



Interim Duty to Co-operate Compliance Statement

September 2016

1. Introduction

- 1.1 The Duty to Co-operate was introduced by the Localism Act 2011. It places a legal duty on local planning authorities to engage constructively with their neighbouring authorities and other bodies with regards to strategic cross boundary issues. National policy makes it clear that the Duty to Co-operate is not a 'duty to agree', but that every effort should be made to secure necessary co-operation before submission of a Local Plan to the Planning Inspectorate.
- 1.2 As part of a Local Plan examination, the Inspector will test whether a local planning authority has complied with the Duty to Co-operate. The Duty is separate from, but related to, the Local Plan tests of soundness. The tests of soundness, which are set out within the National Planning Policy Framework (paragraph 182), assess whether a Local Plan is:
 - Positively prepared;
 - Justified;
 - Effective; and
 - Consistent with national policy.
- 1.3 In identifying whether a Local Plan is 'effective', the Inspector will assess whether effective joint working has taken place in order to address cross boundary issues.
- 1.4 This Interim Duty to Co-operate Compliance Statement seeks to support the Pre-Submission version of the East Herts District Plan by demonstrating that the requirements of the Duty have been met and that the Plan is 'effective'.
- 1.5 It should be noted that Plan making does not end at the Pre-Submission stage. The Council will continue to pro-actively co-operate with relevant bodies over the coming months. A final version of this document will therefore be completed prior to

Submission of the District Plan to the Planning Inspectorate in March 2017.

2. Co-operation with neighbouring local planning authorities and County Councils

- 2.1 This section identifies how the Council has engaged throughout the Plan making process with its neighbouring authorities. It should be noted that the Council intends to sign Memoranda of Understanding (MoU's) with all neighbouring authorities prior to Submission of the District Plan, in order to clearly demonstrate agreement on relevant cross boundary issues. All minutes from Member level Duty to Co-operate meetings with neighbouring authorities are available on the Council's website: www.eastherts.gov.uk/dutytooperate

The Co-operation for Sustainable Development Board (the Co-op Board).

- 2.2 The Co-op Board was established in 2014 as a mechanism for discussing cross boundary issues with neighbouring authorities in the East Herts/West Essex housing market area and beyond. The constituent authorities of the Co-op Board are identified below:

- The East Herts/West Essex housing market area partners (East Herts, Harlow, Uttlesford and Epping Forest Councils);
- Hertfordshire and Essex County Councils;
- Broxbourne Borough Council;
- Chelmsford City Council;
- Brentwood Borough Council
- The London Borough of Redbridge;
- The London Borough of Enfield; and
- The London Borough of Waltham Forest;

- 2.3 The Greater London Authority (GLA) has 'observer status'. Other organisations are also engaged through the Co-op Board, including the Corporation of London (Conservators of Epping

Forest), the Lee Valley Regional Park Authority and the London Stansted Cambridge Consortium (LSCC).

- 2.4 The Co-op Board is a Member level forum which is supported by a separate Officer group. The terms of reference for the Co-op Board are included within **Appendix A**.
- 2.5 The strategic cross boundary issues that have been addressed through the Co-op Board are identified below.

Housing and Economic Need

- 2.6 Joint working on planning issues in the East Herts/West Essex area has been ongoing for many years. In 2008, the Council joined with Brentwood, Broxbourne, Epping Forest, Harlow and Uttlesford Council's to form the London Commuter Belt East/M11 Sub Region partnership. The group commissioned consultants to prepare a Strategic Housing Market Assessment (SHMA) in order to assess housing needs in the local area. This study was published in January 2010, and was subsequently updated in March 2013.
- 2.7 Following the publication of national Planning Practice Guidance (PPG) in March 2014, East Herts, Epping Forest, Harlow and Uttlesford Councils commissioned the same consultants to prepare a revised SHMA. This study, which was published in September 2015, confirms that the most appropriate functional housing market area comprises the administrative areas of the four authorities. It also recommends that Broxbourne Borough is better aligned with Welwyn Hatfield.
- 2.8 In terms of housing need, the SHMA concludes that the combined level of housing need across the four local authority areas is 46,058 homes for the period 2011 - 2033. This figure has been disaggregated amongst the four authorities. For East Herts, the level of need is 745 new homes per year, or 16,390 by 2033. A Memorandum of Understanding (MoU) is under preparation which will commit all four Councils to meeting their individual housing

needs within their own administrative boundaries, including those associated with Gypsies and Travellers and Travelling Showpeople. It is intended that the MoU will form part of the final version of this Compliance Statement in due course.

- 2.9 The four authorities also commissioned consultants to prepare economic evidence in order to inform the content of the SHMA. The purpose of this work was to identify the Functional Economic Area (FEMA) and to ensure that the assessment of housing need within the SHMA adequately addressed the requirement to match homes and jobs. The study concluded that, for East Herts, between 435 and 505 new jobs will be created each year. The result of this work has been reflected both within the SHMA and the District Plan.
- 2.10 The Government released new household projections in July 2016. Further work on the SHMA has shown that, as a result of this new data, the level of housing need within the housing market area has increased to around 54,600 homes. The Council will continue to work with its partnering authorities in order to refine this work as necessary.
- 2.11 Both the SHMA and supporting Economic Evidence are available to view online here: <http://www.eastherts.gov.uk/shma>

Transport

- 2.12 Transport modelling has formed a key aspect of ongoing joint working through the Co-op Board. The modelling, known as VISUM, has been led by Essex County Council and considers the impacts of planned growth arising from the respective local plans of the four core authorities (East Herts, Harlow, Uttlesford and Epping Forest).
- 2.13 To date, the modelling has demonstrated a need to deliver a range of strategic highways measures in order to provide for 14,000 – 17,000 new homes in the Harlow area within the Plan period. A draft Transport Memorandum of Understanding (**Appendix B** to

this report) is currently being finalised by East Herts, Harlow, Epping Forest and Uttlesford District Councils, Hertfordshire and Essex County Councils and Highways England. The MoU identifies the required mitigation measures and commits the signatories to working together to deliver the schemes during the Plan period.

- 2.14 Further transport modelling will be required as work on respective local plans progresses.

Harlow Strategic Sites Assessment

- 2.15 The Harlow Strategic Sites Assessment is a study jointly commissioned by East Herts, Epping Forest and Harlow Councils in order to assess the potential suitability of sites on the periphery of Harlow. The study was undertaken in recognition that the area around Harlow provides an opportunity to meet a significant proportion of the housing needs within the housing market area.
- 2.16 Based on the results of ongoing VISUM transport modelling work, the study concludes that between 14,000 and 17,000 homes (including 3,000 homes in the Gilston Area, within East Herts) could be delivered within the wider Harlow area by 2033 subject to the successful delivery of the highways mitigation measures identified within the Transport Memorandum of Understanding. It also indicates that further development is likely to be deliverable in that area following the identification of additional mitigation measures through transport modelling.
- 2.17 The study is currently ongoing. However, a Draft Harlow Strategic Sites Assessment is available to view online here:
<http://democracy.eastherts.gov.uk/documents/s36032/Draft%20Harlow%20Strategic%20Sites%20Assessment%20September%202016%20-%20ERP%20HSSA.pdf>

Harlow and Gilston Garden Town Expression of Interest

- 2.18 In March 2016, the Government published a prospectus entitled 'Locally Led Garden Villages, Town and Cities'. The document represents the Government's latest initiative to significantly increase the level of house building across the country. It invites local planning authorities to submit bids for technical and financial support in order to help facilitate the delivery of strategic sized developments within their administrative areas.
- 2.19 In response to the prospectus, East Herts, Harlow and Epping Forest Councils, with support from the Advisory Team for Large Applications (ATLAS), have submitted a joint expression of interest in relation to growth in and around Harlow. The expression of interest, which was submitted to Government in September 2016, is located within **Appendix C** to this report.

Strategic Sustainability Appraisal

- 2.20 As part of the consideration of reasonable alternatives, consultants have been commissioned by East Herts, Epping Forest, Harlow and Uttlesford District Councils in order to undertake a theoretical appraisal of how the identified need for homes could be distributed spatially regardless of local authority boundaries. To support this work, a Sustainability Appraisal style assessment is currently being undertaken. Once complete, this study will provide a strategic level basis for the more localised options being explored through the Sustainability Appraisals of each authority's local plans.

Air Quality

- 2.21 Of particular importance within the housing market area, is the potential impact of growth on Epping Forest Special Area of Conservation (SAC). As such, a draft Memorandum of Understanding has been agreed by East Herts, Harlow, Epping Forest and Uttlesford District Councils, as well as Hertfordshire

and Essex County Councils, Natural England and the Corporation of London. The MoU, which forms **Appendix D**, requires the authorities to monitor any impact on the environmental quality of the Forest, and to introduce mitigation measures where these are necessary.

Princess Alexandra Hospital

- 2.22 The Co-op Board has engaged with senior representatives from the Princess Alexandra Hospital in Harlow. The hospital, which is located on a highly constrained site near the town centre, faces a number of challenges in terms of ensuring that the buildings remain fit for purpose over the coming years.
- 2.23 In order to resolve these issues, the preferred option of the Hospital Trust is to re-locate to a new site on the edge of the town. As such, the Hospital Trust, with support from East Herts, Harlow and Epping Forest Councils, has commissioned consultants to assess the suitability of sites on the periphery of Harlow. One potential option is to re-locate the hospital to the Gilston Area, within East Herts District. Following completion of the options study, the Council will continue to engage with the Hospital Trust through the Co-op Board in order to identify the most suitable solution.

London Stansted Cambridge Consortium (LSCC)

- 2.24 The Councils of Broxbourne, East Herts, Epping Forest, Harlow and Uttlesford form the LSCC Core Area. This corridor has, over the past decade or more, been the engine of UK growth with its world class industries and businesses. In order to support the aims of the LSCC, the four core Members of the Co-op Board have all resolved to include the LSCC's Strategic Vision within their respective Local Plans.

Hertfordshire County Council

- 2.25 The Council has engaged with HCC on a number of issues in relation to the District Plan including site specific transport issues as well as education and minerals and waste. Issues arising from these topic areas have been addressed through Settlement Appraisals, the Infrastructure Delivery Plan, and the District Plan itself.
- 2.26 As noted earlier in this report, the Duty to Co-operate requires local planning authorities to demonstrate how strategic cross boundary issues have been considered. One such issue is transport modelling. While the Co-op Board, led by Essex County Council, has progressed VISUM modelling to cover the eastern section of East Herts as well as west Essex, HCC is undertaking its own modelling known as COMET.
- 2.27 The purpose of COMET modelling is to consider the impacts of planned growth on the strategic highways network across the county. HCC has previously advised East Herts that the capacity of the A414 is constrained, particular as it passes through Hertford. This issue, which is explained fully within the Hertford Settlement Appraisal, has influenced the development strategy contained within the District Plan.
- 2.28 HCC will be publishing its '2050 Vision' in Autumn 2016 which will identify a long list of potential mitigation measures that may be required in order to support identified growth across Hertfordshire. East Herts will continue to engage with this process over the coming months, particularly with regards to identification and delivery of a strategic solution for Hertford, either in this plan period or beyond.

Hertfordshire Infrastructure and Planning Partnership

- 2.29 Hertfordshire Infrastructure and Planning Partnership (HIPP) is a long established working group comprising HCC and all ten District

Councils. The purpose of the Partnership is to consider county wide issues and to provide a forum for information sharing. An MoU was agreed and signed in May 2013, and subsequently updated in January 2015. The MoU identifies how the authorities will work collaboratively in order to deliver growth across the county. The Terms of Reference for the Partnership can be found in **Appendix E** to this study, while the MoU forms **Appendix F**.

Broxbourne Borough Council

- 2.30 In 2015, Broxbourne Borough Council indicated that it would be unable to meet its identified housing needs, and as such, formally asked East Herts Council and other neighbouring authorities for assistance. East Herts responded by confirming that, due to the challenging level of housing need in this District, it would be unable to provide any additional housing to meet Broxbourne's residual needs.
- 2.31 Since that time, Broxbourne has continued to give consideration to meet its full housing needs. In Summer 2016, Broxbourne Council published a revised Regulation 18 Local Plan for consultation which identified how the full housing needs of the borough could be met. The position set out in 2015 has therefore been superseded.
- 2.32 In order to support its Local Plan, Broxbourne has undertaken transport modelling work in order to understand the impact of growth on the A10, and to identify potential mitigation measures. East Herts will continue to engage in this process as necessary over the coming months.

Welwyn Hatfield Borough Council

- 2.33 Both the emerging East Herts and Welwyn Hatfield Local Plans seek to allocate land to the east of Welwyn Garden City for

strategic development. The two authorities have co-operated on this issue for a number of years at both an Officer and Member level. In order to support development in this location, joint policy wording and a concept diagram have been developed for inclusion within the respective Local Plans. An MoU is being prepared which will identify the basis for continued joint working, including masterplanning, in order to deliver development in this location. The MoU will also identify that there is an agreement in place in order to deliver a Gypsy and Traveller site as part of development in this location, either within Welwyn Hatfield or East Herts. The site will provide 15 pitches, 11 of which will help meet Welwyn Hatfield's needs, while the remaining 4 pitches will assist in meeting East Herts' needs.

- 2.34 Specific cross boundary issues have also been addressed in relation to education and minerals, in collaboration with HCC. With regards to education, the development within East Herts will provide a site for a secondary school which will help to meet needs arising from both authorities. The phasing of development, including the delivery of the school, is partly dependent on the timely extraction of minerals from the site. Discussions on this issue with Welwyn Hatfield, HCC and the developers are ongoing.
- 2.35 In addition, East Herts and Welwyn Hatfield Councils jointly commissioned consultants to undertake a Heritage Impact Assessment that considered the potential effects of development on Panshanger Park, along with suggested mitigation. This study can be viewed here: www.eastherts.gov.uk/panshangerhia

Stevenage Borough Council

- 2.36 The District Plan identifies a site to the east of Stevenage for the delivery of 600 homes which will help meet East Herts housing needs. The principle of development in this location has been discussed at both an Officer and Member level. As a result of

these discussions, Stevenage Council has not objected to development to the east of the town.

- 2.37 In addition, Stevenage Council submitted its Local Plan to the Planning Inspectorate in Spring 2016. The Plan seeks to meet the full housing needs arising from Stevenage Borough. An MoU has been signed by both authorities which confirms that East Herts does not object to the content of the Plan.

North Herts District Council

- 2.38 North Herts District Council has progressed a Local Plan in order to meet its full housing needs. At this stage it is not considered that there are any further cross boundary strategic issues that need to be resolved.

Uttlesford District Council

- 2.39 While both East Herts and Uttlesford Councils are fully engaged with the Co-op Board, bi-lateral Member level discussions have also taken in order to discuss specific issues.
- 2.40 Firstly, East Herts has asked Uttlesford to consider whether land adjacent to the settlement boundary of Bishop's Stortford, to the south of Beldams Lane and within Uttlesford District, could be identified for sports pitch provision associated with Herts and Essex Secondary School. At this stage Uttlesford has suggested that, while it is unlikely that they would be seeking to allocate the land for such uses, they would not object to the provision of sports pitches in that location, provided that they were also accessible for public use.
- 2.41 Secondly, East Herts has also asked Uttlesford to consider allocating land within the route of the A120, and adjacent to Birchanger Wood, for employment use. Uttlesford has suggested that the Council will consider this issue as part of their plan making process. However, they have clear evidence within their Green

Belt Review which indicates that the area of land does perform an important Green Belt function.

3 Other prescribed bodies

- 3.1 The National Planning Policy Framework identifies a number of other bodies that the Council should engage with through the Duty to Co-operate. These are identified below. Further discussions with these organisations will take place as necessary, both prior to Submission of the District Plan in March 2017, and subsequently through more detailed design work for specific sites.

Environment Agency

- 3.2 The Environment Agency (EA) submitted a number of comments to the Preferred Options draft of the District Plan. At that stage, the EA recommended that the Council's Strategic Flood Risk Assessment (SFRA) should be updated to reflect more recent data and changes to national policy. In addition, for those sites in the District Plan which are at least partially located within identified Flood Zones, the EA indicated that the updated SFRA should include a detailed 'Level 2' assessment to help provide more detail on the associated risk. The updated SFRA can be viewed online here: www.eastherts.gov.uk/sfra.

Historic England

- 3.3 Historic England (previously English Heritage) submitted a number of comments to the Preferred Options draft of the District Plan which will be considered through detailed site specific design work and the planning application process. Historic England was engaged through the Historic Impact Assessment for Panshanger Park, as detailed in paragraph 2.33.

Natural England

- 3.4 Natural England submitted a number of comments to the Preferred Options draft of the District Plan which will be considered through detailed site specific design work and the planning application process.
- 3.5 Importantly, Natural England has been fully engaged with regards to the wording of the Co-op Board MoU concerning air quality and potential impacts on Epping Forest SAC, as well as a Habitats Regulation Assessment which has been prepared in support of the District Plan.

NHS England and Clinical Commissioning Groups

- 3.6 The Council has engaged with these bodies throughout the Plan making process, including through presenting the draft development strategy to the NHS Estates Forum.
- 3.7 Ongoing engagement with these bodies will be required through further work on the Infrastructure Delivery Plan (IDP) prior to Submission of the District Plan in March 2017. In particular, the IDP will identify where extensions to existing health facilities are required. The larger strategic sites, identified within the District Plan, will deliver new facilities to support the needs of residents in those locations.
- 3.8 As detailed in paragraphs 2.21 and 2.22, the Co-op Board has engaged with Princess Alexandra Hospital in order to consider its potential re-location to land on the periphery of the town.

Civil Aviation Authority

- 3.9 The Council has not engaged directly with the Civil Aviation Authority. However, Officers have liaised with Stansted Airport through the Stansted Airport Local Authority Forum in order to consider the potential impacts of increased passenger numbers.

Homes and Communities Agency (HCA)

- 3.10 The Council has received significant support from the Advisory Team for Large Applications (ATLAS) which forms part of the HCA. In particular, ATLAS has provided impartial advice from the earliest stages of plan making with regards to the delivery of strategic developments at the Gilston Area and East of Welwyn Garden City.
- 3.11 As identified in paragraph 2.18, ATLAS has also provided significant support in relation to the Harlow and Gilston Garden Town expression of interest.

Transport for London (TfL)

- 3.12 The Council continues to engage with both TfL and Network Rail with regards to the proposed Crossrail 2 scheme. While the Council is supportive of the proposal to run Crossrail 2 to Broxbourne and possibly beyond to Harlow, the Council has objected to the potential option of terminating the line at Hertford East. It is expected that the Council will continue to have a key input into ongoing discussions over the coming months.

Office of Rail Regulation, Mayor of London and the Marine Management Organisation

- 3.13 The Council has not considered it necessary to engage with these bodies at this stage. With regards to railways, it should be noted that the Council has engaged with the relevant Train Operating Companies and Network Rail throughout the plan making process in order to discuss the way in which the railways may cater for planned growth. The need for additional capacity on the Liverpool Street line has been highlighted through several mechanisms and the four-tracking of the line between the Tottenham Hale and Broxbourne areas has been included in Network Rail's recently published Anglia Route Study, March 2016.

4 Other organisations

- 4.1 The NPPF also requires local planning authorities to engage with two other bodies, not covered by the Duty to Co-operate regulations; namely, the Local Enterprise Partnership (LEP) and Local Nature Partnership (LNP).
- 4.2 The Council has regularly liaised with the Hertfordshire LEP throughout the plan making process. In particular, a number of discussions have taken place with regards to facilitating development within the Gilston Area. The LEP has provided significant funding in order to help deliver the Little Hadham Bypass by 2019. Further discussions will be held over the coming months in order to consider how the LEP could help to deliver other critical infrastructure schemes identified in the Council's IDP.
- 4.3 The Hertfordshire Local Nature Partnership is a body that comprises representatives of various organisations including local authorities, the Hertfordshire and Middlesex Wildlife Trust, Hertfordshire Health and Wellbeing Board, Environment Agency and the National Farmers' Union. Engagement with the LNP has taken place through the Hertfordshire Infrastructure and Planning Partnership. Further discussions with this body will take place over the coming months with regards to the proposals contained within the District Plan.

Appendix A

Terms of Reference¹

Co-operation for Sustainable Development Board

October 2014

1. Aims and Objectives

(1) The Co-operation for Sustainable Development Board will support Local Plan making and delivery for sustainable communities across geographical and administrative boundaries in West Essex, East Hertfordshire and the adjoining London Boroughs. It will do this by identifying and managing spatial planning issues that impact on more than one local planning area within West Essex, East Herts and the adjoining London Boroughs.²

- 1.1 Local authorities are required by law through the Duty to Cooperate to '*engage constructively, actively and on an on-going basis*' on planning matters that impact on more than one local planning area ('strategic planning matters'). The duty is further amplified in the National Planning Policy Framework (NPPF) which sets out the key 'strategic priorities' that should be addressed jointly³.
- 1.2 The Co-operation for Sustainable Development Board ('the Board') is responsible, on behalf of the core member authorities, for identifying the sustainable development issues that impact on more than one local planning area and agreeing how these should be managed (covering the whole local plan cycle from plan-making, through to delivery and monitoring). This may include evidence gathering. It is an advisory body, and any decisions resulting from its advice remain the responsibility of its constituent councils.
- 1.3 As part of this process, the Board will review cross boundary issues (strategic planning matters) being progressed through emerging local plans and constituent Local Development Frameworks documents as appropriate, and identify issues which are likely to be vulnerable in the legal tests applied under the Duty to Cooperate. In doing so it will consider the plans of local planning authorities outside the core membership where these are likely to impact upon more than one member authority.⁴

¹ These initial terms of reference are expected to be reviewed and updated at the start of each municipal year.

² The core constituent administrative areas are identified as Epping Forest, Harlow and Uttlesford districts, Brentwood Borough, Chelmsford City and Essex County Council, East Herts and Broxbourne districts and Hertfordshire County Council, and the London Boroughs of Waltham Forest, Redbridge and Enfield.

³ 'Strategic priorities' that local planning authorities have a duty to cooperate on are defined in Paragraph 156 of the National Planning Policy Framework (NPPF).

⁴ Initial identification of cross boundary issues will arise from the NPPF, NPPG and from issues identified at member workshops in 2014, but are expected to change as new issues arise.

(2) The Board will support better integration and alignment of strategic spatial and investment priorities in West Essex, East Herts and adjoining London boroughs, ensuring that there is a clear and defined route through the statutory local planning process, where necessary.

- 1.4 In order to support the economic growth points within the area and investor confidence, recognising the different attributes and contributions made by the individual member councils, the Board will work jointly with the Local Economic Partnerships identified in Section 4 to understand long term investment priorities and ensure that these are aligned with other public and private sector investment plans.
- 1.5 Initially the Board will seek to understand work that is already underway which is relevant to the Board's strategic planning role.

2. Membership and Accountabilities

- 2.1 The Board provides a forum for local authorities to manage issues that impact on more than one local planning area, developing the necessary evidence base and ensuring wider corporate and other relevant matters are fully taken into account. Although there is a clear emphasis on reaching a common approach on key strategic approaches, the Board is an advisory body only. Any decisions on taking forward outputs from its meetings and work programme (e.g. shared views, policy approaches, evidence or research) will be the responsibility of individual local authorities and the statutory planning process.
- 2.2 Core membership of the Board will comprise representatives from Epping Forest, Harlow and Uttlesford districts, Brentwood Borough, Chelmsford City and Essex County Council, East Herts and Broxbourne districts and Hertfordshire County Council, and the London Boroughs of Waltham Forest, Redbridge and Enfield. The GLA will be given Observer status and will be sent minutes of meetings and invited to engage at appropriate times.

Each core member authority will be invited to contribute to the work programme and to consider strategic planning issues that impact on the wider area. Other authorities may be invited to attend on an occasional basis if an issue being considered is likely to have a significant impact on the authority's planning area. Each core member authority will be represented on the Board by the relevant holder of the Planning portfolio or Leader as appropriate, to ensure confidence of authority and commitment to resources.⁵ Officers may attend meetings in support of members.

- 2.3 Regular feedback and briefing to the constituent members' political and corporate leadership is the responsibility of member representatives, and should be used as a way of ensuring wider ownership and support for the Board's work as it progresses. There should also be appropriate liaison between the local authority representatives of both the Board and the South East, Hertfordshire, Greater Cambridge and Greater Peterborough Local Economic Partnerships, and London Enterprise Panel

⁵ Councils will identify their lead member

- 2.4 The Chairman of the Board will be appointed on a rotating basis which should be reviewed at least annually to ensure fair and equal opportunities amongst the constituent member authorities. Officers of the Chairman's authority will provide administrative and clerical support to meetings.

3. Ways of Working

- 3.1 Refer to Diagram in Annex 1 for details of initial working arrangements. The Board will agree a work programme, including steering and management arrangements for each project, on an annual basis. This could include setting up 'task and finish' groups for specific projects, either reporting directly to the Board or on a shared basis with other bodies. The Board will meet regularly, as required and its meetings will rotate between Harlow, Epping Forest DC and East Herts Councils as the most convenient locations for all. In the interests of transparency, notes of the Board's meetings will be publicly available once they have been agreed.
- 3.2 The Co-operation for Sustainable Development Officer Group will provide either direct advice or support, and/or deliver agreed projects.
- 3.3 Once the work programme has been established, good project management principles should be applied, such as risk management, particularly around political sensitivities and funding, and keeping the work programme under review to ensure that it is meeting the agreed objectives and the identified priorities remain relevant.

4. Key relationships

- 4.1 **South East Local Economic Partnership:** The Board will work closely with SELEP to ensure the long term integration of strategic planning and investment priorities. The LEP plays a key support role on economic development and regeneration and is responsible for major funding streams. It is also identified in Local Planning Regulations as a body that local authorities need to take account of in meeting its 'duty to cooperate' obligations.
- 4.2 **Hertfordshire LEP:** The Board will work closely with Hertfordshire LEP to ensure the long term integration of strategic planning and investment priorities. The LEP plays a key support role on economic development and regeneration and is responsible for major funding streams. It is also identified in Local Planning Regulations as a body that local authorities need to take account of in meeting its 'duty to cooperate' obligations.
- 4.3 **Greater Cambridge and Greater Peterborough LEP:** The Board will work closely with GCGP LEP to ensure the long term integration of strategic planning and investment priorities. The LEP plays a key support role on economic development and regeneration and is responsible for major funding streams. It is also identified in Local Planning Regulations as a body that local authorities need to take account of in meeting its 'duty to cooperate' obligations.
- 4.4 **London Enterprise Panel** – this acts as the Local Economic Partnership for London.
- 4.5 **East Herts West Essex Border Liaison Group:** this is an established forum for members from many of the core Board authorities to come together and

discuss issues of common interest several times a year. Its terms of reference specifically include reference to the duty to co-operate. Its wide membership (in terms of the number of elected members invited from the constituent authorities) means that it provides a useful forum for the Board to communicate on its activities, and receive updates on issues. The Chairman of the Board or an agreed member should report to each meeting of the EHWEBLG.

- 4.6 **London Stansted Cambridge Consortium:** this is an established partnership of public and private sector organisations, including councils, which covers the area from Tech City, the City Fringe, Kings Cross, and the Olympic Park, up through the Lee Valley and M11/A10 and West Anglia Rail corridors to Harlow and Stansted, and through to Cambridge. The principal objective of the consortium is to drive economic development and enhance quality of life in the north London – Stansted – Cambridge corridor. This means not only driving job growth through productivity and investment, but more importantly increasing economic activity, by ensuring local communities access employment opportunities.
- 4.7 **Other Key Partners:** A number of key bodies and organisations will be necessary to support the work of the Board either through direct support/advice or through joint projects. Most of these will be subject to the legal requirements of the 'duty to cooperate' and may well already be involved in the other partnerships mentioned above. Key bodies include the Lee Valley Regional Park, the Corporation of the City of London (responsible for Epping Forest), the Environment Agency, Highways Agency, and Homes and Communities Agency. Private sector infrastructure providers, particularly utility companies, will also be key partners particularly in terms of ensuring alignment between investment plans and priorities.

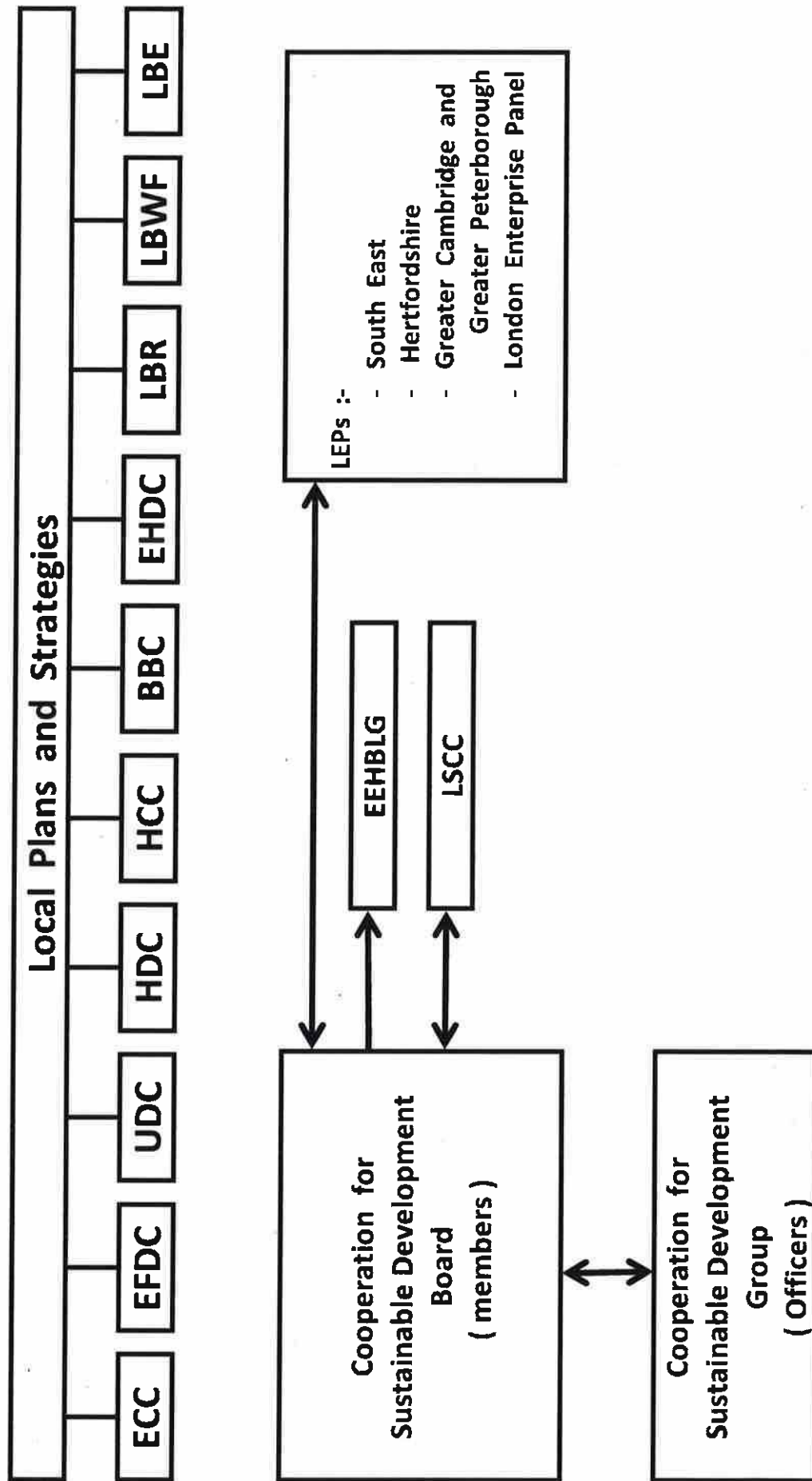
5 Technical Support

- 5.1 The Board will be supported by an officer group, known as the Co-operation for Sustainable Development Group, with representatives from each of the constituent authorities. The group will advise the Board on technical issues, and act as a steering group for any identified project, establishing suitable technical support and project management arrangements for each. This may involve the use of 'task and finish' groups and could include the use of external expertise e.g. from key statutory bodies identified in Section 4 above or the use of consultants. The group will therefore also be responsible for any necessary joint procurement arrangements.
- 5.2 A representative of the officer group (the chairman or a suitable substitute) will attend the Board meetings and provide regular progress updates on the work programme to the Chairman.

6. Review

- 6.1 These are initial terms of reference, and will be formally reviewed before May 2015. It is important to keep arrangements flexible to respond to changes in planning policy, priorities and work programmes and to move forward from plan policy development stages to implementation. It is therefore anticipated that the terms of reference will continue to be reviewed annually.

ANNEX 1



Appendix B

Draft

**Memorandum of Understanding on
Highways & Transportation Infrastructure
for the West Essex/East Hertfordshire
Housing Market Area**

between

Essex County Council
Hertfordshire County Council
Highways England

East Hertfordshire District Council
Epping Forest District Council
Harlow District Council
Uttlesford District Council

September 2016



Essex County Council



Epping Forest
District Council
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Harlow
Council
Working together for Harlow



Uttlesford
District Council

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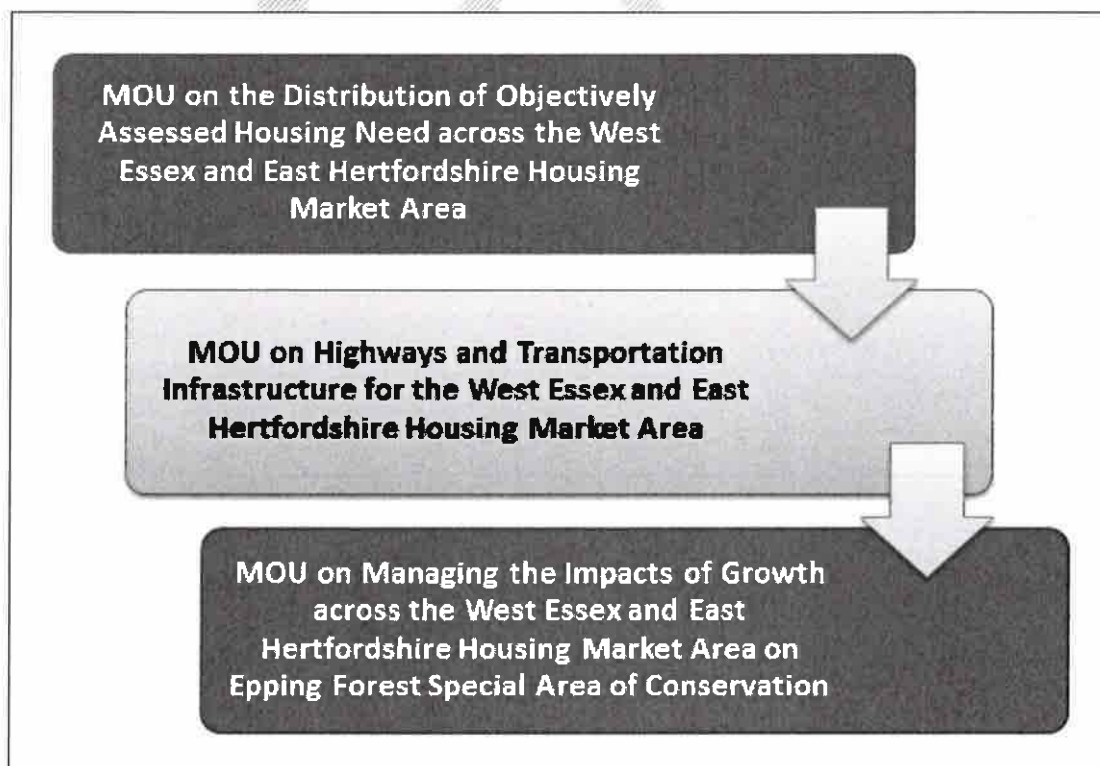
1 Background

- 1.1 Local Plans set out policies to guide development in a locality, including policies and proposals for specific sites to meet the housing, employment, environmental and social needs of the area. The suitability of sites for any of these uses depends on several factors, including transport matters such as local traffic flow, road and transport connections, and options for sustainable travel.
- 1.2 The preparation of Local Plans provides an opportunity to support a pattern of development that minimises the need for travel, minimises journey lengths, encourages sustainable travel, and promotes accessibility for all. This can contribute to the achievement of environmental objectives and reduce the cost to the economy arising from the environmental, business and social impacts associated with traffic generation and congestion.
- 1.3 East Hertfordshire DC, Epping Forest DC, Harlow DC and Uttlesford DC (also referred to as the 'West Essex/East Hertfordshire authorities' in this Memorandum of Understanding (MoU)) have a substantial history of co-ordinated working on strategic planning issues such as assessing housing need and planning for future growth. Essex County Council and Hertfordshire County Council have also been involved in cross-border working with the authorities for many years on many different topics including transport matters related to Local Plans.

The three inter-related Memoranda of Understanding

- 1.4 This MoU is one of a group of three related memoranda of understanding. The other two deal with the distribution of Objectively Assessed Housing Need (OAHN) across the West Essex/East Hertfordshire Housing Market Area (HMA), and managing the impacts of growth across the HMA on the Epping Forest Special Area of Conservation, as shown in Figure 1.

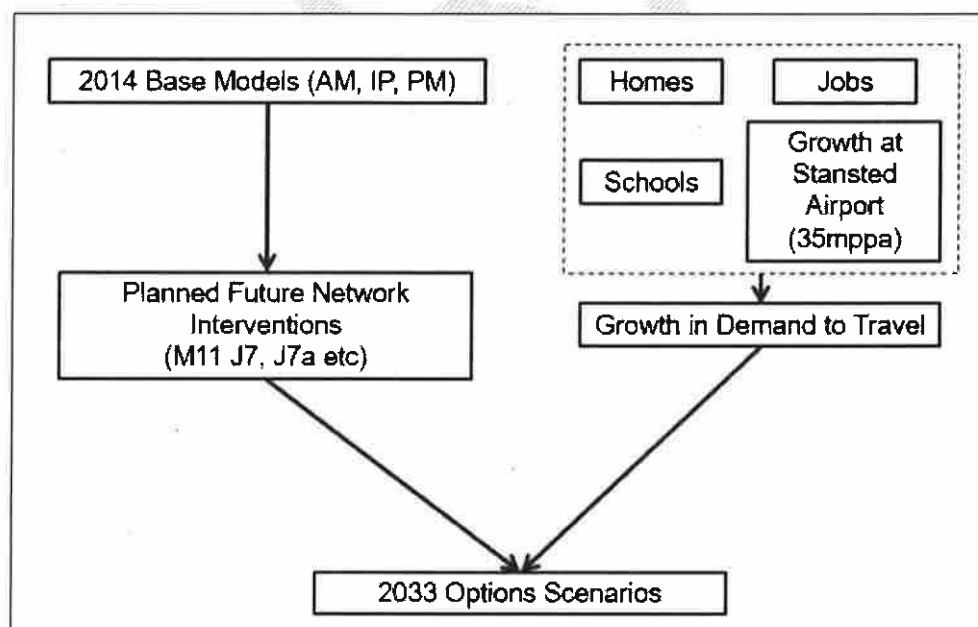
Figure 1 – Inter-related Memoranda of Understanding



Transport modelling relating to Strategic OAHN Spatial Options study

- 1.5 In conjunction with the West Essex/East Hertfordshire authorities, Essex County Council, Hertfordshire County Council and Highways England been involved in the Strategic OAHN Spatial Options study, which sets out the options for how the housing need identified in the West Essex/East Hertfordshire SHMA (2015 – and also emerging data indicating how the OAHN might change) could be distributed across the housing market area, based on an analysis of the existing/emerging policy context and evidence base.
- 1.6 One of the key ways in which the range of potential OAHN spatial distribution options were analysed was through strategic transport modelling carried out by Essex County Council, which was designed to assess the varying impacts to traffic and transportation. (This transport modelling is high-level in nature, and will be supplemented by district-wide modelling for the four West Essex/East Hertfordshire Local Plans when considering local-level issues).
- 1.7 This strategic highway modelling was carried out using Essex County Council's Visum model, which was agreed by Highways England in 2016.
- 1.8 The assumptions within the strategic highway modelling, as the baseline, are that the following will take place -
- planned improvements to M11 junction 7;
 - planned short-term improvements at M11 junction 8;
 - implementation of a new J7A on the M11;
 - A120 Little Hadham Bypass;
 - Public Health England moves to Harlow town (as announced by government);
 - London Stansted Airport growth reaches 35 million passengers per annum; and
 - TEMPRO¹ growth outside the West Essex/East Hertfordshire Housing Market Area.
- 1.9 The overall process for the highway modelling is shown in figure 2.

Figure 2 – Overview of Forecasting Process for the Highway Modelling:



¹ TEMPRO (Trip End Model Presentation Program) is the industry standard transport planning software tool for estimating traffic growth, which is required when assessing the traffic impact of a development on the local highway network.

- 1.10 The strategic highway modelling assessed five OAHN spatial distribution options A to E, for the Housing Market Area, which were as detailed in Appendix 1. Please also refer to the overarching 'Distribution of Objectively Assessed Housing Need across the West Essex and East Hertfordshire Housing Market Area' MoU for more details of the five options A to E. Option A1 was a variation to Option A, having a different spatial distribution around Harlow.
- 1.11 Following discussions with managers at Princess Alexandra Hospital (Harlow), and between the West Essex/East Hertfordshire officers, population data was explored to consider the effects on catchment area of a new hospital site either at Gilston (in East Hertfordshire District) or near a new junction 7A on the M11 (in Epping Forest District), as Princess Alexandra Hospital wishes to relocate.
- 1.12 The strategic highway modelling identified percentage traffic flow changes resulting from the Options A to E, and A1. Whilst all of the Options A to C including A1 are predicted to cause broadly similar increases in congestion and commensurate reductions in average vehicle speeds, with the higher growth (in and around Harlow) options D & E these approach 20% greater reductions in average vehicle speeds. In addition the higher growth options D & E both showed significant stress in specific areas of the network and are not recommended to be taken forward in transport terms, unless further major interventions were to be delivered during the Plan period (2011-2033). However more detailed assessment work is ongoing.
- 1.13 It should be noted that these model results are early indications based on initial forecast modelling, and there will of course be further modelling and sensitivity testing as work progresses on the four West Essex/East Hertfordshire Local Plans.
- 1.14 Since undertaking this analysis two additional spatial options have been identified. The first of these, 'Option F', aims to meet the maximum growth across the HMA. The second is the 'Spatial Option' which reflects the latest figures for completions, permissions and windfalls, and is based on spring 2016 household and population projections. It takes into account feedback from the initial highway modelling processes. It is the view of the Co-operation for Sustainable Development Officer Group that this is the most appropriate spatial option.
- 1.15 The strategic highway modelling thus played a key role in the recommendation and selection of the 'Spatial Option' to deliver the OAHN, which is as follows.

Figure 3 – The 'Spatial Option' of OAHN 2011-2033

Local authority	Net new dwellings 2011-2033
East Hertfordshire District Council	~ 18,000
Epping Forest District Council	~ 11,400
Harlow District Council	~ 9,200
Uttlesford District Council	~ 12,500
Total across the HMA	~ 51,100
...of which the area in and around Harlow* will provide	~ 16,100

**'in and around Harlow' refers to Harlow town as well as around Harlow in adjoining districts*

2 Purpose of this Memorandum of Understanding

- 2.1 This Highways and Transportation Infrastructure MoU confirms the collaborative working arrangements that exist between the three highway authorities of Highways England, Essex County Council and Hertfordshire County Council.
- 2.2 The purpose of this MoU is to ensure that Essex County Council, Hertfordshire County Council and Highways England (supported by the West Essex/East Hertfordshire authorities), together fulfil the following requirements:
1. to contribute to the delivery of the vision set out in section 3 of this MoU;
 2. to seek/support/work towards addressing the strategic highway issues identified through modelling, and some of the emerging transport issues are outlined in section 4 of this MoU;
 3. to work collaboratively to identify, develop and secure/deliver enabling highway infrastructure schemes supporting the 'Spatial Option' of the Objectively Assessed Housing Need within the West Essex/East Hertfordshire Housing Market Area, as set out above and within the overarching 'Distribution of Objectively Assessed Housing Need across the West Essex and East Hertfordshire Housing Market Area' MoU;
 4. to continue to engage with the West Essex/East Hertfordshire Councils (primarily through the Co-operation for Sustainable Development Officer Group and the Co-operation for Sustainable Development Member Board) at an early stage, in detail, and on a continuing basis, with the intention of avoiding possible objections being made at consultation stages and/or at Independent Examination of the individual Local Plans;
 5. to continue to co-operate during the implementation and monitoring of the individual West Essex/East Hertfordshire Councils Local Plans;
 6. to liaise with each other on any future joint evidence work which may be required to address the strategic highway issues;
 7. to help demonstrate compliance with the Duty to Co-operate during the Independent Examination of the West Essex/East Hertfordshire authorities' Local Plans
 8. to inform and support the 'Managing the Impacts of Growth across the West Essex and East Hertfordshire Housing Market Area on Epping Forest Special Area of Conservation' MoU (see Figure 1).
- 2.3 This MoU specifically covers the area directly affected/impacted by the growth in and around Harlow and is NOT intended to cover the whole of the HMA, with specific district level interventions being identified by each district individually.
- 2.4 The schemes identified within this MoU are those major strategic schemes which would be required to meet the level of growth being proposed within and around the Harlow area. It does not include specific site level interventions, many of which may still be significant in themselves.

3 Vision

- 3.1 The three highway authorities are committed to co-operating with the planning authorities for the West Essex/East Hertfordshire HMA to enable sustainable communities by providing a better understanding of key highways infrastructure, including public transport and sustainable modes, that will be required to support those developments.
- 3.2 We recognise that we have a responsibility to support and develop a more coordinated approach to planning on the strategic and local highway networks to provide sustainable communities.
- 3.3 All parties are fully committed to jointly working together to resolve key highway and transportation issues, primarily those outlined in section 4 of this MoU, but also any further issues which come to light in future.

4 Emerging key highway issues

- 4.1 While the following primarily focus on highways related infrastructure, the overall impact of the infrastructure also seeks to address rail and aviation issues indirectly through provision of improved access

Highways England Network Improvements (M11)

M11 Junction 7/7A

- 4.2 M11 Junction 7 serves as the main point of access to the strategic road network for the town of Harlow and the surrounding areas. The interchange is nearing capacity, which is constraining access to and from the M11. This in turn is constraining Harlow's growth opportunities. Highways England and Essex County Council are investigating solutions and are working together to develop improvements to Junction 7 and proposals for a new Junction 7A. For further details of the particular issues regarding Junction 7 and 7A, please see Appendix 2.
- 4.3 The following actions relating to these junctions are already complete:

Figure 4 – Completed actions relating to M11 Junction 7/7A

Completed Actions
Funding for improvements to Junction 7 has been obtained under Road Investment Strategy 1 (RIS1)
Essex County Council has completed four years of work on investigating options to improve Harlow's road network. A strategic options appraisal showed that the new junction 7A on the M11 is optimum solution to overcome the problems.
Essex County Council ran public consultation on the location and design of the new Junction 7A (together with widening of Gilden Way) in summer 2016

- 4.4 The signatories to this MoU recognise that the following actions will be necessary with regard to Junction 7/7A:

Figure 5 – Future actions relating to M11 Junction 7/7A

Action	Responsible authority
Essex County Council will announce the preferred route for J7A, by Autumn 2016	Essex County Council
Essex County Council will aim to submit a planning application for Junction 7A by Winter 2016/17	Essex County Council
West Essex/East Hertfordshire District Councils will provide support for J7A within their Local Plans, as appropriate to their area and support will be written into Local Plans which will go out to consultation in Autumn/Winter 2016	West Essex/East Hertfordshire District Councils
Highways England will continue to develop the RIS1 proposals for improvements to Junction 7	Highways England

Action	Responsible authority
RIS1 to support delivery of M11 J7A before M11 J7 but will revert back to 7 if 7A isn't confirmed	Essex County Council/Highways England
Highways England will continue to provide on-going support and advice through the Co-op. Officer Group and Member Board on how best to achieve funding for J7A	Highways England / Essex County Council
Funding towards the delivery of M11 J7 and/or J7A will be sought from developers	Harlow/Epping Forest/Uttlesford and East Hertfordshire District Councils

M11 Junction 8

- 4.5 M11 Junction 8 serves as the main point of access to the strategic road network for the town of Bishop's Cleeve and its surrounding area, as well as London Stansted Airport. It also provides access to the A120 and the B1256, which provides an alternative access to the strategic road network for Uttlesford District.
- 4.6 Short to medium term proposals to increase capacity through the interchange have been identified and are expected to commence in 2018. Longer term significant improvements will be needed at Junction 8 to support local growth and the expansion of London Stansted Airport. For further details of the particular issues regarding Junction 8 please see Appendix 3.
- 4.7 The following actions relating to Junction 8 are already complete:

Figure 6 – Completed actions relating to M11 Junction 8

Completed Actions
Essex County Council has identified short to medium term improvements at Junction 8.
£1,000,000 has been secured from the Greater Cambridge Greater Peterborough Local Enterprise Partnership to help fund the short to medium term improvements at Junction 8.
Essex County Council has submitted to Highways England a bid for funding for a strategic intervention at Junction 8 to Road Investment Strategy 2 (RIS2).
Essex County Council has submitted a bid to Highways England's Growth and Housing Fund (GHF) for the short to medium term improvements at Junction 8 (this bid is successfully through the first assessment stage)
Essex County Council has submitted a bid for Local Growth Fund round 3 funding to the South East Local Enterprise Partnership (SELEP) for the short to medium term scheme (this bid is successfully through the first assessment stage)

- 4.8 The signatories to this MoU recognise that the following actions will be necessary with regard to Junction 8:

Figure 7 – Future actions relating to M11 Junction 8

Action	Responsible authority
Essex County Council to continue to work with all relevant funding bodies to secure the funding of the short to medium term improvements at Junction 8 during 2016/17	Essex County Council

Action	Responsible authority
The delivery of identified short to medium term improvements at Junction 8 will be constructed in approximately 2018/19	Highways England / Essex County Council
Funding for a strategic intervention for Junction 8 with enhanced junction design will be pursued via RIS2, and through contributions from developers	Highways England / Essex County Council/Hertfordshire County Council/East Hertfordshire and Uttlesford District Councils
Strategic intervention to Junction 8 will be delivered within the Local Plan period	Highways England / Essex County Council

County Highway and Transportation Network Improvements

4.9 As well as the strategic improvements outlined above, the modelling work identified some key routes on which improvements would be required across all tested scenarios. These include the following:

- A414 corridor through Harlow (sections not currently either being upgraded or programmed for upgrading);
- A414 The provision of a second River Stort crossing to relieve the Harlow network and also help provide capacity for the provision of a north/south Sustainable Transport Corridor;
- A414 west of Harlow - Amwell Junction with the A10;
- Harlow A1025 Second Avenue Corridor (A414 to Velizy Avenue);
- Relocation of Princess Alexandra Hospital (site to be confirmed);
- A120 around Bishop's Stortford – With any long term intervention at M11 junction 8 consideration will need to be given to the impact on the A120 around Bishop's Stortford as to whether intervention(s) over and above that already agreed to facilitate development are required; and
- There will be a need to assess the impact that strategic interventions on the M11 junctions 7, and 8, and the implementation of the new junction 7A, will have on the Bishop's Stortford and Sawbridgeworth local highway network.

4.10 The A414 through Harlow to the A10 should be considered moving forward as part of an overall approach to the A414 corridor between the M11 and A1 with the Highway Authorities of Essex and Hertfordshire working together to provide the optimum outcome for both authorities.

Figure 8 – Future actions relating to County Highway & Transportation Network

Key Issue	Likelihood of identifying solution	Deliverability Issues	Phasing (years)*	Responsibility
A414 Corridor	High	Funded by developers	6 -10	East Hertfordshire DC Essex CC Harlow DC Hertfordshire CC
A1025 Second Avenue, Harlow	High	Funded by developers	6 -10	Essex CC Epping Forest DC Harlow DC

Key Issue	Likelihood of identifying solution	Deliverability Issues	Phasing (years)*	Responsibility
Second River Stort Crossing	High	Funded by developers	6 -10	Hertfordshire CC East Hertfordshire DC Essex CC Harlow DC
Multi-modal sustainable corridor, north-south through Harlow town	High	Funded by developers	6 -10	East Hertfordshire DC Epping Forest DC Essex CC Harlow DC Hertfordshire CC
Multi-modal sustainable corridor, east-west through Harlow town	High	Funded by developers	6 -10	Epping Forest DC Essex CC Harlow DC
Abercrombie Way/Third Avenue	High	Funded by developers	6 -10	Epping Forest DC Essex CC Harlow DC
A414 Amwell Junction with the A10	High	Funded by developers	6 -10	East Hertfordshire DC Hertfordshire CC
A120 Bishop's Stortford – B1383 Stansted Road Roundabout	High	Funding already in place	0 - 5	Hertfordshire CC Essex CC

**indicative timescale dependent on how developments come forward during the plan period*

Future Co-operation and Planning

- 4.11 It will be necessary to monitor the impacts of both the Highways England and County Network Schemes as these are delivered. This is crucial for planning for future interventions beyond the plan period. Due to the long timescales associated with major scheme delivery it is important that this work continues throughout the plan period to 2033, so that future growth in the next plan period can be coordinated and accommodated without delays while the planning and delivery of infrastructure is secured.

5 Securing funding

- 5.1 There are a number of different funding sources available to deliver the various key pieces of infrastructure identified within the MoU, which include Section 106 agreements or Community Infrastructure Levy (CIL - but with S106 being the key contributor to major schemes), Section 278 agreements, government funding streams administered through South East LEP, Hertfordshire LEP, RIS2 and subsequent funding periods, together with other funding opportunities as these arise.
- 5.2 There is a clear distinction between the national infrastructure requirements and the local and county infrastructure requirements which have been identified. Significant funding would be expected through national funding streams for the major pieces of infrastructure, such as the long term solution at M11 J8. However, this would not, and should not, preclude contributions, sometimes major contributions, from developers through S106 towards these schemes. Delivery of the county schemes identified as being required to deliver the levels of growth in the OAHN would be expected to be primarily, or totally, funded by developers through Section 106 or similar contributions, although other funding sources as identified above could provide for the delivery of these schemes in part or in total as necessary.

6 Timing

- 6.1 This Memorandum of Understanding has immediate effect and will remain in place until adoption of the last of the West Essex/East Hertfordshire authorities' Local Plans and all identified schemes have been delivered as required, unless this MOU is reviewed and replaced before this. This document will be kept under review. It is based on the most up to date evidence available at the time of writing.

7 Key contact details

7.1 The primary contacts for this Memorandum of Understanding are as follows.

Figure 9 – Key officer contacts

Organisation	Contact name and email address
Essex County Council:	David Sprunt david.sprunt@essex.gov.uk
Hertfordshire County Council:	Roger Flowerday roger.flowerday@hertfordshire.gov.uk
Highways England:	Andy Jobling andy.jobling@highwaysengland.co.uk
East Hertfordshire District Council	Claire Sime Claire.sime@eastherts.gov.uk
Epping Forest District Council	Amanda Thorn AThorn@eppingforestdc.gov.uk
Harlow District Council	Paul MacBride Paul.Macbride@harlow.gov.uk
Uttlesford District Council	Alan Gilham AGilham@uttlesford.gov.uk

8 Signatures and seals

8.1 This Memorandum of Understanding is signed by and duly authorised for and on behalf of:

Essex County Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Hertfordshire County Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Highways England

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

East Hertfordshire District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Epping Forest District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Harlow District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Uttlesford District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

9 Appendices

DRAFT

Appendix 1 - Options tested within the Strategic Highway Modelling

A1.1 The strategic highway modelling assessed the six OAHN spatial distribution options for the Housing Market Area, which were as follows.

Figure 10 – ‘Reasonable Alternatives’ in the Strategic OAHN Spatial Options study

Option	Details of this option	<u>Rough</u> total dwelling number for option (source of number)	<u>Total dwellings to be delivered</u> across the HMA 2011-2033
A	Each authority meets its OAHN within its own boundaries	46,100 (2015 SHMA)	48,298 of which 14,150 in wider Harlow area
B	Less development at Harlow and accelerated development on the A120	46,100 (2015 SHMA)	48,148 of which 10,500 in wider Harlow area
C	Less development at Harlow and two new settlements in East Hertfordshire	46,100 (2015 SHMA)	47,648 of which 10,500 in wider Harlow area
D	Maximum growth at Harlow, with reduced allocations in constrained areas of the HMA	46,100 (2015 SHMA)	46,743 of which 17,650 in wider Harlow area
E	Higher growth across the HMA, with allocations in constrained areas	49,638 (2012-based household projections)	51,798 of which 17,650 in wider Harlow area
A1	Variation to option A removing Katherines, reducing Harlow East and adding more to Harlow South	46,100 (2015 SHMA)	48,298 of which 14,150 in and around Harlow

Figure 11 – Additional Spatial Options, not yet fully tested

Option	Details of this option	<u>Rough</u> total dwelling number for option (source of number)	<u>Total dwellings</u> to be delivered across the HMA 2011-2033
F	Maximum growth across the HMA	roughly 54,600[^] (emerging OAHN according to 2012-based household projections and 2014-based Sub-National Population Projections (SNPP))	57,141 of which 20,895 in wider Harlow area
The 'Spatial Option' *	Reflects latest figure for completions, permissions and windfall assumptions and is considered to be the most appropriate spatial option;	n/a	roughly 51,100 of which roughly 16,100 in and around Harlow

* See the 'Distribution of Objectively Assessed Housing Need across the West Essex/East Hertfordshire Housing Market Area MoU' for more details of 'the 'Spatial Option'.

Appendix 2 - M11 Junction 7 improvements and the new junction 7A

- A2.1 M11 Junction 7 serves as the main point of access to the strategic road network for the town of Harlow and the surrounding areas. It also provides access to the A414 (a county principal road), which connects Chelmsford (to the east) and Hertford (to the west); and the B1393 which forms a local link between the settlements of Epping and Harlow and provides access to the strategic road network for much of Epping Forest District.
- A2.2 The M11 Junction 7 interchange is nearing capacity, which is constraining access to and from the M11. This in turn is constraining Harlow town's growth opportunities. Highways England and Essex County Council are investigating solutions and are working together to develop improvements to Junction 7, and a proposal for a new Junction 7A. These solutions will deliver the best benefits within project constraints for Harlow district, and the surrounding districts, by enhancing access to the M11 and acting as an enabler for the housing and economic growth as set out in the 'Distribution of Objectively Assessed Housing Need across the West Essex/East Hertfordshire Housing Market Area MoU', and in the emerging Local Plans of Harlow DC, Epping Forest DC, East Hertfordshire DC, and Uttlesford DC.
- A2.3 Highways England is developing the Road Investment Strategy Period 1 scheme: 'M11 Junction 7 junction upgrade – extra capacity on junction 7 near Harlow', which aims to reduce the current congestion around the junction. Highways England is at the very early stages of developing these proposals and once they have been refined, the scheme will go out to public consultation. Works are expected to start by 2020.
- A2.4 Essex County Council are leading on proposals to create a new junction on the M11 (7A) to the east of Harlow that will enable housing and commercial development within and around Harlow and relieve some of the pressure on the existing Junction 7 to the south. Proposals went out to public consultation in 2016. Funding is yet to be identified and all authorities have committed to promoting this scheme for funding by the future Road Investment Strategy programme.
- A2.5 Essex County Council and Highways England have formed the Essex Strategic Highway Programme Group that meets monthly and will provide guidance in helping the project teams to work collaboratively.

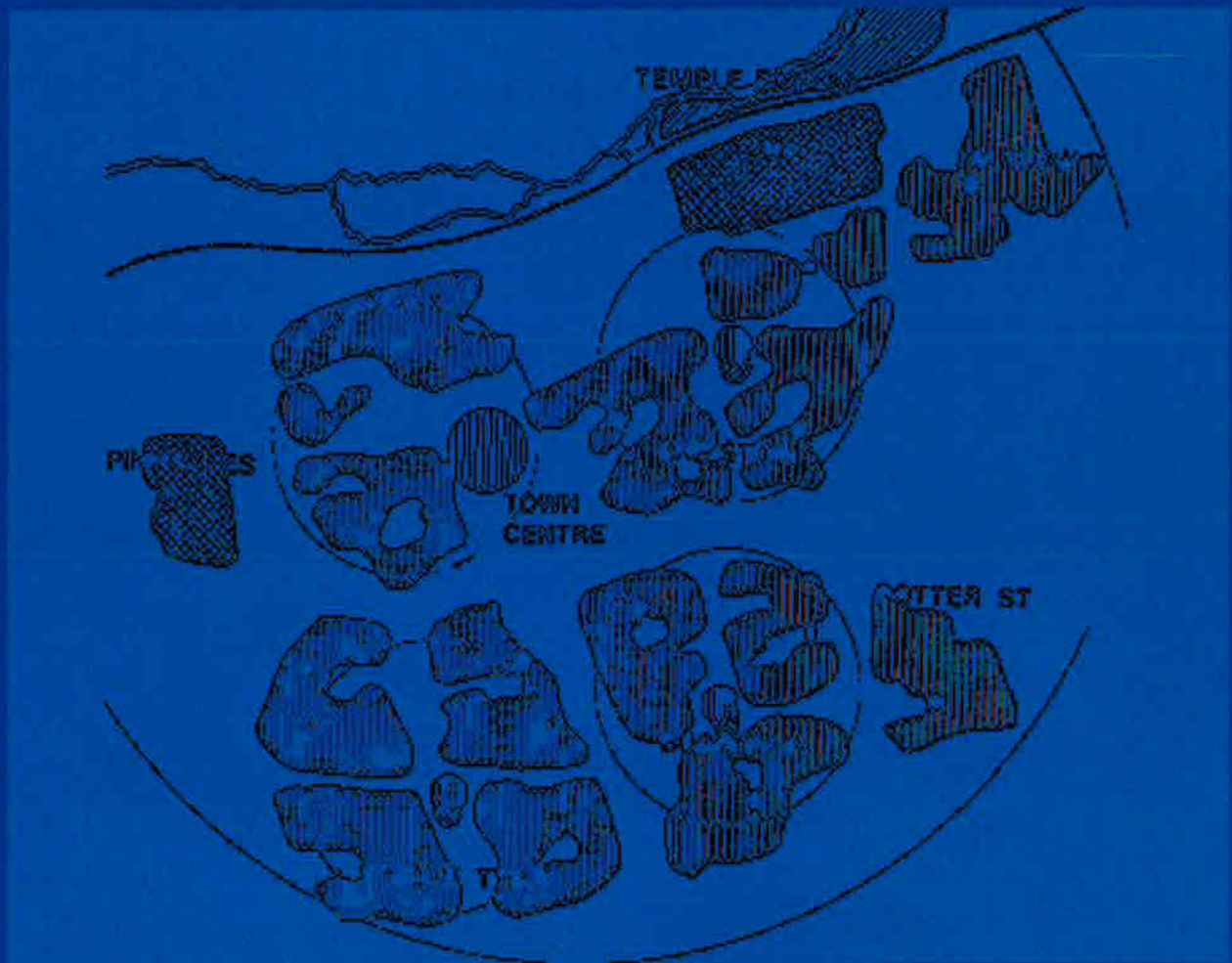
Appendix 3 - M11 Junction 8 Improvements

- A3.1 M11 Junction 8 serves as the main point of access to the strategic road network for the town of Bishop's Stortford and its surrounding area, as well as London Stansted Airport. It also provides access to the A120, an east-west route connecting Standon at the most westerly point with Harwich on the east coast; and the B1256, which provides an alternative access to the strategic road network for Uttlesford District.
- A3.2 Growth is planned both in and around Bishop's Stortford (within East Hertfordshire District) and within Uttlesford District, in addition to potential expansion of London Stansted Airport, both of which are likely to increase traffic demands at Junction 8.
- A3.3 Short to medium term proposals to increase capacity through the interchange have been identified. The Greater Cambridge Greater Peterborough Local Enterprise Partnership has secured £1,000,000 to undertake these improvements. Proposals include widening on the A120 link from Bishop's Stortford, a dedicated free flow left turn from the M11 southbound exit slip to the A120 eastbound, and widening on the M11 northbound exit slip. These proposals are estimated to cost upwards of £5,000,000; therefore, there will also need to be developer contributions. Timescales for the delivery of these proposals are still to be confirmed but are expected in 2018.
- A3.4 Longer term significant improvements will be needed at Junction 8 to support expansion of London Stansted Airport and growth identified by the West Essex/East Hertfordshire Housing Market Area. Highways England is developing the next round of Route Strategies, which will be a key building block in the Government's next Road Investment Strategy. Route Strategies bring together information from motorists, local communities, construction partners, environmental groups and across the business sector to help better understand the performance of the strategic road network, to shape investment priorities, to improve the service for road users and to support a growing economy. The evidence collected and the indicative solutions identified - along with the outcomes of the strategic studies - will be the foundation of Highways England's first 'Strategic Road Network Initial Report' to be submitted to Government in 2017.
- A3.5 Through the Route Strategies we are committed to highlighting the need for investment in Junction 8.

Appendix C

Harlow & Gilston Garden Town

Expression of Interest
September 2016



A joint response to the Government's locally-led Garden Towns prospectus on behalf of:



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- 1.1 Vision & objectives
- 1.2 Scale & impact of strategic growth
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4. The impact of support

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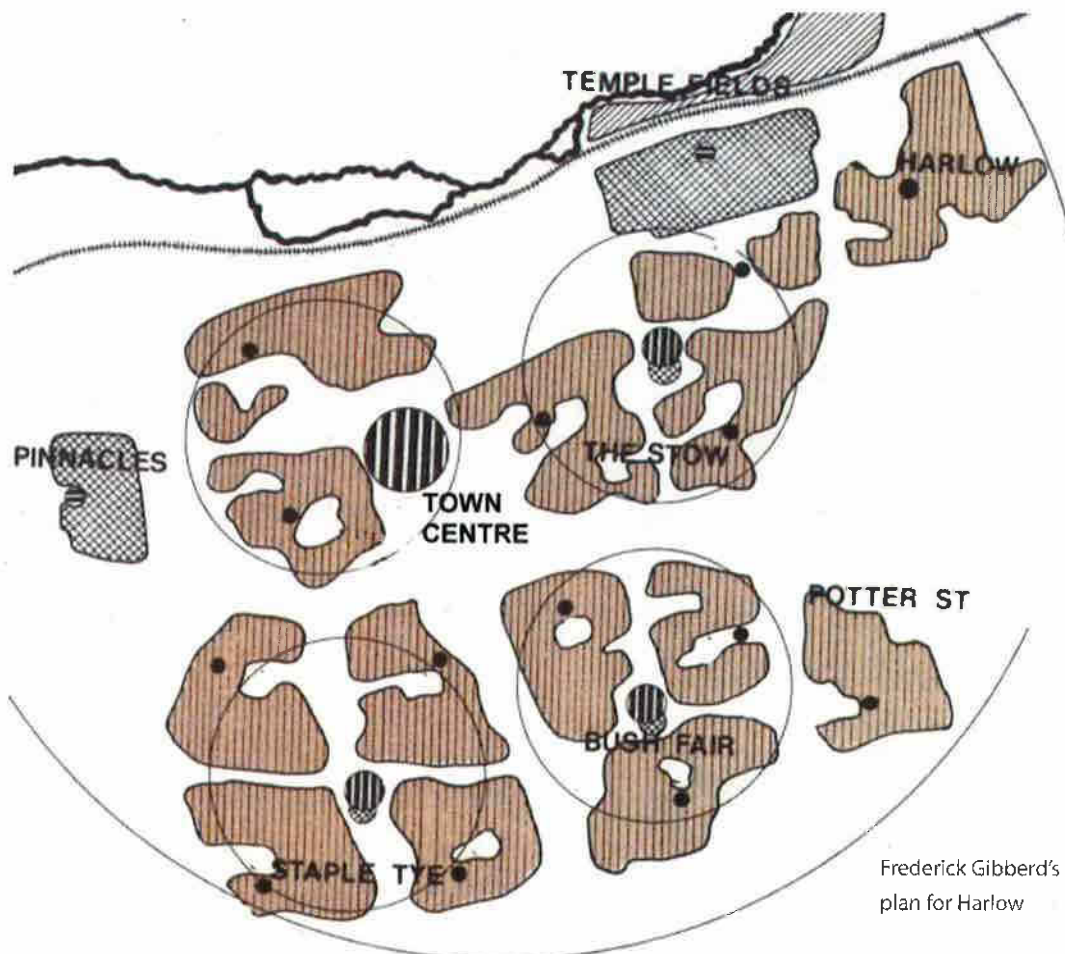
- A1 Wider housing needs
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Frederick Gibberd's
plan for Harlow

Commitment

Harlow Council (HC), East Hertfordshire District Council (EHDC), Epping Forest District Council (EFDC), Hertfordshire County Council (HCC) and Essex County Council (ECC) ('the Councils') are working in partnership together with Hertfordshire LEP (HLEP), South East LEP, and site promoters to bring forward transformational growth at Harlow.

The Councils share a bold vision and set of objectives, recognising that areas in and around Harlow present a number of opportunities to deliver growth of considerable scale and significance. Such growth is key not only to meet growing pressures of housing need locally, but also delivering broader regeneration and change for Harlow.

We have prepared this document in response to the Locally Led Garden Villages, Towns & Cities Prospectus issued by the Department for Communities and Local Government (DCLG) in March 2016. In accordance with the requirements of the prospectus, this document provides a background to the proposals, sets out how our level of ambition fits with the various matters raised in the prospectus, and identifies what will be needed to help move forward effectively and efficiently into delivery.

We are committed to bringing forward transformational growth at Harlow, and the Councils are working collectively to establish a suitable suite of Local Plans that can guide growth going forward. Delivering at such scale is however complex and challenging, requiring a positive partnership approach. This not only involves the Councils, land owners and developers to bring proposals effectively through the planning system, but also requires a shared commitment with infrastructure providers and national Government to provide a strategic approach, enabling barriers to be overcome and opportunities to be realised.

We look forward to working with Government on this exciting new era for Harlow & Gilston, creating a new garden town, delivering transformational growth and a quality new working and living environment for future generations.

Cllr Jon Clempner
Leader, Harlow DC

Cllr John Philip
Planning Policy Portfolio Holder,
Epping Forest DC

Cllr Linda Haysey
Leader, East Hertfordshire DC

1. Strategic context

1.1 Vision & objectives

Harlow & Gilston lies in the core area of the 'London Stansted Cambridge Corridor' (LSCC) - one of the most important and fastest growing economic regions in the country. The Councils of Broxbourne, East Hertfordshire, Epping Forest, Harlow and Uttlesford have all come together to drive forward the continued success of the corridor as a great place to live, work, do business and visit.

The LSCC vision for the core area, signed up to by all of the Councils, is to build on the areas key strengths including its skilled workforce in sectors such as health, life sciences and pharmaceuticals, advanced engineering and aerospace, its high quality environment and educational opportunities. Together with the presence of Stansted Airport, the local authorities are seeking to deliver sustainable growth to support the economic ambitions of the LSCC through:

- complementing and supporting the economic performance of the corridor whilst maintaining and enhancing the special character of the area, including the locally distinctive historic character of its market towns and rural settlements;
- the delivery of housing, supported by good access to social, leisure, community, health facilities, education and jobs, that meets the needs of local people and supports sustainable economic growth, whilst ensuring it remains an attractive place for people to live and locate to;
- capitalising on existing economic sectors and promoting growth of expanding industries including in the food production, life sciences, pharmaceuticals and technology sectors; tourism including hotels, Stansted's expansion, recreation/green assets including the Lee Valley, Stort Valley, Epping Forest and Hatfield Heath;
- working with partners to secure investment in major infrastructure including increasing rail capacity on the West Anglia Mainline and maximising the opportunities that Crossrail 2 can deliver, together with road improvements including a new junction on the M11 at 7a and improvements to junctions 7 and 8, and to the A414, A120, M25 and A10, together with delivery of superfast broadband;
- supporting the delivery of new jobs in the Harlow Enterprise Zone, and the north side of Stansted Airport, Broxbourne Park Plaza, Brookfield and Bishop's Stortford – all identified as Strategic Opportunity Sites within the corridor;
- the regeneration of existing urban areas including at Harlow, Waltham Abbey, Loughton and Waltham Cross.

Harlow provides a significant catchment of 3.3million people within an approximate one hour journey. This population is set to grow by 20% by 2032. The area has a strong economy and skills base with 41% of an expanding working age population qualified to degree level. The business base is also growing with a 2.2% increase between 2008 and 2010, despite a global recession.

Harlow Enterprise Zone: www.harlowez.org.uk

Harlow & Gilston Garden Town represents a major opportunity at the heart of the corridor with the potential to accomodate tens of thousands of homes and jobs between the global centre's of London and Cambridge.

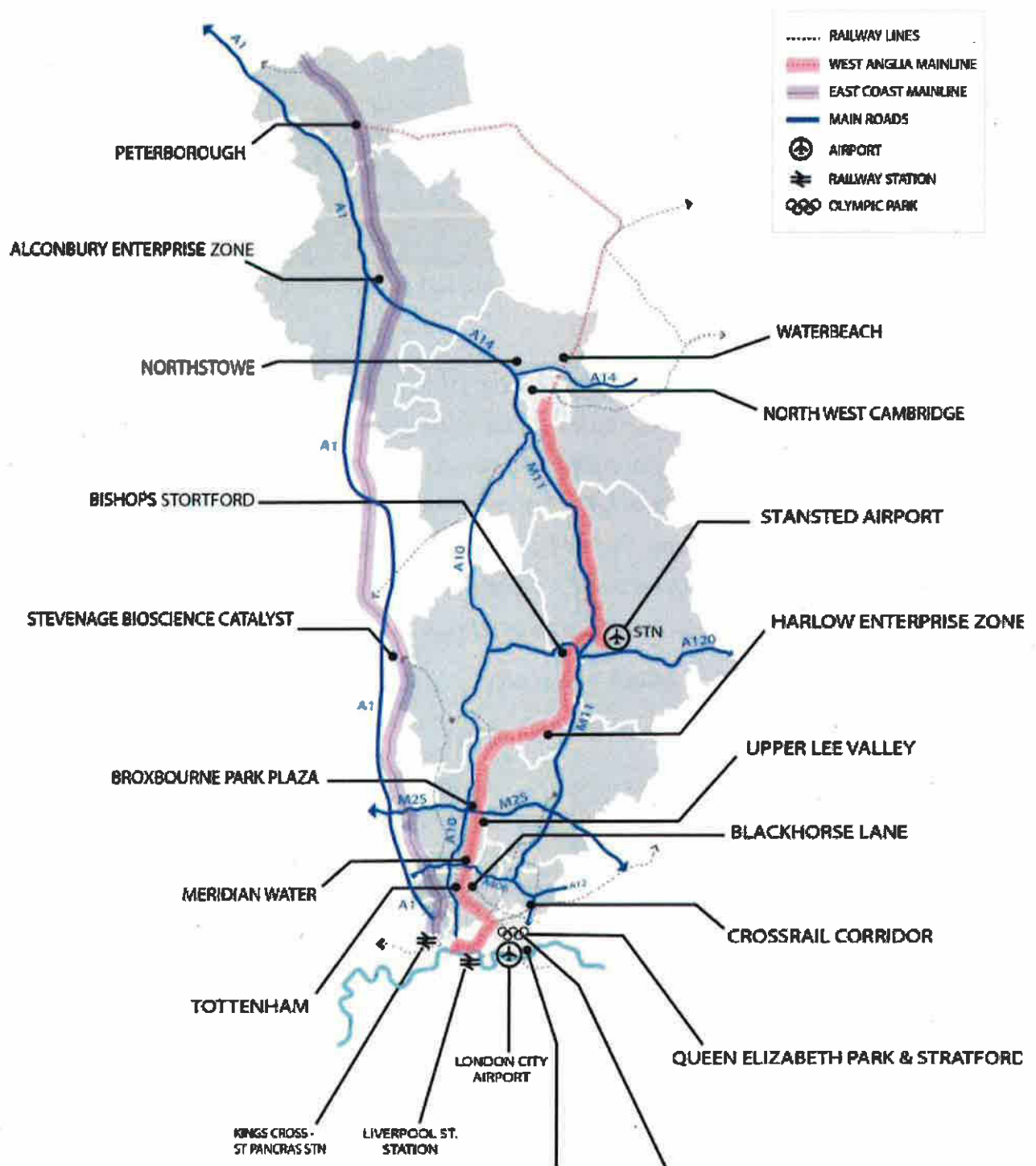


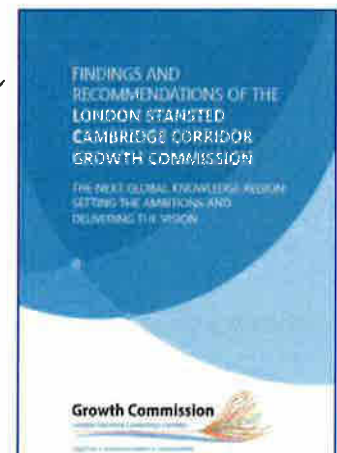
Figure 1: Opportunity sites within the LSCC



London Road South site within the Harlow Enterprise Zone, sitting adjacent to Newhall residential community

"We need to deliver quality of place to become the next global tech and life sciences region. Our ability to attract and retain talent relies on our ability to offer exciting career opportunities, host leading global firms, and provide vibrant, affordable and accessible homes and communities."

London-Stansted-Cambridge Growth Commission



Putting in place these critical building blocks will provide the foundations for looking further ahead to 2050. Certainty through further investment and delivery of key infrastructure, including in the West Anglia mainline, Crossrail 2, the M11 junctions, M25 junctions, A10, A414 and A120 is a vital component of this. It will enable the Councils in the Core Area to focus development where it is needed, and where it can be sustainably accommodated, in order to

maximise the longer-term economic potential in a proactive way.

This will ensure that the core area plays its full role in the contribution that the corridor can make as an economic powerhouse within the UK and beyond.

1.2 The scale & impact of strategic growth

Various local studies have considered the opportunities to address the challenges facing Harlow today, and conclude with clear links between growth and regeneration outcomes.

The development of housing enables greater social mobility and provides labour for local employers, helping businesses to expand, which in turn benefits the wider local economy. The delivery of new housing at the right scale can also enable a critical mass to be reached. This means providing a sufficient number of people to sustain services, facilities and employment.

Harlow has not achieved the scale it needs to sustain the kind of infrastructure, economy or town centre from which many of its comparator towns benefit. Furthermore, it is evident from recent developments in Harlow that these have delivered jobs, homes, infrastructure investment as well as new facilities for the community.

There is an opportunity to deliver regeneration objectives through growth in order to achieve wider aspirations for economic and social prosperity, whilst also addressing housing market needs. With this in mind, the Councils have been considering alternative spatial options for growth and approaches to distributing housing across the Strategic Housing Market Area. This work has resulted in a preferred spatial option that will inform the final versions of Local Plans.

The appendix sets out the current position in relation to distribution of homes throughout the West Essex and East Hertfordshire Housing Market Area (HMA) and illustrates the scale of growth being envisaged. In advance of Local Plans being published, submitted, examined and adopted the figures may be subject to change. Nevertheless, the Councils are committed to taking forward the broad numbers highlighted.



“Tech and life sciences industries thrive in attractive places and well connected, vibrant communities.”

London-Stansted-Cambridge Growth Commission

The Councils are exploring site capacities aligned with the principles through respective Local Plans. One spatial option being explored demonstrates a transformational opportunity, with further work needed to refine and deliver the proposal.

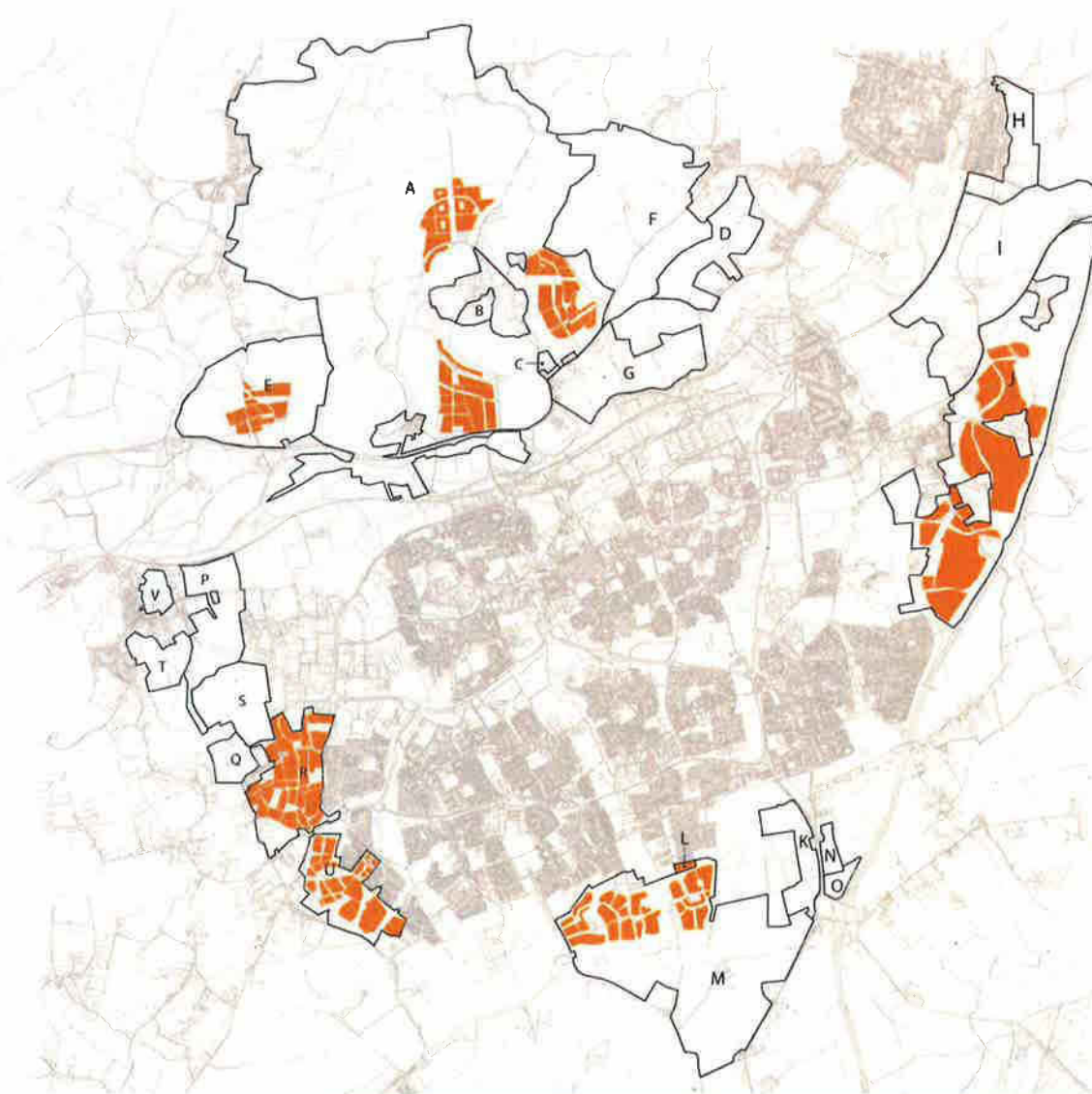


Figure 2: Indicative spatial option up to 2033

Joint working to-date has identified capacity to deliver c.16,100 homes up to 2033; Garden Town status will enable the Councils to front-load joint masterplanning work, secure place-making objectives & accelerate delivery within the first five years of the plan period.

1.3 Key issues & challenges

Delivering growth of the scale set out will be particularly challenging and require focussed effort and co-ordination to be realised. Of particular note, are the following key issues:

- enabling Harlow & Gilston to play a bigger role in contributing to the region's global tech ambitions; avoid falling behind in terms of quality of place, infrastructure, scaling-up businesses and workforce skills;
 - stakeholder coordination - due to the cross-boundary nature of growth, a large number of stakeholders will be involved requiring effective coordination and consistent approaches;
 - effective progress through planning - an efficient and effective approach will need to be found to ensure respective Local Plans can progress through the examination and adoption process; multiple plans, with elements of interdependency pose additional risk;
 - strategic infrastructure - the scale of growth has significant implications on the capacity of existing infrastructure; whilst individual developments can address their own mitigation, solutions will need to be found for strategic matters with cumulative impacts.
- These challenges are likely to be most acute in relation to:
- access to the M11 with impacts on existing junctions 7 and 8, and the need for a new Junction 7A;
 - the A414 corridor, with impacts both through Harlow but wider west along the corridor and the essential need for Stort crossing improvements;
 - water use & treatment - potential need for upgrades to Rye Meads sewage treatment works, and associated pipework;
 - healthcare - the provision of hospital space and potential relocation of Princess Alexandra Hospital;
 - viability - whilst emerging evidence indicates strategic growth should be viable, care will be needed to ensure strategic development can contribute effectively to the provision of infrastructure and wider policy requirements;
 - securing design quality in the context of viability will be key;
 - land & deliverability - the delivery of some of the sites will require collaboration between landowners.



2. Re-imagining the 21st Century Garden Town

The Councils share a commitment to further develop the guiding principles through future collaborative working; the next level of spatial work will be enshrined in a joint Garden Town Charter which will define clear design principles to guide future development.

2.1 Delivering Garden City principles

The local level of ambition is high, and there is a strong desire and commitment to achieve far more than the norm in terms of delivering growth. Strategic growth in and around Harlow is still at the stage where proposals can be guided and influenced to achieve true garden city ambitions, yet still achieve development in an efficient and timely manner. The partners understand and recognise the need to stand out from the ordinary, and support the core ethos and objectives set out in the Town & Country Planning Association's (TCPA) key guiding principles.

The Harlow & Gilston Garden Town represents an opportunity to deepen existing cross-boundary working. This will develop the spatial work to the next level by identifying clear design principles similar to charters developed elsewhere in Essex but tailored to the unique characteristics of Harlow & Gilston.

The Councils are already working towards an interpretation of the principles to fully reflect local context and place-making considerations. Part of this Expression of Interest is focussed on helping to evolve the thinking further to ensure that such ambitions can be enshrined in a joint charter and strong policy basis.

Example of a charter from elsewhere



BY 2036, THE LONDON STANSTED CAMBRIDGE CORRIDOR WILL BE...

One of the top five global knowledge regions, alongside San Francisco – Silicon Valley, Boston Route 128, and The Triangle.

- The prime location choice for tech and life sciences firms looking to locate in the UK
- The source of 10 new 'unicorns' (new firms with valuations reaching US \$1 billion or higher), three of which will be FTSE100 companies, and all of which are global technology leaders
- Home to 400,000 new jobs created since 2016, of which 200,000 will be tech, life sciences and knowledge jobs
- Leading UK productivity: with GVA per hour 20 per cent above the UK average

AS PART OF THIS WIDER VISION HARLOW & GILSTON GARDEN TOWN WILL...

Reach its full potential in contributing to the wider ambition to compete as a global tech region and to becoming a UK competitive knowledge town. Quality of place and connectivity will be fundamental to the vision for Harlow & Gilston. High quality housing development, infrastructure, and location will boost the town's attractiveness to talent and investment. This in turn will lead to increased growth, productivity and competitiveness. Tech and life sciences industries will thrive in high quality places and communities. New communities will be well connected, have great workforce skills and entrepreneurial talent. They will have a richness and diversity that acts as a magnet to global talent and investment.

The development of Harlow commenced in 1947 following its designation as a new town. The town was masterplanned by Sir Frederick Gibberd creating a strong urban identity and sense of place. Many of the guiding principles from Sir Frederick Gibberd's masterplan remain relevant today.

Harlow Council already has in place a Design Guide which sets out a series of objectives and principles providing a good fit with garden city principles. The Design Guide states that Harlow should develop as:

- A place of attractive, self-sufficient, walkable neighbourhoods;
- A place shaped by its landscape and natural setting. A green place where pedestrians have easy access to well-connected open spaces, areas of nature conservation importance and the countryside beyond;
- A place that benefits from an efficient, strategic movement network that is not solely dependent on private cars but makes provision for public transport, walking and cycling as viable choices;
- A place that is built to the highest standards of contemporary design and performance; and
- A place with attractive and distinctive neighbourhoods.



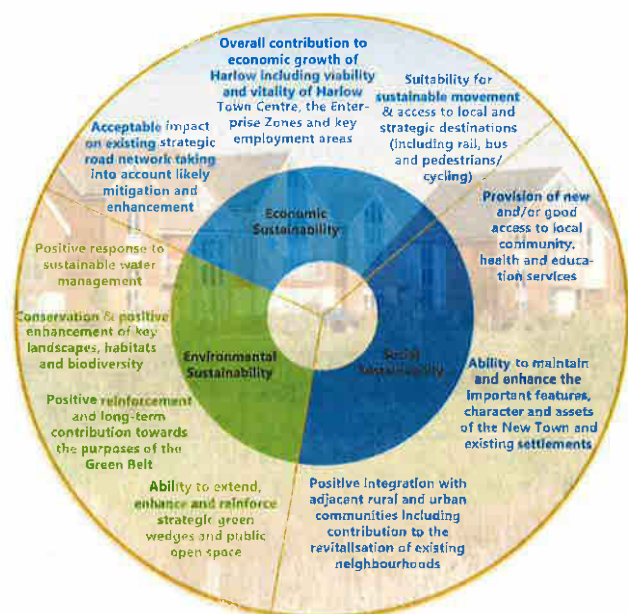
Innovative housing types at Newhall, Harlow

2.2 Joint-working

Relevant members from the Co-operation for Sustainable Development Board ('the Board', see appendix A3) have been involved in a series of workshops facilitated by ATLAS aimed at specifically considering the issue of expansion and role that strategic sites could play. The following shared objectives (see figures 3) arose from the workshops and are being considered through further technical work.

These objectives will evolve further, especially in relation to the approach to strategic sites as part of evolving masterplans and site specific design guidance for the major strategic sites. The next section identifies the initial guiding principles evolved through this work. These form the foundation for work towards a charter to transform Harlow & Gilston into a 21st Century Garden Town.

Figure 3: Sustainability wheel & shared objectives

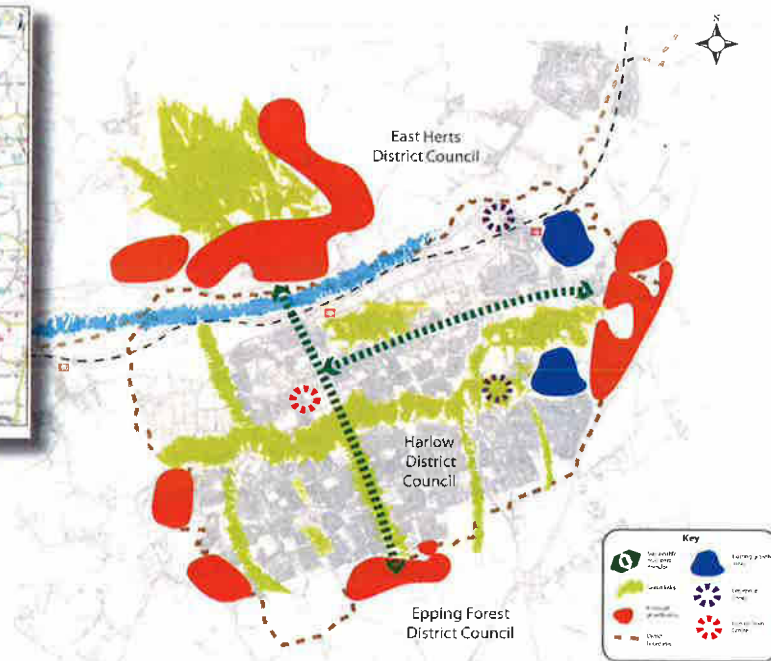


Guiding principles

The opportunity exists to extend and strengthen the existing framework of green wedges and spaces through a landscape-led approach aligned with Garden City principles. Further work is needed to refine the detail of the proposal.

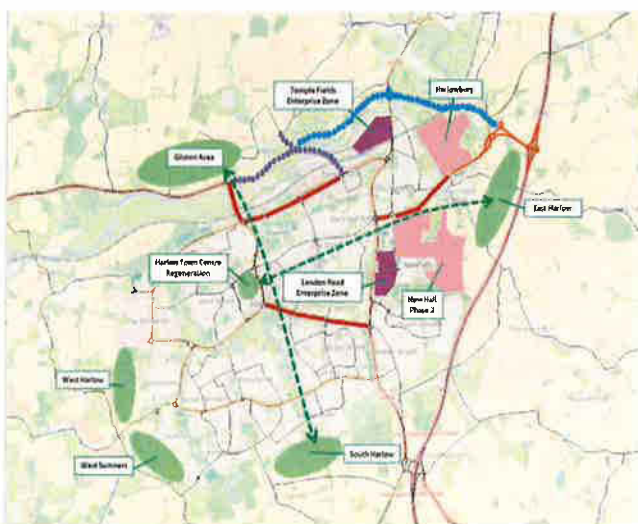


Figure 4: Harlow's existing network of Green Wedges and open spaces



Linking garden settlements & strengthening the green network

The Councils share an ambition to create sustainable travel corridors as part of managing overall travel demand and linking new communities & Enterprise Zones through a choice of transport modes.



Potential new Sustainable Transport Corridors



Sustainable transport route, Ravenswood, Ipswich

Quality of place and connectivity are at the heart of the vision to become a competitive knowledge-driven Garden Town.



Almere, Netherlands – a new town which puts walking and cycling infrastructure at the top of the hierarchy for local trips.



Stevenage, UK – a new town which has strong walking & cycling infrastructure, but it is often faster and more convenient to drive.



Northampton, UK – a new town which has retrofitted much of its cycle network. A common, uninviting sight across many UK towns & cities.

Employment growth will go hand-in-hand with placemaking. Harlow is already at the centre of a corridor that is already globally competitive in innovation and technology, but future growth depends on the place-based policies that can develop and support a high quality location for business and work.

These can play an important role in supporting the Corridor's tech and life sciences clusters. Current developments and future plans will greatly improve the industrial, commercial and residential offer. These areas must be supported to provide the right types of development that enhance the quality of place for the Corridor's knowledge-based industries and residents.

As part of this vision, the Councils recognise it is essential to provide a robust policy framework to promote and deliver a step change in sustainable travel, to manage overall travel demand.

Early delivery of a second River Stort crossing is essential to facilitate a north - south sustainable travel corridor, significant modal shift and wider network benefits to Harlow. The Councils also recognise the opportunity to create more sustainable travel-to-work patterns across Harlow further enhanced by proximity to the Enterprise Zones.

Green infrastructure combined with the development of sustainable transport corridors will form key underpinning design principles for the next stage of work, based on a strategic network of green wedges and green fingers as set out in Gibberd's original vision.

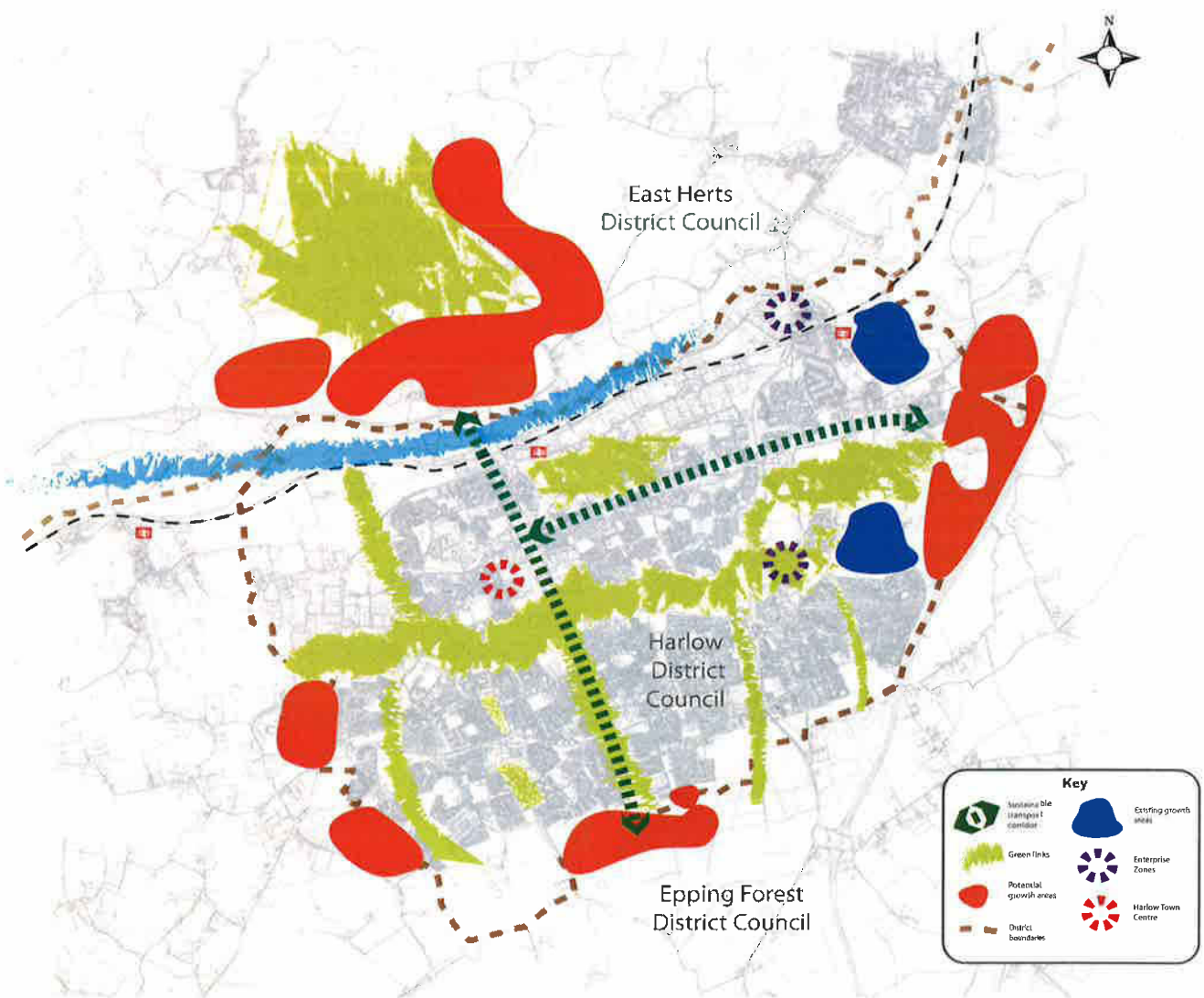


Figure 5: Concept Plan

2.4 Community engagement

For developers, communities and decision makers, one of the biggest challenges in taking forward a large scale development is to ensure that public engagement is undertaken in a way which is meaningful, inclusive and brings benefits for all involved.

The Councils recognise the value of early engagement and are committed to openly sharing and exchanging information, understanding different views, listening and responding to suggestions, developing trust and dialogue to support effective working relationships to the mutual benefit of all involved.

Through a combination of Local Plan processes and the emergence of development proposals the Councils will ensure under-represented individuals and groups are included and that they have an equal opportunity to be heard. The Councils will continue to work together to develop links with key groups and individuals who can assist and advise on what matters in the area. Further work will consider how existing community groups, networks and representatives might be involved, what barriers might exist and what help might be needed to build the capacity to engage.

The Councils will ensure that the information provided is clear, accessible and sufficient to tell people what they want to know, and to allow them to decide whether to engage. Communication will be clear about what is fixed and why, and what is 'up for debate'.

2.5 Long-term governance

In the longer-term, the Councils wish to jointly explore appropriate opportunities for long-term community ownership and governance. Strategic growth and place making must be accompanied by strong community capacity building and

empowerment. Ownership of assets and direct involvement in the place making process will be key. Discussions around the transfer of land assets to an appropriate community body are already underway in respect of the Gilston scheme.

It is envisaged this will examine what legal mechanisms exist for involving residents across all tenures in having a say in how their neighbourhood is run. Issues to explore include:

- explore how each neighbourhood involves residents in governance
- evaluate the different legal models used
- identify key principles in establishing a mechanism for involvement that works.



Illustrative vision for Gilston Park Estate



Interactive community engagement

3. Support Required

3.1 Brokerage

Delivering strategic growth of this scale will have major impacts on strategic infrastructure which is more than a local issue.

The process of evidence gathering in relation to transport modelling and evidence has been a particular cause of delay over recent years, and brokerage support will be necessary to ensure both plan making and individual sites can come forward without further delays. The Councils would like to work with Government to ensure the right mechanisms are in place to identify and resolve potential blockages, particularly in the area of strategic infrastructure delivery.

Brokerage will therefore be crucial to assist negotiations with statutory consultees, in particular Highways England and the Department for Transport who could represent a barrier to delivery in light of the strategic implications of the M11 and need for new investment contrary to the growth objectives of the Treasury. We would like to develop these relationships so there is a common understanding and a partnership which is committed to taking appropriate investment forward.

In addition, there is a need to work closely with the Department of Health in respect of the Princess Alexandra Hospital which is facing significant financial and clinical challenges and is considering relocation to a new site. This is a potential cause of uncertainty as the locational preference will have implications on growth proposals. Support to broker a solution will be important to avoid any such uncertainty or delay.

3.2 Enabling & capacity

Delivering growth at this scale is challenging, and it is not easy to achieve the Garden Town qualities in large new developments, partly because of the way the planning and development system works. Risks, costs and uncertainties prevail in the early stages of large-scale development, leaving the eventual developers of sites struggling to meet the legitimate aspirations of local authorities and local communities.

Whilst having a proven track record of delivery, the scale of development proposed is far beyond what any Local Planning Authority has dealt with over recent times and as such focus, dedicated resources, specialist advice and support will be required to move matters forward – particularly at this early stage when the 'ask' is being defined and refined. It is for this reason that the submission for support is being made. The proposal is ambitious in terms of scale and delivery, and will set high standards for design, quality and the provision of green space.

The Councils are already expending considerable sums as part of their formal plan making processes. In addition, all are committed to maintaining the joint working governance structure and established approach to partnership working.

Figure 6: Enabling & capacity ask

Strategic growth & delivery team		2016-17	2017-18
Strategic advice and scoping	Strategic advice, legal & financial support to evolve thinking around most suitable structure for the Joint Delivery Team.	£75,000	
Direct capacity/ resources	<p>Direct dedicated support, in the form of some form of dedicated team/unit to bring forward the Garden Town growth programme. This will include:</p> <ul style="list-style-type: none"> • Programme Manager; • Planning Manager/s (3 month contract 2016/17); • Infrastructure Manager; • Community Development & Communications Officer; and • Business Support Officer 	£100,000	£500,000
Evidence base & key consultancy support			
Garden Town Design Charter/Spatial Visioning	Preparation of a town wide charter / design guide to define and establish design principles to deliver on a local interpretation of Garden City principles, building upon the existing Harlow Design Guide.	£75,000	
Site specific masterplanning & infrastructure delivery planning	Emerging preferred sites will require further concept development & masterplanning work to provide a robust basis to bring delivery forward. This work will be required for each site to address Garden City principles, and establish the basis for design control. The Councils will need to show leadership and drive forward masterplans to provide a suitable and robust policy framework. These masterplans will need to be accompanied by additional working to evolve suitable and sustainable infrastructure delivery plans. This will need to include transport strategies, including appropriate levels of impact assessment work to satisfy ECC, HCC and HE. The preparation of a Concept Framework is already underway for the Gilston scheme, but a similar approach will be needed across other key sites.	£200,000	£100,000
Viability testing	Planning for viable delivery, including infrastructure assessment to ensure a clear plan is identified and prioritised to allow for early phased delivery. Early viability work is necessary to support policy formulation and demonstrate deliverability earlier in the plan period.	£50,000	£50,000
Community ownership models & stakeholder mapping	Professional support to evolve an appropriate approach to community ownership and stewardship, aligned to Garden City principles. Stakeholder mapping & community engagement strategy.	£25,000	£25,000
Hospital relocation feasibility study	The relocation of the hospital is causing a degree of uncertainty, and a study is required to assess feasible alternatives and agree a way forward.	£50,000	
Transport design work	The project has to date suffered from delays to modelling and associated design work around potential mitigation measures. Further resources are required to develop the concept of a sustainable transport corridor to support growth.	£100,000	£100,000
Sub total		£675,000	£775,000

Figure 6 overleaf sets out the various on-going and required workstreams, and defines the additional funding sought. This additional funding would enable the Councils to effectively evolve the Garden Town proposals to ensure they can deliver on the ambition, and put in place the dedicated resources required to drive the overall project towards delivery.

3.3 Financial & delivery innovation

The Councils would also welcome the opportunity to discuss possible legislation to support the creation of a high quality Garden Town in an innovative and locally led way. This could involve exploring appropriate delivery vehicle structures to enable local leadership, use of New Town powers, and any other associated powers or flexibilities to address land and funding needs.

Further flexibilities to deliver on Garden City principles in relation to establishing suitable local community ownership and governance structures (such as a community land trust) would also be welcomed. In the context of a wider trend towards the localisation of finance there are also opportunities to create a virtuous cycle of re-investment not currently available.

3.4 Planning flexibilities

In order to achieve their ambition of delivering starts by 2020, the Councils are jointly seeking greater planning freedoms to accelerate the process of bringing sites forward through the planning system. This is in addition to protections around their 5-year land supply, speeding up the engagement with statutory agencies, and closer coordination across the authorities with the Planning Inspectorate.

Local Plan Examinations

A key issue that the Councils will need to face is ensuring Local Plans can make effective progress through examination. The fact that several Local Plans are coming forward in tandem with shared issues between them could pose additional risk, and support from DCLG and PINS would be useful to minimise risk and establish suitable examination programmes. The Councils would like to explore the potential for closer co-ordination and alignment of examination processes across the planning authorities to avoid duplication.

Housing Land Supply

In recognition of the challenges posed in bringing forward strategic sites through the planning system the Councils would like to explore with Government opportunities for greater flexibility in terms of maintaining this supply during the period the Councils are pro-actively focusing resources on accelerating strategic sites through the planning system. This will enable the delivery focus to remain driving forward long-term sustainable growth rather than dealing with speculative planning applications and related appeals. In addition and related to financial flexibilities, it may be helpful to explore whether planning processes could be streamlined in any way to enable delivery to come forward effectively and efficiently, potentially aligned to any amendments to New Towns legislation.

4. The impact of support

Delivering the vision for a garden town through collaboration and cooperation

Effective partnership working in the housing market area has been given a good start through the work of the Co-operation for Sustainable Development Board. It is time to deepen this relationship and move to the next level to set out compelling, focused collaborative actions in the short, medium and long-term, where partners can achieve results together. This approach would help to build confidence in joint work and cross-boundary working, leading to more ambitious priorities and actions over the next five to ten years. Support will:

- Provide capacity to lead and coordinate on-going work such as infrastructure planning and the phasing of growth, going far beyond current traditional statutory duties of the Councils to properly plan for delivery.
- Broker and find solutions across Government, support in making sure issues are overcome and do not become a drag on progress
- Enable full and proper consideration of possible financial and planning freedoms, such as the potential for future legislation and/or current powers and delivery mechanism to achieve the level of ambition.

Accelerating the delivery of new homes and communities

There is ever increasing housing demand. Population growth has been extremely rapid across the London-Stansted-Cambridge Corridor. Between 2000 and 2014, the number of people living in the area increased by 438,700 – or 19.1 per cent – almost twice the growth rate across the UK (9.7 per cent). This growth is projected to continue at a steady rate. Housing completion rates, however, are not increasing to meet demand. Dedicated support will:

- Minimise risks to delivery, by front-loading evidence gathering and proper assessment to ensure that such problems do not become apparent late in the day, conflicting with expectations and causing paralysis of decision-making;
- Securing accelerated direct investment in both infrastructure and new homes construction, by achieving a faster and more effective process, bringing confidence to both the market and potential investors;
- With proactive support and leadership, sites can not only come forward sooner but also deliver at faster pace than traditional development models. For example, Places for People (the promoters for 'Gilston Park Estate'), intend to deliver broad tenure typologies and promote a design concept that will enable far greater housing delivery rates across multiple development fronts than may otherwise occur under traditional forms of housebuilder activity.

Deliver quality of place and connectivity in support of a globally competitive knowledge corridor

High quality housing, development, infrastructure, and location will boost the town's attractiveness to talent and investment. This in turn will lead to increased growth, productivity and competitiveness. Tech and life sciences industries thrive in high quality places and communities. Such locations are well connected, have great workforce skills and entrepreneurial talent. They have a richness and diversity that acts as a magnet to global talent and investment.

Appendix - planning context

A1 Wider housing needs

Harlow is a tightly-bound, principally urban, authority with limited scope to expand because of its tight administrative boundaries. As such, growth relies upon positive collaboration and joint-working between Harlow and direct neighbours, namely, Epping Forest District Council and East Herts District Council as well as Hertfordshire and Essex County Councils, Natural England, Conservators of Epping Forest and Highways England.

The four authorities of Harlow, Epping Forest District, East Herts and Uttlesford share the same Strategic Housing Market Area (SHMA) and they have collectively assessed housing needs to inform the preparation of respective Local Plans. Figure 7 sets out the emerging housing delivery numbers for individual Councils and the area as a whole. This sets the strategic context for growth, with a clear recognition that Harlow, as the major settlement that provides a range of high order services and employment opportunities for the wider area, will play a significant role in accommodating future area-wide growth.

There is a well-founded concern that these issues will continue to affect the town without concerted interventions and a comprehensive growth strategy effort to address these. Without intervention Harlow's long term prospects are considered to be weak, particularly given the position of comparator towns and cities elsewhere.

Figure 7: Emerging housing numbers

Local Authority	Net new dwellings 2011-2033
East Hertfordshire District Council	c.18,000
Epping Forest District Council	c.11,400
Harlow District Council	c.9,200
Uttlesford District Council	c.12,500
Total across the HMA	c.51,100
...of which the area in and around Harlow will provide	c.16,100



Figure 8: West Essex/East Hertfordshire Strategic Housing Market Area

A2 Local Plans

The three Councils are all at similar stages in preparing Local Plans, and are well advanced in their thinking around the approach to growth.

Harlow Council

In Harlow, there is a clear commitment to bring forward housing development to the east of the town and develop and regenerate a number of urban sites within the built up area of the town in order to deliver growth and regeneration. The Council's Issues and Options document, prepared in 2010, identified spatial options for growth around Harlow. This document, underpinned by a number of evidence studies, stated inter-alia that there was potential to deliver up to 11,000 homes north of Harlow and up to 7,300 new homes to the east.

Harlow Council's 2014 Emerging Strategy document and Further Options consultation document identified the regeneration benefits of a number of growth scenarios around Harlow supported by evidence undertaken by Nathaniel Lichfield and Partners. It recommended between 12,000 and 15,000 new homes at Harlow would meet the town's housing need and provide a positive platform to deliver regeneration objectives. The document also showed a clear commitment to bringing forward substantial development in and around Harlow including Green Belt land to the east within Harlow District boundaries.

The Council is now looking to prepare a new Local Plan for consultation in autumn/winter 2016 which again will show a clear commitment to growth and regeneration in and around Harlow, working together with the SHMA authorities to align Local Plan policies and timetables. The Plan will identify capacity for up to 9,200 dwellings in Harlow itself.

Epping Forest District Council

Epping Forest District Council consulted on Issues and Options (Community Choices) for the Local Plan in 2012. Since then much technical evidence base work has been undertaken including a Green Belt Review, a revised HMA-wide SHMA, economic studies, updates of the SLAA, and viability work. The Vision for the Local Plan (2011-2033) seeks to protect and enhance green spaces whilst encouraging appropriate levels of growth to provide for the housing, employment and social needs of the District.

The Council is now preparing a Draft Local Plan for consultation starting at the end of October 2016, which will show the proposed allocation of sites to meet the District's share of the Objectively Assessed Housing Need as defined by the SHMA for the Housing Market Area (approximately 11,400 dwellings). For several years the Council has worked with the other authorities in the HMA, to assess housing need and economic need, and to agree the most appropriate strategic spatial distribution of growth, including the quantum in and around Harlow, taking account of infrastructure requirements and other constraints. Much of this work has also involved other Local Councils, County Councils and other bodies, through the Co-operation for Sustainable Development Member Board, and the Co-operation for Sustainable Development Officer Group.

It is currently expected that the Publication stage will take place in summer 2017, followed by submission to the Planning Inspectorate in late 2017.

East Herts District Council

The Gilston Area was identified within the Preferred Options version of the East Hertfordshire District Plan in 2014 as a 'Broad Location for Growth' for the delivery of 5,000 to 10,000 new homes along with supporting infrastructure such as schools, roads and healthcare facilities. Since undertaking the Preferred Options consultation, the Council has continued to gather a significant amount of technical evidence. In particular, a document known as the Delivery Study was prepared which, in part, assessed whether development in the Gilston Area would be financially viable and deliverable within the plan period.

Given the range of evidence that is now in place, the Council is working closely with the site promoters in order to reach a position where the Gilston Area can be identified as an allocation for 10,000 new homes, to be delivered in this plan period and beyond, within the forthcoming Regulation 19 'Publication' stage of the District

Plan. It is currently expected that the Publication stage consultation will take place in Autumn 2016, followed by submission to the Planning Inspectorate in March 2017.

Key Next Steps

Figure 10 below illustrates the current position and key areas of work that are ongoing to enable the Councils to finalise their plans and publish for consultation.

The work programme is aiming for all three Local Plans to go through internal approval processes through Summer-Autumn 2016 and be published for consultation by the end of the year. The Plans will then progress into examination and adoption in 2017. It is anticipated that in tandem proposals will be worked up for individual sites, with planning applications coming forward.

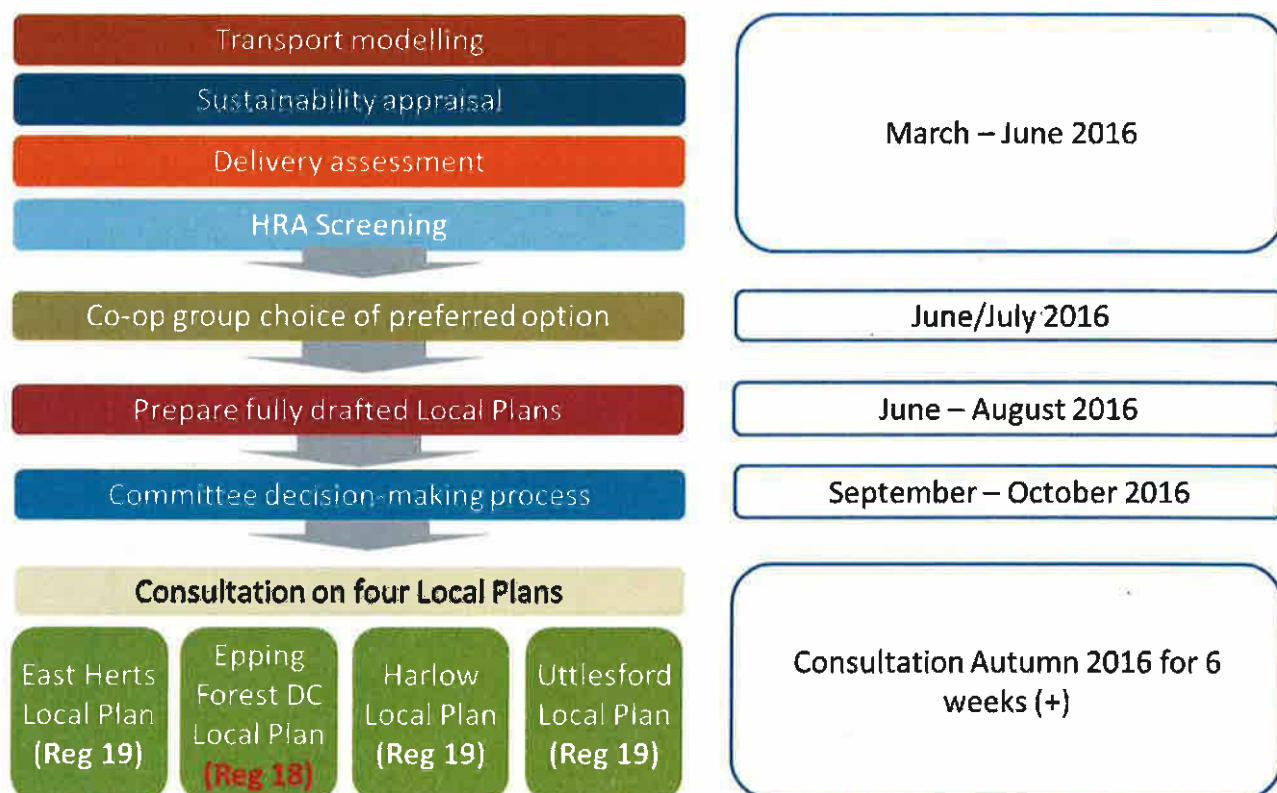


Figure 9: Local Plans Timescales

A3 Partnership-working

Considerable joint-working is long established locally. A Co-operation for Sustainable Development Board ('the Board') has been operational since 2014 with responsibility for identifying the sustainable development issues that impact on more-than-one local planning area and agreeing how these should be managed. This covers the whole local plan cycle from plan-making, through to delivery and monitoring. It is an advisory body, and any decisions resulting from its advice remain the responsibility of its constituent councils.

The Board has two key aims and objectives:

1. To support Local Plan-making and delivery for sustainable communities across geographical and administrative boundaries in West Essex, East Hertfordshire and the adjoining London Boroughs. It will do this by identifying and managing spatial planning issues that impact on more than one local planning area within West Essex, East Herts and the adjoining London Boroughs.
2. To support better integration and alignment of strategic spatial and investment priorities in West Essex, East Herts and adjoining London boroughs, ensuring that there is a clear and defined route through the statutory local planning process, where necessary.

In order to support the economic growth points within the area and investor confidence, recognising the different attributes and

contributions made by the individual member councils, the Board also works jointly with the Local Enterprise Partnerships to understand long-term investment priorities and ensure that these are aligned with other public and private sector investment plans.

Core membership of the Board as set out in Figure 10 comprises representatives from Harlow, Uttlesford and Epping Forest Districts, Brentwood Borough, Chelmsford City and Essex County Councils, East Herts and Broxbourne Districts and Hertfordshire County Council, and the London Boroughs of Waltham Forest, Redbridge and Enfield. The GLA has observer status and is sent minutes of meetings and invited to engage at appropriate times.

Regular feedback and briefing to the constituent members' political and corporate leadership is the responsibility of member representatives, and is used as a way of ensuring wider ownership and support for the Board's work as it progresses.

The Board is supported by an officer group, known as the Co-operation for Sustainable Development Officer Group, with representatives from each of the constituent authorities. The group advises the Board on technical issues, and acts as a steering group for any identified project, establishing suitable technical support and project management arrangements for each. This involves the use of 'task and finish' groups and could include the use of external expertise e.g. from key statutory bodies or the use of consultants.

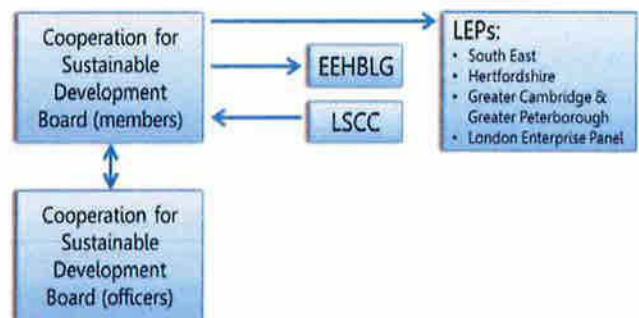
Figure 10: Co-operation for Sustainable Development



Key relationships as set out in Figure 11 are maintained with all relevant LEPs and other bodies:

- South East LEP, Hertfordshire LEP, Greater Cambridge and Greater Peterborough LEP, London Enterprise Panel - the Board will work closely with all LEPs to ensure the long-term integration of strategic planning and investment priorities. The LEPs play a key support role on economic development and regeneration and are responsible for major funding streams.
- London-Stansted-Cambridge Consortium - an established partnership of public and private sector organisations, including Councils, which covers the area from Tech City, the City Fringe, King's Cross, and the Olympic Park, up through the Lee Valley and M11/A10 and West Anglia Rail corridors to Harlow and Stansted, and through to Cambridge. The principal objective of the consortium is to drive economic development and enhance quality of life in the north London – Stansted – Cambridge corridor. This means not only driving job growth through productivity and investment, but more importantly increasing economic activity, by ensuring local communities access employment opportunities.

Figure 11: key relationships



- Other key partners - a number of key bodies and organisations are necessary to support the work of the Board either through direct support/advice or through joint projects. Key bodies include the Lee Valley Regional Park, the Corporation of the City of London (responsible for Epping Forest), the Environment Agency, Highways England, and the Homes and Communities Agency. Private sector infrastructure providers, particularly utility companies, will also be key partners particularly in terms of ensuring alignment between investment plans and priorities.

Letters of support



Garden Villages Team
Homes and Communities Agency
2 Marsham Street
London SW1 4D

Hertfordshire County Council
County Hall
Pegs Lane
Hertford
SG13 8DN

2 September 2016

Dear Sir/Madam

Locally led Garden Villages, Towns and Cities Programme

As Executive Member for Environment, Planning and Transport at Hertfordshire County Council, I am pleased to write in support of the bid by East Herts District Council, Epping Forest District Council and Harlow Council to be part of the Governme

As is set out in the Expression of Interest, the county council have been heavily engaged with the discussions concerning the potential growth of Harlow and in particular the development of the proposals for the Gilston area.

It is imperative that this major green field development builds embodies the philosophy of the original Gibberd designed New Town and delivers a truly sustainable set of new communities, based on a modern interpretation of Garden City principles.

Hertfordshire , being the home of the first two Garden Cites, is very supportive of continuing to develop and enhance the core ideas of the original movement in a contemporary way.

We are therefore hopeful that the Government will support this bid for support to help deliver a really outstanding set of new communities both in and around Harlow.

Yours faithfully

Derrick Ashley

Essex County Council
Cabinet Office
County Hall
Chelmsford
Essex CM1 1QH



To: Garden Town/Cities Team
Homes and Communities Agency
2 Marsham Street
London SW1 4DF

16 September 2016

Dear Sir/Madam,

Locally led Garden Villages, Towns and Cities Programme

I am writing to add my support to that expressed by other Authorities in respect for the funding bid for the Harlow Garden Community.

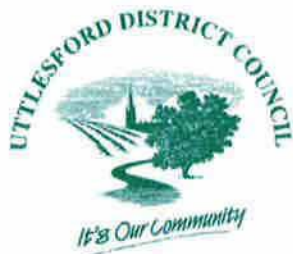
Harlow is an important community in North West Essex ideally located in the London-Cambridge corridor. Having previously chaired Harlow Renaissance Ltd for five years I well understand that transformation of Harlow into a prosperous, growing and less dependent community is in term dependent on imaginative and innovative expansion.

The fact that Harlow has attracted the support in principle of both East Herts and Epping Forest District Councils makes such expansion a real possibility. Harlow has been constrained by its own borders and outward growth, particularly that crossing the River Stort, can facilitate new sustainable housing- not only in the areas of expansion, but within the existing town footprint.

The immediate piece of work is required to identify exactly where that expansion is best placed. Importantly, it will also chime with detailed design work around the creation of the new Junction 7a on the M11.

Yours faithfully

Cllr John Spence
Cabinet Member for Finance, Housing
and Planning



Council Offices, London Road, Saffron Walden, Essex CB11 4ER
Telephone (01799) 510510, Fax (01799) 510550
Textphone Users 18001
Email uconnect@uttlesford.gov.uk Website www.uttlesford.gov.uk

Chief Executive: Dawn French

19 September 2016

Please ask for Richard Fox on 01799 510346
email: gglenday@uttlesford.gov.uk

Dear Sir/Madam

HARLOW AND GILSTON GARDEN TOWN

Uttlesford District Council is pleased to endorse the proposal and bid for the Harlow and Gilston Garden Town by East Herts, Epping Forest and Harlow Councils.

Uttlesford is part of the Strategic Housing Market Area (SHMA), together with the bid authorities, who are collectively planning for over 50,000 new homes up to 2033 together with associated infrastructure and employment opportunities.

The Spatial Vision for the SHMA focusses growth in and around Harlow. Key to realising this will be the successful delivery of the new settlement focussed on garden city principles.

Uttlesford hopes this bid is successful.

Yours faithfully

Gordon Glenday
Assistant Director Planning

LSCC

London. Stansted. Cambridge. Consortium

LSCC Secretariat
6th Floor,
River Park House
225 High Road
London
N22 8HQ

19th September 2016

Harlow and Gilston Garden Town

The London Stansted Cambridge Consortium is the strategic partnership of local government, the GLA, further and higher education and the private sector which was formed in 2013 to raise the profile, lobby for improved infrastructure and to support the growth of key knowledge sectors in the corridor between London and Cambridge.

The Consortium is pleased to support the proposal for the Harlow and Gilston Garden Town and I have summarised the reasons below.

region with jobs and population growing at twice the national average; enterprise growing at more than double the national average; and with a productivity that is 16% higher than

industries which has grown at nearly three times the national average during the post recession period (2009-2014) and which contribu

At the heart of the Corridor, and very close to Harlow is London Stansted Airport which over

11,000 people and with capacity to add another 10,000 jobs within current planning constraints.

A recent independent review, the LSCC Growth Commission, noted the importance of the Corridor to the UK economy and suggested that it has the potential to become one of the s rivalling those in the US and Far East.

However, the Commission highlighted lack of housing and affordability as challenges to the ensure the Corridor can attract and retain the businesses and the skilled workforce.

and scale of the economic growth means that other parts of the Corridor, Harlow particularly, need to play their full role in providing space for new housing and new jobs. Through their joint work, the districts of East Herts, Epping Forest and Harlow with the support of Broxbourne Borough and Uttlesford (the planning authority for Stansted Airport) are developing an ambitious vision, with supportive planning so that this area, the LSCC Core, can play a full role in realising the potential of the London Stansted Cambridge Corridor.

This is why the London Stansted Cambridge Consortium, the strategic partnership for the Corridor, strongly supports the work of the LSCC Core in developing their joint vision and strongly supports this Garden Town proposal for Harlow and Gilston.

Yours sincerely

John McGill
Director, LSCC

20 September 2016

Places for People Group
6th Floor
80 Cheapside
London
EC2V 6EE
0207 429 0445

Mr Chris Butcher
East Herts Council
Planning Department
Wallsfields
Pegs Lane
Hertford
SG13 8EQ

Dear Mr Butcher

HARLOW AND GILSTON GARDEN TOWN: EXPRESSION OF INTEREST

Places for People & City and Provincial Properties confirm their support for the Harlow Garden Town Expression of Interest produced by East Herts District Council ("EHDC"), Harlow District Council ("HDC") and Epping Forest District Council in response to the Locally Led Garden Villages, Towns & Cities Prospectus issued by Government in March 2016.

Places for People & City and Provincial Properties welcome the innovative and positive approach being taken by the Councils, and are pleased to see that it incorporates the work they have undertaken at Gilston, with input from the authorities.

Background

Places for People & City and Provincial Properties are the joint landowners of the Gilston Area in East Herts which is being promoted for a residential led development of 10,000 new homes within seven carefully planned individual 'villages'.

Places for People's landownership within the Gilston Area extends to circa 1000 ha and accommodates 6 of the 'villages', sensitively designed around an improved Gilston Park providing around 8,500 homes – known as Gilston Park Estate. The seventh 'village', promoted by City and Provincial Properties, is located to the south west of the Gilston Area on land referred to as the Briggens Estate, which provides circa 1,500 homes.

We have appointed a consultant team to undertake extensive technical assessment and evidence base work to enable the production of a sustainable and deliverable concept masterplan for the site – a copy is attached to this letter.

Working alongside EHDC, as well as HDC, and in light of the technical information that exists to support and justify the proposals, it is expected that the Gilston Area will be identified as a Site Allocation for 10,000 homes in the Pre Submission version of the District Plan which is scheduled to under-go public consultation in November 2016.

The Gilston Area and the Harlow Garden Town Expression of Interest

The Gilston Area and Harlow are situated within the M11 sub region which is one of the most economically productive and fastest growing areas of the UK. New jobs in the sub region generate more GVA than anywhere else in the country. The corridor linking London, Stansted and Cambridge is home to world-leading clusters in education, life sciences, health, pharmaceuticals and technology – meaning it is home to the country's highest skilled workers.

As a result, people want to live and work in the sub-region, and it is attractive to businesses. However, housebuilding has not kept up with population growth, and house prices are climbing – well in excess of wage growth.

In East Hertfordshire, the median house price is 9 times the average income. Even the cheapest 25% of homes are not affordable for residents on the lowest 25% of wages. In Harlow, where residents earn less on average than those in neighbouring districts, local housing options are even more limited with prices up to 10 times incomes.

Many young people cannot afford to start a life in the area and the existing population is ageing. As a result, the sub-regions' working age population will continue to fall as a proportion of all residents if nothing is done to arrest the trend. This has serious implications for the continued economic and social success of the sub-region.

For the London Stansted Cambridge Corridor to realise its economic growth potential, the working age population must grow at a faster rate than is currently predicted. Thousands of new homes and associated infrastructure are required to offer younger workers and their families attractive places to live. Without major investment in new homes, skilled working age people will continue to be priced out of the regional housing market.

Harlow has an Enterprise Zone, and Public Health England has announced a £350million investment moving their operations into Harlow. Although investment has been made in the Enterprise Zone, for the full benefits of this to be achieved, housing growth, infrastructure investment and Harlow's regeneration are key.

When Harlow New Town was created it provided urgently needed homes and jobs. It was always planned to grow however the Green Belt was wrapped around it and its economic performance has been constrained as a result. It has all of the ingredients for sustainable economic growth and prosperity, however, Harlow needs investment into homes and the quality of life to support the jobs that will be created. As with many new towns, when all of the infrastructure was delivered in a comparatively short period, it starts to age at the same time. The healthcare, education, rail and social facilities all need urgent investment. The Gilston Area can play a major role in addressing this.

The Gilston Area proposals comprise 10,000 new residential homes, delivering a full range of housing typologies from market sale to affordable, and starter and self-build homes to diversify the local housing offer. The homes will be supported by a full range of physical and social infrastructure including health care facilities, primary and secondary education places, and a comprehensive network of green space. It will create 1,500 new jobs on-site and support 6,500 jobs in the wider economy, as well as create a substantial number of construction related jobs.

Uniquely to other development sites being considered in the wider Harlow area, the Gilston Area proposals will make a significant contribution to addressing the substantial local housing need in EHDC, whilst also supporting the urgent economic and social regeneration of Harlow.

As you will see from the masterplan Places for People & City and Provincial Properties have embraced the garden town principles, and are already engaged with the Councils about how these will be built into the fabric of the new community.

Summary

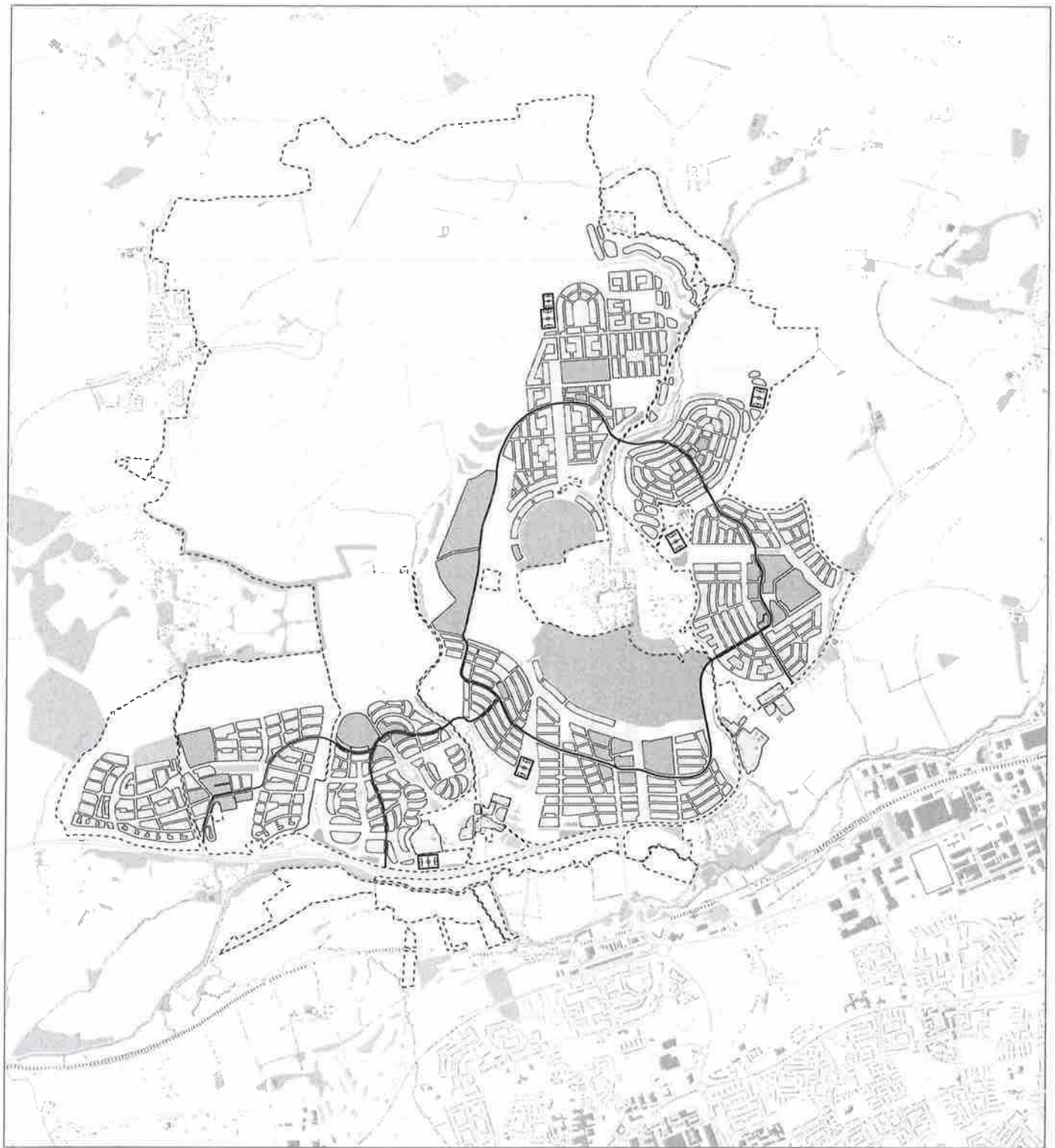
Places for People & City and Provincial Properties are clear that the Gilston Area has a central and important role to play in assisting meet the strategic growth requirements of the greater Harlow area. The proposals are supported locally having been identified in the emerging EHDC District Plan. They have been developed from the original Gibberd vision for Harlow as well as the original Garden City ethos. As a result, they are pleased to lend their support to this Expression of Interest which seeks to deliver transformational growth at Harlow, a central component of which is the realisation of development at the Gilston Area.

Places for People & City and Provincial Properties strongly commend the Expression of Interest proposals and hope they are supported by the Government. Critically, we hope that the Government will assist the wider growth of Harlow and investment in the area by committing to a programme for the transport improvements required to support the Councils' growth aspirations. We hope to have the opportunity to work with you, both through the planning process but also through our access to private finance and ability to enable innovative funding models, capitalising on land value uplifts, which can ensure they are delivered.

Yours sincerely

Mary Parsons
*Group Executive Director
Placemaking and Regeneration
Places for People Group*

Chris Lovegrove
*Director
City & Provincial Properties*



Garden Villages Team
Homes & Communities Agency
2 Marsham Street
London SW1P 4DF

27th September 2016

Dear Sirs,

Harlow & Gilston Garden Town

I am pleased to confirm Hertfordshire Local Enterprise Partnership supports the bid by East Hertfordshire District Council, Epping Forest District Council and Harlow Council to create a Garden Town at Harlow and Gilston.

Whilst encouraged by the work the Councils have undertaken to date with the support of the Homes and Communities Agency, Hertfordshire LEP fully appreciates the enormous amount of work and difficult resource implications that will be faced by the Councils going forward. As such, the LEP wishes to endorse the funding bid put forward by the Council in line with the Government's Garden Villages, Towns & Cities Prospectus.

Hertfordshire and Essex are facing immense housing and employment growth over the next 20 years or so. While local planning authorities are working hard to accommodate growth wherever possible within or adjoining their existing settlements, it is our firm view that significant development at Harlow will be required. Given the significant lead-in time required to bring forward such a major endeavour, local planning authorities need to start planning for it now, hence our support for this bid.

Hertfordshire LEP is fully committed to work with the Councils and other partners to bring forward transformational growth at Harlow.

Yours faithfully

Adam Wood – LEP
Infrastructure Delivery Manager
Hertfordshire Local Enterprise Partnership

Appendix D

DRAFT
Memorandum of Understanding

**Managing the impacts of growth within the
West Essex/East Hertfordshire Housing Market
Area on Epping Forest Special Area of
Conservation**

between

East Hertfordshire District Council
Epping Forest District Council
Harlow District Council
Uttlesford District Council

Essex County Council
Hertfordshire County Council

City of London Corporation (Conservators of Epping Forest)
Natural England

September 2016



Uttlesford
District Council



Essex County Council



CITY
OF
LONDON



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2. Purpose of this Memorandum of Understanding.....	4
3. Evidence Gathering to inform a Joint Strategy.....	6
4. Developing a Joint Strategy	7
5. Signatures.....	9
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Appendix 2 – Road links to be investigated around Epping Forest	12
Appendix 3 – Air quality predictive modelling method	13

1. Introduction

- 1.1 The *Conservation of Habitats and Species Regulations 2010*¹ ("the Habitat Regulations") set out that where a land use plan, either alone or in combination, is likely to have a significant effect on a European site, the plan-making authority must make an appropriate assessment of the implications for the site taking into account the site's conservation objectives. The local authorities party to this Memorandum of Understanding (MoU) are working together under the Duty-to-Cooperate as defined by the Localism Act 2011. The areas of proposed Local Plan development covered by this MoU are within the bounds of the four district local authorities which make up a Housing Market Assessment (HMA) area, agreed under a separate Memorandum of Understanding². A map of the area covered by this MoU is shown at **Appendix 1**.
- 1.2 There are a number of significant areas for nature conservation within the HMA. Epping Forest is highlighted as a habitat that requires more detailed attention. It is the largest public open space within and adjoining London, covering around 2,450 hectares. It stretches from Manor Park to just north of Epping, with the main body of the Forest being located to the west of Loughton. Two thirds of the Forest has been designated a Site of Special Scientific Interest (SSSI) and a Special Area of Conservation (SAC). The SAC status was confirmed in April 2005, with the primary reasons for designation being the presence of beech forest habitat and stag beetles. Dry and wet heath habitats are also cited as key features. Detailed information about the designation is available from the Joint Nature Conservation Committee website³.
- 1.3 There are known current challenges to the integrity of the part of the SAC which falls within the boundary of Epping Forest District Council. These include in particular, threats posed by air pollution and recreational pressures. The main threats and challenges are set out in Natural England's (NE's) Site Improvement Plan (SIP) for Epping Forest SAC (NE 2015)⁴.

¹ 2010 Conservation of Habitats and Species Regulations

<http://www.legislation.gov.uk/ukxi/2010/490/contents/made>

² 2016 Memorandum of Understanding: Distribution of Objectively Assessed Need across the West Essex/East Hertfordshire Housing Market Area

³ 2005 JNCC *Epping Forest Site Details*

<http://jncc.defra.gov.uk/ProtectedSites/SACselection/sac.asp?EUCode=UK0012720>

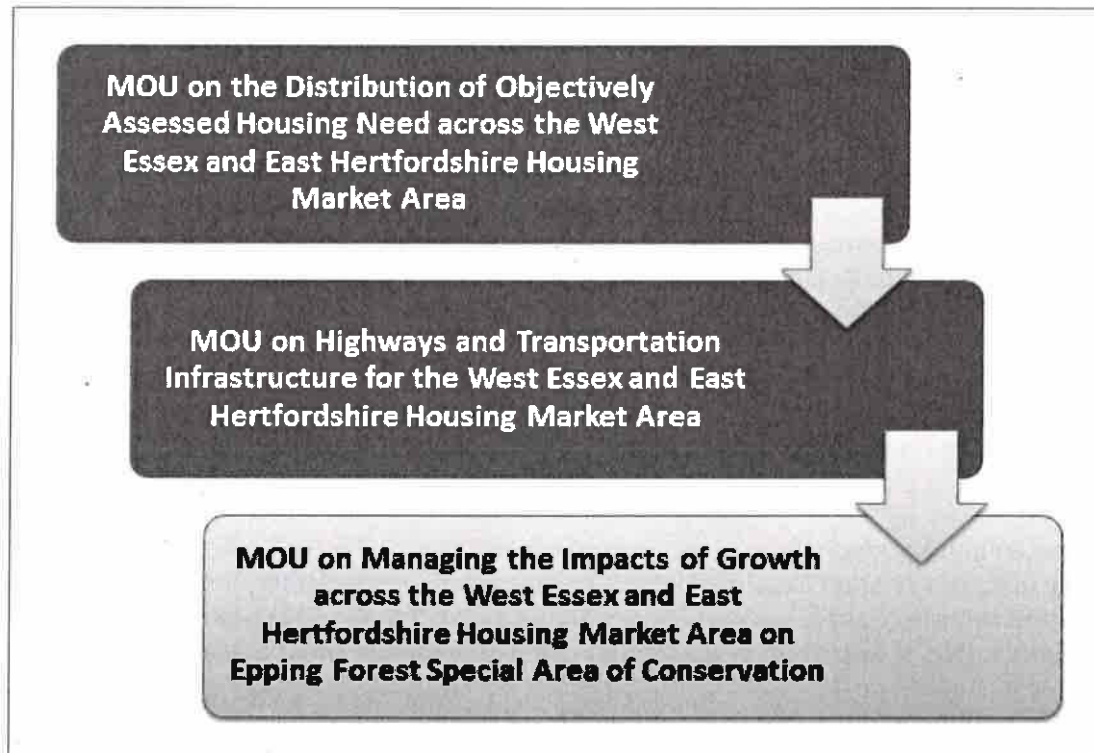
⁴ 2015 Natural England *Site Improvement Plan: Epping Forest*

<http://publications.naturalengland.org.uk/publication/6663446854631424>

2. Purpose of this Memorandum of Understanding

- 2.1 This MoU is one of a group of three related memoranda. The other two deal with the Distribution of Objectively Assessed Need across the West Essex /East Hertfordshire Housing Market Area, and Highways and Transportation Infrastructure, as shown in Figure 1.

Figure 1 - Inter-related Memoranda of Understanding



- 2.2 Currently air pollution is adversely affecting the Forest with Critical Loads of Nitrogen exceeded across the whole Forest and Critical Levels exceeded across a significant proportion of Forest Land. These exceedances affect the health and resilience of trees and impact on the balance of vegetation and fungal communities. The emerging spatial options for the distribution of growth across the HMA have been subject to an assessment of air quality to determine whether any of those options are likely to have an unacceptable impact on the Epping Forest SAC. The detailed findings of this assessment are subject to a separate report [insert reference] as part of the Habitats Regulations Assessment (HRA) process.
- 2.3 The assessment of air quality has been derived from transport modelling data, which are forecasts based on the best available data. It is therefore necessary to continue to monitor the position, and ensure that where any adverse impacts begin to emerge, that the partners are aware of these, and in a position to respond to the changing evidence. It is therefore necessary to establish an appropriate evidence base and monitoring framework.
- 2.4 The purpose of this MoU is to ensure that the parties named, work in partnership to fulfil the following requirements:
- i. to collect and analyse data and evidence related to the impacts of proposed development and growth under the Local Plans to provide sufficient and robust evidence on which to base a strategy for the protection of Epping Forest SAC;

- ii. to commit to prepare a joint strategy, based on relevant available data and evidence and to an agreed timetable; and
- iii. that the joint strategy will address both the requirement to avoid, or effectively mitigate, adverse impacts on the integrity of the SAC from Local Plan-led development and the requirement to prevent deterioration of the SAC features.

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3. Evidence Gathering to inform a Joint Strategy

- 3.1 Natural England (NE), with the Environment Agency, published a Site Improvement Plan (SIP) for Epping Forest in 2015. This identified seven main pressures on the integrity of the SAC and provides the reference point for the scope of the data and evidence-gathering required under this MoU. Evidence will be collected and analysed to determine whether any of these pressures are worsening over time, and whether the growth planned across the HMA is a causal factor. NE will provide detailed and timely advice on the data required, to ensure it is collected within an appropriate and realistic timescale
- 3.2 Unless modified by further NE advice as a result of any future SIP revisions (including newly-identified pressures), all parties to this MoU agree that the data to be collected will include:
- allocated housing and commercial development sites, including delivery timeframes;
 - highways infrastructure changes;
 - public transport developments;
 - visitor numbers and behaviour, purposes of visits and distances travelled;
 - forecast change in traffic flows, and subsequent impacts on air quality including continued monitoring of the Bell Common Air Quality Management Area; and
 - forecast change to visitor pressures, and any significant positive or negative impacts.
- 3.3 Based on these data, assessments will be made of the ecological impacts that would be the consequence of predicted/likely changes in air pollution and recreational pressures to allow avoidance and mitigation plans to be put in place.
- 3.4 At this stage it is not clear how far visitors to Epping Forest travel, and therefore to what extent the growth in housing across the Housing Market Area may increase visitor and recreational pressures. The costs of gathering the appropriate data to provide a robust evidence base would be borne by the local authorities and prospective developers, as appropriate and proportionate to the development proposals across the HMA in relation to impacts on Epping Forest SAC.
- 3.5 Each party to this MoU agrees to ensure that its approval of the data is provided in a timely manner and is not unreasonably withheld. Any withholding of such approval would require a full written justification setting out clear remedial action that it would be reasonable for the data-gathering parties to take forward to meet their competent authority responsibilities under the Habitat Regulations 2010.

4. Developing a Joint Strategy

- 4.1 The organisations party to this Memorandum (MoU) agree to work together to facilitate the collection of data and evidence as outlined in section 3, in order to develop a Joint Strategy to address potential adverse impacts on the integrity of Epping Forest Special Area of Conservation (SAC), as required under the Habitats Regulations 2010. Epping Forest District Council (EFDC) will act as the coordinating competent authority in relation to Epping Forest SAC as defined by the Habitat Regulations 2010 and as described in the Defra Guidance 2012⁵.
- 4.2 The Joint Strategy will be prepared in accordance with a timetable to be agreed by the partners to this MoU in due course. It is intended this Joint Strategy will be in agreed and published prior to the determination of any of the planning applications on sites around Harlow that are part of The Spatial Option detailed in the "Distribution of OAN across West Essex and East Hertfordshire" MoU. If the Joint Strategy is not in place when planning applications are submitted, applicants will be required to submit the necessary information to ascertain whether any adverse impacts will be caused in Epping Forest, and if necessary any mitigation measures that may be necessary.
- 4.3 The Joint Strategy will incorporate early warning monitoring to ensure that adverse impacts do not occur or are mitigated effectively for the SAC. Should this monitoring identify a deteriorating position, sustainable mitigation strategies for air quality, traffic controls, highways and recreation will be set out in the joint strategy so they can be enacted in a realistic timescale if necessary. Local Plans will include appropriate monitoring policies.
- 4.4 Detailed monitoring frameworks will be prepared to support each of the adopted Local Plans, and some of the required data will be made available on a regular basis through this mechanism. Where additional data is required, the scope of this will be agreed by the parties to this MoU as part of the proposed joint strategy.
- 4.5 Based on the agreed spatial distribution and the associated infrastructure requirements, data would need to be generated by traffic modelling to continue to monitor the likely impacts of vehicle transport on Epping Forest SAC. The traffic models would need to meet the level of resolution required to make robust predictions, to cover all the roads within the Forest boundaries, as identified in the map in **Appendix 2**.
- 4.6 From these traffic data, robust monitoring of air quality and predicted levels and rates of change would be made using the standard assessment methods for the area bounded by Epping Forest SAC (see **Appendix 3**).
- 4.7 The overall health of the Epping Forest SAC is affected by activities outside of the HMA, and therefore the remit of the Joint Strategy may need to be broadened in due course. The overall purpose is to manage Epping Forest such that further deterioration is limited, and positive enhancements are introduced as necessary.
- 4.8 Under the joint strategy further development would be linked to any necessary mitigation such that the identified and required actions would be in place and effective prior to any development being undertaken.
- 4.9 Sources and levels of funding for the different levels of mitigation, if and/or when required, will be agreed and will be put in place under the joint strategy.

⁵ 2012 DEFRA Guidance on competent authority coordination under the Habitats Regulations
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69580/pb13809-habitats-guidance.pdf

- 4.10 The joint strategy would be reviewed at the time of the review of this MoU or earlier should circumstances require it and be agreed by all parties.

DRAFT

5. Signatures

5.1 This Memorandum of Understanding is signed by and duly authorised for and on behalf of:

East Hertfordshire District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Epping Forest District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Harlow District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Uttlesford District Council

Name (printed): _____

Signature: _____

Designation: _____

Essex County Council

Name (printed): _____

Signature: _____

Designation: _____

Hertfordshire County Council

Name (printed): _____

Signature: _____

Designation: _____

Natural England

Name (printed): _____

Signature: _____

Designation: _____

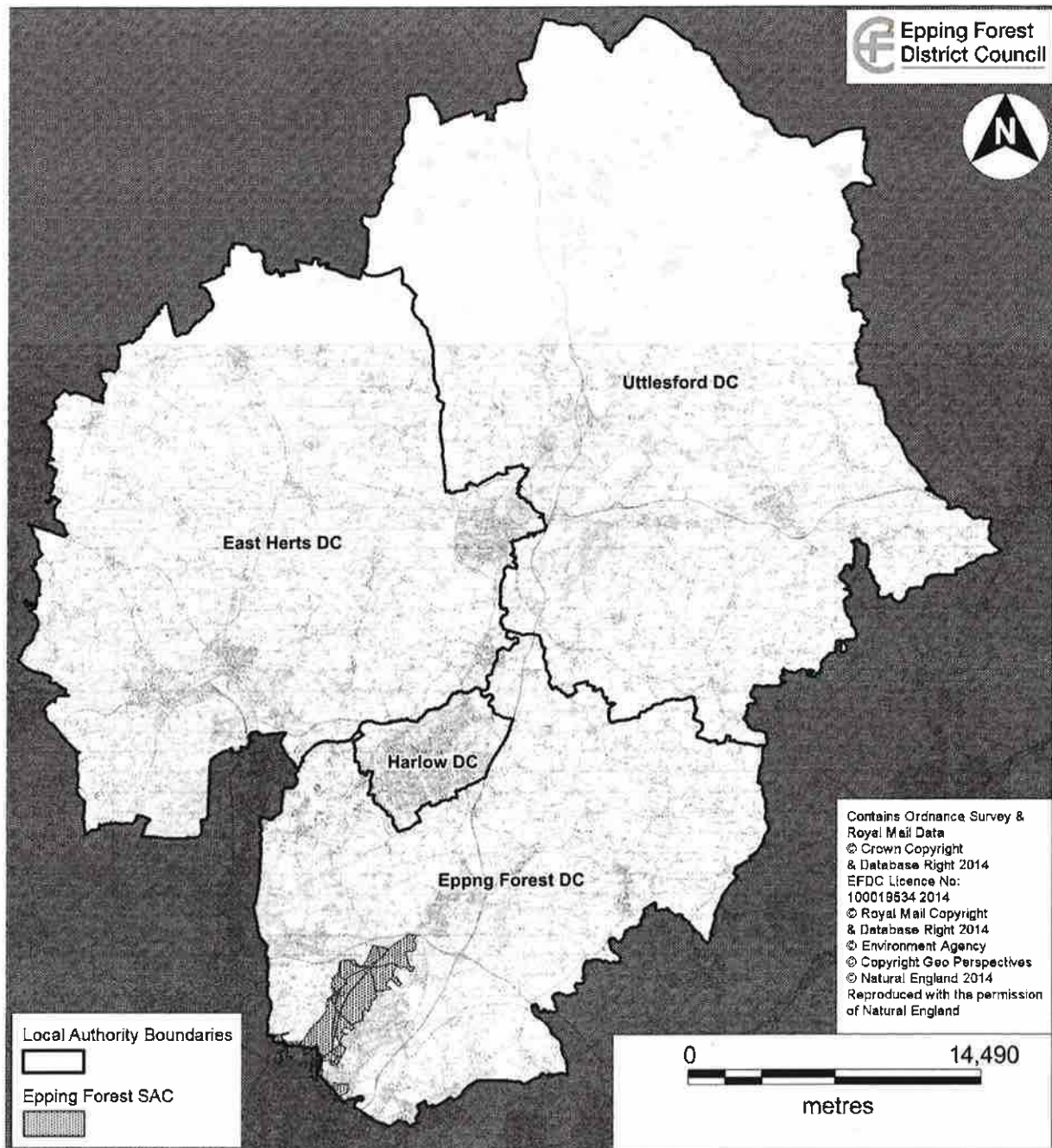
City of London Corporation

Name (printed): _____

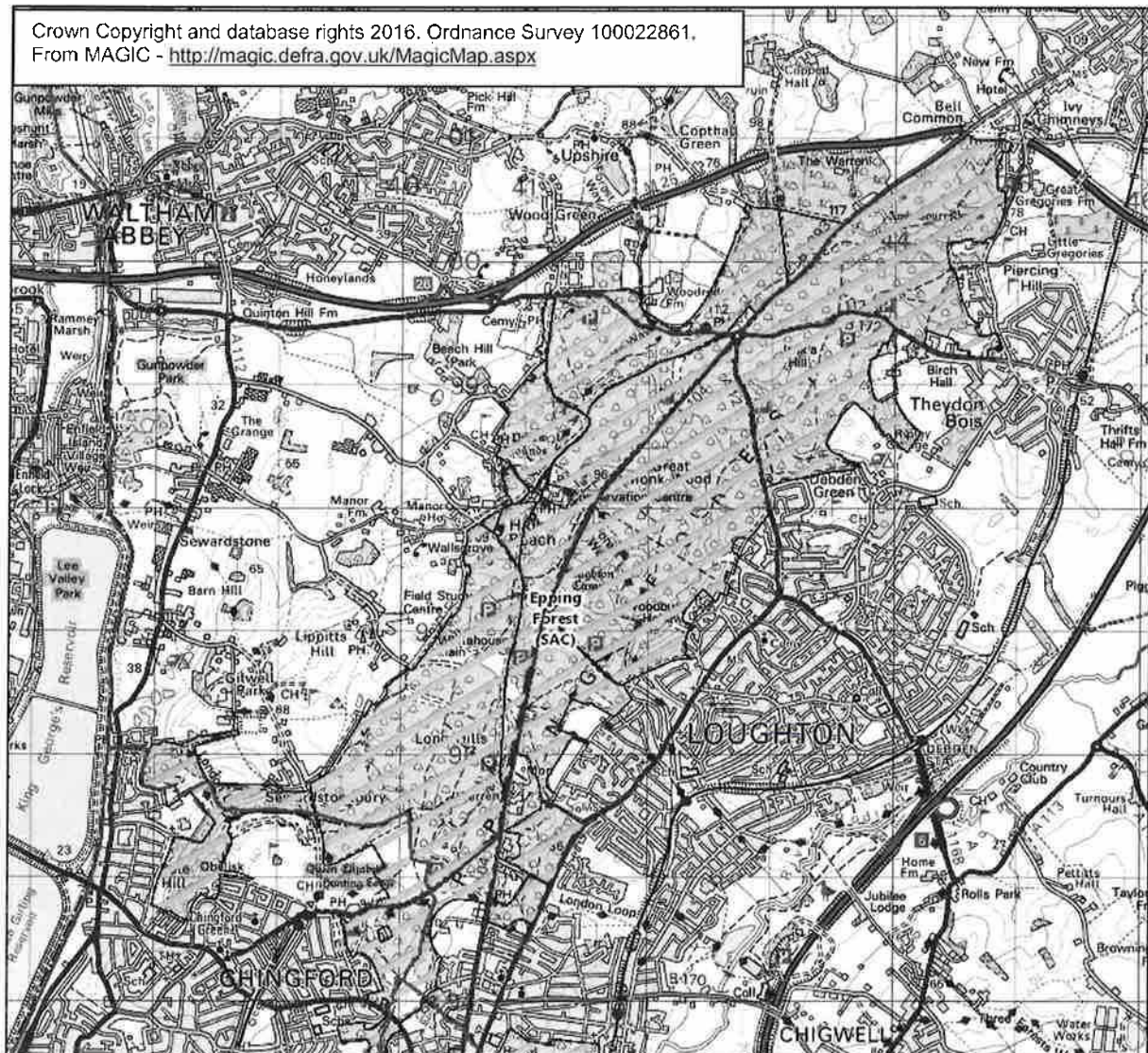
Signature: _____

Designation: _____

Appendix 1 - The West Essex/East Herts area



Appendix 2 – Road links to be investigated around Epping Forest



Appendix 3 – Air quality predictive modelling method

- A3.1 The predictions of nitrogen deposition and annual mean NO_x concentrations for the proposed works will be based on the assessment methodology presented in Annex F of the Design Manual for Roads and Bridges (DMRB), Volume 11, Section 3, Part 1 (HA207/07)⁶ for the assessment of impacts on sensitive designated ecosystems due to highways works. Background data for the predictions for 2033 will be sourced from the Department of Environment, Food and Rural Affairs (Defra) background maps for 2011 projected forward to 2030 (2030 being the most advanced date in the future for which projections are currently available)⁷. Background data for 2030 would be used for the future assessment, with contributions from A-roads within the grid square removed from the background as this contribution was calculated using ADMS-Roads software. Background nitrogen deposition rates will be sourced from the Air Pollution Information System (APIS) website⁸. These rates will be reduced by 2% per year, as set out in HA207/07, to allow for the predicted improvements in background air quality over time as a result of ongoing national initiatives to improve emissions and the expected improvement in vehicle emissions over that period.
- A3.2 Annual mean concentrations of NO_x were calculated at 50m distances back from each road, with the closest distance being the closest point of the designated site to the road. Predictions were made using the latest version of ADMS-Roads using emission rates derived from the Defra Emission Factor Toolkit (version 6.0.2) which utilises traffic data in the form of 24-hour Annual Average Daily Traffic (AADT), detailed vehicle fleet composition and average speed. The end of the Local Plan period has been selected for the various future scenarios as this is the point at which the total emissions due to Local Plan traffic will be at their greatest.

⁶ Design Manual for Roads and Bridges, HA207/07, Highways Agency

⁷ Air Quality Archive Background Maps. Defra, 2013. Available from: <http://laqm.defra.gov.uk/review-and-assessment/tools/background-maps.html>

⁸ Air Pollution Information System (APIS) www.apis.ac.uk

Appendix E

Hertfordshire Infrastructure and Planning Partnership

Terms of Reference

(Amended following the HIPP meeting on 27 June 2016)

1. Objective

To provide a forum to discuss and, where appropriate, undertake a lobbying role and develop a shared view and agree joint work programmes on infrastructure and planning issues of common concern working co-operatively within Hertfordshire and across the county borders, including in respect of the development and review of the London Plan and other significant regional and sub regional strategies, according to the principles of localism and the duty to co-operate.

The Partnership will work together with Hertfordshire Forward, Hertfordshire Local Enterprise Partnership, the Local Transport Body for Hertfordshire, the Local Nature Partnership, other local authorities within the wider south east and other appropriate organisations, groups and partnerships in areas of shared interest to develop and where possible and necessary agree joint approaches to common issues. In particular the Partnership will work together to develop and maintain a shared Strategic Planning Framework for the County that will be consistent with the proposals of each constituent local authority and will set out the broad strategic direction and infrastructure needs of Hertfordshire. In a similar way the partnership will seek to provide a forum for challenging the priorities and proposals of the strategic economic plan, and any future reviews, ensuring that it is aligned with the strategic planning framework and local plans, and has political support. It will also take a lead role in progressing work around Devolution and the development of shared services.

The Chairman, or their deputy, will represent the Partnership as appropriate on external bodies, including the Board of the Local Transport Body for Hertfordshire.

The Partnership will not be a formal decision making-body and will not fetter the decision making processes of individual authorities. If individual authorities come to a different view from any collective Hertfordshire position they will ensure that all the other authorities are duly notified.

2. Membership

All eleven Hertfordshire local authorities.

The names of the accredited voting Member (and substitute) for each Authority should be registered with the Chairman of the Hertfordshire Planning Group. Accredited voting members and substitutes will be eligible to attend meetings.

Hertfordshire Local Enterprise Partnership (LEP) and other appropriate outside bodies will be invited to attend to speak where appropriate but will not be able to vote. There is a permanent invitation for Hertfordshire LEP to attend and participate at HIPP meetings.

3. Chairman and Vice Chairman

A Chairman and Vice Chairman will be elected annually at the first meeting of the municipal year.

4. Venues

Meetings will normally be held at County Hall, Hertford but any HIPP Member may host a meeting if they wish. The host authority will be responsible for organising the meeting room and refreshments.

5. Officer support

For partnership meetings, officers of individual authorities will be expected to provide support and briefings for their own Member representatives.

There is an expectation that officers from all authorities will actively contribute to delivery of the work programme and any other actions of the Partnership.

Secretariat support will be provided by the Hertfordshire Planning Co-ordinator, in liaison with the Chairman of the Hertfordshire Planning Group, who will be responsible for:

- Organising venues.
- Drafting agendas (which will be circulated, with any necessary papers, at least 7 days in advance of the meeting). If an individual authority wishes a specific item to be on the agenda they should notify the Hertfordshire Planning Co-ordinator at least 10 days in advance of the meeting.
- Ensuring that papers are drafted.
- Organising presentations.
- Drafting, circulating and finalising the minutes of the meetings.
- Actioning any collective decisions made by the Partnership.

6. Meetings

Each meeting will be Chaired by the elected Chairman, or the Vice Chairman in their absence. If neither the Chairman nor Vice Chairman is present a Chairman for that meeting will be elected by those present.

For a quorum there must be at least 6 voting Members present representing separate local authorities. However where a quorum is not present provisional decisions may be made for circulation to non attending Members

for their approval. The relevant decision will then become effective once a majority of HIPP Members, when added to those who attended the meeting and supported the decision, have confirmed their agreement.

If a vote is taken it will be by a show of hands and each local authority will have one vote. This can only be exercised by an accredited Member (or substitute Member) as nominated by that authority.

Decisions will be taken on a majority view of those eligible to vote where a unanimous view cannot be reached following reasonable debate. Any authority that disagrees with a vote will have the opportunity to present a minority report. Recorded votes shall be held if requested by at least one authority.

The Chairman will not have a casting vote.

The order of business shall be as indicated on the Agenda, or as otherwise prescribed by the Chairman.

The Chairman will control the conduct of the meeting. There will be no time limit on speeches and the number of times that individuals can speak. The Chairman will though use discretion to ensure that meetings are conducted in an open, transparent and constructive manner and will act impartially in seeking all views and summarising the views of those present prior to any vote.

The ruling of the Chairman on any point of order shall be final.

The meetings will not be open to the public or press.

Draft minutes will be circulated to each authority for comments within 7 days of the meeting. The subsequently amended minutes of the previous meeting will be circulated with the agenda for the next meeting and will be discussed and agreed at the start of each meeting.

7. Agreement of Terms of Reference

The terms of reference will be reviewed and revised by the Partnership as necessary.

Appendix F

AMENDED DRAFT JAN 2015

HERTFORDSHIRE INFRASTRUCTURE & PLANNING PARTNERSHIP

MEMORANDUM OF UNDERSTANDING

Hertfordshire Infrastructure & Planning Partnership (HIPP)

This memorandum of understanding has been developed by the Hertfordshire Infrastructure and Planning Partnership that comprises all local authorities in Hertfordshire, namely:

- Broxbourne Borough Council
- Dacorum Borough Council
- East Hertfordshire District Council
- Hertsmere Borough Council
- North Hertfordshire District Council
- St Albans City & District Council
- Stevenage Borough Council
- Three Rivers District Council
- Watford Borough Council
- Welwyn Hatfield Borough Council
- Hertfordshire County Council

HIPP & Supporting Officer Structure

HIPP meets approximately six times a year and is comprised of senior Councillors, usually the Planning Portfolio Holders, from Hertfordshire's District and Borough Councils and the County Council. It is supported by an officer group, the Hertfordshire Planning Group (HPG), which is made up of the Heads of Planning of each local authority. HPG acts as the implementation arm of HIPP and is in turn supported by a number of sub groups, task and finish groups and associated partnerships. These include HPG Development Plans, HPG Development Management, Hertfordshire Economic Development Group (HEDOG) and the Landscape & Green Infrastructure Group.

Purpose

This memorandum of understanding seeks to establish a framework for co-operation between the eleven local authorities that comprise the Hertfordshire Infrastructure & Planning Partnership (HIPP) and for the partnership to engage with other relevant organisations, both within Hertfordshire and beyond the county boundary. It particularly relates to strategic planning and infrastructure issues and consequently enables the partnership to agree joint approaches to common issues that impact on

more than one local authority district. The framework also reflects how HIPP will work together with other appropriate bodies including Hertfordshire Forward, Hertfordshire Local Enterprise Partnership, the Local Transport Body for Hertfordshire, the Local Nature Partnership, the Hertfordshire Association of Parish and Town Councils, Infrastructure providers and organisations based beyond the Hertfordshire boundary. The memorandum reflects the principles of localism and the duty to co-operate as enshrined in Section 110 of the Localism Act 2011.

This memorandum of understanding also seeks to establish a process to raise awareness of possible areas of conflict at an early stage. It is one of a series of documents and initiatives that establishes a direction of travel to ensure more effective and collaborative strategic planning across Hertfordshire. It is the cumulative effect of this joint and collaborative work that is intended to assist HIPP members in meeting their duty to co-operate obligations.

Status of this Document

This memorandum of understanding is a statement of intent that seeks to support effective co-operative working amongst the Hertfordshire local authorities. It is not intended to be legally binding and recognises that there will not always be full agreement on strategic planning and infrastructure issues across the HIPP authorities.

Objectives

This Memorandum has the following broad objectives:

- To provide a framework through which HIPP members will commit to engaging constructively, actively and on an ongoing basis both with each other and other public bodies and private sector interests including the Hertfordshire Local Enterprise Partnership (LEP), Hertfordshire Forward, Hertfordshire Local Nature Partnership (LNP), the Local Transport Body for Hertfordshire (LTB), the Hertfordshire Association of Parish and Town Councils (HAPTC) and Infrastructure providers on matters relating to strategic planning, strategic infrastructure and other activities that prepare the way for sustainable development;
- To provide a means by which HIPP can collectively and individually engage with the Greater London Authority and neighbouring counties and sub regional groupings on matters relating to sustainable development;
- Whilst recognising that individual HIPP Members have a duty to continue to act in the best interests of their localities and constituents provide the

opportunity to work collaboratively across local boundaries on issues of broader strategic importance;

- To facilitate the achievement of a broad, co-ordinated but consistent approach to strategic spatial planning, development and strategic infrastructure issues across Hertfordshire that recognises the differing characteristics, constraints and environmental considerations that exist across the County but that seeks to address the needs of business and local communities;
- To provide an opportunity for individual HIPP members to work jointly to meet development requirements that cannot wholly be met within their own areas;
- To enable a sharing of information and views and, where appropriate, to facilitate joint working on strategic issues which affect more than one local authority area;
- To ensure that the local planning, development and infrastructure policies prepared by each local authority are, where appropriate, informed by the views of other local authorities in Hertfordshire;
- To ensure that decisions on major planning applications, which have effects across more than one local authority area, are informed by the views of other Hertfordshire local authorities; and
- Provide a forum for HIPP members to discuss, debate and resolve potential areas of conflict at the earliest possible opportunity.

Strategic Planning & Infrastructure Issues

HIPP will jointly:

- Work to develop and maintain a Strategic Planning Framework that provides a broad strategic direction for Hertfordshire without imposing top-down targets on the scale or location of new development and that recognises the unique characteristics and different priorities of each constituent district and area;
- Seek input from key partners, in particular the Hertfordshire LEP, Hertfordshire LNP and the Hertfordshire LTB, in relation to the development, implementation and monitoring of the Strategic Planning Framework;
- Provide a forum for challenging the priorities and proposals of the strategic economic plan and any future reviews, ensuring that it is aligned with the strategic planning framework and local plans, and has political support.
- Identify areas for inter-authority co-operation on strategic issues, including the preparation of joint local development documents;
- Explore opportunities for sharing expertise and developing joint research/evidence with the LTB, LEP and LNP.
- Seek to co-ordinate land use planning functions and align adopted local plans, including the use of local development orders, across local authorities within the HIPP and LEP area;

- Adopt a flexible approach to joint work, recognising that the County may not always be the appropriate geography for all partnership activity;
- Develop and implement a programme of joint research aimed at producing a robust evidence base and for jointly addressing strategic planning and development issues, particularly, but not exclusively, those referred to in the National Planning Policy Framework (para 156);
- Prepare and jointly seek funding for a strategic infrastructure investment programme to meet the existing needs of Hertfordshire and address the future social, economic and environmental requirements of growth; and
- Maintain effective liaison and joint working arrangements with the LEP, Hertfordshire Forward, LNP, LTB and other public and private sector interests as appropriate.

Each Member of HIPP will also notify the Chairman of HIPP, and where appropriate report to a meeting of HIPP, any issue that in their view could potentially have an adverse impact on partnership working or the effective operation of this memorandum of understanding.

Policy Documents

Each member of HIPP will:

- Through the Chair of the Hertfordshire Planning Group Development Plans Officer Group (HPGDP) notify all HIPP local authorities at each consultation stage in the preparation of its local development documents or, in the case of the County Council, its local transport plan, or other relevant policy documents, and any documents associated with them;
- Through the Chair of HPGDP notify all HIPP local authorities of consultation on any other policy document which, in its view, would have a significant impact on strategic planning or development within Hertfordshire; and
- If requested, meet with and discuss any issues raised by one or more of the other HIPP local authorities and take into account any views expressed on those issues.

Development Management

Each member of HIPP will:

- Through their representative on the Hertfordshire Planning Group Development Management Group (HPGDM) notify all HIPP local authorities of any major planning applications, from within its area or on which it is consulted by a local authority from outside its area, which would, in its view,

have a significant impact on the strategic planning and development of Hertfordshire; and

- Take into account any views expressed in determining the application.

Monitoring

The operation and implementation of this Memorandum of Understanding will be managed and monitored through the HIPP Work Programme and will be reviewed on at least an annual basis through the HIPP Annual Review. Updates and amendments to the document will be issued as appropriate.