

**HGGT**

HARLOW & GILSTON  
GARDEN TOWN

# **Harlow and Gilston Garden Town**

## **INFRASTRUCTURE DELIVERY PLAN UPDATE**

**September 2023**

# Contents

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		Page
<b>1</b>	<b>Introduction</b>	<b>2</b>
	1.1 Status of Document	2
	1.2 Overview of the Garden Town	3
	1.3 Purpose of the Infrastructure Delivery Plan	5
	1.4 Acknowledgements	7
	1.5 Structure	7
<b>2</b>	<b>Policy Context</b>	<b>9</b>
	2.1 National Context	9
	2.2 Regional Policy Context and Strategies	12
	2.3 Local Policy Context	16
<b>3</b>	<b>Garden Town Collaboration and Delivery</b>	<b>21</b>
	3.1 Joint Working	21
	3.2 Planning Obligations Guidance	22
	3.3 External Funding	23
	3.4 Delivering Sites	26
<b>4</b>	<b>Methodology</b>	<b>31</b>
	4.1 Locations of Growth	31
	4.2 Infrastructure Types	32
	4.3 Identifying the Garden Town Infrastructure Requirements	33
	4.4 Consultation and Engagement	34
	4.5 Phasing	35
	4.6 Infrastructure Prioritisation	35
	4.7 Costing Infrastructure	36
	4.8 Funding Sources	37
	4.9 Apportionment	37
	4.10 Strategic Viability	40
	4.11 IDP Review	41
<b>5</b>	<b>Summary of Infrastructure Requirements</b>	<b>43</b>
	5.1 Overview	43

## Appendices

# Section I

## Introduction

In 2019, Arup was commissioned to prepare an Infrastructure Delivery Plan (IDP), to assist in bringing forward transformational growth at the Harlow and Gilston Garden Town (HGGT). The purpose of the IDP was to set out the infrastructure that will be required to deliver the planned level of housing and employment growth at the Garden Town. The IDP drew on the existing district level IDPs which had already been produced to support the respective Local Plans.

IDPs are by their nature, a snapshot in time, and since the IDP was completed in April 2019, a number of developments and further work mean that an update is now required. In particular:

- Over three years have passed since publication of the IDP and over five years since the publication of some of the Local Plan IDPs on which it was based;

- Planning permissions have been granted for the Stort Valley Crossings. Outline planning applications for the 10,000 new homes proposed in the Gilston Area are at an advanced stage of consideration. The applications for villages 1-6 comprising up to 8,500 homes, and Village 7 comprising 1,500 homes, are subject to a resolution to grant at planning committee subject to the completion of a s106 agreement;

- The Local Plans for EFDC and HDC have been further progressed with the Harlow Local Development Plan adopted in December 2020 and EFDC Local Plan adopted in March 2023;

- A Masterplan Framework has been adopted for Harlow Town Centre;

- Further feasibility and design assessments have been completed for various infrastructure projects;

- Award of Housing Investment Grant for strategic transport infrastructure and Towns Fund Grant for regeneration projects in Harlow;

- Updates in the legal framework which changes how developer contributions are collected.

This IDP update was undertaken with the aim of being a targeted update of the original IDP, and is the first update in a planned programme of regular updates. This IDP update focuses on the additional work that has been undertaken since the original IDP, as well as any scheme developments, identified through engagement. Where information remains unchanged since 2019, this has been carried across to this update.

This IDP update has been undertaken through joint working of Arup and officers of the HGGT Authority partnership, comprising:

- Engagement and evidence gathering undertaken by Arup together with initial preparation of this report;
- Revised IDP schedules undertaken by officers of the HGGT Authority partnership.

**Epping Forest District Council (EFDC), East Hertfordshire District Council (EHDC), Harlow District Council (HDC), Essex Country Council (ECC) and Hertfordshire County Council (HCC)** are working together to bring forward the transformational growth of Harlow as the **Harlow and Gilston Garden Town**. The objectives of the Garden Town are to deliver sustainable growth and infrastructure of considerable scale and significance, which will meet housing and employment needs, deliver regeneration objectives and create a high-quality environment. Approximately 16,000 new homes are planned for the Garden Town within the Councils' plan periods to 2033 (including units already delivered or consented), with an additional 7,000 allocated but expected to be delivered beyond the plan periods.

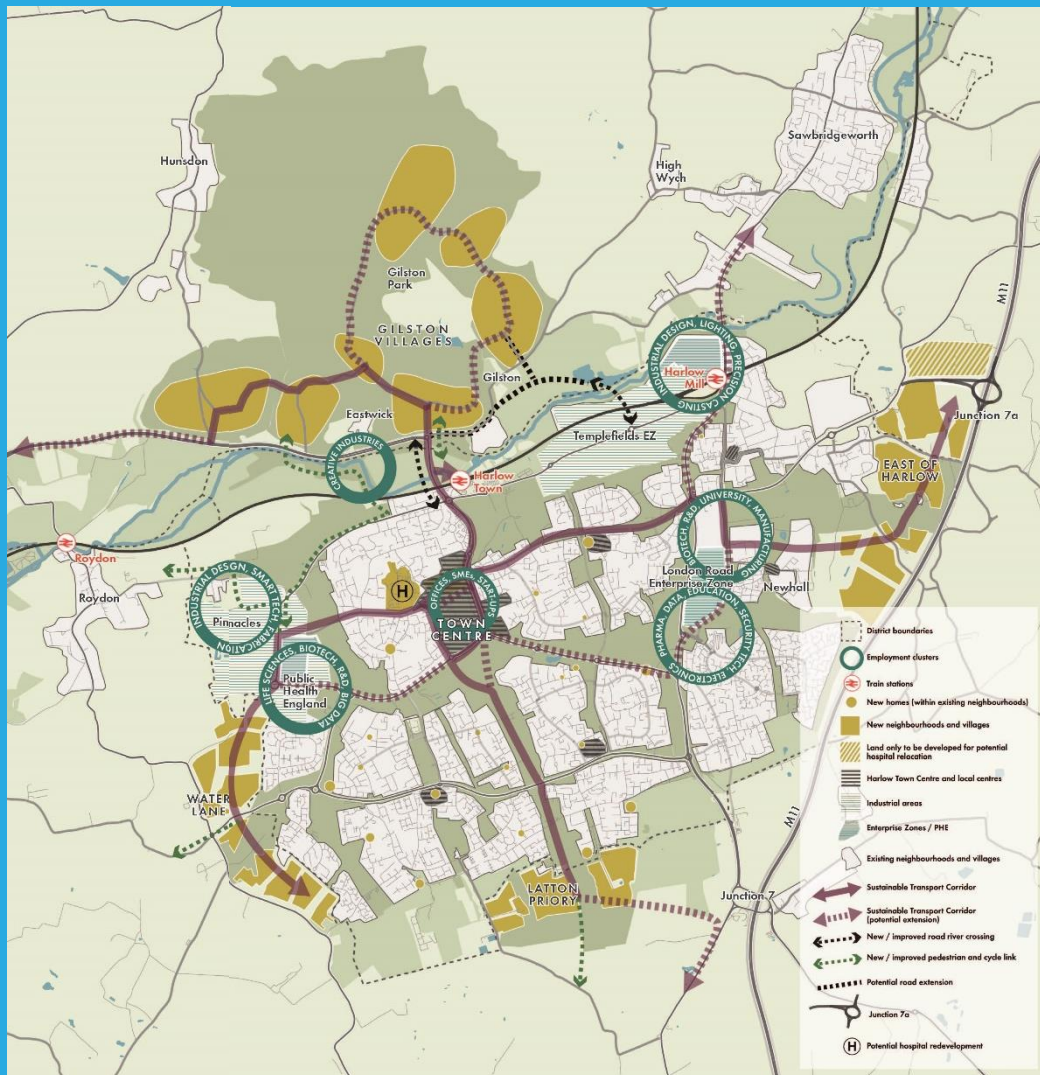
The Garden Town comprises development sites both within the Harlow administrative area and within East Hertfordshire District and Epping Forest District. This includes:

- **Gilston Area**, located in East Hertfordshire District – 10,000 units across distinct villages (of which at least 3,000 expected to be delivered by 2033).
- **East of Harlow**, located in Harlow and Epping Forest Districts – 3,350 units. Including 2,600 homes within Harlow and a minimum of 750 homes within Epping Forest District.
- **Water Lane Area**, located in Epping Forest District – a minimum of 2,100 units. A single allocation comprising two distinct areas known as West of Katherine's and West Sumners.
- **Latton Priory**, located in Epping Forest District – a minimum of 1,050 units.
- A further 14 sites, which together total 834 dwellings, are allocated in the Harlow Local Development Plan.
- Additional development sites are anticipated to come forward across the Harlow area, as "windfall" development where in accordance with the Policies of the Harlow Local Development Plan. This might include approximately potential growth of 2,120 homes within Harlow Town Centre as identified within the Harlow Town Centre Masterplan Framework.

The locations of these growth areas are shown in Figure 1.

In January 2017, the Government announced its support for Harlow and Gilston Garden Town. This 'Garden Community status' makes clear the aspiration to deliver this growth for which the phasing of appropriate levels of infrastructure delivery is integral to this aspiration.

Figure I Harlow and Gilston Garden Town



Harlow and Gilston Garden Town is being delivered in accordance with the Town and Country Planning Association’s ‘Garden City Principles’<sup>1</sup>, which are:

**Land value capture for the benefit of the community.**

**Strong vision, leadership and community engagement.**

**Community ownership of land and long-term stewardship of assets.**

**Mixed-tenure homes and housing types that are genuinely affordable.**

**A wide range of local jobs in the Garden City within easy commuting distance of homes.**

**Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food.**

<sup>1</sup> Available at: <https://www.tcpa.org.uk/garden-city-principles> (accessed March 2019).

**Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience.**

**Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods.**

**Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.**

Paragraph 73 of the National Planning Policy Framework (NPPF) (2021) also references the role of the Garden City Principles in setting clear expectations for the quality of development and how this can be maintained.

The Garden City Principles have informed the **Garden Town Vision** that has been prepared to help residents, business, investors and developers to understand the Garden Town and its quality aspirations to create the shared Vision:

*The pioneering New Town of Gibberd and Kao will grow into a Garden Town of enterprise, health and sculpture at the heart of the UK Innovation Corridor. Harlow and Gilston will be a joyful place to live with sociable streets and green spaces; high quality homes connected to fibre optic broadband; local centres accessible by walking and cycling; and innovative, affordable public transport. It will set the agenda for sustainable living. It will be adaptable, healthy, sustainable, innovative.*

The Councils commissioned the preparation of an **Infrastructure Delivery Plan** (IDP) in 2019 to assist in bringing forward transformational growth at the Harlow and Gilston Garden Town. This is an update of the IDP to reflect further work on infrastructure requirements undertaken since 2019 and is the first of a planned programme of annual updates.

The purpose of the IDP is to set out the infrastructure that will be required to deliver the planned level of housing and employment growth at the Garden Town. The 2019 IDP drew on previous work undertaken by the Councils – in particular, the District-level IDPs already produced to support the respective Local Plans (See Section 2.2) – and compiled aligned and updated it. This update also draws on further work undertaken on the Epping IDP since 2019 together with updates provided by infrastructure stakeholders.

The combined Infrastructure Schedule for the Garden Town (set out in full in Appendix A and summarised in Section 5) covers a wide range of types of infrastructure. The Schedule:

- Identifies the **scale of infrastructure** required across the Garden Town.

- Determines the anticipated **phasing** of the infrastructure based on the trajectory for the Garden Town.
- Presents **indicative costs** associated with delivering the infrastructure required to support growth.
- **Prioritises the infrastructure** interventions according to the stage it is required to support delivery of the allocations in order to deliver the planned growth and/or identifies planned phasing where known.
- Sets out the **organisational responsibility** for delivery and potential sources of funding.
- Identifies, where possible, the **scale of the funding gap** where funding is not fully committed.
- Identifies how expected developer contributions from various sites will be apportioned.

Through the process of producing the IDP, a package of measures and broad estimates of the likely financial contribution for each of the Garden Town sites has been produced. The 2019 IDP was produced concurrently with the Strategic Viability Assessment, to allow the costs identified at the time to be included in the appraisal. The purpose of the Strategic Viability Assessment is to consider the wider deliverability of the Harlow and Gilston Garden Town, taking into account infrastructure requirements alongside other considerations. More information on the Strategic Viability Assessment can be found in Section 4.10.

### **How the Infrastructure Delivery Plan will be used**

Changes to national policy – in the form of NPPF 2021 and Planning Practice Guidance updates – have shifted the emphasis on viability testing from the development management stage to the plan making stage (see **Section 2.1** for more information). Understanding infrastructure requirements and their impact on viability early is an important component of this.

Planning Practice Guidance states that, where up-to-date policies have set out the contributions expected from development, planning applications which comply with them should be assumed to be viable.

The IDP will be used as a basis for subsequent strategic masterplanning and planning application discussions for developments within the HGGT area.

Further guidance on this process is set out in the Harlow & Gilston Garden Town ‘How To’ Guide for Planning Obligations, Land Value Capture and Development Viability<sup>2</sup>.

IDPs are, by their very nature, a ‘snapshot in time’, and as different infrastructure providers respond to their own unique challenges, the information that they provide will naturally date and alter over time. Since the publication of the IDP in

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<sup>2</sup> Available on Districts’ websites.



2019, there has been ongoing work to further inform infrastructure requirements, which are reflected in this update.

Production of this IDP update has involved collaborative working between a wide range of stakeholders. The Harlow and Gilston Garden Town team is grateful for the time taken by the local authorities, infrastructure providers, and developers/promoters and their agents and consultants who engaged with the study.

More information on the consultation and engagement undertaken as part of producing the IDP is set out in Section 4.4.

The rest of the IDP is structured as follows:

- **Section 2** sets out the national and local policy context.
- **Section 3** describes the collaborative arrangements in place to deliver the Harlow and Gilston Garden Town.
- **Section 4** summarises out the methodology used to identify the infrastructure requirements of the Garden Town.
- **Section 5** provides a summary of the infrastructure required to support the Harlow and Gilston Garden Town.
- **Appendix A** provides the Infrastructure Delivery Schedule in full.

# Section 2

## Policy Context

## 2 Policy Context

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### 2.1 National Context

#### 2.1.1 National Planning Policy Framework

The revised National Planning Policy Framework<sup>3</sup> (NPPF) (2021) states that local planning authorities must prepare a robust and evidence-based Local Plan which seeks to deliver sustainable development. As part of the statutory requirement to produce a Local Plan, national policy has placed a greater responsibility on local planning authorities to plan for the delivery of various forms of infrastructure required to support future growth.

Infrastructure Delivery Plans (IDP) are therefore an important part of the evidence base required for local development plans, with the purpose of demonstrating that the infrastructure requirements necessary to support the level of housing and employment growth proposed can be delivered. IDPs also detail the level of funding required, highlight funding gaps, and identify both potential funding gaps and potential funding sources, such as Section 106 (S106) agreements or central government funding. IDP's are therefore key for local authorities negotiating developer contributions through S106 agreements, to help evidence the need for a CIL charging schedule, to evidence capital works or bids for Grant funding.

Paragraph 20 of the NPPF states that

*“Strategic policies should set out an overall strategy for the pattern, scale and design quality of places, and make sufficient provision for:*

- a) housing (including affordable housing), employment, retail, leisure and other commercial development;*
- b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
- c) community facilities (such as health, education and cultural infrastructure); and*
- d) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.”*

Specific references to infrastructure are also made through the individual topic papers throughout the NPPF. These include:

- Chapter 6, Building a strong competitive economy – Paragraph 82: *“Planning policies should seek to address potential barriers to investment, such as inadequate infrastructure”*
- Chapter 8, Promoting healthy and safe communities – Paragraph 92: *“Planning policies and decision should aim to achieve healthy, inclusive and safe places which*

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<sup>3</sup> Available at:

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1005759/NPPF\\_July\\_2021.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf)

*enable and support healthy lifestyles, especially, where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure”*

- Chapter 9, Promoting sustainable transport – Paragraph 102: *“Transport issues should be considered from the earliest stages of plan-making and development proposals, so that opportunities for existing or proposed transport infrastructure are realised”*; Paragraph 106: *“Planning policies should provide for attractive and well-designed walking and cycling networks with supporting facilities such as secure cycle parking”*; and *“Provide for any large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation”*

Chapter 10, Supporting high quality communications – Paragraph 114: *“Advanced, high quality and reliable communications infrastructure is essential for economic growth and social well-being. Planning policies and decisions should support the expansion of electronic communication networks”*

The NPPF also outlines the importance of the Local Plan process in the delivery of infrastructure – and at Paragraph 34 highlights the challenges of balancing infrastructure requirements with development viability: *“Plans should set out the contributions expected from development [towards infrastructure]. Such policies should not undermine the deliverability of the plan”*

Planning obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Planning obligations may only constitute a reason for granting planning permission if they meet all the tests set out in Paragraph 57 of the NPPF and Regulation 122 of the CIL Regulations:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

Many of the schemes identified within the IDP will be funded in part, or in whole, through Section 106 agreements with developers.

## 2.1.2 National Planning Practice Guidance

National Planning Practice Guidance (PPG) expands on the policies set out in the NPPF, and provides additional guidance in relation to infrastructure delivery. The PPG on Plan-Making<sup>4</sup> explains the role and function of a Local Plan in delivering infrastructure, stating that the Local Plan should identify what infrastructure is required and how it can be funded and brought forward (Paragraph 59).

At an early stage in the plan making process, discussion with infrastructure and service providers should be undertaken to collaboratively identify infrastructure

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<sup>4</sup> Available at: <https://www.gov.uk/guidance/plan-making>

deficits and requirements, and opportunities for addressing them. In doing so, local planning authorities should:

- Assess the quality and capacity of infrastructure, and its ability to meet forecast demands. Policies should set out how identified deficiencies will be addressed; and
- Take account of strategic infrastructure, including nationally significant infrastructure, within these areas.

The PPG on Community Infrastructure Levy<sup>5</sup> (CIL) defines CIL as “*a charge which can be levied by local authorities on new development in their area. It is an important tool for local authorities to use to help them deliver the infrastructure needed to support development in their area. also emphasises the importance of viability of development at the plan-making stage*”.

### 2.1.3 Infrastructure Funding Statement

The preparation of Infrastructure Funding Statements (IFS) is now a requirement for all local authorities following the update to CIL Regulations in 2019. Each of the local authorities of the Harlow and Gilston Garden Town need to produce an IFS, and to assist consistency in collecting and presenting contributions within the Garden Town, the local authorities are considering the production of a collated IFS for the Garden Town.

The regulations state that the IFS should include details of how much money has been raised through developer contributions, both from CIL and Section 106 planning obligations, and how it has been spent. The IFS may also report on estimated future income from developer contributions and the choices local authorities have made about how these contributions will be used.

Where longer term growth is planned through new settlements or significant extensions to existing villages or town, less detail may be provided as the position regarding the provision of infrastructure is likely to be less certain. In these circumstances, it is expected that authorities will demonstrate a reasonable prospect that the proposals can be developed within the timescale envisaged. An IFS must be published on council websites at least once a year.

### 2.1.4 The Levelling Up and Regeneration Bill (LURB) and proposed changes to the NPPF

The Levelling Up and Regeneration Bill (LURB) was first introduced in the House of Commons in May 2022. In December 2022, the government published a draft version of a new NPPF setting out its proposed reforms alongside the LURB for public consultation. At the time of writing, the Bill has reached the Report stage in the House of Lords. The following outlines the key proposals related to infrastructure delivery.

#### *Infrastructure Levy*

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<sup>5</sup> Available at: <https://www.gov.uk/guidance/community-infrastructure-levy>

Under the proposed LURB, a new Infrastructure Levy will be introduced nationally. It is envisaged that the Levy would in principle replace the current system of developer contributions (i.e., the Community Infrastructure Levy and S106 Planning Obligations). As currently proposed, the Levy will be mandatory, charged as a percentage of the final gross development value. The Levy rates would be set locally but the intention is that it should be lower for brownfield land and higher for greenfield. The Levy would also be introduced in conjunction with Infrastructure Delivery Strategies.

### *Alignment Policy*

The Duty to Cooperate requirement as currently set out in the NPPF is proposed to be removed, to be replaced by an Alignment Policy (to be introduced as part of a revised Framework). The Alignment Policy will be used to secure appropriate engagement between neighbouring local authorities where there may be cross-boundary strategic planning considerations.

## **2.2 Regional Policy Context and Strategies**

The NPPF sets out the duty for local authorities to co-operate, recognising the crucial need for co-ordinated growth and infrastructure delivery. This means that a range of organisations at a sub-regional level have a role in infrastructure planning and delivery.

Harlow and Gilston Garden Town falls across three local authorities. Harlow and Epping Forest are Districts within Essex County, and East Herts is a District within Hertfordshire County. Some local authority functions are performed by the District Councils, while others are performed at a County level.

### **2.2.1 Essex County Council Policy Context**

#### *Transport Planning*

Essex County Council (ECC) are the strategic highway and transport authority in Essex. ECC's delivery body 'Essex Highways' are progressing several major improvement schemes and maintaining existing roads. The vision set out within the Essex Transport Strategy: The Local Transport Plan for Essex<sup>6</sup> (2011) seeks a transport system that supports sustainable economic growth and helps deliver the best quality of life for the residents of Essex. It aims to achieve this through:

- Providing connectivity for Essex communities and international gateways to support sustainable economic growth and regeneration;
- Reducing carbon dioxide emissions and improve air quality through lifestyle changes, innovation and technology;
- Improving safety on the transport network and enhance and promote a safe travelling environment;

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<sup>6</sup> Available at: [https://www.essexhighways.org/uploads/downloads/essex\\_ltp.pdf](https://www.essexhighways.org/uploads/downloads/essex_ltp.pdf)

- Securing and maintaining all transport assets to an appropriate standard and ensure that the network is available for use; and
- Providing sustainable access and travel choice for Essex residents to help create sustainable communities.

### Waste Planning

ECC are also the Minerals and Waste Planning Authority for Essex, where they must ensure that there are enough minerals for construction to meet the needs of Essex, as well as providing sites for facilities to meet the waste needs of Essex. The Essex and Southend-on-Sea Waste Local Plan<sup>7</sup> (2017) provides the key principles and policies to guide the future management of waste in the plan area until 2032.

### School Planning

As the Education Authority for Essex, ECC are responsible for providing education for children and young people in Essex, through:

- Ensuring there are sufficient school places for children that need them;
- Assessing and providing homes to school transport;
- Providing support services for schools;
- Helping the government put in place initiatives and legislation relating to schools, children and families; and
- Allocating finance to schools.

ECC have produced Meeting the demand for mainstream school places in Essex, covering the period of 2023-32<sup>8</sup> (2023), which sets out the forecasts for school places, as well as through presenting potential options to address medium to long term demand for school places. The Garden Communities and Planning School Places<sup>9</sup> document (2022) sets out the approach to delivering new schools and ensuring there are sufficient pupil places to serve large new settlements that are planned for the county.

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<sup>7</sup> Available at:

[https://www.essex.gov.uk/sites/default/files/migration\\_data/files/assets.ctfassets.net/knkzaf64jx5x/5MMZ5nNFmOClpF56igb0Jc/e6f7ab4cba4ed1198c67b87be7b375e7/waste-local-plan-2017-compressed.pdf](https://www.essex.gov.uk/sites/default/files/migration_data/files/assets.ctfassets.net/knkzaf64jx5x/5MMZ5nNFmOClpF56igb0Jc/e6f7ab4cba4ed1198c67b87be7b375e7/waste-local-plan-2017-compressed.pdf)

<sup>8</sup> Available at:

[https://www.essex.gov.uk/sites/default/files/migration\\_data/files/assets.ctfassets.net/knkzaf64jx5x/5ChkxQBsj08ZWapW7Q7a36/b1883b28c45b761dfdbe3c4947d132ef/10\\_Year\\_Plan\\_2023-2032.pdf](https://www.essex.gov.uk/sites/default/files/migration_data/files/assets.ctfassets.net/knkzaf64jx5x/5ChkxQBsj08ZWapW7Q7a36/b1883b28c45b761dfdbe3c4947d132ef/10_Year_Plan_2023-2032.pdf)

<sup>9</sup> Available at:

[https://www.essex.gov.uk/sites/default/files/migration\\_data/files/assets.ctfassets.net/knkzaf64jx5x/7iszxZwkA9GUxU0MDMm5vM/6b2d38458f0270eb03b631a21932f283/Garden-Communities-and-Planning-School-Places-Guide.pdf](https://www.essex.gov.uk/sites/default/files/migration_data/files/assets.ctfassets.net/knkzaf64jx5x/7iszxZwkA9GUxU0MDMm5vM/6b2d38458f0270eb03b631a21932f283/Garden-Communities-and-Planning-School-Places-Guide.pdf)

### *Green Infrastructure*

ECC has produced an Essex Green Infrastructure Strategy<sup>10</sup> (2020), which aims to take a positive approach to enhance, protect and create an inclusive and integrated network of high-quality green infrastructure in Greater Essex, and to guide and shape planning and other services through setting principles that can inform plans and strategies.

### *Flood Management*

ECC is responsible for reducing the risk of flooding from surface water, groundwater and ordinary watercourses in Essex. The Local Flood Risk Management Strategy<sup>11</sup> (LFRMS) (2018) produced by ECC, sets out the aims and actions to reduce the impact of local flooding in communities.

### *Guide to Developer Contributions*

ECC has produced a revised Developers' Guide to Infrastructure Contributions<sup>12</sup> (2020), which details the scope and range of contributions towards infrastructure which ECC may seek from developers and land-owners in order to mitigate the impact and make development acceptable in planning terms. The Guide also states that the delivery of Garden Communities, such as Harlow and Gilston Garden Town present the opportunity of creating innovative, resilient, well-connected and inclusive places, allowing sustainability to be at the core of development principles.

## **2.2.2 Hertfordshire County Council Policy Context**

### *Transport Planning*

Hertfordshire County Council (HCC) is the local highway authority in Hertfordshire and is responsible for providing a safe, efficient, and resilient transport system across the Hertfordshire County. Hertfordshire's latest Local Transport Plan 2018 – 2031<sup>13</sup> sets out HCC's strategy for future transport provision. The Plan seeks to encourage, where possible, the transition from private cars to sustainable modes of transportations (e.g., walking, cycling and passenger transport).

The Local Transport Plan is guided by three overarching themes – prosperity, people and place, and sets out nine strategic objectives, which are:

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<sup>10</sup> Available at:

[https://www.essex.gov.uk/sites/default/files/migration\\_data/files/downloads.ctfassets.net/knkzaf64jx5x/217WfZa7CrcOT75C9zO9UB/5b4f5ba37be34abe42935ac49a0b4637/Essex\\_Green\\_Infrastructure\\_strategy.pdf](https://www.essex.gov.uk/sites/default/files/migration_data/files/downloads.ctfassets.net/knkzaf64jx5x/217WfZa7CrcOT75C9zO9UB/5b4f5ba37be34abe42935ac49a0b4637/Essex_Green_Infrastructure_strategy.pdf)

<sup>11</sup> Available at: <https://flood.essex.gov.uk/media/1293/essex-local-flood-risk-management-strategy.pdf>

<sup>12</sup> Available at:

[https://www.essex.gov.uk/sites/default/files/migration\\_data/files/assets.ctfassets.net/knkzaf64jx5x/5aKhke88Ey5zkdMvSQj44w/0d71817cad70b9394d76e7a490ac7bd7/developers-guide-infrastructure-contributions.pdf](https://www.essex.gov.uk/sites/default/files/migration_data/files/assets.ctfassets.net/knkzaf64jx5x/5aKhke88Ey5zkdMvSQj44w/0d71817cad70b9394d76e7a490ac7bd7/developers-guide-infrastructure-contributions.pdf)

<sup>13</sup> Available at: <https://www.hertfordshire.gov.uk/media-library/documents/about-the-council/consultations/ltp4-local-transport-plan-4-complete.pdf>



1. Improve access to international gateways and regional centres outside Hertfordshire;
2. Enhance connectivity between urban centres in Hertfordshire;
3. Improve accessibility between employers and their labour markets;
4. Enhance journey reliability and network resilience across Hertfordshire;
5. Enhance the quality and vitality of town centres;
6. Preserve the character and quality of the Hertfordshire environment;
7. Reduce carbon emissions;
8. Make journeys and their impact safer and healthier; and
9. Improve access and enable participation in everyday life through transport.

### Waste Planning

Hertfordshire County Council (HCC) are the Waste Planning Authority and the Waste Disposal Authority for Hertfordshire. HCC are responsible for the treatment and/or disposal of Local Authority Collected Waste (LACW) across the county. They also have a statutory requirement to provide Household Waste Recycling Centres (HWRCs) for residents to deposit their household waste. The HWRCs in Hertfordshire are managed and operated by HCC.

The current Hertfordshire Waste Development Framework covers the period from 2011 to 2026 and is compiled of two development plan documents:

- The 2012 Waste Core Strategy & Development Management Policies DPD<sup>14</sup>, which provides waste management strategic objectives and policies for Hertfordshire. Appendix A of the Core Strategy includes a 'Key Diagram' map showing broad locations for new facilities; and
- The 2014 Waste Site Allocations DPD<sup>15</sup> identifies sites for waste management facilities.

The Waste Development Framework is currently under review. HCC consulted on a Draft Minerals and Waste Local Plan<sup>16</sup> between July and October 2022. An associated Waste Needs Assessment<sup>17</sup> (2022) was also conducted, assessing the county's present and planned waste management capacity to meet likely future

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<sup>14</sup> Available at: <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/planning-in-hertfordshire/waste-local-plan/waste-core-strategy-and-development-management-policies-document.pdf>

<sup>15</sup> Available at: <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/planning-in-hertfordshire/waste-local-plan/the-waste-site-allocations-document-2.pdf>

<sup>16</sup> Available at: <https://www.hertfordshire.gov.uk/media-library/documents/waste/mwlp/core-document-library/core-documents/cd-01-minerals-and-waste-local-plan-draft-plan-jul-2022.pdf>

<sup>17</sup> Available at: <https://www.hertfordshire.gov.uk/media-library/documents/waste/mwlp/core-document-library/primary-evidence/pe-03-waste-needs-assessment-jun-2022.pdf>

need. It is anticipated that the new Waste Local Plan will be submitted for examination in 2023 and adopted by early 2024.

In 2021, HCC also prepared a LACW Spatial Strategy<sup>18</sup> which sets out an assessment of desirable new and improved waste management facilities required across Hertfordshire over the period to 2031, to better enable the management and disposal of LACW. A HWRC Annex to the LACW Spatial Strategy has also been produced, assessing the suitability of the existing HWRCs for future development and/or expansion.

### *School Planning*

As the Education Authority for Hertfordshire, HCC is responsible for ensuring sufficient school places for pupils across the county. HCC produces a forecast every summer term to assess the demand for school places in local areas, with further updates issued in the autumn term. The forecast is based on:

- The number of primary school pupils moving on to secondary schools;
- Any trends which have formed over the past few years; and
- Any known housing developments

### *Green Infrastructure*

HCC is in the process of producing a Green Infrastructure (GI) Strategy in partnership with the Hertfordshire Infrastructure and Planning Partnership (HIPP). The GI Strategy sets out HCC's priority actions in the delivery of green infrastructure, as well as its corresponding funding and delivery mechanisms. At the time of writing, the GI Strategy is under 'Stage 2b' Public Consultation on the draft Strategy document, with the opportunity for members of the public to provide feedback<sup>19</sup>.

### *Guide to Developer Contributions*

HCC have produced a Guide to Developer Contributions<sup>20</sup> (2021), which provides an overview of obligations which may be sought as part of the planning process, as well as the contributions which may be sought specifically by HCC to mitigate the impact of development. The Guide includes technical appendices for transport, education, youth provision, libraries, waste, fire and rescue services and adult social care.

## **2.3 Local Policy Context**

Each of the three Districts of Harlow and Gilston Garden Town have recently adopted Local Plans.

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<sup>18</sup> Available at: <https://www.hertfordshire.gov.uk/media-library/documents/waste/spatial-strategy/collected-waste-spatial-strategy-2021.pdf>

<sup>19</sup> Available at: <https://hertfordshire-green-infrastructure-strategy-luc.hub.arcgis.com/>

<sup>20</sup> Available at: <https://www.hertfordshire.gov.uk/media-library/documents/environment-and-planning/planning/developer-infrastructure-contributions-guide/guide-to-developer-infrastructure-contributions.pdf>

### 2.3.1 Epping Forest District Council

Epping Forest District Local Plan 2011-2033<sup>21</sup> was adopted in March 2023, and is now the statutory development plan for the District. The Local Plan sets out the approach and detailed policies for the whole District for the period up to 2033. The Local Plan comprises of:

As part of the evidence base for their newly adopted Local Plan, Epping Forest District Council (EFDC) has also produced a District-level IDP<sup>22</sup> which forms part of the evidence-base for the Local Plan.

### 2.3.2 Harlow Council

The Harlow Local Development Plan<sup>23</sup> was adopted in 2020, and shapes growth and development in Harlow until 2033. It allocates land for housing, jobs and infrastructure, as well as providing protection for the natural environment. It also contains the policies and proposals to be used when considering planning applications submitted to the Council.

Harlow Council has also produced a District-level IDP which forms part of the evidence-base for the Local Plan.<sup>24</sup>

### 2.3.3 East Hertfordshire District Council

In 2018, the East Herts District Plan<sup>25</sup> 2011-2033 was adopted, which sets out the Council's planning framework for the District, identifying how the District will grow and develop.

EHDC also has a District-level IDP which forms part of the evidence base for the Local Plan.<sup>26</sup>

### 2.3.4 Harlow and Gilston Garden Town Policy Context

Since Harlow and Gilston Garden Town was awarded Garden Town status in 2017, there have been a number of policy documents prepared.

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<sup>21</sup> Available at: <https://www.eppingforestdc.gov.uk/planning-and-building/planning-policy/adopted-local-plan-march-2023/>

<sup>22</sup> Available at: <https://www.efdclocalplan.org/wp-content/uploads/2018/02/EB1101B-Infrastructure-Delivery-Plan-Part-B-Report-Arup-2017.pdf> and <https://www.efdclocalplan.org/wp-content/uploads/2020/11/ED117-EFDC-IDP-Update-Part-B-2020.pdf>

<sup>23</sup> Available at: <https://www.harlow.gov.uk/sites/default/files/documents/Harlow%20Local%20Development%20Plan.pdf>

<sup>24</sup> This document also considers infrastructure requirements beyond Harlow District Council's administrative boundary, and is available at: <https://www.harlow.gov.uk/sites/default/files/documents/HEB11%20-%20Delivery%20Study%20for%20Harlow%20and%20Surrounding%20Area%20Infrastructure%20Delivery%20Plan%20March%202018.pdf>

<sup>25</sup> Available at: [https://cdn-eastherts.onwebcurl.com/s3fs-public/documents/District\\_Plan\\_Publish\\_web\\_view.pdf](https://cdn-eastherts.onwebcurl.com/s3fs-public/documents/District_Plan_Publish_web_view.pdf)

<sup>26</sup> Available at: [https://cdn-eastherts.onwebcurl.com/s3fs-public/2019-09/Infrastructure%20Delivery%20Plan%20\(IDP\).pdf](https://cdn-eastherts.onwebcurl.com/s3fs-public/2019-09/Infrastructure%20Delivery%20Plan%20(IDP).pdf)

- The Harlow and Gilston Garden Town Vision<sup>27</sup> (2018), which sets out the vision for the Garden Town and the principles which will inform its growth and management. It will help support the delivery of the locally led Garden Town, furthering the joint-work that is supported by Government. The vision and principles for the Garden Town are informed by the Town and Country Planning Association's (TCPA) Garden City Principles and from input from our stakeholders and the local community.
- A Harlow & Gilston Garden Town 'How To' Guide for Planning Obligations, Land Value Capture and Development Viability<sup>28</sup> (2019), which sets out how each of the three Districts will ensure that a consistent approach is adopted to support growth and deliver the necessary infrastructure to ensure the sustainability and long term stewardship of the Garden Town as a whole in line with the Garden City Principles and Harlow and Gilston Garden Town Vision. This will include the capture of development land value through the use of planning obligations.
- Harlow & Gilston Garden Town Sustainability Guidance & Checklist<sup>29</sup> (2021), which sets the agenda for sustainable living, and provides practical and technical guidance on how to apply the sustainability indicators and policies as set out within the HGGT Vision, to new major developments in the Garden Town, to reach net zero-carbon by 2030.
- Harlow & Gilston Garden Town Transport Strategy<sup>30</sup> (2022), which sets out the overarching mode share objective of the Garden Town of 50% of all trips starting and/or ending in the existing settlement area of Harlow Town should be by active and sustainable travel modes, while 60% of all trips starting and/or ending in the new Garden Communities of Harlow & Gilston Garden Town should be by active and sustainable travel modes.
- Harlow and Gilston Garden Town Local Cycling and Walking Infrastructure Plan<sup>31</sup> (LCWIP) (2021), which builds on the existing Harlow Cycling Action Plan.
- Draft Harlow and Gilston Garden Town Stewardship Charter<sup>32</sup> (2023), which provides landowners, developers, site promoters and planning applicants guidance to support them in implementing stewardship arrangements to the required standard.

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<sup>27</sup> Available at: [https://647.f4f.myftpupload.com/wp-content/uploads/2019/08/190128\\_Vision-document\\_HIGH-RES.pdf](https://647.f4f.myftpupload.com/wp-content/uploads/2019/08/190128_Vision-document_HIGH-RES.pdf)

<sup>28</sup> Available at: <https://647.f4f.myftpupload.com/wp-content/uploads/2019/08/FINAL-How-To-Guide-for-Planning-Obs-Viability-01-2019.04.17.pdf>

<sup>29</sup> Available at: <https://hggd.co.uk/wp-content/uploads/2021/10/HGGT-Sustainability-Guidance-and-Checklist-Mar-2021.pdf>

<sup>30</sup> Available at: [https://hggd.co.uk/wp-content/uploads/2022/10/221020\\_HGGT-Transport-Strategy8.pdf](https://hggd.co.uk/wp-content/uploads/2022/10/221020_HGGT-Transport-Strategy8.pdf)

<sup>31</sup> Available at: [https://hggd.co.uk/wp-content/uploads/2023/01/HGGT\\_LCWIP\\_Final-Report-1.pdf](https://hggd.co.uk/wp-content/uploads/2023/01/HGGT_LCWIP_Final-Report-1.pdf)

<sup>32</sup> Available at: <https://hggd.co.uk/wp-content/uploads/2023/08/Stewardship-Charter-FINAL.pdf>

- Latton Priority Strategic Masterplan Framework<sup>33</sup> (2023), which seeks to ensure that the development of Latton Priory takes place in a coordinated way, through ensuring the timely delivery of new housing and infrastructure and measures such as sustainable transport links, streets and roads, drainage and schools, environmental protection measures and the creation of a high-quality living environment which is well integrated with the wider urban area.

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<sup>33</sup> Available at: <https://www.eppingforestdc.gov.uk/wp-content/uploads/2023/08/Latton%20Priory%20SMF%20Final%20Version.pdf>

# Section 3

**Garden Town  
Collaboration  
and Delivery**

## 3 Garden Town Collaboration and Delivery

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### 3.1 Joint Working

Local planning authorities are expected to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities. In January 2017, Epping Forest District, Harlow District and East Hertfordshire District Councils were given Garden Town status for the strategic development at Harlow and Gilston Garden Town.

The successful delivery of the Garden Town needs to be underpinned by a comprehensive package of infrastructure, phased and delivered in a timely way, ahead of, or in tandem with the development it serves. This necessitates a coordinated approach across local authority boundaries and the involvement of a range of partners, including the site owners/promoters, infrastructure providers and other stakeholders. The IDP will help to ensure that a consistent approach to infrastructure requirements to support the sites will be adopted. The Councils will continue to work with one another and with relevant working groups and partners, to ensure the funding and delivery of strategic infrastructure requirements impacting on the Garden Town, while considering the cross-boundary implications.

The three District Councils all now have adopted Local Plans and have come together with Essex and Hertfordshire County Councils where necessary to undertake evidence base work to support the delivery of the Garden Town. A Memorandum of Understanding is being prepared to be signed by each of these authorities, setting out the approach to the IDP and its updates, as well as the relationship the IDP will have with each of the local authorities existing individual IDP's, and the approach to updates to the IDP.

Figure 2 Harlow and Gilston Garden Town Vision and Design Guide



The Sustainable Transport Corridors are a key element of the infrastructure required to integrate the Garden Town Communities with the built-up area of Harlow and achieve the aim to make walking, cycling and public transport the most attractive option in line with Garden City Principles. A Transport Strategy<sup>34</sup> has been produced setting out objectives for achieving sustainable travel.

### 3.2 Planning Obligations Guidance

While the three Districts have set out policies for planning obligations within their respective Development Plan Documents, as follows:

- Harlow Local Development Plan, Policy IN6
- East Herts District Plan, Policy DEL2
- Epping Forest District Plan Policy DI

As set out within Section 2.2, the two Counties have also adopted separate documents to provide information on planning obligation requirements:

- Essex County Council Developer' Guide to Infrastructure Contributions (Revised Edition 2020)
- Hertfordshire County Council Guide to Developer Infrastructure Contributions (2021)

The guidance sets out infrastructure policy standards and costing information, to help standardise the approach to delivery, and ensure new developments are sustainable. These documents have been used as a starting point for identifying

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<sup>34</sup> Available at [https://hgmt.co.uk/wp-content/uploads/2020/01/Garden-Town-Transport-Strategy\\_2020.pdf](https://hgmt.co.uk/wp-content/uploads/2020/01/Garden-Town-Transport-Strategy_2020.pdf)



the quantum and provision of infrastructure required to support growth over the Plan period.

Harlow and Gilston Garden Town have also prepared and published a ‘How to Guide’ for Planning Obligations, Land Value Capture and Development Viability in 2019. The document provides guidance to applicants, decision makers and other stakeholders on the delivery of growth and infrastructure, including the capture of development land value through the use of planning obligations. The Guide promotes a consistent approach – in line with the Garden City Principles and the Garden Town Vision – for the sustainable delivery of the Garden Town and its long-term stewardship. The Guide has been endorsed by the Garden Town Member Board, including Councillors from Harlow, East Herts and Epping Forest District Councils, and Essex and Hertfordshire County Councils.

### **3.3 External Funding**

The IDP is a live document and will be updated over time; when published or reviewed it is based upon the best available evidence at the time of publication or review. In relation to certain infrastructure items in the IDP, external funding has been factored in where evidence exists to indicate that it is likely to come forward either because there is sufficient commitment to that funding, or where past experience or engagement with stakeholders suggests that it is likely to come forward.

Harlow and Gilston Garden Town has been designated as a Garden Town by the Government and through this status the authorities have been able to obtain external funding from Homes England to support work to deliver the growth. The authorities are also committed to working positively and proactively to identify further opportunities for external or innovative funding approaches to ensure that the Garden Town is delivered in accordance with the Garden City Principles and Garden Town Vision, in particular with regards to the early delivery of necessary infrastructure.

Securing external funding will not mean that reasonable and appropriate funding from development through the capture of land value is precluded. Such external funding can be used to address cashflow problems or funding gaps, should these be identified in the course of delivering growth across the Garden Town. If external funding is used to forward fund infrastructure, then subsequent contributions received from development will be used to repay the forward funding investment, and thus contribute towards a rolling infrastructure fund (see below).

If additional external funding is secured, or the likelihood of securing it is considered sufficiently high, this will be reflected in future reviews of this IDP, where applicable.

#### **3.3.1 Housing Investment Grant**

On behalf of the HGGT Authority Partnership, Hertfordshire County Council (HCC) have entered into a contract with Homes England for the award of

£171.18m of Housing Investment Grant (HIG). The HIG will be made available through HCC for the delivery of key infrastructure within the HGGT.

Essex County Council (ECC) have entered into a contract with HCC for up to £42.18m of the HIG for the early delivery of parts of the Sustainable Transport Corridor (STC) network, including works to deliver part of the Northern STC route between the Town Centre and Burnt Mill, STC works within the Town Centre, as well as to partly fund the delivery of a new River Way / Cambridge Road junction for the Templefields Enterprise Zone and help reduce the impacts to existing businesses whilst the new Eastern Stort Valley Crossing is delivered.

Places for People, the developer for part of the Gilston Area allocation, have entered into a contract with HCC for up to £129m of HIG for forward-funding the delivery of the Garden Town infrastructure that is also necessary to support the Gilston Area new garden community including the Central Stort Valley Crossing STC connection between Burnt Mill and the Gilston Area and the new Eastern Stort Valley Crossing as well as funding other works within the Gilston Area, where this will allow Places for People to complete funding and delivery of the two crossings early. Developer contributions will be secured for all infrastructure that is delivered through this HIG forward funding which will be repaid to the HGGT authorities to form a Rolling Infrastructure Fund (RIF).

### 3.3.2 Rolling Infrastructure Fund

The HGGT Rolling Infrastructure Fund (RIF) is proposed to be created through certain developer contributions received by the HGGT Authority partners through planning obligations. This includes up to £129m from the repayment of forward funding that is being made available by Homes England to the HGGT Authority partners which in turn is being made available to Places for People for directly and indirectly delivering the Stort Valley Crossings infrastructure. Other developer contributions such as those for delivery of the STC network will also be pooled in the RIF and used to deliver the STC, along with other infrastructure. The HGGT Authority partners will manage the RIF in accordance with a Memorandum of Understanding agreed between the Authorities and at the time of writing, the five Authorities are pursuing formal decisions to enter a Joint Committee, the purpose of which includes the creation of formal management and accounting arrangements for the RIF.

As funding is received into the RIF, the HGGT Authority Partners will seek to use it where necessary or beneficial to forward-fund infrastructure across the Garden Town area; in particular, including the delivery of sections of the STC network. In many cases, the RIF is expected to be replenished as further developer contributions are received, but importantly this funding arrangement will mean that delivery of vital infrastructure should be less dependent upon the cash flow constraints of developments. If necessary, the HGGT Authority partners may agree to use the RIF temporarily or permanently to address infrastructure funding gaps.

### 3.3.3 Harlow's Towns Funding

Harlow's Towns Fund comprises £23.7m of funding awarded by Homes England, subject to contract, to Harlow District Council (HDC) for delivery of priority projects in the Harlow Town Investment Plan, which is overseen by the Harlow Growth Board. The funding is awarded for draw-down before March 2026. The current funding award has been proposed to be used for the following projects:

- £15.4m for the Town Centre STC Interchange & Hub building, this forms a substantial public investment in a critical part of the STC network;
- £3.275m for public realm improvements to Broad Walk in the Town Centre;
- £3m for neighbourhood centre renewal at Staple Tye hatch;
- £1.5m (along with HIG) for delivery of the new River Way / Cambridge Road access for the Templefields Enterprise Zone; and
- £0.525m for establishing an Institute of Technology at Harlow College.

In addition, £1m of accelerated funding has been provided to HDC for public realm improvements in the town centre to East Gate, adjoining the Market Square and Broadwalk.

### 3.3.4 Harlow Levelling Up Fund

Harlow District Council have been awarded £20m from the Government's Levelling Up fund to transform Playhouse Square and College Square.

Playhouse Square and College Square will be transformed into an Arts and Cultural Quarter with the iconic buildings – the Playhouse Theatre and St Paul's Church – at the heart of the new development.

The Quarter will include:

- A live music and performance venue (including music school and recording studio)
- Upgrades to the Playhouse
- New pedestrian focused and engaging public square for events, outdoor performances, cinema, and outdoor dining
- Contemporary bar and café
- Artist and maker studio spaces
- High-quality residential apartments
- Flexible studios for creative and performing arts, rehearsal space, events, smaller and outdoor performances, and community uses
- A new art gallery and associated spaces for literary arts, spoken word, education events and visiting exhibitions and installations
- Green pocket park with natural play installations
- Accessibility provisions including disabled parking and accessibly designed spaces
- Upgraded and secure underpass beneath Haydens Road

The scheme will also bring together a diverse range of artistic, entertainment, cultural and heritage disciplines to establish a regional hub of innovative and engaging events and activities.

### 3.3.5 Community Renewal Fund

A £2.7m package of Council backed bids has been approved to boost local skills, jobs and businesses, as part of the UK Community Renewal Fund, which is part of the Levelling Up Agenda<sup>35</sup>. This package includes:

- £476,000 for Harlow District Council for the Harlow Local Procurement Protocol, which will aim to improve supply chains and purchasing powers for local SMEs to larger local businesses with new training, technology and procurement protocols;
- £717,000 for The Retrofit Academy CIC (in partnership with Essex County Council) for the Harlow & Tendring Retrofit Pipeline for Economic Renewal to retrofit private properties to be more energy efficient;
- £720,541 to Essex County Council for the Essex IAG (information, advice and guidance) Connect project to support Harlow (and Tendring) residents; and
- £779,531 to Harlow College for the Harlow College and Enable East project (Harlow and Tendring).

## 3.4 Delivering Sites

Strategic masterplans will be developed for the East Harlow, Latton Priory and Water Lane Area sites and a Strategic Landscape Masterplan and Village Masterplans will be developed for the Gilston Area, with a view to them being formally endorsed by the relevant authorities. This process will be undertaken jointly with the Garden Town Partners and the site developers/promoters through collaborative engagement with stakeholders and the community. A key element of this planning application and masterplanning process will be to establish in more detail how the specific infrastructure required for each development allocation will be delivered. Consultation with the key infrastructure providers will continue as the planning and design process progresses.

Since the original HGGT IDP was published, the both applications for Gilston villages 1-6 comprising up to 8,500 homes, and Gilston Village 7 comprising 1,500 homes are subject to a resolution to grant at planning committee subject to the completion of a s106 agreement. Permission has been granted for the two full

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<sup>35</sup> Additional detail on the Community Renewal Fund is available at:  
<https://www.harlow.gov.uk/news/huge-boost-local-skills-jobs-and-business-27-million-investment>

planning applications for the Central Stort Crossing, and Eastern Stort Crossing<sup>36</sup>.

### **3.4.1 M11 Junction 7A and Improvements to M11 Junction 7**

Harlow is connected to the national motorway network via Junction 7 on the M11. As Junction 7 was at capacity; future planned growth at Harlow and Gilston Garden Town was dependent on upgrades to the strategic road network. A new motorway junction between the existing Junction 7 and Junction 8, and the construction of a new link road and roundabout to link the junction with Gilden Way and Sheering Road, as well as the widening and improvements to Sheering Road and Gilden Way were completed, and formally opened in 2022.

Improvements to Junction 7 of the M11 are also required to support growth.

### **3.4.2 Sustainable Transport Corridors Network**

The Sustainable Transport Corridors (STC) will form a strategic network of routes, principally, north-south and east-west across the Garden Town, connecting the new neighbourhoods and villages to Harlow Town Centre, the existing neighbourhoods of Harlow new town and key locations including the railway stations and employment areas. This network will provide dedicated routes for public transport as well as cycling and walking, identified in the Harlow and Gilston Garden Town Transport Strategy. These modes of travel are key interventions necessary to achieve the 60% share for active and sustainable travel modes in the new Garden Town communities and the 50% mode share within Harlow as a whole.

HIG funding will be used to support delivery of the STC network both directly (through funding the North to Centre STC) and potentially indirectly, as money from the Rolling Infrastructure Fund (RIF) will be used for further interventions such as the wider STC Network.

### **3.4.3 Stort Valley Crossings**

Identified within the IDP is the provision of works to enhance connectivity across the River Stort valley. This infrastructure is identified as a combination of highway capacity improvements and works necessary to enable provision of active, healthy sustainable connectivity. The improvements are vital to achieve the mode share targets within the Garden Town, in accordance with the Garden City Principles and the Garden Town Vision, as articulated further within the Harlow and Gilston Garden Town Transport Strategy.

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<sup>36</sup> Additional information on the planning applications submitted for Gilston is available at: <https://www.eastherts.gov.uk/about-east-herts-0/improvement-projects-east-herts/harlow-and-gilston-garden-town/gilston-planning-application-summary>

The works principally comprise two distinct enhancements, as set out below. Both Crossings were granted planning permission in February 2022 and are the first pieces of major Garden Town infrastructure to have been approved for construction.

### **Central Stort Crossing**

The existing Fifth Avenue crossing, between the Eastwick roundabout in East Hertfordshire and Burnt Mill roundabout in Harlow, has been identified for enhancement in the adopted East Herts District Plan (Policy GA2) and the Harlow Local Development Plan (Policy SIR1). The identified enhancement comprises dualling of the northbound and southbound carriageways and provision of a new footway/cycleway, which will form part of a north-south sustainable transport corridor through Harlow.

The dualling is for the purposes of providing dedicated public transport lanes, which together with the new footway/cycleway will form an extension of the planned Sustainable Transport Corridors. The existing highway capacity will remain broadly as presently provided. The works also include reconfiguration of the existing Eastwick roundabout to a signalised junction; in this regard, these works overlap with works to deliver the new Eastern Stort Crossing (covered below).

### **The Eastern Stort Crossing**

The proposed new Eastern Stort Crossing will primarily provide new highway capacity in the Harlow area connecting existing sections of the A414 strategic highway network as well as local roads and key locations within the Garden Town and its environs including the Gilston Area allocation, existing neighbouring villages and the Harlow Enterprise Zone and employment areas. The route will also serve a function in supporting active, healthy sustainable travel through dedicated footways/cycleways and support highway based public transport routes.

Journeys using the existing highway capacity provided by the Central Stort Crossing and other routes within Harlow may divert to use the new route facilitating the ability to prioritise walking, cycling and public transport on those routes; the Crossing will also essentially represent an increase in capacity for crossing the Stort Valley irrespective of the fact that it lies further east. In this function it is considered to represent a strategic highway mitigation that will support the growth of the Garden Town. Even with the achievement of the travel modal targets, additional highway journeys will still be generated by the housing growth, particularly of an inter-urban nature such as between the Garden Town and the Hertfordshire towns of Hertford, Ware, Sawbridgeworth, Bishops Stortford, Hoddesdon and Broxbourne as well as further afield.

As detailed within Section 3.3 above, both of the River Stort Crossings have been identified within the HIG bid to Homes England as forming part of an infrastructure package to support the comprehensive and sustainable growth of the Garden Town.

### 3.4.4 Other Key Infrastructure

There are a number of other key infrastructure items required to support the delivery of the Harlow and Gilston Garden Town. These include (but are not limited to) the following:

**Princess Alexandra Hospital:** In May 2023, full funding for the relocation and provision of the Princess Alexandra Hospital at East Harlow was confirmed, through the Government's New Hospital Programme (NHP). The hospital serves a catchment much larger than the Garden Town alone, and must meet the existing and future needs of this catchment. This may require additional transport mitigation measures including M11 Junction 7A capacity works above and beyond what has currently been delivered.

- **Education:** The growth of the Garden Town will require significant new primary and secondary education provision, in the form of both new and expanded schools. New early years and childcare places will also be required.
- **Suitable Alternative Green Space (SANGS):** Epping Forest is designated as a Special Area of Conservation (SAC), with a Zone of Influence which currently extends to 6.2km from its boundary (which will be subject to review from time to time). To mitigate the recreational pressures that development will have on the SAC, SANGS will be required. Adopted 'interim strategies' for mitigating recreational pressure and air pollution on the Epping Forest SAC provide further guidance on the requirement for, and delivery of, SANGS<sup>37</sup>.

A full list of the infrastructure required to support Harlow and Gilston Garden Town is summarised in Section 5 and provided in full in Appendix A.

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<sup>37</sup> Available at: <https://www.eppingforestdc.gov.uk/planning-and-building/efsac-guidance-for-applicants/>

# Section 4

## Methodology



## 4 Methodology

### 4.1 Locations of Growth

The IDP reflects and plans for the level and locations of growth set out in across the three Districts' Local Plans. This growth is set out in Table I.

Table I Level and Distribution of Growth

Site	Units	Notes
Gilston Area Villages 1-6	8,500	The Gilston Area allocation has submitted applications under two separate landownerships. For the purposes of the IDP these are shown separately but remains a single allocation.
Gilston Area Village 7	1,500	
East of Harlow (Epping Forest District portion)	750	The East of Harlow site falls in both Harlow and Epping Forest Districts. For the purposes of the IDP the two allocations are shown separately but remains a single new garden community.
East of Harlow (Harlow District portion)	2,600	
Latton Priory	1,050	
West Sumners	2,100	West Sumners and West of Katherine's together make up the Water Lane Area allocation in the Epping Forest District Local Plan.
West of Katherine's		
Other Urban Area Sites	834	Various sites as allocated under Harlow Local Plan Policy HS2 as identified in schedules.
Sites in Harlow Town Centre Masterplan Framework Area	2,120	There are no allocations identified in the Town Centre, however, a potential scale of growth has been identified within the Harlow Town Centre Masterplan Framework.
Other Windfall	-	Other developments that may come forward during Plan period.
Sites outside HGGT	-	In certain cases contributions to infrastructure are identified from sites outside the HGGT.
<b>Total</b>	<b>19,454</b>	

## 4.2 Infrastructure Types

The IDP focuses on the infrastructure types which require on-site provision (land and/or facilities), or off-site provision where a financial contribution is required. The IDP also considers infrastructure which is necessary to enable delivery or to make development acceptable in planning terms and/or need to be delivered or secured through the planning system. The Schedule covers the physical and social infrastructure types shown in Table 2, and reported at the spatial scales identified in Table 3.

Table 2 Infrastructure types identified in the Schedule

Category	Infrastructure
<b>Transport</b>	Sustainable Transport Corridors
	Active Transport (including behavioural change)
	Public Transport
	Highways
<b>Education</b>	Early Years and Childcare
	Primary Schools
	Secondary Schools
	Other
<b>Health and Social Care</b>	GPs
	Dentists
	Pharmacies
	Adult Social Care
<b>Emergency Services</b>	Police
	Ambulance
	Fire and Rescue
<b>Community Facilities</b>	Community Space (including Libraries, Community Halls and Youth)
	Public Art
<b>Open Space</b>	Amenity Greenspace
	Public Parks and Gardens
	Natural Space
	Children's Play
	Allotments
	Other
<b>Sports and Leisure</b>	Sports and Leisure
<b>Utilities</b>	Water and Waste Water
	Electricity
	Gas
	Telecommunications

Category	Infrastructure
	Strategic Waste Provision
<b>Flood</b>	Flood Defences
	Drainage

Infrastructure provision has been considered across a range of spatial scales to reflect what is required to serve the Garden Town in the widest sense.

Table 3 Spatial scales reported in the Schedule

Spatial Scale	Infrastructure schemes
Individual sites	Infrastructure required to specifically support growth on one particular site – for example, on-site open space at Gilston Village 7 which will serve the growth of that development.
Groups of sites	Infrastructure required to support growth on a number of sites within the Garden Town – for example, a new secondary school at East Harlow which will serve the growth of more than one site.
All sites	Infrastructure required to serve growth across Harlow and Gilston Garden Town as a whole – for example, additional adult social care provision, which will serve the growth of all the sites in the Garden Town.

### 4.3 Identifying the Garden Town Infrastructure Requirements

The purpose of the Harlow and Gilston Garden Town IDP is to identify the infrastructure required to support housing and employment growth across the Garden Town. Individual IDPs have already been prepared for each authority in support of each respective Local Plan (see Section 2.3). The three authorities' IDP Schedules present the infrastructure need to ensure that all development is policy compliant, in relation to the level of social and physical infrastructure required to serve the needs of the additional population in their areas.

This IDP has built on the findings of the three District IDPs, identifying the infrastructure requirements that are specifically relevant to the planned growth at the Garden Town. Infrastructure has been identified where it supports the delivery of specific sites, as well as the wider growth of the Garden Town. Where necessary, growth beyond the Garden Town has also been considered where it might have an impact on infrastructure provided within the Garden Town (for example, secondary education).

The updated Harlow and Gilston IDP Schedule for the Garden Town sets out the following:

- The infrastructure required, including locations and phasing of delivery.

- Whether the infrastructure required is site specific (whether on or off-site) or strategic (serving several sites).
- The organisation or organisations responsible for delivery.
- The priority and phasing for delivery – (see Section 4.6).
- The estimated cost (Section 4.7), any existing funding secured and how contributions might be collected and apportioned between sites (Section 4.8 and Section 4.9).
- the Rolling Infrastructure Fund (for highways and transport only).

The original IDP commission (2019) sought to update and align the three individual IDPs to produce one collated and updated version of the IDP Schedule for the Garden Town. This has included deciding what infrastructure categories should be reported, and evaluating the different scales presented and the metrics used (for example the reporting of school need in either form entries or site size requirement). The three IDPs were also aligned in collaboration with the relevant stakeholders, while the Schedule was updated where new information was made available since the individual IDPs were prepared.

Where an item is strategic (in other words, it serves more than one of the Garden Town sites, other sites beyond the Garden Town), it has been necessary to make assumptions about which sites it will serve/will benefit from it and apportion costs between the sites. The methodology for undertaking this is set out in Section 4.9.

It is important to note that service delivery is complex, and limited by financial constraints. It will be for providers to decide how best to deliver services and meet new infrastructure demands. This may include further co-location of services, multi-use of buildings, such as using schools for alternative uses at weekends and evenings, or moving towards hub models. Whilst the IDP identifies what is currently expected to be required to support growth across the Garden Town, it may be subject to change and will not necessarily identify every site-specific requirement which might be identified in response to specific planning applications.

The HGGT IDP will be updated periodically, however, additional information and updates will also arise from time to time and specifically in response to planning applications which may update upon the information contained within the IDP. For example, the Gilston Villages 1-6 and Village 7 are subject to a resolution to grant at planning committee subject to the completion of the s106 agreements. Therefore, the IDP schedules have been updated to align with the Heads of Terms, and a later update may be carried out to reflect the agreed s106.

## 4.4 Consultation and Engagement

The PPG states that plan makers should work alongside infrastructure providers, service delivery organisations, and developers, landowners and site promoters to understand information requirements (Paragraph: 059; Reference ID: 61-059-20190315), and the impact on viability (Paragraph: 006 Reference ID: 10-006-

20190509). Production of the IDP has therefore involved collaborative working between a range of stakeholders.

In order to support the delivery of the original 2019 IDP, extensive stakeholder engagement was undertaken through developer forums, face-to-face developer meetings, infrastructure-specific (e.g. transport, education and health) workshops, and a legal workshop with officers. This approach to engagement aimed to ensure that the IDP captured a comprehensive and robust understanding of the infrastructure required to meet planned growth within the Garden Town, as well as agree upon the approach to be made in apportioning costs of infrastructure schemes across sites.

To support the IDP update, service and infrastructure providers were re-consulted in 2022, to provide an opportunity to update their position on infrastructure requirements and ensure consistency and coverage across the Garden Town. Providers were also able to advise of any new evidence base needs assessments or of changing models of delivery and preferred implementation plans. Engagement with developers for the Harlow and Gilston Garden Town sites was undertaken via direct engagement and engagement with the HGGT Developer Forum. Workshops were also held with the Garden Town partners. Stakeholders were provided with the opportunity to provide any additional information on infrastructure schemes as part of the update.

## 4.5 Phasing

The IDP Schedule identifies when the infrastructure is expected to be or may need to be delivered over the Plan period and beyond. The phasing of infrastructure is indicated where known or where a reasonable estimation is possible.

## 4.6 Infrastructure Prioritisation

The infrastructure interventions included in the Schedule in Chapter 5 have been identified in certain cases as ‘red’ or ‘amber’. The definition for this is set out in Table 4. These establish an indicative system of priority which inform consideration of the trigger points by which the infrastructure should be delivered.

Infrastructure that is not marked as ‘red’ should not be assumed to be of any lesser importance in terms of meeting the needs of growth or for making development acceptable in planning terms. Developments will still be expected to deliver all infrastructure identified as necessary to meet their needs and mitigate their impacts.

Table 4 Infrastructure requirement prioritisation criteria

Priority	Criteria
	<p>Red category: infrastructure / services required to be delivered before a specific development, or key phase of development, could be commenced. Typical examples might be transport connections that are needed to access sites for construction works, employment strategies that provide local</p>

	opportunities for construction jobs and stewardship arrangements. It allows a development to come forward in a form/manner that is acceptable in planning terms.
	Amber category: infrastructure / services required to be delivered before a specific development, or key phase of development, could be occupied or where an early trigger linked to occupation is expected. It can include a wide range of infrastructure including transport and education. It enables a development to continue to be delivered and occupied in a form/manner that is both sustainable and acceptable in planning terms.
	Many other types of infrastructure / services will be required to be delivered both within developments and within the wider Garden Town area but where the trigger for delivery is not yet known or may not be required to support a key phase of the development. This typically includes open space, sports and community facilities or potential upgrades that have been identified to existing built facilities or services. The infrastructure may still be required to enable development to be delivered and occupied in a form/manner that is both sustainable and acceptable in planning terms.

## 4.7 Costing Infrastructure

The original HGGT IDP (2019) obtained infrastructure costs from the most recent or locally-specific information available. Where possible, cost estimates were been provided directly from providers. For some types of infrastructure, costs have been estimated, including those derived from BCIS and Spons estimates. In all instances, the source of the costs is reported in the IDP Schedule.

The IDP Update has revised costs where new information has become available. This includes refined costs provided from the provider directly, updates from Department for Education of primary and secondary school building costs and expected developer contributions set out in both the Essex County Council Developers' Guide to Infrastructure Contribution 2020 and Hertfordshire County Council Guide to Developer Infrastructure Contributions 2021. The source of the cost information is clearly referenced in the Schedule.

Where infrastructure costs have not been updated, the 2019 IDP Schedule cost entries remain. All costs within the IDP are subject to indexation to ensure that contributions are future proofed against cost inflation, in line with the methods included within the ECC Developer' Guide to Infrastructure Contributions, and HCC's Guide to Developer Infrastructure Contributions. Provision / Cost column in the Schedule has been uplifted to Quarter 1 2023 Estimate in all areas other than where Gilston developers are the sole contributors or the only identified contributing developer(s) with a monetary value (or direct delivery in lieu) apportioned to the provision. This is because an indexation model is yet to be agreed between these developer(s) and the Local Planning Authority. All other cost columns have not been uplifted to Q1 2023, and the developer will be expected to do this.

Please note that indexation applies to all costs in the Schedule but not all funding.

## 4.7.1 Unknown Costs

Within the Schedule, some costs are labelled as unknown. This is due to either a lack of detail of the intervention at this stage, or that costs have not yet been formulated by the delivery body. The costs generally do not include off-site land costs, or any costs in relation to compulsory purchase of land to deliver infrastructure.

The Strategic Viability Assessment tested the impact of a range of infrastructure costs to understand the impact on site viability, based on the 2019 IDP. This provided an understanding of the likely scale of the impact in the absence of exact costs. (More information on the Strategic Viability Assessment is provided in Section 4.10).

## 4.8 Funding Sources

There are a range of funding sources available to support infrastructure delivery over the Plan period, including from a range of governmental and non-departmental public bodies, partnerships and wider grant opportunities. Funding options include:

- Central government
- Homes England
- Funding through the South East LEP
- Funding opportunities relating to Garden Town status
- Funds available through the County Councils
- Other grant sources

Alongside these sources, and the sources set out within the external funding section at Section 3.3, developer funding will be the most important element of delivering the infrastructure required to support growth through the capture of increases in land value in accordance with the Garden City Principles (See the Harlow & Gilston Garden Town 'How To' Guide for Planning Obligations, Land Value Capture and Development Viability). Importantly, where infrastructure serves more than one development, there will need to be an approach to apportioning costs fairly and equitably. As the councils do not currently have a CIL charging regime in place, the main mechanisms for collecting contributions are S106 planning obligations and where relevant, S278 Agreements for highways works. Direct delivery of infrastructure will also be appropriate in some circumstances. Funding which is already in place for an item of infrastructure is also identified.

## 4.9 Apportionment

### 4.9.1 Approach to Apportionment

Where an item is strategic (in other words, it serves more than one of the Garden Town sites and in some cases other sites beyond the Garden Town), it has been necessary to make assumptions about which sites it will serve/will

benefit from it. The general principles underpinning apportionment are as follows:

- Infrastructure interventions should be matched to those development(s) which result in that intervention being required.
- Contributions should be equitable between developments, in proportion to the scale of the development and level of impact or generated demand.
- The framework should be consistent with District Policies, the Essex Developers' Guide to Infrastructure Contributions and Hertfordshire's Planning Obligations Guidance, plus any other approaches taken by the Councils.

The first stage of apportionment has been to match interventions with the developments, through consultation and evidence base information such as transport modelling, existing and likely future travel to school patterns and school catchments. Apportionment approaches are based upon the best available information at the time that the IDP is published.

Contributions are proportional to the level of impact or generated demand resulting from the planned growth based on likely trip generation, housing unit numbers and child yields. The methodology for apportionment varies by infrastructure type, and is set out below:

- **Transport** – In absence of detailed modelling in relation to the transport impact of each site and other transport infrastructure, apportionment based on professional judgement with unit numbers used in many instances as a suitable proxy for impact.
- **Education** – apportionment based on number of units as a suitable proxy for child yields (in the absence of detailed site mixes).
- **Healthcare** – per-unit requirement provided by NHS Strategic Estates Planning Service for some schemes, therefore no apportionment required. New schemes accommodate planned growth across the whole HGGT area therefore apportionment based on number of units. As per the outcome of the landmark case of 'R (University Hospitals of Leicester NHS Trust) v Harborough District Council (Holgate J, 13 February 2023)', the local planning authority was entitled to conclude contributions towards acute healthcare provision were not required as they did not in the circumstances satisfy the tests under the Community Infrastructure Levy Regulations 2010, as evidenced at the Gilston planning committee. Therefore, the cost of acute healthcare provision for the Princess Alexandra Hospital has not been apportioned to sites.
- **Emergency Services** – apportionment based on number of units.
- **Community Facilities** – apportionment based on number of units.
- **Open Space** – requirements calculated on a site-by-site basis, therefore no apportionment required except from sites in Harlow in accordance with the HDC SPD.



- **Sports and Leisure** – apportionment based on number of units or proximity based upon the nature of the facilities.
- **Utilities** – apportionment based on number of units or the developments it serves.
- **Flood Defence** – apportioned to sites which infrastructure directly relates to mitigate development impacts.

Developer contributions towards infrastructure projects may need to be collected from sites within different local authority administrative areas, and sites which do not fall within the Garden Town. An example of this is secondary school provision which reflects school planning areas that are not defined by district authority borders.

Where infrastructure is expected to be delivered on one site but will also serve other sites (for example new schools), the cost of providing the land at existing use value can be a consideration between developers. However, given that it is not the role of the planning system to 'equalise' costs between landowners and developments this variant is not reflected in the costs shown in Section 5 and Appendix A, nor was it used in the inputs to the Strategic Viability Assessment (see Section 4.10).

It should be noted that the Gilston Village 1-6, and Village 7 Heads of Terms include costs for many schemes within the IDP, and therefore the IDP has been updated to align with these costs.

## 4.9.2 Transport Apportionment

### *Sustainable Transport Corridors*

For the Sustainable Transport Corridors (STC) to be effective in achieving the overall mode share and mode shift targets necessary to deliver the HGGT Vision and maintain a safe and functioning highway network, they have been considered as a network rather than piecemeal interventions. Therefore, a total cost of the STC has been provided within the IDP Schedule (not including each of the site connectors), and this has been apportioned on a roof tax basis, for all sites across the Garden Town, as well as the Harlow Town Centre site. The Gilston Village 1-6, and Village 7 Heads of Terms include the STC costs for the Gilston sites, as agreed between HCC, EHDC and Gilston developers, and the shortfall of contributions have been included within the funding gap for the scheme.

The STC connectors into the four new garden communities are identified as part of the overall network but the responsibility of the respective new garden community sits with developers due to the need for their early delivery to facilitate sustainable development of each site.

Delivery expectations are updated with Highway Authorities delivering sections of STC within the existing Harlow transport network area, but developers identified as responsible for delivering their respective accesses / connections to that network and the on-site STC. The single network approach is retained with

contributions being equal from all developments, meaning reduced contributions are negotiated where developers directly deliver parts of the STC.

### *Eastern Stort Crossing*

As set out in Section 3.4.3, the Second River Stort Crossing is considered to represent a strategic highway mitigation that will support the growth of the Garden Town. Accordingly, the cost of the works has been apportioned through a roof tax basis, to each of the strategic sites across the Garden Town. As with the STC apportionment, the Gilston Village 1-6, and Village 7 Heads of Terms include the Eastern Stort Crossing costs for the Gilston sites, as agreed between HCC, EHDC and Gilston developers, and the shortfall of contributions have been included within the funding gap for the scheme.

## **4.9.3 External Funding and Apportionment**

Where external funding may be available but is not yet secured, the apportionment assumes that development will meet the remaining costs in full (the assumptions for each infrastructure intervention is shown in the 'Cost to be Apportioned – Rationale' column in the Schedule). The five authorities will continue to explore opportunities for other sources of funding, and successful bids etc. will be reflected in the apportionment in future iterations of the IDP. In this sense, the inputs into the Strategic Viability Assessment could be considered conservative as they assume no additional external funding.

Since the 2019 IDP, the Housing Investment Grant (HIG) (see section 3.3.1) was successfully awarded to the HGGT to help fund infrastructure required to support delivery of the Garden Town, at the right time, and in a co-ordinated fashion.

## **4.10 Strategic Viability**

Through the process of producing the IDP, a package of measures and broad estimates of the likely financial contribution for each of the Garden Town sites has been produced.

The original IDP was produced concurrently with the Strategic Viability Assessment, to allow these costs to be included in the appraisal. The purpose of the Strategic Viability Assessment is to consider the wider deliverability of the Harlow and Gilston Garden Town, taking into account infrastructure requirements alongside other considerations.

Figures identified in the updated IDP have been considered against those tested in the Strategic Viability Assessment in the context of changes to development values and construction costs. Whilst costs have changed they remain similar to those tested in 2019 and as such it is considered that the Strategic Viability Assessment can continue to be relied upon. Viability may need to be considered further through the assessment of planning applications or review of Local Plans in due course.

## 4.11 IDP Review

IDPs are, by their very nature, a 'snapshot in time', and as different infrastructure providers respond to their own unique challenges, the information that they provide will naturally date and alter over time. The intention is for the IDP to be updated every two years hereafter, or when the HGGT Authority partners conclude an update is deemed necessary to reflect the current position as accurately as possible, and therefore, there will be further opportunities for stakeholders to contribute.

There are a number of areas of work ongoing, which will further inform infrastructure requirements, and will be reflected in the Schedule as part of these periodic reviews.

# Section 5

## Summary of Infrastructure Requirements

## 5 Summary of Infrastructure Requirements

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### 5.1 Overview

A Schedule of infrastructure has been produced to clearly show interventions required to support the delivery of the Harlow and Gilston Garden Town. The Schedule is provided in full in Appendix A and summarised in the rest of this chapter.

#### **Infrastructure requirements by topic**

Appendix A provides summary tables of the infrastructure required to support delivery across the entire of the Garden Town, broken down into topics. The summary tables include the following information:

- Intervention required
- Priority – see Section 4.6 for prioritisation criteria
- Delivery partners
- Potential funding sources
- Total estimated cost of the intervention
- Funding already identified to deliver the intervention
- Costs apportioned to sites – what is expected to be funded/delivered through development<sup>38</sup>
- Contributing sites

In relation to ‘Apportioned Costs’ column, it should be noted that even where a cost has not been included it does not mean there is no cost to be met, particularly:

- where costs are part of ‘normal development costs’ which have been dealt with separately within the Strategic Viability Assessment (in particular for utilities);
- where the exact requirements and/or delivery mechanism is still to be determined (for example, Suitable Alternative Natural Green Space (SANGS)<sup>39</sup>); or
- where costs are still unknown (see Section 4.7.1).

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<sup>38</sup> As stated in Section 4.7, costs have been included even where the infrastructure required may or will be directly delivered as part of development, funded through a Section 278 Agreement (for highways) etc. A cost being included in the Schedule does not indicate it will necessarily form part of a Section 106 Agreement; rather, it provides an indication of the total liability of the development, to inform the Strategic Viability Assessment.

<sup>39</sup> The number of SANGS required is not yet determined, and for this reason costs are not currently attributed to specific sites.



## Appendix A

### Infrastructure Delivery Schedule

## **AI** Infrastructure Delivery Schedule

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The full Infrastructure Delivery Schedule is provided in the following pages, broken down by topic:

- Transport
- Education
- Health and Social Care
- Emergency Services
- Community Facilities
- Open Space
- Sports and Leisure
- Utilities
- Flood Defence

### **Printing Notes**

The Infrastructure Delivery Schedule has been formatted to extend over two pages. To best read the Schedule, Appendix A should be printed as A3 Landscape, with the flip on the short edge.