

CABINET
Thursday, 13 October 2016 at 7.30 pm
Council Chamber, Civic Centre

Members

Councillor Jon Clempner, Leader of the Council
Councillor Emma Toal, Deputy Leader and Portfolio Holder for Youth & Community
Councillor Mike Danvers, Portfolio Holder for Resources
Councillor Tony Durcan, Portfolio Holder for Regeneration & Enterprise
Councillor Waida Forman, Portfolio Holder for Governance
Councillor Danny Purton, Portfolio Holder for Environment
Councillor Mark Wilkinson, Portfolio Holder for Housing

Other Attendees

Councillor Mark Ingall
Councillor Lanie Shears
Councillor John Strachan

AGENDA

1. Apologies for absence
2. Declarations of Interest

Councillors' declarations of interest (if any) in relation to any items on the agenda.
3. Minutes (Pages 4 - 10)

To approve the minutes of the meeting held on 15 September 2016.
4. Matters Arising

Any matters arising from the minutes of the previous meeting.
5. Written Questions from the Public

To receive any questions from members of the public in accordance with Rule 10 of the Council Procedure Rules.
6. Written Questions from Councillors

To receive any questions from Councillors in accordance with Rule 11 of the Council Procedure Rules.

7. Petitions

To consider any petitions that have been referred to the Cabinet under the Council's Petition Scheme.

8. Forward Plan (Pages 11 - 19)

To note the Forward Plan, which lists all upcoming Cabinet decisions and provides notice of key decisions and those expected to be taken in private session.

9. Recent Decisions Taken by The Leader, Deputy or Portfolio Holder(s)

There have not been any decisions taken by Portfolio Holders under delegated powers since the last meeting of the Cabinet.

10. Response to the Findings and Recommendations of the London Stansted Cambridge Corridor Growth Commission (Pages 20 - 32)

11. Memorandum of Understanding on Highways and Transportation Infrastructure for the West Essex/East Hertfordshire Housing Market Area (Pages 33 - 57)

12. Memorandum of Understanding: Managing the Impacts of Growth within the West Essex/East Hertfordshire Housing Market Area on Epping Forest Special Area of Conservation (Pages 58 - 73)

13. Finance Report (Pages 74 - 85)

14. Communications from Committees/Working Groups/Parties and Panels

a) Cabinet Overview Working Group Work Plan (Pages 86 - 88)

15. Minutes of Sub-Committees/Panels/Working Groups

To note the following draft minutes of Cabinet appointed bodies. Minutes remain draft until approved by the relevant body.

a) Minutes of meeting Thursday, 8 September 2016 of Cabinet Overview Working Group (Pages 89 - 90)

b) Minutes of meeting Tuesday, 13 September 2016 of Housing Standards Board (Pages 91 - 93)

c) Minutes of meeting Thursday, 15 September 2016 of Harlow Local Highways Panel (Pages 94 - 98)

16. Matters of Urgent Business

To deal with any matters of an urgent nature.

**MINUTES OF THE CABINET
HELD ON**

15 September 2016

7.30 - 8.49 pm

PRESENT

Cabinet Members

Councillor Jon Clempner, Leader of the Council
Councillor Emma Toal, Deputy Leader and Portfolio Holder for Youth & Community
Councillor Mike Danvers, Portfolio Holder for Resources
Councillor Tony Durcan, Portfolio Holder for Regeneration & Enterprise
Councillor Waida Forman, Portfolio Holder for Governance
Councillor Danny Purton, Portfolio Holder for Environment

Additional Attendees

Councillor Mark Ingall
Councillor Lanie Shears

Other Councillors

Councillor Simon Carter
Councillor Joel Charles
Councillor Tony Hall
Councillor Andrew Johnson
Councillor Eddie Johnson
Councillor Clive Souter

Officers

Graham Branchett, Chief Operating Officer
Brian Keane, Head of Governance
Graeme Bloomer, Head of Place
Graham Branchett, Chief Operating Officer
Simon Freeman, Head of Finance
Jane Greer, Head of Community Wellbeing
Andrew Murray, Head of Housing
Lisa Purse, Corporate and Governance Support Officer
Brian Keane, Head of Governance

23. **APOLOGIES FOR ABSENCE**

Apologies were received from Councillors John Strachan and Mark Wilkinson.

24. **DECLARATIONS OF INTEREST**

None.

25. **MINUTES**

RESOLVED that the minutes of the meeting held on 21 July 2016 are agreed as a correct record and signed by the Leader.

26. **MATTERS ARISING**

None.

27. **WRITTEN QUESTIONS FROM THE PUBLIC**

None.

28. **WRITTEN QUESTIONS FROM COUNCILLORS**

None.

29. **PETITIONS**

None.

30. **FORWARD PLAN**

RESOLVED that the Forward Plan is noted.

31. **RECENT DECISIONS TAKEN BY THE LEADER, DEPUTY OR PORTFOLIO HOLDER(S)**

None.

32. **JOINT FINANCE AND PERFORMANCE REPORT, QUARTER 1 2016/17**

The Cabinet received a report that reviewed performance against the Council's approved General Fund Budget and Corporate Plan for Quarter One 2016/17.

Proposed by Councillor Mike Danvers (seconded by Councillor Jon Clempner) it was:

RESOLVED that Cabinet:

Acknowledges the projected outturn position set out in sections three and four of Appendix A to the report for the first quarter (April – June) of 2016/17 as follows:

(i) A favourable variation on controllable budgets of £53,000, representing 0.085 per cent of the gross General Fund Budget.

(ii) A total projected underspend of £278,000 representing - 0.45 per cent of the gross General Fund Budget.

(iii) The Council performed on target or above target for 42 out of 47 (89 per cent) of performance indicators.

33. **HOUSING REVENUE ACCOUNT, QUARTER 1 FINANCE REPORT 2016/17**

The Cabinet received a report that reviewed the Council's performance against its approved Housing Revenue Account for Quarter One 2016/17.

Proposed by Councillor Mike Danvers (seconded by Councillor Jon Clempner) Cabinet:

RESOLVED that Cabinet:

A Acknowledges:

(i) A favourable variation against the approved HRA operational/controllable budget of £150,000 representing 0.29% of the gross Housing Revenue Account (HRA) budget.

(ii) A total projected overspend of £3,215,000 representing 6.14% of the gross HRA budget. The variation is directly associated with adjustments to capital programme financing as a result of the agreed outturn from 2015/16 (paragraph 3).

B The forecast balances at 31 March 2017, of £6,800,000 in respect of the Housing Revenue Account and nil in respect of the Major Repairs Reserve (as identified in Appendix C) are noted.

34. **CAPITAL PROGRAMMES QUARTER 1 FINANCE REPORT 2016/17**

The Cabinet received a report that reviewed the Council's performance against its approved Housing and Non-Housing Capital Programmes for Quarter One 2016/17 and proposed a number of additional business cases for the Non-Housing Capital Programme.

Proposed by Councillor Mike Danvers (seconded by Councillor Jon Clempner) it was:

RESOLVED that Cabinet:

A Acknowledges the progress made in the delivery of the Council's Housing and Non-Housing Capital Programmes for the first quarter of 2016/17 as follows:

(i) Housing Capital Programme – a forecast outturn of £23,734,000 which is £1.0 million less than the agreed 2016/17 programme.

(ii) Non-Housing Capital Programme – a forecast outturn of £7,019,000 which is £134,000 below the approved programme for 2016/17.

B Approves the revision to the Housing Capital Programme and the movement of £1.0 million of External works programme to 2017/18 as set out in Paragraphs 4 and 5.

C Approves

(i) A business case for the development of offices at Latton Bush Centre by the current tenants, reference Annex 13, re-aligning £33,000 of funding already earmarked for the Centre.

(ii) A revised contribution of £86,000 (being an increase of £16,000) for the work at Fernhill Travellers Site, reference paragraph 13 and Annex 14.

35. **ANNUAL TREASURY MANAGEMENT REPORT 2015/16**

The Cabinet received a report on the Council's treasury management functions in 2015/16.

Proposed by Councillor Mike Danvers (seconded by Councillor Jon Clempner) Cabinet:

RESOLVED that:

A Cabinet notes the annual Treasury Management Report for 2015/16 (Appendix A), including that the Council operated within the Treasury Management Strategy Statement during 2015/16, and that the report is recommended to Full Council for approval.

B Cabinet notes the issues that the outcome of the EU Referendum is creating and their impact on the Council's treasury management activities.

36. **DEBT WRITE OFFS**

The Cabinet received a report which detailed a number of debts which were deemed to be irrecoverable and therefore proposed for write-off.

Proposed by Councillor Mike Danvers (seconded by Councillor Jon Clempner) Cabinet:

RESOLVED that:

- A** Irrecoverable non domestic rates amounting to £184,102.06 be written off.
- B** Irrecoverable sundry debts amounting to £42,048.93 be written off.

37. **NICHOLLS FIELD PAVILION REFURBISHMENT WORKS**

Cabinet received a report recommending that a tender is accepted to enable the Council to enter into a contract for works in compliance with Contracts Standing Orders.

Proposed by Councillor Tony Durcan (seconded by Councillor Emma Toal)
Cabinet:

RESOLVED that :

- A** The most advantageous tender assessed against the criteria included in the tender documents submitted by Contractor B is accepted in the sum of £709,385.00 “subject to contract”.

38. **AWARD OF CONTRACT FOR SMALL ROOFING SCHEMES**

Cabinet received a report recommending that a tender is accepted to enable the Council to enter into a contract for works in compliance with Contracts Standing Orders.

Proposed by Councillor Tony Durcan (seconded by Councillor Emma Toal)
Cabinet:

RESOLVED that:

- A** The most economically advantageous tender assessed against the criteria included in the tender documents submitted by Contractor A is accepted in the sum of £250,474 “subject to contract”.

39. **STREET NAMING AND NUMBERING POLICY REVIEW**

Cabinet received an updated policy document that included guidance for naming streets and numbering properties.

Proposed by Councillor Danny Purton (seconded by Councillor Jon Clempner) Cabinet:

RESOLVED that:

- A** The Street Naming and Numbering Policy attached as Appendix 1 to the report submitted is approved.

- B** The revised Street Naming and Numbering schedule of fees as set out in Appendix B of Appendix 1 of the report submitted is approved.

40. **COMMUNICATIONS FROM COMMITTEES/WORKING GROUPS/PARTIES AND PANELS**

- a) Referral from Audit & Standards Committee - 2015/16 Audited Annual Accounts

The Cabinet received a report from the Audit & Standards Committee recommending that the 2015/16 Statement of Accounts is approved.

Proposed by Councillor Mike Danvers (seconded by Councillor Jon Clempner) Cabinet:

RESOLVED that the 2015/16 Statement of Accounts is approved.

- b) Referral from Audit & Standards Committee - Management Letter of Representation 2015/16

The Cabinet received a report from the Audit & Standards Committee recommending that the Management Letter of Representation 2015/16 is acknowledged.

Proposed by Councillor Mike Danvers (seconded by Councillor Jon Clempner) Cabinet:

RESOLVED that Cabinet acknowledge the Management Letter of Representation 2015/16.

41. **MINUTES OF PANELS/WORKING GROUPS**

RESOLVED that the minutes of the following meetings are noted.

- a) Minutes of meeting Thursday, 7 July 2016 of Shareholder Sub Committee
b) Minutes of meeting Tuesday, 12 July 2016 of Housing Standards Board
c) Minutes of meeting Thursday, 21 July 2016 of Safety Committee

42. **MATTERS OF URGENT BUSINESS**

None.

43. **RAINBOW SERVICES PENSIONS**

The Cabinet received a confidential report regarding Rainbow Services pension arrangements.

Proposed by Councillor Mike Danvers (seconded by Councillor Jon Clempner) it was:

RESOLVED that the recommendation contained within the report is approved.

LEADER OF THE COUNCIL

Harlow Council Forward Plan

This plan contains all decisions that the Council's Cabinet expects to take over the coming year. Where relevant, each decision has been identified as a Key Decision or as involving consideration in private session.

The definition of a Key Decision is given in Article 12 of the Council's Constitution but is also set out here for clarity.

A 'Key Decision' means a Cabinet/Portfolio Holder decision which is likely:

- a) to result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates. For this purpose, expenditure or savings are deemed to be significant if they exceed £50,000; or
- b) to be significant in terms of its effects on communities living in an area comprising two or more wards in Harlow.

Each decision listed in this Forward Plan has been assigned an exemption status as follows:

Open – members of the press and public are expected to be allowed to attend during consideration of this matter.

Confidential – members of the press and public are expected to be excluded during consideration of this matter. The reasons for this exclusion will be stated in column 5, and relate to a lawful power to exclude the press and public when specific classes of information are being discussed, as contained in the [Local Government Act 1972](#).

A Decision Notice for each Key Decision is published within five days of it being made. Decision Notices and documents to be considered by decision makers are open for inspection on the Council's website www.harlow.gov.uk and at the Civic Centre, The Water Gardens, Harlow, CM20 1WG. Representations on an upcoming key decision can be made by writing to the Chief Executive, using the address above.

The current members of the Cabinet are as listed on the Council's website at the following page <http://moderngov.harlow.gov.uk/mgCommitteeDetails.aspx?ID=121>

Ref.	Decision title	Decision Maker	Expected Date of Decision and Ward(s) affected	Key Decision and private consideration status	Documents to be considered by decision maker	Portfolio Holder and Lead Officer
I006 503	North Essex Parking Partnership (NEPP) – Extension of Joint Committee Agreement	Cabinet	10 Nov 2016	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Environment (Councillor Danny Purton) Graeme Bloomer
I004 945	Appointment of a Consultant to undertake Asbestos Surveys, Air Monitoring and Associated Services	Cabinet	10 Nov 2016	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Housing (Councillor Mark Wilkinson) Andrew Murray
I006 015	Local Council Tax Support Scheme proposals 2017/18	Cabinet	10 Nov 2016	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman
I003 040	Contract Award - Lift Maintenance	Cabinet	10 Nov 2016	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Housing (Councillor Mark Wilkinson) Andrew Murray

Ref.	Decision title	Decision Maker	Expected Date of Decision and Ward(s) affected	Key Decision and private consideration status	Documents to be considered by decision maker	Portfolio Holder and Lead Officer
I001 170	Local Development Plan - approval of statutory consultation document	Cabinet	10 Nov 2016 Subject to the outcomes of the duty to co-operate process and availability of technical evidence from third parties	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Environment (Councillor Danny Purton) Graeme Bloomer
I006 016	Treasury Management Strategy Statement 2016/17: Mid Year Review	Cabinet	8 Dec 2016	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman
I006 006	Award of Asset Management Services Framework Agreement	Cabinet	8 Dec 2016	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Housing (Councillor Mark Wilkinson) Andrew Murray

Ref.	Decision title	Decision Maker	Expected Date of Decision and Ward(s) affected	Key Decision and private consideration status	Documents to be considered by decision maker	Portfolio Holder and Lead Officer
I005 988	Joint Finance and Performance Report, Quarter 2 2016/17	Cabinet	8 Dec 2016	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman
I005 999	Housing Revenue Account, Quarter 2 Finance Report 2016/17	Cabinet	8 Dec 2016	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Housing (Councillor Mark Wilkinson) Simon Freeman
I005 996	Capital Programmes Quarter 2 Finance Report 2016/17	Cabinet	8 Dec 2016	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman
I006 010	Debt write offs	Cabinet	8 Dec 2016	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman

Ref.	Decision title	Decision Maker	Expected Date of Decision and Ward(s) affected	Key Decision and private consideration status	Documents to be considered by decision maker	Portfolio Holder and Lead Officer
I004 186	Heating Charges (District Heating Schemes)	Cabinet	26 Jan 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Housing (Councillor Mark Wilkinson) Andrew Murray
I005 696	Award of contract for Legionella Risk Assessments and Water Hygiene	Cabinet	26 Jan 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Housing (Councillor Mark Wilkinson) Andrew Murray
I005 993	Corporate Plan 2017/18	Cabinet	26 Jan 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Councillor Jon Clempner Malcolm Morley OBE
I005 994	Medium Term Financial Strategy 2017/18	Cabinet	26 Jan 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman

Ref.	Decision title	Decision Maker	Expected Date of Decision and Ward(s) affected	Key Decision and private consideration status	Documents to be considered by decision maker	Portfolio Holder and Lead Officer
I005 992	General Fund Budget 2017/18	Cabinet	26 Jan 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman
I006 017	Housing Revenue Account Business Plan 2016-2046	Cabinet	26 Jan 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers), Portfolio Holder for Housing (Councillor Mark Wilkinson) Simon Freeman, Andrew Murray
I006 003	Housing Revenue Account Budget 2017/18	Cabinet	26 Jan 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers), Portfolio Holder for Housing (Councillor Mark Wilkinson) Simon Freeman, Andrew Murray

Ref.	Decision title	Decision Maker	Expected Date of Decision and Ward(s) affected	Key Decision and private consideration status	Documents to be considered by decision maker	Portfolio Holder and Lead Officer
I006 002	Capital Programmes 2017/18 - 2019/20	Cabinet	26 Jan 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman
I006 004	Treasury Management Strategy 2017/18	Cabinet	26 Jan 2017	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman
I004 191	Health and Wellbeing Strategy	Cabinet	23 Mar 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Youth and Community (Councillor Emma Toal) Jane Greer
I005 989	Joint Finance and Performance Report, Quarter 3 2016/17	Cabinet	23 Mar 2017	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman

Ref.	Decision title	Decision Maker	Expected Date of Decision and Ward(s) affected	Key Decision and private consideration status	Documents to be considered by decision maker	Portfolio Holder and Lead Officer
I006 000	Housing Revenue Account, Quarter 3 Finance Report 2016/17	Cabinet	23 Mar 2017	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Housing (Councillor Mark Wilkinson) Simon Freeman
I005 997	Capital Programmes Quarter 3 Finance Report 2016/17	Cabinet	23 Mar 2017	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman
I005 709	HMO Annual Licensing	Cabinet	23 Mar 2017	Key decision: No Likely exemption status: Open	Officer's report	Portfolio Holder for Environment (Councillor Danny Purton) Graeme Bloomer
I006 011	Debt write offs	Cabinet	23 Mar 2017	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Resources (Councillor Mike Danvers) Simon Freeman

Ref.	Decision title	Decision Maker	Expected Date of Decision and Ward(s) affected	Key Decision and private consideration status	Documents to be considered by decision maker	Portfolio Holder and Lead Officer
I001 163	Non Housing Asset Management Strategy	Cabinet	To be confirmed Subject to OWG review	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Regeneration & Enterprise (Councillor Tony Durcan) Graeme Bloomer
I004 195	Economic Development Strategy for Harlow	Cabinet	To be confirmed Subject to OWG review	Key decision: Yes Likely exemption status: Open	Officer's report	Portfolio Holder for Regeneration & Enterprise (Councillor Tony Durcan) Jane Greer

REPORT TO: CABINET

DATE: 13 OCTOBER 2016

TITLE: RESPONSE TO THE FINDINGS AND RECOMMENDATIONS OF THE LONDON STANSTED CAMBRIDGE CORRIDOR GROWTH COMMISSION

PORTFOLIO HOLDER: COUNCILLOR JON CLEMPNER, LEADER OF THE COUNCIL

COUNCILLOR DANNY PURTON,
PORTFOLIO HOLDER FOR ENVIRONMENT

LEAD OFFICER(S): MALCOLM MORLEY OBE,
CHIEF EXECUTIVE: (01279) 446000

GRAEME BLOOMER,
HEAD OF PLACE: (01279) 446270

**This is not a Key Decision
Call-in Procedures may apply
This decision will affect no Ward specifically.**

RECOMMENDED that Cabinet

- A** Recognises the importance of the London Stansted Cambridge Corridor as a key economic corridor.
- B** Confirms its commitment to Harlow playing an active role in the London Stansted Cambridge Corridor Consortium to ensure that the town is recognised as a key location for investment and economic growth within the corridor.
- C** Supports the five priorities identified by the Growth Commission to drive the realisation of the ambition for the corridor.
- D** Confirms its commitment to work with partners to ensure that Harlow is able to develop a symbiotic relationship with London and other areas within the corridor.

REASON FOR DECISION

- E** To signal the Council's response to the Commission's findings.

BACKGROUND

1. In July 2016 the London Stansted Cambridge Corridor (LSCC) Growth Commission (the Commission) published its findings, recommendations, ambitions and vision for what it describes as the next global knowledge region. The Commission's six-month work programme delivered robust economic analysis following a series of incisive events with expert presentations and debates; the third of which was held in Harlow in April.
2. The Commission was established to provide independent analysis and advice to raise and boost the global economic potential of the Corridor setting out a vision for transformational change. The report adopts a 20-year vision towards becoming one of the top five Global knowledge regions, alongside San Francisco's Silicon Valley, Boston Route 128, and The Triangle, North Carolina. The full report can be viewed here at;

<http://www.lsccgrowthcommission.org.uk/wp-content/uploads/2016/07/LSCC-Growth-Commission-Final-Report-full.pdf>

The purpose of this report is twofold: (a) to alert members to the Commission's findings and (b) to provide a context for the consideration of the wider, larger-than-local opportunities and risks that will inevitably bear on the Council's aspirations and programmes for the growth and regeneration of Harlow.

SUMMARY OF THE COMMISSION'S FINDINGS

3. The Corridor is critical to the future of the UK economy and has the potential to compete as a global tech region. London and the East of England are the two fastest growing regions in the UK and the Corridor forms a link that combines their strengths and potential.
4. The London Stansted Cambridge Corridor, with a fast-growing population, vibrant economy and presence in globally traded economic activities has the hallmarks of a national asset. The Corridor shares a set of advanced industries characterised by rapid growth and high productivity supported by a global centre for business and financial services. Productivity is 16 per cent higher than the national average, and growing.
5. The Corridor is Europe's leading life sciences cluster. There are 635 life sciences businesses in the Corridor, accounting for 24,700 jobs, and contributing 11 per cent of all national employment in this sector. This success is built on 37 research institutes and notable firms and organisations, including Amgen and AstraZeneca in Cambridge, GlaxoSmithKline in Stevenage, and Public Health England soon to be in Harlow.

6. Voted the world's most competitive city, London is first choice for international headquarters and a critical location for the next generation of entrepreneurs and innovators in ICT and digital and life sciences whilst both London and Cambridge figure in the top 10 of the European Foreign Direct Investment (FDI) League.
7. There are major development opportunities between London and Cambridge including major development sites in (inter alia) Harlow, Broxbourne and Stevenage. Development at the Corridor's three Enterprise Zones, including Harlow, is critical in supporting and enhancing the Corridor's tech and life sciences economy.
8. The Commission identified that the Corridor is falling behind in terms of quality of place, infrastructure, scaling-up businesses and workforce skills. London, Cambridge and the Corridor compete for international investment and jobs that would otherwise go to an overseas knowledge region. Firms investing in new locations outside the Corridor will tend to choose another country rather than a different part of the UK.
9. Competitor regions all pursue place-making strategies and policies to enhance their competitiveness for knowledge-based industries and are delivering or advocating greater cross-jurisdictional working. This includes regional transport authorities that cover functional economic and market areas as well as aviation capacity.
10. There is a need to ensure all communities benefit from economic growth and knowledge industries consistent with their visions for the places.
11. Effective collaboration will be required to deliver the vision as important objectives can be more effectively achieved through coordinated actions at the Corridor level. Harlow needs to play an influential role in this collaboration.

FIVE MAIN RISKS.

12. The Commission identified the following risks should the Corridor fail to develop high quality business locations, workforce skills, vibrant new communities to live in and the transport infrastructure to connect them:

13. **Risk 1 - A deteriorating location offer:**

Failure to develop high quality business locations, attractive new communities to live in and the transport infrastructure to connect them will result in a poorer locational offer with higher costs due to demand pressures, congestion and skills shortages. This will eventually erode the Corridor's advantages, investment profile and productivity.

14. Risk 2: Labour market shortages, which will reduce business investment:

Talent is the number one location factor for knowledge and technology based industries. Failure to invest in measures to improve labour market and skills supply will result in a continued increase in workforce and skills shortages, restricting business performance and forcing firms to expand overseas rather than here.

15. Risk 3: Increased housing pressures could reduce skills supply:

Failure to invest in measures to boost housebuilding, such as road and rail transport improvements, will lead to further rises in house prices and worsening affordability. This has major implications for employers and their ability to recruit and retain talent.

16. Risk 4: Continued polarisation of the workforce and communities:

Failure to invest in measures to increase access to jobs and opportunities for all residents, including those from deprived communities, will result in continued polarisation between the communities and individuals who can access jobs and routes to progression in the labour market, and those who are less able to do so. It will increase detachment and disaffection from the changing economy.

17. Risk 5: Growth in London exerts greater challenges and pressures on localities within the Corridor:

The likely potential growth in London is already known. Failure to plan for and manage this growth in ways that benefit local areas within the Corridor could create significant additional challenges and risks such as labour shortages, transport use and congestion, house prices and housing demand, and land prices and land use pressures. Failure to plan outside London may also constrain London's own potential.

18. The Commission found that not taking action does not mean success will continue. The danger is that a lack of action would erode the competitive advantage of this region and send the wrong message particularly as the competition is taking a longer term strategic view.

FIVE PRIORITIES TO DRIVE AMBITION

19. The Commission derived the following five priorities to drive a 20 year ambition for the Corridor:

20. Priority 1: New powers and financial vehicles for infrastructure, housing and place making:

The LSCC needs investment funds to deliver its plans for place-making. High-growth economies such as the Corridor have the potential and viability to successfully use private finance vehicles to develop infrastructure and other assets.

The London Stansted Cambridge Consortium should:

- Study the feasibility of new investment vehicles, examining how private and institutional finance could fund infrastructure, transport, housing and employment sites. This feasibility study could outline the integrated transport, infrastructure and development needs within the Corridor and the type and phasing of finance required. Then the study would explore the likely size, returns and repayment methods available or necessary to make such a fund viable. The potential use of vehicles and revenues from business rates retention should form part of this study;
- Explore the case for a Corridor Transport Authority to take control of all major strategic routes and public transport assets, and to develop and implement an integrated transport plan HM Government should;
- Fully commit to devolving powers that enable the use of private finance and local tax, user charging and innovative methods of repayment;
- Pass enabling legislation to create new regional transport authorities;
- Put in place contingency plans and financial vehicles to deal with any market uncertainties that may emerge in the short-term after the EU referendum.

21. Priority 2: Place-making for tech and life sciences.

Tech and life sciences industries thrive in attractive places and well-connected, vibrant communities. Competitor regions have put place-making at the heart of their future strategies and policies. The London Stansted Cambridge Consortium should:

- Improve its understanding of what tech and life science businesses and employees need and want, and the attributes of

global 'best in class' workplaces and communities;

- Produce shared place-marketing materials and information, particularly to attract inward investment;
- Explore the potential for a new 'brand' for its tech and life sciences clusters;
- Advocate for, and raise the profile of, growth areas and sites, ensuring that regeneration and new developments meet the location requirements of technology and knowledge based industries and their workers.

22. Priority 3: Building talent and ensuring everyone can benefit.

To meet the workforce needs of tomorrow, industries and employers need to engage with young people today. The Consortium cannot continue to rely disproportionately on its ability to attract skilled labour from the rest of the UK and overseas. It needs to support the development of sustainable and inclusive communities by ensuring they are involved in, and benefit from, the vision for an economy founded on tech and life sciences.

The London Stansted Cambridge Consortium should:

- Develop better links between employers, educational institutions and young people across common skills and capabilities – particularly for STEM and IT skills and careers;
- Provide information and guidance materials for careers information and job entry that reflect the needs of tech, engineering and life sciences industries across the Corridor;
- Encourage the sharing of ideas and best practice within the Corridor and from international leaders in the field.

HM Government should:

- Allow local authorities and partnerships to use funds from the proposed training levy (Apprenticeship Levy) to finance careers and learning resources and tools for young people and educational institutions.

The London Stansted Cambridge Consortium, the business community, HM Government, educational institutions and other local interest groups should:

- Respond to the risks and challenges posed by the recent EU referendum result by clarifying and communicating the position

of workers and residents from the EU and beyond, and to put in place a stable, workable solution that, in the short to medium term, minimises the risk of a flight of talent from the Corridor and rest of the UK;

- Mobilise the business community, industry associations, local government, trade unions, colleges and universities to work with communities, schools and other organisations in deprived communities to increase access to opportunity into careers in science, technology, engineering and manufacturing industries, and professional business services firms.

23. Priority 4: London Stansted Airport as a dynamic source of growth and development.

The vision is for an airport that acts as a dynamic driver of growth and local business performance and that provides the services and routes that local tech and life sciences businesses need. London Stansted Airport has the capacity to expand and could be a big part of the solution to the aviation needs of the Corridor, London and the Greater South East.

The London Stansted Cambridge Consortium should:

- Produce a joint public-private economic development strategy for London Stansted Airport and its surrounding area, with the aim of developing the Airport zone as a growth node in the Corridor. The strategy would articulate how international connectivity can support the vision to be a competitive global tech and life sciences region, and how the Airport can contribute to the aviation needs of London, the Corridor and the Greater South East.

HM Government should:

- Develop an 'airport economic development zone' strand to the work of the National Infrastructure Commission, in which economic development and growth potential should be considered alongside passenger and international aviation demand.

24. Priority 5: Deepening the partnership with London.

Build on existing relationships and partnerships to work more closely with London to develop new and more effective responses to the shared challenges and opportunities.

The London Stansted Cambridge Consortium, the Greater London Authority,

London Boroughs and HM Government should:

- Develop a deeper shared understanding of the challenges and potential responses by building on existing relationships and the successful track record of joint working;
- Establish a joint initiative to undertake economic and policy research to inform future strategic choices across all major areas of shared policy, including transport, infrastructure, health, business competitiveness, international connectivity, housing, education and skills.

The London Stansted Cambridge Consortium, the Greater London Authority, London Boroughs and HM Government should:

- Articulate clearly how North London's economy can benefit from both its links to the rest of London and to the Corridor, in particular the labour market opportunities and knowledge based industries and institutions.

The Commission proposes the following actions for HM Government, and joint advocacy from The London Stansted Cambridge Consortium and London authorities and partnerships in response to the EU referendum:

- Ensure that the interests of key growth industries and their trade relationships with European Union members are maintained;
- Joint advocacy to minimise disruption from the EU referendum result to R&D programmes, activities and capabilities.

25. IMPLICATIONS FOR HARLOW

26. The Commission's report sets out how the innovation and growth corridor is already a vital part of the UK economy and adds substantially to the UK's competitiveness and prestige in advanced industries. Yet this area faces substantial challenges in retaining global competitiveness, primarily due to the need to invest in smart and high quality growth.
27. Harlow's record of pro-active lobbying for the Enterprise Zone; Crossrail 2; West Anglia Mainline four-tracking; super fast broadband and a new junction on the M11 is consistent with the ambitions articulated by the Commission.
28. Thinking strategically across a larger geography than the immediate local area and collaborating effectively with many partners to achieve tangible outcomes is vitally important. Whilst much progress has been made

through participation in the Duty to Cooperate Board the Council also needs to increase dialogue with others particularly in the education and skills sector. Without a coordinated approach to raising aspiration and opportunity towards better educational and skills attainment, the Council will fail in its endeavour to assist with access to the jobs and careers that will inevitably come to the town and the wider corridor.

29. From time to time there may be difficulty in accommodating wider aspiration at a local level and that must be managed appropriately, without compromising Harlow's ability to play a full and influential role in helping shape the future of the Corridor.
30. Cooperation and collaboration was also considered in detail by the Mayor of London's Outer London Commission (OLC) in its fifth report (Coordinating Strategic Policy and Infrastructure Investment Across The Wider South East) commenting; "...the Commission has considered whether the Duty (to Cooperate) goes far enough in terms of desired outcomes. Whilst it may be appropriate for trying to resolve some types of issue e.g. some local cross border matters, it is not necessarily adequate as a pan-region mechanism for addressing more strategic issues."
31. Harlow made representation to the OLC and the paper written by the Chief Executive (London Harlow – Creating a symbiotic relationship) was included in its entirety in the Commission's final report as an example of partnership working. (appendix 1).
32. Harlow's track record of pro-active collaboration must continue if the town is to be successful in capturing the opportunities that will inevitably arise as the Corridor moves forward. The Council needs to retain its versatility and willingness to engage with and work with any partners towards common goals if it is to remain a key location for investment and economic growth within the corridor.

IMPLICATIONS

Place (includes Sustainability)

Contained within the report.

Author: **Graeme Bloomer, Head of Place**

Finance (Includes ICT)

None specific.

Author: **Simon Freeman, Head of Finance**

Housing

None specific.

Author: **Andrew Murray, Head of Housing**

Community Wellbeing (includes Equalities and Social Inclusion)

Contained within the report.

Author: **Jane Greer, Head of Community Wellbeing**

Governance (includes HR)

None specific.

Author; Brian Keane, Head of Governance

Background Papers

NB: These are papers referred to in the preparation of the report that are not attached as appendices but that are available for public or Councillor study.

None.

APPENDIX 4 - EXAMPLES OF PARTNERSHIP WORKING

London Harlow - Creating a symbiotic relationship

Introduction

The vision for Harlow, as a New Town, was to be part of the solution to the challenges faced by London. Harlow continues to have strong links with London and, being at the heart of the London Stansted Cambridge Corridor, it has huge potential to grow and to develop a more symbiotic relationship with London.

The challenge for London is to ensure that its reputation and role as a global city continues to evolve and it is able to compete with the evolving economies and cities of the world. This requires significant investment by both the public and private sectors and the willingness and ability to access:

- 1) Land to meet a growing demand for commercial space.
- 2) Land to meet the growing demand for housing.
- 3) Land to meet a growing demand for cultural and leisure activities and tourism.
- 4) To the skills required to service the above.

The key to all of the above for the future of London is first class connectivity within the U.K., Europe and with the rest of the world. Land is finite and to meet its aspirations and needs, London has to look outside of its current borders to meet the challenges that it faces.

Harlow, and other settlements around London, can play an important role in supporting London to meet its challenges. It can only do this, however, if there is a symbiotic relationship between London and places like Harlow. Connectivity, shared vision, a shared investment plan and a joint approach to unlocking the barriers to growth is the route to such a synergistic relationship.

This paper seeks to provide an outline of how this might be achieved.

Developing a symbiotic relationship between London and Harlow

To develop this symbiotic relationship further requires improved physical connectivity to enable:

- 1) People currently living and working in London to live in Harlow but to be able to travel to and from London more easily and more quickly for work.
- 2) Businesses currently in London to re-locate in Harlow without losing their connectivity to London.
- 3) Harlow to be an attractive location for investment and living.

The above reinforces the importance of connectivity, unlocking land for development, achieving access to investment for the regeneration and growth of Harlow. It requires infrastructure and a new approach to strategic planning and investment.

Examples of the infrastructure investment required include:

- 1) Extend the Underground Central Line from Epping to Harlow and onwards to London Stansted Airport.
- 2) Four track the West Anglia main line over ground railway with investment in the capacity of stations.
- 3) Relocate the proposed terminus of CR2 from Tottenham Hale to Harlow.
- 4) Upgrade M11 Junction 7 and provide a new M11 Junction 7A.
- 5) Regenerate Harlow Town Centre to make it more attractive as a destination and to support a growing and changing community.

Examples of the approach required to strategic planning and investment include:

- 1) Review the Metropolitan Green Belt to evaluate the role that it plays and the potential for development within it as a strategic London issue and not just a local issue.
- 2) Recognise the London Harlow Stansted Cambridge Corridor as a Housing and Economic Growth Corridor with a Strategic Development Plan for it, identifying areas of growth as well as areas of restraint, spanning Council boundaries. Address jointly the barriers to growth to unlock land for development.
- 3) Develop a Housing and Economic Growth Corridor Investment Plan to provide prioritised programme of investment for enabling infrastructure in the Corridor.
- 4) Create a means to capture value from development within the Corridor and a means to allocate it for the prioritised investment programme in (8) above.
- 5) Create an agreement between the London Mayor and Harlow Council to provide clarity about how the symbiotic relationship will work so that return on investment for London and Harlow can be illustrated as an exemplar for further agreements with Councils in the London Harlow Stansted Cambridge Housing and Economic Growth Corridor and other Housing and Economic Growth Corridors.

The above creates the potential to achieve a symbiotic relationship between London and Harlow. It requires Councils to take a strategic view of their relationship with London and the development of a shared vision for their communities and how both London and their communities will benefit from a symbiotic relationship. Some communities will not want to change and to have such a relationship. This, however, should not stop those that do want such a relationship with London from growing to fulfil shared aspirations and to access the investment available.

Conclusion

People will choose where they live and companies will choose where they invest. If London is to meet its objectives it has a vested interest in working with places like Harlow and developing a shared vision for their evolution supported by a shared investment plan to deliver that vision in practice. Harlow needs to evolve to become more attractive for

APPENDIX 1

OLC: COORDINATING STRATEGIC POLICY AND INFRASTRUCTURE INVESTMENT ACROSS THE WIDER SOUTH EAST

people to choose to live there and for businesses to invest there whilst still contributing to the success and evolution of London. This requires a joint investment plan based upon a Housing and Economic Growth Corridor Plan to increase the connectivity between London and Harlow and to increase the access to land for housing and commercial development. All of the above requires a symbiotic relationship. Such a relationship will only be achieved if there is the political willingness and ability to make it happen.

Malcolm Morley

30.9.15

REPORT TO: CABINET

DATE: 13 OCTOBER 2016

TITLE: MEMORANDUM OF UNDERSTANDING ON HIGHWAYS & TRANSPORTATION INFRASTRUCTURE FOR THE WEST ESSEX/EAST HERTFORDSHIRE HOUSING MARKET AREA

PORTFOLIO HOLDER: COUNCILLOR DANNY PURTON, PORTFOLIO HOLDER FOR ENVIRONMENT

LEAD OFFICER(S): GRAEME BLOOMER, HEAD OF PLACE SERVICES (01279) 446270
DIANNE COOPER, PLANNING AND BUILDING CONTROL MANAGER (01279) 446595

**This is not a Key Decision
Call-in Procedures may apply
This decision will affect no ward specifically.**

RECOMMENDED that CABINET:

- A** Approves the draft Memorandum of Understanding (MoU) between East Hertfordshire District Council, Epping Forest District Council, Harlow Council, Uttlesford District Council, Essex County Council, Hertfordshire County Council and Highways England covering Highways and Transportation Infrastructure. (Appendix A).
- B** Delegates authority to the Chief Executive in consultation with the Portfolio Holder for Environment to approve any minor amendments to the draft Memorandum.
- C** Subject to B, the Chief Executive be authorised to sign the MoU in consultation with the Leader and the Portfolio Holder.

REASON FOR DECISION

- A** The MoU, once signed, will provide evidence that the four Local Authorities and the other parties named above are working together under the Duty to Cooperate (as defined by the Localism Act 2011) to support and manage planned growth. This evidence is required to help ensure that the Local Plan is found sound by the Inspector when it is submitted to the Secretary of State.

- B** This joint partnership working will facilitate delivery of planned strategic infrastructure to support sustainable development across the wider housing market area at the most appropriate times.

BACKGROUND

1. This is one of three draft memoranda produced by the Duty to Cooperate (DtC) Board to signal and guide cooperation towards meeting in full the Objectively Assessed Housing Need (OAN) of the West Essex/East Hertfordshire Housing Market Area (HMA). This MoU concerns highway infrastructure. Once signed, the MoU takes immediate effect and will remain in place until adoption of the last of the West Essex/East Hertfordshire Local Plans. The MoU can be reviewed and amended if future circumstances dictate, subject to agreement between the DtC partners.
2. The MoU on Managing the impacts of growth on Epping Forest Special Area of Conservation (SAC) is dealt with in a separate Cabinet report.
3. The MoU covering the Distribution of the Objectively Assessed Housing Need for the four Local Authorities is being reconsidered in light of the Special Council resolutions of 31 August 2016.

KEY ISSUES

4. The purpose of this MoU is to ensure that Essex County Council, Hertfordshire County Council and Highways England (supported by the West Essex/East Hertfordshire District Council), address the strategic highway issues identified through transport modelling to support the delivery of the enabling highways infrastructure schemes outlined in the MoU. This is to avoid objections being made to the Local Plans on the grounds that the strategic highway requirements, to support the delivery of growth, have not been addressed.
5. One of the key highway issues identified in the MoU is the improvements to the M11 which Council on 31 August agreed to support. Improvements to the A414, a second River Stort Crossing, improvements to Second and Third Avenues and multi-modal corridors across Harlow have also been identified as crucial to support the growth set out in Local Plans.
6. The MoU attached is in draft (Appendix 1) as there may be further refining of the proposals by the County Councils as detailed assessments are continuing on various options which would need to be reflected in the final MoU.

7. It is therefore recommended that Cabinet agree that minor amendments to this MoU can be approved by the Chief Executive in consultation with the Portfolio Holder for Environment.

IMPLICATIONS

Place (includes Sustainability)

The MoU is a key requirement to help ensure that the Local Plan is found sound and supports the delivery of sustainable development.

Author: **Graeme Bloomer, Head of Place**

Finance (Includes ICT)

None specific.

Author: **Simon Freeman, Head of Finance**

Housing

The MoU in ensuring the delivery of sustainable transport infrastructure supports the Corporate objective of more and better housing.

Author: **Andrew Murray, Head of Housing**

Community Wellbeing (includes Equalities and Social Inclusion)

The provision of the transport infrastructure as outlined in this MoU will help the delivery of regeneration and will underpin the economic development case for investment in Harlow.

Author: **Jane Greer, Head of Community Wellbeing**

Governance (includes HR)

Entering into the attached MoU will enable the Council to provide evidence towards its Duty to Cooperate obligations under the Localism Act 2011 when preparing its Local Plan.

Author: **Brian Keane, Head of Governance**

Background Papers and Documents

The Town and Country Planning (Local Planning) (England) Regulations 2012 as amended

<https://planningjungle.com/wp-content/uploads/SI-2016-No.-871-The-Town-and-Country-Planning-Local-Planning-England-Amendment-Regulations-2016.pdf>

in effect from 01.10.16

Planning and Compulsory Purchase Act, 2004

www.legislation.gov.uk/ukpga/2004/5/contents

Localism Act 2011 www.legislation.gov.uk/ukpga/2011/20/part/2/enacted

Essex Highways Local Transport Plan, 2012
www.essexhighways.org/Transport-and-Roads/Highway-Schemes-and-Developments/Local-Transport-Plan.aspx

Hertfordshire Highways Local Transport Plan, 2011
www.hertfordshire.gov.uk/services/transtreets/ltplive/#

Essex Joint Strategic Needs Assessment, 2011
<http://www.essexinsight.org.uk/Resource.aspx?ResourceID=299>

Glossary of terms/abbreviations used

DtC – Duty to Cooperate - created in the Localism Act 2011 this places a legal duty on local planning authorities in England to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.

HMA- Housing Market Area- A geographical area defined by household demand for all types of housing, reflecting the key functional linkages between places where people live and work

MoU- Memorandum of Understanding- an agreement between two or more parties outlining the terms and details of an understanding, including each parties' requirements and responsibilities.

DRAFT

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

between

Essex County Council
Hertfordshire County Council
Highways England

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

September 2016



Essex County Council



Uttlesford District Council

Contents

1 Background4
 The three inter-related Memoranda of Understanding 4
 Transport modelling relating to Strategic OAHN Spatial Options study 5

2 Purpose of this Memorandum of Understanding7

3 Vision8

4 Emerging key highway issues9
 Highways England Network Improvements (M11)..... 9
 M11 Junction 7/7A9
 M11 Junction 8.....10
 County Highway and Transportation Network Improvements..... 11
 Future Co-operation and Planning 12

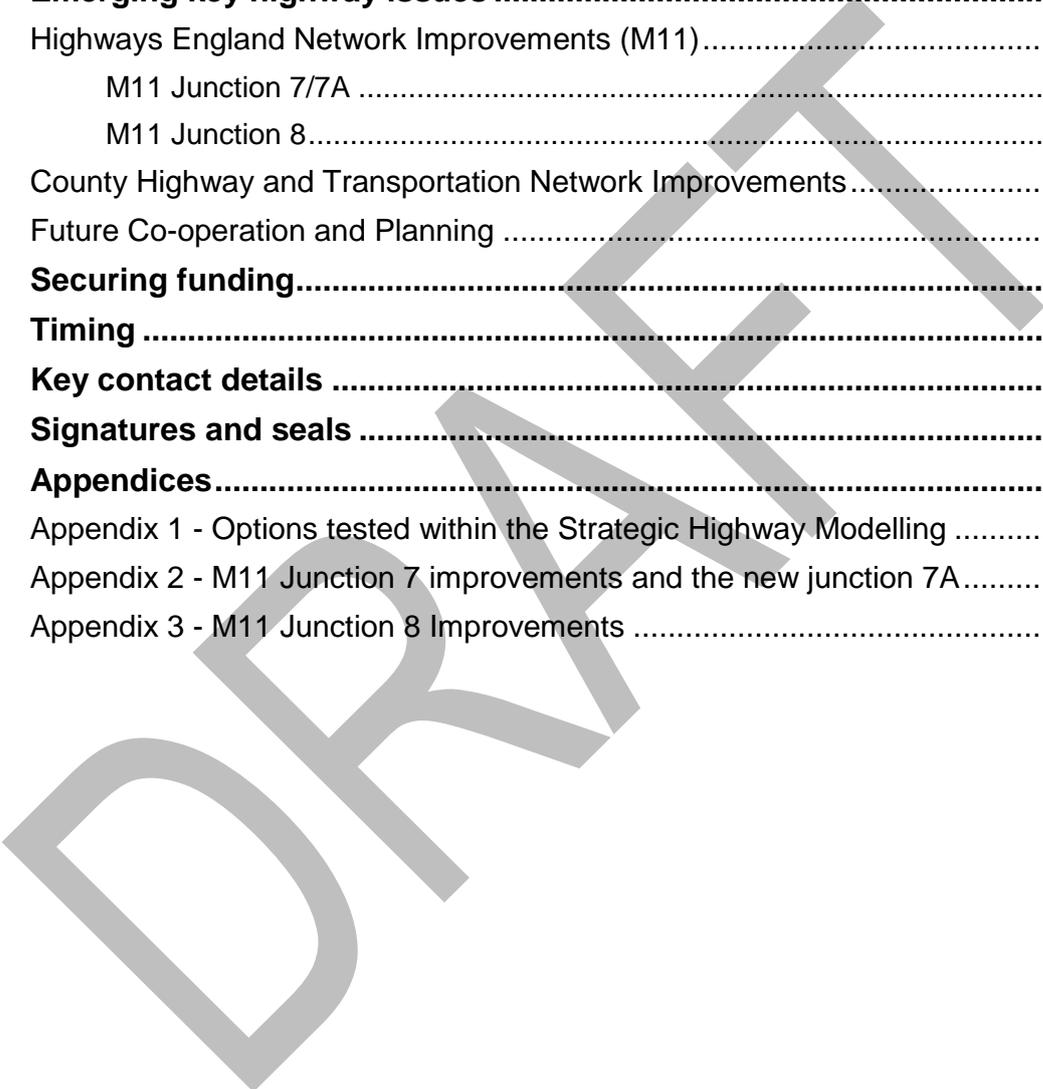
5 Securing funding.....13

6 Timing13

7 Key contact details14

8 Signatures and seals15

9 Appendices.....17
 Appendix 1 - Options tested within the Strategic Highway Modelling 18
 Appendix 2 - M11 Junction 7 improvements and the new junction 7A..... 20
 Appendix 3 - M11 Junction 8 Improvements 21



Figures

Figure 1 – Inter-related Memoranda of Understanding4

Figure 2 – Overview of Forecasting Process for the Highway Modelling:5

Figure 3 – The ‘Spatial Option’ of OAHN 2011-2033.....6

Figure 4 – Completed actions relating to M11 Junction 7/7A.....9

Figure 5 – Future actions relating to M11 Junction 7/7A9

Figure 6 – Completed actions relating to M11 Junction 8.....10

Figure 7 – Future actions relating to M11 Junction 8.....10

Figure 8 – Future actions relating to County Highway & Transportation Network.....11

Figure 9 – Key officer contacts14

Figure 10 – ‘Reasonable Alternatives’ in the Strategic OAHN Spatial Options study ..18

Figure 11 – Additional Spatial Options, not yet fully tested.....19

DRAFT

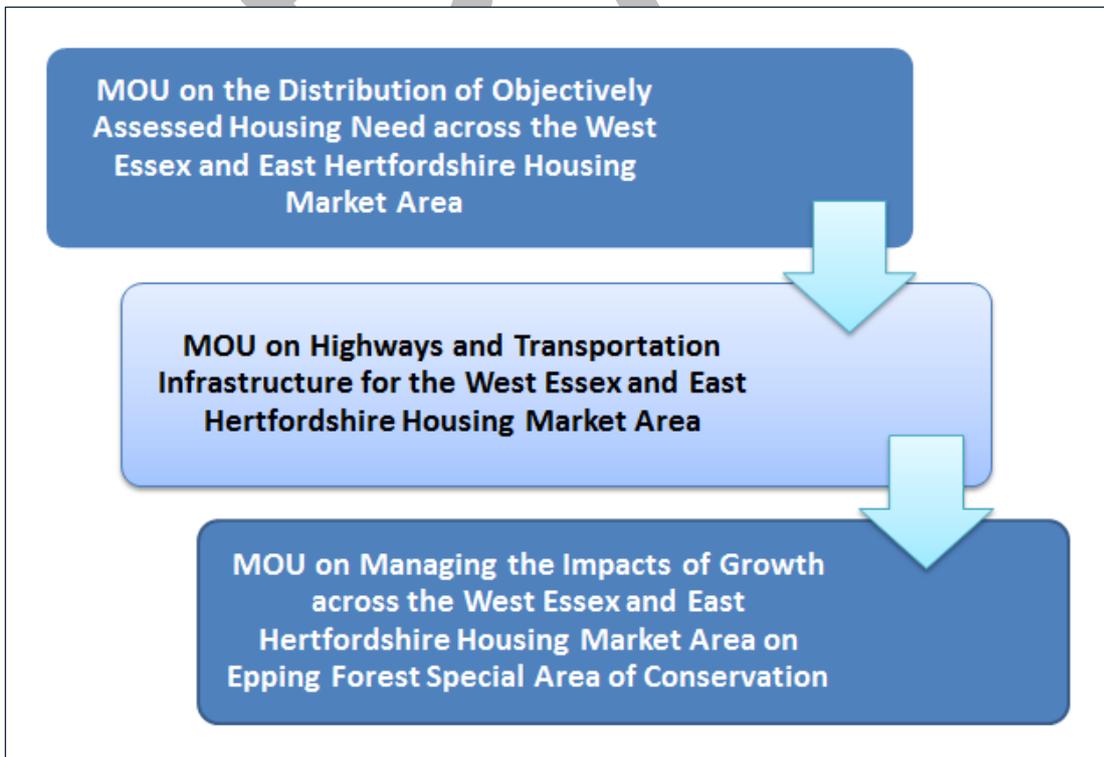
1 Background

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

The three inter-related Memoranda of Understanding

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

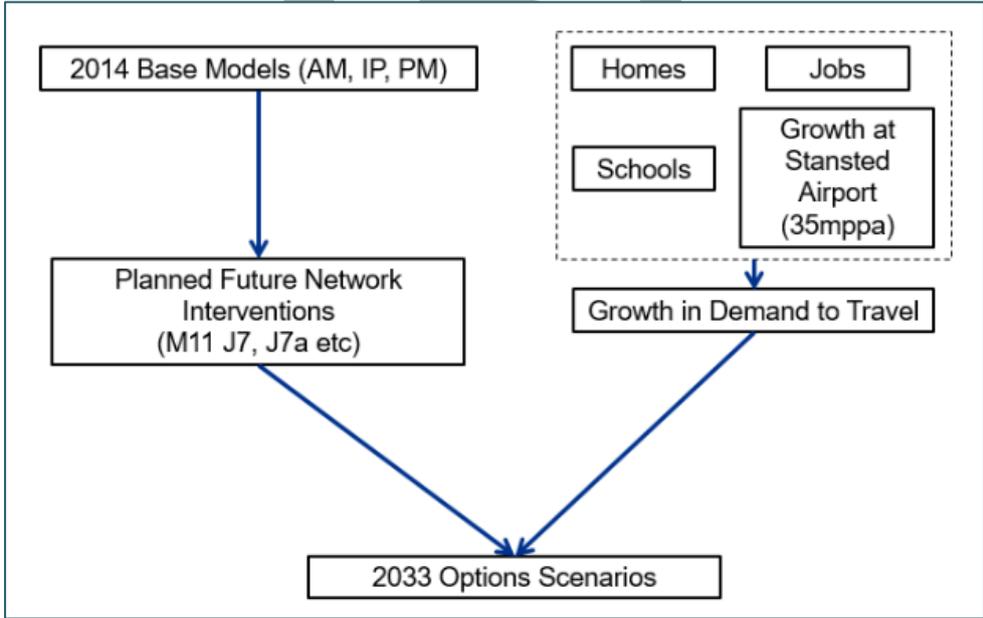
Figure 1 – Inter-related Memoranda of Understanding



Transport modelling relating to Strategic OAHN Spatial Options study

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

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



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

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

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

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

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

2 Purpose of this Memorandum of Understanding

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

3 Vision

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

DRAFT

4 Emerging key highway issues

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

Highways England Network Improvements (M11)

M11 Junction 7/7A

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

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

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

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

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

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

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

M11 Junction 8

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

Figure 6 – Completed actions relating to M11 Junction 8

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

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

Figure 7 – Future actions relating to M11 Junction 8

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

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

County Highway and Transportation Network Improvements

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

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

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

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

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

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

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

Future Co-operation and Planning

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

5 Securing funding

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

6 Timing

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

7 Key contact details

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

Figure 9 – Key officer contacts

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

8 Signatures and seals

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

Essex County Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Hertfordshire County Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Highways England

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

East Hertfordshire District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Epping Forest District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Harlow District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

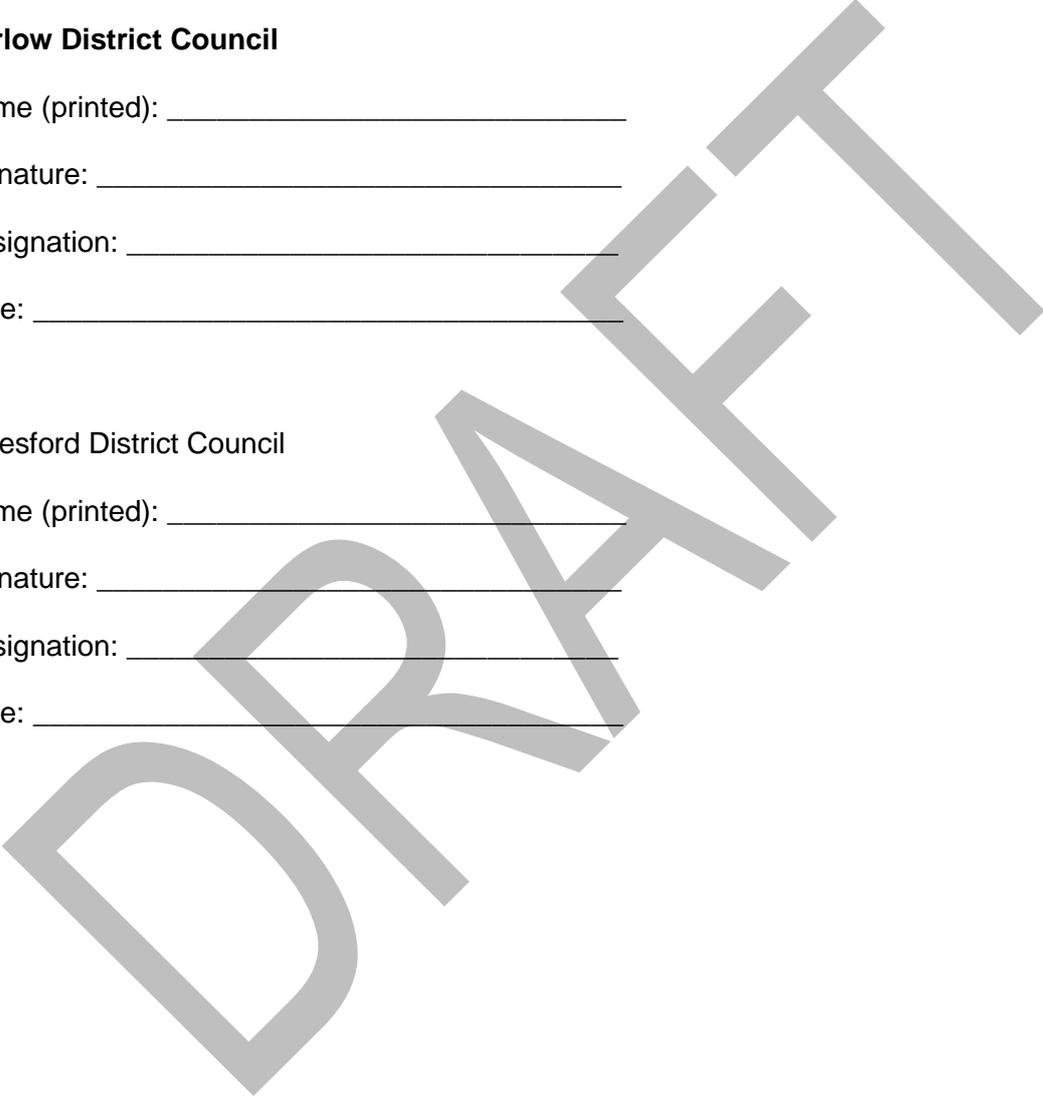
Uttlesford District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____



9 Appendices

DRAFT

Appendix 1 - Options tested within the Strategic Highway Modelling

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

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

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

Figure 11 – Additional Spatial Options, not yet fully tested

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

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

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

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

Appendix 3 - M11 Junction 8 Improvements

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

REPORT TO: CABINET

DATE: 13 OCTOBER 2016

TITLE: MEMORANDUM OF UNDERSTANDING:
MANAGING THE IMPACTS OF GROWTH
WITHIN THE WEST ESSEX/EAST
HERTFORDSHIRE HOUSING MARKET AREA
ON EPPING FOREST SPECIAL AREA OF
CONSERVATION

PORTFOLIO HOLDER(S): COUNCILLOR DANNY PURTON, PORTFOLIO
HOLDER FOR ENVIRONMENT

LEAD OFFICER(S): GRAEME BLOOMER, HEAD OF PLACE
SERVICES (01279) 446270

DIANNE COOPER, PLANNING AND
BUILDING CONTROL MANAGER
(01279) 446595

**This is not a Key Decision
Call-in Procedures may apply
This decision will affect no Ward specifically.**

RECOMMENDED that Cabinet:

- A** Approves the draft Memorandum of Understanding (MoU) between East Hertfordshire District Council, Epping Forest District Council, Harlow Council, Uttlesford District Council, Essex County Council, Hertfordshire County Council, City of London Corporation (Conservators of Epping Forest) and Natural England managing the impact of growth on Epping Forest Special Area of Conservation.
- B** Delegates authority to the Chief Executive in consultation with the Portfolio Holder for Environment to approve any minor and inconsequential amendments to the draft Memorandum.
- C** Subject to B, the Chief Executive be authorised to sign the MoU in consultation with the Leader and the Portfolio Holder.

REASON FOR DECISION

- A** The MoU, once signed, will provide evidence of the four Local Authorities and the other parties named above working together under the Duty-to-Cooperate (as defined by the Localism Act 2011) to support and manage planned growth. This evidence is a requirement of the Local Plan being found sound by the Inspector when it is submitted to the Secretary of State for examination.
- B** This joint partnership working on the collation of evidence and the preparation of a joint strategy will help to mitigate any adverse effects of growth. It will provide the context to protect Epping Forest Special Area of Conservation (SAC) to promote the efficient use of resources, reduce the risk of unacceptable adverse impacts and support sustainable development across the wider area.

BACKGROUND

1. This is one of three draft memoranda produced by the Duty to Cooperate (DtC) Board to signal and guide cooperation towards meeting in full the Objectively Assessed Housing Need (OAN) of the West Essex/East Hertfordshire Housing Market Area (HMA). This MoU concerns the management of the impact(s) of growth on Epping Forest SAC. Once signed, the MoU takes immediate effect and will remain in place until adoption of the last of the West Essex/East Hertfordshire Local Plans. The MoU can be reviewed and amended if future circumstances dictate, subject to agreement between the DtC partners.
2. The MoU on Highways and Transportation is dealt with in a separate Cabinet report.
3. The MoU covering the Distribution of the Objectively Assessed Housing Need for the four Local Authorities is being reconsidered in light of the Special Council resolutions of 31 August 2016.

KEY ISSUES

4. The purpose of this MoU is to help to mitigate any adverse impacts of growth in the HMA on Epping Forest SAC which also contains a Site of Special Scientific Interest (SSSI). Compliance with European Union (EU) regulations and other primary and secondary legislation depends on protecting these areas.
5. In 2014 the European Commission began infraction proceedings on the UK after a declaration by the UK Supreme Court that the UK was in breach of its obligations to comply with the limit values for Nitrogen Dioxide in the Air

Quality Directive. The UK Department for Environment, Farming and Rural Affairs (DEFRA) then made clear in a letter to local authorities that the government could require responsible authorities to pay all or part of any infraction fine.

6. This MoU agrees that the Councils will work together to facilitate the collection of data and evidence, as outlined in section 3 of the MoU, in order to develop a Joint Strategy to address potential adverse impacts on the integrity of Epping Forest SAC as required under the Habitats Regulations 2010. Epping Forest District Council (EFDC) will act as the coordinating competent authority in relation to Epping Forest SAC as defined by the Habitat Regulations 2010 and as described in the Defra Guidance 2012.
7. The MoU attached is a draft as there could be further refining of the document in relation to technical details which would need to be reflected in the final MoU. This MoU harbours little or no implications that would be incompatible with the Council resolutions of 31 August 2016.

IMPLICATIONS

Place (includes Sustainability)

The MoU promotes and enhances sustainable development and helps to ensure that the Local Plan is found sound.

Author: **Graeme Bloomer, Head of Place**

Finance (Includes ICT)

None specific.

Author: **Simon Freeman, Head of Finance**

Housing

None specific.

Author: **Andrew Murray, Head of Housing**

Community Wellbeing (includes Equalities and Social Inclusion)

The MoU will help to deliver high quality environment.

Author: **Jane Greer, Head of Community Wellbeing**

Governance (includes HR)

The MoU will help to reduce risk of infraction proceedings by failure to meet EU Directives on Air Quality. It will also assist in providing the evidence necessary to satisfy the requirement of the Duty to Cooperate under the Localism Act 2011 and of compliance with national Regulations on air quality.

Author: **Brian Keane, Head of Governance**

Background Papers and Documents

Planning and Compulsory Purchase Act, 2004
www.legislation.gov.uk/ukpga/2004/5/contents

Natural Environment and Rural Communities Act, 2006
www.legislation.gov.uk/ukpga/2006/16/contents

Climate Change Act, 2008 www.legislation.gov.uk/ukpga/2008/27/contents

Localism Act 2011 www.legislation.gov.uk/ukpga/2011/20/part/2/enacted

The Conservation of Habitats and Species Regulations, 2010
www.legislation.gov.uk/uksi/2010/490/contents/made

The Town and Country Planning (Local Planning) (England) Regulations 2012 as amended
<https://planningjungle.com/wp-content/uploads/SI-2016-No.-871-The-Town-and-Country-Planning-Local-Planning-England-Amendment-Regulations-2016.pdf>
in effect from 01.10.16

Glossary of terms/abbreviations used

Duty to Cooperate- created in the Localism Act 2011 this places a legal duty on local planning authorities in England to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.

HMA- Housing Market Area- A geographical area defined by household demand for all types of housing, reflecting the key functional linkages between places where people live and work.

MoU- Memorandum of Understanding- an agreement between two or more parties outlining the terms and details of an understanding, including each parties' requirements and responsibilities.

SAC- Special Area of Conservation- a designation under the European Union's Habitats Directive to protect habitats and species which are considered to be of European interest.

SSSI- Site of Special Scientific Interest- a conservation designation made by Natural England for any area of land which is considered to be of special interest by virtue of its flora, fauna, geological or geomorphological features.

DRAFT

Memorandum of Understanding

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

between

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

Essex County Council
Hertfordshire County Council

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

September 2016



Uttlesford
District Council



Contents

1. Introduction.....	3
2. Purpose of this Memorandum of Understanding.....	4
3. Evidence Gathering and a Joint Strategy	6
4. Developing a Joint Strategy	7
5. Signatures	8
Appendix 1 - The West Essex/East Herts area	10
Appendix 2 – Road links to be investigated around Epping Forest	11
Appendix 3 – Air quality predictive modelling method	12

DRAFT

1. Introduction

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

¹ 2010 Conservation of Habitats and Species Regulations
<http://www.legislation.gov.uk/ukxi/2010/490/contents/made>

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

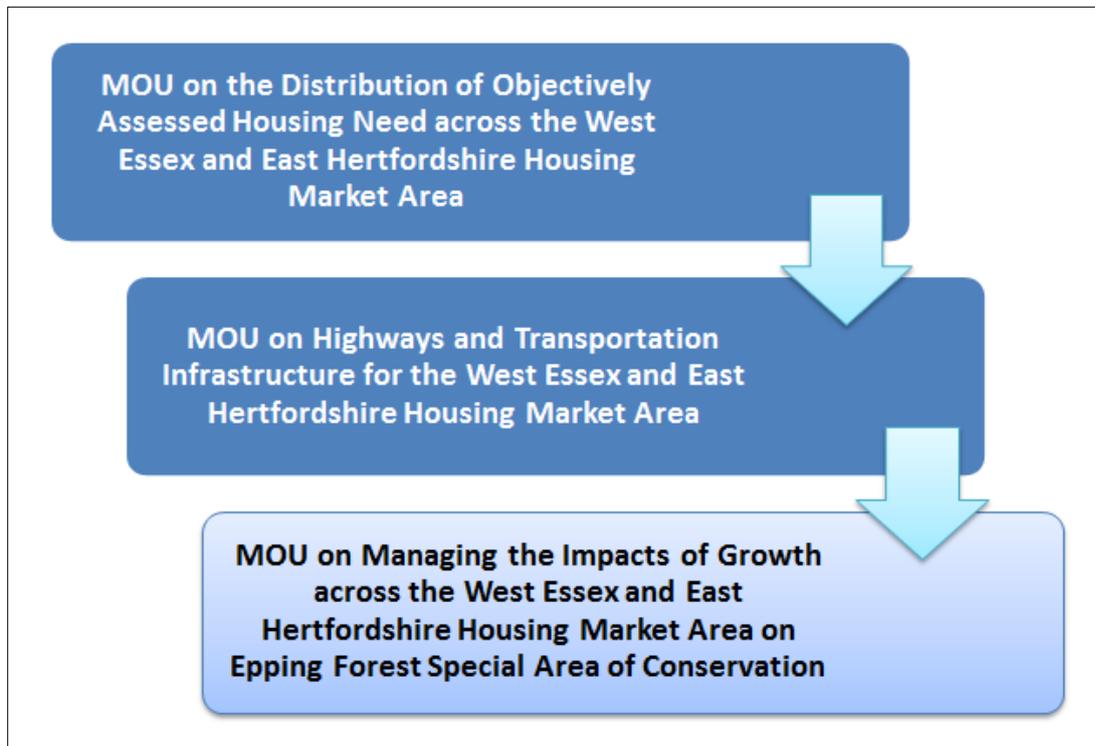
³ 2005 JNCC *Epping Forest Site Details*
<http://jncc.defra.gov.uk/ProtectedSites/SACselection/sac.asp?EUCode=UK0012720>

⁴ 2015 Natural England *Site Improvement Plan: Epping Forest*
<http://publications.naturalengland.org.uk/publication/6663446854631424>

2. Purpose of this Memorandum of Understanding

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

Figure 1 - Inter-related Memoranda of Understanding



2.2 The emerging spatial options for the distribution of growth across the HMA have been subject to an assessment of air quality to determine whether any of those options are likely to have an unacceptable impact on the Epping Forest SAC. The detailed findings of this assessment are subject to a separate report **[insert reference]**. In summary this assessment has determined that the variations in traffic volumes produced by the different reasonable spatial alternatives do not cause significant increases in the critical levels of pollutants to arise.

2.3 The assessment of air quality has been derived from transport modelling data, which are forecasts based on the best available data. It is therefore necessary to continue to monitor the position, and ensure that where any unacceptable adverse impacts begin to emerge, that the partners are aware of these, and in a position to respond to the changing evidence. It is therefore necessary to establish an appropriate evidence base and monitoring framework.

2.4 The purpose of this MoU is to ensure that the parties named, work in partnership to fulfil the following requirements:

- i. to collect and analyse data and evidence related to the impacts of proposed development and growth under the Local Plans to provide sufficient and robust evidence on which to base a strategy for the protection of Epping Forest SAC;
- ii. to commit to prepare a joint strategy, based on relevant available data and evidence and to an agreed timetable; and

- iii. that the joint strategy will address both the requirement to avoid, or effectively mitigate, adverse impacts on the integrity of the SAC from Local Plan-led development and the requirement to prevent further deterioration of the SAC features.

DRAFT

3. Evidence Gathering and a Joint Strategy

- 3.1 Natural England (NE), with the Environment Agency, published a Site Improvement Plan (SIP) for Epping Forest in 2015. This identified seven main pressures on the integrity of the SAC and provides the reference point for the scope of the data and evidence-gathering required under this MoU. Evidence will be collected and analysed to determine whether any of these pressures are worsening over time, and whether the growth planned across the HMA is a causal factor. NE will provide detailed and timely advice on the data required, to ensure it is collected within an appropriate and realistic timescale
- 3.2 Unless modified by further NE advice as a result of any future SIP revisions (including newly-identified pressures), all parties to this MoU agree that the data to be collected will include:
- allocated housing and commercial development sites, including delivery timeframes;
 - highways infrastructure changes;
 - public transport developments;
 - visitor numbers, purpose of visit and distance travelled;
 - forecast change in traffic flows, and subsequent impacts on air quality including continued monitoring of the Bell Common Air Quality Management Area; and
 - forecast change to visitor pressures, and any significant positive or negative impacts.
- 3.3 Detailed monitoring frameworks will be prepared to support each of the adopted Local Plans, and some of the required data will be made available on a regular basis through this mechanism. Where additional data is required, the scope of this will be agreed by the parties to this MoU as part of the proposed joint strategy.
- 3.4 Based on the agreed spatial distribution and the associated infrastructure requirements, data would need to be generated by traffic modelling to continue to monitor the likely impacts of vehicle transport on Epping Forest SAC. The traffic models would need to meet the level of resolution required to make robust predictions, to cover all the roads within the Forest boundaries, as identified in the map in **Appendix 2**.
- 3.5 From these traffic data, robust monitoring of air quality and predicted levels and rates of change would be made using the standard assessment methods for the area bounded by Epping Forest SAC (see **Appendix 3**).
- 3.6 At this stage it is not clear how far visitors to Epping Forest travel, and therefore to what extent the growth in housing across the Housing Market Area may increase visitor and recreational pressures. The partners will need to determine, via the Joint Strategy, the data required to establish a baseline position and the appropriate monitoring framework to put in place. The costs of gathering the appropriate data to provide a robust evidence base would be borne by the local authorities and prospective developers, as appropriate and proportionate to the development proposals across the HMA in relation to impacts on Epping Forest SAC.
- 3.7 Each party to this MoU agrees to ensure that its approval of the data is provided in a timely manner and is not unreasonably withheld. Any withholding of such approval would require a full written justification setting out clear remedial action that it would be reasonable for the data-gathering parties to take forward to meet their competent authority responsibilities under the Habitat Regulations 2010.

4. Developing a Joint Strategy

- 4.1 The organisations party to this Memorandum (MoU) agree to work together to facilitate the collection of data and evidence as outlined in section 3, in order to develop a Joint Strategy to address potential adverse impacts on the integrity of Epping Forest Special Area of Conservation (SAC), as required under the Habitats Regulations 2010. Epping Forest District Council (EFDC) will act as the coordinating competent authority in relation to Epping Forest SAC as defined by the Habitat Regulations 2010 and as described in the Defra Guidance 2012⁵.
- 4.2 The Joint Strategy will be prepared in accordance with a timetable to be agreed by the partners to this MoU in due course. It is intended this Joint Strategy will be in agreed and published prior to the determination of any of the planning applications on sites around Harlow that are part of The Spatial Option detailed in the “Distribution of OAN across West Essex and East Hertfordshire” MoU. If the Joint Strategy is not in place when planning applications are submitted, applicants will be required to submit the necessary information to ascertain whether any adverse impacts will be caused in Epping Forest, and if necessary any mitigation measures that may be necessary.
- 4.3 The Joint Strategy will incorporate early warning monitoring to ensure that adverse impacts do not occur or are mitigated effectively for the SAC. Should this monitoring identify a deteriorating position, sustainable mitigation strategies for air quality, traffic controls, highways and recreation will be set out in the joint strategy so they can be enacted in a realistic timescale if necessary. Local Plans will include appropriate monitoring policies.
- 4.4 The overall health of the Epping Forest SAC is affected by activities outside of the HMA, and therefore the remit of the Joint Strategy may need to be broadened in due course. The overall purpose is to manage Epping Forest such that further deterioration is limited where possible, and positive enhancements are introduced when appropriate.
- 4.5 Under the joint strategy further development would be linked to any necessary mitigation such that the identified and required actions would be in place and effective prior to any development being undertaken.
- 4.6 Sources and levels of funding for the different levels of mitigation, if and/or when required, will be agreed and will be put in place under the joint strategy.
- 4.7 The joint strategy would be reviewed at the time of the review of this MoU or earlier should circumstances require it and be agreed by all parties.

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

5. Signatures

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

East Hertfordshire District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Epping Forest District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Harlow District Council

Name (printed): _____

Signature: _____

Designation: _____

Date: _____

Uttlesford District Council

Name (printed): _____

Signature: _____

Designation: _____

Essex County Council

Name (printed): _____

Signature: _____

Designation: _____

Hertfordshire County Council

Name (printed): _____

Signature: _____

Designation: _____

Natural England

Name (printed): _____

Signature: _____

Designation: _____

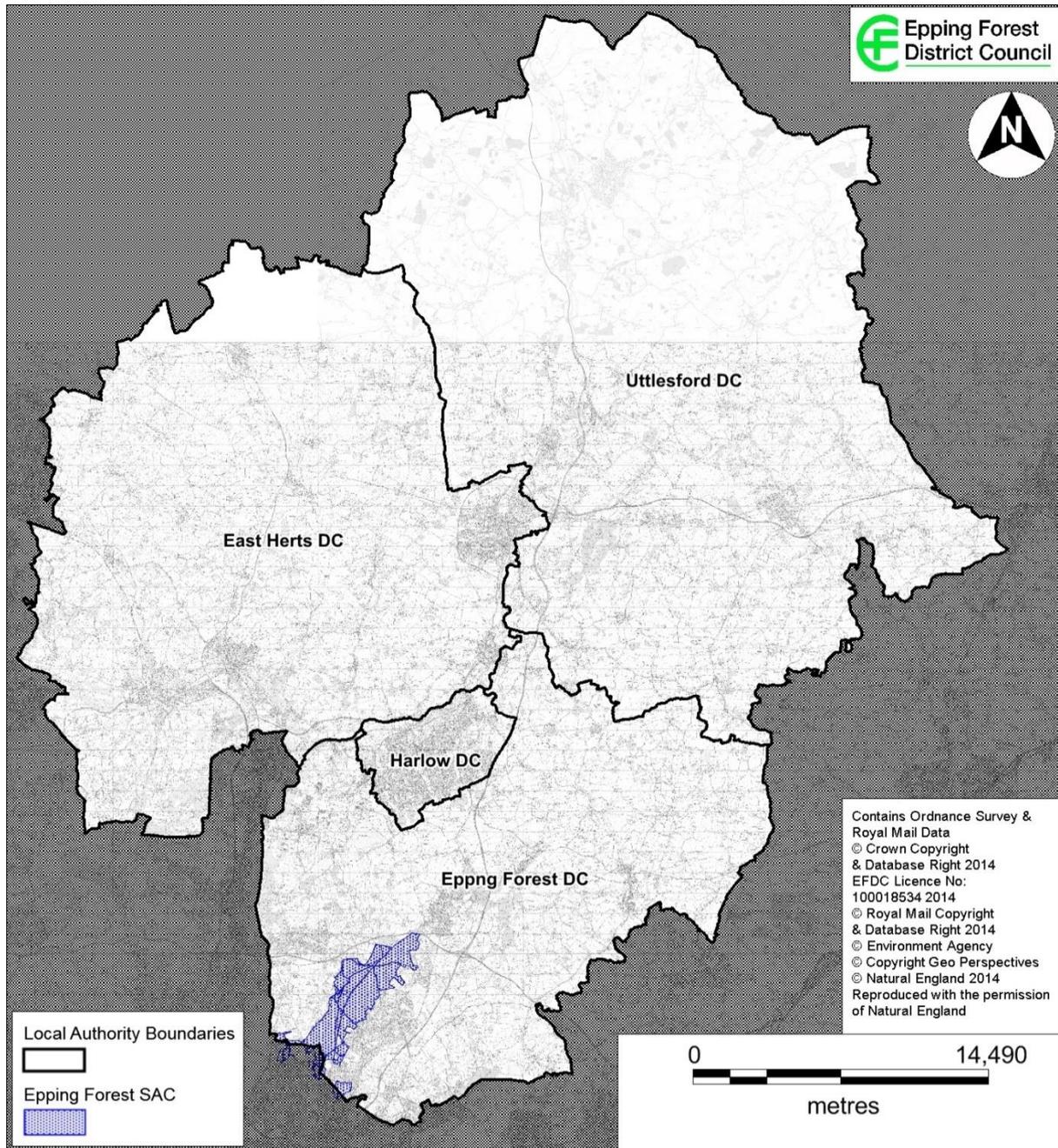
City of London Corporation

Name (printed): _____

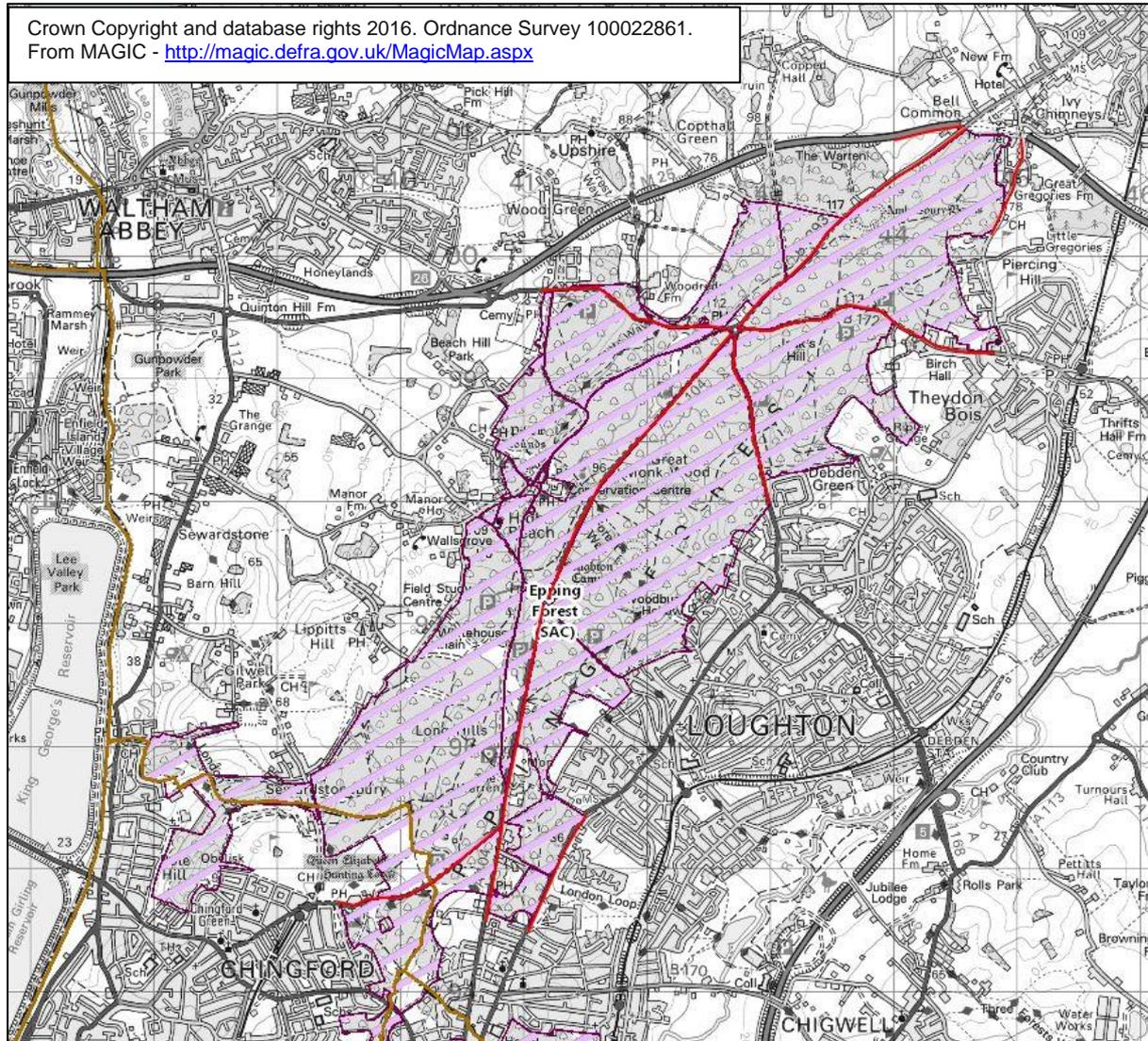
Signature: _____

Designation: _____

Appendix 1 - The West Essex/East Herts area



Appendix 2 – Road links to be investigated around Epping Forest



Appendix 3 – Air quality predictive modelling method

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

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

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

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

REPORT TO: CABINET

DATE: 13 OCTOBER 2106

TITLE: FINANCE UPDATE

PORTFOLIO HOLDER(S): COUNCILLOR JON CLEMPNER, LEADER OF THE COUNCIL
COUNCILLOR MIKE DANVERS, PORTFOLIO HOLDER FOR RESOURCES

LEAD OFFICER(S): MALCOLM MORLEY OBE, CHIEF EXECUTIVE, (01279) 446000
SIMON FREEMAN, HEAD OF FINANCE, (01279) 446228

This is a Key Decision

It is not on the Forward Plan and is being considered under Urgency Procedures due to the late release of the relevant information from the Government.

This decision is not subject to Call-in procedures for the following reasons: Given the late release of details from the Government, the acceptance of the offer is required to be made before call in procedures could be applied.

This decision will affect no ward specifically.

RECOMMENDED that:

- A** Cabinet agrees to accept the four year local government funding settlement as set out in this report.

REASON FOR DECISION

- A** Despite releasing very little detail in relation to the settlement, the Government has set a deadline of 14 October 2016 for Councils to accept the offer of a four year financial settlement.

BACKGROUND

1. Indicative figures were released at the time of the 2016/17 Local Government Finance Settlement setting out the grants that could be expected as part of

the Settlement Funding Assessment for the period 2016/17 to 2019/20. These figures were incorporated in to the Council's Medium Term Financial Strategy as approved by Council at its meeting held on 4 February 2016. The figures in the table below replicate the funding incorporated from the settlement into the Councils approved MTFs.

	2015/16 £million	2016/17 £million	2017/18 £million	2018/19 £million	2019/20 £million
Revenue Support Grant	2.15	1.29	0.60	0.18	0.00
Retained Business Rates	2.83	2.85	2.91	3.00	3.09
Settlement Funding Assessment (SFA)	4.98	4.14	3.51	3.17	3.09
Decrease £		0.84	0.63	0.34	0.08
Decrease %		16.87	15.22	9.69	2.52

Source - DCLG

2. Despite the early announcements of the four year deal, very little has been released by the Government regarding the details of the proposal other than a brief letter from the Secretary of State for Communities and Local Government dated 10 March 2016 and attached as Appendix A.
3. On 15 September 2016, the Government released a new technical consultation document – “The 2017/18 Local Government Finance Settlement”. This paper included a section seeking views on grants to be included within the multi-year settlement offer and repeated some of the points raised in the March letter regarding the four year deal.

ISSUES/PROPOSALS

4. In both the Secretary of State's letter and the more recent consultation paper, the Government states that it will honour the four year figures for those Councils accepting the deal and that there would be no changes to the funding other than “barring exceptional circumstances”. Brexit and the financial uncertainty that it brings may well be one of those exceptional circumstances yet to be confirmed. However, it also states that “The Government is making a clear commitment to provide minimum allocations for each year of the spending review should councils accept the offer”.
5. The Secretary of State's letter also states that where the four year deal is not accepted: “I cannot guarantee future levels of funding to those who prefer not to have a four year settlement”. This implies that if further reductions are needed in local government funding they would be likely to fall most heavily on the Councils that choose to keep their funding on a year-by-year basis.

6. It would seem that the acceptance of the four year deal would provide greater certainty for planning purposes. Despite the risk that there may be deemed to exist “exceptional circumstances” in relation to the Brexit decision, this will not be known until after the deadline for submission of the acceptance of the offer. It is also clear that there is a potentially greater risk from, and nothing to be gained from, opting to remain on an annual settlement arrangement.
7. Key to the acceptance of the four year deal is the requirement for Councils to prepare and publish an Efficiency Plan that covers the four year period. Again in the letter the Secretary of State has clearly said that “I do not intend to provide further guidance on what efficiency plans may contain”.
8. Whilst the Government has chosen to not provide any guidance on the publication of an Efficiency Plan, it has stated that their production should “be as simple and straightforward as possible” and be guided by sector led advice produced by the Local Government Association and CIPFA.
9. Following these guidelines the Council’s draft Efficiency Plan is attached to this report as Appendix B and, subject to any final amendments and the agreement of the Cabinet, it will be submitted to DCLG ahead of the 14 October deadline of 5.00pm.

IMPLICATIONS

Place (includes Sustainability)

None Specific

Author: **Graeme Bloomer, Head of Place**

Finance (Includes ICT)

As contained in the report

Author: **Simon Freeman, Head of Finance**

Housing

None Specific

Author: **Andrew Murray, Head of Housing**

Community Wellbeing (includes Equalities and Social Inclusion)

None Specific

Author: **Jane Greer, Head of Community Wellbeing**

Governance (includes HR)

None Specific

Author: **Brian Keane, Head of Governance**

Background Papers

[These are papers referred to in the preparation of the report that are not attached as appendices but that are available for public or Councillor study.]

[List all background papers. Add new rows if required.]

Glossary of terms/abbreviations used

[list all abbreviations/acronyms here and spell out in full. Add new rows if required.]



Department for
Communities and
Local Government

The Rt Hon Greg Clark MP
*Secretary of State for Communities and Local
Government*

**Department for Communities and Local
Government**
4th Floor, Fry Building
2 Marsham Street
London SW1P 4DF

Tel: 0303 444 3450
Fax: 0303 444 3289
E-Mail: greg.clark@communities.gsi.gov.uk

www.gov.uk/dclg

10 March 2016

Dear Colleagues

MULTI-YEAR SETTLEMENTS AND EFFICIENCY PLANS

On 17 December I announced a historic opportunity for councils to achieve greater certainty and confidence from a 4-year budget. I see this as a key step to supporting you to strengthen your financial management, at the same time as working collaboratively with your local partners and reforming the way services are provided.

The settlement consultation process showed great support for this approach and identified a number of queries about what the offer includes and the requirements for applying to accept this offer. I have therefore set out some further details in the attached annex. But I want to reiterate that I want this offer, and the production of an efficiency plan, to be as simple and straightforward as possible, and reassure you that this is not about creating additional bureaucracy.

If you wish to apply to accept the offer you simply need to send an email or letter to MultiYearSettlements@communities.gsi.gov.uk by **5pm on Friday 14th October** and include a link to your published efficiency plan.

I do not intend to provide further guidance on what efficiency plans should contain – they should be locally owned and locally driven. But it is important that they show how this greater certainty can bring about opportunities for further savings. They should cover the full 4-year period and be open and transparent about the benefits this will bring to both your council and your community. You should collaborate with your local neighbours and public sector partners and link into devolution deals where appropriate.

Of course this offer is entirely optional. It is open to any council to continue to work on a year-by-year basis, but I cannot guarantee future levels of funding to those who prefer not to have a four year settlement.

I have been delighted by the response of councils all over the country to the offer of four year budgets and I look forward to hearing from you if you would like to avail yourself of it.

For any further queries, please contact officials at the above address.

Yours sincerely

A handwritten signature in black ink, appearing to be 'G Clark', written in a cursive style.

THE RT HON GREG CLARK MP

Annex

Conditions of the multi-year settlement

The Government will offer any council that wishes to take it up a four-year funding settlement to 2019-20. This includes:

- Common Council of the City of London
- London borough councils
- district councils
- county councils
- Council of the Isles of Scilly
- Greater London Authority
- metropolitan county fire and rescue authorities
- combined fire and rescue authorities.

The Government is making a clear commitment to provide minimum allocations for each year of the Spending Review period, should councils choose to accept the offer and if they have published an efficiency plan.

What the offer includes

On 9 February we provided summaries and breakdown figures for each year to your s151 Officer. From those figures the relevant lines that are included in the multi-year settlement offer, where appropriate, are:

- Revenue Support Grant;
- Transitional Grant; and
- Rural Services Delivery Grant allocations.

In addition, tariffs and top-ups in 2017-18, 2018-19 and 2019-20 will not be altered for reasons related to the relative needs of local authorities, and in the final year may be subject to the implementation of 100% business rates retention.

The Government is committed to local government retaining 100% of its business rate revenues by the end of this Parliament. This will give them control over an additional £13 billion of tax that they collect.

To ensure that the reforms are fiscally neutral local government will need to take on extra responsibilities and functions. DCLG and the Local Government Association will soon be publishing a series of discussion papers which will inform this and other areas of the reform debate.

The new burdens doctrine operates outside the settlement, so accepting this offer will not impact on any new burden payments agreed over the course of the four years.

The Government will also need to take account of future events such as the transfer of functions to local government, transfers of responsibility for functions between local authorities, mergers between authorities and any other unforeseen events. However, barring exceptional circumstances and subject to the normal statutory consultation process for the local government finance settlement, the Government expects these to be the amounts presented to Parliament each year.

Process for applying for the offer

Interest in accepting this offer will only be considered if a link to a published efficiency plan is received by 5pm Friday 14th October. We will provide confirmation of the offer shortly after the deadline.

Efficiency Plans

Efficiency plans do not need to be a separate document. They can be combined with Medium Term Financial Strategies or the strategy set out in the guidance (<https://www.gov.uk/government/publications/guidance-on-flexible-use-of-capital-receipts>) on how you intend to make the most of the capital receipt flexibilities if appropriate.

The Home Office will provide guidance on the criteria and sign off process for efficiency plans for single purpose Fire and Rescue authorities. All Fire and Rescue authorities, including those which are county councils, should set out clearly in their efficiency plans how they will collaborate with the police and other partners to improve their efficiency.

Process for those who do not take up the offer

Those councils that chose not to accept the offer, or do not qualify, will be subject to the existing yearly process for determining the local government finance settlement.

Allocations could be subject to additional reductions dependant on the fiscal climate and the need to make further savings to reduce the deficit.

At present we do not expect any further multi-year settlements to be offered over the course of this parliament

Harlow Council – Efficiency Plan 2016/17 – 2019/20

The Journey so far

Harlow Council is committed to improving its value for money for local residents and businesses. Despite the challenges of having some of the most ‘deprived’ neighbourhoods in the region the Council has a track record of taking tough decisions and delivering real changes in its financial and operational performance. Not only did it transform itself from CPA ‘Poor’ to ‘Good’ in three years but it has consistently illustrated its innovation in partnership working and has worked with its community to deliver tangible improvements in its economy, efficiency and effectiveness.

The above can be briefly illustrated by the following:

1. Over the last 10 years the combined efficiencies, savings and income initiatives that have been delivered equate to approximately £22 million (see Appendix One for details). This is equivalent to more than twice the total planned net budget requirement for 2016/17.
2. The management structure at Harlow Council has been reduced from a Chief Executive, four Directors and twenty two Heads of Service in 2004 to a Chief Executive, a Chief Operating Officer and five Heads of Service today. Management overheads have been significantly reduced and are in the lowest quartile of similar Councils whilst operational and financial performances have been transformed.
3. Staff numbers have been reduced from approximately 1,100 in 2003/2004 to less than 400 in 2016/17.
4. The Council was a pioneer for Big Society and has successfully worked with the community to transfer assets and ensure alternative service provision is possible where the Council has had to withdraw. Its award winning self-build for rent scheme is a further example of its innovation
5. The Council has had exhaustive reviews of services to identify opportunities to improve performance and costs through partnership working including the outsourcing of its crematorium and cemetery operations which has levered in extensive private sector expertise and investment and improved significantly customer satisfaction with the service provided.
6. The Council continues to lead partnership working with the voluntary, public and private sectors to deliver £100 + million of major regeneration projects and has, amongst other projects, delivered a new £25 million leisure centre operated by a non-profit distributing trust. Additionally 600 new homes are being delivered with approximately one third of these “affordable”. It has a track record of leveraging public investment to deliver complex projects.
7. The Council works in partnership with its neighbouring Councils, Broxbourne, Uttlesford and Epping Forest Councils, for a range of services including

environmental health, building control, internal audit and initiated a Memorandum of Understanding between the Councils for this purpose. It has also initiated a review of public sector assets within Harlow.

8. The Council was the lead Council, on behalf of the Essex Chief Executives Association, to explore partnership working opportunities for all of the twelve District Councils, the two Unitary Councils, the County Council and the Fire and Rescue Service in Essex. This has led to a number of work streams to improve joint procurement, to re-design service delivery and to drive further improvements in economy, efficiency and effectiveness.
9. Huge progress has been made in tackling anti-social behaviour, in re-defining how the Council, the Police and partners work with the voluntary sector and in encouraging people to take responsibility for themselves and their neighbourhoods.
10. The Council's General Reserve will be approximately £3.8 million at 31 March 2017. This compares to a recommended minimum level of General Reserves of £2.5 million. There is no scope to use reserves for on-going expenditure. Other reserves are earmarked for specific purposes and have already been reviewed.

The Challenge

Successive Spending Reviews will have reduced the Council's core Government support by 71% by the end of the four year deal period. This converts to projected savings requirements for the Council since 2007/08 of £22.1million, over twice its net annual budget.

Against this fiscal backdrop the Council has not been dilatory in cutting its costs and has already done much of what the Government wants Councils to do to improve performance, to reduce costs and to work with the private and voluntary sectors, to be innovative and entrepreneurial. It does not have large reserves to draw upon but it does have a consistent track record of delivery. Despite all of the challenges that it has faced it has protected front line services. It has been, and wants to remain, ahead of the 'game'. In recognition of these achievements and to support this track record, the Councils external auditor, Ernst & Young LLP have commented in their 2015/16 Value for Money assessment that –

“The Council's latest Medium Term Financial Strategy identifies a cumulative budget gap in the financial years 2016/17 to 2018/19 of £3.4million and was updated in January 2016. The assumptions made in the MTFs are reasonable and prudent. For example the council does not rely on as yet uncertain funding streams to balance its base budget.”

There are no easy ways to achieve the savings required but the Council has set out its priorities and detailed how it will aim to achieve them within its Corporate Plan 2016 – 2019 which is available via the following link –

<http://www.harlow.gov.uk/sites/harlow/files/documents/files/Corporate%20Plan%20V4.pdf>

The Medium Term Financial Strategy 2016/17 – 2019/20 is also available and details the financial challenges and confirms the figures detailed above –

<http://moderngov.harlow.gov.uk/documents/s6728/Appendix%20B%20-%20MTFS%202016-17%20to%202020-21.pdf>

A Way Forward

The Council has not been complacent and its Corporate Plan sets out the ambition it has to further improve Harlow as a place to live and work and to enhance the life opportunities of its residents. In planning to meet the financial challenges the Council has a number of key initiatives that it is currently progressing including –

- The creation of a single shareholder trading company to take on responsibility for the repair and maintenance of the Council's 10,000 houses and other property assets from 1 February 2017. It will also be responsible for delivery of environmental services to maintain open spaces and recreational areas within Harlow.
- The approval of a Customer Services Strategy and action plan to transform the way that the Council interacts and provides services to its residents and businesses. This project will run for a two year period and will involve investment to deliver improved services and cost savings in the medium term.
- The Council is working proactively with a range of partners including its neighbouring Councils, its Local Enterprise Partnership, Government Departments and the London Stansted Cambridge Corridor Consortium to facilitate the delivery of local housing and wider economic regeneration in the area. Whilst there is no financial gain factored into the Council's MTFS at this time it is anticipated that the growth that this work could generate will all assist in the medium to long term especially in light of the proposals for 100% retained business rates in the town.
- The Council is currently completing a full stock condition survey of its non-housing assets with a view to rationalising its property asset stock, reducing costs but investing where it deems there is an economic or community advantage in doing so. The survey is due to be completed in early 2017 with a view to outcomes being reflected in the financial planning process for 2018/19 and future years.

The above outlines a range of initiatives as part of its Efficiency Plan that the Council will be either commencing or continuing in the short to medium term which sit alongside its continued drive to identify efficiencies within its ongoing operations. The Council has clearly demonstrated, by its achievements over the past ten years in dealing with the significant reductions in central funding, that it will use the certainty of a four year deal to achieve further efficiencies to enable it to operate within the finance available.

REPORT TO: CABINET

DATE: 13 OCTOBER 2016

TITLE: CABINET OVERVIEW WORKING GROUP
WORK PLAN

PORTFOLIO HOLDER: COUNCILLOR WAIDA FORMAN

LEAD OFFICER: BRIAN KEANE, HEAD OF GOVERNANCE
(01279) 446037

This is not a key decision

It is not subject to Call-in procedures for the following reason: it is a decision on a procedural, operational or managerial matter.

This decision will affect no ward specifically.

RECOMMENDED that the proposed additions to the 2016/17 work plan for the Overview Working Group as detailed in appendix 1 of this report are agreed.

BACKGROUND

1. The Cabinet has previously established an Overview Working Group, cross-party Councillor body whose role is to review policy areas and make recommendations to the Cabinet for their improved effectiveness.

The Cabinet, at its 21 July 2016 meeting, agreed the proposed Overview Working Group's 2016/17 work plan.

The Overview Working Group, at its 8 September 2016 meeting agreed, subject to Cabinet approval, the following additions to its 2016/17 work plan:

- i. Treasury Management Strategy Review
- ii. Local Council Tax Support Scheme
- iii. The Medium Term Financial Strategy

ISSUES/PROPOSALS

2. **Overview Working Group Work Plan 2016/17**

The Cabinet Overview Working Group's 2016/17 work plan which includes items previously agreed by Cabinet and proposed additions made by the Working Group is attached as appendix 1 to this report.

3. Additional work plan items can be added by the Cabinet later in the year if it chooses. Any requests for additional work plan items made by the Overview Working Group will be forwarded to the Cabinet for its consideration.

IMPLICATIONS

Place (includes Sustainability)

None specific.

Author: **Graeme Bloomer, Head of Place**

Finance (Includes ICT)

None specific.

Author: **Simon Freeman, Head of Finance**

Housing

As outlined in the body of the report.

Author: **Andrew Murray, Head of Housing**

Community Wellbeing (includes Equalities and Social Inclusion)

None specific.

Author: **Jane Greer, Acting Head of Community Wellbeing**

Governance (includes HR)

None specific.

Author: **Brian Keane, Head of Governance**

Background Papers

[These are papers referred to in the preparation of the report that are not attached as appendices but that are available for public or Councillor study.]

None.

Glossary of terms/abbreviations used

OWG – Overview Working Group

Cabinet Overview Working Group – Work Plan 2016/17

Items agreed at 21 July 2016 meeting of the Cabinet	<ol style="list-style-type: none">1. Non-Housing Asset Management Strategy2. Economic Development Strategy for Harlow
Additional items proposed at 8 September 2016 meeting of the Cabinet Overview Working Group	<ol style="list-style-type: none">3. Treasury Management Strategy Review4. Local Council Tax Support Scheme5. The Medium Term Financial Strategy

**MINUTES OF THE CABINET OVERVIEW WORKING GROUP
HELD ON**

8 September 2016

7.30 - 7.50 pm

PRESENT

Overview Working Group Members

Councillor Ian Beckett (Chair)
Councillor Simon Carter
Councillor Maggie Hulcoop
Councillor Clive Souter

Officers

Graeme Bloomer, Head of Place
Jane Greer, Head of Community Wellbeing
Lisa Thornett, Corporate Support Officer

1. **APOLOGIES FOR ABSENCE**

Apologies were received from Councillors David Carter, Mark Ingall and Rod Truan.

2. **DECLARATIONS OF INTEREST**

None.

3. **MINUTES**

RESOLVED that the minutes of the meeting held on 10 March 2016 be agreed as a correct record.

4. **MATTERS ARISING**

None.

5. **WORK PLAN 2016/17**

The Working Group received a report that outlined its work plan items set out by Cabinet for the current year.

There were two items from the Overview Working Group's 2015/16 work plan that was not completed which members thought should be added to the 2016/17 work plan. There were three additional items that Councillors thought should be added to the work plan of this group.

RESOLVED that:

A The 2016/17 Work Plan is noted.

B That the review of Pets Corner and the Update on the Town Centre be carried forward from the 2015/16 Work Plan.

As part of **B** above the Pets Corner Working Party should meet as soon as possible so that the review will meet its report dates.

An update on the Town Centre was due, Jane Greer, Head of Community Wellbeing, agreed that a brief update will be given to the Group and a full summary will be given to the Group in January 2017.

C The following items were agreed to be added to the work plan for the meeting on the 20 October 2016, subject to Cabinet approval:

- i. Treasury Management Strategy Review
- ii. Local Council Tax Support Scheme
- iii. The Medium Term Financial Strategy

6. **MATTERS OF URGENT BUSINESS**

None.

CHAIRMAN OF THE OVERVIEW
WORKING GROUP

HOUSING STANDARDS BOARD

Minutes

13 September 2016

7.00pm – 8.25pm

PRESENT:

Committee Members

Cllr Mark Wilkinson (Chairman) (MW),
 Cllr Bob Davis (BD)
 Cllr Simon Carter (SC)

Leasehold Representative:

Darrell Thomas

Officers:

Andrew Murray (AM)
 Zulfi Kiani (ZK)
 Cara Coxhead (CC)
 Phil McRae
 Jenny Pearce (JP)

Tenant Representatives:

Property Standards Panel:

Hugh Hoad (HH)
 Sheila Robson (SR)

Tenancy Standards Panel:

Jane Steer (JS)

		Action
1.	<p><u>Apologies</u></p> <p>Cllr Bill Pryor (BP), Jim Preston (JPr), Wendy Makepeace (WM)</p>	Noted
2.	<p><u>Declaration of Interest</u></p> <p>Cllr Simon Carter and Cllr Bob Davis declared an interest in HTS Group.</p>	Noted
3.	<p><u>Minutes of last meeting (12.07.16) and Matters arising</u></p> <p>Minutes of the last meeting were approved.</p> <p>Name cards were provided for the meeting.</p> <p><i>Cabinet Workplan:</i> The Joint Finance and Performance Report (JFPR) was circulated after the meeting.</p> <p><i>Housing Performance Reports:</i> Changes made to the reports – see agenda item 5</p>	<p>Noted</p> <p>Noted</p> <p>Noted</p> <p>Noted</p>
4.	<p>Cabinet Work plan 2016/17</p> <p>The report and the following was noted.</p> <p>The review of the allocations policy scheduled for November cabinet</p>	<p>Noted</p> <p>Noted</p>

	has been removed due to the delay in receiving Government Guidance.	
5.	<p>Housing Performance Reports</p> <p>Performance reports and the following was noted:</p> <p><i>BVPI 66A – Rent collected as a proportion of rents owed on the HRA dwellings.</i> Forward forecast is to achieve targets set.</p> <p>Current arrears balances as at 28.08.16 is £1.398m with total prepaid of £449,658. It has been requested that that this information be made available quarterly.</p> <p><i>Modern Works Programme:</i> Internal Works – Kier SCAPE – It is anticipated that the works will be completed by 31 December 2016. This is being monitored closely and reported to JPRM on a monthly basis.</p> <p>Energy Works – number of projects have been commenced as part of the Councils Asset Management Plans. Consultation on the schemes are ongoing with further consultations planned in the coming weeks.</p> <p>Current “no-access” figures were discussed and it was suggested that an article be put into the next Harlow Times highlighting that if the tenant/leaseholder is taken to court, then any court charges could be charged together with the current amount.</p>	<p>Noted</p> <p>Noted</p> <p>Noted</p> <p>Noted</p> <p>ZK</p>
6.	<p>HRA Business Plan Review Timetable</p> <p>The draft report was approved and will be reported monthly to HSB.</p> <p>It was noted, that the Council is still awaiting Government Guidance around the Housing & Planning Act which may have an impact on the this timetable.</p>	<p>ZK</p> <p>Noted</p>
7.	<p>Independent Landlord Survey</p> <p>The draft report and its reporting was approved. Timescales noted.</p> <p>Task and Finish group to be set up to look at the survey questions to ensure that it is numbered correctly, to look at the number of options available to select when responding to the questions and the look for any omissions in the questions.</p> <p>This survey is discretionary on behalf of the Council, who are currently looking at what other authorities do, whether it meets the</p>	<p>Noted</p> <p>ZK</p> <p>ZK</p>

	required customer profiling and the frequency.	
8.	Tenant & Leaseholders Conference Agenda 15 October 2016 The draft agenda was agreed that there would be an opportunity of questions to be asked and answered after each presentation, with a further opportunity at the end of the conference.	ZK
9.	Briefing Notes: The briefing notes were noted.	Noted
10.	Current Consultations: None	Noted
11.	Formal questions and answers None	Noted
12.	Any other Business None	Noted

The Date of the Next meeting is: 18 October 2016

Minutes of the Environmental SIT meeting were attached the papers but were for information only.

Background Papers

NB: These are papers referred to in the minutes of this meeting and are not attached as appendices but that are available for the public or Councillors to study.
There were no additional reports.

**MINUTES OF THE HARLOW LOCAL HIGHWAYS PANEL
HELD ON**

15 September 2016

10.00 - 11.09 am

PRESENT

Committee Members

Councillor Eddie Johnson, Essex County Council (Chairman)
Councillor Mike Danvers, Essex County Council (Vice-Chair)
Councillor Karen Clempner, Essex County Council
Councillor Tony Hall, Harlow District Council
Councillor Danny Purton, Harlow District Council
Councillor Clive Souter, Harlow District Council

Officers

Rissa Long, Highways Liaison Officer, Essex County Council
Sonia Church, Highways Liaison Manager, Essex County Council
Joe McGill, Properties, Facilities and Projects Manager, Harlow Council
Lisa Purse, Corporate and Governance Support Officer, Harlow Council

Other Members

Councillor Sue Livings
Councillor Simon Carter

1. **INTRODUCTIONS AND APOLOGIES**

The Chairman welcomed all attendees to the meeting and invited Councillors and Officers to introduce themselves.

Apologies for absence were received from Essex County Councillor Tony Durcan and Harlow Councillor David Carter.

2. **DECLARATIONS OF INTEREST**

None.

3. **ELECTION OF CHAIRMAN AND VICE CHAIRMAN**

The Chairman called for nominations for Chairman of the Panel 2016/17. Councillor Mike Danvers nominated Councillor Eddie Johnson and Councillor Clive Souter seconded the nomination.

RESOLVED that Councillor Eddie Johnson is appointed Chairman of the Panel 2016/17.

The Chairman called for nominations for Vice Chairman of the Panel 2016/17. Councillor Eddie Johnson nominated Councillor Mike Danvers and

Councillor Karen Clempner seconded the nomination.

RESOLVED that Councillor Mike Danvers is appointed Vice Chairman of the Panel 2016/17.

4. **MINUTES OF LAST MEETING AND MATTERS ARISING**

RESOLVED that the minutes of the meeting held on 29 June 2016 are agreed as a correct record.

With reference to minute 3 b, Councillor Karen Clempner asked for an update on the removal of redundant bus shelters in Little Parndon. Rissa Long, Highways Liaison Officer advised that there was no update available at this time.

5. **PUBLIC QUESTIONS**

One member of the public and one Harlow Councillor had submitted written questions (supplementary agenda) and were in attendance to address the Panel. The following responses were provided:

Mr David Whitaker, 52 Pilkingtons, Harlow.

Officers advised that since this issue was discussed at the 29 June 2016 meeting of this Panel an on-site validation had been carried out and Mr Whitaker's suggestions had been considered. Mr Whitaker was pleased that signage and installation of bollards initiatives had been deemed necessary at the location and that further measures would be considered in April 2017 when further budget becomes available.

Councillor Sue Livings

Question 1

In response to a question concerning a dangerous junction at Bury Road and Old Road, Councillor Livings was advised to submit a request form to rissa.long@essexhighways.org for a viable solution.

Question 2

Councillor Livings advised that this issue had been resolved.

Roundabout at London Road

The Panel discussed the roundabout at London Road and the surrounding area. It was acknowledged that the surface of the road requires repair however this is not within the remit of the Panel.

6. **UPDATE ON SCHEMES APPROVED**

The Panel received a report from Essex County Council on the status of schemes approved 2013/14, 2014/15, 2015/16 and 2016/17.

Rissa Long provided some further updates on several of the listed schemes as follows:

LHAR142009 – Church Langley Way – 2 x VAS signs had been installed and a survey would be carried out after one year.

LHAR153001 – Town Wide – The Panel was advised that this scheme had been completed as per appendix 1 of the agenda pack.

LHAR152026 - Second Avenue – The signal heads had been removed.

LHAR163001 – Harlow general – Councillor Danny Purton asked that one additional pedestrian drop kerb be included in batch 4. Officers advised that batch 4 had been funded however this would be considered and that Councillor Purton should submit this request in writing.

Councillor Mike Danvers requested that the traffic regulation orders relating to the two locations below be 9am – 5pm rather than 6am – 8pm. Officers advised that this would be considered and that the request should be submitted in writing.

LHAR165002 – Harlow, Minchen Road 150035051005 Blackbush Spring Adj

LHAR165001 - Harlow, Minchen Road 150035051005 Blackbush Spring Opp

With reference to 2016/17 approved schemes, items 26 – 29, the Panel discussed whether the schemes could be funded from NEPP rather than Essex County Council. It was agreed that it would be useful for a representative from NEPP to attend the HLHP to improve joint up working.

RESOLVED that the report is noted.

7. **POTENTIAL SCHEME LIST**

The Panel received a list of potential schemes for 2017/18 from Essex County Council.

Rissa Long reminded the Panel that all 2017-18 funding had been allocated and advised that despite this, request forms for potential schemes would be issued to Panel members in the near future.

Passenger Transport

1500IM1433 Tithelands – Councillor Karen Clempner advised that this scheme had been completed.

1500POTERST3 Red Lion – Joe McGill Properties, Facilities and Projects Manager indicated that it would be useful to liaise with Harlow Council Regeneration Officers regarding the design of Prentice Place when planning this scheme.

The following potential schemes were also discussed:

- a) It was confirmed that the Panel would be asked to approve the introduction of a zebra crossing and an advisory 20mph speed limit in the vicinity of William Martin Primary School in early 2017.
- b) A one way system in Longbanks was proposed, similar to that in operation at Millwards and Officers advised that a completed request form would be required for this Panel to consider approval of a feasibility study when funding becomes available in 2017.
- c) The Panel discussed a possible major scheme to allow buses to drop passengers at Sainsbury's at 5th Avenue which would involve the introduction of a bus layby between 1st Avenue and the nearby roundabout with an underpass and a footpath to Sainsbury's. Officers advised that a completed request form would be required for this Panel to consider approval of a feasibility study when funding becomes available in 2017.

8. **S106 (FOR INFORMATION)**

The Panel received a Section 106 information report from Essex County Council which listed items in the programme.

9. **ANY OTHER BUSINESS**

- a) Councillor Tony Hall raised the idea of driverless cars and was advised that David Sprunt would consider this when looking at the future of the town.
- b) The dilapidated condition of the raised midi roundabout at the location of Northgate was discussed. It was reported that part of the roundabout had been removed by Essex County Council for safety reasons which has contributed negatively to the appearance of the town. The Chairman advised that although this was not within the remit of the Panel it would be investigated.
- c) The Panel received a map of Southern Way indicating the distance from residents homes at different locations along the road. It was explained that HGV vehicles using this route cause high levels of

noise and vibration along Southern Way. Alternative routes for HGV vehicles were discussed. The Panel agreed that NEPP would be asked for a weight restriction on 3rd Avenue Road leading to GSK at their next meeting.

10. **DATE OF NEXT MEETING**

31 January 2017 at 7pm
29 March 2017 at 10am

CHAIRMAN OF THE PANEL