinking funds for eventual long-term replacement.
- Facilities management and operation of community facilities.
- Training and upskilling.
- Being flexible, adaptable and entrepreneurial to ensure that opportunities to secure income are explored.

**5.9** Stewardship Bodies will need to have the necessary resources and skills to apply for external funding opportunities to further the interests of the local community, however they will not be dependent on external funding to fulfil their responsibilities.

**5.10** Appropriate arrangements are to be identified and established that allow for independent scrutiny of the operation of the Stewardship Body to be undertaken if there are concerns that it is not operating acceptably. The process to be followed, should a Stewardship Body experience financial difficulties, or become insolvent, should be identified.

<b>CHECKLIST:</b>	
<b>WHAT</b>	<b>BY WHEN</b>
Outline Business Plan	Outline planning application stage
Detailed Business Plan	Full or Reserved Matters planning application stage
Asset Management Plan	Construction/Implementation Stage







# PRINCIPLE 6:

## *Ambitious Environmental, social, and socio-economic practice and monitoring*

**6.1** The Stewardship Body will ensure that all its activities are carried out in accordance with ambitious environmental, social and socio-economic practice, taking into account relevant national and local policies and guidance.

**6.2** Local policies and guidance include:

- This Charter;
- The [HGGT Sustainability Checklist](#);
- The [HGGT Quality of Life Monitoring Strategy](#)
- The [HGGT Communications and Engagement Strategy](#)

**6.3** Transparent, ambitious outcome based quality targets will be identified by the Stewardship Body, aligned to the following six key themes for healthy growth as set out in the HGGT Vision and which also relate to the HGGT Quality of Life Monitoring Strategy, where these are within the scope of the activities of the Stewardship Body:

1. Placemaking and homes.
2. Economy and regeneration.
3. Landscape, ecology, blue and green infrastructure.
4. Sustainable movement.

**5.** Public health.

**6.** Social value and culture.

**6.4** These targets will be monitored within a wider monitoring framework and reviewed periodically. Many of these will be reviewed through the Garden Town partners Quality of Life Monitoring Strategy, which includes indicators linked to the six key themes listed above, and outcomes identified throughout this Charter.

**6.5** Examples of positive outcomes that could be identified for monitoring range from enabling positive behaviours for both households individually and for the community collectively e.g. recycling, home composting, school streets, co-design and build of public space, etc to using local small businesses for services and goods.

**6.6** The following is a non-exhaustive list from which indicators could be drawn:

- Ecology (habitat creation, protection, and enhancement).
- Recreational uses.

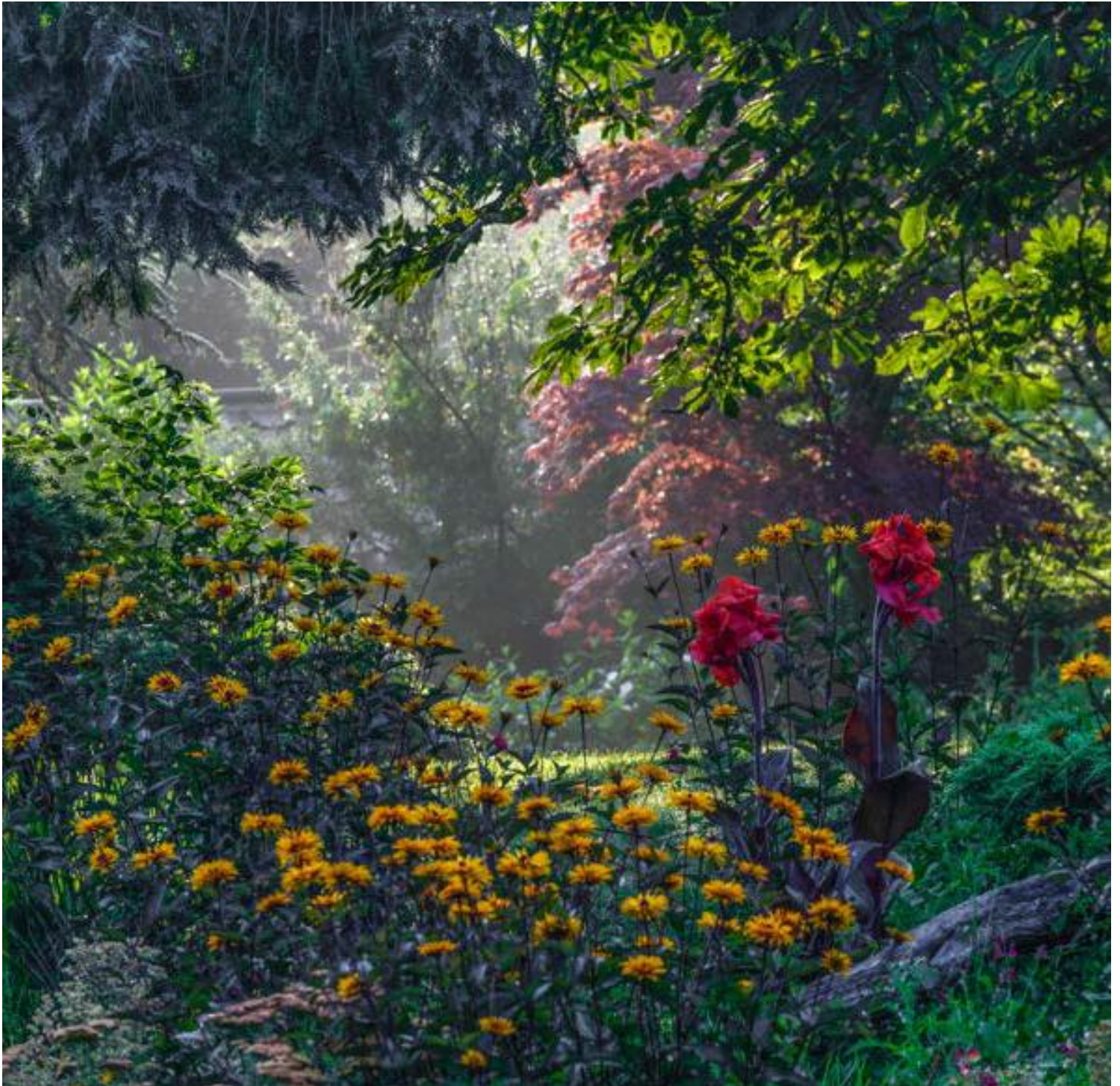
- Climate mitigation and resilience.
- Biodiversity net gain.
- Social value.
- Community cohesion.
- Quality of life.
- Sustainable and active transport (modal shift).
- Economic growth and local job creation.
- Volunteering and skills development.

**6.7** It will be expected that a culture of continuous improvement will be incorporated into the running of Stewardship Bodies so that they always seek to improve the quality of their services and deliver enhanced social value wherever possible.

**6.8** It will also be expected that the stewardship bodies will share their knowledge with other stewardship ventures (locally and nationally), both to learn from their experiences and celebrate their achievements.

<i>CHECKLIST:</i>	
WHAT	BY WHEN
Draft Monitoring Strategy	Outline planning application stage
Final Monitoring Strategy	Occupation Stage





# GLOSSARY OF TERMS

<b>Community Assets or Assets</b>	Buildings, structures, spaces and land constructed or delivered as a result of the development which do not form part of residential properties. A range of these will be transferred to the care of the Stewardship Body. The terminology 'asset' is used in this Charter whether or not the particular building, structure etc may generate income through its use.
<b>Community Development</b>	Actions undertaken to enhance the community being created as a result of the development, its awareness of and sense of ownership and control over the new places being created. Community building, building capacity, resilience, community engagement and consultation.
<b>Community Forum</b>	Part of the governance arrangements. A Forum which seeks to ensure that all members of the community have an ability to express their views and influence decision making.
<b>Engagement Strategy</b>	A strategy setting out how all stakeholders will be invited, encouraged and enable to ensure their views are made and taken into account.
<b>Governance</b>	The formal structures and the operation of them through which the agreed stewardship arrangements are implemented.
<b>Harlow and Gilston Garden Town (HGGT)</b>	The whole of the existing town of Harlow and the proposed new communities to be development on land allocated for that purpose in the Garden Town partners Local Plans. These comprise the Gilston Area to the north of Harlow, land to the East Of Harlow, Latton Priory to the south of Harlow and Water Lane to the west of Harlow.
<b>Material Planning Consideration</b>	A matter which is to be taken into account in the determination of planning application proposals, with weight to be assigned to it by the decision maker.
<b>Meanwhile Places/Uses</b>	Spaces, buildings and uses of a temporary nature, put in place prior to the longer term and more permanent use of those buildings etc and which can be used to test initiatives, generate income and community cohesion.

<b>New Communities</b>	The proposals, as part of the Harlow and Gilston Garden Town, for significant new development at the Gilston Area to the north of Harlow, land to the East Of Harlow, Latton Priory to the south of Harlow and Water Lane to the west of Harlow.
<b>Quality Monitoring Framework/ Strategy</b>	The Strategy to be developed and implemented on behalf of the Garden Town partners to monitor the physical, social and socio-economic quality of the Garden Town as it develops. Through the Framework the specific attributes and indicators to be monitored will be identified.
<b>Section 106 (S106) Planning Obligation Agreement</b>	A legal Agreement made under s106 of the Town and Country Planning Act 1990 (as amended). These legal Agreements are used to secure actions on behalf of a landowner/ developer which will mitigate the impacts of development. These can include the delivery of infrastructure or funding for the provision of services.
<b>Service Charges</b>	Charges levied on all occupiers of residential and commercial property delivered as part of the development of the new communities and which will form an element of the income of the Stewardship Body.
<b>Shadow/ Advisory Stewardship Body</b>	An early form of the Stewardship Body (see below) which enables engagement and representation to be achieved early in the life of the delivery of stewardship outcomes.
<b>Social Value</b>	The outcome of a range of actions which can be taken to enhance and improve communities, contributing to a more holistic view of how places and projects are valued and what they provide to the community.
<b>Stewardship Body</b>	The body responsible for delivering the agreed stewardship arrangements for new development, through the agreed governance arrangements.







## Agenda Item 11

**Report to:** HARLOW AND GILSTON GARDEN TOWN JOINT COMMITTEE

**Title:** 'Re-imagining How We Can Travel Differently' – A HGGT Framework (HGGT Modal Transition Delivery Framework)

**Report Reference:** JC-006-2024/25

**Date:** 22 July 2024

**Report Author:** Naisha Polaine – Director HGGT

**Enclosures:** Appendix A – 'Re-Imagining How We Can Travel Differently' – A , HGGT Framework

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### Recommendations/Decisions Required:

#### The HGGT Joint Committee is asked to:

- A. Approve the Framework 'Re-Imagining How we Can Travel Differently' (The Framework) as set out in Appendix A.
- B. Recommend to HGGT Council partners that the Framework is considered in the evidence base for execution of highways and transport planning decisions and developer contributions.
- C. Require the HGGT Council partners to work together to continue to develop an overarching programme plan of key activities required to deliver modal shift, informed by the Framework.
- D. Agree that an update on progress is report to the Joint Committee in Spring 2025.

### Executive Summary



1.1 The 5 Council partners have committed to transforming how current and future residents of Harlow and Gilston Garden Town can travel in the future as set out in the Local Plans of the three Local Planning Authorities in conjunction with the Local Transport Plans (LTPs) for the two County Councils. This ambition underpins the sustainable growth objectives of the Garden Town and aims to improve the quality of life for the community. The principles of the approach were formally agreed by the HGGT Board through the HGGT Transport Strategy which has been endorsed by each of the 5 Council partners concluding in October 2022.

Appendix A contains the Framework document 'Re-Imagining How We Can Travel Differently' which provides a high-level unfunded approach setting out a range of draft actions and interventions which aim to underpin the objectives as set out in the HGGT Transport Strategy.

The project consultants (ARUP) were commissioned to work with the HGGT 5 Council partners to develop the Framework.

### **Reasons for proposed Decision:**

The HGGT Joint Committee has been formed by the 5 Council partners to develop and approve the HGGT Transport Strategy and oversee the implementation of the Transport Strategy. This includes the delegated function to develop and maintain an overarching programme plan of key activities required to deliver the HGGT modal shift targets.

The Framework will enable the 5 Council partners to programme and plan those initiatives working with the modal shift assumptions in planning permissions for the HGGT sites. It will also assist in seeking funding, where required, from other public and private sources. The HGGT 5 Council partners are also required, as part of the Housing Investment Grant (HIG) funding provided by Homes England, to evidence that progression towards achieving the modal transition target is being made.

### **Other Options for Action:**

It could be determined not to approve the Framework presented at Appendix A and to take no further action in relation to it. This option as a course of action is not recommended. It would not support and enable the development of the 5 Council partners approach to sustainable travel and leave the HGGT Transport Strategy (endorsed by each HGGT Council partner) without further detail on proposed actions. It would also leave landowners, developers, community representatives and other stakeholders without further guidance from the 5 Council partners on the steps towards meeting the agreed modal transition target in the adopted Local Plans. A lack of a coherent modal shift strategy could potentially mean developers will have grounds to argue out of their commitments that should contribute and/or

align to the modal shift target or underperform in relation to it at site level. It would also mean the contractual commitments of HIG to provide evidence on how the mode share targets will be achieved could not be met.

## 2. Introduction

2.1 The HGGT Transport Strategy was endorsed by the 5 Council partners in October 2022 to give weight in Planning decision-making for the three Local Planning Authorities in conjunction with the Local Transport Plans (LTPs) for the two County Councils.

2.2 The Transport Strategy developed the HGGT Vision in respect of the key principles for Healthy Growth through a focus on sustainable movement as set out in the Local Plans. It is also consistent with the principles of the Town and Country Planning Association Garden Community Guidance.

2.3 Alongside the objectives to improve air quality, health and wellbeing and reduce congestion and to deliver sustainable growth for the wider community, the Transport Strategy identifies a primary overarching objective:

*'50% of all trips starting and/or ending in the existing communities of Harlow Town should be by active and sustainable travel modes and 60% of all trips starting and/or ending in the new Garden Communities of Harlow & Gilston Garden Town should be by active and sustainable travel modes.'*

2.4 It was agreed by Members of the HGGT Board that further work would need to be undertaken to refine the Transport Strategy programme, and the Framework in Appendix A, begins to scope out how the mode share objectives could be achieved under different scenarios.

2.5 The initiatives identified in the Framework are unfunded in the same way that the HGGT Local Cycling and Walking Instructure Plans (LCWIP's) and Infrastructure Development Plan (IDP) are unfunded plans. The approval of this Framework by the HGGT 5 Council partners will assist officers in securing funding from a variety of sources including developer contributions and Government grants.

2.6 Similar to other documents relevant to transport (e.g. the HGGT Infrastructure Development Plan (IDP) and the HGGT LCWIP) the Framework is not a statement of agreed and committed actions to be taken by any or all the HGGT Council partners. It recognises that each community has a range of different challenges and opportunities.

2.7 To accommodate this each partner can mix and match to ensure that the benefits of any of the potential future proposals – their costs, and any other implications of implementation and delivery – are appropriate to justify a decision to commit resources and execute.

2.8 The Framework also recognises that any future interventions will need to be assessed and measured against wider economic and social contexts.

### 3. HGGT Sustainable Travel Infrastructure – Achievements to Date

3.1 The HGGT 5 Council partners have already achieved several significant milestones in progressing the required infrastructure to support the delivery of a growing community as set out in the three District Councils Local Plans. These include:

- Junction 7A on the M11 - £76 million
- £171 million Housing Infrastructure Grant (HIG) to forward fund travel infrastructure and establishment of the Rolling Infrastructure Fund (RIF) for future infrastructure delivery
- Planning permissions granted for a new Eastern Stort Crossing & enhanced Central Stort Crossing
- Improvements to Edinburgh Way/Howards Way junctions
- Gilston S106 Heads of Terms securing for the Garden Town initiative include:
  - £42.1 million contribution for delivery of the Sustainable Transport Corridors
  - £6.58 million for bus services including serving Harlow destinations
  - £12.23 million for Sustainable Transport and Innovation initiatives
  - £3.3 million for Stort Valley enhancements including cycle routes
  - £0.5 million (feasibility) and £5.1 million (implementation) for Harlow Town station northern access plus £88,000 for enhanced cycle parking
  - £0.275 million Bus stop upgrades
- £2.62 million to deliver new cycling infrastructure in Harlow from the LCWIP
- Breaking ground on 2 km of the new sustainable transport corridor in Harlow 'North to Centre' and completion of the Cambridge Rd junction scheme improving access to Templefields industrial area
- New transport interchange at Harlow Town Centre to be constructed by 2025/26

### 4. Sustainable Transport Corridor (STC) Network

4.1 The development of a network of Sustainable Transport Corridors (STCs), and a rapid bus transport system, are a key enabling factor in improving air quality, reducing congestion and enabling the planned growth of the Garden Town as set out in the Transport Strategy and the Local Plans. The STCs will also provide additional safe walking and cycling routes.

- 4.2 The North to Centre STC section, connecting the Gilston Area development with Harlow town centre, is the most advanced and construction has begun, delivered by Essex County Council and funded by the HIG grant from Homes England.
- 4.3 Design work has continued for the remaining network and programme risks associated with the timing, funding and delivery have been discussed with the HGGT 5 Council partners.
- 4.4 The service that will run on the STCs will need to be agreed with the 5 Council partners as well as the developers of the strategic sites and other stakeholders.

## 5. Purpose Of The 'Re-Imagining How We Can Travel Differently' Framework

- 5.1 The 5 Council partners have committed to transforming how current and future residents of Harlow and Gilston Garden Town can travel in the future as set out in the Local Plans of the three Local Planning Authorities in conjunction with the Local Transport Plans (LTPs) for the two County Councils. This ambition underpins the sustainable growth objectives of the Garden Town and aims to improve the quality of life for the community. The principles of the approach were formally agreed by the HGGT Board through the HGGT Transport Strategy which has been endorsed by each of the 5 Council partners concluding in October 2022.
- 5.2 The HGGT Transport Strategy established a clear set of mode share objectives and a set of principles which are aligned to the planned delivery of 23,000 new homes across the Garden Town area.
- 5.3 The teams focussing on the new garden community neighbourhoods around Harlow, all at different stages of planning and delivery, have been considering and responding to these principles, with the Gilston Villages the most advanced. However, existing communities must be supported through a range of travel options which are complimentary to the success of any of the new modal transition options and interventions currently being delivered as part of the Garden Town initiative. To date there has been less focus on the existing communities and what those options might be and how they might need to be funded.
- 5.4 The Framework sets out a range of possible interventions which could, subject to funding and further detailed assessment and engagement, be implemented to achieve the objectives set out in the Transport Strategy. It seeks to set out how the overarching mode share objective could be achieved under different scenarios through the prioritisation of initiatives. It also provides basic estimates of the scale of contribution different actions could make towards achieving the mode share objective. The Framework provides evidence for the highways and transport authorities to consider in implementing and reviewing the Local Transport Plans which form the statutory transport plans covering the Harlow Gilston area.

## 6. Approach To Developing The Framework

6.1 The Framework has been prepared to guide decision makers in understanding the types of interventions that may contribute towards the achievement objectives of the HGGT Transport Strategy. As part of the development of the Framework, stakeholder engagement has been at the centre of the drafting work and the contributions made by partners have been a critical influencing factor in the Framework. Significant levels of engagement have been undertaken with the 5 Council partners at officer and senior leadership level, with elected members, developers, and other key stakeholders.

6.2 The approach taken by the consultants to produce the Framework included three stages:

- Diagnostic Review – comprising of a discovery exercise on work completed to date
- Prioritisation and Scenario Testing -setting out interventions and scenario tested considering additional wider benefits
- Delivery Pathway – includes a roadmap for potential interventions

## 7. Next Steps

7.1 Once the Framework is endorsed the next steps are:

- Conduct further work to better understand the scope, cost, deliverability of a priority set of these initiatives.
- Progress the work of the HGGT Active Travel Engagement Officer

### Implications - Resource Implications:

None at this stage of framework approval but significant additional resources will be required to be able to deliver further scope and subsequently deliver specific Framework interventions.

### Equalities and Diversity - Equality Impact Assessment:

Is this a new policy (or decision) or a change to an existing policy, practice or project?	No
Describe the main aims, objectives and purpose of the policy or decision	To provide an overarching framework for pursuing Modal Transition interventions for HGGT to achieve its strategic transport objectives
What outcome(s) are you hoping to achieve (ie decommissioning or commissioning a service)?	NA

Does or will the policy or decision affect: <ul style="list-style-type: none"> <li>• service users</li> <li>• employees</li> <li>• the wider community or groups of people, particularly where there are areas of known inequalities?</li> </ul>	No – it is only a framework at this stage
Will the policy or decision influence how organisations operate?	No – it is only a framework at this stage
Will the policy or decision involve substantial changes in resources?	No – it is only a framework at this stage
Is this policy or decision associated with any of the Council’s other policies and how, if applicable, does the proposed policy support corporate outcomes?	Yes – it seeks to integrate with those
What does the information tell you about those groups identified?	N/A
Have you consulted or involved those groups that are likely to be affected by the policy or decision you want to implement? If so, what were their views and how have their views influenced your decision?	N/A
If you have not consulted or engaged with communities that are likely to be affected by the policy or decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary:	Extensive consultation took place on the Transport Strategy that sets the policy context for this Framework. Further consultation will be undertaken on initiatives prior to implementation as required.
<b>Use this section to assess any potential impact on equality groups based on what you now know.</b>	
Age, Disability, Gender, Gender reassignment, Pregnancy/maternity, Marriage/civil partnership, Race, Religion/belief, Sexual orientation	Assessment of impact on equality groups will be made as part of progressing individual initiatives.
Does the EqIA indicate that the policy or decision would have a medium or high adverse impact on one or more equality groups?	No

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## HGGT Vision Assurance

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1. What principles of the HGGT Vision does this seek to achieve?

Healthy Growth through a focus on sustainable movement

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2. What steps have been taken to ensure the HGGT Vision is embedded into the project?

The Framework sets out a range of potential actions which aim underpin the objective of sustainable travel, improving air quality and reducing congestion. The Framework also provides a long-term vision of the types of interventions that may contribute towards the achievement of the modal objectives.

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# RE-IMAGINING HOW WE CAN TRAVEL DIFFERENTLY

JUNE 2024

# Harlow and Gilston Garden Town Re-Imagining How We Can Travel Differently

Reference:

Final | 20 June 2024

This report takes into account the particular instructions and requirements of our client.  
It is not intended for and should not be relied upon by any third party and no  
responsibility is undertaken to any third party.

Job number

**Ove Arup & Partners Limited**

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## Document Verification



**Project title** Harlow and Gilston Garden Town  
Re-Imagining How We Can Travel Differently

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**Job number**

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	19/12/2023	<b>Description</b>	Modal Transition – Draft for Comment		
			<b>Prepared by</b>	<b>Checked by</b>	<b>Approved by</b>
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<b>Signature</b>					
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			<b>Prepared by</b>	<b>Checked by</b>	<b>Approved by</b>
<b>Name</b>			CF/DP/SZ	DP	RG
<b>Signature</b>					

20/06/2024

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<b>Description</b>	Harlow and Gilston Garden Town Re-Imagining Travel Framework – update following comments		
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<b>Name</b>	SZ	CW	
<b>Signature</b>			

Issue Document Verification with Document



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## Foreword

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Harlow and Gilston Garden Town

| Final | 20 June 2024 | Ove Arup & Partners Limited

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**Councillor Dan Swords**

**Chair of the Joint Committee**

*Harlow and Gilston Garden Town*

# Executive Summary

This Framework sets out how the modal transition objectives established in the HGGT Transport Strategy (2022) could be achieved. It aims to guide HGGT and its partner organisations on the types of projects, schemes and interventions that will contribute towards the achievement of the modal transition objectives.

Significant levels of engagement have been undertaken with local authority officers, senior local authority leadership, elected members, developers and other key stakeholders throughout the development of the Framework.

Through detailed interrogation of the existing work plan, it is clear that on the current trajectory, there is low confidence that the highly ambitious targets that HGGT and partners have signed up to will be met within the proposed timeframes. The Framework aims to demonstrate how HGGT may be able to progress on its journey from where it is now to meeting the modal transition objectives.

Significant sums of Central Government-allocated funding has conditioned the need to demonstrate progress towards the achievement of the Transport Strategy modal objectives. Further, a modal transition is critical to realising the Gibberd vision and to ensure a sustainable future for HGGT and surrounding communities.

To assist with planning the transition activities and anticipating outcomes resulting from different initiatives, a logic map was developed to embed the benefits into the outputs, outcomes and objectives. The aim of the logic map is to show a clear rationale between the Transport Strategy outputs, desired outcomes and benefits – all linking back to the stated objectives. This benefits map will ensure that benefits are not viewed in isolation, but rather demonstrate how interventions can generate multiple benefits simultaneously and how benefits may span across different outputs and outcomes. These wider benefits will support the transition by helping to unlock various different funding streams and opportunities, for example around health.

Across the HGGT area, recent surveys have indicated that there is currently a 23% sustainable travel mode share. This means to achieve the Transport Strategy objectives, a more than doubling of the current share by active and public transport modes from today's figures is required. This is equivalent to approximately three times as many sustainable travel trips by 2040.

The optimum path to achieving the modal transition objectives will need to adapt to economic and societal changes and the success of committed infrastructure schemes. Public acceptability and cost are key constraints. If publicly acceptable measures do not achieve the required behaviour change, then higher impact measures or further investment in existing measures may be needed to achieve the desired outcome. Most successful modal transition delivery strategies rely on a mix of better services, promotions, and effective demand management interventions.

The Framework has been set out according to six themes:

- Roads, streets and neighbourhoods
- Increasing bus use
- Increasing shared mobility and active travel
- Targeted engagement programmes
- Rebalancing the cost of travel
- Sustainable freight and deliveries

These themes reflect the key areas of targeted intervention that will contribute to modal transition in HGGT. None of these themes alone will deliver the modal transition objectives for HGGT, however, delivering a mixture of interventions across all the themes will result in a more sustainable shift in behaviours. This framework has been developed to enable the future consideration and integration of initiatives that may enhance progress towards modal transition objectives. Ensuring the Framework can adapt as technology evolves, best practices emerge, or political mandate dictates.

Three scenarios were developed to provide an indication of potential pathways to achieving the HGGT modal transition objectives, ranging from falling behind (i.e. BAU), to trailing the target timeframes, to being on-track to achieve the objectives (i.e. Exemplar).

# 1. Introduction

## 1.1 Background

Arup has been commissioned by Harlow and Gilston Garden Town (HGGT) to produce a framework to support- the re-imagining of how people can travel differently in Harlow. The purpose of this Framework is to set out how the modal transition objectives established in the HGGT Transport Strategy (2022) could be achieved under different scenarios. This Framework includes a prioritised pathway of transport focused interventions that are either at various stages of planning, design and delivery, or have been developed and identified through this work. All to achieve the ultimate aim of a modal transition to more sustainable modes of transport.

As part of the development of this Framework, stakeholder engagement has been a critical influencing factor. Significant levels of engagement have been undertaken with local authority officers, senior local authority leadership, elected members, developers and other key stakeholders.

One of the key outcomes of the Framework, and the development of it, has been focused on knowledge transfer, with the aim of influencing the organisational approach to the challenge within the five HGGT partner authorities, comprised of ECC, EFDC, EHDC, HDC and HCC. This will be crucial to the effective execution of the Framework and achievement of the modal transition objectives.



## 1.2 Purpose of this Framework and Approach to Implementation

As stated in section 1.1, a Framework is required in order to give HGGT and its partner organisations a clear pathway to how it will achieve the modal transition.

The Framework has been prepared to guide decision makers in the immediate next steps to be taken along the pathway to achieving the modal transition objectives established within the HGGT Transport Strategy and secured through various planning agreements with developers. It also provides a long-term vision of the types of projects, schemes and interventions that will contribute towards the achievement of the modal objectives.

Whilst significant work has been progressed to date, by a wide range of different partners, the actions within the Transport Strategy and the long- list of transport interventions that have been developed to support the strategy, have not been prioritised in such a way that the impact and relative contribution towards the modal share objectives can be considered and fully understood.

The purpose of this Framework is to give the right level of information to decision makers to enable them to make an informed choice, and have a view on, the pathway to the achievement of the modal transition, which is required to support sustainable development in the HGGT area.

The Framework has sought to review all identified schemes, and using professional judgement, of the consultancy team and local authorities, as well as comprehensive research and benchmarking, to ascertain whether these schemes will be sufficient, in their current form, to meet the objectives.

Through this detailed interrogation of the existing work plan, it is clear that on the current trajectory, there is low confidence that the highly ambitious targets that HGGT and partners have signed up to will be met within the proposed timeframes.

As such, a number of themes around different elements of transport and movement have been investigated to understand where there may be opportunities to develop further programmes and interventions that could be

delivered to close the modal transition gap. This is the intention of the delivery pathway – to demonstrate how the HGGT area may be able to progress on its journey from where it is now to meeting the sustainable travel objectives.

These themes have contained within them a wide range of components that could be considered challenging to deliver, socially, technologically, economically (cost), environmentally and politically. It should be noted that the ultimate aim of this Framework is to show what is required to meet the modal objectives. It is recognised that this is one of many outcomes that the authorities involved are seeking to achieve. To address this, we have also developed a benefits map to show how other wider societal benefits can be achieved through the delivery of the theme components.

In summary, the key purposes of this Framework comprise using it as:

- 1 A tool to leverage s106 funding contributions from Developers that will support achievement of the modal objectives.**
- 2 A mechanism to obtain funding from governmental departments.**
- 3 A pathway to discharge the conditions of the Housing Infrastructure Grant.**
- 4 A technical base and supporting information for Local Transport Plans (whether they are existing and/or emerging).**

It is important to note that this is a Delivery Framework that is currently unfunded, not a statutory document and significantly extends the scope of the IDP, therefore a clear objective will be to use it as a “hook” to leverage financial support.

The following sub-section overleaf talks about how the Framework has been developed, who the users of the Framework are and how it is intended that they use the Framework in their roles to support the required modal transition.

### 1.3 Summary of Approach and How to Use This Framework

This Framework has pulled together significant amounts of existing context, through a comprehensive diagnostic review. This has included a review of existing contextual information around HGGT area-wide movement and transport. It has also involved a deep dive into existing plans, policies and strategies which are likely to influence the ability of the five HGGT partner authorities to deliver modal transition. This also included a benchmarking review of similar places that are seeking to achieve similar modal transition outcomes.

Following this diagnostic review, challenges and opportunities have been identified, which have then been worked through into a benefits framework mapping exercise. The objective of this is to illustrate what wider benefits can be realised to improve the lives of the people of the HGGT area and future residents, through the changes being implemented to achieve the modal transition.

The Framework then seeks to set out the delivery plan requirements under a number of different scenarios and this is explained through a number of identified themes, such as ‘roads, streets and neighbourhoods’ and ‘increasing bus use’.

The Framework then goes into detail under each of these themes, identifying who is responsible for delivery, the indicative cost range, and what is the expected modal transition that can be achieved through successful delivery of each programme or intervention that are contained within these themes.

These details have been informed from comprehensive desktop research and benchmarking, and detailed discussions and workshops with officers working across all of the HGGT partner councils.

These programmes and interventions are all then subsequently brought together in the delivery pathway, which sets both short-term (next 2 years) and long-term (up to 2040) actions that will need to be undertaken to achieve the objectives.

#### How to use this Framework

This Framework will have different uses for different parties all responsible for various elements of influencing movement choices across the HGGT area.

#### HGGT and Partner Councils

This Framework will be a critical piece of work that can be used by HGGT and councils to ensure that there is a clear pathway to the modal transition that needs to happen. This will act as their guiding framework to know what to do next, when to do it, how long it will take to deliver and to gain an indication of the likely impact and contribution towards the set objectives.

#### Developers

Developers bringing forward plans will need to demonstrate alignment with this Framework and propose development that is complementary, whilst also being cognisant of the phasing of the transport programmes.

#### Local Authority Officers and Decision Makers

Local Authorities will use this Framework to aid planning decisions, enabling them to robustly respond to planning applications and support them in discussions with developers.

#### Residents and Local Interest Groups

This Framework should give residents comfort that there is a clear pathway that has been established to understand what needs to happen, and when, to ensure the sustainable delivery of growth in the HGGT area.

#### Stakeholders and Businesses

It is crucial that wider stakeholders (e.g. public transport operators) and local businesses and public sector groups such as schools and the local NHS trust are fully bought into the Framework. It will be crucial for their support to be gained for the Framework to be deliverable and for the transition required to be achieved. They will use this Framework to inform future business planning through understanding the long-term vision for the HGGT area.

## 2. Context and Setting the Challenge

### 2.1 HGGT Vision

Harlow has grown from a vision shaped by Gibberd: *‘an organism which would go on changing and being rebuilt as the needs of the people changed.’*

Sustainable development, health and wellbeing of residents, and better connecting Harlow as it grows are now among the key needs of people currently and going forward.

It is important to remember that HGGT is not starting from scratch:

- Gibberd designed Harlow for cycling and walking
- Harlow is already well-connected to urban areas and nature

*Modal transition is critical to realising the Gibberd vision*



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## 2.2 HGGT Modal Transition Objectives and Funding Conditions

There are two key elements that form the requirements around the modal transition objectives. These are critical as they underpin the Transport Strategy, but also significant sums of Central Government-allocated funding that conditions the need to demonstrate progress towards the achievement of the stated objectives. This is set out in more detail below.

### Modal Transition Objectives

**50 %** by of all trips starting and/or ending in the **existing** settlement area of Harlow Town should be by **active and sustainable travel modes**.

**60%** by 2033 of all trips starting and/or ending in the **new** Garden Communities of Harlow & Gilston Garden Town should be by **active and sustainable travel modes**.

#### Key takeaways:

- Existing residents and the travel within the HGGT area needs to achieve Modal Transition to reach the 50% sustainable mode objective.
- New strategic sites being delivered across the HGGT area will need to *establish* how the modal objective will be achieved, what they are delivering to ensure this and how they will get to 60%.

### Grant Determination Agreement (GDA) Part 1 - Transport Monitoring

For the Housing Infrastructure Grant, wording has been agreed that states: that the Grant Recipient shall provide:

- Further transport **monitoring and evaluation** if requested by the Department for Transport, including, but not limited to, the monitoring and evaluation of travel plans including sustainable and active modes;
- Details of **potential approaches** to meeting this requirement

#### Key takeaways:

- Clear and effective Monitoring and Evaluation Plan is required showing the baseline information and the pathway to achieving the requirements.
- The Framework will need to set out the range of potential approaches to meet the requirements, for both existing HGGT area residents and those in the future.



### 2.3 Measuring Mode Share and Global Comparisons

Most towns and cities in the UK do not monitor their mode share. Measuring mode share is only possible through travel surveys or potentially using innovative techniques such as monitoring mobile phone data, although this comes with its own challenges.

An indication is usually inferred through Census-collected data by assessing the mode used to commute. However, the 2021 Census was undertaken during the Covid-19 pandemic when travel patterns were impacted. The Census is also only undertaken every 10 years, meaning change can be hard to monitor on a more granular basis.

The Department for Transport (DfT) does undertake an annual National Travel Survey (NTS), but this covers the whole UK and the sample size is too small for regional analysis.

Some larger cities conduct ongoing mode share analysis, for example Transport for London (TfL) produce annual Travel in London reports.

The chart on the right is a summary of the 2021 Census commuting mode share for Harlow and other towns and cities. Harlow currently has a relatively high car mode share, low amounts of working from home and moderate public transport and active mode share.

Harlow’s high motorised mode share for journey to work compared to WFH and active travel could be attributed to the labour market profile of the town set out in the transport baseline. The sociodemographic mix of the area, comparative expenses of sustainable transport options compared to the car, national reduction in passenger transport use following Covid-19, lack of investment to maintain active travel routes and passenger travel options, the lack of flexibility of sustainable transport, and the reliability of services are also contributing factors.

Other examples of lower car use have been in historical settlements. Cities and towns with constrained road networks (such as Cambridge, Delft or Pontevedra) or modern suburbs designed to support low vehicles use (Vauban or Houten example overleaf) have significant road capacity constraints, which support uptake of different modes of transport. However, there are also other examples of cities delivering higher shares of sustainable

travel through investment in a range of infrastructure alongside the right transport policies. The specific challenge in Harlow is that the existing transport and urban realm has historically prioritised vehicle movements between neighbourhoods which alongside trends in higher car ownership, the relative costs of different modes and location of employment has made driving the dominant transport model.

2021 Census - Journey to Work

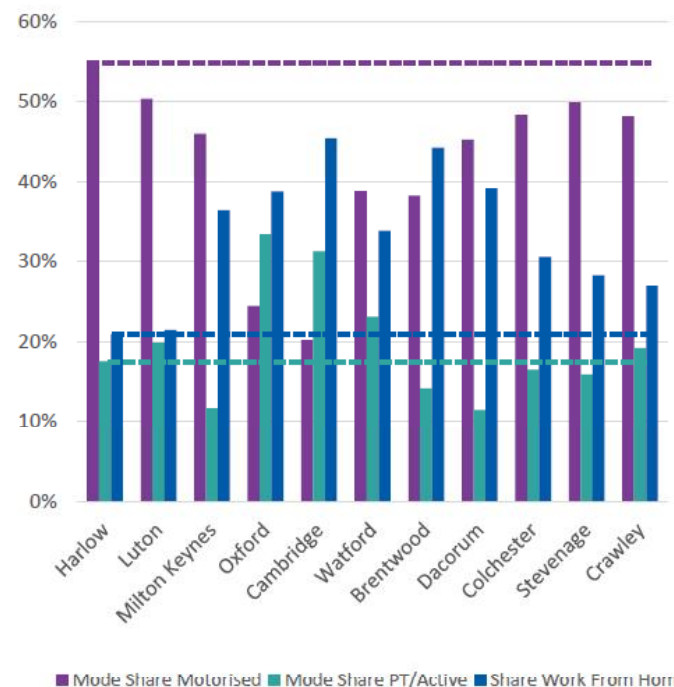


Figure 1: Comparison of commuting mode shares – Harlow and other towns and cities (2021 Census Journey to Work [JtW])

## 2.4 Case Study 1 – Odense, Denmark

Odense is the third largest city in Denmark, located 100 miles from Copenhagen. It has been successful in increasing the share of both active transport and public transport, whilst reducing traffic.

Local public transport is provided through a light rail or tram system (opened in 2022) and buses which are connected to neighbouring communities through active transport. The tramway was constructed on previous highway which was seen to be creating severance for active and public transport in the city. Odense also developed an integrated ticket system for use across modes, and a low emission zone operates in the centre of the city.

Odense has targeted campaigns in place to increase the level of active travel within the city. This includes bike friend campaign, a cycling coach scheme and walking challenge. These campaigns are alongside investment in cycling infrastructure. For example, the main railway station has ample cycle storage and there is over 540 km of bicycle paths.



Figure 2: Odense tramway opened in 2022

Table 1: Comparison of mode share with Odense, Denmark

	Odense	Harlow
Population	175,245	93,566
Public Transport Mode Share	26%	14%
Population Density	2,280.74/km2	3,058/km2
Motorised Share	28%	77%
Cycle Usage	50% of all central trips done by bike	2.6% of adults cycling for travel at least 3 times per week



Figure 3: Odense foot and cycle bridge

## 2.5 Case Study 2 – Houten, Netherlands

Houten is a suburb on the outskirts of Utrecht, Netherlands. Like Harlow, it was a “new town” however it was designed specifically to maximise cycle and public transport access over the private car.

Vehicles are only able to leave neighbourhoods via the ring road whilst the neighbourhoods are connected by dedicated walking and cycling routes. This means that active transport is faster for nearly all short journeys and external journeys can still be made by car. Key trip attractors such as schools are located on the active transport spine.

Houten actively promotes sustainable travel through behavioural change programmes. These, combined with innovative design features and the city’s persistent policies to favour cyclists and pedestrians, have resulted in numerous measured benefits, including improved cyclist and pedestrian safety, increased activity levels of residents, and reduced air quality impacts.



Figure 4: Strategic transport map of Houten



Figure 5: Houten neighbourhood cycle path

Table 2: Comparison of mode share with Houten, Netherlands

	Houten	Harlow
Population	49,911	93,566
Cars per 1000 residents	415	564
Population Density	914/km <sup>2</sup>	3,058/km <sup>2</sup>
Public Transport Mode Share	11%	14%
Motorised Share	45%	77%

## 2.6 Example Mode Share Targets from Other Cities

### London

**Target:** 80% of trips by Public and Active Transport by 2041

**Baseline:** 65% of trips by Public and Active Transport (2022)

**Historical change:** London Has achieve a 12% increase in sustainable mode share from 2000 to 2022.

Key components of **strategy**:

- Continued investment in public transport including bus in outer London, local rail services and tube.
- Healthy Streets programme to encourage walking and cycling and new active travel infrastructure.
- Denser development, public transport accessible areas.
- Utilising further road pricing if required.

### Greater Manchester

**Target:** 50% of trips by Public and Active transport by 2040

**Baseline (2018):** 40% of trips by Public and Active Transport

**Historical change:** No evidence of transformative modal shift to sustainable trips prior to creation of TfGM but

Key components of **strategy**:

- Control and reform the bus networks through franchising.
- Development of tram/train network.
- Integrated ticketing and improved rail service.
- Expansion of cycling infrastructure.
- Focus dense development on public transport corridors.

### Other Areas

**Target:** Most regions cities target changes in specific modes or outcomes. Examples include:

- **DFT:** Net zero transport in U.K by 2050. DFT Decarbonising Transport
- **Wales:** 45% of journeys to be made by public transport, walking and cycling – by 2040.
- **Active Travel England:** 50% of trips in England's towns and cities are walked, wheeled or cycled by 2030
- **Oxford:** 50% increase in all cycle journeys within Oxford for all purposes by 2031.
- **Cardiff:** Increasing mode share of sustainable modes from 51% to 75% by 2030.
- **Edinburgh:** 30% reduction in kilometres (KMs) travelled by car by Edinburgh residents.

## 2.7 Optimal Path to Achieving the Modal Transition Objectives

The optimum path to achieving the modal transition objectives will need to adapt to economic and societal changes and the success of committed infrastructure schemes.

Public acceptability and cost are key constraints, but the most impactful modal shift policies have included potentially controversial measures such as restricting certain traffic movements and some form of pricing mechanisms for travel.

To get public support better public and active transport needs to be delivered so residents have more viable choices other than private car. If publicly acceptable measures do not achieve the required behaviour change, then higher impact measures may be needed which may include greater use of vehicle restraint or pricing.

Most successful modal transition frameworks rely on a mix of better services, promotions, effective pricing and restraint measures.

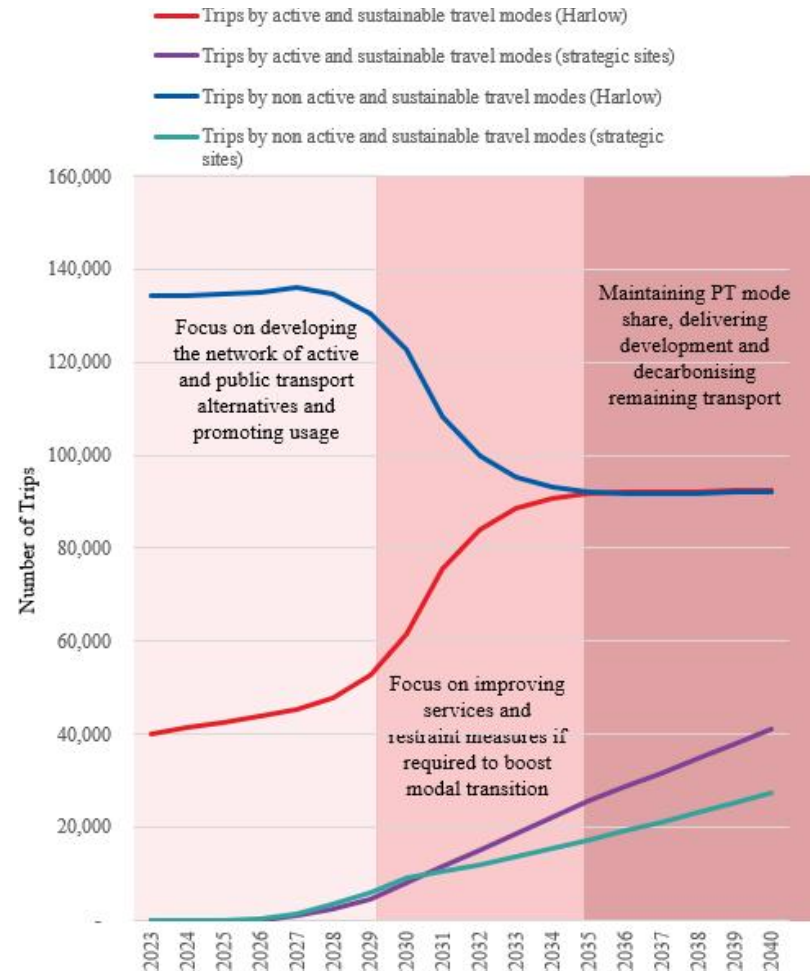


Figure 6: Recommended path to achieving the modal transition objectives for HGGT

## 2.8 Factors that Influence Future Modal Shares



Figure 7: Factors not within and within HGGT's control

There are many factors that influence travel, and hence mode share, that are not within the direct control of HGGT partners. The factors outside HGGT's control will influence what needs to be delivered to meet the modal transition objectives. These will change over time and will also impact the success of each individual intervention. Future "background" changes are uncertain and will require flexibility in strategies and plans to be able to respond.

Key examples of factors outside HGGT's control that impact any planned strategy are:

- **Travel demand changes** induced by Covid-19.
- **Fuel price** spikes changing behaviours.
- The role of **smartphones** in transport which are changing the way people plan journeys and the preferences of travellers.
- **Online retailing** changing leisure habits and society is adapting to people spending more time online rather than in person, reducing some leisure trips.
- **Population dispersal** due to technology.
- **Working from home** creating 'occasional' commuters who are harder to predict.
- Land use changes through permitted development rights (PDR) resulting in uncontrolled **distribution of key journey attractors/generators**.

# 3. Baseline Transport Profile

## 3.1 The Challenge – Mode Share

The area of significant challenge for the delivery of this Framework is the scale of the modal transition required. The current mode share for sustainable transport, whilst reasonable for the context of the HGGT area, is still far below the future modal objectives. The challenge of implementing this change and what that means for overall numbers of people travelling by sustainable modes is an important consideration when developing the prioritised interventions. The challenge is illustrated in the figure below.

In line with the HGGT Transport Strategy:

- Active and sustainable transport = walk, cycle, bus, train
- Non-sustainable transport = vehicle passenger or driver

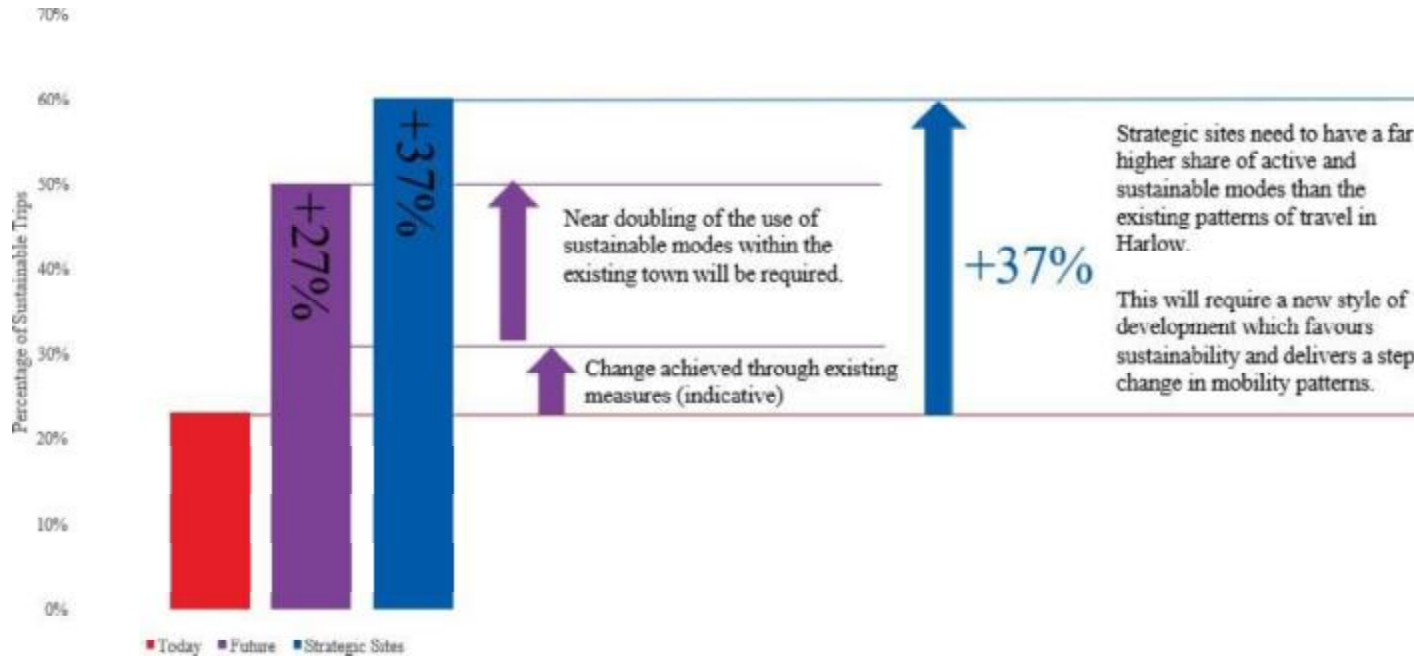


Figure 8: The challenge - modal share

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### 3.2 The Challenge – Demand

The modal transition objectives, coupled with the expected population increases correlate to a significant increase in the number of trips to be made by sustainable modes:

- + 90,267 (+216%) trips per day if there is no reduction in the trip rate (trips per person per day).
- + 48,157 (+115%) trips per day if there is a reduction in the trip rate (trips per person per day).

The capacity of the active and public transport network will need to match this anticipated demand.

The reduction in the non-sustainable mode share results in non-sustainable trip reducing moderately from 2021 with the growth projections.

It should be noted that previous studies on the number of trips, used in support of the Local Plan, presented forecast trip rates which only considered vehicle trips in the peak periods for a wider area.

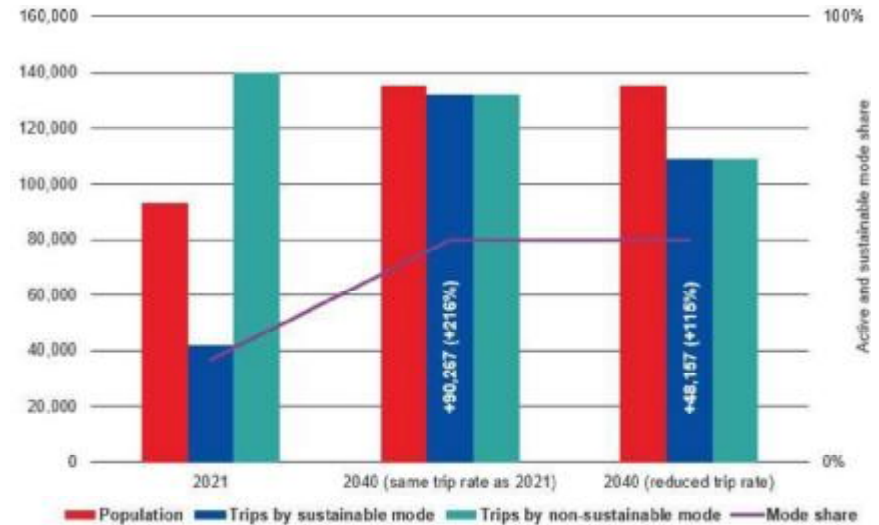


Figure 9: The challenge – total demand forecasts

Note:

2021 trip rate: 1.95 trips per person

Reduced trip rate: 1.61 trips per person (1% reduction per year)

Trip rates in the U.K have been falling due to changing leisure, retail and employment patterns, if these where to continue demand for travel on a per capita basis would fall.



### 3.3 Baseline Mode Share Results (Stantec)

To help inform the progress of the transport strategy and understand the baseline mode share in order to measure against targets, HGGT commissioned Stantec to undertake comprehensive travel surveys across the area of interest, in November 2022 and March/April 2023. Three types of surveys were undertaken.

#### Residential Surveys:

- 20,000 letters sent out
- 3% response rate

#### Employee Surveys:

- 1,900 business contacted
- 728 online-only responses, reduced to 135 valid responses with trip data

#### Retail/Leisure Surveys:

- Of 2,312 surveyed, 759 (33%) valid responses utilised

#### Key Issues / Limitations:

- Survey response was less than hoped but still provides reasonable statistical reliability.
- A clear methodology has been taken to ensure that sustainable modes are not overreported due to analysis of both trip stages and in totality.

The baseline mode share from the residential survey has been validated against Census 2021 (which asks specifically about travel to work), with the results not having significant variances, which confirms its robustness, considering the Census 2021 was undertaken during Covid, which resulted in some anomalies (e.g. less public transport use and more driving).

#### NTEM Data:

- National Trip End Model forecasts growth in trip production and attractions for use in transport modelling. 2023 NTEM data was extracted by Stantec for Harlow District using TEMPro software. Like any forecast model it partially only models the spatial reality in local areas.

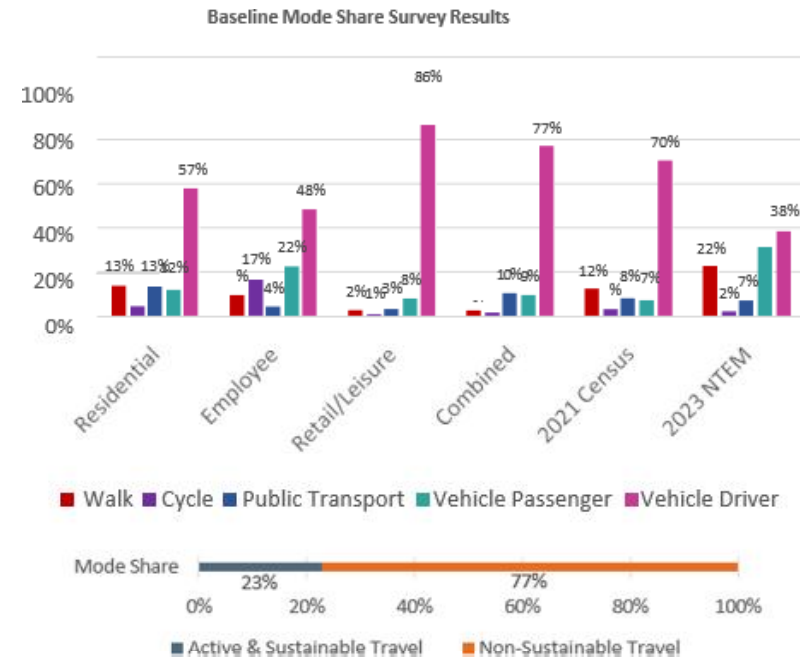


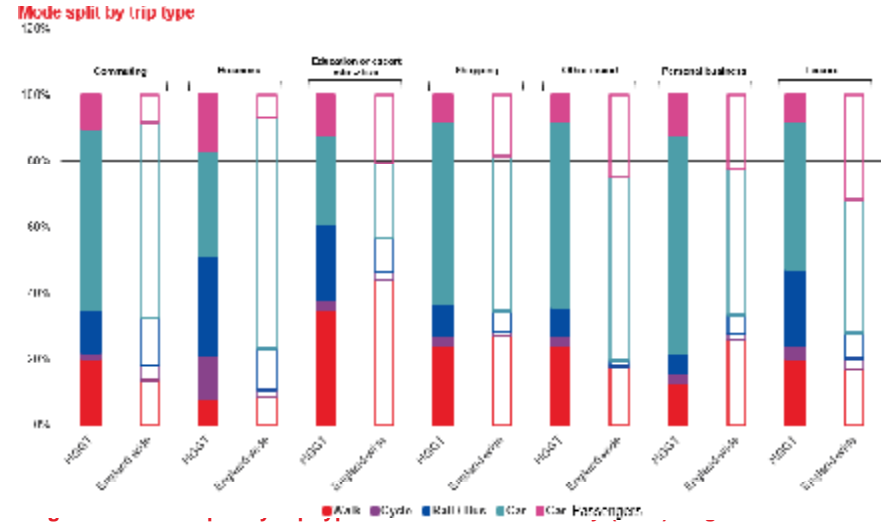
Figure 10: Baseline modal share survey results (Stantec, 2023)

### 3.4 Mode Share: All Trip Types

HGGT residents currently:

- **Rely on car** for commuting, shopping, escorting family members, personal business and leisure.
- **Show propensity for higher uptake of walking** for commuting, escort and leisure compared to the England-wide average.
- **Show propensity for higher uptake of cycling** for business and shopping compared to the England-wide average.
- **Show propensity for higher uptake of public transport** for business, education/education escort, shopping and leisure compared to the England-wide average.

Combined (residential, employment, retail/leisure) surveys resulted in a baseline (2023) mode share of **23% of people using sustainable modes.**



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Note:

The baseline mode share taken from the Stantec surveys was based on low response rate, and should therefore be treated with some caution (albeit evidence is provided to indicate it aligns with comparative data e.g. census).

### 3.5 Mode Share: Commuting

Commuting trips have been investigated for patterns and the following insights have been developed.

Compared to the ‘all trips’ mode share:

- **HGGT residents’ commuting trips** tend to be done more by sustainable modes than other trips.
- **HGGT employees’ commuting trips** tend to be done less by sustainable modes than other trips.

2021 compared to 2023:

- **Slight reduction in public transport use** (continued recovering from Covid-19).
- **Increase in walking and cycling.**

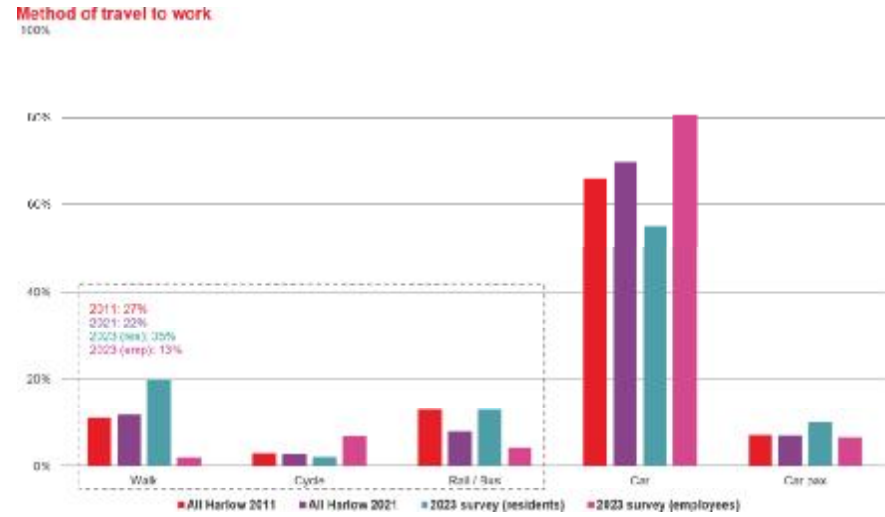


Figure 12: Method of travel to work - Census (2011 and 2021); Stantec surveys (2023)

Note:

The baseline mode share taken from the Stantec surveys was based on a low response rate and should therefore be treated with some caution (albeit evidence is provided to indicate it aligns with comparative data e.g. Census).

### 3.6 Trip Duration: All Trip Types

According to survey data of the HGGT area taken from the Stantec travel surveys (2023):

- The majority of trips surveyed have a duration of 11-30 mins.
- 54% of trips are internal to Harlow; 46% external.
- Opportunity to target 0-30 mins trips being undertaken by car with active and bus transport.
- Longer distance trips are more challenging to convert to sustainable transport modes.

In comparison the England-wide averages<sup>1</sup> are:

- **Walk:** 18 mins
- **Cycle:** 24 mins
- **Rail:** 82 mins
- **Bus (non-Lon):** 37 mins
- **Car:** 21 mins
- **Car pax:** 22 mins

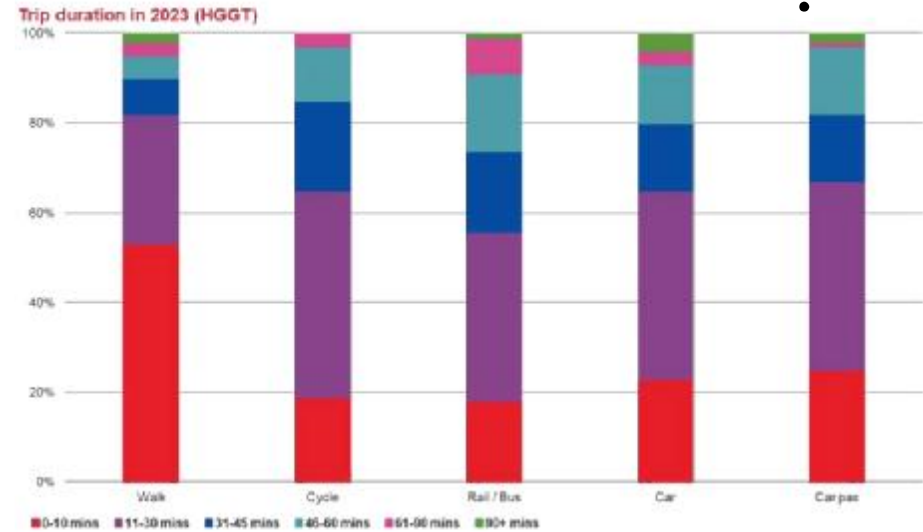


Figure 13: Trip duration, Stantec residential surveys (2023)

Duration of internal employment trips	49%	40%	7%	0%	0%
Duration of internal residential trips	48%	43%	5%	2%	1%

Note:

The baseline mode share taken from the Stantec surveys was based on a low response rate, and should therefore be treated with some caution (albeit evidence is provided to indicate it aligns with comparative data e.g. census).

<sup>1</sup> NTS, 2022 – NTS0303

### 3.7 Transport Network – Relative Cost of Car and Bus

The Bus Network Review for Harlow has been interrogated to understand how the attractiveness of bus compares to the attractiveness of driving.

The average bus fare for adult commuters is £0.25 more expensive than the average long-stay parking charge<sup>2</sup>. The average bus fare for a leisure trip is £2.59 more expensive than the average short-stay parking charge.

Around 1/3 bus passengers are part of concessionary schemes and do not pay a full fare.

For larger family groups travelling by bus can be significantly more expensive than parking – where costs such as are shared.

Currently bus fares are £2 as part of a national bus fare cap, this will temporarily reduce the cost of travelling by bus for many trips.

This difference may therefore act to encourage more people to use private car over bus when making commuter and leisure trips.

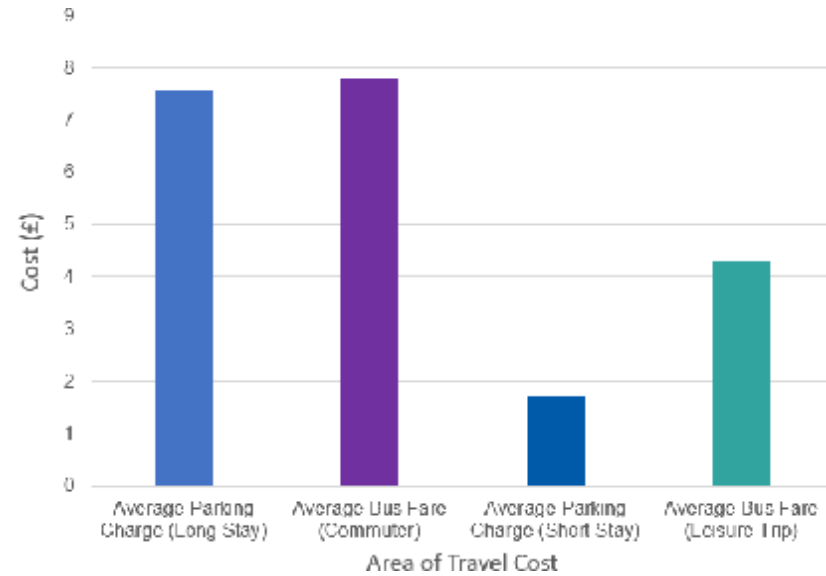


Figure 14: Car parking costs against public transport ticket pricing

<sup>2</sup> It is noted that the bus fares relate to an adult fare per person whereas car parking charges are per vehicle.

### 3.8 Private Sector Car Parking

Parking in central retail and employment areas of Harlow is relatively low cost and provided by private businesses for customers or for employees.

Key car parking observations:

- Many hospitably and leisure business are likely to continue to want to provide free parking to attract customers in a competitive market.
- For many retail business, providing free car parking ensures competitiveness with out-of- town retail or online retailers and cost of provision is relatively low.
- Providing employees with parking ensures they competitive with other employers and providing the equivalent public transport discount as a benefit has additional tax implications.
- With many employers providing free parking and many employees having free parking at home (either off-street or on-road) increasing the share of employers commuting by public transport over medium and long distances can be challenging.

Car Park	Number of Spaces	Charges (Weekday - approx. 2 hours)
The Water Gardens	1200	£0.90 for 2 hours
Queensgate Centre	842	Free (customers only)
The Harvey Centre	731	£1.10 for 2 hours
Terminus Street	678	£3 for 2 hours
Harlow Town Station	673	£2 for 2 hours
The Oaks Retail Park	382	Free (customers only)
Post Office Road	139	£1.25 for 2 hours

**Table 3: Main car park capacity and charges in Harlow**

### 3.9 Employment Profile

Harlow’s economy has a high quotient of public sector employment including:

- Harlow College (400)
- Harlow Council (400)
- The Princess Alexandra Hospital (3,500)

In the private sector the employment market has a higher-than-average employment in sectors like Retail (22%) and in the public-private sector with Health and Social work (19%). Much of Harlow’s private sector employment is in businesses of under 100 people and their sustainability is vital to ensuring the local economy is growing.

The shift patterns in many of many occupations requires early morning and late evening commutes, this may favour car journeys and alternatives need to provide a competitive service outside core hours or equivalent levels of safety and security in early morning and evening such as lighting and maintenance of paths.

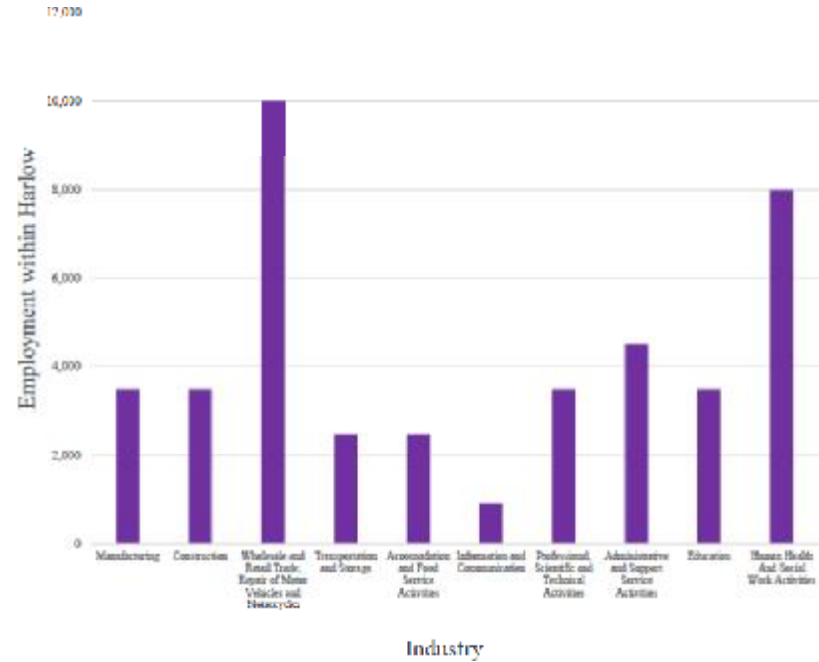


Figure 15: Jobs located within Harlow by sector (Source: Nomis data, 2022)

### 3.10 Travel Behaviour

Various sources of information have been interrogated to infer travel behaviours, the key points to note are that:

- In Harlow, there is broadly balanced commuting flows (slightly tilted toward outflow of commuters – 16,000 inflow compared to 16,500 outflow). There is generally an inflow nationally for towns and cities, due to their role as employment hubs.
- Internal travel is by 34% sustainable modes (with walking accounting for 21%) and indicates already significant car sharing (9% internal passenger trips compared to in/out travel).
- Only 11% sustainable travel into Harlow.
- Travel from Harlow appears more sustainable at 22% - reflecting significant travel to work in London.

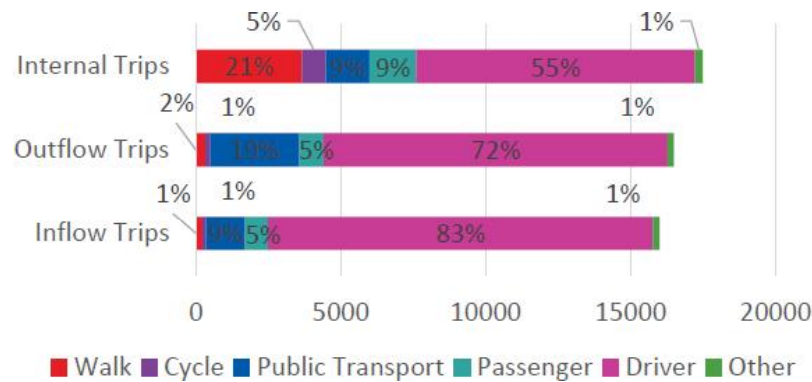


Figure 16: Internal and external trips (Harlow Economic Development Strategy, 2023)

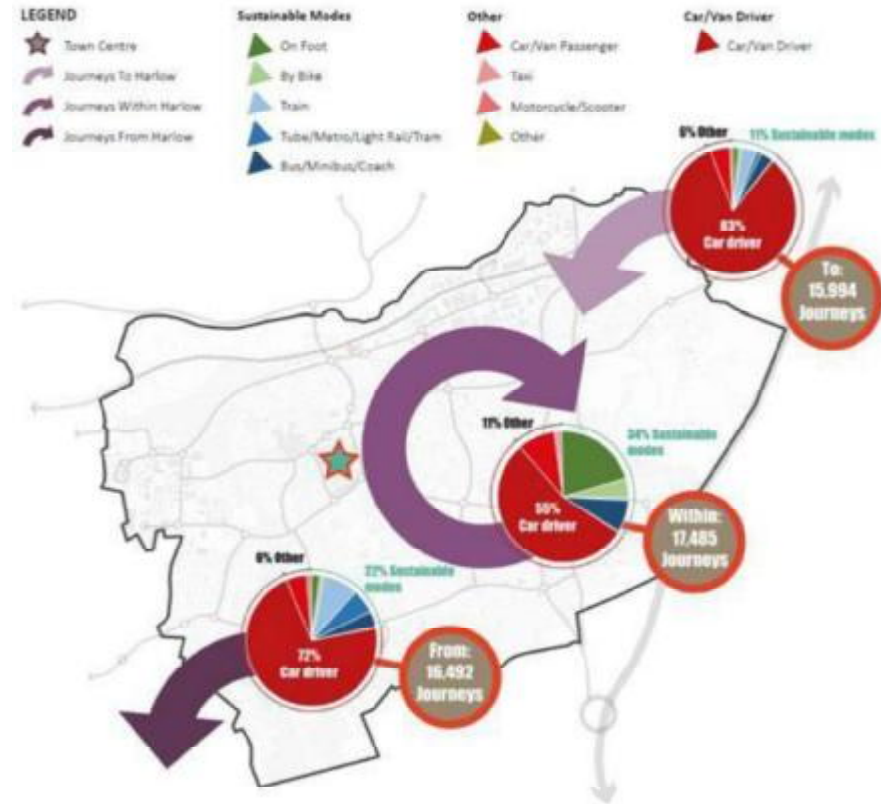


Figure 17: Internal and external trips by mode



## 4. Challenges and Opportunities

### 4.1 Challenges

This section sets out to summarise the challenges identified through the baseline diagnostic review that have been distilled down and grouped into various themes.

All identified challenges have been assessed against the impact to modal transition objectives and were then considered to be taken forward during the prioritisation and scenario testing phase of the study.

Challenges have been summarised into the following categories:

- Travel patterns
- Transport network
- Spatial design and land use
- Social characteristics
- Resources
- Political
- Economy

Category	Challenge	Supporting data	Implication on modal transition objectives	Level of HGGT Partner control
Travel patterns	Low number of people in jobs that enable working from home.	<a href="#">Occupation current - Census Maps, ONS</a>	Limited ability to reduce the total number of commuting trips. Car is the main mode used by existing residents for commuting.	<b>Low</b> – HGGT can improve the attractiveness of working from home by supporting improvements to high-speed internet; HGGT can influence master planning of strategic sites to reduce the number of trips people are required to take to access various services. The type of employment in Harlow is high in sectors which require on site working reducing the overall potential for home working – over time this may change as economy changes and through the development of HGGT.
	Many trips start and/or end outside of the HGGT area (some including the rural hinterlands of Essex and Hertfordshire and beyond).	Stantec survey 2023 (internal / external trip analysis)	These longer trips are difficult to serve in their entirety by alternatives to the car. Modal Transition for these will rely on the bus network (noting there is a role for rail connecting some adjacent areas).	<b>Low</b> – Improving regional bus services requires financial subsidy and to achieve comparable journey times with car is likely to require a high level of funding. Rail WAML service pattern dominated by the Stansted Express services and the key employment locations are a lengthy walk from the station requiring first/last mile solutions.
	Limited data availability of trip patterns (i.e., challenging to understand trip patterns based on current data - Stantec survey, Census or NTS).	Officer interviews	Limited understanding of trip patterns and profiles makes informed investment in interventions for Modal Transition more difficult.	<b>High</b> – HGGT can improve understanding and monitoring of trips to and within the HGGT area.
Transport network	Even with Modal Transition objectives, there is a need to retain highway capacity due to projected population grows	Stantec survey 2023; population projections (see slide 11)	Any reductions in highway capacity at locations will need to be carefully considered.	<b>Medium</b> – HGGT can provide an important coordination and collaboration role with the partner councils making up the LHA and would be consulted with for future governance, with final responsibilities lying with the highways authorities as LHA (HCC/ECC).
	Falling bus patronage and the challenging of developing sustainable mode share without ongoing subsidy	<a href="#">bus01.ods (live.com) (BUS01e)</a>	Reduction in bus mode share. Higher costs for multiple people/families using buses compared to parking even with current fare cap.	<b>Medium</b> – Improving bus services requires financial subsidy, likely to require a high level of funding. However, bus subsidies may be required as part of S106 agreements. Subsidy required alongside analysing whole journey package to understand constraints of current provision and measures to reduce attractiveness of parking cost in line with ECC standards.
	Missing links within the walking and cycling network.	<a href="#">HGGT Transport Strategy</a>	Limits the case for change to walking and cycling modes if the network is disconnected between key O-Ds.	<b>Medium</b> – HGGT have produced an LCWIP and will be updated early next year. This will interlink with LCWIP's produced by the counties. HGGT needs to continue to make the case for funding through national schemes. Currently only LHA's can bid, with no indication within that this will change in future.

Transport network	Distance to the train stations from communities in the south.	<a href="#">HGGT Transport Strategy</a>	Potential reduction in the attractiveness of using the train for longer trips or use of sustainable modes to get to the station.	<b>Medium</b> – HGGT has developed proposals to increase public and active transport from the south but there are areas outside of control of HGGT such as fare integration.
	Real and perceived safety issues with sustainable transport network.	<a href="#">HGGT Transport Strategy</a>	Potential reduction in attractiveness of active and sustainable modes.	<b>High</b> – HGGT can run trials on new modes and support safety through messaging and programmes. HGGT can liaise with LHA to ensure infrastructure is maintained and delivered to a high standard and raise issues to address with them.
	Limited collaboration on demand-responsive transport (DRT) / community transport.	Officer interviews	Limits the potential for cross-boundary DRT or community transport to fill gaps in the transport network.	<b>Medium</b> – HGGT can push the agenda for this amongst partner councils, but achieving buy-in from all is not guaranteed.
	Accessibility (travel time) by car compared to other modes	Accessibility mapping	Limits attractiveness of non-car modes if they can't access a similar number of destinations in an equivalent timeframe.	<b>Medium</b> – Improvements to the active and public transport networks will increase the accessibility of these modes. Proximity to strategic road network presents challenges to level of control.
	Relative cost	Officer Interviews	The relative costs of modes can result in incentives for car trips especially for larger groups	<b>Low</b> – National and regional systems are controlled by different organisations
	Long term sustainability of high frequency bus services, share and demand responsive transport service	Officer Interviews	Introducing comprehensive new form of transport need to have long term revenue and sustainability plans.	<b>Low</b> - Existing public transport is delivered through either privatised bus network and future services such as shared mobility are also operated commercially and therefore will seek to maximise profits over-achieving wider aims such as increased mode share.
Spatial design and land use	Readily available cheap parking in town centre, main employment areas and residential developments.	Spatial mapping	Does not disincentivise driving throughout HGGT.	<b>Medium</b> – Council-owned parking is within HGGT's control, but retail and employment sites are privately owned, and companies have commercial pressure to retain.
	Spatial layout of HGGT.	Spatial mapping	Planned poly-centric layout will provide residents with access to a large number of services in a short distance. These trips are more easily accommodated by active and sustainable modes.	<b>Low</b> – Existing settlement patterns are established and no significant change to these is anticipated (e.g. land use). However, the strategic sites can be planned to aid the achievement of the Modal Transition objectives.

	Private Sector Parking Supply	Spatial mapping	Current model does not disincentivise driving, and there are potential political and costing issues in driving a shift away from this model.	<b>Low</b> - Private parking owned by many businesses is seen as key to attracting customers and retaining competitiveness as an employer, with employee expectations to have free on-site parking.
	River Stort severs HGGT (as well as A414).	Spatial mapping	Disproportionally increases the journey time of walking and cycling compared to driving.	<b>High</b> – A second Stort crossing is being planned according to the strategic transport network vision. Further possible intervention includes Parndon LCWIP Mill Route, Link to Roydon Station and improvements to the paths in the Stort Valley.
<b>Social characteristics</b>	Lifestyle factors, e.g., leisure activities, times and location of employment, family commitments, etc.	General (i.e., not specific to HGGT)	Potential reduction in attractiveness of active and sustainable modes for certain trip types or traveller characteristics.	<b>Low</b> – HGGT is very limited in terms of what it can do to influence these lifestyle factors.
	High car use.	<a href="#">HGGT Transport Strategy</a> ; Stantec survey 2023	Potential reduction in attractiveness of sustainable modes (walking and cycling; safety; buses; congestion) if cars dominate the local streetscapes.	<b>Medium</b> – HGGT can't control national policies on relative cost of modes e.g., public transport fares, fuel duty, etc.
	Resistance to change.	General (i.e., not specific to HGGT)	A long-term and persistent commitment over many years is required which may involve impacts on existing patterns of use.	<b>Medium</b> – HGGT will need local buy-in to deliver the measures that will impact existing residents.
<b>Resources</b>	Capacity in partner councils.	General (i.e., not specific to HGGT)	Limited human resources available to push the agenda for modal shift.	<b>Medium</b> – Knowledge transfer throughout the partner councils and the Modal Shift Officer role will help to raise the profile of the task.
	Funding availability.	General (i.e., not specific to HGGT)	Limited human resources available to push the agenda for modal shift.	<b>Medium</b> – Local Authorities can take funding decisions or re-prioritise funding. Funding availability is also available from central government grants, etc.
<b>Political</b>	Gaining long-term political support.	General (i.e., not specific to HGGT)	Appendix A Long-term planning to support the Modal Transition is challenging. The introduction of the Joint Committee will enable HGGT greater decision-making powers, and delegation in some respects.	<b>Medium</b> – HGGT can lobby politically.
	The 'Plan for Drivers' (DfT, Oct 2023).	General (i.e., not specific to HGGT)	Introduction of measures to balance the time differential and environment between sustainable modes and vehicles is difficult to introduce.	<b>Low</b> – National approach to drivers from the Government.

	Gaining local support.	Officer interviews	Hesitance to make difficult decisions to support the Modal Transition if local support is not there.	<b>Medium</b> – HGGT will need local buy-in to deliver the measures that will impact existing residents.
<b>Economy</b>	Vehicle ownership.	<a href="#">Number of cars or vans - Census Maps, ONS</a>	Can be difficult to influence people’s behaviours away from car use towards sustainable modes with very high levels of car ownership. Locations with high public and active transport mode share tend to have far lower car ownership than Harlow (although Harlow (78% car ownership is amongst the lowest in Essex (83%).	<b>Medium</b> – HGGT has limited over whether residents own vehicles, but it can influence design of new developments to reduce the need of existing communities reliance on private vehicle ownership through improving the quality of alternatives to car ownership or polices that reduce car ownership such as household parking permitting.
	Increasing costs of bus operations.	General (i.e., not specific to HGGT)	Reduction in bus mode share because of bus operators withdrawing bus services, reducing the network coverage and service frequency.	<b>Low</b> – Much operating cost is driven by external factors outside of HGGT’s control, including energy and fuel prices, inflation, availability of staff, etc.  Bus priority can play a role in increasing the speed of buses and HGGT has the ability to secure funding to make improvements in this field but will require much wider, key issues addressing, which HGGT has no control over.
	Propensity to change different social groups including deprivation	IMD	It may be harder to increase uptake people in lower incomes as they could have other more pressing economic challenges than travel even though sustainable transport is in many cases more affordable.  However public transport use is often higher for lower income groups, often due to lower car availability.	<b>Medium</b> - The HGGT Quality of Life work has identified issues and begun to build relationship with local communities and should be developed further.

## 4.2 Opportunities

This section sets out to summarise the opportunities that have been identified through the baseline diagnostic review. It summarises these into the following categories:

- Published LCWIP
- Area Wide Network Management and Liveable Neighbourhoods
- Infrastructure
- Harlow Town Station
- Spatial Design and Land use
- Travel Patterns
- Transport Network
- Resources

Category	Opportunity	Supporting information	Implication on modal transition objectives	Level of HGGT Partner control
<b>Travel Patterns</b>	High number of internal (short) trips.	Stantec survey 2023 (internal / external trip analysis)	High number of potential trips to target with active and sustainable modes.	<b>High</b> – Shifting short trips to active travel could be significant contributions to the target through mix of improved cycle routes and right policies.
<b>Transport Network</b>	There is already an extensive walking and cycle network.	Spatial mapping	Potential faster uptake of active or sustainable modes with more investment as a baseline has already been established.	<b>High</b> – Network can improve through targeted measures and extensions to new development can be cost effective.
	Current and ongoing bus reform funding.	National Bus Strategy	Increase in bus mode share will be challenging without significant increase in funding.	<b>Medium</b> – Bus funding largely available from national funding pot and limited resources to achieve significant frequency improvements locally. Section 106 can also support service improvements.
	Maintenance and lighting initiatives to make existing network more inviting.	2022 Quality of Life survey	Potential increase in attractiveness of active and sustainable modes.	<b>High</b> – Network can improve through targeted measures and extensions to new development can be cost effective. Ongoing cost will remain a challenge.
	s106 agreements associated with new development sites and des	General (i.e., not specific to HGGT)	Will assist with funding constraints and reduce the risk of developments being constructed with no car alternatives.	<b>High</b> – Opportunity for new sites to support development of public and active transport infrastructure on the outset.
	DRT / community transport to help to service rural areas or fill gaps in other parts of the network.	General (i.e., not specific to HGGT)	Potential increase in bus mode share.	<b>Medium</b> – Evidence for DRT providing significant mode shift.
<b>Resources</b>	HGGT Modal Transition Officer role.	Officer interviews	Dedicated human resources to push the agenda for Modal Transition across the HGGT partner councils.	<b>Medium</b> – Focused resource to drive mode shift agenda.
<b>Published LCWIP</b>	ATF funding secured for LCWIP Route 9 and design for LCWIP4.	HGGT LCWIP	Can begin next stages of development of the walking and cycling schemes.	<b>High</b> – Funding secured (to Essex CC) and plans developed.
	N2C STC will deliver the LCWIP Route 2 by 2026 – funded through HIG.	HGGT LCWIP	Developer s106 contributions for the STC network will support LCWIP delivery.	<b>High</b> – Utilised opportunity for developers to support sustainable infrastructure development.
	CSC will deliver the LCWIP Route 3 to Gilston and upgrade the LCWIP Route.	HGGT LCWIP	Delivery of key crossing for sustainable accessibility to new developments.	<b>High</b> – Delivery of 2 infrastructure projects and improvements through 1 scheme.

	Parndon Mill Route secured in s106.	s106 Heads of Terms	Support sustainable travel for new developments.	<b>Medium</b> – Securing funding through s106 agreements. Delivery trigger must be met before funding secured. Still issues to address.
	Creation of a pipeline of schemes for further walking and cycling measures.	HGGT Transport Strategy	Key strategic aspect of maintaining infrastructure delivery to support sustainable travel by existing and new developments.	<b>Medium</b> – Capacity to develop more schemes and interlink delivery difficult.
	ECC Asset Enhancement programme has improved walking and cycling routes away from LCWIP.	Everyone’s Essex Annual Plan	Key for development of a regional, sustainable travel network.	<b>Medium</b> – ECC deliverables but HGGT can manage the opportunities for connections within the HGGT area to these routes.
	ECC is planning a West Essex LCWIP to review inter-town, cross border and longer leisure and commuting opportunities.	ECC engagement	Key trip types to be targeted for transition to active and sustainable modes.	<b>Medium</b> – ECC deliverables but HGGT can manage the opportunities for connections within the HGGT area to these routes.
<b>Area Wide Network Management and Liveable Neighbourhoods</b>	Creation of a better balance between vehicles and sustainable travel.	HGGT Transport Strategy	Key for achieving level of desired modal transition, and greater equality between different mode choices and maximise the benefits of the active and sustainable travel programmes.	<b>Medium</b> – Aspects of strategy there but difficult to manage travel behaviour in area due to constraints such as parking ownership, business incentives and national government policy.
<b>Infrastructure</b>	Sustainable Transport Corridor (STC)	Harlow Council Infrastructure Delivery Plan (IDP), Gilston Villages s106 Heads of Term, Infrastructure Delivery Plan (IDP) Update 2024	Delivery of key infrastructure to support sustainable travel across HGGT area.	<b>High</b> – First leg to be delivered by March 2026 through HIG. Opportunity to invest in design of other STC sections, create outline business cases. Significant s106 funding already secured from Gilston. Network within the IDP requires developer funding.
	HGGT Area Wider Infrastructure Schemes	Harlow Council Infrastructure Delivery Plan Harlow & Gilston (HGGT) Infrastructure Delivery Plan (IDP) Update 2024	A mix of measures at key junctions across the network to improve the sustainable and active travel facilities, manage the network and reduce impact of development in residential areas. Key for delivering level of infrastructure required to achieve targets.	<b>Medium</b> – Schemes designed to preferred option stage and creation of outline business cases, with funding required.
<b>Harlow Town and Mill Stations</b>	ECC have undertaken an initial assessment considering options for improving bus and cycle access and related facilities on the southern side of Harlow Town Station.		Improving accessibility to the stations which will contribute to rail attractiveness.	<b>Medium</b> – Requires Network Rail approval and work undertaken by them and is based on their costings.



	Potential for wider development in the area, including existing land uses.	Infrastructure Delivery Plan (IDP) Update 2024	Promotion of sustainable travel from outset for new developments due to location.	<b>High</b> – Harlow Town Station lies within Burnt Mill designated employment area in the HDLP 2020. This allows for employment-led development opportunities with the potential to provide development contributions that can enhance transport infrastructure around the station as a transport hub and create a more attractive gateway into Harlow.
	Gilston s106 to include contribution for the Northern Access, with money set aside for feasibility study.		Key for improving accessibility to the station for Gilston Villages for sustainable modes.	<b>Medium</b> – Requires Network Rail approval and undertaken by them and is based on their costings.
	Opportunity to create mobility hub alongside modernisation of access and interchange arrangements and improve northern access to Harlow Town Station through liaison with Network Rail/GBRTT.		Creates opportunity for transport links for before/after journey stage improving attractiveness of rail and station accessibility as is relatively isolated spatially.	<b>Medium</b> – Requires Network Rail approval and work undertaken by them and is based on their costings.
	Development opportunities around stations, which would promote active travel and link into STC corridor. Opportunity for both stations to act as interchanges or Transport Hubs.		Maximising the benefits and opportunities of modal transition.	<b>High</b> – HGGT can promote improved station accessibility and facilities as driver for modal transition as referenced on the Revised HGGT IDP.
<b>Spatial Design and Land Use</b>	Increased proximity to services as a result of effective masterplanning.	HGGT Vision, Local Plan policies and masterplanning for strategic sites.	Potential decrease in longer duration trips and increase in shorter duration trips (that could be done by walking or cycling).	<b>Medium</b> – Potential for land use changes highest in new development.
	Increased permeability of areas.	HGGT Vision, Local Plan policies and masterplanning for strategic sites.	Potential to better connect the active transport network.	<b>Medium</b> – There are powers among HGGT authorities to change permeability through modal filters on the highway network, or to require new connections within planning policy and demand management, or to seek funds to deliver such interventions more directly.
	Job creation from development of employment land use.	HGGT Vision, Local Plan economic policies, HGGT Strategic Economic Framework 2024, HDC Economic Development Strategy 2023-2028.	Key for achieving HGGT quality of life objectives. Will enable integration with sustainable modes.	<b>Medium</b> – Difficult to control employment opportunities and business investment but land availability in public and active transport accessible areas would support high sustainable transport use.
	Mixture of land use in development to reduce trip lengths.	HGGT Vision, Local Plan policies and masterplanning for strategic sites.	Increases prevalence of active and sustainable modes due to local nature of trips.	<b>Medium</b> – HGGT LPA partners can promote mix of land uses through planning policy allocations and development management.

## 5. Benefits Map

### 5.1 Benefits Map Methodology

Benefits realisation is the practice of ensuring that benefits are derived from outputs and outcomes. Any programme of change requires a constant focus on the intended benefits (measurable improvements) if it is to deliver value and remain aligned with overarching goals. Delivering value begins with defining the expected high-level outcomes before a programme is approved and continues through the identification, profiling, tracking, and embedding of benefits.

A 3-step methodology was followed to develop a benefits map. The approach aims to promote efficient resource allocation, as it helps identify synergies and trade-offs between benefits and interventions, allowing for more informed decision-making and a more comprehensive understanding of the potential outcomes.

#### 1. Identifying Benefits

- To assess potential measures and metrics to assess the proposed interventions, the garden city principles were used as a starting point for identifying benefits for the people of the HGGT area.

#### 2. Logic Map

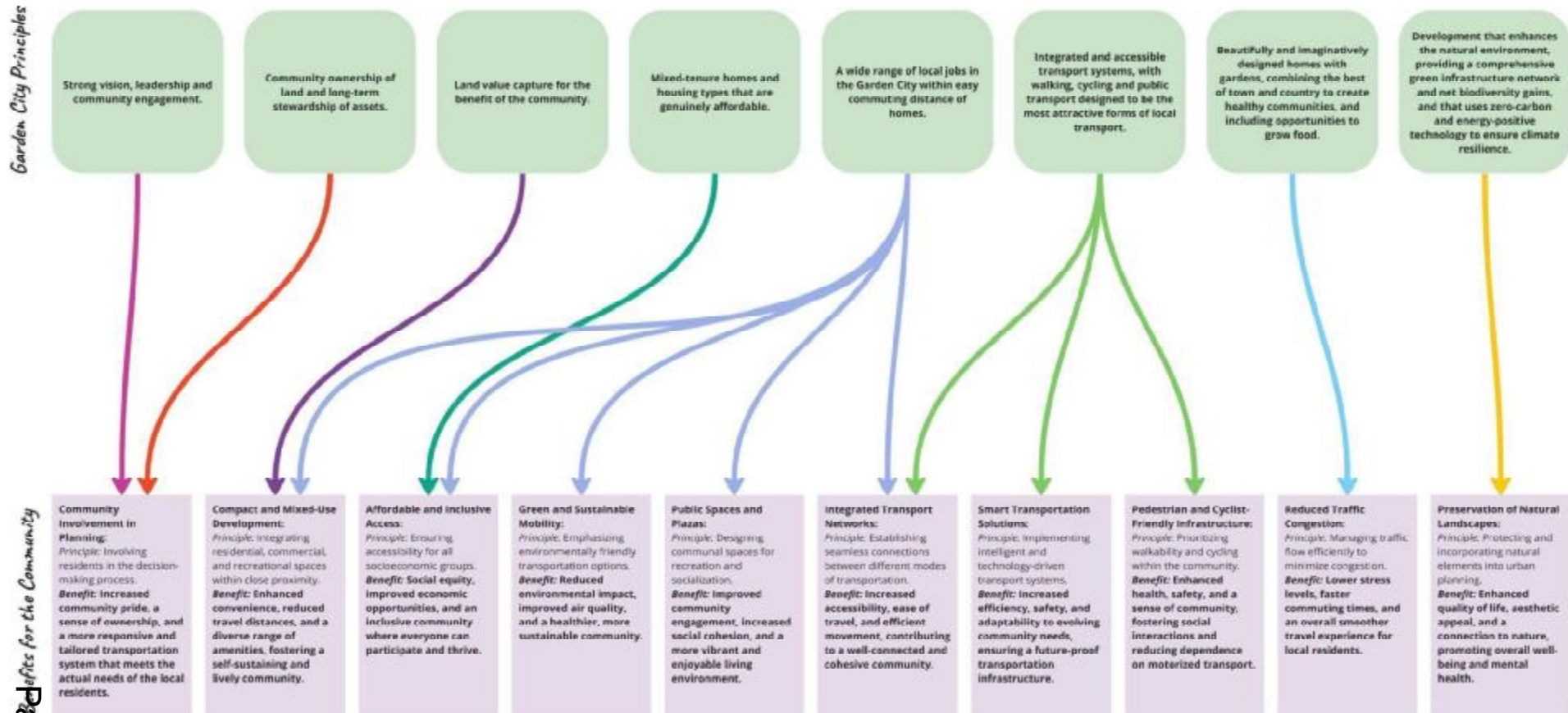
- To provide transparency of decision-making as the Framework is progressed and to help plan and provide details around activities for implementation and expected results, a logic map was developed to embed the benefits into the outputs, outcomes and objectives. The aim of the logic map is to show a clear rationale between the strategy outputs, desired outcomes and benefits – all linking back to the strategy objectives.

#### 3. Mapping Benefits

- To enable a holistic perspective, the benefits were mapped against the Framework's objectives, outcomes and outputs. By doing this, we ensure that we don't view benefits in isolation but rather understand how interventions can generate multiple benefits simultaneously and how benefits may span across different outputs and outcomes.

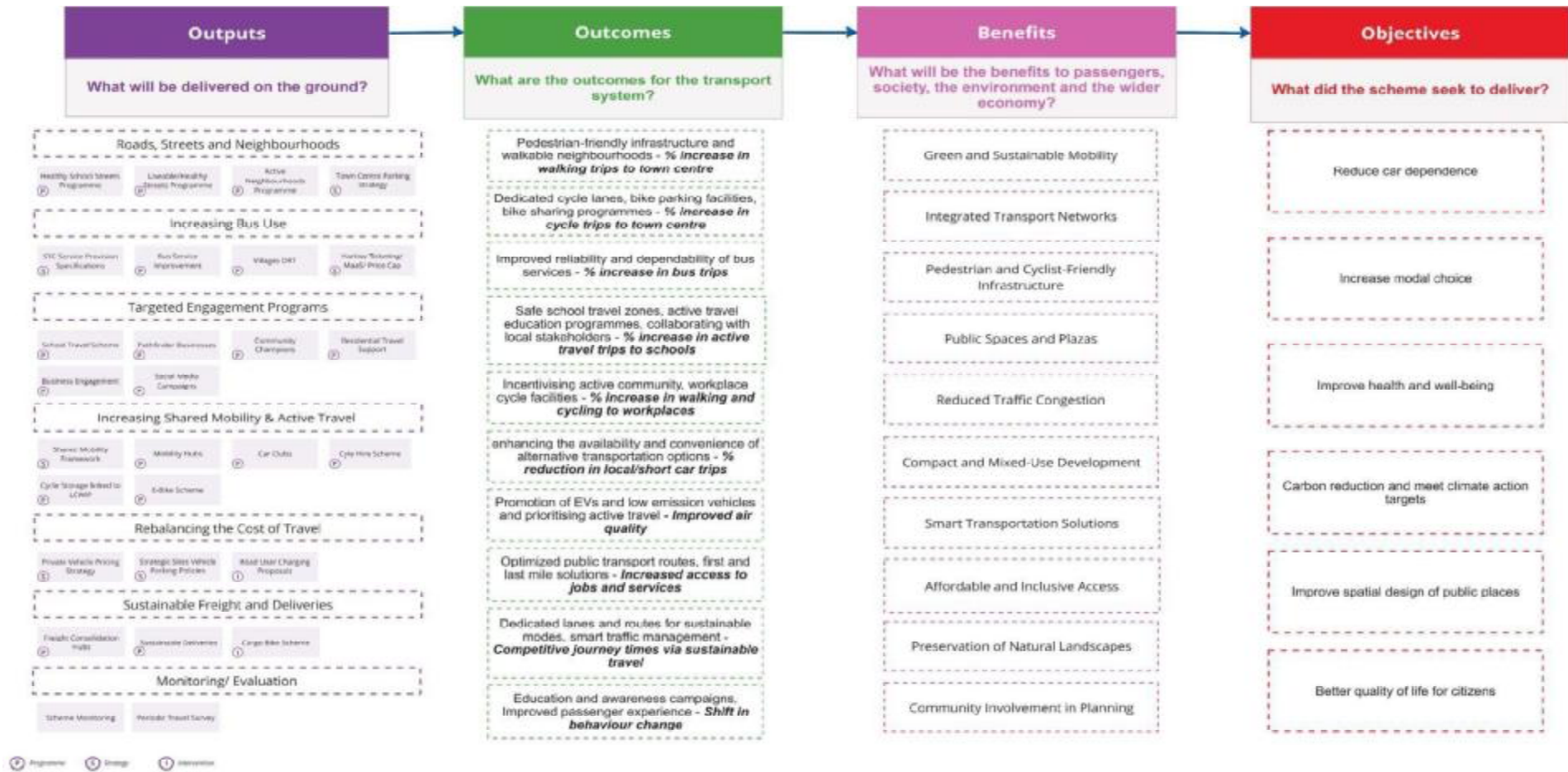
## 5.2 Garden City Principles and Benefits

The garden city principles offer a holistic framework to enhance the natural environment while also providing affordable and accessible places to live to support healthy and sociable communities. These ambitious and creative principles are the starting point for which to assess community benefits for the Framework. A transport lens has been applied to each of the principles, to understand how we might achieve the garden city principles through improved transport and modal shift.



### 5.3 Logic Map

To provide transparency of decision-making as the Framework is progressed and to help plan and provide details around activities for implementation and expected results, a logic map was developed to embed the benefits into the outputs, outcomes and objectives. The aim of the logic map is to show a clear rationale between the strategy outputs, desired outcomes and benefits – all linking back to the strategy objectives.



## 5.4 Mapping Benefits

To enable a holistic perspective, the benefits were mapped against the Framework's objectives, outcomes and outputs. By doing this, we ensure that we don't view benefits in isolation but rather understand how interventions can generate multiple benefits simultaneously and how benefits may span across different outputs and outcomes.

Harlow and Gilston Garden Town		Benefits										Outputs						
Objectives		Green and Sustainable Mobility	Integrated Transport Planning	Pedestrian and Cycle-Friendly Infrastructure	Public Spaces and Places	Reduced Traffic Congestion	Compact and Walkable Development	Smart Transportation Solutions	Affordable and Inclusive Access	Preservation of Natural Landscapes	Community Involvement in Planning	Roads, Streets and Neighbourhoods	Increasing Bus Use	Targeted Engagement Programs	Increasing Sustainability & Active Travel	Reducing the Cost of Travel	Sustainable Freight and Deliveries	Monitoring Evaluation
Objectives																		
Reduce car dependence		✓	✓	✓		✓	✓					✓	✓					
Increase modal choice		✓	✓	✓				✓				✓	✓					
Improve health and wellbeing		✓		✓						✓			✓					
Reduce carbon and meet climate action targets		✓	✓	✓		✓							✓	✓	✓	✓	✓	
Improve spatial design of public places					✓		✓			✓	✓		✓		✓	✓		
Better quality of life for local residents					✓		✓		✓	✓	✓		✓		✓	✓	✓	
Outcomes		Outcomes																
Outcomes	Dedicated cycle lanes, bike parking facilities, bike sharing programmes - % increase in cycle trips to town centre	✓	✓	✓	✓	✓	✓			✓		✓						
	Pedestrian-friendly infrastructure and walkable neighbourhoods - % increase in walking trips to town centre	✓	✓	✓	✓	✓	✓			✓		✓						
	Improved reliability and dependability of bus services - % increase in bus trips		✓				✓	✓					✓	✓				
	Safe school travel zones, active travel education programmes, coordinating with local stakeholders - % increase in active travel trips to schools						✓	✓					✓	✓				
	Encouraging active communities, workplace cycle facilities - % increase in walking and cycling to workplaces	✓					✓	✓			✓	✓		✓				
	Enhancing the availability and conversion of alternative transportation options - % reduction in local/short car trips		✓				✓	✓			✓		✓		✓	✓		
	Promotion of EVs and low emission vehicles and promoting active travel improved air quality	✓						✓		✓					✓			
	Optimized public transport routes, first and last mile solutions - increased access to jobs and services	✓	✓				✓	✓			✓		✓		✓		✓	
	Dedicated lanes and routes for sustainable modes, smart traffic management - Competitive journey times via sustainable travel	✓	✓	✓	✓	✓	✓						✓	✓	✓	✓	✓	
Education and awareness campaigns, improved passenger experience 50% in behaviour change							✓			✓			✓	✓	✓		✓	

## 6. Framework Methodology

### 6.1 Overview

Below is an overview of the methodology applied to develop the Framework and its themes.

#### 1. Review long list of interventions

The following information was documented on the delivery proposals:

*More* developed interventions:

- a. Type of intervention (i.e., infrastructure/policy)
- b. Funding status and source
- c. Planning status
- d. Delivery period and completion

*Less* developed interventions:

- e. Who would be responsible for delivery
- f. When it could be delivered
- g. What it would impact (active, public transport, reduced vehicle attractiveness, etc.)
- h. Identified deliverability challenges
- i. Identified benefits

#### 2. Group interventions by theme

Themes reflect the key areas of targeted intervention that will contribute to modal transition. See Section 7 for details of the themes selected.

#### 3. Prioritise interventions, or groups of interventions, within each of the themes.

Prioritisation was based on feasibility, deliverability, affordability and modal shift potential. These details were informed by comprehensive desktop research, a benchmarking exercise, and detailed discussions and workshops with officers working across all of the HGGT partner councils.

#### 4. Set out prioritised interventions in a delivery pathway

The timings of intervention delivery are based on project dependencies and knowledge of delivery for similar schemes. Both short term (next 2 years) and long term (up to 2040) actions are included. The interventions have also been overlaid with the existing HGGT work plan.

#### 5. Develop delivery scenarios

Three delivery scenarios (Business as usual, Ambition and Exemplar) have been set out in Section 8 to indicate the different potential pathways for achieving the modal transition objective. Particular interventions have been allocated to each scenario.

<b>Scenario</b>	<b>Falling behind achieving the objectives for HGGT (BAU)</b>	<b>Trailing the target timeframes but progressing towards the objectives for HGGT (Ambition)</b>	<b>On track to achieve the objectives for HGGT (Exemplar)</b>
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## 6.2 Strategies, Programmes and Interventions

- S** Strategies set out an agreed way to achieve an objective to ensure delivery is aligned strategically.
- P** Programmes are a group of related interventions that combine to deliver an outcome (as set out in the strategy).
- I** Interventions are activities that aim to deliver a specific output/outcome (as set out in the strategy).

The Framework has been developed on the basis that successful change requires a set of programmes that can deliver smaller tactical interventions. Programmatic approaches have been key to changing transport systems over a sustained period, especially where there has been a need to transition from places that overwhelmingly favour private transport to one which is more balanced and multi-modal.

In the following section, complementary schemes have been grouped into themes and selected based on them having similar principles and an understanding of what delivers value for money.

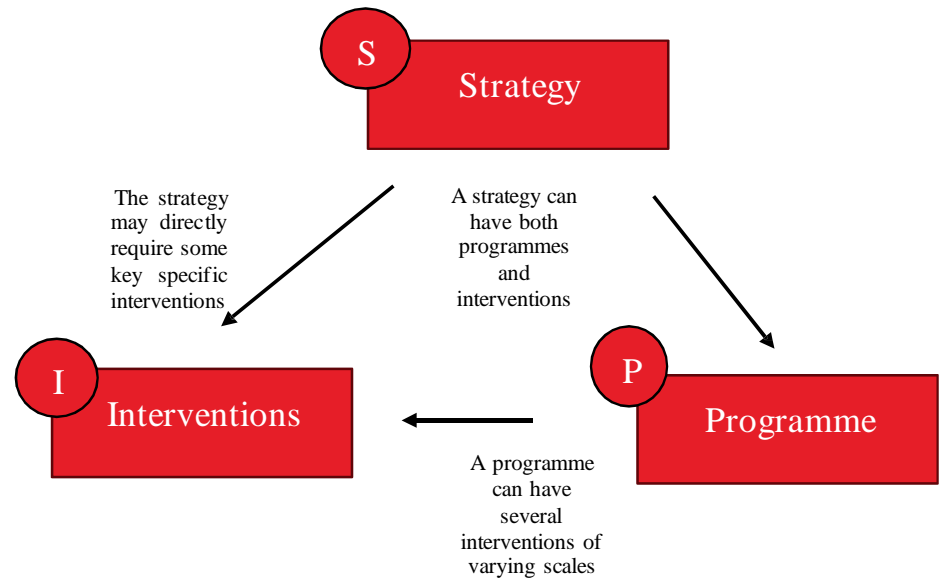
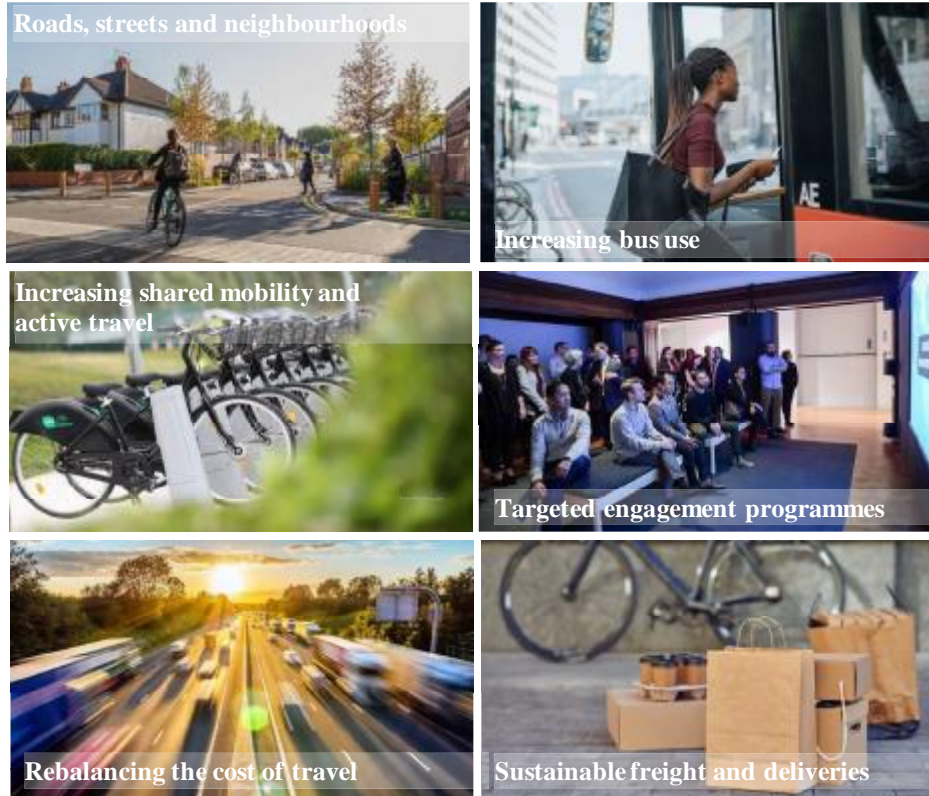


Figure 18: Relationship between strategies, programmes and interventions

## 7. Framework Themes

### 7.1 Introduction

The Framework has been set out according to six themes:



These themes reflect the key areas of targeted intervention that will contribute to modal transition. None of these themes alone will deliver the modal transition objectives for HGGT, however, delivering a mixture of interventions across all the themes will result in a more sustainable shift in behaviours.

For each theme, the following has been set out:

- Baseline situation
- How it supports the vision for HGGT
- What it will likely achieve
- Summary of components (what strategies, programmes or interventions sit within the theme)
- Prioritisation and suggested delivery timeframes
- Benefits, outcomes and evidence.



## 7.2 Road, Streets and Neighbourhoods

### 7.2.1 Introduction

#### *What is the baseline situation?*

Many of Harlow's neighbourhoods and main streets are car dominated, this not only encourages high levels of car use for short journeys but also makes active travel less attractive. The HGGT area is delivering improvements through the LCWIP and STC schemes. There is still a high share (23%) of very short<sup>3</sup> car journeys in Harlow.

#### *Why does this theme support the Vision for the HGGT area?*

Ensuring that appropriate road and kerb-side space is allocated evenly, and fairly to all modes including public transport, cycling and walking as well as ensuring dedicated facilities for pedestrian and cycling facilities are high quality, has been proved to increase sustainable travel uptake and therefore mode shift.

Short trips by private car are some of the easiest to change and by reducing the level of overall traffic on key streets, this can make walking and cycling safer, creating a positive reinforcement.

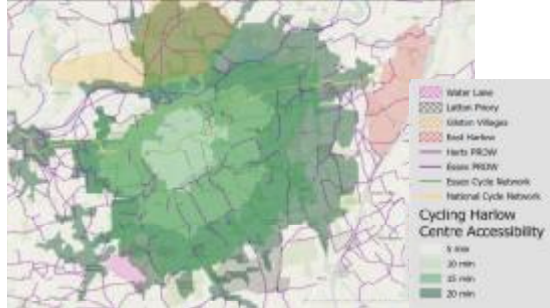


Figure 19: Harlow cycling catchment

#### *What will it achieve?*

There are multiple examples of investments in streets and neighbourhoods supporting significant modal shift. This also supports improved economic and health outcomes through active travel and improve quality of life through lower noise, better air quality and higher-quality local environments and places.

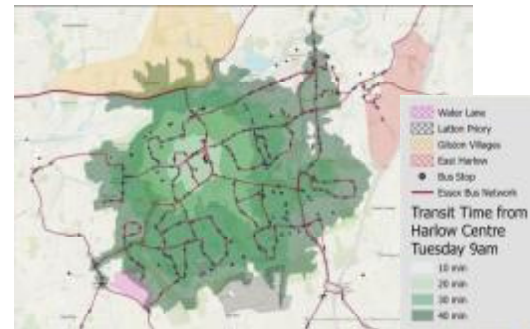


Figure 20: Harlow bus catchment

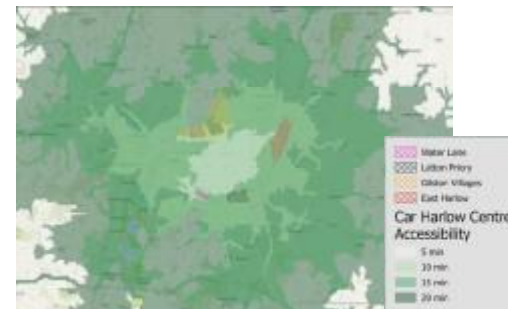


Figure 21: Harlow driving catchment

<sup>3</sup> Car trips less than 10 minutes in duration

### 7.2.2 Component Description

This summary table sets out the component parts of the roads, streets and neighbourhoods theme. It establishes which individual programmes or schemes are included within the theme, a description of what it entails, its likely influence on modal choice for users, some of the key challenges to deliverability or the scope of influence on modes and how it may be interpreted differently for the strategic sites.

Component	What is it?	How does it influence modal shift?	Key challenges	Strategic Sites
<b>P</b> <b>Healthy School Streets Programme</b>	Reducing drop-off activity on the access streets outside schools and colleges through timed or permanent restrictions for private cars. Improved safety around schools, delivering safe routes for walking, cycling and public transport access can be applied to new sites and to existing schools.	Safer experience for students and their parents/guardians to walk and cycle. This give less priority for vehicles drop off encourages uptake of active travel and is likely to achieve society wide support. Can be delivered quickly.	School catchments can cover areas outside walking and cycling distances beyond walking. Provision for the wider catchment needs to be maintained. Increased choice between schools means many residents travel medium and long distances to schools.	Establish any new school with in-built excellent active travel accessibility and priority for those travelling sustainably.
<b>P</b> <b>Liveable/Healthy Streets Programme</b>	Liveable streets aim to create cleaner and safer environments by "greening" streets and creating spaces where cars are guests to pedestrians and cyclists through a programme of interventions.	By making walking and cycling safer and more attractive more people make trips by sustainable modes.	Liveable streets require investment in improved road layouts and junctions in existing streets and can reduce highway capacity.	Strategic sites should be designed with the principle of liveable/healthy streets, in particular within mixed use areas.
<b>P</b> <b>Active Neighbourhoods Programme</b>	Delivering the proposed Active Neighbourhoods (neighbourhoods with reduced through-vehicle traffic) set out in the LCWIP.	Encourages shorter distance trips to be made by walking and cycling and could lead to changes in land use further into the future – improved local services.	High levels of ownership and car use means Active Neighbourhoods may increase some vehicle journey times and face local opposition.	New neighbourhoods should be designed to encourage walking and cycling rather than short car trips.
<b>S</b> <b>Town Centre Parking Strategy</b>	Investigating the potential of consolidating public vehicle parking allocations within the town centre and link to pricing with the aim of supporting cycle parking and shared mobility.	By reviewing the availability of private parking and increasing options for those travelling to Harlow town centre by sustainable modes such as walking and cycling and improved public realm this could significantly shift modes.	Many car parks are privately owned and operated. Local shops may rely (or have the perception of) on trade from those parking in the town centre. The case for increased sustainable travel providing the same level of trade as those travelling by car will be key.	Management of public parking at key demand attractors.

**Table 4: Description of roads, street and neighbourhoods components**

### 7.2.3 Local Impact

This summary table sets out the local impact analysis of parts of the roads, streets and neighbourhoods theme. Across each programme or scheme a number of key determinants are described, including what are the linked HGGT infrastructure elements that are already planned or under development, what key demographics will they impact, what is the spatial influence across different geographies, what is the likely share of movement trips and type that are impacts and finally, the likely scale of impact.

	Healthy School Streets	Liveable Streets	Active Neighbourhoods	Town Centre Parking Strategy
Linked HGGT Infrastructure Elements	Cycle and walking routes via schools LCWIP Routes 2, 4, 6, 7, 8 Active Neighbourhood 1-8	Radial Bus Radial Cycling Active Neighbourhood 1-8	Walking and cycling routes connecting Active Neighbourhoods Active Neighbourhood 1-8	All STCs LCWIP routes 1-8
Key Demographics	Children, families and young adults	All	Households in proposed neighbourhoods	Commuters and leisure trips into the town centre
Key HGGT Geography	Residential area and neighbouring schools	Town centre and other mixed land use areas	Residential areas identified by LWCIP and new residential areas	Town centre
Share of HGGT area trips impacted by intervention	10-15% of trips are to and from schools/colleges	23% of car trips* are less than 10 minutes in duration and could be walked/cycled	23% of car trips* are less than 10 minutes in duration and could be walked/cycled	55% of commuting* to Harlow employment is done by car. 45% of leisure trips are done by car*
Scale of Impacts	High	Medium	High	Medium

**Table 5: Summary of local impact of roads, streets and neighbourhoods components**

\* Doesn't include car passenger

### Delivery and Funding

This table summarises the elements of delivery and funding critical to the different components. It gives high level information regarding the source of funding, the type of funding and scale required, and indicative package costs, who is likely to lead on delivery of the scheme or programme and what is the role of HGGT in the delivery.

Component	Potential Source of Funding	Type of Funding			Indicative Package Cost (and how)	Proposed Delivery Organisation	Role of HGGT
		Resource	Capital	Revenue			
Healthy School Streets	Active Travel Fund (from Active Travel England)	£	££	£	Development: £50k Delivery: £30k-£100k -per school Dependant on scope and funding available – simple schemes such as multiple camera ANPR pedestrianisation enforcement costs an average of £60k and can return on costs through penalty enforcement	Harlow Essex Gilston Hertfordshire – (Potential challenge as HCC does not currently promote Healthy School Streets due to historic delivery challenges)	Develop case Oversight, Monitoring
Liveable Streets	Active Travel Fund (or equivalent) Harlow Council Developer Contributions	££	££	£	Development of Strategy: £40k Ongoing Programme: £100k Delivery dependant on designs	Harlow, Essex Gilston Hertfordshire	Engagement, consultation, develop Proposals
Active Neighbourhoods	Active Travel Fund (or equivalent) Harlow Council	£	££	£	Development: £50k Delivery: £100k per liveable neighbourhoods	Harlow Essex Gilston Hertfordshire and developers for strategic sites	Develop and Deliver
Town Centre Parking Strategy	Developed through HGGT	£	£	£	Development: £40k Delivery: TBD	Harlow Essex	Develop and Deliver

**Table 6: Summary of delivery and funding considerations for roads, streets and neighbourhoods components**

#### Key:

£ - Low

££ - Medium

£££ - High

### *Indicative Programme Cost*

Arup has produced a high level indicative range of costs for the identified programmes, interventions and schemes. These are based on similar schemes developed for other local authorities, but for most costs there are significant scalability opportunities and challenges depending on the level of ambition and the exact proposal is taken forward. This would be confirmed through the development stage. Optimism bias has not currently been applied and all schemes are costed at current prices, with forecasts to 2050 made based on current prices, not accounting for varying levels of inflation. If schemes are delivered later or completed earlier this would also impact costs. The purpose of the costing is providing high level comparison of themes, not development of future budgets. Where development costs are identified, some could be delivered through internal resource if capacity and capability is available.

	<b>Low Estimate</b>	<b>High Estimate</b>
Capital Cost	£2,525,000	£5,050,000
Revenue Cost	£7,250,000	£12,250,000
Development Costs	£180,000	£220,000

**Table 7: Indicative HGGT area-wide programme costs for roads, streets and neighbourhoods components**

### 7.2.4 Component Summary

This summary table sets out, for the roads, streets and neighbourhoods theme, the identified prioritisation for each programme or scheme, the likely delivery timeframes, the potential impact range of modal shift and key actions to be taken for each identified programme.

The prioritised components, including a breakdown of key tasks, allocated to a detailed annual programme, with greater short-term (to 2025) granularity is provided overleaf in Table 9.

<b>Intervention</b>	<b>Short term Priority</b>	<b>Timeframes</b>	<b>Potential Impact Range</b>	<b>Key Action</b>
<b>Healthy Schools Streets</b>	High	Short-term development, Medium-term delivery	1-4%	Develop a priority list of healthy school streets with a target to achieve school streets across all schools in the HGGT area by 2030.
<b>Liveable Streets Programme</b>	High	Short-term development, Medium-term delivery	1-5%	Establish a liveable/healthy streets programme to set out key design principles and work with Essex Highways to establish delivery programme.
<b>Active Neighbourhoods</b>	High	Short-term development, Medium-term delivery	1-5%	Consult and establish a proposal for delivery active neighbourhoods and begin consultation with residents building on the LCWIP.
<b>Town Centre Parking Strategy</b>	Low	Medium-term development and delivery	1-5%	Explore feasibility of delivering strategy with key partners, stakeholders and commission within next financial year. Gain

**Table 8: Component summary table for roads, streets and neighbourhoods**

7.2.5 Theme Prioritisation and Timeframes (short-term focus)

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035/40	Scenario Priority		
											BAU	Ambition	Exemplar
<b>1. Healthy School Streets</b> 1.2 Develop a strategy for community engagement and encourage schools to have a staff member who is responsible for sustainable travel, engagement or road safety 1.2 Agree with Essex the forward plan of school streets delivery and future funding 1.3 Priority list of healthy school streets based on agreed principles, high level costings and designs 1.4 Consult on school streets proposals <b>Output: Agreed action areas with partner councils and strategy for implementation based on examples and community feedback</b>			C										
<b>2. Liveable/Healthy Streets</b> 2.1 Develop healthy streets evaluation process 2.2 Use evaluation to make assessment of HGGT area streets 2.3 Assess areas and opportunities where traffic can be reduced, consult with communities on views and embed alongside LCWIP schemes 2.4 Identify high-priority measures to improve streets and include design principles for future highway development <b>Output: Agreed evaluation tool for strengths and weaknesses of streets and identified priority intervention areas</b>			C										
<b>3. Active Neighbourhoods</b> 3.1 Consult with active communities as proposed in LCWIP and engage them with a community led programme 3.2 Prioritise space in/around key target areas for sustainable activity 3.3 Identify prioritisation and packages for Active Neighbourhood delivery (on the basis of proposed consultation) 3.4 Develop framework for educating communities to support behaviour change <b>Output: Transformed neighbourhoods supported by engaged and educated communities who can lead approach to neighbourhood transformation and support behaviour change</b>			C										
<b>4. Town Centre Parking Strategy</b> 4.1 Harlow undertaking feasibility plan on car parking proposed for 2024/25 4.2 Long term strategy requiring engagement and consultation with partner authorities and communities				C									

Table 9: Prioritised roads, streets and neighbourhoods programmes and timeframes for delivery (short term focus)

**C** Consultation

7.2.6 Theme Prioritisation and Timeframes (long term focus)

Whilst Table 9 on the previous page gives a more detailed breakdown of the short-term priorities up until the end of 2025, this section expands to the 2040 future year and sets out the longer term priorities. This is demonstrated in Table 10 below.

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40	Scenario Priority			
											BAU	Ambition	Exempla	
<i>Healthy School Streets</i>														
<i>Liveable/Healthy Streets</i>														
<i>Active Neighbourhoods</i>														
<i>Town Centre Parking Strategy</i>														

Table 10: Prioritised roads, streets and neighbourhoods programmes and timeframes for delivery (long term focus)



### Short term priority

#### *Development*

- Establish Liveable Streets Programme for the HGGT area.
- Establish Healthy School Streets Programme for the HGGT area.
- Establish Active Neighbourhoods Programme (objective criteria) for the HGGT area.
- Develop proposals for the Liveable Streets, School Streets and Active Neighbourhoods Programmes.
- Wider ambition for liveable streets roll out.
- Consultation on Active Neighbourhoods proposals within LCWIP.

#### *Delivery*

- Ensure proposals create healthy and safe residential environments

### Medium term priority

#### *Development*

- Town centre parking allocation strategy (linked to pricing strategy) and improved, high quality town-wide cycle parking, including hubs linked to public transport access points.

#### *Delivery*

- Delivery of Healthy School Streets
- Delivery of key liveable streets on employment and town centre corridors
- Delivery of wider liveable streets
- Core Active Neighbourhoods delivered.

### Long term priority

#### *Development*

- Town centre parking land use allocation  
Deliver wider liveable streets concept outside town centre.

#### *Delivery*

- Clear strategy, that has been consulted with partner councils and other relevant stakeholders with a clear direction on reducing attractiveness of town centre parking.
- Beneficial if strategy aligns with direction of other parking council's approach to town centre parking strategy as not to detract from the HGGT area amongst the wider geography.

### 7.2.7 Benefits, outcomes and evidence

This section sets out the wider benefits that can be achieved (linked to the benefits map) through the delivery of the components that make up the roads, streets and neighbourhoods theme. It also demonstrates case studies of where similar has been developed and examples of how this could happen in the HGGT area and some outcomes that could be realised.

#### Wider Benefits

- Increased access to education, employment, leisure and social amenities for those without vehicles.
- Improved health outcomes for the local community through improving air quality and encouraging active travel.
- Reduced congestion in town centres making them more vibrant and enjoyable to be in.
- Opportunities for compact and mixed-used development through integrating residential, commercial and recreational spaces within close proximity.

#### Where has it been adopted?

- **Case study 1 – Brentwood and Braintree Healthy School Streets:** Small infrastructure changes improving roads around schools to mitigate congestion and improve active travel experience such as resurfacing, bollards to prevent pavement parking, refreshing zebra crossings, updating signage and temporary street art to improve the look and feel of the surrounding streets.
- **Case study 2 – TfGM Active Neighbourhoods:** Movement of people is prioritised over cars, typically by using planters or bollards to stop through access, making it safer and easier to get around on foot or by bike. Co-designed with communities.

#### Example 1 – School Travel

With the new schools' streets most children are now travelling to school by walking or bike, with less traffic at the school gates and secure cycle storage. This frees up more time for travelling to work, enabling me cycle or take the bus.



#### Example 2 – High Street Business Owners

New liveable streets have improved the local high streets, making it a far more attractive place for a community to stop and shop, secure cycle parking and better quality of benches has encouraged more people to spend time locally.



## 7.3 Increasing Bus Use

### 7.3.1 Introduction

#### *What is the baseline situation?*

Bus use in the HGGT area is currently low at only 3-5% of mode share. This is largely a result of high car ownership (78%), and because most employment, leisure and retail land uses are more easily accessible by car. Often these destinations are also accompanied by affordable (or in some cases free) car parking, which does not feel comparable to bus fares. HGGT is characterised by a high proportion of shift work which bus timetables may not accommodate as buses are considered infrequent and not operating a ‘turn-up-and-go’ service. Further, the current £2 bus fare cap initiative is planned to end in December 2024 which may have a negative impact on bus patronage.

The HGGT area is investing in the STCs and related infrastructure which will provide increased bus priority through dedicated lanes and improved junctions. Longer term plans for connecting the town with growth areas are also being considered.

#### *Why does it support the Vision for the HGGT area?*

To achieve the vision and objectives for HGGT in terms of sustainable growth, bus use will need to increase from its low base, specifically through providing improved access to employment sites and the Harlow town centre. From reviewing best practice and through benchmarking with other high performing comparable towns and cities, high-quality, frequent buses can attract up to and around a 15% mode share. Buses are proven to be more efficient in their use of road space than cars, and this can be enabled through the delivery of dedicated priority infrastructure.

#### *What will it achieve?*

Improving the bus network through better bus priority and redesigning the bus network should improve the attractiveness of the bus network and support higher frequency services – key is growing further demand through the right fares and incentives which could create a step change in bus use.

The bus network and support higher frequency services- key is growing further demand through the right fares and incentives which could create a step change in bus use.

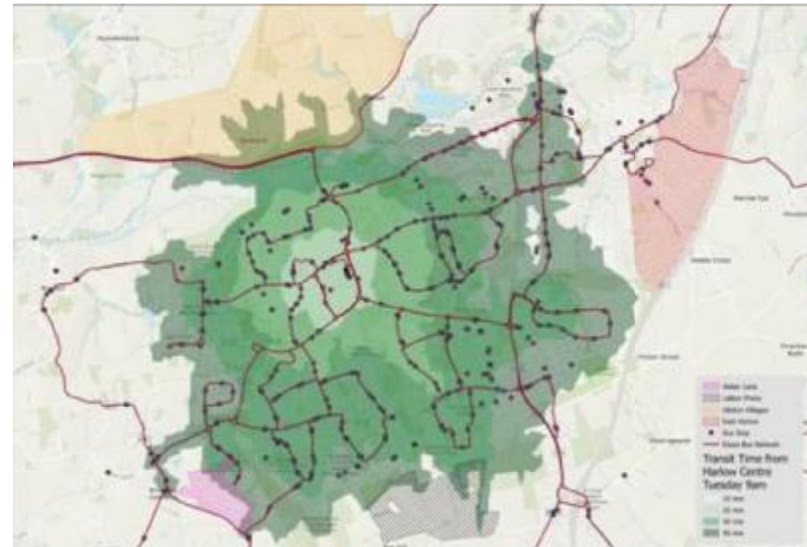


Figure 22: Existing bus travel catchment for Harlow

7.3.2 Component Descriptions

This summary table sets out the component parts of the increasing bus use theme. It establishes which individual programmes or schemes are included within the theme, a description of what it entails, its likely influence on modal choice for users, some of the key challenges to deliverability or the scope of influence on modes and how it may be interpreted differently for the strategic sites.

Component	What is it?	How does it influence modal shift?	Key challenges	Strategic Sites
<b>S</b> <b>STC Service Provision Specifications</b>	The service proposition to maximise the bus priority of the STC programme.	By unlocking faster journey times and higher levels of reliability to make a step change in bus provision and attractiveness of services.	Ensuring STC corridors are designed to enable high quality bus services but delivering the required service levels which maximise usage will require funding as demand grows, with limits on what S106 can fund.  Increasing bus provision may require additional land for serving and depots.	All proposed strategic housing sites will be connected to the town centre by STCs with potential extensions proposed.
<b>P</b> <b>Bus Service Improvement</b>	Using the BSIP process to support the development of improved bus network.	Buses provide attractive competition to cars over short and medium journeys when service frequencies and prices are competitive.	Delivering long term sustainable levels of bus demand to support a high frequency bus service or requirements for ongoing subsidy with LTAs facing challenging funding environment across the region.  Increasing bus provision may require additional land for serving and depots.	Opportunity for designing bus priority and infrastructure into sites and supporting new routes.
<b>P</b> <b>Harlow Town and Villages Demand-Responsive Transport (DRT)</b>	An on-demand bus service where riders can request trips to either open ended or fixed locations.	DRT can provide improved service compared to low frequency timetabled services for lower density development.	Requires ongoing operational support and subsidy during early years and depot facilities.	Ensuring DRT is considered as part of road layouts in new developments for example potential waiting areas,
<b>S</b> <b>Harlow Ticketing / MaaS / Price Cap</b>	An HGGT integrated ticket covering all modes of sustainable transport.	By providing truly integrated ticketing.	Public transport operators currently focus on individual modal tickets.	One proposal would be applicable for the HGGT area and the strategic sites.

Table 11: Description of increasing bus use components

### 7.3.3 Local Impact

This summary table sets out the local impact analysis of parts of the increasing bus use theme. Across each programme or scheme a number of key determinants are described, including what are the linked HGGT infrastructure elements that are already planned or under development, what key demographics will they impact, what is the spatial influence across different geographies, what is the likely share of movement trips and type that are impacts and finally, the likely scale of impact.

	<b>STC Service Provision Specifications</b>	<b>Bus Service Improvement</b>	<b>Harlow Ticketing / MaaS / Price Cap</b>	<b>Harlow Town and Villages DRT</b>
<b>Linked Infrastructure Elements</b>	STC corridors and the four strategic development sites they will connect with Bus Station.	STC corridors and the four strategic development sites they will connect with Bus Station.	N/A	N/A
<b>Key Demographics</b>	<ul style="list-style-type: none"> <li>Intra HGGT Commuters</li> <li>Low Income Families</li> <li>Rail Station Access</li> </ul>	<ul style="list-style-type: none"> <li>Intra HGGT Commuters</li> <li>Low Income Families</li> <li>Rail Station Access</li> </ul>	All	New Garden Village Residents
<b>Key HGGT Geography</b>	<ul style="list-style-type: none"> <li>STC N2C – Harlow Town Station, Town centre, Gilston Villages, Town Park</li> <li>STC S2C – Town centre, Latton Priory, Stewards</li> <li>STC E2C – Town centre, Netteswell, London Road Enterprise Zone, Newhall, East of Harlow, M11 J7a</li> <li>STC W2C – Town Centre, Public Health England, Pinnacles Employment Area, Water Lane, Katherines</li> </ul>	LA wide	LA wide	Garden Villages
<b>Share of Trips Impacted</b>	Currently 5% use buses but STC services could increase use by a further 5%	Wider routes outside the STC	Improving ticketing across the LA to enable mixed mode will improve the success of multiple modes.	DRT has been successful in rural areas but impact likely to be limited to areas implemented.
<b>Scale of Impacts</b>	High	Medium	Low	Medium

**Table 12: Summary of local impact of increasing bus use components**

### 7.3.4 Delivery and Funding

This table summarises the elements of delivery and funding critical to the different components. It gives high level information regarding the source of funding, the type of funding and scale required, and indicative package costs, who is likely to lead on delivery of the scheme or programme and what is the role of HGGT in the delivery.

Component	Source of Funding	Type of Funding			Indicative Package Cost (and how)	Proposed Delivery Organisation	Role of HGGT
		Resource	Capital	Revenue			
<b>STC Service Provision Specifications</b>	BSIP+ Funding Developer Funding Operator Funding	£	(STC costs not included)	£££	<b>Develop STC services proposals and funding proposal incl. developer funding proposal</b> £40k	Essex HGGT Harlow Hertfordshire	Develop Service Provision for STC routes
<b>Bus Service Improvement</b>	BSIP+ funding Essex Developer Funding	£	££	£££	<b>Wider Bus Service Route plan</b> £20k Future revenue funding dependant to be agreed depending on future BSIP funding	Essex HGGT Harlow Hertfordshire	Develop plans to maximise bus use to feed development of future Essex/Hertfordshire BSIP
<b>Harlow Ticket / MaaS / Price Cap</b>	HGGT/Essex	££		££	<b>Development of MaaS: £75k – 200k</b> <i>depending on complexity</i>	Transport Operators HGGT Essex Hertfordshire	Appendix B Develop concept for integrated ticketing/MaaS with stakeholders latching on to existing systems which can be moulded into HGGT needs due to cost of bespoke system
<b>Harlow Town and Villages DRT</b>	Developer funding DfT funds Hertfordshire/ Essex	£££	££	££	<b>Development:</b> £80k for app <b>Capital:</b> £12k per vehicles <b>Revenue:</b> £25-10k per vehicles + wages  <i>Cost varies significantly depending on scale and service requirement</i>	Essex Hertfordshire HGGT	Develop concept for DRT serving HGGT strategic sites and town, develop funding package or facilitate service agreements between Herts and Essex to allow existing DRT services to be cross-authority and serve existing areas not well serviced

**Table 13: Summary of delivery and funding considerations for increasing bus use components**

**Key:**

£ - Low - ££ - Medium - £££ - High

### Indicative Programme Cost

Arup has produced a high level indicative range of costs for the identified programmes, interventions and schemes. These are based on similar schemes developed for other local authorities, but for most costs there are significant scalability opportunities and challenges depending on the level of ambition and the exact proposal is taken forward. This would be confirmed through the development stage. Optimism bias has not currently been applied and all schemes are costed at current prices, with forecasts to 2050 made based on current prices, not accounting for varying levels of inflation. If schemes are delivered later or completed earlier this would also impact costs. The purpose of the costing is providing high level comparison of themes, not development of future budgets. Where development costs are identified, some could be delivered through internal resource if capacity and capability is available. Bus capital investment in the STC and Bus Station have not been included. Additional revenue due to bus level improvements may offset costs or bus infrastructure such as new depot facilities which might be required.

	Low Estimate	High Estimate
Capital Cost	£200,000	£400,000
Revenue Cost	£21,200,000	£41,800,000
Development Costs	£230,000	£400,000

Table 14: Indicative HGGT area-wide programme costs for Increasing Bus Use components

### 7.3.5 Component Summary

This summary table sets out, for the increasing bus use theme, the identified prioritisation for each programme or scheme, the likely delivery timeframes, the potential impact range of modal shift and key actions to be taken for each identified programme.

The prioritised components, including a breakdown of key tasks, allocated to a detailed annual programme, with greater short-term (to 2025) granularity is provided overleaf in Table 16.

Intervention	Short term Priority	Timeframes	Potential Impact Range	Key Action
STC Service Provision Specifications	High	Short-term development, medium- term delivery	5-10%	Develop and agree service provision using STCs as they are built and operational with proposals for turn-up and go services on key routes
Bus Service Improvements (non STC)	High	Short-term development, medium- term delivery	1-2.5%	Undertake early bus network review to identify options including evaluation of hub and spoke model
Harlow Ticketing/MAAS/Price Cap	Low	Medium-term development and delivery	0-2%	Work with Essex/Hertfordshire and transport operators on future options for integrated ticketing as part of the shared mobility framework
Harlow Town and Villages DRT	Low	Medium-term development and long- term delivery	0-1%	Work with developers to understand potential for how DRT could serve lower density parts of the Garden Villages and key transport hubs like bus stations and railway stations

**Table 15: Component summary table for increasing bus use**



7.3.6 Theme Prioritisation and Timeframes (short-term focus)

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035/40	Scenario Priority		
											BAU	Ambition	Exemplar
<b>1. STC Service Provision Specifications</b> 1.1 Using the Essex Enhanced Partnerships and Hertfordshire Enhanced Partnerships with operators and Harlow Bus User Group to establish HGGT area working group (with key stakeholders including developers) and consult on STC service proposition 1.2 Once engagement with operators has progressed based on above, develop a framework for services to utilise STCs and implement agreements on routes and frequencies and financial commitment from developers 1.3 Set out commitments to infrastructure and services in revised Essex and Hertfordshire EP <b>Output: Established working group and service propositions agreed and Essex/Hertfordshire EP updated with propositions</b>				C									
<b>2. Non STC Bus Service Improvements</b> 2.1 Engage with Essex CC on aspirations for non-STC services to serve new developments and improve existing services 2.2 Set up Quality Bus Partnership consulting with users on improvements 2.3 Review EP contract 2.4 Set out new service frequency provision, setting out these commitments in revised Essex EP and BSIP <b>Output: Agreed service improvements including frequency, infrastructure and facilities</b>			C										
<b>3. Harlow Town and Villages DRT</b> 3.1 Consult with Essex and Hertfordshire to develop DRT in new villages based on existing services 3.2 Liaise with developers of strategic sites to incorporate DRT proposal 3.3 Set out commitments to run DRT services in revised Essex and Hertfordshire EP <b>Output: Essex and Hertfordshire to understand requirements and costs of extending services to strategic sites and HGGT area transport hubs and agreement from HGGT developers on incorporating DRT</b>				C									
<b>4. Harlow Ticketing / MaaS / Price Capping</b> 4.1 Long term strategy that requires engagement and consultation					C								

Table 16: Prioritised increasing bus use programmes and timeframes for delivery (short term focus)

**7.3.7 Theme Prioritisation and Timeframes (long term focus)**

Whilst Table 16 on the previous page gives a more detailed breakdown of the short-term priorities up until the end of 2025, this section expands to the 2040 future year and sets out the longer-term priorities. This is demonstrated in Table 17 below.



	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40	Scenario Priority			
											BAU	Ambition	Exemplar	
STC Service Provision Specifications														
Bus Service Improvements														
Harlow Town and Villages DRT														
Harlow Ticketing / MaaS / Price Cap														

**Table 17: Prioritised increasing bus use programmes and timeframes for delivery (long term focus)**

**Short term priority**

*Development*

- STC service proposition specification
- Bus Service Improvements proposition for short/medium/long term
- Engage with Essex/Hertfordshire EP delivery teams

*Delivery*

- Deliver service improvements, and incorporate STCs into service routes

**Medium term priority**

*Development*

- Harlow Ticketing MaaS proposal developed with operators
- Harlow Town and Villages DRT proposal

*Delivery*

- STC corridor services
- BSIP service improvements
- Fare capping

**Long term priority**

*Development*

- Services planned to incorporate strategic developments and connecting STCs
- Harlow MaaS/ticketing proposal consulted on, and a delivery strategy has been developed with operators

*Delivery*

- The HGGT area’s public transport mode options can be utilised using one platform and associated form of ticketing

### 7.3.8 Benefits and Evidence

This section sets out the wider benefits that can be achieved (linked to the benefits map) through the delivery of the components that make up the increasing bus use theme. It also demonstrates case studies of where similar has been developed and examples of how this could happen in the HGGT area and some outcomes that could be realised.

#### Wider Benefits

- Support low income and car free households with better access to services and improved journeys and access to employment
- Enables additional development on land use in city centres
- Enable households to reduce car dependency and alleviate cost pressures on households without the cost of car ownership
- Increased accessibility and ease of travel which contributes to more efficient movement

#### Where has it been adopted

- **Case study 1 - Coventry Mobility Credit Pilot:** Trial scheme where residents are given credits to spend on sustainable travel, including buses, in return for scrapping an older car.
- **Case study 2 – Surrey Connect:** Developing a DRT for Mole Valley and extension to new neighbourhoods has replaced lost bus services with trips available on demand.
- **Case Study 3: Crawley Fastway:** Delivered 10% growth in bus passengers over 10 years with 20% of Crawley residents travelling to work by bus.

#### Example 1 - Buses Providing Access

Improved bus services have enabled better connections and lower fares from residential areas into employment sites at Pinnacles and the town centre. With more regular services, demand has increased creating a more sustainable bus service and improved access to economic opportunities.



Later evening services also mean passengers can use the bus service for more leisure services and supports workers in healthcare and hospitality, for example.

#### Example 2 - Linking Housing and Transport Nodes

New housing developments in Gilston are connected into key transport nodes at the railway station, high frequency buses via the STC's, and new bus station via DRT. This makes the new development attractive for commuters to who can easily connect to jobs by integrated public transport or travel into the town centre for leisure without using a car, this keeps car ownership lower and makes the developments an attractive environment for walking and cycling.



## 7.4 Increasing Shared Mobility and Active Travel

### 7.4.1 Introduction

#### *What is the baseline situation?*

Walking is currently the most common choice for journeys under 10 minutes. Cycling is not particularly a popular mode within the HGGT area with only 5% of journeys being made by bike. The HGGT area has a number of dedicated walking and cycling routes however these often do not directly link to neighbourhoods which are often car centric and dominated by parked cars and traffic flows.

There are currently very limited shared mobility options within the HGGT area but there is good potential for solutions in the future that will provide viable options away from private car use. With HGGT comprising a partnership of 5 separate Local Authorities, no single Authority can currently deliver comprehensive shared mobility or MaaS for HGGT.

The HGGT Shared Mobility Feasibility Study concluded that the potential exists to support the introduction of both bike share and car clubs in the existing HGGT area based upon meeting the needs of existing residents, businesses and visitors to the town centre and surrounding neighbourhoods, with scope for such services to be expanded to meet growing demand, potentially some demand may be absorbed from other transport modes but shared mobility can increase the sustainable options available for many trips.

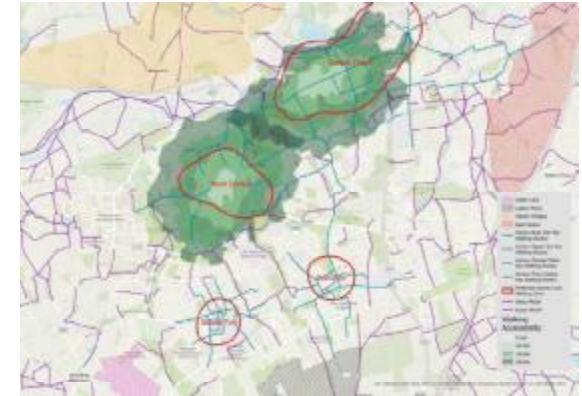
#### *Why does it support the Vision for the HGGT area?*

Increasing walking and cycling (and potentially scooting) rates are key to meeting the objectives of HGGT and the 50% sustainable trips mode share. The cycling proposition needs to support the growth of cycling in existing communities this includes improved storage and facilities and an improved range of active travel options such as access to cycle hire. Shared Mobility services, for example cycle hire and car club, are identified in the HGGT

Transport Strategy as important to enable modal transition, alongside good placemaking and the investment in active and sustainable transport infrastructure, to achieving the HGGT targets for active and sustainable travel.

#### *What will it achieve?*

Improving provision for active travel and increasing shared mobility will improve the attractiveness and flexibility of sustainable transport modes. The benefits of shared mobility include decreasing the cost of sustainable transport through increased flexibility and pricing making this an attractiveness alternative to private car use. Shared mobility options can also reduce overall journey times by sustainable transport modes and therefore ensuring travel time is more comparative with that of those trips taken by car.



**Figure 23: Town Centre and Templefields Walking Catchment**



**Figure 24: Existing Cycle Routes and Proposed LCWIP Routes**

### 7.4.2 Component Description

This summary table sets out the component parts of the shared mobility and active travel theme. It establishes which individual programmes or schemes are included within the theme, a description of what it entails, its likely influence on modal choice for users, some of the key challenges to deliverability or the scope of influence on modes and how it may be interpreted differently for the strategic sites.

Component	What is it?	How does it influence modal shift?	Key challenges	Strategic Sites
<b>S</b> Shared Mobility Framework	A procurement/partnership framework approach that details the scope of shared mobility services that can be procured.	Provide a viable procurement route in which shared mobility services and products can be designed and delivered.	Resource within HGGT and partners is required to dedicate focus in progressing with this work. Currently being resourced in addition to core roles and has led to slow progress in establishing and embedding the framework.	HGGT growth comprises delivery of a number of separate new development. There is a risk without co-ordination that piecemeal measures in this space could fail to offer a realistic alternative to the private car and could conflict and undermine each other.
<b>P</b> Mobility Hubs	Developing multi-modal interchanges between active modes, public transport and micro mobility in existing and new communities.	Enables users to change modes efficiently, and first and last mile trips are integrated with medium and long-distance public transport journeys.	Identifying appropriate sites in new and existing communities and ensure that providers include the required level of modal integration.	New strategic housing sites. Residential and employment areas for end-to-end trips.
<b>I</b> Car Clubs	Car clubs offer vehicles for hire for members from locations near to where people live. Members can book cars in a variety of ways: online, by mobile app, or over the phone. They can access the car via a smart card or smartphone application. Members can use any car from a club's entire network across the UK. Car club operators typically own or lease their vehicles that are made available to their members for short-term use. The car club covers all the costs of owning and operating the vehicles.	Can support lower car ownership by providing car accessibility when required for trips not possible by public and active transport, for short trips by those without private car access.	Traditional success in car clubs has come in areas with high cost of car ownership and dense land use without access to private parking, and where there is a high level of commuting by public transport. Private companies will want a profitable operation.	Car club infrastructure could be included in new developments where dedicated car parking is limited.
<b>P</b> Cycle Storage Linked to LCWIP	Providing safe, on-street cycle storage to support journeys to and from work and other destinations, without the need for space at home.	Enables more trips by cycling through the provision of dedicated secure storage in place of on-road parking in residential and employment areas.	Allocating space for secure cycle parking at the expense of curb side parking. Requirement of proper maintenance to have long term impact.	As appropriate include secure cycle storage in proposals.
<b>P</b> E-Bike Scheme	Supporting residents in using E-Bikes through hire schemes or private ownership. Local authorities loan bikes to residents for a trial or offer interest free loans. Some schemes also have E-bikes available for rent for businesses and residents.	E-Bikes provide competition with cars on medium distance journeys' and those with less ability to cycle longer distance or can also be used to replace some servicing trips.	Secure storage for E-Bikes and high up-front costs for individual users, some challenges over low levels of familiarity	As appropriate include alongside standard cycle secure storage, potential to include E-bikes as alternative to high car provision.
<b>P</b> Cycle Hire Scheme	Cycle hire for short periods usually costed per mile/km with an unlock fee. Initial promotions can be used to encourage uptake.	Enables short trips around a town centre for those without access to a bicycle. Can include E-Bikes.	Many cycle hire schemes require ongoing subsidy. It can create impacts on streets through poor bike parking, this can be mitigated through requiring trip-end points to be in specific areas.	Ensuring that any cycle hire scheme can easily be expanded into new areas and incorporated into new developments.

Table 18: Description of shared mobility and active travel components

### 7.4.3 Local Impact

This summary table sets out the local impact analysis of parts of the shared mobility and active travel theme. Across each programme or scheme a number of key determinants are described, including what are the linked HGGT infrastructure elements that are already planned or under development, what key demographics will they impact, what is the spatial influence across different geographies, what is the likely share of movement trips and type that are impacts and finally, the likely scale of impact.

	<b>Mobility Hubs</b>	<b>Car Clubs</b>	<b>Cycle Storage Linked to LCWIP</b>	<b>E-Bike Scheme</b>	<b>Cycle Hire Scheme</b>
<b>Linked HGGT Infrastructure Elements</b>	Latton Priory, Gilston Villages, East of Harlow and Water Lane Mobility Hubs Existing hubs in Harlow	Latton Priory and Gilston Villages Mobility Hub	<ul style="list-style-type: none"> <li>Radial Bus</li> <li>Radial Cycling</li> <li>LCWIP Routes 1-9</li> </ul>	Strategic development's mobility hubs	Strategic development's mobility hubs
<b>Key Demographics</b>	Residents or young professionals without cars	Residents without cars or single car families (north and central Harlow) Users are typically split 80% residential with 20% business use ranging from SMEs to large corporates and local authorities.	Residents without cars or secure off road bike storage	Internal Commuters	City centre workers and younger demographic
<b>Key HGGT Geography</b>	Gilston Villages, Latton Priory, East of Harlow and Water Lane. Existing hubs at the central Transport Interchange, Harlow Town and Mill railway stations, PAH and employment areas. Mobility hubs should be co-located and integrated into the village centre, next to amenities. However, this will be dependent on the detailed planning of the development and clearly needs to be integrated with car-free areas and cycling and walking routes.	North and central Harlow where car ownership is lower than in other areas.	<ul style="list-style-type: none"> <li>Edinburgh Way</li> <li>Town Centre</li> <li>Rail Stations</li> <li>Residential areas with LCWIP connections</li> </ul>	All	Town centre including key nodes such as the railway station and bus station
<b>Share of HGGT area trips impacted by intervention</b>	Gilston and Latton Priory around <5% of future trip share	0-1%	0-2%	0-1%	0-2%
<b>Scale of Impacts</b>	High	High	Medium	High	High

**Table 19: Summary of local impact of shared mobility and active travel components**

#### 7.4.4 Delivery and Funding

This table summarises the elements of delivery and funding critical to the different components. It gives high level information regarding the source of funding, the type of funding and scale required, and indicative package costs, who is likely to lead on delivery of the scheme or programme and what is the role of HGGT in the delivery.

Component	Source of Funding	Type of Funding			Indicative Package Cost (and how)	Proposed Delivery Organisation	Role of HGGT
		Resource	Capital	Revenue			
<b>Shared Mobility Framework</b>	Internal Resource	££	-	£	Around £30k to develop a shared mobility framework, ongoing resource to manage contracts.	HGGT and partners	Framework lead as co-ordinating body
<b>Mobility Hubs</b>	Developer Contributions and Developer Delivery	£	£££	£	Highly dependent on scale but small mobility hubs are around £500k -£1m per site	Developers All partners	Establish branding approach and integrate with bus theme
<b>Car Clubs</b>	Developer Contributions and Harlow and Essex working with a commercial partner	£	£	£	Some car clubs operate on commercial basis but can require up front support and some capital funding.	All partners	Lead on framework development to ensure consistency of approach
<b>Cycle Storage Linked to LCWIP</b>	DfT Harlow Council	£	£	£	Cycle hangers for residential areas cost £3,000 per hanger with most councils charging an annual fee for access. 10 hangers programme is likely to cost £30k per year	All partners	Integration role across themes
<b>E-Bike Scheme</b>	Developer Funding HGGT partners, DfT grants	£		£	Appendix C For local authorities, the cost is between £3-£5k per unit for e-assisted hire bikes. (CoMo UK)	All partners	Lead on framework development to ensure consistency of approach
<b>Cycle Hire Scheme</b>	Harlow and Essex working with a commercial partner	£	£	££	Cycle hire schemes mostly operate on a commercial basis but may require some up-front development/ financial support depending on scale  Appendix D 100% pedal bike fleet costs £1.5k - £2.5k per unit (CoMo UK)	All partners	Lead on framework development to ensure consistency of approach

**Table 20: Summary of delivery and funding considerations for share mobility and active travel components**

**Key:**  
 £ - Low  
 ££ - Medium  
 £££ - High

*Indicative Programme Cost*

Arup has produced a high-level indicative range of costs for the identified programmes, interventions and schemes. These are based on similar schemes developed for other local authorities, but for most costs there are significant scalability opportunities and challenges depending on the level of ambition and the exact proposal is taken forward. This would be confirmed through the development stage. Optimism bias has not currently been applied and all schemes are costed at current prices, with forecasts to 2050 made based on current prices, not accounting for varying levels of inflation. If schemes are delivered later or completed earlier this would also impact costs. The purpose of the costing is providing high level comparison of themes, not development of future budgets. Where development costs are identified, some could be delivered through internal resource if capacity and capability available.

	Low Estimate	High Estimate
Capital Cost	£2,660,000	£5,320,000
Revenue Cost	£5,625,000	£7,500,000
Development Costs	£290,000	£290,000

**Table 21: Indicative HGGT area-wide programme costs for Increasing Shared Mobility and Active Travel**



### 7.4.5 Component Summary

This summary table sets out, for the shared mobility and active travel theme, the identified prioritisation for each programme or scheme, the likely delivery timeframes, the potential impact range of modal shift and key actions to be taken for each identified programme.

The prioritised components, including a breakdown of key tasks, allocated to a detailed annual programme, with greater short-term (to 2025) granularity is provided overleaf in Table 23.

Intervention	Short term Priority	Timeframes	Potential Impact Range	Key Action
Shared Mobility Framework	High	Short-term	NA	Develop a procurement/partnership framework approach and review scope of services to be procured.
Mobility Hubs	High	Short-term development, medium-term delivery	0-5%	Establish key mobility hub locations and modal requirements in each location in line with ECC's mobility hub guidance
Car Clubs	Medium	Short-term development, medium-term delivery	0-1%	Engage with car club providers on the opportunity in the HGGT area and required support for car club scheme.
Cycle Storage Linked to LCWIP	Medium	Short-term development and delivery	0-1%	Develop scheme to enable the installation of cycle storage in areas with new cycle facilities where residents require it.
E-Bike Scheme	Low	Short-term development and delivery	0-1%	Work with neighbouring authorities to understand impact of E-Bike rental schemes.
Cycle Hire Scheme	Low	Short-term development and delivery	0-2.5%	Engage with operators on option for delivering cycle hire and consideration of local impacts (e.g. need for dedicated parking zones).

**Table 22: Component summary table for shared mobility and active travel**

7.4.6 Theme Prioritisation and Timeframes (short-term focus)

Development  
Delivery

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40	Scenario Priority		
											BAU	Ambition	Exemplar
<b>1. Shared Mobility Framework</b> 1.1 Develop a procurement/partnership framework approach and review scope of services to be procured <b>Output: Agreed framework that retains an appropriate level of local authority control with flexibility and scalability for shared mobility solutions</b> 1.2 Commission a detailed Shared Mobility feasibility study (following the pre-market engagement study from 2021) <b>Output: Specific locations are identified where mobility solutions will be most viable</b>													
<b>2. Mobility Hubs</b> 2.1 Reconvene the Mobility Hub Working Group with the focus on how partners can work together to start to put hubs on the ground (the groups remit to be broadened to cover all aspects of Shared Mobility) <b>Output: Engagement across partners on mobility hub design and develop that will link to planning policies and processes.</b> 2.2 Consult with public on mobility hub options 2.3 Prepare a business case based on feasibility study findings for proposed mobility hub options to be taken forward 2.4 HGGT to commission the development of design and branding for Mobility Hubs <b>Output: Will help establish a unified approach to mobility hub deployment cross the development</b>			C										
<b>3. Car Clubs</b> 3.1 Engage with Car Club operator to understand requirements for delivering car clubs in the HGGT area <b>Output: Car club programmes developed to factor local context</b> 3.2 Utilise Shared Mobility Working Group with HGGT, operators and developers to identify priority at car club locations (using feasibility study recommendations). <b>Output: Cross partner agreement on car club implementation and priorities</b> 3.3 Use Shared Mobility Framework to procure Car Clubs operator <b>Output: Comprehensive tender process to appoint operator</b> 3.4 Sign agreement with Car Clubs operator													
<b>4. Cycle Storage Linked to LCWIP</b> 4.1 Analyse potential opportunities along LCWIP routes that might benefit from cycle storage 4.2 Establish finding for cycle storage and establish programme for residents to apply for storage where on available off street													
<b>5. E-Bikes</b> 5.1 E-bike feasibility study to be conducted to determine most viable locations for implementing schemes 5.2 Engagement with E-Bike suppliers on requirements for delivery of E-Bike hire Scheme 5.3 Develop proposals for E-Bike Scheme including regulations on "hire area" and policies on price and usage 5.4 Launch Pilot of E-Bike Scheme in the HGGT area													

Table 23: Prioritised shared mobility and active travel programmes and timeframes for delivery

**C** Consultation

### 7.4.7 Theme Prioritisation and Timeframes (long-term focus)

Whilst Table 23 on the previous page gives a more detailed breakdown of the short-term priorities up until the end of 2025, this section expands to the 2040 future year and sets out the longer-term priorities. This is demonstrated in Table 24 below.



**Table 24: Prioritised shared mobility and active travel programmes and timeframes for delivery (long term focus)**

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40	Scenario Priority			
											BAU	Ambition	Exempla	
Shared Mobility Framework														
Mobility Hubs														
Car Clubs														
Cycle Storage linked to LCWIP														
E-Bikes														

#### Short term Priority

##### Development

- Develop framework for shared mobility based on a procurement and partnership approach and review scope of services to be procured
- Consult on mobility hubs with communities and developers of strategic sites

##### Delivery

- Create shared mobility user group and use framework and reconvene Mobility Hub
- Working group to begin steps for delivery

#### Medium Priority

##### Development

- Prepare business case for mobility hubs  
Analyse potential opportunities for cycle storage along LCWIP routes
- Evaluate feasibility of E-Bikes including locations
- Engage with Car Club providers

##### Delivery

- Deliver cycle storage and establish programme for residents to apply for storage

#### Long Priority

##### Development

- Launch pilot cycle hire and mobility hub schemes upon completion of all procurement and feasibility processes
- Sign agreement with chosen Car Club operator

##### Delivery

- Launch full cycle hire, E-Bike, Car Club and Mobility Hub scheme for users and monitor uptake and impact on trips

7.4.8 Benefits and Evidence

This section sets out the wider benefits that can be achieved (linked to the benefits map) through the delivery of the components that make up the shared mobility and active travel theme. It also demonstrates case studies of where similar has been developed and examples of how this could happen in the HGGT area and some outcomes that could be realised.

**Wider Benefits**

- Increased active travel for access to education
- Reduced air quality impacts on key local streets including school
- Reducing the environmental impact of transport to support a healthier and more sustainable community
- Improved access to local facilities
- Increased accessibility to town centres
- Enhanced safety of pedestrian and cycling infrastructure
- Improved health of local community
- Increase use of existing services and new usage of new infrastructure

**Where has it been adopted?**

- **Case study 1 – Exeter Co Cars Mobility Hub:** Award winning mobility hub giving residents of a new development in Exeter access to shared, public and active travel options.
- **Case study 2 – Redbridge Mobility Hubs:** The UK’s first accredited mobility hub, the South Woodford mini-hub has an electric car club bay, seating, water fountain, cycle parking and flora within a reclaimed parking space, as well as adjacent bus stops and a tube station.

**Example 1 – Shared Mobility**

Using mixed modes of public and active travel has become easier with growing use of shared mobility services and the new mobility hubs.



Increasingly people are using both traditional or E-Bikes to access the improving bus network, whilst the stop is a bit further from our house the stop has safe storage for bikes, and as an extra bonus we can pick up parcels on the way home.

**Example 2 – Cycle Parking**

For those without a car, Harlow has become much easier to live in thanks to improvements in shared mobility. Rather than own a car, when needed, residents can book one through the car club or hire a variety of different bikes or wheels.



However, rather than always use a car, it’s more affordable to use local public transport or cycle, with improved cycle storage outside homes, work and stations meaning bikes are safe.

## 7.5 Targeted Engagement Programmes

### 7.5.1 Introduction

#### What is the baseline situation?

There are existing pockets of good practice as delivered by ECC, working with local businesses and schools to promote sustainable transport use. A good example is the [Smarter Travel for Essex Network \(STEN\)](#) which helps businesses with 50+ employees prepare and implement effective travel plans to promote and encourage active and sustainable travel. Currently other programmes are largely focused on areas such as Colchester and Braintree with no activity of programmes with large trip generators taking place within the HGGT area. In order to meet the HGGT modal transition targets, a larger scale travel behaviour change programme is required to promote more sustainable travel patterns to places of employment, new housing developments, schools, colleges and for leisure purposes. These include specific projects being pursued by the ECC Sustainable Travel Planning Team (STPT) and other partners supporting sustainable travel initiatives, providing the framework to achieve more through a coordinated approach.

#### Why does it support the Vision for the HGGT area?

Engaging with schools, businesses, the local community and new residents in the strategic sites will be vital in encouraging the prevalence of walking, cycling and the use of public transport. It is essential in promoting sustainable development, reducing car

dependency, supporting the sustainable distribution of goods and encouraging safer places for communities. Ensuring sustainable access to businesses and schools helps unlock the growth ambition and provides an opportunity to level inequality through increasing access to education and employment by sustainable transport modes.

#### What will it achieve?

Working with large trip generators such as schools and businesses to reduce their single car occupancy use will have a significant impact on modal transition. Sustainable transport initiatives aimed at education, employment and residential sites in particular will provide focused cohorts within which activity can be progressed and more easily monitored.



Figure 25: Mode shift STARS – Centre of Excellence for the delivery of Effective Travel Plans in Education, Business and Residential Settings

7.5.2 Component Description

This summary table sets out the component parts of the targeted engagement programme theme. It establishes which individual programmes or schemes are included within the theme, a description of what it entails, its likely influence on modal choice for users, some of the key challenges to deliverability or the scope of influence on modes and how it may be interpreted differently for the strategic sites.

Table 25: Description of targeted engagement programme components

Component	What is it?	How does it influence modal shift?	Key challenges	Strategic Sites
P School Travel Scheme	Liaising with schools to understand current provisions of travel support and barriers to using sustainable travel, supporting them in the tailored development of a travel scheme to encourage sustainable travel and utilise new or improved sustainable travel opportunities, while monitoring student travel behaviour.	Supports key target demographics in utilising sustainable travel opportunities through engaging with schools and understanding barriers to sustainable travel. Monitors travel behaviour to better understand patterns and use to tailor plan more effectively.	School catchments can cover areas outside walking and cycling distances beyond walking, provision for the wider catchment needs to be in place also. Lack of resources and capacity within schools to support modal transition.	Developed and in place at schools across wider HGGT area, so when primary and secondary schools within strategic sites are open, they can be implemented from the outset and be further advanced based on learnings and recommendations from other HGGT area schools.
P Pathfinder Businesses and Institutions	Working with key employers to identify opportunity to partner in promoting sustainable travel to commuting and creation of a network of businesses to simplify engagement and gain feedback from businesses and institution on approaches and initiatives.	Businesses and institutions are directly engaged with on sustainable travel and can be used to promote better mobility choices among customers and employees, while acting as a soundboard to help improve initiative effectiveness.	Finding incentives for some businesses to act to reduce vehicle trips at their own monetary or time cost. Encouraging engagement during constrained business hours.  Public sector bodies may have funding constraints	Working with commercial partners on strategic sites to support businesses buy in from the outset on sustainable travel outcomes and encourage engagement.
P Community Champions	Working with identified community leaders and groups of volunteers to champion and promote sustainable transport use in order to advocate for improved health and wellbeing within their local community.	Engages community with designing and reviewing initiatives and schemes to better tailor them for the people they will serve. Encourages the wider community to think about travel choices and their impact on the environment and health and wellbeing.	Identifying and supporting community champions to support longer term change. Engaging communities and encouraging them effectively to change their behaviour without the requirement to.	Encourage new residents to become Community Champions, will encourage their engagement with existing communities and shape their new communities.
P Business Engagement	Development of a tailored programme of travel support to engage with large trip generating employers and sites, to deliver sustainable travel orientated measures, alongside the regular monitoring of employee travel behaviour.	Working with the largest employee trip generators will enable a large proportion of the mode share to be targeted with tailored, specific measures. Monitoring employee travel patterns will enable continuous development and tailoring of initiatives as patterns evolve.	Encouraging employers to get on board with the scheme if they do not perceive problems with existing travel patterns. Collecting employee travel data can be resource heavy and take time to collate but it is essential to achieve a 'full picture' to develop the most effective schemes and initiatives.	Targeting of new commuter journeys from strategic sites, understanding where people commute to and what their commuting trips look like. Shaping commuter trips is essential from the outset of strategic development residency, as the provisions for sustainable community should already be in place.
P Marketing and Communications	Development of a marketing and communications plan to sell the HGGT Modal Transition vision to the target groups with the highest propensity to change. This can be done through an in-house appointment or through a specialist consultancy.	By targeting those who have the highest propensity to change their travel behaviour, initial engagement and communications can be most effective with less resourcing. It can then be dialled up based on requirements, such as strategic sites development.	Effectively targeting those with a lower propensity to change. Creating effective marketing and communications strategies that will achieve the desired level of impact and effectiveness.	Dial up marketing and communication strategy during the final stages of strategic sites development, to target new residents and encourage sustainable transport decisions from the outset.
P Residential Travel Support	Working with developers to promote sustainable travel, ensuring residential travel plans are in place to reduce the number of car journeys new developments will create and sustainable modes of transport usage is maximised.	Encourages residents of new developments to use sustainable travel through awareness and clear presentation on the availability and suitability of sustainable modes for different trip types. Offers a point of call for understanding of sustainable modes available to those who may be new to the area.	Development of a strategy of comprehensive support for new residents. Creating services and mobility options that match the ambition of complete sustainable mobility options for residents of new developments.	All strategic sites should have a residential travel plan or relevant support in place to encourage and enable residents to utilise sustainable travel options for their trips, reducing the attractiveness of car trips.

### 7.5.3 Local Impact

This summary table sets out the local impact analysis of parts of the target engagement programme theme. Across each programme or scheme a number of key determinants are described, including what are the linked HGGT infrastructure elements that are already planned or under development, what key demographics will they impact, what is the spatial influence across different geographies, what is the likely share of movement trips and type that are impacts and finally, the likely scale of impact.

	School Travel Scheme	Pathfinder Businesses and Institutions	Community Champions	Business Engagement	Marketing and Communications	Residential Travel Support
<b>Linked HGGT Infrastructure Elements</b>	<ul style="list-style-type: none"> <li>Cycling and Walking routes via schools</li> <li>LCWIP Routes</li> </ul>	<ul style="list-style-type: none"> <li>Cycling and Walking routes via schools</li> <li>LCWIP Route</li> </ul>	To be utilised to help co-design new infrastructure and help embed and activate STC's	<ul style="list-style-type: none"> <li>Radial Bus</li> <li>Radial Cycling</li> </ul>	To be determined in the marketing and communications plan but likely to help activate awareness/ encourage use of all new infrastructure	<ul style="list-style-type: none"> <li>All STCs</li> <li>Strategic developments and associated Mobility Hubs</li> </ul>
<b>Key Demographics</b>	Families and school age children / young adults	Employees and Business owners	Families living in high traffic streets	Employees and Business owners	Young people, Working age adults and Seniors	Future residents of new strategic developments
<b>Key HGGT Geography</b>	<ul style="list-style-type: none"> <li>Four strategic developments</li> <li>Liveable streets</li> </ul>	<ul style="list-style-type: none"> <li>Pinnacles</li> <li>Templefields</li> <li>Town centre</li> <li>Key institutions</li> </ul>	Area wide with particular focus on liveable streets	<ul style="list-style-type: none"> <li>Pinnacles</li> <li>Templefields</li> <li>Town centre</li> </ul>	To be determined in the marketing and communications plan	All strategic sites
<b>Share of HGGT area trips impacted by intervention</b>	10-15%	5-10%	2-5%	5-10%	5-10%	5-10%
<b>Scale of Impacts</b>	High	Medium	Medium	High	High	High

**Table 26: Summary of local impact of targeted engagement components**

### 7.5.4 Delivery and Funding

This table summarises the elements of delivery and funding critical to the different components. It gives high level information regarding the source of funding, the type of funding and scale required, and indicative package costs, who is likely to lead on delivery of the scheme or programme and what is the role of HGGT in the delivery.

Component	Source of Funding	Type of Funding			Indicative Package Cost (and how)	Proposed Delivery Organisation	Role of HGGT
		Resource	Capital	Revenue			
School Travel Scheme	DfT HGGT core budget RIF	£	-	£	£150,000-£200,000 per annum (dependent on scale/ number of schools worked with)	HGGT Essex Harlow	Recruit officer Liaise with schools to understand current provision of support and barriers to sustainable mobility
Pathfinder Businesses and Institutions	DfT HGGT core budget RIF	££	-	£	£25,000-£50,000 (dependent on scale/ number of businesses worked with)	HGGT Essex Harlow	Recruit officer Create network of businesses
Community Champions	DfT HGGT core budget RIF	£	-	£	£25,000-£50,000 (dependent on scale/ number of community champions worked with)	HGGT Essex Harlow	Recruit volunteers Create network of communities
Business Engagement	DfT HGGT core budget RIF	£	-	£	£150,000-£200,000 per annum (dependent on scale/ number of businesses worked with)	HGGT Essex Harlow	Develop tailored travel support Engage with large trip generating employers
Marketing and Comms Plan	DfT HGGT core budget RIF	£	-	£	£50,000 - £75,000 for initial development of plan (dependent on if initial plan is outsourced to a consultancy or delivered in house) Circa up to £250,000 per annum for delivery of plan- (to include e.g. out of home costs for marketing, paid for social media, and other elements to be determined within the plan).	HGGT	Develop plan for implementation that will sell HGGT vision Determine appropriate channels and social media platforms
Residential Travel Support	S106 – Developer funding	£££	-	£	£50,000-£100,000 per annum (dependent on scale/ number of strategic sites worked with)	HGGT Essex Harlow Developers	Engage developers Appoint resource

**Table 27: Summary of delivery and funding considerations for targeted engagement components**

**Key:**

£ - Low - ££ - Medium - £££ - High



### Indicative Programme Cost

Arup has produced a high level indicative range of costs for the identified programmes, interventions and schemes. These are based on similar schemes developed for other local authorities, but for most costs there are significant scalability opportunities and challenges depending on the level of ambition and the exact proposal is taken forward. This would be confirmed through the development stage. Optimism bias has not currently been applied and all schemes are costed at current prices, with forecasts to 2050 made based on current prices, not accounting for varying levels of inflation. If schemes are delivered later or completed earlier this would also impact costs. The purpose of the costing is providing high level comparison of themes, not development of future budgets. Where development costs are identified, some could be delivered through internal resource if capacity and capability available.

	Low Estimate	High Estimate
Capital Cost		
Revenue Cost	£10,300,000	£12,850,000
Development Costs	£200,000	£250,000

Table 28: Indicative HGGT area-wide programme costs for targeted engagement programmes

### 7.5.5 Component Summary

This summary table sets out, for the targeted engagement programme theme, the identified prioritisation for each programme or scheme, the likely delivery timeframes, the potential impact range of modal shift and key actions to be taken for each identified programme.

The prioritised components, including a breakdown of key tasks, allocated to a detailed annual programme, with greater short-term (to 2025) granularity is provided overleaf in Table 30.

Intervention	Short term Priority	Timeframes (estimates)	Potential Impact Range	Key Action
School Travel Scheme	Recruitment of a dedicated school engagement officer to liaise with schools on supporting modal transition and working with them to ensure all schools have a travel plan in place.	Short-term Liaising with schools – 3 months Development of a tailored travel planning education programme - 2 months Working with schools on delivery of site-specific travel plans and regular monitoring of student travel behaviour - ongoing	High	Liaising with schools to determine existing situation and development of a tailored travel planning education strategy to support school travel plan delivery once an officer has been recruited.
Pathfinder Businesses and Institutions	Recruitment of a dedicated businesses engagement officer to develop a business engagement strategy and feedback views from businesses.	Short-term Recruitment of officer – 3 months Engagement with businesses - ongoing	Medium	Recruitment of dedicated officer to develop comms channel and understand which businesses are interested in taking forward meaningful action.
Community Champions	Recruit network of community volunteers to engage with their communities and promote sustainable travel for their health and wellbeing.	Short-term Recruiting volunteers – 6 months Utilising Community Champions – 12 months	Low	Recruiting Community Champions to engage with community and feedback to HGGT.
Business Engagement	Develop a programme of tailored travel support for the biggest trip generating businesses, alongside engaging with new and potential businesses to support sustainable trips from the outset.	Short-term Programme development – 2 months Programme delivery and tracking of initiatives across businesses that can monitor uptake of sustainable travel - ongoing	Medium	Development of a programme of site-specific travel action plans with businesses, engagement with businesses to undertake regular monitoring of employee travel behaviour and framework for engaging with new businesses.
Marketing and Comms	Develop marketing and communication plan to sell HGGT vision of sustainable mobility, implement plan targeting those with high propensity to change.	Medium-term Develop marketing and communications plan and potential appointment of external resource support – 3 months Implementation of plan and subsequent management – ongoing	Medium	Assess options for social media and communication campaigns and develop plan for targeted campaigns to sell HGGT vision.
Residential Travel Support	Working with developers to promote sustainable travel, ensuring residential travel plans are in place to reduce the number of car journeys new developments will create and sustainable modes of transport usage is maximised.	Long-term Engage with developers on promotion of sustainable travel and development of travel plans – 3 months Development of travel plans for strategic sites – 6 months	High	Engage with developers and develop plans for sustainable travel from strategic sites to key destinations.

**Table 29: Component summary table for targeted engagement programmes**

7.5.6 Theme Prioritisation and Timeframes (short-term focus)

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40	Scenario Priority		
											BAU	Ambition	Exemplar
<p><b>1. School Travel Scheme</b></p> <p>1.1 Recruit a dedicated school engagement officer. Liaise with schools to understand current provisions of travel support and barriers to using sustainable travel <b>Output: Improved safety around the school, reduced congestion and safer walking and cycling routes</b></p> <p>1.2 Develop a tailored travel planning education that will deliver initiatives to increase sustainable travel use <b>Output: Bespoke programme of measures to be delivered with schools</b></p> <p>1.3 Deliver the programme, including development of site-specific travel action plans with schools, working with them to help deliver the actions and undertake regular monitoring of student travel behaviour <b>Output: Tracking of initiatives across schools that can monitor uptake of sustainable transport</b></p>													
<p><b>2. Pathfinder Businesses and Institutions</b></p> <p>2.1 Recruit a dedicated business engagement officer who will create a network of businesses in the area, simplifying channels of engagement from local authority and act as a soundboard for businesses on travel and transport issues <b>Output: Engaged cohort of businesses is formed who are interested in taking forward meaningful action on sustainable transport</b></p>													
<p><b>3. Community Champions</b></p> <p>3.1 Recruit a network of volunteers to champion and promote sustainable transport use to help improve health and wellbeing in the local community <b>Output: People who use their social networks and life experience to address barriers to engagement and improve connections between public authorities and their communities</b></p> <p>3.2 Utilise the community champion network as a key group in the co-design of sustainable transport initiatives and scheme delivery and design <b>Output: Network will ensure community buy in and resistance to sustainable transport measures are mitigated</b></p>													
<p><b>4. Business Engagement</b></p> <p>4.1 Develop a programme of tailored travel support, developed to engage with large trip generating employers and sites to deliver sustainable travel orientated measures <b>Output: Working with the largest trip generator will have the biggest impact on overall mode share targets</b></p> <p>4.2 Deliver the programme, including site specific travel action plans with businesses, working with them to help deliver the actions and undertake regular monitoring of employee travel behaviour <b>Output: Tracking of initiatives across businesses that can monitor uptake of sustainable transport</b></p>													
<p><b>5. Marketing and Comms Plan</b></p> <p>5.1 Develop a marketing and communications plan that will sell the vision of HCGT modal transition and target groups with the highest propensity to change (resource to be determined in-house or appoint specialist consultancy) <b>Output: Targeted marketing to sell the vision and targeted communication to activate change</b></p> <p>5.2 Start to implement marketing and communications plan (to include social media campaigns and other comms channels as determined in the plan) <b>Output: Marketing and Comms that can start to be dialled up in the lead up to strategic site development</b></p>													

Table 30: Prioritised targeted engagement programmes and timeframes for delivery (short term focus)

7.5.7 Theme Prioritisation and Timeframes (long-term focus)

Whilst Table 26 on the previous page gives a more detailed breakdown of the short-term priorities up until the end of 2025, this section expands to the 2040 future year and sets out the longer-term priorities. This is demonstrated in Table 31 below.

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40			
											BAU	Ambition	Exemplar
<i>School Travel Scheme</i>													
<i>Pathfinder Businesses and Institutions</i>													
<i>Community Champions</i>													
<i>Business Engagement</i>													
<i>Marketing and Comms</i>													
<i>Residential Travel Support</i>													

Table 31: Prioritised targeted engagement programmes and timeframes for delivery (long term focus)

Short term priority

Development

- Develop strategies to engage with schools and businesses to understand current provision of sustainable travel support and barriers to uptake.
- Engage with local communities on proposals and HGGT vision.

Delivery

- Recruit dedicated officers to engage with schools, businesses and institutions. Work with schools and businesses to develop tailored, site-specific travel plans.

Medium term priority

Development

- Creation of community and business networks, simplifying engagement channels and recruiting volunteers to champion sustainable transport.

Delivery

- Deliver sustainable transport schemes incorporating views from targeted engagement and monitor school and business travel behaviour to evaluate impact.

Long term priority

Development

- Understanding the needs of the new residents of strategic developments
- Liaising with developers on provisions of mobility to enable sustainable travel.

Delivery

- Provide comprehensive travel support through plans for new residents of strategic sites, supported through the development of sustainable mobility options in the area

### 7.5.8 Benefits and Evidence

This section sets out the wider benefits that can be achieved (linked to the benefits map) through the delivery of the components that make up the targeted engagement programme theme. It also demonstrates case studies of where similar has been developed and examples of how this could happen in the HGGT area and some outcomes that could be realised.

#### Wider Benefits

- Engagement with the community ensures everyone can have an opinion
- Involving communities through a collaborative design approach is essential for delivering successful schemes
- Overcomes resistance to change and uncertainty
- Increased community pride and a sense of ownership
- More responsive and tailored transport system

#### Where has it been adopted

- **Case study 1 – Bristol Travel West:** Active Travel Champions project where the purpose is to get more people walking or cycling to work through peer lead support. Currently has over 250 Champions in a range of businesses, from the region's largest to smaller businesses.
- **Case study 2 – Mode shift STARS:** Centre of Excellence for the delivery of effective travel plans in education, business and residential settings. The scheme recognises organisations that have shown excellence in supporting active and sustainable forms of travel.

#### Example 1 - Raising Awareness for Active Travel

Awareness of the range of active travel options and infrastructure improvements to cycle routes and school streets has increased.



Now a variety of sustainable modes are used for different trip types, with a car used as a last resort for some trips that can't be completed through active travel or public transport.

#### Example 2 - Travelling to Work and School

Companies are driven to achieve recognition for the quality of their travel plans and the impact they have had on employee commuting patterns.



Schools are focusing on reducing pupil drop-offs by car which is managed by the implementation of school streets and reduced traffic at these times making alternative modes safer and more attractive.

## 7.6 Rebalancing the Cost of Travel

### 7.6.1 Introduction

#### What is the baseline situation?

Currently driving is not only significantly quicker for many journeys within the HGGT area it's also cheaper than public transport for most journeys especially where free or cheap parking is offered at workplaces or destinations. Employers are also not currently incentivised to promote active and public transport for employment over commuting by car with high levels of parking at many workplaces.

#### Why does it support the Vision for the HGGT area?

Pricing measures are not the preferred vision for delivering modal transition however pricing remains a key tool in many areas to deliver transition from high car dependency. However, an approach to reviewing the comparable cost of travel could provide an incentive for easily switchable trips to be undertaken by sustainable modes and can provide revenue which supports public and active transport measures. Ensuring economic growth and investment in town centres will be a vital consideration as part of this package of measures.

#### What will it achieve?

When the requisite alternatives to private transport are in place, the modal transition to public transport should be on a positive path.

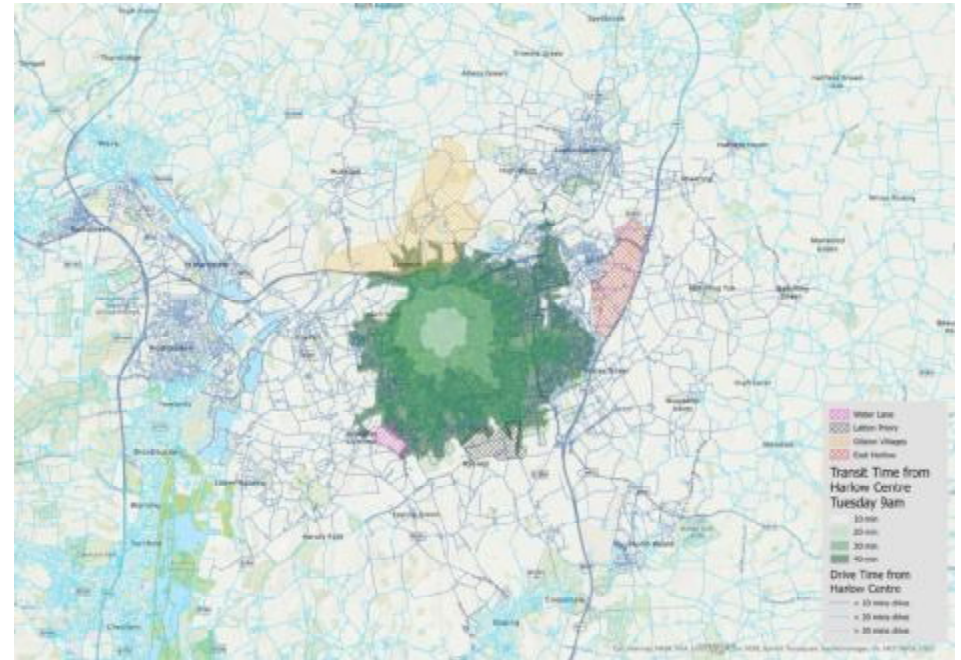


Figure 26: Car vs Public Transport Accessibility

### 7.6.2 Component Description

This summary table sets out the component parts of the rebalancing the cost of travel theme. It establishes which individual programmes or schemes are included within the theme, a description of what it entails, its likely influence on modal choice for users, some of the key challenges to deliverability or the scope of influence on modes and how it may be interpreted differently for the strategic sites.

Component	What is it?	How does it influence modal shift?	Key challenges	Strategic Sites
<b>S</b> Parking Management Strategy	Reviewing the price of public and on street parking.	Alongside reviewing supply (see roads streets and neighbourhoods) the cost of parking can influence modal choice of users.	Public parking represents only a small share of total parking and retail, and employment parking is outside of the town centre and direct public control.	N/A
<b>S</b> Strategic Sites Parking Management Strategy	Ensuring the pricing of parking in strategic sites encourages sustainable travel including costs of parking permits.	Ensuring that new sites are developed with coherent parking pricing strategy that ensures short trips are undertaken by sustainable modes.	Developers will need balance the needs of parking and ensure development are attractive to residents.	Will set out a pricing strategy for strategic site parking including on-street and public parking.

**Table 32: Description of rebalancing the cost of travel components**

### 7.6.3 Local Impact

This summary table sets out the local impact analysis of parts of the rebalancing the cost of travel theme. Across each programme or scheme a number of key determinants are described, including what are the linked HGGT infrastructure elements that are already planned or under development, what key demographics will they impact, what is the spatial influence across different geographies, what is the likely share of movement trips and type that are impacts and finally, the likely scale of impact.

	Parking Management Strategy	Strategic Sites Parking Management Strategy
<b>Linked Infrastructure Elements</b>	All	All
<b>Key Demographics</b>	Car owners and visitors	All car
<b>Key HGGT Geography</b>	Car owning households and businesses	Car owning households and businesses
<b>Share of Trips Impacted</b>	Around half of all trips end in Harlow	15% of Harlow in new developments
<b>Scale of Impacts</b>	Medium	Medium

**Table 33: Summary of local impact of rebalancing the cost of travel components**



### 7.6.4 Delivery and Funding

This table summarises the elements of delivery and funding critical to the different components. It gives high level information regarding the source of funding, the type of funding and scale required, and indicative package costs, who is likely to lead on delivery of the scheme or programme and what is the role of HGGT in the delivery.

Component	Source of Funding	Type of Funding			Indicative Package Cost (and how)	Proposed Delivery Organisation	Role of HGGT
		Resource	Capital	Revenue			
<b>Parking Management Strategy</b>	Revenue Positive	£££	£	Potentially revenue positive	Policy development of £25k, consultation costs of £20k, implementation cost vary	Harlow Council	Deliver in collaboration with Harlow Council
<b>Strategic Sites Parking Management Strategy</b>	Developer Funding	££		Potentially revenue positive	Initial Policy development of £25k, consultation cost of £20k, implementation cost vary	HGGT	Work with developers on proposals

**Table 34: Summary of delivery and funding considerations for rebalancing the cost of travel components**

**Key:**  
 £ - Low  
 ££ - Medium  
 £££ - High

*Indicative Programme Cost*

Arup has produced a high-level indicative range of costs for the identified programmes, interventions and schemes. These are based on similar schemes developed for other local authorities, but for most costs there are significant scalability opportunities and challenges depending on the level of ambition and the exact proposal is taken forward. This would be confirmed through the development stage. Optimism bias has not currently been applied and all schemes are costed at current prices, with forecasts to 2050 made based on current prices, not accounting for varying levels of inflation.

If schemes are delivered later or completed earlier this would also impact costs. The purpose of the costing is providing high level comparison of themes, not development of future budgets. Where development costs are identified, some could be delivered through internal resource if capacity and capability available. For rebalancing the cost of travel only development costs have been identified as many schemes could be developed on a cost neutral or profit-making basis, depending on the assumptions and development route of the different options. Revenue could then be used to fund other interventions.

	<b>Low Estimate</b>	<b>High Estimate</b>
Capital Cost	n/a	n/a
Revenue Cost	n/a	n/a
Development Costs	£200,000	£300,000

**Table 35: Indicative HGGT area-wide programme costs for rebalancing the cost of travel**

### 7.6.5 Component Summary

This summary table sets out, for the rebalancing the cost of travel theme, the identified prioritisation for each programme or scheme, the likely delivery timeframes, the potential impact range of modal shift and key actions to be taken for each identified programme.

The prioritised components, including a breakdown of key tasks, allocated to a detailed annual programme, with greater short-term (to 2025) granularity is provided overleaf in Table 37.

Intervention	Short term Priority	Timeframes	Potential Impact Range	Key Action
Parking Management Strategy	High	Short-term <ul style="list-style-type: none"> <li>Develop strategy</li> <li>Manage parking provision in key areas</li> </ul>	1-5%	Develop a proposal for a comprehensive review of parking management and pricing in conjunction with the Town Centre Strategy. Ensure this is balanced against the economic vitality of the town, but with an aim to promote more journeys by public and active travel.
Strategic Sites Parking Management Strategy	High	Medium-term <ul style="list-style-type: none"> <li>Develop strategy and engage with developers</li> </ul>	1-5%	Begin engagement with developers and Local Government on proposed parking provision, permitting and pricing proposals.

**Table 36: Component summary table for rebalancing the cost of travel engagement programmes**

7.6.6 Prioritisation and Timeframes (short-term focus)

Development  
Delivery

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40	Scenario Priority		
				C							BAU	Ambition	Exemplar
<b>1. Parking Management Strategy</b> 1.1 Develop a parking management strategy which sets out how parking will be managed to prioritise the use of sustainable modes for short trips within the HGGT area <i>Output: Strategic plan for parking management in the area which supports the modal transition objective</i> 1.2 Consultation on parking management strategy and finalisation of strategy for proposed implementation <i>Output: Community feedback can be used to further develop aspects of the strategy enabling it to reach final form ready for implementation</i>				C									
<b>2. Strategic Sites Parking Management Strategy</b> 2.1 Develop parking management and pricing strategy to implement, coinciding with the first resident for each strategic sites to limit on-street parking at the outset and encourage car-free development <i>Output: Strategic plan for parking in strategic sites to limit provision for new residents encouraging use of alternative modes</i> 2.2 Consultation on parking policies with developers for a coordinated approach <i>Output: Coordinated approach for all strategic sites to ensure provision is in-line with requirements to achieve modal transition</i>				C									

Table 37: Prioritised rebalancing the cost of travel programmes and timeframes for delivery (short term focus)

**C** Consultation

7.6.7 **Prioritisation and Timeframes (long-term focus)**

Whilst Table 37 on the previous page gives a more detailed breakdown of the short-term priorities up until the end of 2025, this section expands to the 2040 future year and sets out the longer-term priorities. This is demonstrated in Table 38 below.

**Table 38: Prioritised rebalancing the cost of travel programmes and timeframes for delivery (long term focus)**

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40	Scenario Priority		
											BAU	Ambition	Exemplar
<i>Parking Pricing Strategy</i>													
<i>Strategic Sites Parking Policies</i>													

**Short term priority**

*Development*

- Develop strategy for town centre parking and reducing provision to maximise impact on increasing sustainable mode trips.
- Develop strategy based on examples presented for new developments to mitigate unnecessary private car ownership for strategic developments.
- Consult with developers on suitability of strategy.

*Delivery*

- Once developers have been consulted, incorporate strategy into proposals for strategic sites.  
Once consultations for pricing and provision of parking in the town centre, incorporate into relevant council strategy or policy.

**Medium term priority**

*Development*

- Utilise strategies to encourage car free residents. Develop public transport and sustainable mode options alongside to ensure mobility is not negatively affected.

*Delivery*

- Ensure strategic sites are delivered alongside relevant parking policies and parking provision is delivered by stakeholders in line with policies.

**Long term priority**

*Development*

- Develop strategy in line with potential national policy which may be in place in the future.

*Delivery*

- Deliver strategy with partner councils to ensure strategy is area wide.

### 7.6.8 Benefits and Evidence

This section sets out the wider benefits that can be achieved (linked to the benefits map) through the delivery of the components that make up the rebalancing the cost of travel theme. It also demonstrates case studies of where similar has been developed and examples of how this could happen in the HGGT area and some outcomes that could be realised.

#### Wider Benefit

- Supports affordable and inclusive access to employment opportunities and services.
- Improving social equity, economic opportunities for residents
- Balancing accessibility for all socio-economic groups and reductions in both emissions and congestion which benefit many communities.
- Funding from government can support residents transition to cleaner vehicles alongside funding sustainable transport interventions.

#### Where has it been adopted

- **Case Study 1 – Nottingham Workplace Parking Levy:** All employers providing parking spaces are legally obliged to licence the spaces and may be liable to pay. Employers may choose to reclaim this payment from their employees. This has led to a decrease in workplace parking space provision in the city.
- **Case Study 2 – Lambeth Kerbside Strategy:** Sets out the council’s vision to reclaim the kerbside as a public space. Currently, 94% of kerbside space is used as parking provision and the plan is to transform 25% of kerbside space into places for people such as cycle storage, parklets and other spaces for community use.

#### Example - Parking Permits and Reducing Traffic

The new developments in the HGGT area have controls on parking permits which means that most households have a single vehicle. This has meant that whilst Harlow’s population has grown by 15% the overall level of traffic remains at 2022 levels.

The lack of high levels of parking provision has meant the new developments will be supporting increased public transport use on the STCs and turn-up-and-go service levels which benefit the town.

## 7.7 Sustainable Freight and Deliveries

### 7.7.1 Introduction

#### What is the baseline situation?

Currently, there are a range of local convenience stores offering parcel pick-up and drop-off for a range of couriers. There is little coordination for freight and deliveries and the traffic created can make walking and cycling less attractive. This is in line with the national context, where freight and deliveries is road centric.

#### Why does it support the Vision for the HGGT area?

Whilst freight and delivery trips are not part of the mode share calculations reducing the total trips and improving the way freight and deliveries are conducted would make the HGGT area a more attractive place to travel by active and public transport. This in turn allows for more reliable operation of the road network for the movement of freight to support logistics, distribution and service sector companies based in the area, which are a large part of the HGGT economy.

#### What will it achieve?

An exploration into the freight and delivery solutions that can alleviate congestion and provide sustainable last mile deliveries, through sustainable modes and utilisation of mobility hubs as ‘service points’ for pick-up and drop-off of deliveries.

There are opportunities for low carbon vehicle use, delivery hubs and last mile logistics which use electric vehicles, cargo bikes to deliver goods to local centres or the final destination, especially with the new provision of infrastructure as part of the HGGT area strategic developments.

#### What to include in your eco-friendly delivery strategy

Eco-friendly vehicles and fuel	+
Optimise delivery routes	+
Green delivery slots	+
Click and collect	+
Sustainable packaging	+
Efficient delivery packing	+

Figure 27: British Business Bank eco-friendly delivery strategy

7.7.2 Component Descriptions

This summary table sets out the component parts of the sustainable freight and deliveries theme. It establishes which individual programmes or schemes are included within the theme, a description of what it entails, its likely influence on modal choice for users, some of the key challenges to deliverability or the scope of influence on modes and how it may be interpreted differently for the strategic sites.

Component	What is it?	How does it influence modal shift?	Key challenges	Strategic Sites
<b>P</b> Sustainable Deliveries	Encouraging business to undertake sustainable local deliveries through transition to electric vehicles or suitable modes.	Improve air quality through use of more suitable low impact vehicles or automated deliveries. Incorporating deliveries into mobility hubs can remove the need for last mile deliveries through integration with parcel lockers and pick-up points.	Delivery firms work in a competitive marketplace and will need support to adapt to new vehicles or financial support/incentives.	Opportunity to embed sustainable freight and deliveries into commercial strategic sites. Opportunity to incorporate parcel lockers at mobility hubs within new developments.
<b>S</b> Cargo Bike Scheme	Providing support to local businesses to replace delivery vehicles with cargo bikes.	Reduces traffic and improves local air quality through use of cargo bikes instead vehicles.	Cargo bike have been successful in cities where journey times by car are less competitive, and bikes can offer competitive journey times.	Opportunity to embed cargo bike schemes into commercial strategic sites.

Table 39: Description of sustainable freight and deliveries components



### 7.7.3 Local Impact

This summary table sets out the local impact analysis of parts of the sustainable freight and deliveries theme. Across each programme or scheme a number of key determinants are described, including what are the linked HGGT infrastructure elements that are already planned or under development, what key demographics will they impact, what is the spatial influence across different geographies, what is the likely share of movement trips and type that are impacts and finally, the likely scale of impact.

	<b>Sustainable Deliveries</b>	<b>Cargo Bike Scheme</b>
<b>Linked HGGT Infrastructure Elements</b>	NA	STCs, LCWIP routes
<b>Key Demographics</b>	All	Local businesses
<b>Key HGGT Geography</b>	All	Harlow Town Centre
<b>Share of Harlow trips impacted by intervention</b>	NA	NA
<b>Scale of Impacts</b>	Medium	Medium

**Table 40: Summary of local impact of sustainable freight and deliveries components**

### 7.7.4 Delivery and Funding

This table summarises the elements of delivery and funding critical to the different components. It gives high level information regarding the source of funding, the type of funding and scale required, and indicative package costs, who is likely to lead on delivery of the scheme or programme and what is the role of HGGT in the delivery.

Component	Source of Funding	Type of Funding			Indicative Package Cost (and how)	Proposed Delivery Organisation	Role of HGGT
		Resource	Capital	Revenue			
<b>Sustainable Deliveries</b>	Local Authority Funding and Private Sector	££	££	££	Developing a local freight and delivery sustainability programme  Costs can be reduced by implementing parcel pick-ups at mobility hubs, as it consolidates deliveries at a key interchange.	HGGT partners to lead on strategy – delivery by private sector providers.	Engage with Harlow and local businesses on potential for the scheme, explore feasibility within Harlow context.
<b>Cargo Bike Scheme</b>	Local Authority funding and Private Sector  Government grants Cargo Bike delivery companies	£	-	£	Scheme costs dependent on scale of cargo bike and degree of subsidy.  Per bike approx. £1.5k-£4k dependent on powertrain.	HGGT partners to lead on strategy – delivery by private sector providers.	Support Harlow in developing scheme

**Table 41: Summary of delivery and funding considerations for sustainable freight and deliveries components**

**Key:**

£ - Low

££ - Medium

£££ - High

### 7.7.5 Component Summary

This summary table sets out, for the sustainable freight and deliveries theme, the identified prioritisation for each programme or scheme, the likely delivery timeframes, the potential impact range of modal shift and key actions to be taken for each identified programme.

The prioritised components, including a breakdown of key tasks, allocated to a detailed annual programme, with greater short-term (to 2025) granularity is provided overleaf in Table 43.

<b>Intervention</b>	<b>Short term Priority</b>	<b>Timeframes</b>	<b>Potential Impact Range</b>	<b>Key Action</b>
<b>Sustainable Deliveries</b>	Low	<b>Medium-term</b> <ul style="list-style-type: none"> <li>Evaluate options to shift deliveries towards sustainability</li> </ul>	0-1%	Working with businesses to understand how they could be encouraged to deliver sustainable delivering, alongside identifying opportunities to incorporate parcel delivery with mobility hubs.
<b>Cargo Bike Scheme</b>	Low	<b>Medium-term</b> <ul style="list-style-type: none"> <li>Engage with communities and businesses on appetite to utilise cargo bikes</li> </ul>	0-1%	Engaging with Cargo Bike providers to understand costs of Cargo Bike scheme for local businesses. Assess potential opportunities to bid for central government funding to support scheme.


**Table 42: Component summary table for sustainable freight and deliveries programmes**

7.7.6 Theme Prioritisation and Timeframes (short-term focus)

Development  
Delivery

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-2040	BAU	Ambition	Exemplar
<b>2. Sustainable Freight Deliveries</b> 2.1 Long term strategy that requires engagement and consultation <i>Output: Engage with businesses as part of targeted engagement programmes to ensure sustainable movement of goods and understand concerns around logistics</i>						C							
<b>3. Cargo Bike Scheme</b> 3.1 Engage with businesses and communities to understand where opportunities for cargo bike schemes might exist <i>Output: A strategy can be developed following this to provide opportunities to businesses and communities to utilise cargo bikes</i> 3.2 Deliver strategy ensuring businesses and individuals are aware of the opportunity <i>Output: Cargo bikes are utilised for existing trips currently done by non-sustainable modes</i>						C							

Table 43: Prioritised sustainable freight and deliveries programmes and timeframes for delivery (short term focus)

 Consultation

### 7.7.7 Theme Prioritisation and Timeframes (long-term focus)

Whilst Table 43 on the previous page gives a more detailed breakdown of the short-term priorities up until the end of 2025, this section expands to the 2040 future year and sets out the longer-term priorities. This is demonstrated in Table 44 below.

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-40	Scenario Priority		
											BAU	Ambition	Exemplar
<i>Sustainable Freight and Deliveries</i>					Development	Delivery	Delivery	Delivery	Delivery	Delivery		Development	Exemplar
<i>Cargo Bike Scheme</i>					Development	Delivery	Delivery	Delivery	Delivery	Delivery		Development	Exemplar

Development  
 Delivery

**Table 44: Prioritised rebalancing the cost of travel programmes and timeframes for delivery (long term focus)**

#### Short term priority

##### Development

- Develop strategy for future of freight in HGGT area.
- Present strategy and engage on feedback for further development.
- Consult with local businesses and logistics providers on suitability of strategy.
- Develop framework for cargo bike schemes.

##### Delivery

- Once businesses and logistics providers have been consulted incorporate strategy into proposals for strategic sites and wider HGGT proposals.

#### Medium term priority

##### Development

- Assess viability of new freight and delivery technologies, example case studies utilised in scenarios that align with concerns around deliveries and logistics experienced in Harlow.
- Engage with opportunities to source funding such as government grants or private sector subsidies.
- Assess feasibility and appetite for local businesses using cargo bikes.

##### Delivery

- Deliver applications for funding where relevant.
- Framework for delivering sustainable freight infrastructure.

#### Long term priority

##### Development

- Understand the needs of sustainable freight in the current (future) scenario and develop intervention proposals in line with this.
- Develop strategy in line with potential national policy which may be in place in the future.

##### Delivery

- Deliver required infrastructure for improving the sustainability of freight, logistics and deliveries within the HGGT area, alongside required policies and alignment with government policy.

7.7.8 Benefits and Evidence

This section sets out the wider benefits that can be achieved (linked to the benefits map) through the delivery of the components that make up the sustainable freight and deliveries theme. It also demonstrates case studies of where similar has been developed and examples of how this could happen in the HGGT area and some outcomes that could be realised. Although the case studies are at a relatively infant stage, they reflect the current situation and are expected to be developed into fully worked up schemes by the time we propose HGGT develops similar schemes.

**Wider Benefits**


- Reduced congestion from delivery vehicles
- Optimised public transport routes, first and last mile solutions
- Improved sustainability of wider supply chain
- Improved efficiency for delivery companies
- Integration with other trip types, reducing unnecessary trips

**Where has it been adopted**

- **Case study 1 – Farr Out, Edinburgh:** Cargo Cycle company providing first/last mile same-day deliveries, stock holding and delivery fulfilment across Edinburgh.
- **Case study 2 – Autonomous Delivery Robots, Milton Keynes:** Food and grocery delivery from a range of merchants in the city are delivered by autonomous, electric robots.

**Example 1 - Convenient and Sustainable Home Deliveries**


Residents can choose a green delivery slot, which groups orders together by location. This is attractive as they can be priced cheaper and benefit the environment.



Residents can choose to collect deliveries from a local hub parcels can be collected from different couriers from one place saving time and money for both residents and delivery companies.

**Example 2 – Future of Deliveries**

Sustainable first and last-mile deliveries are a lot more commonplace in the area now. Autonomous delivery robots are also seen bringing people's groceries to their door.



There has been a huge reduction in the number of trips by private car because of the impacts of these new approaches to delivery, alleviating congestion and giving people more free time.

## 8. Scenarios

### 8.1 Introduction

Three scenarios have been developed to provide an indication of potential pathways to achieving the HGGT modal transition objectives.

The following sub-sections include further details on each scenario, applied to both the HGGT area itself and strategic sites.

Scenario	Falling behind achieving the objectives for HGGT (BAU)	Trailing the target timeframes but progressing towards the objectives for HGGT (Ambition)	On track to achieve the objectives for HGGT (Exemplar)
Summary	No significant changes beyond committed infrastructure and developer funding for new infrastructure and only a small behavioural change programme in place.	Delivery of some targeted interventions has been achieved, however more controversial and higher cost schemes not delivered.	Difficult decisions regarding the delivery of more controversial and higher cost schemes have been made which reinforces growth in active and public transport through improved services and land use change.

## 8.2 Exemplar: Harlow

In this scenario, the mode share objective for the HGGT area is achieved by 2035 and overall vehicle trips across HGGT are below today's level, ensuring traffic and congestion levels do not increase.

Using available resources, HGGT successfully delivers interventions that contribute to the modal transition in the short term and in response to this approach, the HGGT area continues to receive significant funding from Local and Central Government to deliver further improvements.

The timely delivery of interventions such as STCs and improved public transport increases public support for further interventions are combined with locally implemented mechanisms which support the ongoing cost of public transport. The HGGT area's roads become less congested, which in turn enables the re-prioritisation of road space in the high streets and town centre to develop and supporting active transport. Lower traffic and greater bus priority supports the bus networks performance and makes the HGGT area a more attractive place to walk and cycle.

Working from home has a sustained impact on how often people choose to commute and local travel increases substantially, typically by walking or cycling. E-bikes are particularly popular for travel to mobility hubs over middle distances combined with an improved bus network supported by DRT in lower density areas.

Trip type	Walk	Cycle	Rail / Bus	Car	Car passenger
Commuting and business	▲	▲	▲	▼	▼
Education or education escort	▲	▲	▲	▼	▼
Shopping and leisure	▲	▲	▲	▼	▼

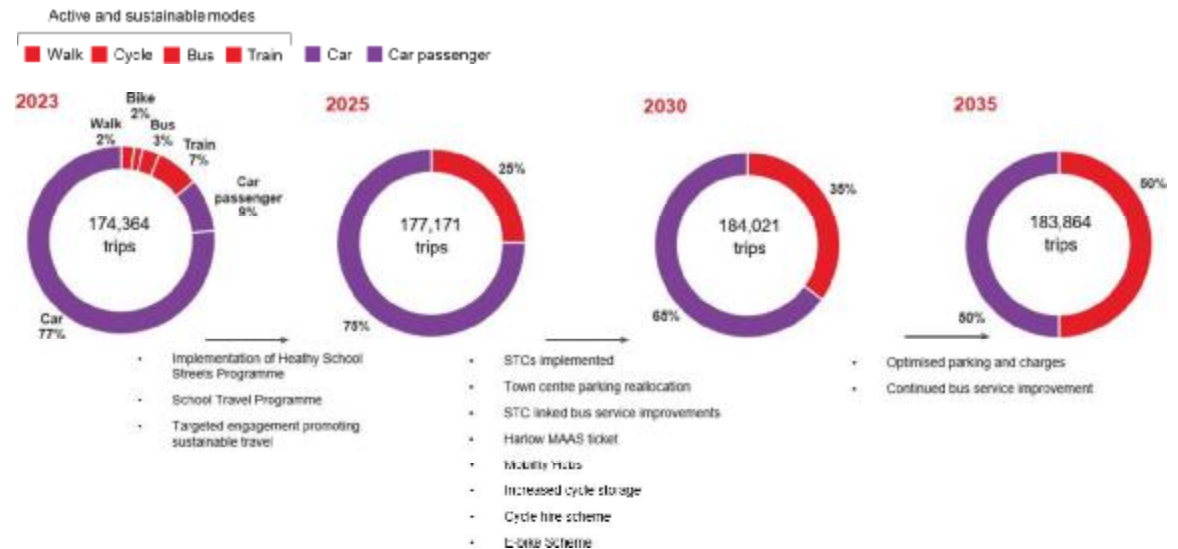
Minor change ■ Major change ■

Table 45: Indicative modal transition impact by trip type (Exemplar: Harlow)

By 2040:

- 10,389 additional total daily trips
- 52,472 additional daily trips by active and sustainable modes
- 42,083 fewer daily trips by car modes

**27% increase in active and sustainable mode share**





### 8.3 Exemplar: Strategic Sites

In this scenario, the mode share objective for the strategic sites is achieved by 2035.

The strategic sites are designed in such a way that supports high active and public transport travel for all trip types, growing the active and sustainable mode share quickly from 15% to 47% to 2030. The modal transition is further advanced up to 2035 due mostly to implementation of parking policies which discourage short vehicle trips and high-quality walking and cycling routes.

Initially lower rates of public transport take up are seen as service levels builds as demand increases. Developments are attractive to new and existing residents partially because of the sustainable lifestyle they deliver for residents.

Short trips are concentrated on walking and cycling, this includes access to schools, retail and local leisure facilities. Cycling occurs along dedicated cycle routes and local streets and safe storage is provided at key locations.

For journeys into Harlow and onwards, many residents use the high-quality turn up and go local bus provision utilising the STCs or an expanded DRT to get to the town centre and for regional connections via the train or bus station.

Trip type	Walk	Cycle	Rail / Bus	Car	Car passenger
Commuting and business	▲	▲	▲	▼	▼
Education or education escort	▲	▲	▲	▼	▼
Shopping and leisure	▲	▲	▲	▼	▼

Minor change  Major change

Table 46: Indicative modal transition impact by trip type (Exemplar: Strategic Sites)

By 2040:

- 68,320 additional total daily trips
- 40,992 additional daily trips by active and sustainable modes
- 27,328 additional daily trips by car modes

**60% active and sustainable mode share**



### 8.4 Ambition: Harlow

In this scenario, the mode share objective for the HGGT area is on track to be achieved by the late 2040s.

Using available resources HGGT successfully delivers some targeted interventions that translate to a modest transition to active and sustainable modes in the short term. This places some pressure on HGGT to invest in interventions that will result in a step change between required after 2035.

In the short-term, the focused implementation of Healthy School Streets and School Travel Programmes result in behaviour change from car to walk, cycle and bus for education and education escort trips.

Investment in active travel interventions in the medium-term such as cycle hire schemes, E-bike schemes and cycle storage infrastructure increases the share of active travel for the broader HGGT area population including longer commuting trips.

The joined-up thinking demonstrated by HGGT partners in terms of their plan to increase bus patronage is recognised by Central Government and some funding is received for bus service improvements. This increases the public transport mode share in the HGGT area, but cars are still dominant trips of a medium length.

Trip type	Walk	Cycle	Rail / Bus	Car	Car passenger
Commuting and business	▲	▲	▲	▼	▼
Education or education escort	▲	▲	▲	▼	▼
Shopping and leisure	▲	▲	▲	▼	▼

Minor change  Major change

Table 47: Indicative modal transition impact by trip type (Ambition: Harlow)

By 2040:

- 10,389** additional total daily trips
- 52,273** additional daily trips by active and sustainable modes
- 41,884** fewer daily trips by car modes

**27% increase in active and sustainable mode share**



## 8.5 Ambition: Strategic Sites

In this scenario, the mode share objective for the strategic sites is achieved by 2040.

The strategic sites are designed in such a way that supports high active and public transport travel for all trip types, growing the active and sustainable mode share quickly from 15% to 45% to 2030. A steadier transition is observed in the years from 2030 as residents have their established travel patterns, so investment in further infrastructure provision or behaviour change programmes is required to be very effective and targeted.

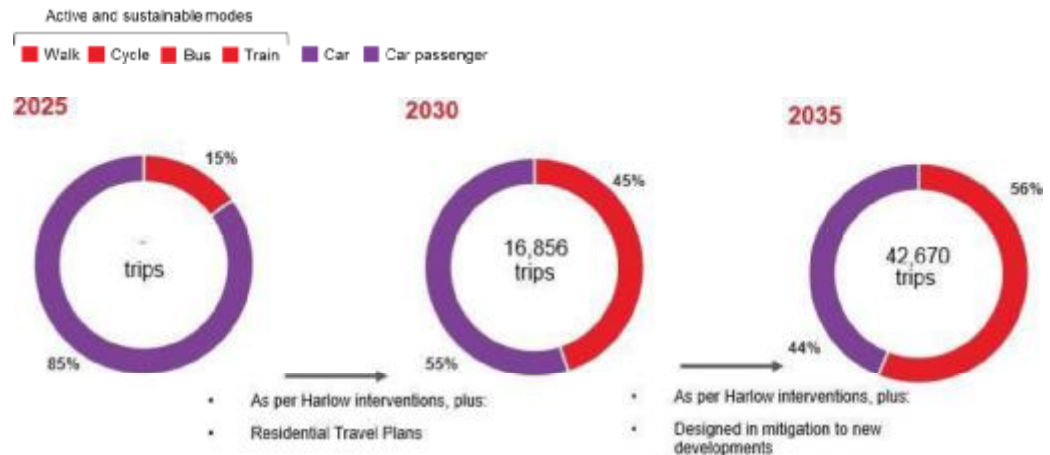
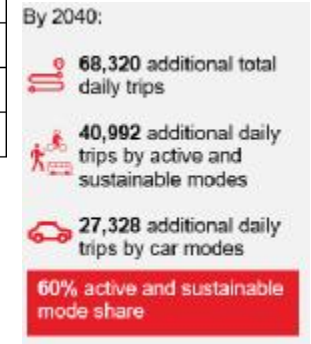
Short trips are concentrated on walking and cycling, this includes access to schools, retail and local leisure. Cycling occurs along dedicated cycle routes and safe storage is provided at key locations.

For journeys into Harlow and onwards, many residents use the local bus provision utilising the STC to get to the town centre and for connections to the train station.

Trip type	Walk	Cycle	Rail / Bus	Car	Car passenger
Commuting and business	▲	▲	▲	▼	▼
Education or education escort	▲	▲	▲	▼	▼
Shopping and leisure	▲	▲	▲	▼	▼

Minor change  Major change

**Table 48: Indicative modal transition impact by trip type (Ambition: Strategic Sites)**



### 8.6 Business as Usual: Harlow

In this scenario, the mode share objective for the HGGT area is possibly achieved by the 2040s but progress in the initial years is slow which delays government funding.

In the short-term, HGGT deliver the committed infrastructure projects and implement a small behavioural change programme. Investment beyond this is difficult to secure and as a result the modal transition is only marginal to 2035.

Vehicle ownership grows and there are few disincentives put in place to reduction vehicle travel to the town centre. Bus use has increased but most services are not viable at turn up and go frequencies and are impacted by unreliable journey times when not operating on the STCs. Workplaces are still dominated by car commuting due to high levels of free workplace parking.

Levels of physical activity and impacts from local air quality continue to impact the health of local residents through the 2030s. With car dependency high, low-income residents are forced to spend a high share of income on transport costs.

Trip type	Walk	Cycle	Rail / Bus	Car	Car passenger
Commuting and business	▲	▲	▲	▼	▼
Education or education escort	▲	▲	▲	▼	▼
Shopping and leisure	▲	▲	▲	▼	▼

Minor change   Major change

Table 49: Indicative modal transition impact by trip type (BAU: Harlow)

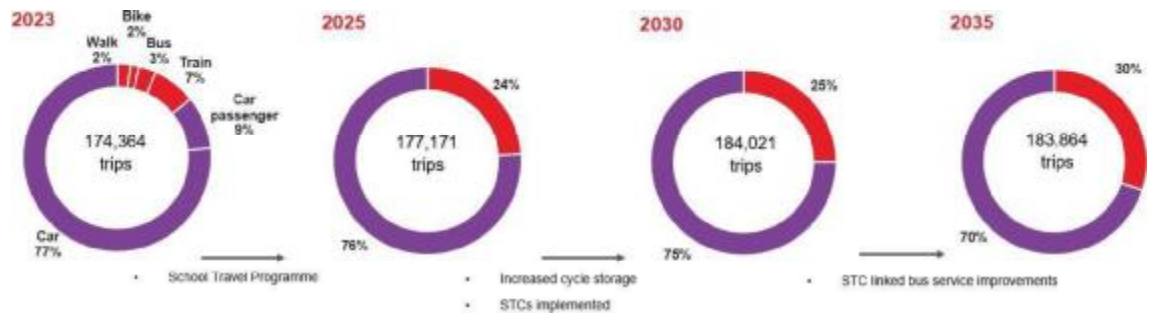
By 2040s:

- 10,389 additional total daily trips
- 52,273 additional daily trips by active and sustainable modes
- 41,884 fewer daily trips by car modes

**27% increase in active and sustainable mode share**

Active and sustainable modes

■ Walk ■ Cycle ■ Bus ■ Train ■ Car ■ Car passenger



## 8.7 Business as Usual: Strategic Sites

In this scenario, there is low confidence that the mode share objective for the strategic sites is achieved (if at all) by the 2040s and progress towards the target is slow.

Without the improvements coming from the wider HGGT area, achieving the mode transition objective, it remains a challenge to those working locally who are reliant on low frequency buses and congestion, making walking and cycling less attractive.

Local trips in the villages remain car dominated and streets hostile to walking and cycling due to high levels of traffic.

People moving to the Strategic Sites are seeking the suburban lifestyle and as a result resist transitioning from car travel for the majority of trip types.

Trip type	Walk	Cycle	Rail / Bus	Car	Car passenger
Commuting and business	▲	▲	▲	▼	▼
Education or education escort	▲	▲	▲	▼	▼
Shopping and leisure	▲	▲	▲	▼	▼

Minor change ■ ■ ■ Major change

Table 50: Indicative modal transition impact by trip type (BAU: Strategic Sites)

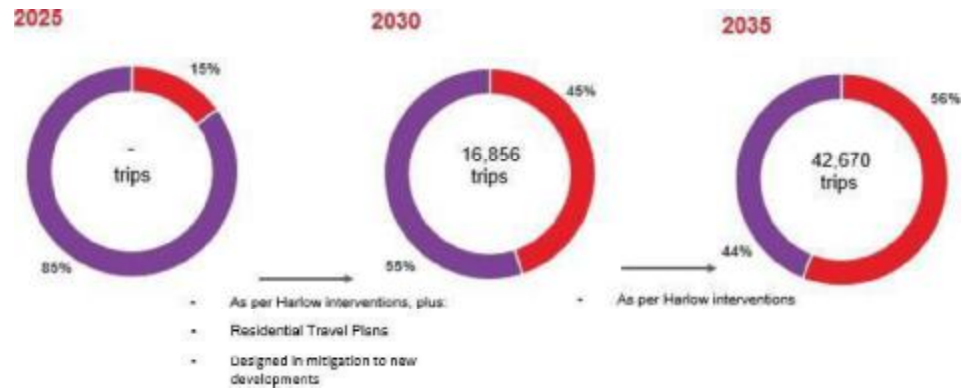
By 2040s:

- 68,320 additional total daily trips
- 40,992 additional daily trips by active and sustainable modes
- 27,328 additional daily trips by car modes

**60% active and sustainable mode share**

Active and sustainable modes

- Walk
- Cycle
- Bus
- Train
- Car
- Car passenger



## 9. Summary

### 9.1 Delivery Themes Pathway

The recommended delivery pathway (combined for all themes) for HGGT to 2040 is shown in Table 51 and Table 52. As described in Section 7, there are a number of short-term ‘mobilisation’ activities that should be targeted for commencement and completion in 2024-2025 to enable the delivery of this pathway.

A series of engagement programmes, targeting schools, businesses and local residents, will be critical to supporting the behaviour change necessary for the desired modal transition. This will set the foundation to achieving stakeholder buy in which will be critical to achieve the modal transition vision. It is vital that decision makers understand that the modal transition objectives will not be achieved through infrastructure measures alone.

Post-implementation monitoring of all projects through the collection and analysis of data will be essential to determine if a project has resulted in the desired behaviour changes. Implementation lessons learnt through an evaluation process will also be useful to inform future action and serve as a justification for future funding applications.

Overall progress towards achieving the modal transition objectives can be informed through a periodic (annual from 2024 is recommended) travel survey.

## 9.2 Illustrative Sequencing for Gold Scenario

	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-2040
<b>Roads, Streets and Neighbourhoods</b>	<i>Healthy School Streets</i>									
	<i>Liveable/Healthy Streets</i>			C						
	<i>Active Neighbourhoods</i>			C						
	<i>Town Centre Parking Strategy</i>					C				
<b>Increasing Bus Use</b>	<i>STC Service / Provision Specifications</i>			C						
	<i>Bus Service Improvement</i>			C						
	<i>Villages DRT</i>				C					
	<i>Harlow Ticketing / MaaS / Price Cap</i>					C				
<b>Increasing Shared Mobility and Active Travel</b>	<i>Shared Mobility Framework</i>									
	<i>Mobility Hubs</i>			C						
	<i>Car Clubs</i>									
	<i>Cycle Storage linked to LCWIP</i>									
	<i>E-Bike Scheme</i>									
<b>Targeted Engagement Programmes</b>	<i>Cycle Hire Scheme</i>				C					
	<i>School Travel Scheme</i>									
	<i>Pathfinder Businesses</i>									
	<i>Community Champions</i>									
	<i>Business Engagement</i>									
<b>Pricing and Parking</b>	<i>Marketing and Comms Plan</i>									
	<i>Residential Travel Support</i>									
	<i>Parking Management Strategy</i>				C					
	<i>Strategic Sites Parking Management Strategy</i>				C					
<b>Sustainable Freight and Deliveries</b>	<i>Last mile deliveries</i>						C			
<b>Monitoring/ Evaluation</b>	<i>Scheme Monitoring</i>									
	<i>Periodic Travel Survey</i>									

Table 51: Delivery themes pathway

**C** Consultation

### 9.3 Combined Delivery Pathway

The delivery themes pathway has been overlaid with the existing HGGT work plan (key site delivery and infrastructure delivery and enablement timeframes). This ties together the schemes that are already planned with the recommended supporting interventions required to meet the modal transition objectives.

The mode share and trip demand information located in the top section of the delivery pathway provides an indication of the estimated implications of the delivery of the schemes in line with the expected housing delivery trajectory.

The scenario shown in the delivery pathway is most aligned to the Exemplar scenario (refer to Section 8), with continuous delivery and implementation of a range of interventions and programmes to support the gradual and sustained modal transition to active and public transport.

HGGT will need to assess the deliverability of the supporting interventions under the delivery themes pathway with respect to their resource constraints.

	Short		Medium				Long			
	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-2040
<b>Harlow</b>										
Housing	38,497	38,843	37,200	37,657	38,192	38,731	39,100	39,262	39,410	39,809
Target Mode Share	23%	20%	27%	30%	32%	35%	35%	37%	41%	41%
Sustainable Trip Demand	40,104	43,930	47,826	51,517	55,819	59,395	73,073	78,011	86,496	112,377
Non-Sustainable Trip Demand	34,281	121,806	129,326	127,106	121,451	117,173	119,359	104,736	87,448	52,377
<b>Strategic Sites</b>										
Housing				60	500	2,260	4,496	6,919	9,148	14,721
Target Mode Share							36%	40%	40%	30%
Sustainable Trip Demand	0	0	0	0	1,424	6,301	13,234	19,426	25,832	43,942
Non-Sustainable Trip Demand	0	0	0	236	949	4,254	6,823	12,962	17,666	27,326
Site Delivery										
Development Linked Infrastructure (RI) Infrastructure Enablement (G)										
STC Developments										
LOWP										
	2023	2024	2025	2026	2027	2028	2029/30	2031/32	2033/34	2035-2040
<b>Roads, Streets and Neighbourhoods</b>	<ul style="list-style-type: none"> <li>Identify 2000 streets</li> <li>Low-traffic Neighbourhoods</li> <li>Active Neighbourhoods</li> <li>Town Centre Parking Strategy</li> </ul>									
<b>Increasing Bus Use</b>	<ul style="list-style-type: none"> <li>STC Service Provision Specifications</li> <li>Bus Service Improvement</li> <li>Wages DfT</li> <li>Alcohol, Tobacco / Alcohol / New Cap</li> </ul>									
<b>Increasing Shared Mobility and Active Travel</b>	<ul style="list-style-type: none"> <li>Shared Mobility Provision</li> <li>Ability to Ride</li> <li>Car Clubs</li> <li>Cycle Scooters linked to LCWP</li> <li>E-bike Scheme</li> <li>Cycle Hire Schemes</li> </ul>									
<b>Targeted Engagement Programmes</b>	<ul style="list-style-type: none"> <li>Active Travel Scheme</li> <li>Participatory Budgeting</li> <li>Community Challenge</li> <li>Business Engagement</li> <li>Marketing and Comm Plan</li> <li>Residential Travel Support</li> </ul>									
<b>Pricing and Parking</b>	<ul style="list-style-type: none"> <li>Parking Management Strategy</li> <li>Strategic Sites Parking Management Strategy</li> </ul>									
<b>Sustainable Freight and Deliveries</b>	<ul style="list-style-type: none"> <li>Last mile deliveries</li> </ul>									
<b>Monitoring and Evaluation</b>	<ul style="list-style-type: none"> <li>Scheme Monitoring</li> <li>Portfolio Travel Quality</li> </ul>									

Table 52: Delivery pathway



## 9.4 Conclusions, Recommendations and Next Steps

This Framework has set out a prioritised pathway of transport focused interventions to achieve the modal transition necessary to meet the ambitious objectives of the HGGT Transport Strategy. Both short term (next 2 years) and long-term (up to 2040) actions have been included. It should be used by all HGGT stakeholders and decision makers to enable them to make an informed choice, and have a view on, the pathway to the achievement of the modal transition.

Important trade-offs will have to be weighed up by decision makers to ensure that sustainable development and mechanisms to facilitate sustainable travel are prioritised above other policy areas.

A strong legacy of collaborative working across partnership councils, developers, third parties and all involved stakeholders will be critical in determining the success of this Framework. In particular, HGGT partners will have to work in close collaboration with developers to deliver well-designed places within the Strategic Sites that prioritise active and public transport use for new residents.

The short-term action plan is a list of the most effective interventions, where delivery should be commenced as earlier as possible to have the greatest chance of success.

The long-term delivery pathway should be adaptable and flexible to overcome potential future uncertainty. However, it is crucial that the most significant interventions, and the plans and strategies required to deliver these, are discussed and developed now in order to best address the challenge of modal transition.

The key **recommendations** from this Framework in order to meet the ambitious modal objectives are:

- The delivery of an **exemplar programme of transport and movement related programmes** is critical for the success of the Framework and achievement of the objectives. There needs to be a **single dedicated resource/appointed officer** to ensure this Framework is delivered.
- HGGT partner councils and members need to work towards a step-change, to impact movement in terms of both **demand and supply**.
- A key condition of this Framework should be to **ensure that it is regularly monitored and evaluated**, to ensure progress is being made against achieving the targets.

The key **next steps** for this Framework are:

- **Appoint** lead officer and dedicated resource to deliver on the Framework.
- **Socialise** this Framework with key stakeholders.
- **Coordinate** the inclusion of recommended interventions within the **HGGT** work plan.
- **Incorporate** prioritised activity and costings within the business plan for next financial year.
- **Commence** delivery of short-term action plan.
- Develop and enact a robust **monitoring and evaluation plan**, to ensure Framework is kept live and regularly updated.

## Agenda Item 12

**Report to:** HARLOW AND GILSTON GARDEN TOWN JOINT COMMITTEE

**Title:** HGGT Programme Management Report

**Report Reference:** JC-007-2024/25

**Date:** 22 July 2024

**Report Author:** Naisha Polaine - Director Harlow & Gilston Garden Town

**Enclosures:** Appendix A – 2024/25 HGGT Programme of Work

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### Recommendations/Decisions Required:

#### The HGGT Joint Committee is asked to:

- A. Consider and comment on the Programme Management Report, as set out in Appendix A, providing progress updates against the agreed HGGT 2024/25 annual work programme.

#### Executive Summary:

The purpose of the Joint Committee is to provide unified leadership to deliver the ambitious spatial growth proposals set out in the Local Plans of HDC, EHDC and EFDC supported by ECC and HCC to align and maximise opportunities for new and existing residents and communities.

The HGGT Joint Committee holds the responsibility to deliver the agreed HGGT Vision to promote healthy, sustainable communities and co-ordinate and facilitate the delivery of 16,000 new homes in the HGGT by 2033, and 7,000 new homes in the years after that, along with associated transport, community, and environmental infrastructure.

This report provides the Joint Committee with oversight of progress against its agreed programme of work for 2024/25 which aims to progress delivery of its HGGT Vision.

## Reasons for proposed Decision:

To adhere to governance procedures set out in the Terms of Reference of the Joint Committee for the HGGT Joint Committee to have oversight of the HGGT programme.

## Other Options for Action:

Not to receive programme reporting information. This option as a course of action is not recommended. Oversight is required to mitigate risks and maintain quality of decision-making and delivery amongst the five Council partners and the HGGT Team.

## 1. Introduction

1.1 This report provides the HGGT Joint Committee with key reporting benchmarks setting out progress of the 24/25 work programme against the baseline programme agreed at the Joint Committee meeting held on 11 June 2024.

1.2 This approach to programme management will enable the Joint Committee to meet its formalised governance and audit responsibilities and to respond to key issues and emerging risks.

## 2. Background

2.1 The overarching strategic objective of the HGGT Work Programme is to co-ordinate and enable the delivery of 16,000 homes by 2033, along with associated infrastructure, delivering the Garden Town Vision, principles and guidance that has been agreed by the five Council partners.

2.2 The HGGT Work Programme is developed from across the five Council HGGT partnership in line with the **strategic objective, delivery aims, and programme priorities** agreed by the Joint Committee as set out below:

### 2.2.1 2024/25 Key delivery themes:

- Delivering the Garden Town Vision of quality, beautiful and sustainable places
- Enabling the Infrastructure Foundations for Growth
- Maximising and Accelerating Delivery with a focus on outcomes by 2025
- Ensuring our Governance is Fit for the Future

## 2.2.2 2024/25 programme priorities for the HGGT partnership:

- Enabling the HGGT Strategic Sites to come forward
- Enabling Achievement of HGGT Modal Transition Target
- Demonstrating and engaging with the community on the benefits of growth
- Delivery of the long-term stewardship arrangements

## 3. Delivery Highlight Updates

3.1 The following updates are provided for the HGGT strategic sites; the Housing Investment Grant (HIG) and the 2024/25 HGGT Programme of Work:

## 4. Strategic Site Updates

4.1 **Latton Priory** – There is an allocation in the EFDC Local Plan for a minimum of 1,050 homes, as well as a primary and secondary school, local centre and Suitable Alternative Natural Greenspace (SANG). The Strategic Masterplan Framework and Latton Priory Design Code have been endorsed by EFDC Cabinet.

4.2 **Water Lane** – There is an allocation in the EFDC Local Plan for a minimum of 2,100 homes, a new primary school, local centre and strategic neutral greenspace. A Planning Performance Agreement for masterplan work is complete and has been signed by developers, EFDC, HDC and ECC.

4.3 **East of Harlow** – There is an allocation in the HDC Local Plan for 2,600 homes and an allocation in the EFDC Local Plan for 750 Homes. HGGT partners have drafted an East of Harlow Masterplanning Guidance SPD which was adopted by EFDC on 28 May and is intending to go to HDC Cabinet in the near future.

4.4 **Gilston Villages** – Subsequent to the resolutions of the East Herts Development Management Committee to resolve to grant outline planning permissions (in early 2023) the details of the associated Section 106 Agreement remain under negotiation with developers. At the time of writing, it is anticipated that the draft final Agreement will be published, as required by the regulations, prior to completion at end June/early July. Thereafter the Section 106 agreement will be finalised, signed and the decision notices giving outline planning permission for the Gilston area, released. Masterplanning activity has been paused whilst the priority was to complete the Section 106 Agreement. Once the Section 106 Agreement has been finalised, Masterplanning work will recommence.

4.5 **Harlow Town Centre** – The Ex-Occasio House site demolition has been completed and the site is being cleared and prepared. Full planning permission for the Arts and Cultural

Quarter was granted in April 2024. Stage 3 of the Broadwalk design has been completed, the contractor has been appointed and site works are expected to commence in June/July 2024. Public consultation is now complete on Market Square allowing it to enter its detail design stage.

- 4.6 **Harlow TC Interchange & Hub STC Work** – Demolition works have begun, with demolition completed of toilet, information kiosk and Terminus House Footbridge.
- 4.7 **Walking and Cycling** – Construction has commenced on a new pedestrian and cycle route from the Town Centre to Pinnacles, with another route from the Town Centre to Churchgate Street/East of Harlow currently in the design phase.

## 5. Housing Investment Grant (HIG)

- 5.1 **Gilston HIG programme** - As part of the Garden Town delivery programme, Hertfordshire County Council is overseeing the delivery of £171 million of Homes England Housing Investment Grant funding to deliver transport infrastructure that mitigates the impact of the Gilston Garden town villages development on Harlow and the surrounding areas and enables wider Garden Town development to come forward. This provides early enabling and delivery of key transport and other supporting infrastructure to start mitigating the impact of the development.

**Stort Valley Crossings** – As part of the HIG delivery programme, there are two key projects to mitigate any increase in traffic across the Stort Valley between Gilston and Harlow because of housing coming forward across the Garden Town. The first one, called the Central Stort Crossing will enhance the existing A414 river Stort crossing with a significant increase in capacity for sustainable modes such as walking, cycling and buses. The second one, called the Eastern Stort Crossing, will increase general traffic capacity and provide an additional link into the Templefields area.

- 5.2 **North to Centre STC** – Work has commenced on the North to Centre (Sustainable Transport Corridor) STC. The programme is estimated to last approximately 18 months and is the first stage of a wider network of enhanced routes to provide for more sustainable modes across the Town. It will link up with the new Central Stort Crossing and provide the opportunity for quick sustainable services between Gilston and the Town Centre as the most direct route into Gilston will be a sustainable only mode access.

- 5.3 **Cambridge Road Link** – The Cambridge Road junction is the first project to be delivered as part of the HIG programme and is both an early enabler for the Eastern Stort Crossing, but also provides the benefit of providing an alternative route for HGV and

other traffic using the Templefields industrial area and diverting traffic away from Edinburgh way. It is anticipated that work will be complete, and the junction opened at the end of June 2024.

## 6. 2024/25 HGGT Work Programme Updates

6.1 The 2024/25 HGGT work programme is set out at Appendix A annotated with key updates. Highlights include:

6.1.1 **Stewardship Charter** – The five council partners will note that a report recommending adoption of the Stewardship Charter is included on the agenda for this Joint Committee meeting.

6.1.2 **Modal Transition Plan** - The HGGT Transport Strategy establishes a clear mode share objective and set of principles which aligns with growth strategies. The Joint Committee will note that a full report on the Modal Transition Plan is included on the agenda for this Joint Committee meeting.

6.1.3 **Bike Share Scheme** – A feasibility study has been undertaken for a HGGT Bike Share Scheme and is currently under review.

6.1.4 **Infrastructure Delivery Plan (IDP)** – The HGGT IDP has been published and is operational across the HGGT partnership.

6.1.5 **Strategic Economic Framework (SEF)** – the SEF has been published and an action plan is currently being scoped between the five Council partners.

### Implications:

### Resource Implications:

Central Government Funding has been made available to date to support the work of the HGGT partnership. This is the result of annual bidding rounds and while the funding is both welcome and essential, this approach creates uncertainty in planning for enabling and delivery work. Officers of HGGT will continue dialogue with Government for future arrangements in an attempt to establish multi-year revenue funding agreements. Each council partner also considers contribution to the HGGT partnership as part of the annual budget setting.

### Equalities and Diversity:

### Equality Impact Assessment:

Is this a new policy (or decision) or a change to an existing policy, practice or project?	No
Describe the main aims, objectives and purpose of the policy or decision	To provide budget and programme information to deliver the aims of the HGGT Joint Committee
What outcome(s) are you hoping to achieve (ie decommissioning or commissioning a service)?	Provide oversight of HGGT Programme and progress.
Does or will the policy or decision affect: <ul style="list-style-type: none"> <li>• service users</li> <li>• employees</li> <li>• the wider community or groups of people, particularly where there are areas of known inequalities?</li> </ul>	Yes - contributes to the delivery of the HGGT project to deliver 23,000 new homes and associated infrastructure in and around Harlow which will affect existing and future residents.
Will the policy or decision influence how organisations operate?	No
Will the policy or decision involve substantial changes in resources?	No
Is this policy or decision associated with any of the Council's other policies and how, if applicable, does the proposed policy support corporate outcomes?	No
What does the information tell you about those groups identified?	N/A
Have you consulted or involved those groups that are likely to be affected by the policy or decision you want to implement? If so, what were their views and how have their views influenced your decision?	N/A
If you have not consulted or engaged with communities that are likely to be affected by the policy or decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary:	The work of HGGT has been subject to public consultation and will continue to be so in the future.

**Use this section to assess any potential impact on equality groups based on what you now know.**

Age, Disability, Gender, Gender reassignment, Pregnancy/maternity, Marriage/civil partnership, Race, Religion/belief, Sexual orientation	N/A	
--	-----	--

Does the EqIA indicate that the policy or decision would have a medium or high	No	See comment above
--	----	-------------------

## HGGT Vision Assurance

1. What principles of the HGGT Vision does this seek to achieve?

The objective of the HGGT Programme is to deliver the HGGT Vision.

2. What steps have been taken to ensure the HGGT Vision is embedded into the project?

The HGGT Programme ensures that the individual projects remain aligned to the HGGT Vision.



## APPENDIX A

### 2024/25 HGGT Programme of Work

Programme Item		2024										2025		
		April	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Sustainable Mobility	Modal Transition Delivery	LCWIP Refresh	Development					Board	Publish		Comms			
		Bus & Operational Services - Enhanced Bus Partnership							Develop Operational Plan					
		Shared Mobility - Bike Hire	Report Due	Consult										
		Future Transport Review Group Setup	Establish TRG											
		Active Travel Behavioural Change (Sustrans)		Onboard	Embed									
		Modal Transition Delivery Framework	Take forward prioritised initiatives as per delivery framework											
		Parking Guidance for Garden Communities and Large Scale Development		Present to EPOA										
		Harlow Town Rail and Access Improvements	Scope activity and resource required											
Policy and Strategy	IDP Update 2024	Endorsed												
	IDP Refresh 2026 Scoping											Scoping procurement brief		
	HGGT Vision Refresh						Refresh							
	Design Guide Refresh						Refresh							
	Infrastructure Funding Statement	Scope			Research				Endorse	Publish				
Infrastructure and Delivery	Land Assembly and CPO	Continued Delivery of the Land Assembly Programme												
	RIF Development	Procure		Develop						Endorse				
Placeshaping & Community Engagement	Gilston Stewardship Model Delivery				Establish Community Forum	Shadow Board								
	HGGT Stewardship Charter	Consult			Joint Committee	Embed								
	HGGT Strategic Stewardship Options	Umbrella Body Update & Options Report			Refine	Options Consult	Paper to Joint Committee (22 Oct)		Review and Scope Resultant Projects					
	Communications	Monthly	Monthly	Monthly	Endorse Plan	Publish	Monthly	Monthly	Monthly	Monthly	Monthly	Monthly		
	HGGT Data Dashboard and Insights (Local Digital Fund)	Testing Digital Dashboard Solution			Implementation	Training	Evaluate Renewal							
	Citizenlab Engagement Platform	Continued Monitoring and Evaluation of the Citizenlab Platform and Adjusting Where Needed												
	QRP	Ongoing drumbeat of QRPs												
	East of Harlow				SPD EFDC & HDC Adopt									
	Economic Development	Scope												
	Latton Priory	Publish Design												
Governance	HGGT Joint Committee	Establish Joint Committee				Operationalise Joint Committee								
	PMO & Master Programme	Scope Milestones			Maintain									