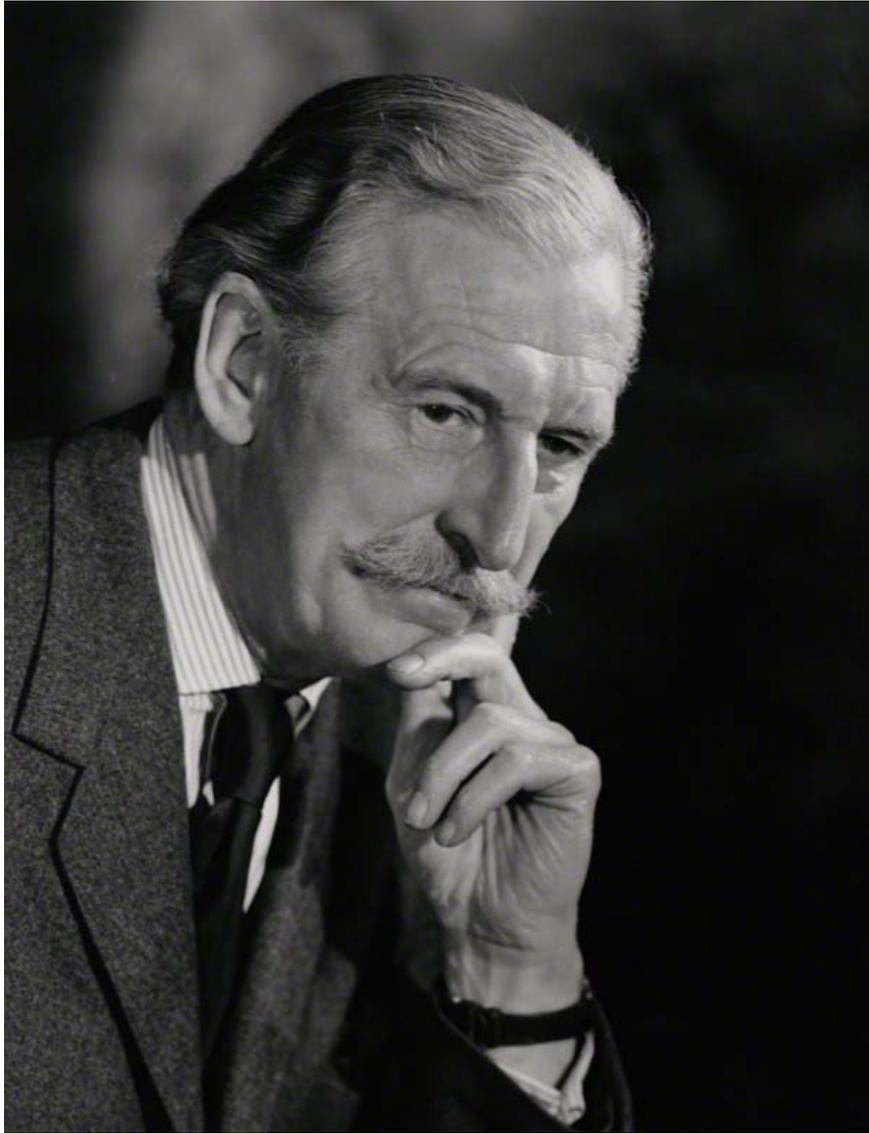


Harlow Local Development Plan Pre-Submission Publication May 2018





SIR FREDERICK ERNEST GIBBERD
MASTERPLANNER OF HARLOW NEW TOWN
1908 – 1984

Gibberd described Harlow as:
“An organism which would go on changing and being rebuilt
as the needs of the people altered”

Footnotes:

Photograph of Frederick Gibberd by Walter Bird, 3 July 1967. © National Portrait Gallery. Image reproduced under Creative Commons licence

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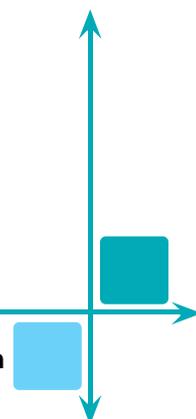
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Background

This document is the Harlow Local Development Plan: Pre-Submission Publication (the “Local Plan”).

Your views are sought on whether the Local Plan is sound.

The soundness is important because the Local Plan has to be found sound at a Public Independent Examination so it can be adopted and used by the Council.

In checking whether the Local Plan is sound, you should consider whether it:

- has been prepared using strong evidence;
- identifies strategic development which can be delivered by the end of the Local Plan period in 2033;
- sufficiently plans for Harlow’s housing, infrastructure and employment needs;
- sufficiently protects environmental assets, such as the Green Wedges and Local Wildlife Sites; and
- is consistent with national policies (which place great emphasis on the need for sustainable development).

More information on the tests of soundness can be found in Chapter 1.

The Publication period is Thursday 24 May 2018 to Friday 6 July 2018.

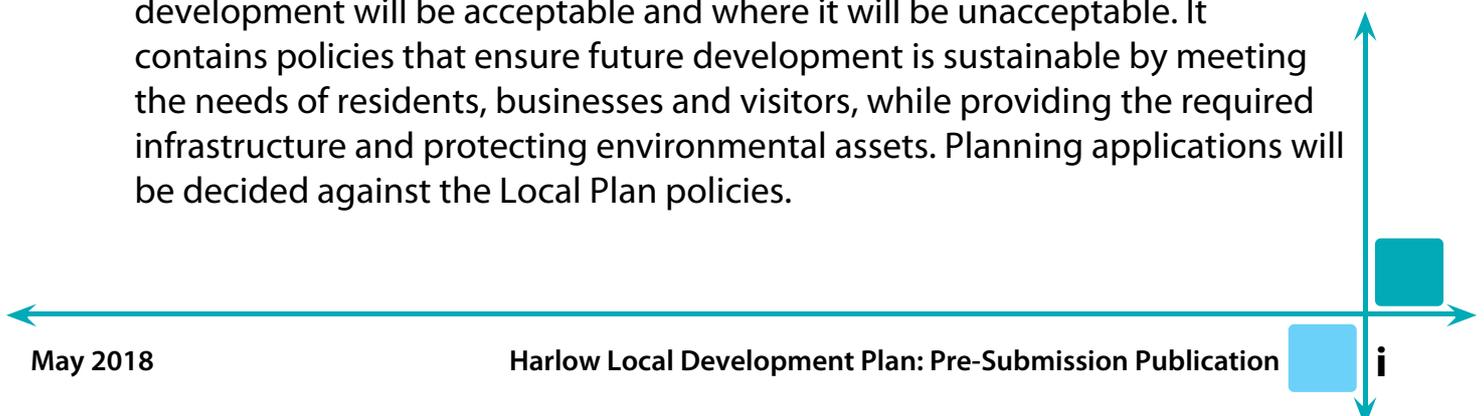
Can I view this document online?

You can download the Local Plan, Policies Map and all supporting documents on the Council’s website at www.harlow.gov.uk/local-plan

The Local Plan, Policies Map and certain supporting documents are also available to view, during normal opening hours, at the Harlow Civic Centre, Latton Bush Centre and libraries in Harlow.

What does the Local Plan say?

The Local Plan sets out a long-term vision for Harlow, identifying land where development will be acceptable and where it will be unacceptable. It contains policies that ensure future development is sustainable by meeting the needs of residents, businesses and visitors, while providing the required infrastructure and protecting environmental assets. Planning applications will be decided against the Local Plan policies.



The Policies Map, which maps the planning policies and proposals across Harlow, accompanies the Local Plan, along with other documents such as the Sustainability Appraisal and Infrastructure Delivery Plan.

The policies in the Local Plan are justified by an Evidence Base, which includes studies such as the Strategic Housing Market Assessment (SHMA) and the Green Belt Review.

I'm interested in a particular topic. Where can I find it?

It is important to read the Local Plan as a whole to understand the context and all issues, and the Contents pages help navigate the document. However, a number of issues were highlighted during previous Local Plan consultations as being particularly important. The table below details the chapters where the *main* information can be found on these issues:

ISSUE	MAIN RELEVANT CHAPTERS	
	Strategic Growth Strategy	Development Management
NEW INFRASTRUCTURE What is required?	11. Strategic Infrastructure Requirements	17. Infrastructure
GREEN SPACES How will they be protected?	10. Linking Development Sites to the Wider Environment	13. Placeshaping
TOWN CENTRE How will it be redeveloped?	9. Retail Ambitions and Town Centre Redevelopment	15. Prosperity
NEW HOUSING Where and how much will there be?	7. Housing Strategy and Growth Locations	14. Housing

What happened with the previous consultations?

Previous consultations on the Local Plan have been considered throughout its preparation. More information on this can be found in Chapter 1.

Once adopted, the Local Plan will replace the Adopted Replacement Harlow Local Plan which was adopted in 2006.

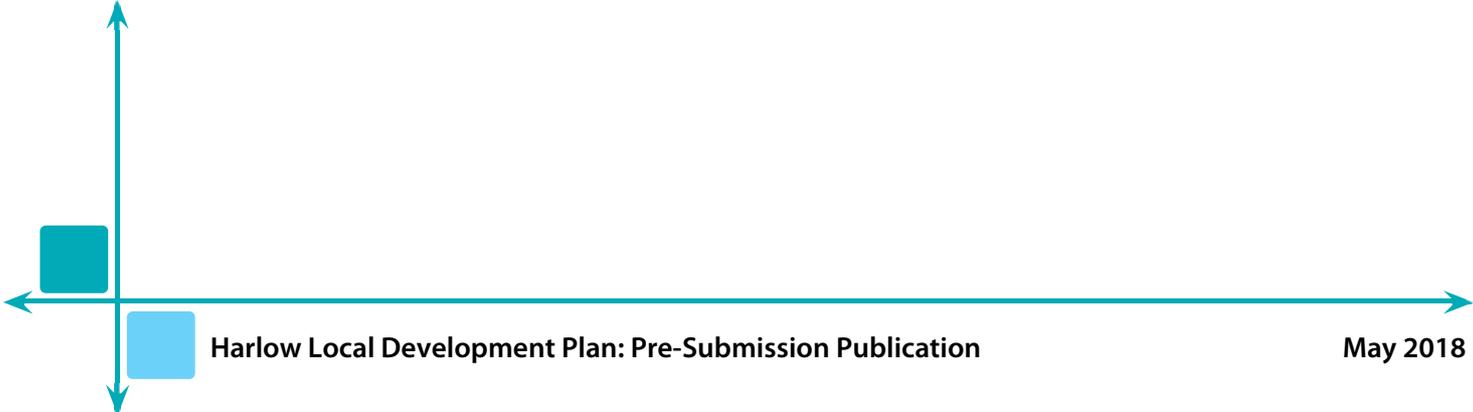
How can I get more information?

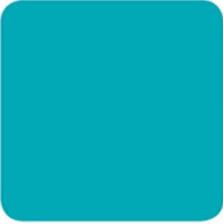
You can contact Forward Planning at Harlow Council by phoning (01279) 446 897 or by emailing myharlow@harlow.gov.uk.

This document and the Publication process have been prepared under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) and is compliant with the Council's Statement of Community Involvement (SCI).



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CONTEXT, VISION AND OBJECTIVES

1. Introduction



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CONTEXT, VISION AND OBJECTIVES

1. INTRODUCTION

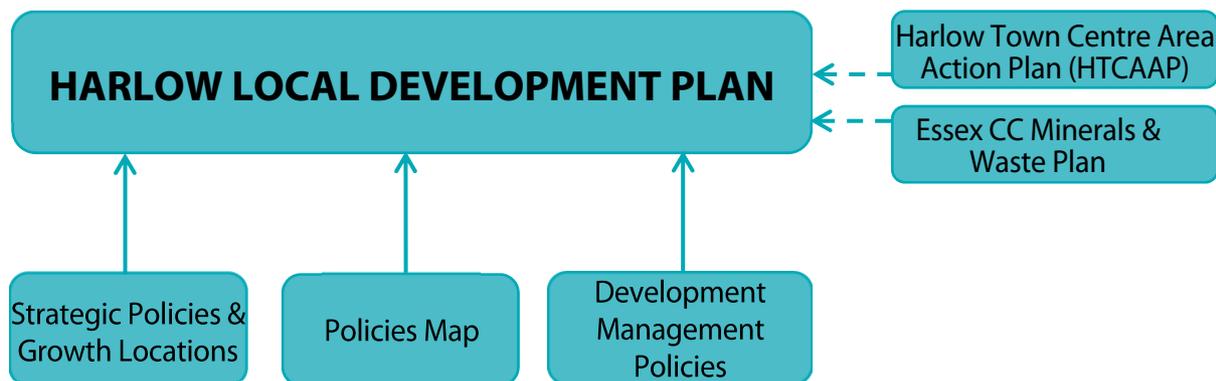
- 1.1 The Harlow Local Development Plan (known as the 'Local Plan' for brevity) sets out the long-term planning vision for the district and aims to guide future development across Harlow during the Local Plan period². The Local Plan ensures that development in the district is sustainable and meets the needs of residents, businesses and visitors to the area. Once it has been found sound and subsequently adopted, the new Local Plan will supersede the Adopted Replacement Harlow Local Plan (2006) and will become the basis upon which planning applications are determined³.
- 1.2 The Local Plan is underpinned by a number of key Strategic Objectives. These are supported by policies in the Strategic Growth Strategies, which provide an overarching planning framework and set out the district's development needs, together with Development Management policies. A Policies Map accompanies the Local Plan, which illustrates the policy themes, areas where existing land uses will be protected and areas for growth and regeneration. The Local Plan must be read as a whole and alongside national policies. The Evidence Base, which contains studies such as the Retail Study and Employment Land Review, provides evidence to justify the policies in the Local Plan.
- 1.3 The Local Plan has been prepared in accordance with national legislation and guidance, including the Town and Country Planning (Local Planning) Regulations 2012 (as amended), the National Planning Policy Framework (NPPF) and Planning Practice Guidance.
- 1.4 An Infrastructure Delivery Plan (IDP) has also been prepared to identify the infrastructure required to support the future levels of growth across the district. A separate Area Action Plan is being prepared to provide a detailed planning framework to deliver growth and regeneration in and around Harlow Town Centre.
- 1.5 The components of the Local Plan are illustrated in Fig. 1.1.

Footnotes:

² The Local Plan Period is 1 April 2011 to 31 March 2033.

³ Proposals relating to Minerals and Waste are determined by Essex County Council against the policies and proposals in their Minerals and Waste Local Plan, unless there are material considerations which indicate otherwise.

Fig. 1.1: Components of the Harlow Local Development Plan



- 1.6 Once adopted, the Local Plan will replace the Adopted Replacement Harlow Local Plan (2006). It will be kept under review in response to changes in local needs and conditions and national policies. Its effectiveness will be monitored over time against a set of indicators.
- 1.7 The Local Plan will be examined by an independent Inspector to assess whether it has been prepared in accordance with the Duty to Co-operate, legal and procedural requirements, and whether it is sound. According to national policies, a Local Plan is considered sound if it meets four tests:
- **1. Is it positively prepared?** It should be based upon a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
 - **2. Is it justified?** It should be the most appropriate strategy, when considered against the reasonable alternatives, based upon proportionate evidence
 - **3. Is it effective?** It should be deliverable over the Local Plan period and based upon effective joint working on cross-boundary strategic priorities
 - **4. Is it consistent with national policy?** It should enable the delivery of sustainable development in accordance with national policies.
- 1.8 In the production of the Local Plan, consideration has been given to responses received during a number of consultations, which are summarised below.

The Preparation of the Harlow Local Development Plan

Issues and Options Consultation (2010)

- 1.9 The Adopted Replacement Harlow Local Plan (July 2006), which was based upon the concepts set out in Sir Frederick Gibberd’s original master plan for Harlow New Town, replaced the previous Local Plan adopted in 1995.
- 1.10 In 2010, the Council began the preparation of a new Local Plan and consulted on an Issues and Options document. This proposed a number of objectives for the district, based around five key themes: Placeshaping, Housing, Prosperity, Infrastructure and Lifestyles.

- 1.11 As well as seeking views on these key themes, the Council consulted on a series of potential growth options around Harlow, based on housing numbers identified in the now-revoked East of England Regional Spatial Strategy (RSS). These options, which were based on the potential need for 11,000 new dwellings in locations around Harlow, are set out in Fig. 1.2.

Fig. 1.2: Growth Options in the Issues and Options consultation (2010)

Option A RSS: Northern Led	Based on requirements set out in the RSS (undergoing the process of revocation at the time) which placed the bulk of the housing to the north of Harlow, with some more growth to the east but very little development to the west and south
Option B Policy-led	Disbursed growth, evenly distributed around the edges of Harlow, thereby taking into consideration all alternatives
Option C Combined criteria-led	Majority of growth located to the east and south, with no development to the north and very little development to the west, reflecting a range of environmental criteria
Option D Regeneration-led	Maximising regeneration potential, this option allocated growth to the north, east and south, with very little development to the west
Option E Sustainable transport-led	Growth would be concentrated along major transport routes or where transport would be enhanced, this mostly being to the east but with major growth also located to the north and west

- 1.12 The responses to the Issues and Options consultation showed there was little support for the growth levels identified in the RSS but strong support for growth to meet local housing needs. The majority of respondents considered that growth should be located in areas that would maximise the ability to regenerate Harlow and, in particular, that protection should be afforded to the district's Green Wedges. Transport and infrastructure issues were also highlighted as matters that required resolution before large-scale development took place.
- 1.13 Other issues raised included the validity of the growth figures considered in the RSS given that, at the time of the consultation, the RSS was undergoing the process of revocation; the desire for growth to be determined by local needs; and the fact that Harlow itself would be unable to allocate land for growth outside of its administrative boundaries.

Emerging Strategy and Further Options Consultation (2014)

- 1.14 The Council subsequently consulted on the Emerging Strategy and Further Options document in 2014. This document reflected the changes made to the plan-making system through the enactment of the Localism Act 2011, the publication of the NPPF and the revocation of the East of England RSS. This meant the future development needs of the district, based on an assessment of local social, economic and environmental conditions, would be determined through the preparation of a new Local Plan.

1.15 As a result of emerging evidence and the need to identify a suitable housing number for Harlow’s local needs, the consultation contained a number of potential housing options. These options were based on work undertaken by consultants who concluded that to make Harlow a sustainable place to live, work and visit, it would require a high level of growth to boost regeneration and to attract investment. The consultation document presented five development scenarios and housing target figures as set out in Fig. 1.3.

Fig. 1.3: Growth Scenarios in the Emerging Strategy and Further Options Consultation (2014)

Scenario A – Do Nothing More: 3,929 dwellings and loss of 1,207 jobs	This option assumed that no more housing is built in Harlow other than those locations which already benefit from planning permission
Scenario B – Meeting Development Needs: 7,485 dwellings and 3,057 jobs	This option reflected demographic modelling undertaken at the time
Scenario C – Jobs Led: 11,490 dwellings and 8,060 jobs	This option looked to provide enough jobs in Harlow to meet the district’s economic aspirations and a level of housing set to ensure sufficient people of working age
Scenario D – Growing Centre: 15,000 dwellings and 12,099 jobs	This option assessed the approximate level of development set out in the RSS
Scenario E – Transformed Centre: 20,000 dwellings and 18,121 jobs	This option was based upon sufficient growth to support a ‘transformed’ Harlow Town Centre (particularly in retail and leisure)

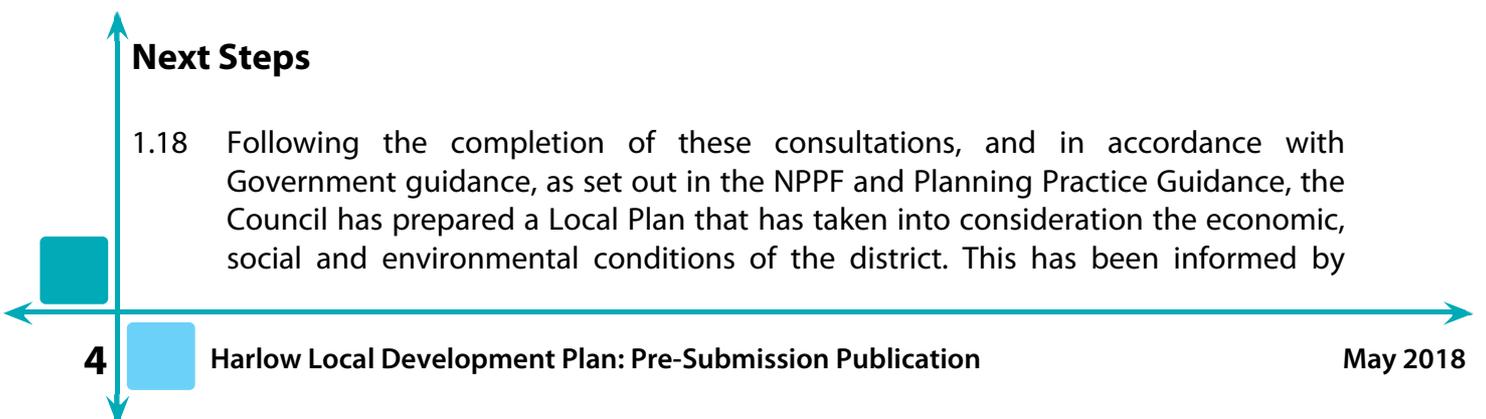
1.16 Respondents to the consultation identified the need for Harlow to provide for high levels of growth in order to tackle existing issues around affordability, infrastructure provision, regeneration needs and investment opportunities. Respondents also recognised the need for the Council to work closely with its neighbouring authorities through the Duty to Co-operate to facilitate such growth.

Development Management Policies Consultation (2017)

1.17 In 2017, the Council invited comments on the emerging Development Management policies. The policies will guide future development across the district and provide a regeneration strategy up to 2033. These provide a detailed planning framework which will be used to assess planning applications and underpin a number of overarching Strategic policies that will be contained in the Local Plan. A number of responses were received and, where appropriate, the policies were modified.

Next Steps

1.18 Following the completion of these consultations, and in accordance with Government guidance, as set out in the NPPF and Planning Practice Guidance, the Council has prepared a Local Plan that has taken into consideration the economic, social and environmental conditions of the district. This has been informed by



technical evidence that indicates the future housing, retail and employment needs, together with the identification of the necessary supporting infrastructure, balanced against the need to protect key environmental assets. The strategic implications of the evidence has been prepared and considered in collaboration with the adjoining District Councils of East Hertfordshire, Epping Forest and Uttlesford, in accordance with the obligations of the Duty to Co-operate as set out in the Localism Act 2011.

The Policies Map

- 1.19 The Local Plan has been developed around a number of themes and these are reflected, where appropriate, in the allocations and designations shown on the Policies Map.

Placeshaping

- 1.20 The Policies Map shows the extent of the Green Belt in Harlow together with the network of Green Wedges and Green Fingers, as well as protected biodiversity assets in the district.
- 1.21 The Policies Map also indicates the boundaries and locations of Harlow's heritage assets and historic environment, including Conservation Areas, listed buildings, Scheduled Monuments and areas of archaeological value.
- 1.22 The Environment Agency regularly updates flood zone areas and areas susceptible to surface and ground water flooding in the district. The Council's website provides links to more up-to-date information provided by the Environment Agency on flood warnings, river levels and flood risk maps.

Housing

- 1.23 Housing allocations, including the Strategic Housing Site East of Harlow (a new Garden Community), are shown on the Policies Map. The boundaries indicate the extent of the allocation areas, but they do not necessarily reflect the extent of the land that will be developed; this will be subject to a detailed assessment as part of a planning application or master planning exercise. The northern part of the Strategic Housing Site East of Harlow extends into the adjacent district of Epping Forest; the extent of the part in Epping Forest will therefore be allocated in the Epping Forest Local Plan.

Prosperity

- 1.24 The Policies Map outlines the hierarchy of retail centres across the district including Neighbourhood Centres and the Hatches. It should be noted that a separate Area Action Plan is being prepared for Harlow Town Centre that will be accompanied by a detailed inset map, which will show major regeneration areas in the town centre, as well as primary and secondary frontages.

Lifestyles

- 1.25 Other Open Spaces, cultural and recreation facilities, and other community buildings and facilities are not shown on the Policies Map because they can vary in size and scale. They are, however, protected through the policies in the Local Plan.

Infrastructure

- 1.26 Where appropriate and where specific details are known at the time of publication, the location of the key infrastructure needed to support development will be shown on the Policies Map.

Evidence Base

- 1.27 The Local Plan has been informed by a number of key pieces of evidence which are available for inspection on the Council's website at www.harlow.gov.uk/evidence

Sustainability Appraisal and other supporting documents

- 1.28 The Local Plan has been subject to a Sustainability Appraisal (SA) which has assessed the potential economic, environmental and social effects of the Local Plan. This is also subject to consultation and can be found on the Council's website. In addition a Habitats Regulation Assessment and Equalities Impact Assessment have been undertaken.

Duty to Co-operate

- 1.29 The Localism Act 2011 places a duty on Councils to co-operate on planning issues that cross administrative boundaries, particularly those which relate to strategic priorities. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.
- 1.30 The Council has worked closely with neighbouring authorities, statutory bodies and other interested parties in preparing the Local Plan. In order to deliver the wider growth strategy for Harlow, a number of key pieces of evidence have been jointly prepared with other local Councils. This includes a Strategic Housing Market Assessment (SHMA) which sets out the housing need for the Housing Market Area (HMA) and a Site Selection Report which appraises all of the development sites around Harlow.
- 1.31 The Council has also worked closely with other authorities to assess the cumulative impact of growth on the strategic highway network, leading to the identification of a number of mitigation measures. A joint Memorandum of Understanding (MoU) with Highways England, Essex and Hertfordshire County Councils and East Hertfordshire, Epping Forest and Uttlesford District Councils has been prepared endorsing improvements to the highway network, including the new M11 Junction 7a. Additionally, a MoU has been prepared, focussing on the management of growth from development on the Epping Forest Special Area of Conservation to ensure no adverse effects on integrity of the SAC.

- 1.32 A MoU has also been prepared with East Hertfordshire, Epping Forest and Uttlesford District Councils which sets out the distribution of Objectively Assessing Housing Need across the area. The MoUs are available to view on the Council's website.
- 1.33 The Council has held a series of meetings and discussions with infrastructure providers to ensure the right level of infrastructure and investment are in place to deliver the growth in and around Harlow. This includes transport infrastructure (both public and private), education, healthcare provision, utilities, social care provision, waste and crematorium space. The information gathered from these discussions has led to the creation of the IDP.

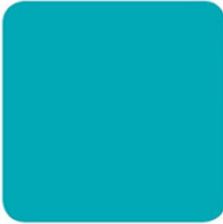
Harlow and Gilston Garden Town

- 1.34 Harlow, Epping Forest and East Hertfordshire District Councils and strategic partners have come together to facilitate growth through the development of new Garden Communities, which are to be delivered as part of the Harlow and Gilston Garden Town. This will enable the development and identification of clear design principles tailored to the unique characteristics of Harlow and the Gilston area.
- 1.35 This is based upon a common set of values, objectives and a commitment to secure the delivery of growth across the area, reflecting close cross-boundary working between Harlow, Epping Forest, East Hertfordshire District Councils and strategic partners. Harlow and Gilston Garden Town lies in the core area of the London Stansted Cambridge Corridor.

Applying the policies in the assessment of planning applications

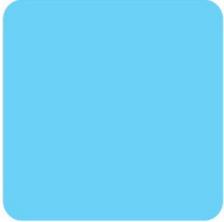
- 1.36 Upon receipt of a valid planning application, the proposed development will be assessed on the relevant Strategic policies and Development Management policies in the Local Plan. The Minerals Local Plan and the Replacement Waste Local Plan prepared by Essex County Council and Southend-on-Sea Borough Council are the relevant Local Development Plans in respect of minerals and waste matters in the district. The Harlow Local Plan does not duplicate the Minerals Plan or Waste Plan. The policies in this document do not repeat national guidance or policy. Therefore, where a local policy is absent or silent, it is because adequate national policies exist.
- 1.37 Supplementary Planning Documents (SPDs) support and provide more detail to certain policies, such as the Council's Design Guide, which may be a material consideration in the assessment of planning applications.
- 1.38 Each planning application will be assessed on its own merits, taking account of all relevant planning policies and material considerations. While an application may be supported by any single policy, this does not mean that permission will be granted. An application must satisfy relevant policies, both Strategic and Development Management. Matters of interpretation on whether a policy is relevant and whether an application satisfies relevant policies are for the Council to determine.

- 1.39 When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development as set out in national policies and guidance. The Council will work proactively with applicants to find solutions to secure development that improves the economic, social and environmental conditions in the district. The Council may grant permission with planning conditions attached which ensure that the development accords with the Local Plan policies.
- 1.40 Planning applications which accord with the policies in the Local Plan will be approved, unless material considerations indicate otherwise. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, the Council will grant permission unless national policies or material considerations indicate otherwise, taking into account whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits.
- 1.41 There may be some instances where a proposal may not satisfy all policy criteria, but may be deemed acceptable when considered against all material considerations. Alternatively, there may be occasions where an application satisfies all policy criteria, but due to overriding material considerations, may still be considered unacceptable.
- 1.42 The Council will monitor and review policies in order to assess their performance in relation to meeting the Council's Core Priorities. They will be reviewed in the Council's Authority Monitoring Reports (AMRs).



CONTEXT, VISION AND OBJECTIVES

2. Spatial Context

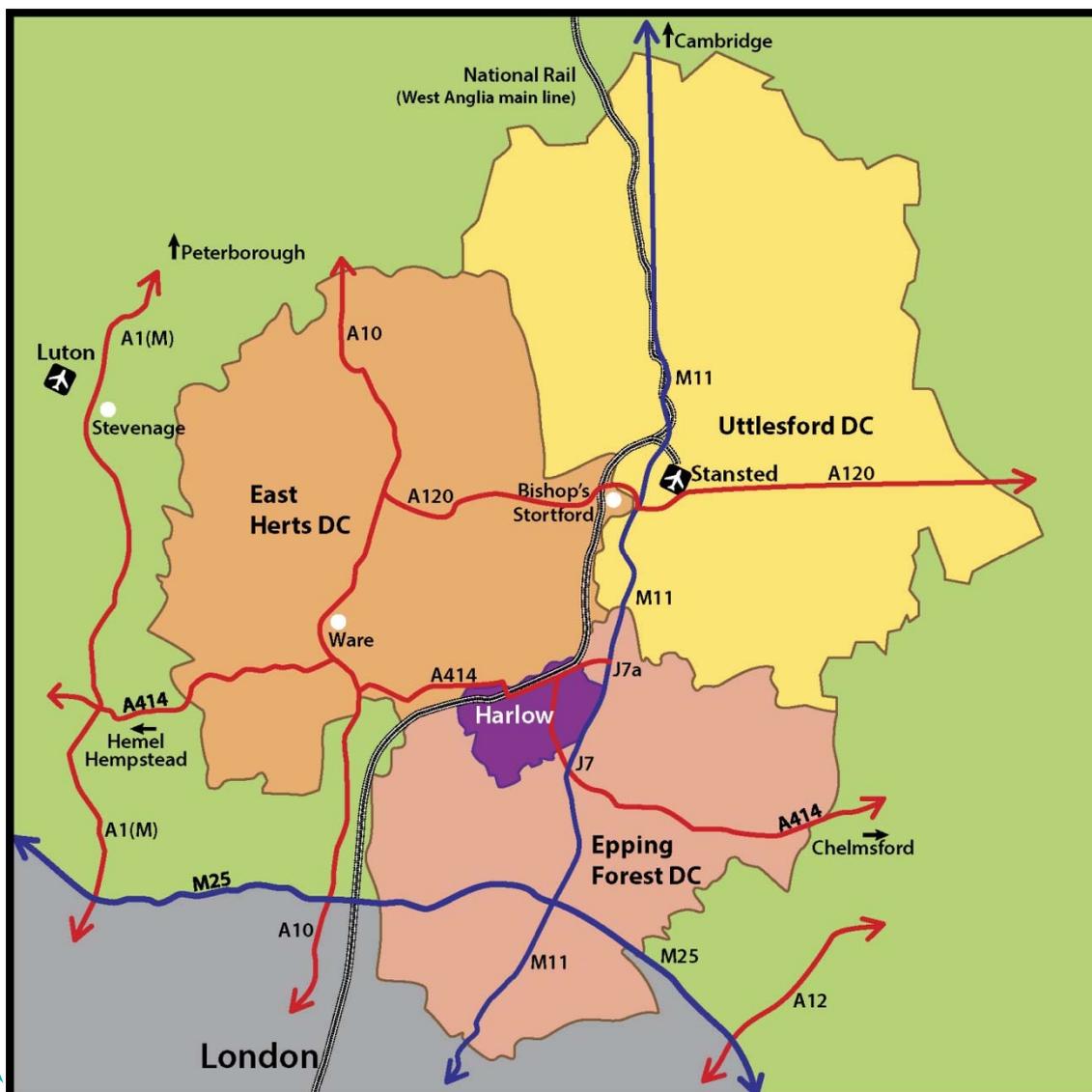


2. SPATIAL CONTEXT

Where is Harlow?

- 2.1 Harlow is located in the west of the County of Essex and is bordered by Epping Forest district to the south, west and east; and East Hertfordshire district (in the county of Hertfordshire) to the north (see Fig. 2.1).
- 2.2 It is 38km north of London and 50km south of Cambridge. It has good access to the M11 and the West Anglia Mainline railway and Stansted Airport is located 24km to the north-east. Harlow is the smallest local authority area in Essex, with a land area of 30.5sqkm.

Fig. 2.1: Map of Harlow and its spatial setting



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The Evolution of Harlow

- 2.3 Between 1946 and 1970, 21 New Towns were designated in the UK under the New Towns Act, primarily to rehouse communities displaced by bomb damage caused during the Second World War. The New Towns were influenced by Garden Cities, formulated by Sir Ebenezer Howard in the late 1800s to deliver settlements which combined the best of town and country and offered alternatives to the polluted, industrial towns of the Industrial Revolution.
- 2.4 In September 1946, the then Minister of Town and Country Planning, Lewis Silkin, invited Frederick Gibberd to work on a plan for a New Town in the Harlow area. The plan would also contribute to designating the site of the New Town. An inquiry into the designation was held in December 1946 and the Ministry enacted a Designation Order for Harlow New Town on 25 March 1947. The current tight administrative boundary of Harlow, and subsequent small size of the district, is a legacy of this designation. However, Harlow nowadays serves as an important sub-regional centre that meets employment, retailing, social and cultural needs of the surrounding area.
- 2.5 Sir Frederick Gibberd's draft master plan was given ministerial approval in 1949 and the Harlow Development Corporation was established to deliver Harlow New Town. The final version of the master plan was published in 1952 (see Fig. 2.2).
- 2.6 The master plan was influenced by the area's distinctive landscape and environmental features, such as the River Stort in the north, the valley ridges and wooded areas in the south and other important ecological assets. The New Town was built around a series of neighbourhoods, dissected by large areas of natural and semi-natural spaces, now known as Green Wedges, which are key physical features of Harlow that have shaped its subsequent growth.
- 2.7 The neighbourhoods, as set out in the master plan, were focussed around a shopping centre with easy access to social and educational facilities, connected by a series of distributor roads together with a network of cycleways and footpaths. These were separated by a network of landscape wedges, now known as Green Wedges, which were designed to reflect the original landscape setting.
- 2.8 The Green Wedges continue to provide amenity space for residents, habitats for wildlife, transport corridors, locations for schools and sport and community facilities. Two industrial sites, Templefields and Pinnacles, were located in the north and west of the district, relatively close to the railway line. The Town Park was provided to the north-east of the town centre and was designed around existing landscape features and a hamlet.

Fig 2.2: Harlow Master Plan (Harlow Development Corporation, 1952)



Population Profile

- 2.9 Harlow’s population is approximately 85,400 residents⁴. The district first reached its original target population of around 80,000 people in the mid-1970s⁵, but this was subsequently followed by a period of population decline. In 1995, Harlow’s population fell to 73,600 people⁴, which gave rise to a number of social and economic problems.
- 2.10 The district’s population grew again in the late 1990s and 2000s through planned extensions to Harlow, in particular the Church Langley and Newhall neighbourhoods.

Footnotes:

⁴ Source: Office for National Statistics, 2015 Mid-Year Estimates.

⁵ Source: Gibberd, F., et al., 1980. *HARLOW: The Story of a New Town*. Stevenage: Publications for Companies.

- 2.11 Harlow has a very high population density of 26.8 people per hectare, compared to 4.7 for Essex and 4.1 for England.⁶ This high density is compensated by easy access to services and facilities and the network of Green Wedges and open spaces across the district.
- 2.12 The population of Harlow, in comparison to the rest of Essex, is relatively young with 21% of its residents aged between 0-15 years, and the percentage of older persons living in Harlow is lower than Essex and England averages⁴. The district has a higher than average number of lone parent households⁷ and higher overcrowding levels compared to the rest of Essex and England⁸. Smoking and obesity levels in Harlow are higher than average, with physical activity rates lower than average⁹.
- 2.13 Deprivation levels in the district are overall lower than the England average but high compared to most parts of Essex.¹⁰ There are some variances between different parts of Harlow, with the east being less deprived than areas to the west and south.

Housing and Affordability

- 2.14 There are over 35,800 dwellings in the district and 34,700 households⁶. Harlow has a high proportion of homes rented from the Council, a legacy of the Development Corporation. There is also a higher than average proportion of terraced properties, which reflects the principles laid down in the original master plan for Harlow, where higher density urban areas were interspersed with areas of open space and linked green areas, including the Green Wedges.
- 2.15 Harlow's property prices are lower than other parts of Essex. However the house price growth in Harlow has outstripped wage increases making properties in Harlow unaffordable for many of the district's residents.
- 2.16 The highest level of affordable housing need in the Housing Market Area (HMA) is in East Hertfordshire (3,685 households) compared to 2,851 in Epping Forest, 3,098 in Harlow and 2,167 in Uttlesford¹¹. However, the percentage requirement in these districts compared with overall need is in stark contrast to Harlow, with 61% in Harlow compared with 35% in Epping Forest, 32% in East Hertfordshire and 26% in Uttlesford¹¹. The need in Harlow equates to around 3,400 new affordable dwellings over the Local Plan period.

Footnotes:

⁶ Source: Office for National Statistics, *2011 Census*.

⁷ Source: Office for National Statistics, *2015 Households and Families*.

⁸ Source: Office for National Statistics, *2011 Census Analysis*.

⁹ Source: Public Health England, *2015 Health Profile for Harlow*.

¹⁰ Source: Ministry for Housing, Communities and Local Government, *2015 English Indices of Deprivation*.

¹¹ Source: ORS, 2017. *West Essex and East Hertfordshire Strategic Housing Market Assessment Affordable Housing Update July 2017*.

- 2.17 The Council has been working with selected partners to bring forward Priority Estate Regeneration projects. These projects are in the process of redeveloping some of the more outdated estates where it has become uneconomic to refurbish the original buildings, particularly where homes have been found to be structurally unsound. They also provide an opportunity to produce a net increase in the number of homes within the project area.
- 2.18 A limited number of new Council houses have been provided in the last five years. A number of sites in Council ownership have been allocated where innovative housing schemes will be developed to further increase the supply of affordable homes.

Employment

- 2.19 Harlow has a slightly higher percentage of working age people (i.e. people aged 16-64 but not necessarily in work) than the East of England. The majority of Harlow's jobs are engaged in health care and social work, mainly due to the presence of Princess Alexandra Hospital, wholesale and retail and administration and support service activities. The majority of Harlow residents are employed in elementary and sales and customer service occupations.
- 2.20 Residents of Harlow earn less than the county average and less than the average income of employees who work in Harlow¹². Given the high level of self-containment in Harlow, this would suggest that higher paid jobs are being filled by those living outside of Harlow, meaning the local economy misses out on their disposable income. The district's residents also have a higher claimant count and lower qualification attainment compared to the rest of Essex and the rest of the country¹².
- 2.21 The district's two main employment areas are located at Templefields in the north and the Pinnacles in the west. Templefields contains around 80,000sqm of commercial floorspace, mostly industrial and logistic, with relatively low levels of vacancy. The Council has designated 28ha of the Templefields employment area as part of Harlow's Enterprise Zone in order to secure regeneration of the area.
- 2.22 The Pinnacles employment area consists of more high quality modern industrial units and mostly contains production, distribution and office uses. Vacancy rates are relatively low and the largest vacant building, the former GSK site, is to be occupied by Public Health England which is relocating to Harlow. It is considered that the new M11 Junction 7a will improve the flow of traffic east to west across the district and provide a catalyst for further growth.
- 2.23 The Council has also identified London Road, in the east of the district, as a further employment area of the Enterprise Zone. The purpose of this land is to promote medical technology and other high tech companies. It has also been identified as an opportunity site by the London Stansted Cambridge Consortium (LSCC).

Footnotes:

¹² Source: Office for National Statistics, 2015. *NOMIS – Official Labour Market Statistics*.

- 2.24 As well as the two large employment areas and the Enterprise Zone sites, the district also has a number of smaller employment areas including Burnt Mill which mostly consists of warehousing and workshops; Staple Tye and Bush Fair Neighbourhood Centres which provide factory/office/workshop premises; and the Latton Bush Centre which provides a range of office floorspace.

Retail Centres

- 2.25 Harlow Town Centre is a major employment and shopping destination with a mix of office, retail and leisure provision. It also provides an important supply of housing. In 2004, major regeneration took place through the development of the Water Gardens in the south which included the new Civic Centre, retail space including the Asda foodstore, and a 1,200 space car park. The Harvey Centre, an indoor shopping centre, also provides a number of retail units and has seen redevelopment through the provision of a new cinema and restaurants.
- 2.26 Broad Walk, a linear street running north-south along the eastern edge of the town centre, contains a number of retail units, although they are more constrained by size and configuration. The market is held at the northern end of Broad Walk. The northern end of the town centre around Market Square has a higher proportion of vacant units.
- 2.27 The district contains five Neighbourhood Centres and several smaller Hatches. They provide important local retail and other facilities for residents and can help reduce car travel and increase sustainability. The five Neighbourhood Centres include Bush Fair and The Stow, both original 1950s centres which have seen little redevelopment or change; Old Harlow, which comprises the historic streets of the old market town; Church Langley, a modern hub serving the newer urban extension; and Staple Tye which saw major redevelopment in the 1980s to provide larger, more modern retail units.

Transport and Accessibility

- 2.28 Harlow benefits from being within close proximity of major transport corridors which afford good connectivity within the UK and beyond. This includes the M11 in the east which stretches from London to Cambridge and beyond towards Peterborough, and provides access to Stansted Airport which lies just north of Harlow; the A10 which lies further to the west which runs north-south from central London to Cambridge; the M25 ring-road Motorway around London; and the A414 which provides east-west routes from Chelmsford through to St Albans.
- 2.29 The district has two railway stations; Harlow Town and Harlow Mill located in the north and north-east of Harlow. They are located on the West Anglia Mainline which links London Liverpool Street to Cambridge. This line also provides an express train from Liverpool Street to Stansted Airport, stopping at Tottenham Hale, Cheshunt, Harlow Town, Bishop's Stortford and Stansted Mountfitchet.
- 2.30 The internal road structure of Harlow reflects the original master plan of the district and is based on a network of primary distributor roads, mostly running through

Green Wedges that link the main parts of Harlow with one another, and secondary distributor roads which link centres with each other and with the industrial estates. The primary distributor roads were originally intended to be dual carriageways and the secondary distributor roads were only intended to be single carriageway. Both have become congested over time.

- 2.31 Cycleways and bridleways are aligned with the footpath system running through Green Wedges and are extensive across the district. A number of locations in the highway network have dedicated bus lanes.
- 2.32 Harlow has only two major connections to the national road network: Junction 7 on the M11, which is the only link to the national motorway network; and the A414 at Burnt Mill which can become severely congested at peak periods. Junction 7 of the M11, the closest junction to Harlow, is at capacity; future planned growth including that already being proposed at the London Road Enterprise Zone is dependent upon changes to the strategic road network. The internal road structure has been subject to major modification to help relieve congestion including the provision of roundabouts to replace signalised junctions, on-off slip roads from those roundabouts and the conversion of single carriageways to dual carriageways. Planning consent has been granted for a new Junction 7a on the M11 to the north-east of the district to facilitate current and future development coming forward.
- 2.33 The Council has also supported the extension of Crossrail 2 to Harlow, to reinforce the key locational advantages of the district and to serve the growth identified across the wider Harlow area. The West Anglia Mainline is single tracked in both directions, but four-tracking has been under consideration for some time and would improve journey reliability and capacity. There is also a need to increase the frequency of the bus services to the industrial estates; to provide more opportunities to travel in and out of Harlow and not just within; to increase the provision of Sunday services; and to improve journey times for buses by decreasing congestion on Harlow's roads.
- 2.34 Improvements will be made to the local highway network and to the public transport network, including the enhancement of established transport corridors and the provision of new sustainable transport corridors through Harlow. This will help manage overall travel demand, improve connections within Harlow and to areas outside the district, and integrate new communities to Harlow, the Enterprise Zones and other employment areas through a choice of transport modes. There are also aspirations for a modal shift in travel, meaning 60% of travel would be by sustainable modes of transport. Sustainable transport matters (including walking, cycling and public transport) are, therefore, important for the successful future growth of Harlow.

Green Infrastructure and the Natural Environment

- 2.35 Green Infrastructure is multi-functional urban and rural green space, including parks, playing fields, woodlands, allotments and wildlife corridors. Almost half of the land in Harlow is a form of open space, much of which is multi-functional, with 28% being designated as Green Wedges or Green Fingers, and 10% as Green Belt. These Green Wedges and Green Fingers are fundamental parts of the Green

Infrastructure, as they contain multi-functional open spaces which are linked to other open spaces and the countryside.

- 2.36 The Green Belt, previously known as the Metropolitan Green Belt, was designated over sixty years ago to prevent the unrestricted sprawl of London and was expanded between the 1950s and 1980s. The land designated as Green Belt in Harlow forms part of this wider Green Belt.
- 2.37 Harlow contains a number of locally designated and nationally designated natural environment assets, including Sites of Special Scientific Interest and Local Wildlife Sites. In the north there is a series of floodplains and other wetland sites along the River Stort and Stort valley; centrally, from the Pinnacles area through to Newhall is a series of ancient woodlands and grasslands representing old countryside habitats; and in the south are the woodlands and commons of Parndon and Latton Bush areas.

Historic Environment

- 2.38 As well as having important Green Infrastructure links and areas of important biodiversity and landscaping, Harlow also has a rich historical heritage even though most of the district was built post-war. Harlow has 10 Conservation Areas which protect some of the older areas of the district. These areas include Old Harlow, which was established before the New Town was built; and the Mark Hall neighbourhood, which reflects the early architectural style and planning of the New Town. The district also currently contains 168 listed buildings, 26 locally listed buildings and several Scheduled Monuments.

Issues and Challenges

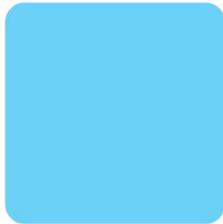
- 2.39 Since its inception, Harlow has been subject to distinct phases of growth and change. The district still faces significant challenges, including a shortage of affordable housing and a range of good quality housing stock; a highway network which is severely congested at peak times; an ageing physical environment; localised deprivation; and a skills shortage. Harlow performs poorly against comparator towns on a range of measures including employment growth, Gross Value Added (GVA) per worker, knowledge based businesses, skills base and retail ranking. This, along with the district's tight administrative boundaries, means that Harlow's ability to meet its long-term needs are inhibited which can hinder the district's regeneration and long-term economic prospects.
- 2.40 The Local Plan Evidence Base demonstrates that Harlow needs housing growth in order to improve and resolve the following issues to:
- Provide affordable and flexible housing for future population needs
 - Provide the critical mass needed to regenerate retail centres and other facilities
 - Provide attractive new homes for the workforce needed to retain and expand Harlow businesses
 - Deliver major infrastructure, including the new M11 Junction 7a

- 2.41 **To provide affordable and flexible housing for future population needs**
The Evidence Base shows that people are living longer and more live alone resulting in smaller households, increasing the need for homes irrespective of population growth. There will still be a requirement for Harlow to provide housing for future population needs and to resolve affordability and homelessness issues currently experienced in the district. Housing growth will also help to deliver a range of new quality homes in order to retain residents who may seek housing needs elsewhere and to attract new residents who will invest and work in the area.
- 2.42 **To provide the critical mass needed to regenerate and reinforce retail centres**
Additional housing means an increase in population resulting in increased spending in the district's retail centres, particularly the town centre which provides sub-regional services and facilities. This spend will attract investors to locate in Harlow and, therefore, develop and regenerate the centres and reduce vacancy rates. Growth around the Neighbourhood Centres through estate regeneration will be delivered through the Local Plan. Growth in the town centre through the provision of new housing will be delivered through the separate Harlow Town Centre Area Action Plan. The aim is for Harlow to continue to be a sub-regional centre, competing with towns such as Bishop's Stortford, the Brookfield Centre, Hertford, Stevenage and the City of Chelmsford, by having an improved retail offer, new commercial leisure provision, an enhanced physical environment and more business space.
- 2.43 **To provide the workforce for employers in order to retain and attract new businesses**
Harlow needs to facilitate a successful, growing and attractive employment base serving both local and regional economies. To achieve this, Harlow will need to be an attractor for a wide range of businesses ranging from smaller local firms to larger multi-national companies. High quality housing must be attractive to prospective employers and employees. Additional housebuilding and related development will boost employment opportunities across a range of sectors that will support the local employment base.
- 2.44 **To deliver major infrastructure**
Major infrastructure enhancements are required to attract investors, businesses and therefore to improve economic aspirations in Harlow. Residential growth, managed and phased appropriately, will help to provide the investment needed to deliver infrastructure requirements including improvements to public transport, the local and strategic road network and social infrastructure such as education and health, including the future requirements of the Princess Alexandra Hospital.
- 2.45 Significant change is required in the population of Harlow in order to deliver the enhancements needed to ensure Harlow is a sustainable town for residents, businesses and visitors.



CONTEXT, VISION AND OBJECTIVES

**3. Spatial Vision and
Local Plan Strategic Objectives**



3. SPATIAL VISIONS AND LOCAL PLAN STRATEGIC OBJECTIVES

3.1 The Vision for Harlow to 2033 (see Fig. 3.1) and the Local Plan Strategic Objectives (see Fig. 3.3) illustrate how the Local Plan will shape the district for future generations.

Fig. 3.1: Spatial vision for Harlow to 2033, based on the Harlow Corporate Plan 2017

By 2033, Harlow will have:

- regained its reputation as a place of aspiration, innovation and prosperity;
- secured its role as a key urban centre that has benefited from growth, regeneration and sustained investment in infrastructure, services and facilities;
- provided sufficient new homes to meet local needs, providing opportunities to those unable to purchase open market housing, through a significant increase in the provision of affordable homes;
- a reputation as a location for high tech industries, research and development, advanced manufacturing and information technology, and the disparity between the skills and qualifications of Harlow residents compared to visitors will be significantly reduced;
- excellent education facilities, which the varied, vibrant and aspiring communities will be taking advantage of; and
- become famous for its quality and quantity of public art, building on its status as a sculpture town.

Harlow's residents will be more active, taking advantage of Harlow's excellent sporting, leisure and cultural facilities.

The perception of Harlow as a declining economic centre will have been reversed through the success of the Enterprise Zone sites and securing the status of the district as a prime business location and retail destination.

The district's economy will be diversified and there will be a wide range of employment opportunities across Harlow, fit for a modern and dynamic economy.

New development will have revitalised key areas. A programme of urban renewal will have replaced poorer housing stock with modern and sustainable buildings; this will have been complemented by a programme of selective development in locations across the district as part of a holistic programme of regeneration and redevelopment.

Major progress will have been made to address Harlow's health and wealth inequalities as well as addressing localised deprivation across the district's deprived neighbourhoods.

The amount of vacant and underused land in the district will have been minimised. Urban expansion of Harlow will be complete and residents will see the benefits of the growth through better infrastructure and other facilities and services across the district. The Town Centre, Neighbourhood Centres and Hatches will be thriving mixed-use areas benefiting from an improved public realm and increased activity.

Harlow will have retained a network of Green Wedges, supplemented by a number of Green Fingers. The district's Green Infrastructure, including green and open spaces, will be of consistently high quality and better connected to residential areas, providing multifunctional opportunities for residents and wildlife. Residents will also benefit from improved access to the countryside surrounding Harlow.

The land use and transport policies will be co-ordinated to ensure the maximum possible increase in passenger transport, walking and cycling. Major investment will be underway to address a number of specific transport capacity issues which are currently restricting growth and investment. This investment will include a new junction on the M11 (Junction 7a); substantial improvements to the internal road network, including support for a northern bypass beyond the Local Plan period; and the provision of an improved railway network through Crossrail 2 and/or four-tracking of the West Anglia mainline.

New development will minimise the use of global resources, support the development of good waste management and mitigate and adapt to the effects of climate change. Development will be innovative in design and construction and new buildings will be energy efficient and use as much energy from renewable sources as possible.

- 3.2 The Council's Corporate Priorities (see Fig. 3.2) are reflected in the Local Plan Strategic Objectives (see Fig. 3.3). The Objectives consider the identified challenges, reflecting the social, economic and environmental characteristics of the district. The Objectives also provide the framework to monitor the success of the Local Plan. These have been divided into five key themes – Placeshaping, Housing, Prosperity, Lifestyles and Infrastructure.

Fig. 3.2: Harlow Council Corporate Priorities

HARLOW COUNCIL CORPORATE PRIORITIES

1. More and better housing
2. Regeneration and a thriving economy
3. Wellbeing and social inclusion
4. A clean and green environment
5. Successful children and young people

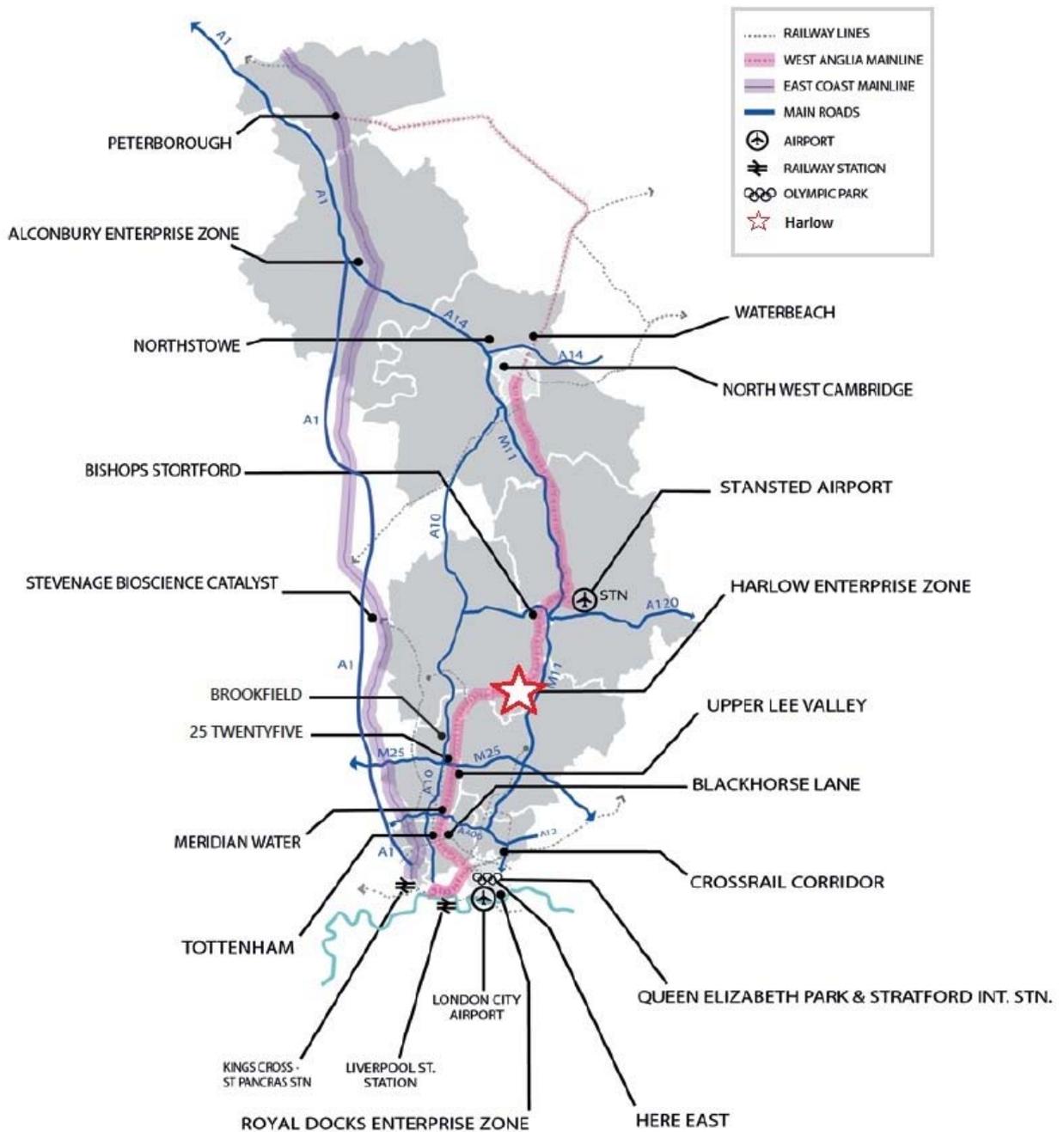
Fig. 3.3: Local Plan Strategic Objectives

LOCAL PLAN THEME	LOCAL PLAN STRATEGIC OBJECTIVES	LINKED CORPORATE PRIORITY/IES
<p>PLACESHAPING <i>(Enhancing the quality of the built and natural environment)</i></p>	<ol style="list-style-type: none"> 1. Create and enhance high quality built environments which are well connected to revitalised green spaces 2. Deliver high quality design through new development whilst protecting and enhancing the district’s historic environment 3. Adapt to and mitigate the impacts of climate change 	<p>A clean and green environment</p>
<p>HOUSING <i>(Delivering housing at the right scale, of the right type and in the right location to meet the whole community’s needs)</i></p>	<ol style="list-style-type: none"> 4. Identify sites to meet local housing needs both now and in the future 5. Provide a range of suitable housing for the community including a range of tenure and type 6. Improve the quality of homes in the district through new developments, regenerated neighbourhoods and priority estates 	<p>More and better housing</p>
<p>PROSPERITY <i>(Securing economic growth & regeneration to improve employment & educational opportunities in the district & reflect its strategic role)</i></p>	<ol style="list-style-type: none"> 7. Meet the employment needs of the district by diversifying and investing in the district’s employment base 8. Secure economic revitalisation and reinforce Harlow’s reputation as a key centre for Research and Development 9. Improve educational opportunities and the skills base of local residents 10. Provide a range of shopping needs for local residents and the wider sub-region by regenerating the Town Centre and protecting and enhancing Neighbourhood Centres and Hatches 	<p>Regeneration and a thriving economy; and Successful children and young people</p>
<p>LIFESTYLES <i>(Sustainably meeting the leisure, recreational and cultural requirements of the community)</i></p>	<ol style="list-style-type: none"> 11. To provide and enhance sporting, leisure, recreational facilities and cultural opportunities in the district 	<p>Wellbeing and social inclusion</p>
<p>INFRASTRUCTURE <i>(Ensuring growth and regeneration is supported by appropriate infrastructure provision)</i></p>	<ol style="list-style-type: none"> 12. Ensure that development is fully supported by providing the necessary infrastructure including education, healthcare and other community facilities 13. Reduce the need to travel by vehicle by ensuring new development is sustainably located or accessible by sustainable modes of transport 14. Improve transport links, particularly for sustainable modes of transport, to community facilities 15. Enhance and promote the role of Harlow as a transport interchange along the M11 	<p>Regeneration and a thriving economy</p>

London Stansted Cambridge Consortium

- 3.3 The London Stansted Cambridge Consortium (LSCC) is a strategic partnership of public and private organisations covering the area north of the Royal Docks and Tech City (London) up through the Lee Valley, the M11, A10 and West Anglia Mainline corridors to Stevenage, Harlow and Stansted and through to Cambridge and Peterborough. The extent of the area is shown in Fig. 3.4. The partnership was formed to organise and promote a distinct economic area with strong inter-connections, commuting to work and learn patterns, clusters of industries and supply chains.
- 3.4 At the heart of the LSC Corridor is the 'Core Area' of Harlow, Epping Forest, East Hertfordshire, Uttlesford and Broxbourne. This Core Area is a key location in the LSC Corridor and is set to bring forward substantial growth over the Local Plan period and beyond. It was agreed by the respective local authorities and the LSCC that a co-ordinated approach needs to be taken forward to deliver growth in the area.
- 3.5 The LSCC vision (see Fig. 3.5) sets out the growth and economic ambitions for the Core Area and this will in turn form part of a wider strategic sustainable growth framework. The framework will pull together existing and forthcoming work on transport and social and community infrastructure and put this in the form of a prospectus to make the strategic case for investment in the Core Area.

Fig. 3.4: London – Stansted – Cambridge Corridor



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Fig. 3.5: Vision for the LSCC Core Area

The Core Area will build on its key strengths including its skilled workforce in sectors such as health, life sciences and pharmaceuticals, advanced engineering and aerospace, its high quality environment and educational opportunities. Together with Stansted Airport, the local authorities will deliver sustainable growth which supports the economic ambitions of the LSCC and the UK through:

- complementing and supporting the economic performance of the Corridor whilst maintaining and enhancing the special character of the area, including the locally distinctive historic character of its market towns and rural settlements;
- the delivery of housing, supported by good access to social, leisure, community and health facilities, education and jobs, which meets the needs of local people and support sustainable economic growth, whilst ensuring it remains an attractive place for people to live and locate to;
- capitalising on existing economic sectors and promoting growth of expanding industries including in the food production, life sciences, pharmaceuticals and technology sectors; tourism including hotels, Stansted's expansion, recreation/green assets including the Lee Valley, Stort Valley, Epping Forest and Hatfield Forest National Nature Reserve;
- working with partners to protect and enhance the high quality environment, its unique landscapes and places of special wildlife value. This would be achieved by place-shaping initiatives which would include measures to conserve areas of high biodiversity; the provision of new, alternative green spaces for people and wildlife; and the increase of green infrastructure connections between these areas, to provide greater opportunities for more sustainable access to nature for everyone living in the corridor;
- working with partners to secure investment in major infrastructure including increasing rail capacity on the West Anglia Mainline and maximising the opportunities that Crossrail 2 can deliver, together with road improvements including a new junction on the M11 at 7a and improvements to junctions 7 and 8, and to the A414 A120, A10 and M25; and delivery of superfast broadband;
- supporting the delivery of new jobs in the Harlow Enterprise Zone, and the north side of Stansted Airport, Broxbourne Park Plaza, Brookfield and Bishop's Stortford - all identified as Strategic Opportunity Sites within the corridor; and
- the regeneration of existing urban areas including at Harlow, Waltham Abbey, Loughton and Waltham Cross.

The Core Area supports the development and sustainable growth of Greater Harlow and key growth locations at Broxbourne, Brookfield and Bishop's Stortford together with Stansted Airport growing to its full permitted capacity and as a business growth hub. These centres, with proportionate growth throughout the wider area, and the right investment, would create an economic powerhouse.

Putting in place these critical building blocks will provide the foundations for looking further ahead to 2050. Certainty through further investment and delivery of key infrastructure, including in the West Anglia mainline, Crossrail 2, the M11 junctions, M25 junctions, A414, A120 and A10 is a vital component of this.



CONTEXT, VISION AND OBJECTIVES
4. Spatial Development Strategy



4. SPATIAL DEVELOPMENT STRATEGY

- 4.1 The Spatial Development Strategy sets out in broad terms how the Vision for Harlow and the Themes and Strategic Objectives of the Local Plan will be achieved and delivered. The Strategy has three key aims:
- to protect and enhance the important parts of Harlow which offer residents a good quality of life; and
 - to proactively change areas within Harlow through new development to improve living standards for existing and future residents; and
 - to bring forward substantial growth to sustain Harlow as a sub-regional centre.
- 4.2 The Strategy identifies:
- the strategic development sites and wider growth aspirations for the Harlow area;
 - the number of new homes to be built;
 - where new jobs will be created;
 - what new retail provision will be made;
 - how the district will grow and develop to become a more desirable, sustainable and prosperous place to live, visit, work and invest in; and
 - how the Local Plan incorporates the presumption in favour of sustainable development, in accordance with national policies.
- 4.3 The Strategy will be delivered through:
- the Strategic policies in the Strategic Growth Strategy;
 - the Development Management policies; and
 - the Policies Map.

Placeshaping

- 4.4 Placeshaping refers to the enhancement of the built and natural environment and, in order to support this theme, the Local Plan protects and strengthens Harlow's Green Wedges and other Green Infrastructure and ensures that new development will have clear connections to these assets.
- 4.5 New development will incorporate sufficient open space and Green Infrastructure, protect and integrate existing landscape assets, and enhance, retain and protect biodiverse habitats. The district's natural assets, including the River Stort and protected areas such as Sites of Special Scientific Interest and Local Wildlife Sites, will be protected and enhanced.
- 4.6 New development in Harlow must take into consideration the original concept of the New Town and the principles of Gibberd's master plan which include:
- the provision of neighbourhoods positioned around Neighbourhood Centres;
 - an appreciation of local character and landscape setting;
 - the retail hierarchy of the Town Centre, Neighbourhood Centres and Hatches;
 - the separation of employment uses from residential areas;
 - a network of Green Wedges which dissect the built form; and
 - schools and community facilities within walking distance.

- 4.7 New development must also have regard to the Council's Design Guide and the Harlow and Gilston Garden Town Spatial Vision and Design Charter. A strong built form and a high quality townscape will be promoted, which is well integrated into the surroundings and supplemented by public art. The historic environment, including listed buildings, conservation areas, Scheduled Monuments, registered parks/gardens and areas of architectural significance, will be conserved, protected and managed.
- 4.8 Within the district, greater accessibility will be promoted to further improve connections between existing and future urban areas and green spaces. These links will be functional, safe and attractive.

Housing

- 4.9 The district will provide 9,200 dwellings over the Local Plan period, with the intention that at least 30% of these will be for affordable housing. This reflects the Objectively Assessed Housing Need (OAHN) and the Viability Study, as required by national policies. These new homes will be provided within the administrative boundary of Harlow and will accord with the placeshaping principles. New development will provide a variety of house types and tenures, which will reflect the needs of the future population including provision for specialist accommodation.
- 4.10 The Local Plan seeks to maximise the use of previously developed land for new homes and minimise the impact on the environment. This capitalises on opportunities for regeneration and redevelopment, taking advantage of nearby services and facilities, making the best use of walking, cycling and public transport links.
- 4.11 Given the overall housing need, it has been necessary to allocate a strategic housing site on open land in the east of the district, which forms part of a new Garden Community in the wider Harlow and Gilston Garden Town. This site is capable of accommodating 2,600 dwellings in the Local Plan period, including much-needed affordable housing, a new primary school, open space provision and other community facilities. It will also provide and enhance connections to existing Green Infrastructure in the area.
- 4.12 To support the district's wider growth strategy and sustain the district as a sub-regional centre for retail, employment and other wider community facilities, new Garden Communities are to be provided in the Harlow and Gilston Garden Town. The Communities are located around the periphery of Harlow, mostly outside the district boundary, as follows:
- South of Harlow (Latton Priory), within Epping Forest District;
 - West of Harlow (Water Lane Area), within Epping Forest District;
 - Strategic Housing Site East of Harlow, partly within Harlow District and partly within Epping Forest District; and
 - Gilston Area, within East Hertfordshire District.
- 4.13 The locations of the new Garden Communities have been chosen based on the evidence prepared to date. They are well connected to Harlow, meaning residents

of the new communities will be able to have direct access to jobs and sub-regional services. The Green Belt ensures the wider countryside remains protected from unrestricted sprawl and encroachment. As the new communities are part of the wider Harlow and Gilston Garden Town, the Garden Town design principles will form part of the master planning of the communities in accordance with the Spatial Vision and Design Charter for the Garden Town.

- 4.14 The new Garden Communities and other sites identified in Harlow together provide 16,100 dwellings in the Harlow and Gilston Garden Town over the Local Plan period.

Prosperity

- 4.15 It has been identified that approximately 18 to 20ha of additional employment floorspace is required over the Local Plan period. The district's main employment areas are at Templefields, The Pinnacles (including the Business Park) and London Road, with smaller employment areas at Neighbourhood Centres. The employment areas will be protected, their environments enhanced and a range of employment uses encouraged in order to attract new investment and businesses.
- 4.16 The district's Enterprise Zone will provide over 100 new businesses with the potential to create up to 5,000 jobs over 25 years. The Enterprise Zone comprises London Road North (Harlow Science Park), London Road South (Kao Park) and Templefields North East. London Road North will be developed as a new science and IT park in an attractive campus-style environment, building on the site's direct linkages to London and Cambridge and specialising in MedTech and Advanced Manufacturing. London Road South will provide office accommodation and data centres. The sites will become home to large multinational companies in purpose-built offices, start-ups and entrepreneurs housed within an Innovation Centre, with Small and Medium Enterprises (SME) occupying 'grow-on' space. Templefields North East will see the redevelopment of ageing industrial stock and a predominant focus on manufacturing for SMEs and start-up companies. A new road/pedestrian link to Cambridge Road will be provided to improve connections to the site from the highway network and railway station.
- 4.17 To achieve economic prosperity and regeneration, the Local Plan will support training and other educational opportunities within the district.
- 4.18 It has been identified that additional retail floorspace is required over the Local Plan period to meet the future needs of residents and businesses in and around Harlow. This will ensure the town centre maintains and enhances its sub-regional status. An Area Action Plan will be prepared to guide the redevelopment of the town centre with growth concentrated around the northern and eastern parts of the centre.
- 4.19 A proportion of retail floorspace will also be delivered in the district's Neighbourhood Centres and Hatches through redevelopment opportunities. New Neighbourhood Centres and Hatches may be required in new strategic housing developments.

Lifestyles

- 4.20 To improve the living standards and lifestyles for the district's existing and future residents, new development will provide relevant community facilities. This includes leisure and sporting facilities, playing pitches, playgrounds, allotments and community halls which will help reduce deprivation levels and promote healthy and active lifestyles.
- 4.21 The Local Plan aims to ensure that footpaths, cycleways, bridleways and other Green Infrastructure routes are safe, accessible and well connected to services and facilities. This will encourage their use and help improve the health and wellbeing of residents and other users.
- 4.22 The new Garden Communities will be well connected to existing community facilities and the network of cycle and pedestrian paths which will contribute to providing for the leisure and sporting needs.
- 4.23 The Local Plan supports existing leisure and recreational attractions. These include the River Stort, Parndon Wood Nature Reserve and Harlow Town Park, Harlow Playhouse, Harlow Museum, the Gibberd Gallery and Gibberd House and Gardens. The development of a night-time economy in the town centre and the provision of hotel accommodation, building on links to Stansted Airport and London, will boost tourism in the district.

Infrastructure

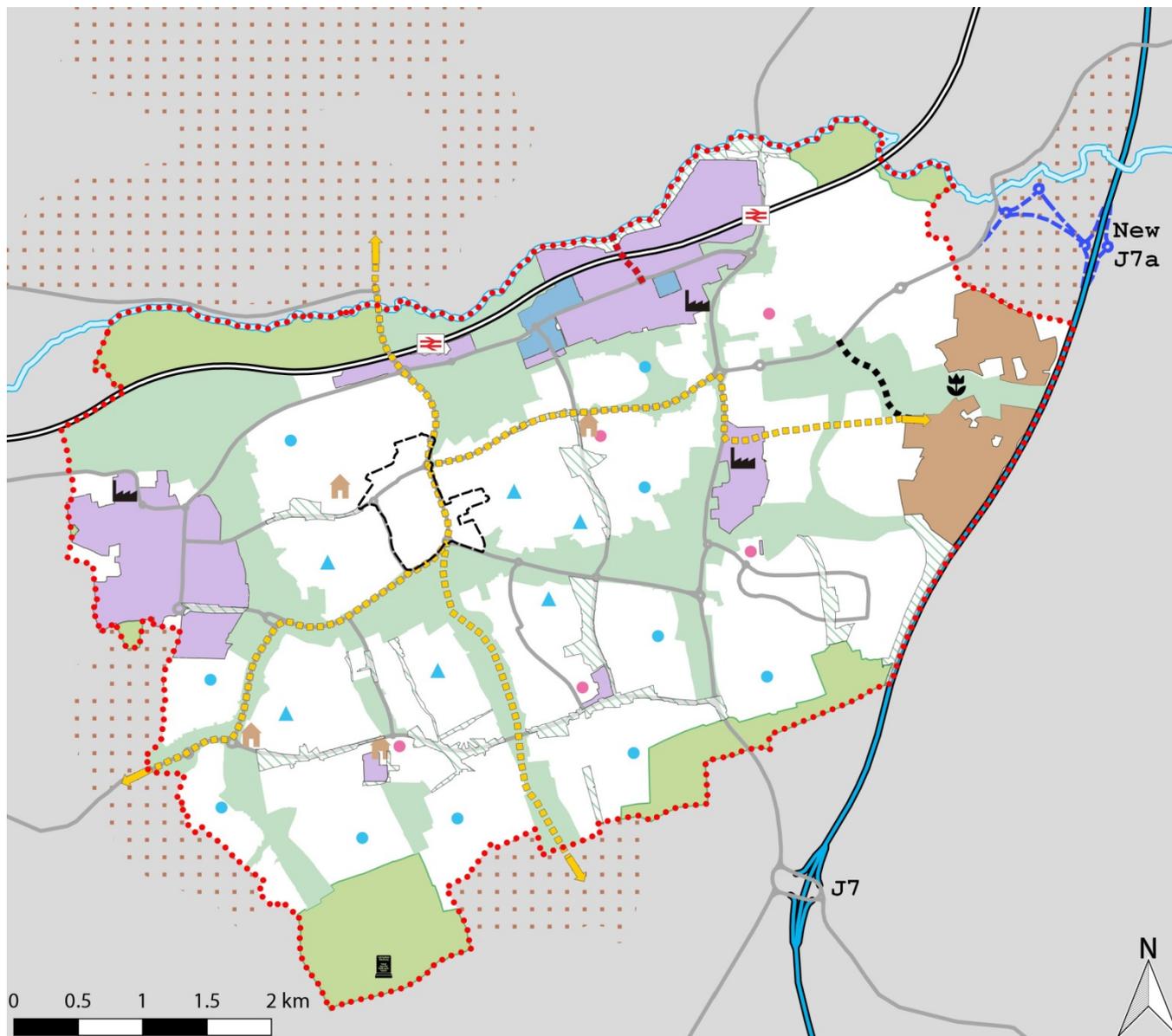
- 4.24 The Spatial Development Strategy will be underpinned by the necessary supporting infrastructure, with development phased over the Local Plan period to ensure that the correct levels of infrastructure are provided.
- 4.25 In order to help promote Harlow as a growth location along the M11 corridor, improvements will be made to the strategic transport network. This includes working with the highway authority and Highways England to improve Junction 7 of the M11 and to ensure the delivery of the new Junction 7a further north. Improvements will be made to the local highway network and to the public transport network to improve connections within Harlow and to areas outside the district. This will include the provision of sustainable transport corridors through Harlow.
- 4.26 The Council will work with Network Rail and the local railway operator to improve journey reliability, frequency, capacity and overall comfortability for train users using the West Anglia Mainline. The Council supports the provision of Crossrail 2 to Harlow, with the terminus at Harlow Town railway station. The Council also supports the four-tracking of the West Anglia mainline.
- 4.27 The Local Plan will also deliver primary schools as well as an expansion of existing primary schools where necessary, the provision of secondary schools and other childcare facilities. These will be provided as part of the delivery of the new Garden Communities in the wider Harlow and Gilston Garden Town.

- 4.28 The Council will work with the relevant utility providers to ensure that new homes have connections to clean water, wastewater, gas, electricity and broadband. All residents will have access to healthcare through the provision of local GP surgeries and by supporting the possible relocation of Princess Alexandra Hospital in order for it to expand and improve.

Key Diagram

4.29 The Key Diagram (Fig. 4.1) graphically represents the Spatial Development Strategy.

Fig. 4.1: Key Diagram



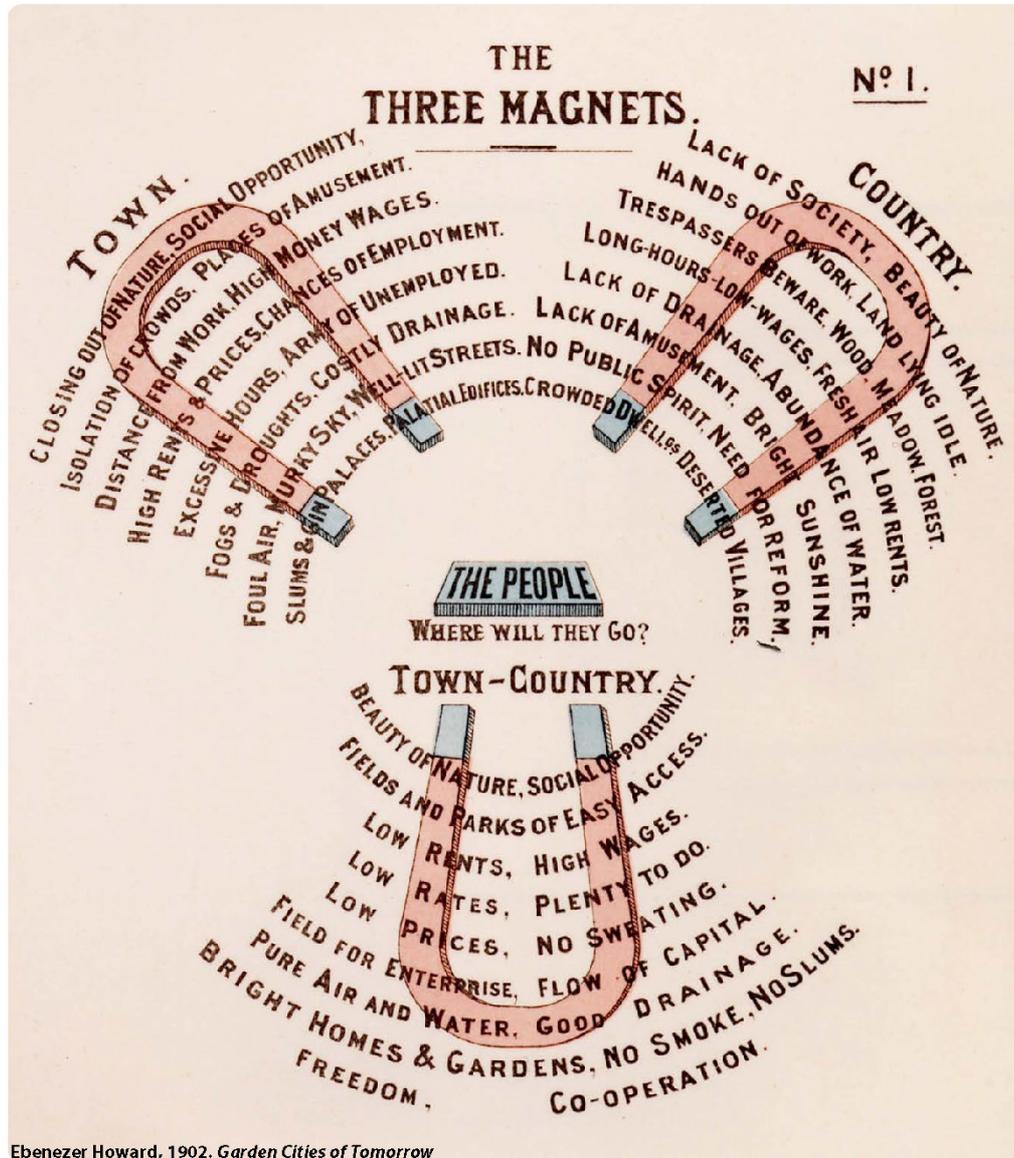
Legend

- Green Wedge
- Green Finger
- Green Belt
- Area covered by Town Centre Area Action Plan
- Neighbourhood Centre
- Hatch
- Hatch identified for mixed use regeneration
- Retail Warehouse Area
- Employment land
- New employment land
- Indicative new Stort Crossing
- Indicative new Sustainable Transport Corridor linking to the Garden Communities
- Indicative new access for East of Harlow Strategic Housing Site
- New route from Junction 7a to Harlow
- New allotment
- Cemetery expansion
- Allocated housing site (only sites above 40 dwellings shown on Key Diagram)
- New Garden Communities:**
- Strategic Housing Site East of Harlow
- Sites outside Harlow
- Railway station
- M11
- Major road
- Railway
- River Stort
- District boundary

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STRATEGIC GROWTH STRATEGY FOR THE HARLOW AREA

5. Harlow and Gilston Garden Town



Ebenezer Howard, 1902. Garden Cities of Tomorrow

STRATEGIC GROWTH STRATEGY FOR THE HARLOW AREA

5. HARLOW AND GILSTON GARDEN TOWN

Introduction

- 5.1 The Local Plan has been informed by the guiding principles of Sir Frederick Gibberd's original master plan for Harlow as a planned New Town. These principles have shaped Harlow's distinctive urban form and landscape character and will help underpin the development and delivery of Garden Communities across the Harlow and Gilston Garden Town.
- 5.2 The proposals for the Harlow and Gilston Garden Town are based upon a common set of values, objectives and a commitment to secure the delivery of growth across the area, reflecting close cross-boundary working, through the Duty to Co-operate, between Harlow, Epping Forest and East Hertfordshire District Councils and strategic partners.
- 5.3 Harlow and Gilston Garden Town lies in the core area of the London Stansted Cambridge Corridor, one of the most important and fastest growing economic growth areas in the country. The Councils are committed to delivering sustainable growth to support the economic ambitions of the Corridor through the delivery of housing, supported by good access to social, leisure, community, health facilities, education and jobs, that meet the needs of local people whilst ensuring the area remains an attractive place for people to live, work and locate to.
- 5.4 The collective commitments in the three Local Plans of Harlow, Epping Forest and East Hertfordshire District Councils set out the framework for housing delivery in the Harlow and Gilston Garden Town and demonstrate that the local level of ambition is high and there is a strong desire and commitment to achieve far more than the norm in terms of delivering growth at an accelerated rate.
- 5.5 Policy HGT1 provides a framework to ensure a consistent approach for the consideration of development proposals in Harlow and complements the policy approach being taken towards such development in the Epping Forest and East Hertfordshire District Local Plans. The policy is supported by more detailed Strategic and Development Management policies in the Harlow Local Plan.

Corporate Priorities

5.6 This chapter and the policies contained within it will help deliver all of the Council's Corporate Priorities, as follows:

- **More and better housing**
- **Regeneration and a thriving economy**
- **Wellbeing and social inclusion**
- **A clean and green environment**
- **Successful children and young people**

Local Plan Strategic Objectives

5.7 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:

- **Objective 1 - Create and enhance high quality built environments which are well connected to revitalised green spaces**
- **Objective 2 - Deliver high quality design through new development whilst protecting and enhancing the district's historic environment**
- **Objective 3 - Adapt to and mitigate the impacts of climate change**
- **Objective 4 - Identify sites to meet local housing needs both now and in the future**
- **Objective 5 - Provide a range of suitable housing for the community including a range of tenure and type**
- **Objective 6 - Improve the quality of homes in the district through new developments, regenerated neighbourhoods and priority estates**
- **Objective 9 - Improve educational opportunities and the skills base of local residents**
- **Objective 10 - Provide a range of shopping needs for local residents and the wider sub-region by regenerating the Town Centre and protecting and enhancing Neighbourhood Centres and Hatches**
- **Objective 11 - To provide and enhance sporting, leisure, recreational facilities and cultural opportunities in the district**
- **Objective 12 - Ensure that development is fully supported by providing the necessary infrastructure including education, healthcare and other community facilities**
- **Objective 13 - Reduce the need to travel by vehicle by ensuring new development is sustainably located or accessible by sustainable modes of transport**
- **Objective 14 - Improve transport links, particularly for sustainable modes of transport, to community facilities**

HGT1 Development and Delivery of Garden Town

Communities in the Harlow and Gilston Garden Town

1. Four strategic Garden Town Communities are planned in the Harlow and Gilston Garden Town and the relevant site/s are allocated in the Harlow, Epping Forest and East Hertfordshire District Local Plans:
 - (a) **South of Harlow (Latton Priory)** – delivering approximately 1,050 dwellings over the Local Plan period (within Epping Forest District);
 - (b) **West of Harlow (Water Lane Area)** – delivering approximately 2,100 dwellings over the Local Plan period (within Epping Forest District);
 - (c) **East of Harlow** – delivering approximately 3,350 dwellings over the Local Plan period (750 dwellings within Epping Forest District and approximately 2,600 dwellings within Harlow District);
 - (d) **Gilston Area** - delivering approximately 3,000 dwellings over the Local Plan period with a further 7,000 dwellings beyond the Plan period (within East Hertfordshire District).

2. The design, development and phased delivery of each Garden Town Community must accord with all the following principles:
 - (a) The public sector working pro-actively and collaboratively with the private sector to:
 - (i) secure high-quality place-making;
 - (ii) ensure the timely delivery of on-site and off-site infrastructure required to address the impact of the new communities; and
 - (iii) provide and fund a mechanism for future stewardship, management, maintenance and renewal of community infrastructure and assets;
 - (b) Community and stakeholder involvement in the design and delivery from the outset and the delivery of a long-term community engagement strategy;
 - (c) Prior to the submission of outline planning applications, developers must submit a supporting statement setting out a sustainable long-term governance and stewardship arrangement for the community assets including Green Infrastructure, the public realm, community facilities and other relevant facilities to be funded by the developer;
 - (d) A Strategic Master Plan must be developed for each of the Garden Town Communities in accordance with the Harlow and Gilston Garden Town Spatial Vision and Design Charter and have regard to the original guiding principles established by Sir Fredrick Gibberd's Master Plan for Harlow including the Green Wedge network.
 - (e) Strategic Master Plans and detailed design proposals must be reviewed and

informed by the independent Quality Review Panel and be consistent with and adhere to the relevant Design Codes;

- (f) On-site and off-site infrastructure is provided, subject to viability considerations, ahead of or in tandem with the proposed development to mitigate any impacts of the new Garden Town Communities, to meet the needs of existing and future residents and visitors and to establish sustainable travel patterns;
- (g) Ensure balanced and inclusive communities by providing a mix of housing of different sizes, tenures and types, including provision for self- and custom-built houses and specialist accommodation;
- (h) Provide and promote appropriate opportunities for small-scale employment generating uses;
- (i) Create a step change in modal shift by contributing to the delivery of the Sustainable Transport Corridors and establishing an integrated, accessible and safe transport system which maximises the use of the sustainable high quality transport modes of walking, cycling and the use of public and community transport to promote healthy lifestyles and provide linkages to and from Harlow and the new Garden Town Communities;
- (j) Create sociable, vibrant, healthy and walkable neighbourhoods with access for all residents to a range of local employment opportunities, community services and facilities;
- (k) Develop specific parking standards which recognise that car ownership will need to be accommodated without impacting on the quality of place whilst making the best use of land;
- (l) Create distinctive environments which relate to the surrounding area and the natural and historic landscapes and systems, Green Infrastructure and biodiversity;
- (m) Ensure mitigation from and adaptation to climate change is secured through design and construction methods; and
- (n) Ensure that the costs and benefits of developing new Garden Town Communities are shared by landowners and developers with appropriate measures put in place to equalise and apportion the costs of shared infrastructure and associated land contributions.

Justification

- 5.8 Harlow, Epping Forest and East Hertfordshire District Councils are working in partnership with Hertfordshire County Council, Essex County Council, Hertfordshire Local Enterprise Partnership, South East Local Enterprise Partnership, land owners and promoters to enable the delivery of transformational growth at the Harlow and

Gilston Garden Town. The Garden Town lies in the core area of the London Stansted Cambridge Corridor.

- 5.9 The Councils are committed to delivering sustainable growth to support the economic ambitions of the Corridor through the delivery of housing, supported by good access to social, leisure, community, health facilities, education and jobs, that meet the needs of local people whilst ensuring the area remains an attractive place for people to live and locate to.
- 5.10 The collective Local Plans' commitments for housing delivery, in the Harlow and Gilston Garden Town, demonstrate that the local level of ambition is high and there is a strong desire and commitment to achieve far more than the norm in terms of delivering growth.
- 5.11 The Harlow and Gilston Garden Town represents a major opportunity at the heart of the London Stansted Cambridge Corridor to accommodate approximately 16,000 dwellings up to 2033 and new employment opportunities. The Garden Town enables the Councils to focus development where it is needed and where it can be sustainably accommodated and maximise the longer-term economic potential of the area in a proactive way.
- 5.12 The Councils share a bold vision and set of objectives, recognising that areas in and around Harlow can deliver significant growth to achieve wider aspirations for economic and social prosperity, addressing housing market needs and infrastructure requirements and delivering regeneration.
- 5.13 The Harlow and Gilston Garden Town provides the framework to enable the development and identification of clear design principles tailored to the unique characteristics of Harlow and the Gilston area. The level of strategic growth proposed enables development proposals to be guided and influenced to achieve true Garden City ambitions and quality, yet still achieve development in an efficient and timely manner.

Implementation

- 5.14 The sustainable development of the new Garden Town Communities will be framed by the objectives set out in the Town and Country Planning Association's (TCPA) nine key guiding Garden City principles, which originate from Ebenezer Howard's original Garden City principles. This will ensure the holistically planned development enhances the natural environment and offers high-quality affordable housing and locally accessible work in beautiful, healthy and sociable communities.
- 5.15 To facilitate the delivery of the new Garden Town Communities based on Garden City principles, the Councils have prepared a Spatial Vision and Design Charter to provide an overarching spatial vision across each Community and a design charter that will inform Strategic Master Plans. The design principles and parameters reflect those for Garden Towns and Villages advocated by the TCPA and draw on contemporary interpretations of what a Garden Town Community can be, setting out key criteria and objectives for quality and character. An independent Quality Review Panel has been established to guide development proposals across the

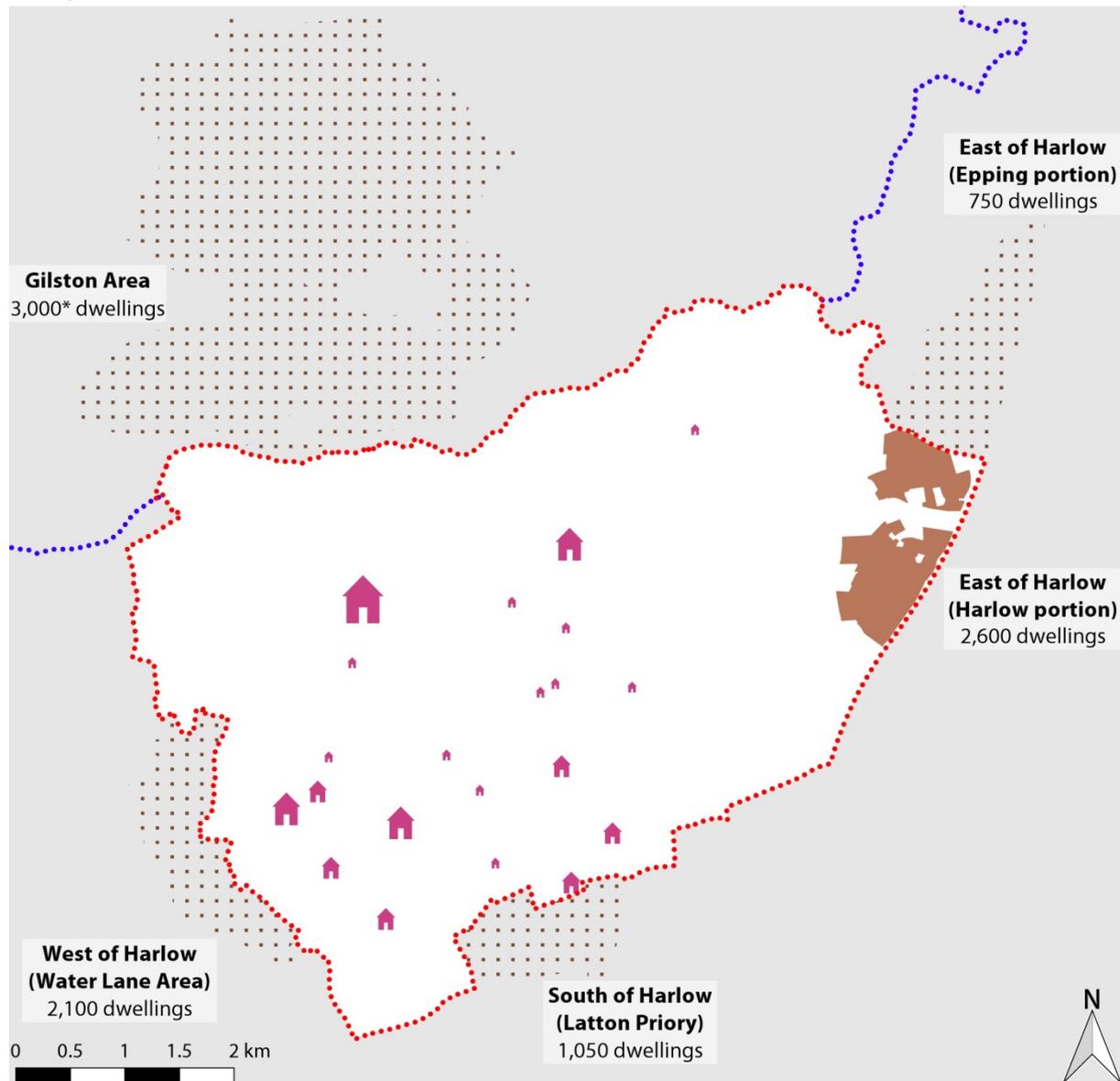
Garden Town and ensure that exceptional quality standards are achieved through new development, as developers must submit their proposals for assessment before pre-application.

- 5.16 The Councils have also prepared a Sustainable Transport Corridor Study for the Harlow and Gilston Garden Town. The Councils consider sustainable transport matters (including walking, cycling and public transport) as central to the successful growth of the Harlow and Gilston Garden Town. The Councils share an ambition to enhance established transport corridors and to create new sustainable travel corridors as part of managing overall travel demand and integrating new communities to Harlow, the Enterprise Zone and other employment areas through a choice of transport modes. Aspirations include a modal travel shift towards 60% by sustainable modes of transport.
- 5.17 The Councils are also working closely with partners to ensure the provision of new and improved infrastructure provision. This will include new community facilities, schools and healthcare facilities. The Councils are committed to continuing to work with the relevant healthcare authorities to ensure that new facilities are planned, including a potential future need to accommodate the relocation of the Princess Alexandra Hospital, as part of the Garden Town to meet future needs of the existing and future population.
- 5.18 The successful delivery of the new Garden Town Communities requires continued close joint working between relevant public and private sector partners. Each of the authorities is committed to ensuring that the new Garden Town Communities are as sustainable and high quality as possible and that the infrastructure needed to support them is delivered at the right time. This will require the local authorities to work very closely with the landowners within the proposed Garden Town Community locations. A number of delivery models are being considered, and an appropriate tailored approach will need to be used in relation to each new Garden Town Community.
- 5.19 In order to ensure that a joined-up, collaborative and proactive approach is taken to the planning and implementation of the Garden Town Communities, Harlow, Epping Forest and East Hertfordshire District Councils require Strategic Master Plans to be produced in order to guide future development proposals. This will ensure that development proposals are 'front-loaded', recognising the scale and complexity of delivering the Garden Town Communities.
- 5.20 Each site will need to be delivered in accordance with the overall Garden Town programme, requiring a co-ordinated approach across the Communities, and necessitating the involvement of a number of partners including the site owners/promoters, local communities, infrastructure providers and other stakeholders. This approach will help the Councils to secure the Garden City and placemaking objectives, whilst ensuring co-ordinated and timely delivery of development and infrastructure.
- 5.21 Harlow, Epping Forest and East Hertfordshire District Councils will oversee the production of Strategic Master Plans through the Garden Town Developer Forum. Planning applications and any other consenting mechanisms for the Garden Town Communities must be in accordance with the endorsed Strategic Master Plans.

The Councils will seek to adopt the Strategic Master Plans as Supplementary Planning Documents (SPDs).

- 5.22 While producing Strategic Master Plans, the Councils require ongoing widespread engagement to be undertaken with the local community and stakeholders. This should include an early engagement event and public consultation on the draft Strategic Master Plan prior to finalisation. Strategic Master Plans must be prepared in a form and manner which means that they are capable of adoption as SPDs.
- 5.23 To maintain the Green Infrastructure, public realm and community assets identified in the master plans, developers must submit, prior to outline planning permission, mechanisms for financing a sustainable long-term governance and stewardship arrangement for the community assets including Green Infrastructure, the public realm, community facilities and other relevant facilities. Such arrangements must include community representation to ensure residents have a stake in the long-term development, stewardship and management of their community.
- 5.24 The Garden Communities will provide flagship development, and Harlow Council will work with Epping Forest and East Hertfordshire District Councils to resolve any cross-boundary issues in delivery. The developments also provide opportunities to promote high environmental standards in terms of energy efficiency, design and low-carbon technologies, and set an example for future major development.
- 5.25 There are four strategic sites around Harlow, allocated as Garden Town Communities. One of these, the Strategic Housing Site East of Harlow, crosses the Harlow and Epping Forest District boundary. Harlow District Council cannot include specific policies for sites outside its boundaries but, as the Communities will be accessed through Harlow and use Harlow's facilities, such developments have a direct interest to Harlow's residents. It is especially important to maintain the connection of Harlow's existing Green Infrastructure, footpaths, cycleways and bridleways to the countryside through the new Communities. It is, therefore, appropriate for Harlow Council to support the specific site requirements for these strategic developments in the Epping Forest and East Hertfordshire Local Plans.
- 5.26 The components of the Harlow and Gilston Garden Town are mapped in Fig. 5.1.

Fig. 5.1:
Components of the Harlow and Gilston Garden Town



Legend

- Land for new Garden Community allocated in Harlow Local Plan**
- Land for new Garden Community allocated in other Local Plans**
- Harlow district boundary
- Epping Forest / East Hertfordshire district boundaries
- Land in adjoining districts

Housing sites allocated in Harlow**

- 10 - 19 dwellings
- 20 - 39 dwellings
- 40 - 70 dwellings
- > 70 dwellings

Note: All dwelling figures are approximate.

*3,000 dwellings to be delivered in the Gilston Area during the Local Plan Period, with a further 7,000 thereafter.
**New Garden Communities, and housing sites allocated in Harlow, to be delivered in accordance with the Harlow and Gilston Garden Town Design Charter.

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Strategic Housing Site East of Harlow - New Garden Community

- 5.27 The Strategic Housing Site East of Harlow extends across the administrative boundary between Harlow District Council and Epping Forest District Council. The land within Harlow will provide 2,600 dwellings and land within Epping Forest will provide 750 dwellings. The development is required to provide community facilities including Early Years facilities, a two-form entry primary school and appropriate contributions (including the provision of land) towards a new secondary school. The development is also required to provide strategic Green Infrastructure. The development of the site provides the opportunity to resolve any flood risk issues, both on-site and downstream/upstream from it.
- 5.28 Highway and transport improvements, reflecting the outcomes of the Sustainable Transport Corridor Study, are also required. These include works to widen the B183 Gildea Way, a left turn slip road from the new M11 Junction 7a, a link road approach to the Strategic Housing Site East of Harlow northern access road, and linkages into walking and off-road cycle networks. In addition to Epping Forest's access requirement, Harlow will require the provision of an additional access road to the south unless it can be shown that a third access is not required. Satisfactory water supply and waste water network infrastructure is also required.

South of Harlow (Latton Priory) - New Garden Community

- 5.29 Harlow South will provide around 1,050 dwellings, community facilities including Early Years facilities, a new two-form entry primary school and appropriate contributions towards a secondary school to serve new development. Strategic Green Infrastructure, including open space, walking and cycling routes, flood mitigation and wildlife space, will also be provided.
- 5.30 Approximately 1ha of B1 employment land will be provided at Dorrington Farm. This will provide opportunities for high quality employment uses to be incorporated within the Harlow and Gilston Garden Town, helping to promote sustainability whilst also linking to Harlow Town Centre.
- 5.31 Highway and transport improvements, including works to Southern Way and Second Avenue, are also required, as well as the provision of water supply and waste water network infrastructure.

West of Harlow (Water Lane Area) – New Garden Community

- 5.32 Harlow West will provide around 2,100 dwellings, community facilities including Early Years facilities, a new two-form entry primary school and appropriate contributions towards a secondary school to serve new development. Strategic Green Infrastructure, including open space, walking and cycling routes, flood mitigation and wildlife space, will also be provided.
- 5.33 Highway and transport improvements, reflecting the outcome of the Sustainable Transport Corridor Study, are also required. These include works to the Water Lane/A1169 roundabout, A1025/Abercrombie Way signals and traffic calming along the A1169.

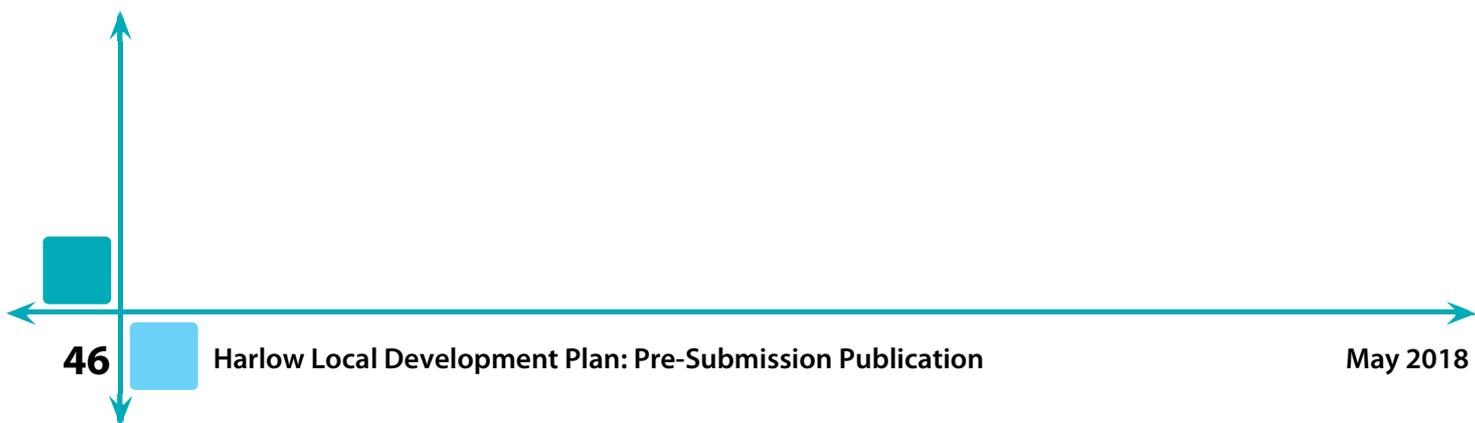
- 5.34 As the Harlow West development will be adjacent to existing Harlow community facilities, opportunities to replace or improve or extend the primary school, health centre, sports centre, playing fields and recreation facilities should be considered to support the regeneration of this area.

Gilston Area – New Garden Community

- 5.35 The Gilston area is located in East Hertfordshire and will provide approximately 3,000 dwellings in the Local Plan period, with a further 7,000 dwellings being provided in the next Local Plan period. In addition it will provide community facilities including Early Years facilities, primary school and secondary school provision to serve new development. Strategic Green Infrastructure, including open space, walking and cycling routes, flood mitigation and wildlife space, will also be provided.
- 5.36 Highway and transport improvements will be required, reflecting the outcome of the Sustainable Transport Corridor Study, including a widened Central Stort Crossing between Eastwick roundabout and Burnt Mill roundabout, a new Second Stort Crossing between Eastwick Road in East Hertfordshire and River Way, a north-south Sustainable Transport Corridor from the Gilston area to the north of the Garden Town to Latton Priory to the south, and improved access to Harlow Mill Train Station and the four-tracking of the West Anglia Mainline.
- 5.37 Given its proximity to Harlow and its railway stations, residents of the Gilston area will have access to substantial employment opportunities both within the town itself and further afield. As well as providing benefits to East Hertfordshire, the development will support the regeneration of Harlow by helping to draw investment to the district and enhancing its economic performance.

Princess Alexandra Hospital

- 5.38 The District and County Councils will work co-operatively with all relevant stakeholders to ensure the future provision of high quality healthcare facilities and services, including the potential relocation of the Princess Alexandra Hospital, to serve the wider area. These facilities will respond effectively to planned and sustained growth and will be sited at the most sustainable locations. The replacement/relocation of Princess Alexandra Hospital is considered to play an important role in this.
- 5.39 Two potential sites for relocation of Princess Alexandra Hospital are currently being considered through a Strategic Outline Business Case: one in the Gilston area to the north of Harlow, and one at land to the east of Harlow within the Epping Forest District.





STRATEGIC GROWTH STRATEGY FOR HARLOW

6. Promoting Sustainable Development



STRATEGIC GROWTH STRATEGY FOR HARLOW

6. PROMOTING SUSTAINABLE DEVELOPMENT

Introduction

- 6.1 It is important that new development is focussed in sustainable locations, making the best use of existing resources and land to benefit current and future generations. The Local Plan has been developed around this principle and this is reflected in the policies.
- 6.2 The Local Plan also aims to manage the effects of climate change by adapting and mitigating against the impact of new development and changes of use.

Corporate Priorities

- 6.3 This chapter and the policies contained within it will help deliver the following Council Corporate Priorities:
- **Regeneration and a thriving economy**
 - **Wellbeing and social inclusion**
 - **A clean and green environment**

Local Plan Strategic Objectives

- 6.4 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:
- **Objective 2 - Deliver high quality design through new development whilst protecting and enhancing the district's historic environment**
 - **Objective 3 - Adapt to and mitigate the impacts of climate change**
 - **Objective 13 - Reduce the need to travel by vehicle by ensuring new development is sustainably located or accessible by sustainable modes of transport**

SD1 Presumption in Favour of Sustainable Development

Development that accords with the Local Plan will normally be supported, unless material considerations indicate otherwise.

Where there are no policies specifically relevant to the proposed development, it will normally be supported, unless material considerations indicate otherwise and/or either of the following apply:

- (a) any adverse impacts arising from the development would significantly and demonstrably outweigh the benefits, when assessed on national planning policies;
- (b) specific national policies indicate that the development should be restricted.

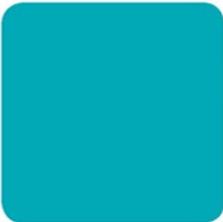
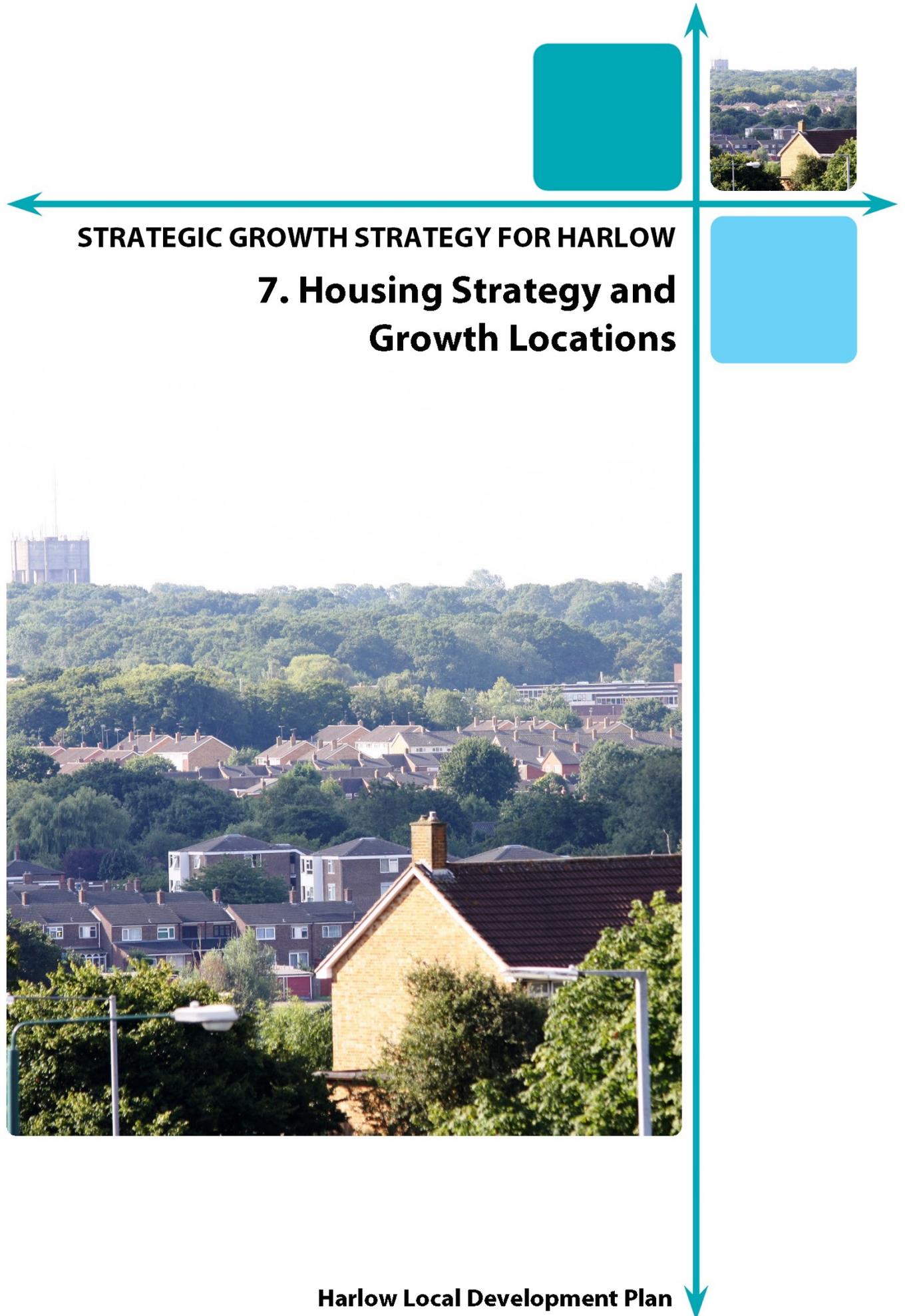
Justification

- 6.5 In order to accord with national planning policies, the Council will take a positive approach to development proposals, reflecting the presumption in favour of sustainable development.
- 6.6 Where no local planning policies are directly related to the proposed development, the Council will assess the proposal based on its impacts on the local environment and whether it accords with national planning policies.

Implementation

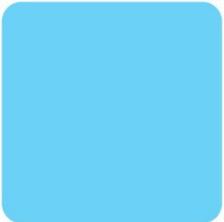
- 6.7 The Council will work with applicants to identify solutions to enable development proposals to be approved, and to ensure that proposals improve the environmental, economic and social opportunities of Harlow.





STRATEGIC GROWTH STRATEGY FOR HARLOW

7. Housing Strategy and Growth Locations



7. HOUSING STRATEGY AND GROWTH LOCATIONS

Introduction

- 7.1 The Council's strategy for housing growth during the Local Plan period sets out the amount and location of housing that will be delivered in the district. This includes support for the Harlow and Gilston Garden Town by the allocation of the Strategic Housing Site East of Harlow, forming part of one of the four new Garden Communities, which makes a major contribution towards meeting the housing requirement for Harlow. In addition there are a number of smaller housing allocations in Harlow, which also contribute to the Garden Town vision and Harlow's housing need, and will be required to be delivered in accordance with the Harlow and Gilston Garden Town Spatial Vision and Design Charter.
- 7.2 The Housing Strategy seeks to deliver a wide range of housing types including market, affordable and specialist housing to meet future generations' needs. The scale and type of housing needed has been identified in technical studies in accordance with national planning policies and guidance.
- 7.3 The main study, the Strategic Housing Market Assessment (SHMA), calculates the Objectively Assessed Housing Need (OAHN) for the district, including affordable and specialist housing requirement. However, in order to contribute to meeting the district's affordable housing need and to provide the critical mass for regeneration and urban renewal, additional housing above the OAHN has been proposed.

Corporate Priorities

- 7.4 This chapter and the policies contained within it will help deliver the Council's Corporate Priorities, as follows:

- **More and better housing**

Local Plan Strategic Objectives

- 7.5 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:

- **Objective 4 – Identify sites to meet local housing needs both now and in the future**
- **Objective 5 – Provide a range of suitable housing for the community including a range of tenure and type**
- **Objective 6 – Improve the quality of homes in the district through new developments, regenerated neighbourhoods and priority estates**

HS1 Housing Delivery

The Local Plan identifies sites to deliver at least 9,200 dwellings during the Local Plan period (1 April 2011 to 31 March 2033).

Justification

- 7.6 The Local Plan must ensure there is a sufficient supply of market, affordable and specialist dwellings to meet Harlow's **Objectively Assessed Housing Need (OAHN) of 7,400 dwellings**. To contribute to affordable housing need and regeneration, an additional 1,800 dwellings are provided giving a **total of 9,200 dwellings**. Since the start of the Local Plan period, 5,558 dwellings have been granted planning permission, which have contributed towards meeting this housing requirement. This leaves sites for **1,042 dwellings to be identified**, as shown in Fig. 7.1.

Fig. 7.1: Dwelling supply

Completions at 31 March 2017	1,436
Commitments at 31 March 2017	4,122
Strategic Housing Site East of Harlow	2,600
Additional requirement	1,042
TOTAL SUPPLY 9,200	

- 7.7 National planning policies state there should be a significant increase in the delivery of new homes, with local authorities responsible for establishing the right level of local housing provision in their area, and identifying a long-term supply of housing land based on objectively assessed development needs. This means the Local Plan must establish the level of housing across the area and identify where it will be delivered.
- 7.8 It is important the Local Plan provides homes to meet the aspirations of local people and to attract new people to live and work in the area in order to support the district's regeneration objectives. The Local Plan must also ensure the housing needs of different types of households are met by providing the right types and mix of housing within the Housing Market Area (HMA).
- 7.9 A number of factors are considered when establishing the housing requirement in the OAHN: past completion rates, existing commitments, potential housing supply from the Strategic Housing Land Availability Assessment, population and household projections, and aspirations for employment and regeneration.

Objectively Assessed Housing Need (OAHN)

7.10 The assessment of housing need and the Council's housing strategy in the Local Plan reflects the principles set out in national policies and guidance. Various Evidence Base studies, including the Greater Essex Demographic Forecasts and economic evidence, have informed the Strategic Housing Market Assessment (SHMA) and the Harlow Future Prospects Study.

The Harlow Future Prospects Study: Linking Regeneration and Growth (2013)

7.11 The Harlow Future Prospects Study links significant new development and the regeneration of the district.

The Greater Essex Demographic Forecasts 2013 – 2037 (Phase 7, May 2015)

7.12 The Greater Essex Demographic Forecasts analyse historic job growth and project the future jobs growth for the HMA and how the job growth may be distributed across the four local authorities.

Strategic Housing Market Assessment (SHMA) and OAHN

7.13 The SHMA was jointly undertaken between Epping Forest, Harlow, Uttlesford and East Hertfordshire District Councils, as these Councils' housing markets are interlinked to form the functional HMA within which the OAHN, including affordable housing need, is established.

7.14 The September 2015 SHMA indicated a need for 46,100 dwellings in the HMA. For Harlow, the OAHN is 5,900 dwellings, including 3,400 affordable dwellings.

7.15 An update to the SHMA was produced in August 2016, based on the Office for National Statistics (ONS) 2014 household projections and sub-national population projections. This assessment indicated that the OAHN for the HMA is 54,608 dwellings, an increase of nearly 11% on the 2015 SHMA figure of 46,100 dwellings. This update indicates that the OAHN for Harlow is 7,900 dwellings. The proposed requirement of 9,200 dwellings will meet this need.

7.16 A further update in February 2017, based on proposed ONS changes to household projections, indicated a reduction in the OAHN to a need for 50,700 dwellings over the HMA. Currently the study does not differentiate the total to individual Councils as the ONS has not finalised the methodology.

7.17 A further review of the SHMA was carried out in July 2017. This concluded that the OAHN for the HMA is 51,700 dwellings over the Local Plan period, an increase of 6,200 dwellings above the household projections, which represents a 14% increase. This includes both market and affordable housing.

7.18 The number of dwellings apportioned to Harlow is 7,409 which equates to 337 dwellings per annum over the Local Plan period. This figure is used as the basis for the OAHN in the Local Plan.

Harlow Strategic Site Assessment

- 7.19 The Strategic Site Assessment assesses the strategic housing requirements for the HMA in accordance with the provisions of the Duty to Co-operate.
- 7.20 The objectives of the Assessment are to:
- consider and evaluate potential strategic sites in and around Harlow;
 - establish up-to-date direction of travel regarding the acceptability of growth;
 - take account of high-level infrastructure implications of particular sites, and in combination across Harlow;
 - enable officers, Councillors, statutory consultees and land-promoters to understand how the sites perform; and
 - provide outputs capable of forming part of the Evidence Bases for the emerging Local Plans of the authorities.
- 7.21 The Assessment sets out spatial options for the distribution of 46,100 dwellings, identified in the September 2015 SHMA. The consultants who produced the SHMA advised that the latest release of sub-national population projections and household projections could increase the dwelling requirement in the OAHN to 54,600 dwellings for the HMA. The consultants also considered that the transport network would not be able to accommodate the full level of growth.
- 7.22 The preferred spatial option identified in the Assessment indicates that 51,100 dwellings could be accommodated across the HMA. This would represent a lower figure than that based on the latest ONS projections, but would reflect the capacity of the highway network.

Housing Requirement

- 7.23 The housing requirement for Harlow meets the housing need, as evidenced by the SHMA and supports the Council's priorities to achieve more and better housing and regenerate Harlow. To achieve these, the housing requirement for Harlow has been set at 9,200 dwellings, which includes completions, commitments since 1 April 2011 and sites allocated in the Local Plan. The requirement is 1,800 above the OAHN identified in the 2017 SHMA to meet Harlow's affordable housing and regeneration needs, and provides an additional buffer should any allocated sites not come forward within the Local Plan period. It will also fulfil the requirement of national planning policies to boost significantly the supply of housing and improve affordability.

Implementation**Housing Supply**

- 7.24 National planning policies require the Council to identify a supply of specific deliverable¹³ sites sufficient to provide five years' worth of housing¹⁴. In addition a

Footnotes:

¹³ National planning policies state that to be considered deliverable, sites should be available now, offer a suitable location for development and be achievable with a realistic prospect that housing will be delivered on-site within 5 years

buffer of 5% or 20% should be added to the five year requirement if there has been an undersupply of dwellings in the past. Based on the 9,200 dwelling requirement annualised to 418 dwellings per annum, 2,509 dwellings should have been completed by March 2017. In reality there were 1,436 completions (239 dwellings per annum) achieved during this period, resulting in a shortfall of 1,073 dwellings on the requirement. This shortfall indicates a 20% buffer, of 633 dwellings, should be provided. Therefore, additional housing sites that can be completed in the five years need to be brought forward in order to meet the five year housing requirement calculation (see Appendices).

- 7.25 In addition to the need to identify deliverable sites, national planning policies also require the Council to identify a supply of specific developable sites or broad locations for growth for years 6 to 10 of the Local Plan period and, if possible, years 11 to 15. The Strategic Housing Site East of Harlow allocated for 2,600 dwellings in Policy HS3 and the housing sites allocated in Policy HS2 meet the national planning policy requirements for the first five years and the later year periods.
- 7.26 There have been 1,436 dwelling completions since the start of the Local Plan period (1 April 2011). There is planning permission for 4,122 dwellings (as at 31 March 2017) which contributes to the housing supply. The Local Plan is, therefore, required to allocate at least 3,700 dwellings. The housing trajectory (see Appendices) illustrates the expected rate of housing delivery for the Local Plan period.

Windfall Sites

- 7.27 National planning policies state that authorities may make an allowance for windfall sites in the five year supply if there is compelling evidence that such sites have consistently become available and will continue to provide a reliable source of supply.
- 7.28 Windfall sites are generally sites which are either below the Call for Sites¹⁵ threshold of six dwellings in the SHLAA, or are larger sites which have not been allocated in the Local Plan. Windfall sites can provide a number of additional unexpected dwellings and can be a useful addition to the housing mix in the district in terms of tenure, price and design.
- 7.29 Whilst there has been a steady supply of windfall sites, their contribution to the housing supply has not been significant. The New Town legacy of Harlow means the district has been carefully planned from the outset; consequently there are very few opportunities for windfall sites. It is considered that the windfall supply in Harlow would not meet the national criteria and consequently has not been included as a reliable source of supply in the five year supply calculations.
- 7.30 Change of use from office to residential by Prior Notification has produced additional housing in the district, although this source of new dwellings should not

and in particular that the development is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long-term phasing plans.

¹⁴ The responsibility for the delivery of housing lies with housebuilders and not the Council.

¹⁵ The Call for Sites is an invitation to developers to submit sites for assessment in the SHLAA.

be considered as windfall as the status may change during the Local Plan period. Evidence shows that the district should retain employment sites which will be required as Harlow's growth aspirations are realised.

HS2 Housing Allocations

To meet the housing requirement of 9,200* dwellings during the Local Plan period, the following sites are allocated.

REF.	LOCATION	DWELLING CAPACITY
1	Princess Alexandra Hospital	650
2	The Stow Service Bays	70
3	Land east of Katherines Way, west of Deer Park	69
4	Lister House, Staple Tye Mews, Staple Tye Depot and The Gateway Nursery	42
5	South of Clifton Hatch	36
6	Riddings Lane	35
7	Kingsmoor Recreation Centre	35
8	The Evangelical Lutheran Church, Tawneys Road	35
9	Land east of 144-154 Fennells	23
10	Pollard Hatch plus garages and adjacent land	20
11	Land between Second Avenue and St. Andrews Meadow	16
12	Coppice Hatch and garages	16
13	Sherards House	15
14	Elm Hatch and public house	13
15	Playground west of 93 – 100 Jocelyns	12
16	Fishers Hatch	10
17	Slacksbury Hatch and associated garages	10
18	Garage blocks adjacent to Nicholls Tower	10
19	Stewards Farm	10
20	Land between Barn Mead and Five Acres	10
21	Pypers Hatch	10
	Total Dwellings Allocated	1,147

*Dwelling numbers are indicative and sites will be subject to detailed planning to establish their final capacity.

Justification

7.31 The Local Plan has identified a dwelling requirement of 9,200 during the Local Plan period. There have been 1,436 dwellings completed during the period of 1 April 2011 to 31 March 2017 and an additional 4,122 dwellings have planning permission. This leaves a residual requirement of 3,642 dwellings to be provided.

- 7.32 The Strategic Housing Site East of Harlow (forming part one of the four new Garden Communities in the Harlow and Gilston Garden Town) will provide 2,600 dwellings in Harlow during the Local Plan period, and the sites allocated in Policy HS2 for 1,147 dwellings provide a total of 3,747 dwellings. This is 105 dwellings more than the residual requirement of 3,642. This overage provides an element of flexibility should some sites not come forward or their capacity is less than expected.

Implementation

- 7.33 An Area Action Plan will be prepared for Harlow Town Centre (HTCAAP). The town centre boundary is shown on the Policies Map, reference RS2-1. The HTCAAP will identify additional dwellings as part of mixed use proposals. These additional dwellings will give increased flexibility to the district's housing land supply.
- 7.34 The Council will work closely with the developers of the allocated sites to encourage sites being brought forward in a timely fashion and in accordance with the Local Plan policies.

HS3 Strategic Housing Site East of Harlow

A strategic housing site for 2,600 dwellings and associated infrastructure is allocated on land to the east of Harlow. The site forms part of one of the new Garden Communities in the Harlow and Gilston Garden Town.

Developers must produce a Master Plan based on the Garden Town Charter in partnership with the Council and other stakeholders, such as Epping Forest District Council, East Hertfordshire District Council, the local community, infrastructure providers and statutory bodies.

The development must:

- (a) provide integrated, well-planned and sustainable development that reflects the overarching design principles of the Harlow and Gilston Garden Town Spatial Vision and Design Charter, including the provision of Green Wedges and Green Fingers (incorporating public open space) and opportunities to enhance the biodiversity of the area;
- (b) provide local highway solutions to address the impact on the wider strategic road network (including necessary links to the new Junction 7a on the M11);
- (c) provide necessary infrastructure, including, but not limited to, health centres and education facilities, as set out in the Infrastructure Delivery Plan (IDP);
- (d) provide footpaths, cycleways and bridleways within the development and link them to the existing Harlow network;
- (e) provide indoor and outdoor sports facilities, which may be shared-use, neighbourhood equipped areas for play and locally equipped areas for play;

- (f) provide for appropriate local retail facilities, similar to Neighbourhood Centres (incorporating an element of employment use) and Hatches elsewhere in Harlow;
- (g) provide for appropriate community facilities as set out in the IDP such as allotment provision, youth services and libraries;
- (h) provide sustainable drainage solutions and flood mitigation measures for areas of the site which are identified in the Strategic Flood Risk Assessment; and
- (i) provide and contribute to public art within the development.

Infrastructure, including social infrastructure, must be delivered at a pace which meets the needs of the proposed development throughout the construction of the site.

Any application for development on the site in the form of individual or part/phased development will be assessed on the Garden Town Charter.

Developers will be expected to contribute towards the strategic highway and other infrastructure requirements, proportionate with the impact that the development would have on them.

Justification

- 7.35 The Strategic Housing Site East of Harlow was identified as part of a joint study with the Housing Market Area (HMA) districts. The site forms part of one of the four new Harlow and Gilston Garden Town Garden Communities, and provides the opportunity to deliver regeneration objectives whilst also addressing housing needs.
- 7.36 The four Harlow and Gilston Garden Town Garden Communities are:
- South of Harlow (Latton Priory), within Epping Forest District;
 - West of Harlow (Water Lane Area), within Epping Forest District;
 - East of Harlow, partly within Harlow District and partly within Epping Forest District; and
 - Gilston Area, within East Hertfordshire District.
- 7.37 The Strategic Housing Site East of Harlow has a potential capacity for around 2,600 dwellings, built during the Local Plan period, and would include the infrastructure necessary to support this number of dwellings, such as schools, shops and open spaces.
- 7.38 The joint study evaluated potential sites around Harlow and included this site within the district. The study provides a robust evidence base, which is consistent in its approach to all the potential sites.
- 7.39 The Strategic Housing Site East of Harlow is fundamental to the delivery of the Local Plan and for delivering the vision for Harlow. Without this site, there would be

insufficient developable land in Harlow to deliver the required level of growth to meet housing needs and the regeneration of the district.

- 7.40 The scale and nature of the site means that a number of infrastructure and statutory requirements should be met on the site for the benefit of residents, and off-site to mitigate the impacts of the development.

Implementation

- 7.41 Given the importance and scale of the Strategic Housing Site East of Harlow in delivering the Garden Town Communities, development proposals will be required to accord with Policy HGT1.
- 7.42 As a former New Town, Harlow has been carefully planned from the outset, so that most land has a recognised function, for example the Green Wedges, housing and employment areas. As required by national planning policies, the Council has undertaken a Strategic Land Availability Assessment to identify developable sites that are suitable and achievable. This has informed the identification of sites in policy HS2 for housing development. These sites alone do not meet the district's housing requirements, or leave an allowance for sites which may not come forward in the Local Plan period. The Strategic Housing Site East of Harlow has therefore been identified which will provide a significant number of new homes over the Local Plan period and will meet the district's housing needs.
- 7.43 Developers will be required to produce a master plan based on the Garden Town Charter in partnership with the Council and other stakeholders, such as Epping Forest District Council, East Hertfordshire District Council, the local community, infrastructure providers and statutory bodies.

HS4 Gypsies and Travellers

To fulfil the need for nine pitches for the Travelling Community in Harlow, 12 pitches at Fern Hill Lane site will be restored.

Applications for additional pitches over the remainder of the Local Plan period will be assessed for suitability using criteria in Policy H10.

Justification

- 7.44 National policy for traveller sites¹⁶ requires Councils to identify and annually update a supply of specific deliverable sites sufficient to provide five years' worth of sites against locally agreed targets. In addition a supply of developable sites for years 6 to 10 of the Local Plan period and, if possible, years 11 to 15, should be identified.

Footnotes:
¹⁶ August 2015

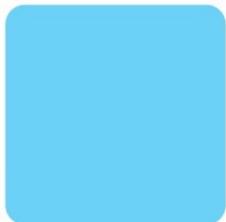
- 7.45 An assessment of needs for Gypsies, Travellers and Travelling Showpeople across Essex for individual districts was updated¹⁷ to take into account the national policy for traveller sites, including specifically a revised definition of a traveller. The key change that was made in this legislation was the removal of the term “persons...who have ceased to travel permanently”, meaning that those who have ceased to travel permanently will not now fall under the planning definition of a traveller for the purposes of assessing accommodation need. Consequently their housing requirements could be included as part of the general Objectively Assessed Housing Need (OAHN) and not as a pitch requirement.
- 7.46 Harlow has two existing traveller sites, owned and maintained by Essex County Council: one at Elizabeth Way which contains 21 pitches and is fully occupied; and one at Fern Hill Lane which, at full capacity, could accommodate 25 pitches. Only 15 pitches are currently in use at the Fern Hill Lane site and Harlow Council has agreed to jointly fund the refurbishment of 12 of those pitches with Essex County Council.
- 7.47 The updated assessment for Gypsy and Traveller needs, 2016 to 2033, indicated that there were no households identified as travellers, as defined by the revised national policy. The potential future needs have to be established for both non-travelling households and those whose status has not been possible to identify (unknowns).
- 7.48 It is projected that seven additional pitches are required to meet the future pitch needs of non-travelling households. Where it has not been possible to establish the status of ‘unknown’ traveller households, there has been a further projected requirement of two pitches. Consequently there is a future need of nine pitches in the district for the remainder of the Local Plan period.
- 7.49 There is no identified requirement to meet the needs of non-travelling households in Harlow during the remainder of the Local Plan period. However, it is considered that provision should be addressed through additional traveller pitches for both the emerging ‘unknown’ households and non-travelling households, because it is likely that these households would require appropriate housing.

Implementation

- 7.50 At Fern Hill Lane, an additional 12 pitches are being provided. As 9 pitches are required to meet Gypsy and Traveller need, the Local Plan requirement has been met. There are three additional pitches to meet provision beyond the Local Plan period.
- 7.51 The Council will continue to review the requirement for Gypsy and Traveller accommodation during the Local Plan period. Any planning applications for Gypsy and Traveller accommodation will be assessed using Policy H10.

Footnotes:

¹⁷ Essex, Southend-on-Sea and Thurrock Gypsy, Traveller and Travelling Showpeople Accommodation Assessment



STRATEGIC GROWTH STRATEGY FOR HARLOW

8. Economic Development and Prosperity Strategy



8. ECONOMIC DEVELOPMENT AND PROSPERITY STRATEGY

Introduction

- 8.1 The Economic Development and Prosperity strategy reflects the changing nature of the district's economy building upon the growth of key sectors and recognising that Harlow is becoming a destination for world class knowledge based businesses. The strategy identifies suitable land for the delivery of new employment floorspace and supports the delivery of committed floorspace at the Enterprise Zone, Public Health England and its Science Campus. The strategy acknowledges the contribution that Harlow Town Centre will make towards job provision in the district, this being set out in the Town Centre Area Action Plan and will look to develop a visitor economy for the district.
- 8.2 The existing employment areas will continue to make a significant contribution towards employment needs in Harlow and will be maintained and enhanced. The strategy recognises the importance of providing grow-on space for business expansion. Most importantly, the Economic Development and Prosperity strategy for Harlow aims to improve the skills levels of its residents to align with business needs and to close the gap between workplace and resident earnings.

Corporate Priorities

- 8.3 This chapter and the policies contained within it will help deliver the Council's Corporate Priorities, as follows:
- **Regeneration and a thriving economy**
 - **Wellbeing and social inclusion**
 - **Successful children and young people**

Local Plan Strategic Objectives

- 8.4 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:
- **Objective 7 - Meet the employment needs of the district by diversifying and investing in the district's employment base**
 - **Objective 8 - Secure economic revitalisation and reinforce Harlow's reputation as a key centre for Research and Development**
 - **Objective 9 - Improve educational opportunities and the skills base of local residents**

ED1 Future Employment Floorspace

To reflect the Economic Development and Prosperity Strategy for Harlow and the sub-regional service role of the Harlow and Gilston Garden Town, up to 18.8ha of B1 uses will be delivered at Harlow Business Park at The Pinnacles and at the Harlow Enterprise Zone at London Road.

A further 2.2ha of land will be delivered for employment uses at Templefields.

These employment sites are allocated on the Policies Map with the following reference numbers.

REF	LOCATION	CAPACITY (Ha)
ED1-1	Harlow Business Park, The Pinnacles	4.6ha
ED1-2	London Road	14.2ha
ED1-3	East Road, Templefields	2.2ha
	TOTAL EMPLOYMENT PROVISION	20ha

Opportunities for office floorspace in Harlow Town Centre will be identified through the Harlow Town Centre Area Action Plan.

Justification

Harlow's Functional Economic Market Area (FEMA)

- 8.5 Harlow is set in a unique position with excellent strategic transport links to economic opportunities in London to the south, Cambridge to the north and international destinations via Stansted Airport. This places the Harlow and Gilston Garden Town centrally between a leading world city and one of the highest ranking universities.
- 8.6 Harlow has a strong commuting pattern with parts of West Essex and East Hertfordshire but also clear commuting links with Cambridge and London¹⁸. The FEMA for Harlow is therefore broadly based around the Housing Market Area (HMA) which includes Uttlesford, East Hertfordshire and Epping Forest.
- 8.7 Harlow is an important destination for employees in the FEMA, providing jobs in a range of occupations. The district is fast becoming an attractor for Life Science and MedTech, advanced manufacturing, ICT and digital industries. The delivery of Harlow Enterprise Zone, the relocation of Public Health England and the possible relocation and expansion of Princess Alexandra Hospital will strengthen these growth sectors.

Footnotes:

¹⁸ Source: Office for National Statistics, 2011 Census.

- 8.8 The Government's decision to support Garden Town status for the Harlow and Gilston area, delivering in excess of 16,000 homes, has placed an even greater emphasis on the ability of Harlow to deliver space for quality businesses and employment. The Garden Town will look to satisfy a more strategic demand for growth sectors, building on Harlow's historic and current economic strengths.
- 8.9 The London Stansted Cambridge Consortium (LSCC) further supports Harlow Enterprise Zone as an important opportunity site for growth sectors in the corridor and identifies the district, and therefore Harlow and Gilston Garden Town, as being a strategically important destination for jobs, particularly high-skilled jobs. The LSCC also endorses the regeneration of Harlow Town Centre and supports the requirement for major improvements to the transport network including Junction 7a on the M11 and the four-tracking of the West Anglia Mainline.

Assessment of Employment Needs

- 8.10 Evidence was prepared jointly across the FEMA to identify employment needs and floorspace requirements for the area as a whole and for individual districts. The evidence used employment projections from the East of England Forecasting Model, population growth as stipulated in the SHMA and local evidence to identify an overall floorspace requirement. This concluded that 10 to 24ha of office floorspace (B1) and 68ha of industrial floorspace (B2/B8) should be planned for during the period of 2016 to 2033.
- 8.11 For Harlow, the document identified the need to plan for a further 2 to 4ha of office floorspace (B1) and 16ha of industrial floorspace (B2/B8) between 2016 and 2033. The Local Plan has identified sufficient land to meet this requirement through the delivery of the Enterprise Zone and through undeveloped sites at Templefields and The Pinnacles. These sites, along with the Enterprise Zone, have been identified for B1 uses in order to develop the Economic and Prosperity strategy for Harlow and to satisfy the strategic demand for growth sectors in the Garden Town. These sites will also assist in delivering a mix of unit sizes for medium and large businesses, small workspaces for start-ups and provide opportunities for grow-on space.
- 8.12 New jobs will be created in other sectors in Harlow, including through the regeneration of the Town Centre which is already a large provider of retail-based jobs and where regeneration opportunities are being sought through the Harlow Town Centre Area Action Plan. Princess Alexandra Hospital is a major job provider in the district and its expansion will be supported. This is set out in further detail in the Strategic Infrastructure chapter.

Implementation

- 8.13 The Council will work with a number of bodies to implement the Economic and Prosperity strategy outlined above. It is imperative that, in order to attract businesses and investment to the district, Harlow has a workforce in place to fill new jobs, provided through new dwellings and working age residents. This workforce must have the right skills and education to support those jobs and a sustainable infrastructure network that enables employees to access job opportunities and enable businesses to function properly. This includes, for

example, working with schools, Harlow College and local employers to improve skills; working with infrastructure providers to bring forward projects such as Junction 7a and four-tracking of the West Anglia Mainline; bringing forward digital infrastructure for smart enablement across the district; and working with local businesses to identify their future needs.

- 8.14 The Council will work closely with the LSCC who has developed a vision for the core area of Harlow, Epping Forest, East Hertfordshire, Uttlesford and Broxbourne. This area has been identified as one of the most important and fastest growing economic regions. The Council will also work closely with the South East Local Enterprise Partnership and the West Essex Alliance.
- 8.15 The Local Plan reinforces the Economic and Prosperity Development strategy by encouraging new employment development in strategic employment areas and protecting existing floorspace.

ED2 Protecting Existing Employment Floorspace

Existing strategic employment sites at The Pinnacles, Templefields and London Road will be retained and enhanced for a mix of office, industrial and warehouse uses and other associated activities.

Grow-on space will be supported on existing allocated employment sites and on future employment sites identified at The Pinnacles (ED01) and Templefields (ED03).

Neighbourhood Service Areas will be protected and the provision of smaller start-up units, shared spaces and workhubs in these areas will be encouraged.

Existing employment sites and Neighbourhood Service Areas are identified on the Policies Map.

Justification

- 8.16 The district's existing employment areas at Templefields, London Road and The Pinnacles continue to make an important contribution to employment provision and will be protected. To ensure they continue to attract investment, retain employment uses and draw in a variety of local and national businesses, the Council is seeking to bring forward regeneration plans for the north-eastern part of Templefields as part of the Enterprise Zone and improve connectivity to The Pinnacles. The Council will continue to implement the master plan for London Road.
- 8.17 Harlow has a large proportion of small businesses with less than 10 employees, this being slightly lower than the East of England average. Harlow does however have more medium to large businesses than the UK and East of England average¹⁹.

Footnotes:

¹⁹ Source: Office for National Statistics, 2015. NOMIS –Official Labour Market Statistics.

This business structure suggests a need for a mix of both small workspaces to capture start-ups, and medium to large units to accommodate expansion and scaling up of growing business and follow-on space as they become established. It is therefore important that the district continues to support the Neighbourhood Service Areas which provide space for start-up businesses, shared spaces and future opportunities for workhubs as well as seek opportunities for future grow-on space for larger businesses.

Implementation

- 8.18 The Local Plan ensures that the strategic employment sites continue to provide a mix of B1, B2 and B8 uses and protects the sites from alternative uses unless exceptional circumstances arise. It also protects Neighbourhood Service Areas and supports the provision of smaller units at these sites by discouraging warehousing and industrial uses and amalgamation of units.
- 8.19 The Council has agreed to prepare an Article 4 Direction for parts of the Enterprise Zone at London Road South and Templefields in order to protect employment uses from conversion. Further Directions will be considered for the remaining employment areas.

ED3 Developing a Skills Strategy for Harlow

A Skills Strategy which improves the skills and education attainment of Harlow residents will be prepared and delivered in partnership with existing and new businesses, Harlow College and University Centre and other partners including the education authority and Education and Skills Funding Agency.

Justification

- 8.20 Improving skills levels and education attainment is imperative to improving the lives of residents by increasing living standards through higher wages. It is also important in supporting the resident workforce and retaining and attracting businesses which focus on particular growth sectors.
- 8.21 The Skills Strategy will ensure that economic prosperity in Harlow's businesses translates to local residents and the local community.

Implementation

- 8.22 The Council has prepared an Economic Development Strategy for Harlow which identifies projects and schemes to help improve skills levels across the district. This includes establishing Workforce Development Plans with large employers, and working with education providers and the Education and Skills Funding Agency to ensure education and training matches need and to explore and promote opportunities that encourage the workforce into particular growth sectors.

- 8.23 A joint venture between Harlow College and Anglia Ruskin University has already helped to provide additional degrees and foundation degrees at the College including those related to business management, bioscience, engineering, graphic design and journalism.
- 8.24 The Local Plan supports the employment of local people, work related training and education opportunities in major developments. This will be secured through planning obligations on both commercial and residential proposals.

ED4 Developing a Visitor Economy

A visitor economy will be developed, building upon the district's arts and cultural attractions, the 'Sculpture Town' status, the New Town heritage and natural features such as the River Stort.

Proposals which enhance Harlow's visitor economy will be supported where they are of a scale, type and appearance appropriate to the locality, provide local economic benefits and are underpinned by appropriate infrastructure.

Justification

- 8.25 Harlow has an opportunity to grow and develop its visitor economy, given its strategic position and network links to London and Cambridge, its proximity to Stansted Airport, its New Town heritage and its important collection of public sculpture. The district already hosts a number of facilities which contribute towards this strategy and a sub-regional Town Centre which will continue to provide commercial leisure and night-time activities.
- 8.26 Developing a visitor economy has multiple benefits that will contribute towards the economic and social wellbeing of local communities. It can regenerate areas, provide employment for local residents, provide business for SMEs and catalyse growth. The London Stansted Cambridge Consortium (LSCC) vision for the Core Area, as set out in the Context, Vision and Objectives chapter, recognises tourism as being a strong economic sector in the area. It makes reference to recreation and green assets, such as the River Stort, being a contributor towards this.

Implementation

- 8.27 The Town Centre Area Action Plan will investigate opportunities to provide leisure and entertainment facilities in order to develop both a day-time and night-time economy in the town centre. This will help in attracting visitors to the district and potentially be a magnet for complementary facilities including hotels and over-night accommodation.
- 8.28 Improving Green Infrastructure links will help connect users of the River Stort to the Lee Valley Regional Park, to Epping Forest and north through to Hatfield Forest. It is

anticipated that this will bring visitors from the wider region and improve water-based facilities along the River Stort.

- 8.29 The Local Plan protects existing cultural, community and sporting facilities which bring visitors into the town, and seeks to provide public art through major development.



STRATEGIC GROWTH STRATEGY FOR HARLOW

**9. Retail Ambitions and
Town Centre Redevelopment**



9. RETAIL AMBITIONS AND TOWN CENTRE REDEVELOPMENT

Introduction

- 9.1 Harlow provides important retail services for both local residents and a wider catchment including parts of Essex and Hertfordshire. The district's network of centres provide a broad range of day-to-day retail needs, a variety of community and leisure facilities and an important source of employment for Harlow. The protection and enhancement of these centres is therefore crucial, and the redevelopment and regeneration of the town centre is vital in supporting the overall sustainability and future vitality of the Harlow and Gilston Garden Town.
- 9.2 Given the strategic importance of Harlow Town Centre in the wider sub-region, a separate Area Action Plan is being prepared. This will identify proposals for delivering additional comparison and convenience floorspace through redevelopment opportunities, an improved night-time offer through better commercial-leisure facilities, the capacity of the town centre to provide new homes and offices and an enhanced public realm. Policies have also been developed which preserve the retail hierarchy in Harlow, protect existing retail provision in the district and deliver small-scale retail facilities in new settlements consistent with the original master plan for Harlow New Town.

Corporate Priorities

- 9.3 This chapter and the policies contained within it will help deliver the Council's Corporate Policies, as follows:
- **Regeneration and a thriving economy**
 - **Wellbeing and social inclusion**
 - **Successful children and young people**

Local Plan Strategic Objectives

- 9.4 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:
- **Objective 10 - Provide a range of shopping needs for local residents and the wider sub-region by regenerating the Town Centre and protecting and enhancing Neighbourhood Centres and Hatches**

RS1 Retail Hierarchy

Retail development must be directed to Harlow Town Centre first, followed by the centres set out in the retail hierarchy below.

	POSITION IN RETAIL HIERARCHY	RETAIL CENTRE
TOP  BOTTOM	Town Centre	Harlow Town Centre
	Neighbourhood Centres	Bush Fair The Stow Old Harlow Church Langley Staple Tye
	Hatches	Burgoyne Maunds Crawley Mill Clifton Prentice Place Colt Pollards Coppice Pypers Elm Sherards Fishers Slacksbury Katherines Sumners Manor Ward
	Out-of-Centre Retail Parks (on Edinburgh Way)	Queensgate Centre The Oaks St James Centre Princes Gate Harlow Retail Park

Harlow’s Retail Centres are identified on the Policies Map.

Justification

9.5 The retail hierarchy reflects the role and function of the district’s retail centres. Harlow Town Centre is positioned first in the hierarchy signifying its importance in providing retail facilities for the district and the sub-region. The Neighbourhood Centres are identified as being secondary to the town centre as they provide for local retail facilities for individual settlements. Hatches serve specific local needs and provide for a range of community services. Out-of-Centre Retail Parks have been identified at the bottom of the hierarchy. The hierarchy will ensure that retail development is directed to the town centre first to maintain its role and function as a sub-regional centre and ensure the future vitality of the Harlow and Gilston Garden Town.

Implementation

9.6 Retail development should be directed to Harlow Town Centre in the first instance followed by the retail centres set out in the retail hierarchy. The sequential test for main town centre uses is set out in the Development Management policies.

RS2 Future Retail Floorspace

There is an identified need to provide up to 18,100sqm of comparison floorspace and up to 3,200sqm of convenience floorspace in Harlow up to 2026.

In order to plan for residential development coming forward in the Harlow and Gilston Garden Town beyond this period, an indicative requirement for up to 40,200sqm of comparison floorspace and up to 5,500sqm of convenience floorspace has been identified.

A Town Centre Area Action Plan (HTCAAP) will be prepared for Harlow Town Centre. The town centre boundary is shown on the Policies Map, reference RS2-1.

The HTCAAP will look to deliver a significant proportion of the retail floorspace requirements through site redevelopment and regeneration opportunities, and will identify the future retail floorspace capacity of the town centre.

The HTCAAP will also identify environmental and public realm improvements, access and infrastructure schemes, and opportunities for providing a broader range of uses in the town centre including community, leisure, commercial and residential uses.

The remaining floorspace requirement will be delivered through redevelopment opportunities in the district's Neighbourhood Centres and Hatches.

New retail centres which provide a mix of retail facilities and community services will be delivered in new settlements. They must be well connected and within walking distance for the residents of that development.

Justification

9.7 The Retail and Leisure Needs Study identified future retail floorspace needs for the district based on housing growth coming forward in the Harlow and Gilston Garden Town. The Study recommends floorspace requirements for both convenience and comparison facilities up to 2026 where housing development is more defined and an indicative requirement post 2026. A review may be required to understand the exact housing growth coming forward in the Harlow and Gilston Garden Town and therefore further retail floorspace requirements beyond this period.

9.8 The Study suggests that the majority of retail growth should be directed to the town centre, particularly to the north of the town centre with the largest proportion of remaining growth directed to other town centre sites. This corresponds with the Retail Hierarchy and will ensure that the town centre can provide the facilities and services for the population of the Garden Town. The Neighbourhood Centres will accommodate a proportion of the identified floorspace requirements, albeit small, in order to maintain their role and function as a provider of day-to-day services.

9.9 An Area Action Plan for Harlow Town Centre is to be prepared to identify the most suitable and sustainable locations for retail facilities, and set out the capacity of the

town centre to deliver retail floorspace provision. The population growth generated through the Harlow and Gilston Garden Town will encourage investment and stimulate regeneration in Harlow Town Centre and will support the case for new retailers to locate to Harlow.

- 9.10 The Harlow Future Prospects Study stated that a town of 110,000 residents would be able to support a night-time economy and comparator towns of this size can attract department stores. The HTCAAP will investigate options and opportunities for providing such uses.
- 9.11 It is important that new housing within the Harlow and Gilston Garden Town is well-served by local retail and community facilities. The provision of Hatches or Neighbourhood Centres which provide for day-to-day needs must be well connected and within walking distance of the residents of that related neighbourhood area or accessible by public transport. This conforms to Sir Frederick Gibberd's principles of sustainable neighbourhoods in the original master plan for Harlow.

Implementation

- 9.12 An Area Action Plan is being prepared for Harlow Town Centre in conformity with the Council's Statement of Community Involvement, working closely with landowners, traders, businesses and other relevant stakeholders. The HTCAAP will identify sites and opportunities for providing new retail floorspace requirements through regeneration and redevelopment and new commercial leisure floorspace. The HTCAAP will also look to improve the public realm of the town centre, access to, from and within the centre and opportunities for community facilities.
- 9.13 The boundary for Harlow Town Centre has been expanded to include Sainsbury's to the north and Harlow College and Harlow Leisurezone to the east. This wider boundary change encourages greater emphasis on the potential regeneration opportunities of sites beyond the immediate core area of the town centre. By including them there is potential to encourage a more joined up approach. The boundary change will also assist in achieving a comprehensive context for movement and public realm projects as it includes the main transport network around the town centre.
- 9.14 The Development Management policies further strengthen the roles of the district's retail centres by applying a sequential approach to new retail provision in the district.
- 9.15 New retail facilities have been identified as part of the Strategic Housing Site East of Harlow, serving the catchment of the new development.

RS3 Protecting and Enhancing Existing Retail Centres

Retail floorspace which contributes towards the viability, vitality and function of Harlow Town Centre will be protected, subject to the outcomes of the Harlow Town Centre Area Action Plan.

The role and function of the district’s Neighbourhood Centres will be protected and enhanced. Support will be given in principle to:

- new retail and community uses that are of an appropriate scale to the role and function of the Neighbourhood Centre; and
- residential development which supports the main Neighbourhood Centre uses.

Development opportunities and improvement schemes identified in The Stow, reference RS3-01 on the Policies Map, will be supported in accordance with The Stow Design Framework Supplementary Planning Document (SPD). The Council will consider the preparation of a SPD for Bush Fair Neighbourhood Centre.

The district’s Hatches will be retained for a mix of local services and facilities. Hatches identified as housing allocations will be redeveloped for a mix of retail, residential and community uses to enable their improvement and regeneration.

The role and function of the district’s Retail Parks as a provider of bulky retail goods will be protected.

Justification

9.16 The existing retail centres and retail floorspace in Harlow make an important contribution towards the retail needs of the district. This policy aims to protect this floorspace but outlines where exceptions may be acceptable.

9.17 Opportunities may be identified through the Harlow Town Centre Area Action Plan where the loss of retail use to facilitate alternative uses or regeneration may be acceptable. Alternative uses might include commercial-leisure, residential and office uses or where the loss of retail may facilitate a better quality public realm. The overall purpose of the HTCAAP is to provide new retail floorspace requirements in accordance with the needs assessment and this will be taken into consideration where any retail loss is proposed.

9.18 The district’s Neighbourhood Centres provide a range of retail facilities and community services for residents and also make an important contribution towards residential and employment provision.

9.19 The district has 18 hatches which are small in nature and mostly provide convenience facilities such as newsagents and small supermarkets. There are opportunities to regenerate and improve several of the Hatches through redevelopment. This would include the provision of other community uses and residential use which create vibrant and active centres. The Strategic policies list

strategic housing allocations including Hatches identified for mixed used redevelopment. These Hatches are listed in Fig. 9.1 and on the Policies Map.

Fig. 9.1: List of Hatches identified for mixed use including housing

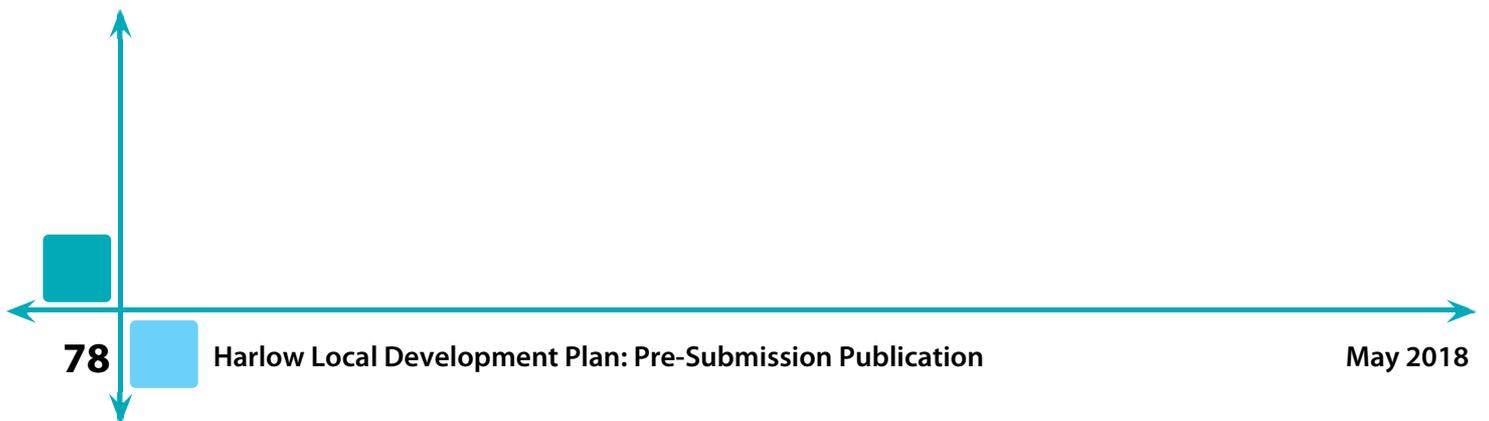
REF.	LOCATION	DWELLINGS CAPACITY
10	Pollard Hatch plus garages and adjacent land	20
12	Coppice Hatch and garages	16
14	Elm Hatch and public house	13
16	Fishers Hatch	10
17	Slacksbury Hatch and associated garages	10
21	Pypers Hatch	10

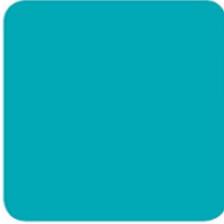
9.20 The district’s Retail Parks are an important retail destination for a wide catchment area and provide large units for bulky A1 goods such as furniture and electrical items. Protecting the unique role and function of the Retail Parks is important but managing the nature and scale of the facilities in this location is equally important. This policy will ensure they do not provide direct competition with the town centre. The Development Management policies also manage this by ensuring the sequential approach is satisfied for any retail proposals in the Retail Parks and limits the type and scale of retail uses.

Implementation

9.21 The Harlow Town Centre Area Action Plan and The Stow Design Framework SPD identify areas where retail will be protected and enhanced and areas where alternative uses will be considered acceptable. The Council will also consider preparing an SPD for Bush Fair Neighbourhood Centre and action plans for both Bush Fair and The Stow in order to monitor the delivery of development proposals and schemes identified in these documents.

9.22 The Development Management policies continue to protect primary frontages in the Town Centre and Neighbourhood Centres for retail uses, but will support alternative uses in secondary frontages and on the first floor, where acceptable. Protecting frontages will assist in ensuring the critical mass of retail floorspace is provided, this being key to driving footfall and visitor numbers.





STRATEGIC GROWTH STRATEGY FOR HARLOW
10. Linking Development Sites to the
Wider Environment



10. LINKING DEVELOPMENT SITES TO THE WIDER ENVIRONMENT

Introduction

- 10.1 Harlow has a unique natural environment, including the network of Green Wedges and Green Fingers, which are important to retain and enhance for the enjoyment of residents and visitors. Additionally, the built environment of Harlow has a built form and design which is unique to Harlow and reflects its New Town heritage.
- 10.2 As such, new developments must continue to implement the natural and built environment principles that have been established in Harlow since it was planned by Sir Frederick Gibberd in the 1940s.

Corporate Priorities

- 10.3 This chapter and the policies contained within it will help deliver the Council's Corporate Priorities, as follows:
- **Regeneration and a thriving economy**
 - **Wellbeing and social inclusion**
 - **A clean and green environment**

Local Plan Strategic Objectives

- 10.4 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:
- **Objective 1 - Create and enhance high quality built environments which are well connected to revitalised green spaces**
 - **Objective 2 - Deliver high quality design through new development whilst protecting and enhancing the district's historic environment**
 - **Objective 3 - Adapt to and mitigate the impacts of climate change**
 - **Objective 6 - Improve the quality of homes in the district through new developments, regenerated neighbourhoods and priority estates**
 - **Objective 11 - To provide and enhance sporting, leisure, recreational facilities and cultural opportunities in the district**

WE1 Strategic Green Infrastructure

The Strategic Green Infrastructure in Harlow includes the Green Belt, Green Wedges and Green Fingers which are identified on the Policies Map and will be protected and enhanced.

Other Open Spaces, landscaping, trees and hedgerows which contribute to the Green Infrastructure will also be protected and enhanced.

New Green Infrastructure must be planned into new development and, where possible, linked to existing Green Infrastructure.

The new linear 'Stort Riverpark', connecting the Lee Valley Regional Park to Bishop's Stortford through Harlow, will be delivered by contributions from new development.

Justification

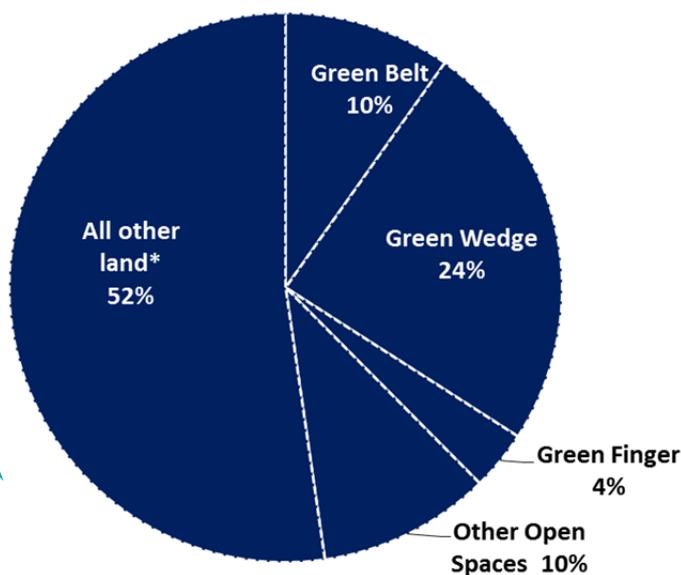
- 10.5 Much of the Green Infrastructure in Harlow is a legacy of Sir Frederick Gibberd's original master plan and provides the overarching and distinctive green character of the district.
- 10.6 The different types of Green Infrastructure in Harlow perform different roles and functions, including, on a strategic scale, linking Harlow's urban area to the wider countryside and preventing unrestricted sprawl of the district.
- 10.7 On a smaller scale, Green Infrastructure provides a range of identifiable economic, social and environmental benefits, such as improving people's health by providing opportunities for formal and informal outdoor activities, reducing air pollution, mitigating against climate change, enhancing and preserving biodiversity, and making places more attractive both for residents and future investors.
- 10.8 Harlow's tight administrative boundary and the lack of unconstrained land in the district means the Objectively Assessed Housing Need (OAHN) could not be met without assessing all options. Green Belt and Green Wedge Reviews were therefore undertaken to inform a decision as to whether exceptional circumstances existed such that land could be removed from those designations for housing. These reviews identified areas of the Green Belt and Green Wedges that did not fulfil their respective purposes. Where appropriate, these areas have been re-designated as either Green Wedge or Green Finger. In all the circumstances, including the level of housing need, it was decided that exceptional circumstances for Green Belt release were present and land was released in order to meet the OAHN, including one area of Green Belt to the east of Harlow, which also did not fulfil the purposes of the Green Belt. That land has been allocated as the district's Strategic Housing Site. The existing Green Wedge has been extended to run eastwards through the site. Four sites that were once part of the Green Wedges have been allocated as housing sites.

- 10.9 In accordance with national policies, the new Green Belt boundaries are stronger and more defensible. The amendments have resulted in a stronger network of Green Belt, Green Wedges and Green Fingers. This is important as previous Local Plan consultations have provided evidence that the Green Infrastructure in the district, in particular the Green Wedges and Green Fingers, are highly valued and well-used by local residents and visitors for a range of formal and informal activities.
- 10.10 It is important, therefore, that this network is protected and that new Green Infrastructure is included in new development, preferably linking with the existing Green Infrastructure network, supported by viable management and maintenance plans which include funding for the ongoing maintenance of new Green Infrastructure.

Implementation

- 10.11 Green Infrastructure is multi-functional green space, both urban and rural, which is of public value as it offers a wide range of environmental and quality-of-life benefits for local communities, including opportunities for sport and recreation. Green Infrastructure also includes water bodies found in green spaces and non-accessible green spaces which provide visual amenity. As Green Infrastructure is multi-functional, it should not be treated as an alternative description for green space.
- 10.12 The Green Infrastructure network in Harlow includes the Green Belt, Green Wedges, Green Fingers and Other Open Spaces. On a smaller scale, it also includes trees, hedgerows and landscaping in developments, such as green roofs or green walls. Fig. 10.1 sets out the land use types in Harlow, highlighting the proportions of the different types of Green Infrastructure.

Fig. 10.1: Land use types in Harlow



*Approximate figures. 'All other land' includes built development and residential gardens

- 10.13 Green Infrastructure is protected from inappropriate development and, where possible, enhanced.

- 10.14 In order to assist delivering the Garden Town principles in developments in the Harlow and Gilston Garden Town, new Strategic Green Infrastructure must be included within master plans for such development and it must link with existing Green Infrastructure in Harlow, for example the Green Wedges. One such opportunity is the extension of Harlow's existing Green Wedge network through the Strategic Housing Site East of Harlow to maintain the existing Green Wedge link to the countryside. Further guidance is provided in other policies.
- 10.15 The Council will work with adjoining Councils and other appropriate bodies, through the Duty to Co-operate and the Harlow and Gilston Garden Town, to bring forward the 'Stort Riverpark', as well as future Green Infrastructure projects to maintain and improve footpaths, cycleways and bridleways and wildlife corridors across the district.
- 10.16 Reflecting the importance of Green Infrastructure in Harlow, the Council is part of 'GreenArc', a partnership of organisations around London, including neighbouring county, district and borough Councils, DEFRA and the Essex Wildlife Trust. GreenArc has a number of aims, including conserving and enhancing key strategic Green Infrastructure resources such as the Stort Valley, and creating and promoting improved links between settlements and the wider countryside.

WE2 Green Wedges and Green Fingers

Harlow has a network of Green Wedges and Green Fingers, allocated on the Policies Map.

The roles of the Green Wedges are to:

- provide physical, visual and audial separation between neighbourhoods and between residential and industrial areas;
- provide Green Infrastructure, including open spaces for sport, recreation and quiet contemplation, wildlife corridors, footpaths, cycleways and bridleways;
- protect and enhance natural habitats, ecological assets and landscape features;
- protect existing uses which have an open character;
- provide settings which preserve the character of historic/cultural sites and areas; and
- provide opportunities for Sustainable Drainage Systems (SuDS).

Green Fingers are generally smaller and thinner than the Green Wedges. The roles of the Green Fingers are to:

- provide open links between Green Wedges and/or other areas of green space;
- provide Green Infrastructure, wildlife corridors, footpaths, cycleways and bridleways;
- protect and enhance natural habitats, ecological assets and landscape features; and
- protect existing uses which have an open character.

New Green Wedges or Green Fingers must fulfil the above roles and:

- where possible should connect with existing Green Wedges, Green Fingers and/or the Green Belt;
- be well-connected to residential areas;
- be defined by a strong urban edge; and
- development should front green spaces to provide a strong interface and natural surveillance

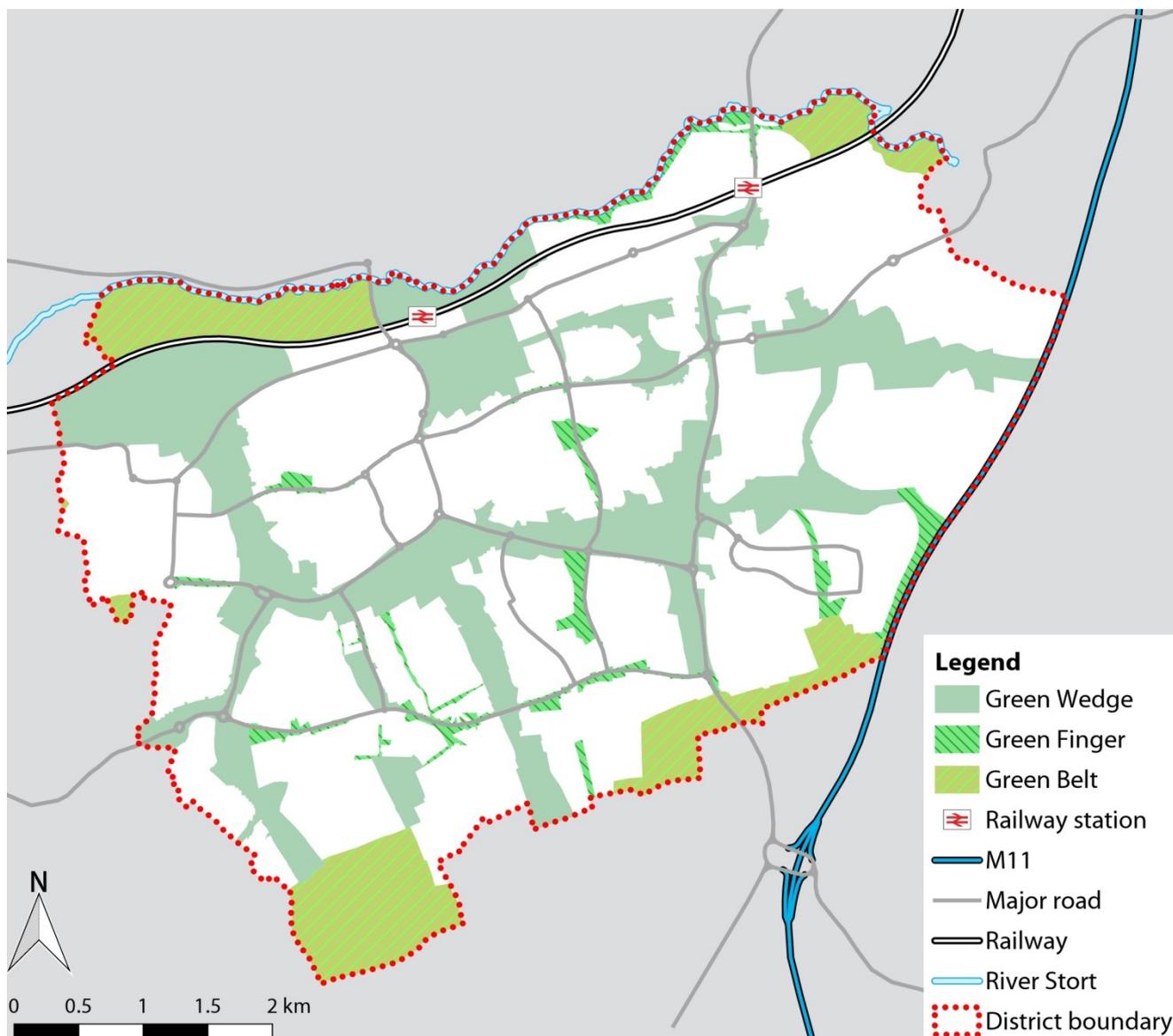
Justification

10.17 The Green Wedges and Green Fingers were originally included as 'landscape wedges' and 'parkways' in Sir Frederick Gibberd's landscape-led master plan for Harlow. They were designed to embrace natural features such as valleys, woods and brooks, and separate the neighbourhoods with open spaces which could be used by residents.

10.18 Green Wedges and Green Fingers are, therefore, fundamental to the character of Harlow and are an enduring legacy of Sir Frederick Gibberd's original master plan. Nowadays they continue to make a significant contribution to the district's Green Infrastructure, performing their identified important roles, and previous Local Plan consultations have provided evidence that they are highly valued by Harlow residents.

10.19 The extent of Green Wedges and Green Fingers in Harlow, as allocated on the Policies Map, is shown in Fig. 10.2.

Fig. 10.2: Green Wedges and Green Fingers in Harlow



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Implementation

10.20 The Green Wedges and Green Fingers are protected from inappropriate development.

10.21 New development must incorporate new Green Wedges and/or Green Fingers, depending upon the size of the development, preferably linked to existing Green Wedges, Green Fingers or the Green Belt.

10.22 In order to contribute to the delivery of the Garden Town principles in developments in the Harlow and Gilston Garden Town, there is an opportunity for a new Green Wedge to be extended into the Strategic Housing Site East of Harlow,

which forms part of one of the new four Garden Communities, linking with the existing Green Wedge to the west and the Green Belt (in the Epping Forest District) to the east.

- 10.23 This new Strategic Green Infrastructure would, in particular, contribute to the Garden Town principles of “combining the best of town and country to create healthy communities, including opportunities to grow food” and the provision of “a comprehensive green infrastructure network and net biodiversity gains”.

WE3 Biodiversity and Geodiversity

All biodiversity and geodiversity assets in the district will be preserved and enhanced. Assets of sufficient importance have a designation. The types of asset designations are:

- National designations (e.g. Sites of Special Scientific Interest)
- Local designations (e.g. Local Wildlife Site or Local Nature Reserve)
- Ancient woodland
- Aged or veteran trees outside ancient woodland

Nationally and locally designated assets are identified on the Policies Map.

Justification

- 10.24 Harlow benefits from a range of biodiversity assets, many of which pre-date the development of the New Town, such as ancient woodland and well-established sites of wildlife importance. Sir Frederick Gibberd’s master plan for Harlow sought to retain these assets in order to preserve the rich diversity of habitats in the district.

- 10.25 Many of Harlow’s open spaces have been designated for their local and national wildlife importance, including 42 Local Wildlife Sites and three Sites of Special Scientific Interest (SSSIs). Two of these SSSIs are located at Parndon Wood in the south and the other located in the north-west at Hunsdon Mead. There are currently no designated geodiversity assets in Harlow, although such assets may be identified in the future.

Implementation

- 10.26 The biodiversity and geodiversity assets are protected from inappropriate development.

- 10.27 The Council will work with Natural England, the Essex Wildlife Trust, the Biological Records Centre, Essex County Council and other bodies to conserve, enhance, protect and manage protected sites and landscapes in accordance with their level of national, regional or local importance.

WE4 Heritage

Heritage assets and their settings found within the district will be preserved or enhanced. The types of asset designation are:

- Conservation Areas
- Scheduled Monuments
- Listed buildings and their curtilage
- Historic parks and gardens
- Archaeological remains

Locally listed buildings are known as non-designated heritage assets. The Conservation Areas, Scheduled Monuments and historic parks and gardens are identified on the Policies Map.

Justification

10.28 National policies and guidance outline the rationale behind the designation of heritage assets, with special architectural or historic interest being at the core of any designation decision. National policies also set out the hierarchy of significance of historic assets. The Department for Culture, Media and Sport (DCMS) designates listed buildings and Scheduled Monuments. Locally listed buildings have also been identified which contribute towards the district's heritage. The district's ten Conservation Areas have been designated because of their special architectural or historic interest. These areas are kept under review and amended, and where appropriate, new areas designated.

10.29 Harlow has several Scheduled Monuments including a number of historic moats and burial mounds, earthwork remains of medieval villages, a barn, a chapel and remnants of Roman villas and temples. The district has a rich historical past and contains various archaeological remains, which were preserved during the development of the New Town.

10.30 Harlow has one Historic Park and Garden to the east of the district which was previously owned, developed and maintained by Sir Frederick Gibberd. The gardens and the house are located within the Stort Valley to the east of Harlow.

Implementation

10.31 The heritage assets and their settings are protected from inappropriate development.

10.32 The register of nationally listed buildings is maintained by Historic England. The register of locally listed buildings is available for inspection on the Council's website online and may be revised during the Local Plan period.

10.33 The Council has completed character appraisals and management plans for several of the district's Conservation Areas. This is part of the ongoing monitoring and review process.



STRATEGIC GROWTH STRATEGY FOR HARLOW

11. Strategic Infrastructure Requirements



11. STRATEGIC INFRASTRUCTURE REQUIREMENTS

Introduction

- 11.1 It is important that the necessary hard and soft infrastructure is in place to support development in the Harlow and Gilston Garden Town. Hard infrastructure includes physical items that will help deliver development such as new roads, railways, pipes and pylons and social infrastructure which supports new communities such as schools, healthcare centres, police and emergency services. Soft infrastructure includes environmental management, training programmes and business support services. An Infrastructure Delivery Plan (IDP) has been prepared which identifies the infrastructure required to support the development set out in the Local Plan including, where it is required, when it will be provided, phasing arrangements and how it will be funded.
- 11.2 Connecting and linking development sites to community services and facilities in Harlow is important to securing sustainable development in the Harlow and Gilston Garden Town. An improved transport and Green Infrastructure network is therefore vital and as part of this several gateway locations have been identified for enhancement with the intention of enhancing key destinations and the legibility of important routes.
- 11.3 Essex County Council is the waste and minerals authority for the County of Essex and has prepared development plan documents for minerals supply and waste management. These documents sit alongside the Local Plan and have been taken into consideration and included in this chapter.

Corporate Priorities

- 11.4 This chapter and the policies contained within it will help deliver all of the Council's Corporate Priorities, as follows:
- **More and better housing**
 - **Regeneration and a thriving economy**
 - **Wellbeing and social inclusion**
 - **A clean and green environment**
 - **Successful children and young people**

Local Plan Strategic Objectives

- 11.5 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:
- **Objective 1 - Create and enhance high quality built environments which are well connected to revitalised green spaces**
 - **Objective 11 - To provide and enhance sporting, leisure, recreational facilities and cultural opportunities in the district**

- **Objective 12 - Ensure that development is fully supported by providing the necessary infrastructure including education, healthcare and other community facilities**
- **Objective 13 - Reduce the need to travel by vehicle by ensuring new development is sustainably located or accessible by sustainable modes of transport**
- **Objective 14 - Improve transport links, particularly sustainable modes of transport, to community facilities**
- **Objective 15 - Enhance and promote the role of Harlow as a transport interchange along the M11**

SIR1 Infrastructure Requirements

The Council will work with infrastructure and service providers, other statutory bodies and neighbouring local authorities to deliver the timely provision of infrastructure necessary to support development in the Harlow and Gilston Garden Town.

An Infrastructure Delivery Plan (IDP) has been prepared for the Harlow area which identifies and prioritises infrastructure projects required in the Local Plan period and sets out funding mechanisms and lead agencies responsible for their delivery.

The IDP will be regularly reviewed and updated where necessary.

Along with the Local Plan, the IDP will be used to bid for funding for infrastructure items needed to deliver development.

Individual development proposals will be required to secure related infrastructure both on- and off-site necessary to make the development acceptable in accordance with Development Management policy IN6.

The Policies Map identifies infrastructure items which have a land use implication. This includes:

Ref.	Infrastructure Item
SIR1-1	North-South Sustainable Transport Corridor and River Stort Crossing to Eastwick Roundabout
SIR1-2	East West Sustainable Transport Corridor
SIR1-3	Second River Stort Crossing at River Way
SIR1-4	Access route for Strategic Housing Site East of Harlow
SIR1-5	Cemetery extension
SIR1-6	New allotment provision

Justification

- 11.6 The right infrastructure delivered and phased at the right time is fundamental in delivering sustainable development in the Harlow and Gilston Garden Town. The Council has been working in partnership with adjoining local authorities, statutory bodies and infrastructure providers to identify the infrastructure items required to

deliver the growth coming forward across the Harlow area in the Local Plan period and wherever possible beyond that period. The fundamental items of infrastructure required to deliver growth are set out below.

Transport

- 11.7 The Local Plan's overall approach is to reduce the need to travel, and support the use of sustainable modes of travel including walking, cycling and public transport with less reliance on the use of the private motor vehicle.
- 11.8 Harlow's unique character created from key master planning principles has resulted in a strong relationship between the urban form and the Green Wedge network, through which transport corridors pass. The Green Wedges provide a series of connectable open spaces which link major facilities and services, offering a pleasant and attractive footpath, cycleway and bridleway system. As a consequence of the design and layout of Harlow, the highway network is compact but flexible to change and improvement.
- 11.9 In order to deliver long-term sustainable growth in the district, further enhancements to the transport network will be required. These enhancements have been identified in the medium to long-term and in some cases beyond the Local Plan period where finance and delivery is difficult to predict. Current projects are not listed. Some of the proposals will be delivered by developers as part of their development, whereas some other schemes will be financed and delivered by a number of sources as set out in the IDP. They currently include:
- (a) Junction 7a on the M11 and widening of Gilden Way;
 - (b) Improvements to Junction 7 of the M11;
 - (c) Widened Central Stort Crossing between Eastwick roundabout and Burnt Mill roundabout;
 - (d) New Second Stort Crossing between Eastwick Road in East Hertfordshire District and at River Way in Harlow;
 - (e) North-south Sustainable Transport Corridor from the Gilston area to the north of the Garden Town to Latton Priory to the south;
 - (f) East-west Sustainable Transport Corridor from The Pinnacles to the Strategic Housing Site East of Harlow;
 - (g) Capacity improvements to Second Avenue;
 - (h) Junction improvements at Third Avenue/Abercrombie Way and at Katherine's Way/ Southern Way/Water Lane junction;
 - (i) Southern Way improvements including pedestrian crossings and speed reductions;
 - (j) Improved access to Harlow Mill Train Station and four-tracking of the West Anglia Mainline.

11.10 Access improvements to, from and within the town centre will be identified through the Harlow Town Centre Area Action Plan.

11.11 A northern by-pass which would connect the Gilston area with Junction 7a of the M11 has been identified as a potential long-term highway solution to alleviate congestion along Gilden Way. However the overall priority is to ensure the Harlow and Gilston Garden Town becomes a sustainable town providing accessible

housing and employment areas, community services and other facilities supported by a durable sustainable transport network, thereby reducing car usage and the need for highway focussed interventions.

Education

- 11.12 Essex County Council, as local education authority, is responsible for ensuring there are sufficient school places available by building or extending schools. Harlow Council has been working closely with Essex County Council to identify the most sustainable solutions for future education provision. The council will also work with other education providers including independent schools and academy trusts.
- 11.13 In Harlow there is an overall need to provide 11.1FE of secondary school places (gross). A new secondary school will be provided in the Epping Forest District, in the new Garden Community to the east of Harlow, and a new 8FE secondary school is being opened in Harlow. There is also additional capacity in some of the existing secondary schools in Harlow.
- 11.14 There is an overall need to provide 11.9FE of primary school places (gross) in Harlow, of which some provision is already committed. The remaining provision will be delivered through expansion plans and through the provision of new primary schools located within new residential developments to the east. The Garden Town communities identified as part of the Harlow and Gilston Garden Town will deliver new schools as part of their proposals.
- 11.15 Across the district there will be a requirement for early years and childcare provision, with a particular deficit to the east due to the number of new homes being delivered in this area. Education facilities will be provided through the Strategic Housing Site East of Harlow which will include an element of early year and childcare facilities.

Healthcare

- 11.16 Harlow pioneered the development of health centres and multi-professional medical centres which combined several health related services into one location.
- 11.17 The Council and Harlow Health Centres Trust are working together to expand health facilities for existing population growth and will work with the Clinical Commissioning Group and NHS to deliver new health facilities as part of planned growth. New healthcare facilities will be delivered as part of new settlements ideally located in accessible locations, situated in a local centre with a range of other community facilities.
- 11.18 The Princess Alexandra Hospital NHS Trust is currently considering options to meet its future service requirements including the potential option to relocate to an alternative location in the Harlow and Gilston Garden Town. Two potential sites are being considered, the first in the Gilston area to the north and the second to the east of Harlow within the Epping Forest district. The location will be determined through a Strategic Outline Business Case. New and improved healthcare facilities play an important role in sustaining the Harlow and Gilston Garden Town and the Council will work with the hospital and all relevant parties to help deliver this.

Community Facilities

- 11.19 Community facilities cover a variety of buildings and services which underpin successful and vibrant communities and help develop social activities. It also includes future provision of burial space.
- 11.20 The provision of community buildings including youth centres, community halls, sports and leisure provision and libraries have been identified in the IDP and the Built Facilities and Playing Pitch Strategies. The Council will work with developers and statutory providers to deliver community uses across the district including provision on the Strategic Housing Site East of Harlow and through the master planning of the other Harlow and Gilston Garden Town Garden Communities.
- 11.21 There are currently 35 named allotments and additional provision is proposed for development sites at Gilden Way, Newhall and the Strategic Housing Site East of Harlow.
- 11.22 Proposals are in place to extend the existing crematorium and cemetery to the south of the district. The extension is allocated on the Policies Map. This also includes a green passageway for the movement of fauna between the two Sites of Special Scientific Interest (SSSIs) which abut the crematorium.

Utilities

- 11.23 The Council will work with the relevant statutory providers to ensure that development sites are well served by utility provision including electricity, gas, wastewater, potable drinking water, sustainable drainage, broadband and telecommunications.
- 11.24 Electricity Services in Harlow are provided through the UK Power Networks Eastern (UKPN) distribution area and is supplied from the Harlow West Grid substation. The UKPN Regional Development Plan included a growth assumption of 16,000 dwellings in and around Harlow, the equivalent of the Harlow and Gilston Garden Town, to 2033. Projects have been identified for the electricity infrastructure needed to meet this growth and it is expected that this will be funded through the utility firm and developers.
- 11.25 There are no known existing gas deficiencies in Harlow. The Council will continue to work with the suppliers to ensure the network can accommodate growth and any infrastructure will be covered by the utility provider.
- 11.26 There is already significant telecommunications and broadband infrastructure in Harlow and the district is in excess of the Government's 95% coverage target. The Development Management policies ensure that broadband coverage extends into new developments and that telecommunications equipment is provided in Harlow.
- 11.27 The Council will work with the Environment Agency and the Flood Risk Management Authority to implement flood alleviation schemes as set out in the Strategic Flood Risk Assessment and Surface Water Management Plan for Harlow. The Development Management policies ensure that water quality, water

management, flooding and sustainable drainage is fully considered as part of new development proposals.

- 11.28 Harlow falls into the Upper Lee catchment area and potable drinking water supply in the district is provided by Affinity Water. The utility firm has a statutory duty to publish Water Resource Management Plans (WRMP) every five years setting out how they will maintain a balance between demand and supply over a 25-year period. Across Affinity Water's Central Region area, which Harlow is located within, the WRMP sets out water related infrastructure projects which will ensure there is not a water deficit. This infrastructure will be funded through a combination of direct funding from the utility company and through developers.
- 11.29 Thames Water is responsible for waste water in Harlow and the surrounding area and they are tasked in preparing Asset Management Plans every five years. These Management Plans have been informed by discussions to ensure infrastructure is in place to accommodate growth. Harlow is served by the Rye Meads Sewage Treatment Works which is currently being upgraded to increase capacity.
- 11.30 Thames Water position statements indicate capacity in the Treatment Works up to 2036, subject to further improvements to sludge and storm streams. Further network modelling is being undertaken by Thames Water to understand sewer capacity in the area before outlining further intervention solutions. This modelling work will inform a Watercycle Study being prepared by the Council. It is anticipated that solutions to improving the network will be jointly funded by the utility providers and developers.

Implementation

- 11.31 This chapter is supported by a detailed IDP which sets out the infrastructure items required to support the Local Plan, and who is responsible for delivery, how the items are to be funded and when the infrastructure will be delivered. It provides detailed information on delivery and funding for the infrastructure required in the first five years of the Local Plan Period and infrastructure which is critical to delivering the Local Plan. It also provides as much detail as possible for medium and long-term projects.
- 11.32 The Council will need to work closely with a number of partners and organisations to bring forward both strategic and local infrastructure schemes in the district and the Harlow and Gilston Garden Town. This includes Essex County Council and Hertfordshire County Council who are responsible for the local highway networks, education provision, particular health and social care needs and other community facilities such as libraries. The Council will also liaise with other statutory bodies and site developers to bring forward other supporting infrastructure and ensure the delivery of development sites.
- 11.33 Infrastructure items will be funded by a number of sources. This can include, for example, the District Council, County Councils, infrastructure/utility providers, developers or through grants and funding bids. Specific infrastructure items that are required to deliver growth locations and development sites will mostly be funded by Section 106 Agreements between the Council and the developer. The Council is preparing a Planning Obligations Supplementary Planning

Document (SPD) which will provide guidance to statutory agencies, community organisations, developers and stakeholders involved in the development process and will be updated regularly.

11.34 If evidence in the IDP, as updated, indicates that the prospects for the realistic delivery of infrastructure have changed and are unlikely to support planned development, the Local Plan will be reviewed.

SIR2 Enhancing Key Gateway Locations

The following gateway locations have been identified in the district:

1. Routes to and from Junction 7a of the M11 along Gilden Way
2. The A414 where it meets with Junction 7 of the M11
3. River Stort Crossing where Fifth Avenue enters and exits the Harlow district boundary
4. Eastern Stort Crossing which enters Templefields Employment Area at River Way
5. The southern terminus of the Sustainable Transport Corridor where it first enters Harlow from development sites in Epping
6. Vehicular and pedestrian access points to the north of the Town Centre
7. Vehicular and pedestrian access points at as you first enter the strategic employment sites

The gateway locations above will be seamlessly integrated within the wider transport and Green Infrastructure network of Harlow and enhanced and improved through the use of:

- appropriate landscaping and boundary treatments
- open spaces which continue the principles of Green Wedges and Green Fingers
- public art and improved signage
- improved pedestrian and cycle routes which are legible and connect with the existing network
- security and safety measures which assist in providing pleasant and attractive routes

Justification

11.35 The gateway locations set out above have been identified as important entrance points for commuters and visitors to Harlow and linkages that connect the Harlow and Gilston Garden Town communities with the Harlow urban area. Their enhancement, improvement, legibility and integration are therefore important to the overall design and layout of the town and in implementing the design principles of Sir Frederick Gibberd's original master plan throughout the Garden Town. Their improvement will also enhance key destinations including the town centre and employment areas, act as attractors for businesses looking to locate to the district and make public transport routes, cycle and pedestrian pathways more attractive to users. Further gateway locations may be identified as development proposals are brought forward in the Harlow and Gilston Garden Town. The exact location for the key gateways have not been shown on the Policies Map as improvement projects are yet to be defined and proposals will develop through the masterplanning of development sites and regeneration schemes.

Implementation

11.36 Improvements and enhancements will be sought through the design and master planning stages of schemes and developments and through discussions with adjoining Councils, developers and via the Harlow and Gilston Garden Town Quality Review Panel and the Spatial Vision and Design Charter.

SIR3 Waste and Minerals

The Council will work with Essex County Council to bring forward the Waste and Minerals Development Plan Documents.

These documents form part of the Development Plan for Harlow and include Site SIR3-1 Harlow Mill Rail Station which is safeguarded as a Transhipment Site and Coated Stone Plant.

Justification

11.37 Essex County Council is responsible for waste and minerals planning in Harlow and has prepared a Waste Development Plan Document and a Minerals Development Plan Document. They include allocations and Development Management policies. These documents form part of the Local Plan and will be taken into consideration as part of the submission of planning applications.

11.38 The Council will ensure that the principles of the Waste Hierarchy (see Fig. 11.1) continue to be implemented as part of its contribution to waste planning and will aim to achieve a recycling target of 50%²⁰.

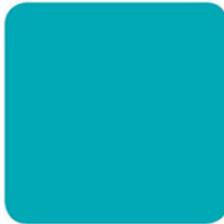
Fig. 11.1: Waste Hierarchy



Footnotes:

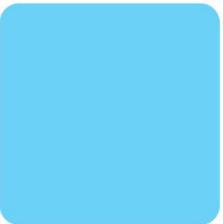
²⁰ The EU Waste Framework Directive states that the UK must recycle 50% of household waste by 2020.

11.39 Implementation of this policy will require a collaborative approach between the Council and Essex County Council as the waste and minerals authority. The Council will ensure that applications take into consideration waste and minerals development plan documents.



DEVELOPMENT MANAGEMENT

**12. Background to
Development Management in Harlow**



DEVELOPMENT MANAGEMENT

12. BACKGROUND TO DEVELOPMENT MANAGEMENT IN HARLOW

- 12.1 Development Management policies provide a detailed planning framework which will be used to determine planning applications. They are informed by national policies and guidance which set out the Government's planning policies for England and how it expects them to be applied.
- 12.2 National policies state that the purpose of the planning system is to contribute to the achievement of sustainable development, which has three roles:
- an economic role by contributing to a strong, responsive and competitive economy;
 - a social role by supporting strong, vibrant and healthy communities; and
 - an environmental role by contributing to the protection and enhancement of the environment.
- 12.3 These Development Management policies have been developed to help achieve sustainable development and to provide the detailed spatial expression of the Strategic policies in the Local Plan.
- 12.4 The Development Management policies have been grouped to reflect the broad Spatial Objectives of the Local Plan. Through their implementation, the Council will ensure all development proposals have regard to these objectives.



DEVELOPMENT MANAGEMENT
13. Placeshaping



13. PLACESHAPING

Introduction

- 13.1 Promoting good design is fundamental to achieving high-quality, inclusive development and is an important consideration for new buildings and public and private spaces. It goes beyond aesthetic considerations, addressing issues such as connectivity between people and places and the integration of development into the natural, built and historic environment.
- 13.2 Harlow's New Town historic environment, based on the design principles set out in the master plan prepared by Sir Frederick Gibberd, established the overall layout and character of the town. The dominant green spaces provide a sense of openness and tranquillity in an otherwise relatively densely populated urban area. The policies contained within this chapter aim to conserve, protect and enhance the natural and built environment of Harlow, including its green spaces, biodiversity and overall landscape quality. The policies also aim to safeguard the environment from harmful development that may affect, for example, air quality, water quality or flood risk.
- 13.3 The district currently has ten Conservation Areas, designated for their special architectural or historic interest. The Conservation Area status aims to ensure the character and appearance of these areas is protected. There are also 168 listed buildings in Harlow which are preserved and enhanced through the policies in the Local Plan. The Council has also sought to identify buildings and structures which have not been identified nationally for listing but which contribute towards the district's distinct character and historic environment.

Corporate Priorities

- 13.4 This chapter and the policies contained within it will help deliver the Council's Corporate Priorities, as follows:

- **A clean and green environment**

Local Plan Strategic Objectives

- 13.5 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:

- **Objective 1 - Create and enhance high quality built environments which are well connected to revitalised green spaces**
- **Objective 2 - Deliver high quality design through new development whilst protecting and enhancing the district's historic environment**
- **Objective 3 - Adapt to and mitigate the impacts of climate change**

PL1 Design Principles for Development

A high standard of urban and architectural design is expected for all development. Development must meet the following criteria:

- (a) it is supported by a design rationale based on an understanding and analysis of local context and character, taking into consideration the Adopted Harlow Design Guide Supplementary Planning Document (SPD), the Harlow and Gilston Garden Town Spatial Vision and Design Charter, and relevant national guidance;
- (b) it protects, enhances or improves local distinctiveness, taking account of local character, patterns of development, urban form and landscape character, Green Infrastructure including trees and landscaping, building typology, detailing and materials front boundary treatments and the historic environment;
- (c) it provides appropriate physical, legible and safe connections with surrounding streets, paths, neighbouring development and Green Infrastructure;
- (d) it responds to the scale, height, massing, architectural detailing and materials of the surrounding area, is visually attractive and respects its context without restricting style and innovation;
- (e) it provides logical and legible layouts which support active street frontages, improve the public realm, provide distinction between public and private space, and provides an appropriate level of well-designed and well-located high quality landscaping;
- (f) it forms inclusive development that is accessible, well-connected, gives sustainable modes of transport priority over private vehicles, and integrates land uses with sustainable modes of transport;
- (g) it is flexible enough to respond to economic, social, environmental and technological change;
- (h) it creates safe and secure environments which help to reduce opportunities for crime and minimise the fear of crime.

Justification

- 13.6 This policy sets out the design criteria for all development in Harlow, taking into account the requirements of the Adopted Harlow Design Guide SPD. It also ensures the design and layout of new development respects Sir Frederick Gibberd's master plan for the New Town, which ensured the town was planned to be contained within the original landscape and to retain as many natural features as possible.
- 13.7 The policy is applicable to all development types in the district, whether they are for the provision of buildings and structures or the layout of places and spaces.

Implementation

- 13.8 A Supplementary Planning Statement and Design and Access Statement will be required for major developments and, where appropriate, may be required for other developments. They should demonstrate how the criteria in this policy and relevant national policies and guidance have been complied with.
- 13.9 For further guidance and explanation on the characteristics of high quality urban and architectural design and the methods to create safe and secure environments, applicants should refer to the Adopted Harlow Design Guide SPD. This will be used to guide and assess future development across Harlow and will be a material consideration in the determination of planning applications.

PL2 Amenity Principles for Development

Development which preserves or enhances the level of amenity of existing and future occupants and neighbours in the local area will be supported.

In assessing the acceptability of development on amenity, the following criteria and the cumulative effects will be considered.

- (a) privacy and overlooking;
- (b) overshadowing and loss of daylight and sunlight;
- (c) aspect and outlook;
- (d) overbearing and the perception of overbearing;
- (e) the perception of enclosure;
- (f) access to high quality and useable amenity space;
- (g) compatibility and sensitivity of adjacent uses.

Justification

- 13.10 This policy aims to promote and protect high standards of amenity. This is a key element of sustainable growth and continued regeneration, and will assist in meeting the Council's priority to ensure regeneration takes place in the district.
- 13.11 The policy also aims to avoid loss of privacy due to the proximity and design of development and will allow sufficient daylight and sunlight to penetrate into and between buildings. It also takes into account the need for development to provide access to amenity space and links with Harlow's wider Green Infrastructure network.

Implementation

- 13.12 For further guidance, applicants should refer to the Adopted Harlow Design Guide Supplementary Planning Document (SPD). This is useful when considering the design and layout of new buildings, structures, places and spaces.

PL3 Sustainable Design, Construction and Energy Usage

New development will be expected to deliver high standards of sustainable design and construction and efficient energy usage. Such development will be supported where it meets or exceeds the minimum standards required by Building Regulations.

Justification

- 13.13 Local Plans should consider climate change, the effects of which are wide-ranging and can lead to increased drought, extreme weather events (including heatwaves, snow and storms) and surface water flooding. Such impacts could have a major negative impact on the local economy, people, infrastructure and environment.
- 13.14 This policy seeks to reduce the impact of new development on the environment and this should be read in conjunction with the Strategic policies set out the Local Plan which identify the most sustainable locations for growth and promote the use of sustainable modes of transport.
- 13.15 Many buildings in Harlow are a legacy of its New Town historic environment and were constructed using the methods and techniques of the time. Some of these buildings are now no longer fit for purpose and need replacement. The Council will ensure that new buildings are constructed in a sustainable manner and accord with current best practice.
- 13.16 The policy encourages applicants to consider the impact of their development and seek ways to address the effects, beyond those measures required by Building Regulations.

Implementation

- 13.17 The Building Regulations set out the minimum requirements for the conservation of fuel and power. The associated guidance suggests measures to reduce energy consumption and carbon dioxide emissions, which include the consideration of:
- (a) appropriate layout and building orientation to maximise solar gain in the winter;
 - (b) the use of Green Infrastructure, such as trees and rain gardens;
 - (c) efficient use of all roof and vertical surfaces for the installation of low carbon technologies and green roofs;
 - (d) integrating passive ventilation, such as wind catchers, or low energy options where mechanical ventilation or cooling is required;

- (e) generating energy from on-site renewable or low-carbon energy systems;
- (f) the use of local, sustainable and energy efficient materials; and
- (g) the re-use of existing resources.

13.18 A Sustainability Statement will be required for major development and may be required for other development, detailing the sustainability credentials of the proposed development. This should cover any use of on-site low carbon/renewable energy technology and how the design, massing, layout, construction of the building and use of Green Infrastructure contributes to reducing carbon dioxide (CO₂) emissions. The energy hierarchy set out in the Strategic policies should be considered within the Sustainability Statement. The Sustainability Statement should also make clear how measures have been incorporated into the design of the development to ensure they are well integrated.

13.19 Where a Sustainability Statement is submitted, the developer will be required to provide evidence of the implementation of the target total carbon dioxide (CO₂) reduction level, by using nationally recognised, independently audited schemes such as Energy Performance Certificates. The evidence should include a clear breakdown of the percentage of carbon savings delivered by building efficiency and the use of any low carbon or renewable energy technologies.

PL4 Green Wedges and Green Fingers

Development on land designated as Green Wedge or Green Finger must meet one or more of the following criteria:

- (a) it is for small-scale development;
- (b) it is for essential infrastructure and local transport infrastructure which must demonstrate a requirement for a Green Wedge or Green Finger location;
- (c) it is for the replacement of buildings, provided that the new building/buildings are in the same use and not more harmful than what is being replaced;
- (d) it constitutes strategic infrastructure development which can demonstrate that it is of benefit to the wider community.

Additionally, development must meet both the following criteria:

- (e) it demonstrates that the roles and functions of the Green Wedges and Green Fingers are preserved, enhanced and not adversely affected; and
- (f) it demonstrates that the wider landscape and setting is preserved, enhanced, promotes biodiversity and integrates with existing Green Infrastructure.

Justification

- 13.20 Green Wedges and Fingers are fundamental to the character of Harlow. Sir Frederick Gibberd's master plan sought to preserve the form of the original landscape and the natural features that gave the district its distinctive character; consequently the green areas were generally kept free of buildings and as natural as possible.
- 13.21 The purpose of this policy is to continue to protect the Green Wedges and Green Fingers from encroachment and visual intrusion, while recognising there may be opportunities for some development within them, where the development benefits the wider community or improves the biodiversity and/or landscaping.

Implementation

- 13.22 While the roles and functions of the Green Wedges and Green Fingers differ, these two types of open space are complementary and of equal importance; the main difference being their scale. Details of their roles and functions are set out in the Strategic policies.
- 13.23 Small-scale development can include householder applications, school or sports related development, recreation and community uses.
- 13.24 Applications for local transport infrastructure must demonstrate their requirement for a Green Wedge or Green Finger location. This would also include the provision of essential infrastructure identified in the Local Plan, or where the applicant can demonstrate that there is no other location within the district that could accommodate the proposed infrastructure.

PL5 Other Open Spaces

Development on Other Open Spaces must meet the following criteria:

- (a) the development would not compromise the landscape character, openness, biodiversity or urban design principles of the town and/or the surrounding area;
- (b) the development would not remove access to an open space which, in accordance with the current evidence, is of high quality and/or high public value in providing opportunities for sport and recreation;
- (c) the development would not prejudice the potential for comprehensive development of adjacent land.

Justification

- 13.25 Along with the preservation of Green Wedges and Green Fingers, the preservation of Other Open Spaces is fundamental to ensuring the original design of Sir Frederick Gibberd's master plan for Harlow is respected, which planned the district to be interspersed with many open spaces to offset the provision of small private gardens.
- 13.26 Other Open Spaces can be of public value where they have a role or function which makes a positive contribution to the character of the area. Such spaces often provide opportunities for recreational uses and also provide landscaping and visual buffers.
- 13.27 The aim of this policy is to protect those Other Open Spaces which make a positive contribution, through their specific role or function, to the overall character and design of Harlow. For example, some Other Open Spaces offer amenity and informal recreational opportunities, and therefore contribute to the health and wellbeing of local residents by providing nearby spaces for outdoor and physical activity.

Implementation

- 13.28 Other Open Spaces are defined as open spaces, both private and publically owned, which are not allocated as Green Belt, Green Wedge or Green Finger in the Local Plan. Other Open Spaces vary in nature and quality and can include:
- strips of landscaping, for example next to a road, pavement or cycle path;
 - amenity spaces and gardens;
 - areas of land between buildings;
 - informal recreational areas; and
 - woodland and landscaping belts.
- 13.29 An application for infill development, which would block the potential for comprehensive development, would not be supported. For example, where there are open spaces adjacent to each other, the development of one open space in isolation could prevent the opportunity to develop the open spaces as a whole.

PL6 Trees and Hedgerows

1. Existing trees and hedges

Development and tree works applications, which ensure that trees and hedges are protected and enhanced, will be supported. The acceptability of development and tree works will be assessed on the following criteria:

- (a) the impacts the development would have on the trees and/or hedges and the proposed measures to mitigate any impacts;
- (b) the character and value of the trees and/or hedges;
- (c) the existing condition of the trees and/or hedges;
- (d) any existing specific protections the trees and/or hedges currently have;
- (e) the provision of replacement trees and/or hedges, which are a suitable species and ensure canopy cover is maintained and enhanced.

2. Trees and hedges in new development

Development which includes the planting of new trees and hedges must meet the following criteria:

- (a) the location and species of the trees and hedges are suitable, when considering their juxtaposition to development and infrastructure both above and below ground;
- (b) the species selection of trees and hedges helps enhance resilience and diversity of the trees and hedges, including genetic and species diversity;
- (c) the total canopy cover of the proposal site will be increased, in the long-term, through the planting of trees, shrubs and hedges;
- (d) where necessary, the below-ground environment is enhanced.

Justification

13.30 This policy aims to protect the trees and hedgerows in Harlow, which form an important part of the Green Infrastructure and landscaping in the district, fundamental to Harlow's original design character. Trees and hedgerows provide wildlife habitats and natural visual and noise buffers, and assist in mitigating the effects of climate change, for example by providing shading and reducing the temperature of the local micro-climate.

13.31 Whilst over 300 trees in Harlow are already protected by Tree Preservation Orders, and many trees and hedgerows are found within protected areas such as Green Wedges, there are a number of significant trees and hedgerows found in Other Open Spaces and residential areas.

13.32 Many of the trees and hedgerows in the district are over 70 years old and, therefore, pre-date the development of the New Town, as Sir Frederick Gibberd's master plan aimed to respect the existing natural landscape assets. There are over 250 veteran trees in Harlow and many of the existing trees are likely to become veteran and ancient specimens in the future. A number of hedges have historic importance, especially where they are found along original highways and old parish and farm boundaries. Hedgerows are also listed as being of principal importance in Section 41 of the Natural Environment and Rural Communities (NERC) Act (2006) (as amended).

Implementation

13.33 When assessing the impacts of development on trees and/or hedges and measures to mitigate any impacts, an Arboricultural Impact Assessment, Arboricultural Method Statement and Biodiversity Assessment may need to be submitted to the Council.

13.34 When assessing the value and condition of existing trees and/or hedgerows, a survey may need to be submitted to the Council. The value that trees and/or hedges offer includes historic, cultural, ecological, economic and amenity value. The condition includes the health and structure of the trees and/or hedges.

13.35 Existing specific protections that trees and/or hedges may have include Tree Preservation Orders and other protections offered by Conservation Areas or the Hedgerow Regulations (1997).

13.36 The enhancement of the below-ground environment could be achieved through measures such as cellular confinement systems, Sustainable Drainage Systems (SuDS), soil mycorrhizal inoculations and porous surfacing.

13.37 The Council may also require a Management Plan to be submitted, which demonstrates how the future maintenance of new trees and hedges would be managed, in order to protect their long-term quality.

13.38 Where appropriate, the Council will consult with specialists to obtain advice on tree and hedgerow matters.

PL7 Green Infrastructure and Landscaping

Green Infrastructure and landscaping must be protected and enhanced as part of development.

Development must meet the following criteria:

- (a) new Green Infrastructure and landscaping are well planned, taking into consideration the practicalities and requirements of future management and maintenance, and providing appropriate footpaths, cycleways and bridleways;
- (b) existing Green Infrastructure and landscaping are protected and enhanced and in all cases are sympathetically integrated into the development;
- (c) development makes connections wherever possible to landscaping and Green Infrastructure outside of the site.

Justification

13.39 Green Infrastructure is an important element of Harlow's distinctive character, which Sir Frederick Gibberd developed within his original master plan to respect the existing natural environment and integrate it within the New Town to provide functional areas of green and open space which could be used and enjoyed by wildlife, visitors and residents.

13.40 The requirement of this policy is for new Green Infrastructure and landscaping to be sympathetically integrated into development to ensure the continuation of Sir Frederick Gibberd's master plan and, therefore, contribute to enhancing and conserving the historic environment.

13.41 There are opportunities for development to create, protect and enhance existing Green Infrastructure and landscaping, to improve the natural environment, and create additional wildlife habitats and reinforce existing green links. This policy aims to protect existing Green Infrastructure in Harlow and ensure that new Green Infrastructure is well-planned and effectively managed in the future.

Implementation

13.42 Green Infrastructure is multi-functional natural and man-made green space, including parks, playing fields, woodlands, allotments and wildlife corridors. At a smaller-scale, it also includes measures to assist climate change mitigation, such as green roofs and green walls.

13.43 The Adopted Harlow Design Guide Supplementary Planning Document (SPD) should be consulted for guidance on appropriate landscaping for development.

- 13.44 The Council may require a Management Plan to be submitted, which demonstrates how the future maintenance of the Green Infrastructure and landscaping would be managed, in order to protect its quality and functionality in the long-term.

PL8 Biodiversity and Geodiversity Assets

Development should contribute to and enhance biodiversity or geodiversity assets.

The potential harm caused by development on these assets and their surroundings will be assessed based on the harm caused by the development. The greater the significance of the asset, the greater the weight that is given to the asset's protection.

Development must meet the following criteria:

- (a) it creates new biodiversity and protects geodiversity assets and creates links to existing biodiversity and geodiversity assets;
- (b) it includes the protection and enhancement of existing biodiversity and geodiversity assets;
- (c) where it can be demonstrated that protection and enhancement of existing biodiversity and geodiversity assets is not possible, appropriate measures must mitigate the negative effects on these assets.

Justification

- 13.45 As a planned New Town, Harlow benefits from networks of open spaces which contribute to the biodiversity of the district, conserve habitats of local significance and enable the appreciation of wildlife.
- 13.46 Helping to protect and enhance biodiversity is one of the fundamental aims of national policies and guidance, to halt the overall decline in biodiversity. This policy aims to ensure the continued protection and enhancement of biodiversity and geodiversity assets in Harlow.

Implementation

- 13.47 Designated biodiversity and geodiversity assets are allocated on the Policies Map. In Harlow, the highest order asset type is Sites of Special Scientific Interest, followed by locally designated sites, ancient woodland, and aged or veteran trees found outside ancient woodland. There are, as yet, no designated geodiversity assets in Harlow.
- 13.48 The Council will seek to protect and enhance non-designated assets of biodiversity and geodiversity importance, identified in Evidence Base studies, to extend the geodiversity and the network of biodiversity and open spaces across the district.

- 13.49 The Council may require assessments of biodiversity and geodiversity assets to be submitted, which identify the impacts of development and any necessary mitigation and/or compensatory measures, and consider the presence of invasive, non-native species and their management, including biosecurity measures.
- 13.50 Biodiversity assets within development will require appropriate protection, enhancement and/or mitigation measures for the biodiversity assets. Appropriate measures could include management agreements, planning conditions and/or obligations.

PL9 Pollution and Contamination

All development proposals must minimise and, where possible, reduce all forms of pollution and contamination.

In assessing the acceptability of development, the following criteria and the cumulative effects will be considered:

- noise pollution;
- light pollution;
- air quality (including dust, odour and emissions);
- vibration;
- surface and ground water quality;
- land quality, condition and stability;
- the natural environment;
- the built environment;
- general amenity;
- health and safety of public;
- compliance with statutory environmental quality standards.

The location and type of development and its relationship to the surrounding built and natural environment will be taken into consideration when assessing the acceptability of the impacts.

Where it can be demonstrated that pollution and/or contamination is unavoidable, appropriate measures must mitigate the negative effects of the development.

Justification

- 13.51 It is important that any potential conflicts arising from pollution or contamination are assessed in order to protect the built and natural environment, including safeguarding local amenity and the health and wellbeing of local residents
- 13.52 Sir Frederick Gibberd's master plan for Harlow separated residential uses from industrial uses, which were concentrated within a number of employment areas. Consequently the Council will consider whether new uses are compatible with existing uses within an area in order to minimise the risk of pollution and/or contamination.

- 13.53 Development in Harlow has historically been built at a high density. Where new development could have an impact on existing development due to potential pollution or contamination, the Council will give careful consideration to impacts on the amenities of the surrounding area.
- 13.54 In terms of air quality in Harlow, air quality monitoring has been undertaken and there are no areas where the air quality has led to the designation of Air Quality Management Areas. This policy aims to maintain this position in the district.

Implementation

- 13.55 The Council may require assessments of any pollution and/or contamination to be undertaken and submitted, which identify any existing pollution and/or contamination, and the impacts of the development and any necessary mitigation and/or compensatory measures. For example, an assessment of light may need to take into consideration the detail of the angles of lights, lighting design, light spillage, luminance levels, height of light columns and proposed hours of use. Mitigation measures could include the use of baffles and appropriate building design to minimise impacts. The Council may also impose conditions to control and manage pollution and contamination levels.

PL10 Water Quality, Water Management, Flooding and Sustainable Drainage Systems

1. Water Quality

Development must not adversely affect water quality, including quality of waterways and other bodies of water, identified Source Protection Zones (SPZ), Aquifers and all other groundwater.

New development adjacent to water courses should seek to include restoration and de-culverting. The culverting of water courses should be avoided.

2. Water Management

To minimise impact on the water environment, all new dwellings should achieve the Optional Technical Housing Standard for water efficiency of no more than 110 litres per person per day as described by Building Regulations.

3. Flooding

All development proposals will be considered against national policies (including application of the sequential test and, if necessary, the exception test) and against the European Water Framework Directive (or any subsequent equivalent).

Development must follow a risk-based and sequential approach, so that it is located in the lowest flood risk area. If this cannot be achieved, the exception test must be applied and the appropriate mitigation measures must be undertaken.

Development must meet the following criteria:

- (a) it must not increase the risk of flooding elsewhere;
- (b) within sites at risk of flooding, the most vulnerable parts of the proposed development must be located in areas of lowest flood risk;
- (c) flood levels of development in Flood Zones 2 and 3 should be situated above the 1% (1 in 100 years) plus climate change predicted maximum water level, plus a minimum watertight depth of 300mm above the normal water level;
- (d) development must be flood resilient and resistant, with safe access and escape routes, and it should also be demonstrated that residual risks can be safely managed;
- (e) any necessary flood protection or mitigation measures should not have an undue impact on nature conservation, landscape character, recreation or other important matters;
- (f) there should be no net loss in flood storage on-site;
- (g) flood flow routes should be preserved;
- (h) where necessary, planning permission will be conditional upon flood protection and/or runoff control measures being operative before other works.

4. Sustainable Drainage Systems (SuDS)

Where SuDS are required, the drainage scheme must meet the following criteria:

- (a) provide the most sustainable option from the SuDS hierarchy;
- (b) achieve multiple benefits including management of flood risk and surface water pollution, amenity and biodiversity;
- (c) achieve greenfield runoff rates;
- (d) provide appropriate attenuation taking into account climate change;
- (e) provide arrangements for future maintenance and management;
- (f) major proposals should also comply with the principles and standards set out by the Lead Local Flood Authority for SuDS.

Justification

13.56 Sir Frederick Gibberd's master plan planned Harlow within the landscape, keeping the valleys free from development and building on the higher ground, therefore helping to prevent major flooding.

- 13.57 This policy will ensure that the quality of drinking water is maintained, avoiding harmful polluting developments which affect its quality.
- 13.58 The policy also sets out targets for water management. The Environment Agency's report, Water Stressed areas – final classification (2013), states there is serious water stress for many parts of the east of England including Harlow, both now and in the future. Serious water stress is the result of a large population with high water demands but with limited water availability.
- 13.59 It is therefore appropriate to set a water use target of 110 litres per head per day for residential development, which is approximately 50 litres less than the current Harlow average and 15 litres less than the standard Building Regulations requirements. Developing a house with this target could save 79kg of CO₂ and 15m³ of water per year per house.
- 13.60 This policy also aims to prevent the risk of flooding in the district. Flood risk is a combination of the probability and the potential consequences of flooding from all sources – including from rivers and the sea, directly from rainfall on the ground surface and rising groundwater, overwhelmed sewers and drainage systems, and from reservoirs, canals and lakes and other artificial sources.
- 13.61 Surface water flooding is also an important issue and this policy aims to prevent this through the use of SuDS in new developments. SuDS are designed to control surface water run off close to where it falls and mimic natural drainage as closely as possible. They provide opportunities to reduce the causes and impacts of flooding, remove pollutants from urban run-off at source through natural filtration and combine water management with green space to provide benefits for amenity, recreation and wildlife.

Implementation

- 13.62 Applications for developments involving high risk activities in Special Protection Zones (SPZs) or aquifers must be accompanied by a risk assessment to determine whether the development would pose a threat to water quality and what mitigation measures or management strategy is being put in place to deal with the risk. In terms of water quality, high risk activities include those involving hazardous substances such as pesticides, oils, petrol and diesel.
- 13.63 Meeting the water management target can be achieved by ensuring development makes use of efficient appliances such as efficient showerheads, spray taps and low-flush toilets, recycling grey water, and using natural filtration measures and facilities.
- 13.64 National policies and guidance defines flood zones and the types of development which are considered appropriate and inappropriate. It also provides information on the sequential test for Flood Risk Zones and how to then apply an exception test.
- 13.65 Applicants may be required to submit a site-specific Flood Risk Assessment to the Council in order to assess the flood risk to and from the development site.

Applicants should refer to the latest guidance from the Environment Agency and the Department for Environment, Food and Rural Affairs for the most up to date information on Flood Risk Assessment.

- 13.66 To demonstrate that a development will be protected over its lifetime, information must be submitted in the assessment of how users will access the development, how flood risk will be reduced, how any overland flood and flow routes are preserved and what flood defence infrastructure will be in place. Flood warning and evacuation procedures may also need to be put in place.
- 13.67 The risk of flooding can be avoided and reduced by:
- locating new development within areas of lower flood risk through the application of the sequential test for Flood Risk Zones and then applying an exception test in accordance with national policies;
 - ensuring that development proposals in flood risk areas actively manage and reduce flood risk by applying the sequential approach at site level;
 - where possible, the footprint of existing buildings should be reduced;
 - where possible, flood storage should be maximised through the use of Green Infrastructure.
- 13.68 In terms of surface water flooding, the general aim should be to discharge surface run off as high up the following hierarchy of drainage options as reasonably practicable:
1. into the ground (infiltration);
 2. to a surface water body;
 3. to a surface water sewer, highway drain, or another drainage system;
 4. to a combined sewer.
- 13.69 Methods of attenuation include attenuation ponds, filter strips and swales.
- 13.70 When considering whether a drainage system is appropriate for a development, the Council will consider the technical standards produced by DEFRA, design and constructions costs and advice from the relevant flood risk management bodies. When planning SuDS, developers need to ensure their design takes account of the construction, operation and maintenance requirements of both surface and subsurface components, allowing for any personnel, vehicle or machinery access required to undertake this work.
- 13.71 The Council will consult the statutory bodies on drainage systems where it is applicable to do so.
- 13.72 Developers should refer to the Council's Strategic Flood Risk Assessment for further information and advice. Reference should also be made to the Harlow Surface Water Management Plan and the Essex SuDS Design Guide. The Essex SuDS Design Guide provides guidance on local standards for water quality and water quantity from developments and guidance on SuDS design.

PL11 Heritage Assets and their Settings

Development that affects a heritage asset or its setting will be considered against national policies. Based on the effects caused by the development on the significance of the heritage asset, the greater the significance of the asset, the greater the weight that is given to the asset's conservation. The level of impact caused to the significance of the heritage asset will be assessed on the following criteria:

- (a) the impact of development on the character, appearance, or any other aspect of the significance of the asset or its setting;
- (b) the design quality of the development and the extent to which it safeguards and harmonises with the period, style, materials and detailing of the asset (including scale, form, massing, height, elevation, detailed design, layout and distinctive features);
- (c) the extent to which the development is sympathetically integrated within the area and any distinctive features (including its setting in relation to the surrounding area, other buildings, structures and wider vistas and views);
- (d) the extent to which the development would enhance the significance of the heritage asset;
- (e) any public benefits of the development.

Where development affects a heritage asset or its setting, an appropriate management plan, which includes a Heritage Statement, must be in place to conserve and enhance the asset and its setting.

Where the heritage asset is at risk and the development would conflict with other policies of the Local Plan, it must be demonstrated that the development is necessary to secure the future conservation of the asset and that any negative impacts are outweighed.

Justification

13.73 The purpose of this policy is to protect the significance of heritage assets. This also includes any buildings or structures within the curtilage or wider setting of a heritage asset and which contribute towards its significance.

13.74 National policies highlight the importance of these assets as irreplaceable resources. They are part of the historic environment which contributes strongly to the character and distinctiveness of places; bringing wider social, cultural, economic and environmental benefits to local communities and providing enjoyment to the wider public.

13.75 Harlow contains several Scheduled Monuments including a number of historic moats and burial mounds, earthwork remains of medieval villages, a barn, a chapel and remnants of Roman villas and temples. The district has a rich historical past and

contains various archaeological remains, which were preserved throughout the development of the New Town.

- 13.76 Harlow contains one Historic Park and Garden recorded on the national statutory register of historic parks and gardens, the Gibberd Garden. This is to the east of the district and was previously owned, developed and maintained by Sir Frederick Gibberd. The gardens and the house are located within the Stort Valley to the east of Harlow.
- 13.77 Development which would conflict with other policies of the Local Plan may be considered appropriate where the ongoing conservation of a listed building or locally listed building is at risk, and in this instance it must be shown that this is the only way to conserve the asset by providing an income for the upkeep and repair. Such development will not be justified on the basis that it will generate increased revenue or property values.

Implementation

- 13.78 Designated heritage assets can include listed buildings, curtilages of listed buildings, conservation areas, archaeological remains, Scheduled Monuments and historic parks and gardens. Locally listed buildings are known as non-designated assets. Historic England administers national designations which include all designated heritage assets apart from conservation areas.
- 13.79 National policies and guidance outline the rationale behind the designation of heritage assets, with special architectural or historic interest being at the core of any designation decision. National policies also set out the hierarchy of significance of historic assets.
- 13.80 The Council will consult with Historic England on development which would affect Grade II* or Grade I listed buildings or their settings, as well as other developments as indicated in national guidance. Other bodies, such as Essex County Council, may also be consulted to obtain specialist advice on heritage assets.

Listed and Locally Listed Buildings

- 13.81 Harlow has over 150 listed buildings. The Department for Culture, Media and Sport designates listed buildings and Scheduled Monuments. Locally listed buildings have also been identified as they contribute towards the district's historic environment.
- 13.82 A national register of listed buildings is maintained by Historic England and available online. The Council maintains a register of locally listed buildings which is also available online. This may alter during the Local Plan period. Any updates to the list, including the removal or addition of buildings and structures, will be published on the Council's website.
- 13.83 Where planning permission is required for alterations or additions to listed and locally listed buildings, a Statement of Significance and a Heritage Statement should be submitted assessing how the proposal complements or mitigates any

harm towards a building's historic character and/or architectural interest. A Heritage Statement must also be submitted for Listed Building Consent applications. For proposals which affect a Grade I or II* listed building or structure, the Council will also seek advice from Historic England.

- 13.84 As well as assessing the effect that development would have on the physical features of a listed or locally listed building/structure, this policy will also assess the impact the proposal will have on the asset's setting. The term 'setting' refers to the surroundings in which a building or structure is located, and may therefore be more extensive than its curtilage. Setting is often expressed by reference to visual considerations, although the way in which a building or structure is experienced in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses, and by understanding the historic relationship between places.
- 13.85 When assessing applications for development which may affect the setting of a listed or locally listed building or structure, consideration will be given to the implications of cumulative change which may materially impact on the significance of the building or structure, its economic viability and its conservation.

Conservation Areas

- 13.86 The district's ten Conservation Areas are allocated on the Policies Map and have been designated because of their special interest. This policy ensures that development in Conservation Areas respects the character, appearance and features which justify the special designation of that area. This is also applicable to development which affects the setting of a Conservation Area. The Council will encourage redevelopment and refurbishment that would enhance a Conservation Area and its setting.
- 13.87 The Council has completed character appraisals and management plans for several of the district's Conservation Areas. This is part of an ongoing monitoring and review process. Supporting statements accompanying an application should set out how development proposals have considered these character appraisals and how they have accorded with management plans. The appraisals, plans and confirmed Article 4 Directions are available on the Council's website.

Archaeology

- 13.88 A desk-based assessment, or where appropriate an archaeological field evaluation, must be submitted where proposals are on or adjacent to sites of known archaeological interest or sites believed to possess potential archaeological significance. Following the assessment, further investigation may be required.
- 13.89 Where the loss of the whole or a part of a heritage asset's archaeological significance is justified, planning conditions will be attached to a planning permission to ensure that an adequate record is made of the significance of the heritage asset before it is lost.

PL12 Advertisements

The acceptability of proposals for advertisements will be assessed on the following criteria:

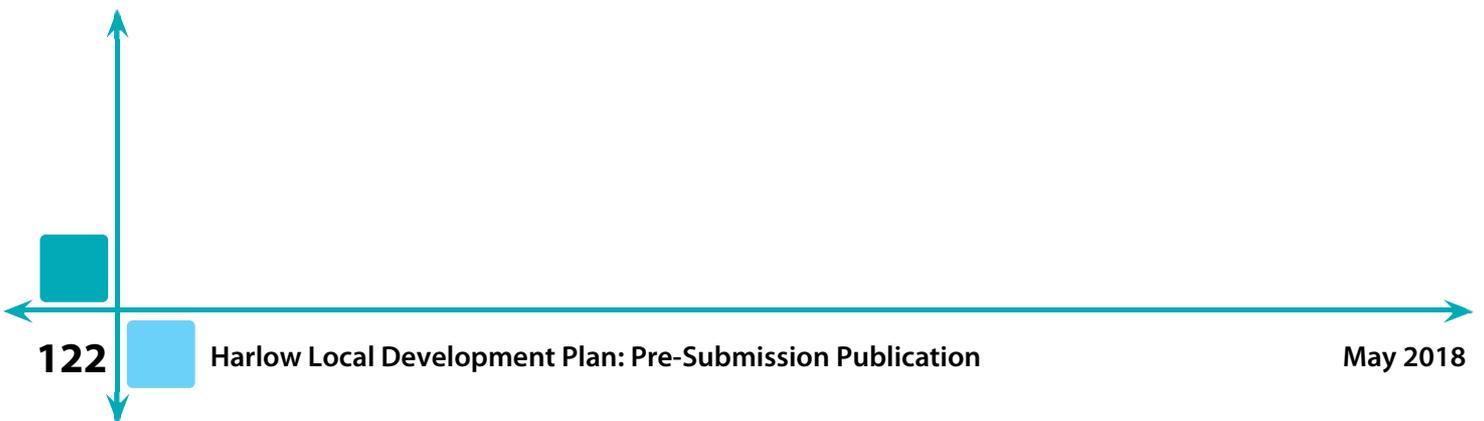
- (a) the effect the advertisement may have on the general amenity of the area, including the historic environment, and the presence of any features of landscape or cultural significance;
- (b) the position of the advertisement in comparison to the scale and size of the host building;
- (c) the cumulative effect of the development when read with other advertisements on the building or in the surrounding area. The clutter or over-concentration of advertisements must be avoided;
- (d) the size, illumination, scale, dominance and siting of the advertisement and how it relates to the scale and character of the surrounding area;
- (e) the design and materials of the advertisement, or the structure containing the advertisement, and its impact upon the appearance of the building on which it is to be affixed and the character of the surrounding area;
- (f) the size, scale, type and levels of illumination of the advertisement and its impact upon the amenity of people living nearby and the potential for light pollution;
- (g) the impact upon the safety of the public, including highway users.

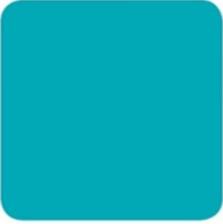
Justification

13.90 Advertisements can contribute significantly to the character of an area and, without proper management, can create clutter and an unattractive street scene in the built environment. However, advertising is an important way of promoting businesses and contributing to the vitality of the area. The intention of this policy is, therefore, to manage advertisements in a consistent manner, taking into consideration any impact on the amenity value of the area and the safety of the public.

Implementation

13.91 This policy will apply to proposals which require the express consent of the Council. The Town and Country Planning (Control of Advertisements) Regulations 2007 sets out where express consent is required.





DEVELOPMENT MANAGEMENT
14. Housing



14. HOUSING

Introduction

- 14.1 One of the main aims of the Local Plan is to ensure that there is a sufficient supply of sustainable, high-quality homes across a range of tenures and types in the district, to fully meet Harlow's Objectively Assessed Housing Need (OAHN).
- 14.2 The West Essex and East Hertfordshire Housing Market Area (HMA) includes the administrative areas of Harlow, East Hertfordshire, Epping Forest and Uttlesford. Harlow's contribution to meeting the housing requirement of the HMA is to ensure that 9,200 homes are delivered in Harlow over the Local Plan period. The overarching housing need for the district and its distribution is set out in the Strategic policies.
- 14.3 This chapter and the policies contained within it will help deliver the following Corporate Priority:
- **More and better housing**

Local Plan Strategic Objectives

- 14.4 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:
- **Objective 4 - Identify sites to meet local housing needs both now and in the future**
 - **Objective 5 - Provide a range of suitable housing for the community including a range of tenure and type**
 - **Objective 6 - Improve the quality of homes in the district through new developments, regenerated neighbourhoods and priority estates**

H1 Housing Allocations

Development of the Strategic Housing Site East of Harlow and other sites for housing (allocated in the Strategic policies) will be supported.

Development of the Strategic Housing Site East of Harlow will require a Master Plan to be submitted which takes into consideration the relevant policies in the Local Plan.

Development of all allocated housing sites must accord with the principles of the Harlow and Gilston Garden Town Spatial Vision and Design Charter.

Justification

14.5 The housing requirement for the district is set out in the Strategic policies. Sites allocated within the district are important as they help contribute towards meeting the identified housing requirement for the district; consequently such development will be supported.

Implementation

14.6 Planning applications for the development of allocated sites in the Local Plan will be supported.

14.7 The housing requirement for the district will be delivered by the sites allocated on the Policies Map. Development of the Strategic Housing Site East of Harlow must be supported by a master plan and may require other documents such as design codes or development briefs. These documents must take into account connectivity, the character of the site and surrounding areas, and the location and delivery of key infrastructure. Given the important contribution that housing sites in Harlow will make to the development of the new Garden Communities in the Harlow and Gilston Garden Town, the development of all allocated housing sites must accord with the Garden Town Spatial Vision and Design Charter.

H2 Residential Development

Residential development, including infill development, the sub-division of garden plots, minor redevelopment schemes and the development of vacant plots, must meet the following criteria:

- (a) the development would not have an unacceptable adverse effect on the character of the locality, the appearance of the street scene, or the amenities enjoyed by the occupiers of neighbouring dwellings;
- (b) off-street parking and access arrangements can be provided for both existing and proposed dwellings, in accordance with the Adopted Harlow Design Guide Supplementary Planning Document (SPD) and adopted Vehicle Parking Standards;
- (c) the development would make adequate provision for refuse storage and collection;
- (d) the development would not prejudice the potential for comprehensive development of adjacent land.

Justification

- 14.8 This policy aims to encourage new residential development on appropriate sites throughout the district. It also recognises there has been a small but constant supply of new housing built on infill sites and garden plots which has contributed to meeting local housing need.
- 14.9 The policy also aims to ensure that land suitable for residential development does not have an adverse impact on the amenities and character of an area. This is especially important in Harlow given the district's New Town historic environment reflecting high-density development in parts of the district; however there are areas of lower density development which have their own distinct character.
- 14.10 As outlined in the Adopted Harlow Design Guide SPD, residential development should respect and respond to the character of existing surrounding housing. This character is normally defined by the general style of development, plot widths, how the plot relates to other buildings, rooflines, projections and other design features.
- 14.11 The consideration of the impact of infill or other minor residential development on parking and access is also a particularly important issue for Harlow, as many of the neighbourhoods were built at a time before high car usage, so on-street parking can cause congestion in narrow residential streets.

Implementation

- 14.12 Where there are groups of gardens that might be more efficiently developed together, it would not make best use of land if this potential is prejudiced by a

development of one garden in isolation, so such development would not be supported.

H3 Houses in Multiple Occupation

The creation or conversion of a dwelling to a House in Multiple Occupation (HMO) must meet the following criteria:

- (a) the number of HMOs would not exceed one out of a row of five units;
- (b) it is supported by a design rationale based on an understanding and analysis of local context and character taking into consideration the Adopted Harlow Design Guide Supplementary Planning Document (SPD);
- (c) the development makes adequate provision for refuse storage and collection;
- (d) parking is provided at a level of one space per bedroom, plus one secure covered cycle space per bedroom, or set at the current adopted parking standards;
- (e) effective measures are proposed to minimise the effects of noise and disturbance.

Justification

14.13 HMOs provide an additional housing type which helps meet the needs of the community and provides more choice and mix. It is recognised, however, that HMOs can create a range of issues which cumulatively impact on the surrounding area. Evidence suggests that an excess of HMOs along a street can have a detrimental impact on the amenities of the area. This policy aims to minimise the loss of larger family housing, which is often used for HMOs and is in relatively short supply due to the type of housing stock originally built in Harlow.

14.14 Many areas of Harlow have limited off-street parking and open frontages, which reflect the original New Town design. The intensification of HMOs in a street can have a detrimental impact in the neighbourhood because of a lack of parking provision. As such, this policy aims to maintain the character of residential areas, protect the amenities of local residents and ensure sufficient off-street parking is provided.

Implementation

14.15 HMOs are defined as dwellinghouses which are inhabited by three or more unrelated people, as their only or main residence, who share one or more basic amenity (such as a kitchen). There are two types of HMOs:

- small HMOs, housing between three and six unrelated persons; and
- large HMOs, housing more than six unrelated persons.

- 14.16 Current national permitted development rights allow the change of a dwellinghouse to a small HMO without planning permission. The change of a dwellinghouse (or a small HMO) to a large HMO does, however, require planning permission.
- 14.17 Planning applications for HMOs will be assessed according to their impact on the character and street-scene of the area in which they are situated. A row is defined as five or more adjacent dwellings whose frontages face the same continuous section of highway between junctions. A row may include, but is not limited to, terraced, semi-detached and detached dwellings, as interpreted by the Council.
- 14.18 The Council will ensure that such development will be of an acceptable and safe standard and that habitable rooms comply with the latest minimum size codes. Applicants should satisfy themselves that they have obtained the relevant consents and licenses from the Council before commencement.

H4 Loss of Housing

The demolition or the change of use of buildings or land in residential use must meet the following criteria:

- (a) the development would facilitate a net gain in residential accommodation, or redevelopment at a higher density;
- (b) the development would be necessary to secure the preservation of a listed building at risk;
- (c) the existing building is unfit for human habitation, and cannot be economically improved and brought back into residential use;
- (d) the development would be essential for facilitating development in conjunction with policies in the Local Plan.

Justification

- 14.19 This policy aims to protect existing habitable housing stock and prioritises the redevelopment of existing buildings for continued residential use, which contributes to meeting the housing need in Harlow. It also helps to minimise the amount of development on greenfield sites by promoting the retention of existing dwellings, thereby assisting to preserve the open spaces in Harlow which are fundamental to its character.
- 14.20 In some cases, redevelopment or conversion of existing dwellings may yield a net increase in dwelling supply, or may provide opportunities to facilitate redevelopment in an area.

Implementation

- 14.21 The redevelopment of existing residential development, in appropriate cases, will be supported if it results in an increase in housing provision on a site.
- 14.22 To assess if a dwelling is fit for habitation, regard must be given to a range of factors, including general repair, stability, freedom from damp, natural lighting, water supply, ventilation, drainage and sanitary conveniences. This list is not exhaustive and the Council has the discretion to consider other factors.

H5 Accessible and Adaptable Housing

All new dwellings should be at least Building Control Part M4(2) standard for accessible and adaptable homes to meet the occupiers' future needs.

In addition, major residential development should provide Building Control Part M4(3) standard dwellings for wheelchair users. The proportion is set out in the latest Strategic Housing Market Assessment (SHMA).

The provision of specialist housing developments will be supported on appropriate sites that will meet the needs of older people and other groups.

Justification

- 14.23 National policies require Local Plans to support Building Control regulations by demonstrating the need for requiring accessible dwellings. This is supported by the Joint Strategic Needs Assessment for Essex.
- 14.24 The Building Regulations, published in 2015, set out three categories of dwellings:
- Part M4(1): Visitable dwellings (all properties must be broadly accessible)
 - Part M4(2): Accessible and adaptable dwellings
 - Part M4(3): Wheelchair user dwellings
- 14.25 The SHMA (2015) projects that the number of over 65s in the Housing Market Area (HMA) will increase by approximately 47,200 people during the Local Plan period, including 23,300 aged 85 or over. Government disability data indicates that the proportion of households with at least one wheelchair user will increase during the Local Plan period. To provide for these needs, it is necessary to ensure that all future housing is flexible to meet people's changing circumstances. In addition, the SHMA sets out that 10% of market housing and 15% of affordable housing must be Building Control Part M4(3) standard.

Implementation

- 14.26 The Building Control Regulations Part M4(2) and Part M4(3) dwellings in a development should be identified in planning applications. Part M4(2) of the Regulations sets out the standards for accessible and adaptable homes, and Part

M4(3) sets out the standards for wheelchair user dwellings. To ensure these standards are met, applicants should consult with the Council prior to the submission of a planning application.

14.27 The proportion of major residential development which is required to be of Building Control Part M4(3) standard is set out in the current SHMA or successor studies.

H6 Housing Mix

A range of housing types and sizes, across a range of tenures, must be provided in major residential development.

The Council will support community-led housing developments on appropriate sites.

Justification

14.28 The Strategic Housing Market Assessment (SHMA) provides robust evidence to establish and provide information on the appropriate mix of housing and range of tenures needed in the district. The SHMA indicates that there is a demand for a range of housing types and tenures to meet the needs of different groups within Harlow and to provide a choice, as required by national policies and guidance.

14.29 The Council is keen to enable and support new and innovative housing products to provide homes for local people. Community-led housing is a way of providing new homes for local people which enables them to have a say on how such a scheme will be developed.

14.30 The range of housing types, sizes and tenures is based on the current SHMA (see Fig. 14.1) or successor studies.

Fig. 14.1: Range of housing types, sizes and tenures

MARKET HOUSING		%
Flat	1 Bedroom	6.8
	2+ Bedrooms	1.2
House	2 Bedrooms	24.4
	3 Bedrooms	67.6
	4 Bedrooms	0.02
	5+ Bedrooms	-
AFFORDABLE HOUSING		
Flat	1 Bedroom	2.9
	2+ Bedrooms	16.1
House	2 Bedrooms	27.6
	3 Bedrooms	41.1
	4+ Bedrooms	10.5

Implementation

- 14.31 The different types and sizes of housing can include houses and flats, of differing tenures, with varied numbers of bedrooms. This also includes the need for accessible and adaptable housing.
- 14.32 The Council will support groups of local people in the development of community-led housing.

H7 Residential Annexes

Development for the provision for a domestic annexe must meet the following criteria:

- (a) it has a clear functional and physical dependence to the principal dwelling;
- (b) it will be subservient to the principal dwelling;
- (c) it is occupied by a relative dependent on the occupier of the principal dwelling, or their carer;
- (d) it is in the same ownership as the principal dwelling;
- (e) it does not involve sub-division of the site;
- (f) sufficient car parking is available to meet the adopted Vehicle Parking Standards;
- (g) to have regard to the character of the existing property and the surrounding area.

Justification

- 14.33 The creation, extension or conversion of an outbuilding may provide an opportunity to accommodate elderly or other dependent relatives, whilst allowing a degree of independent living. The provision of residential annexes should remain ancillary to the main dwelling within the residential curtilage. However, the creation of a separate residential dwelling unit could have a detrimental impact of the character of the surrounding area arising from an intensification of use, and therefore would not be granted planning permission.

Implementation

- 14.34 The annexe should form part of the same residential planning unit, sharing the same access, parking and garden. The key issue is that the annexe should not become a self-contained dwelling in its own right and a restriction could be imposed to achieve this. The layout, design and relationship to the house will be an important consideration and should be guided by other Local Plan policies and the Adopted Harlow Design Guide Supplementary Planning Document (SPD).

- 14.35 Use of existing rooms for additional accommodation would not normally require consent, so long as the person was clearly associated with main occupants (e.g. dependent relative). Pre-application advice should be sought from the Council as to whether a proposed annexe requires planning permission.

H8 Affordable Housing

Major residential development must provide at least 30% affordable housing. Reduction of this percentage will require an independent viability assessment.

Justification

- 14.36 The Strategic Housing Market Assessment (SHMA) (2015) indicates there is a need for 13,600 affordable dwellings over the Local Plan period, equating to an average of 618 dwellings per year for the Housing Market Area (HMA). Specifically for Harlow, the affordable housing need is 154 dwellings per annum (3,400 affordable homes over the Local Plan period).
- 14.37 The SHMA also shows that a significant number (85%) of affordable housing should be provided as affordable rent, normally provided by a Registered Provider or the Council. The remainder of the affordable housing should be provided as Intermediate Affordable housing at 15% of the total affordable.

Implementation

- 14.38 The type, tenure and bed-size of affordable housing will be informed by the current version of the SHMA and Viability Study or successor studies.
- 14.39 Affordable housing development should be provided on the application site, which will help ensure a mix of tenures and sizes. There may be circumstances where this is not possible, and in such circumstances, where both the Council and the developer agree, a commuted sum may be acceptable.
- 14.40 The Housing and Planning Act 2016 introduced the requirement for Councils to promote the supply of starter homes. The Act sets out a definition of starter homes and signals the Government's intention to require a proportion of starter homes to be delivered on qualifying sites, the level of which will be confirmed by secondary legislation. The consultation sets out 20% of dwellings on sites larger than 10 dwellings (0.5ha). It also suggests that where the affordable housing requirement is greater than 20%, the remainder of affordable housing can only be met once the requirement of the Act is met. This policy should have regard to this once the regulations have been enacted.
- 14.41 The new Garden Communities in the Harlow and Gilston Garden Town also have an important role in diversifying the existing housing market and supporting economic aims. These sites could provide a wide range of types and tenures of homes, informed by site-specific evidence and ensuring that there is a balanced

mix of sustainable and high-quality homes across the West Essex and Hertfordshire HMA.

H9 Self-build and Custom-build Housing

Development of housing sites greater than 50 dwellings must include 5% of serviced plots for self-build, as evidenced by the Self-Build Register, unless such inclusion would render the development unviable.

Development of the serviced plots must commence within one year of the completion of the related phase of the allocated site. If the serviced plots have not commenced within this timeframe, they may revert to conventional development and marketing. Proof of adequate marketing of the plots to those on the self-build register will be required.

All plots for self-build or custom-build housing must be fully serviced.

Justification

- 14.42 There is a legal requirement to keep a register of people seeking to acquire land to build a home. Such housing can make a contribution to the affordable element of the housing requirement and the overall need in the district. The Council is, therefore, required to grant sufficient development permissions in respect of serviced land to meet the demand.
- 14.43 The proportion of self-build plots on sites of 50 dwellings is considered to be an appropriate level to meet the needs of those on the statutory Self-Build Register. If this proportion would not be achievable, developers will be required to submit a viability appraisal to show that the inclusion of such plots will render the scheme unviable.
- 14.44 This policy recognises that there may be self-build plots which are not developed and remain vacant, in which case the land owner may revert to conventional delivery of the site.

Implementation

- 14.45 This policy will be delivered through the approval of individual planning applications sites allocated in the Strategic policies, and through conditions on planning permissions to secure the self-build plots for a period of two years.
- 14.46 The Strategic policies indicate the sites that will contain an element of self-build or custom-build housing. In addition, other allocated sites will be expected to make a contribution to meet the demand. The Council encourages developers and land owners to consult the Council's register to establish the current demand for self-build and custom-housebuilding and meet that demand accordingly.

H10 Travellers' Pitches and Plots

If evidence indicates there is a need for additional pitches or plots, new sites must meet the following criteria:

- (a) the development would not have an unacceptable adverse effect on the character of the locality, the appearance of the street scene, the amenities enjoyed by the occupiers of neighbouring dwellings, or designated and locally identified habitats;
- (b) the development would make adequate provision for refuse storage and collection;
- (c) the development would not prejudice the potential for comprehensive development of adjacent land;
- (d) the development would be within a reasonable distance of shops, schools, healthcare and other community/leisure facilities;
- (e) there would be no risk of land contamination or flooding;
- (f) safe and convenient vehicular access to the local highway network would be provided together with adequate space to allow for the parking and movement of vehicles;
- (g) essential services (water, electricity and foul drainage) would be available on-site;
- (h) plots for Travelling Showpeople should be of sufficient size to enable the storage, repair and maintenance of equipment;
- (i) intended occupants would meet the definition of Traveller as set out in national policies.

Justification

14.47 The Strategic policies allocate pitches for Travellers over the Local Plan period. Where further evidence demonstrates additional provision is required, this policy sets out the criteria against which proposals will be assessed.

14.48 The policy aims to ensure that all sites have good access to education, health and welfare services, are safe and that there are no adverse impacts on the land, the locality and the amenities of adjoining occupiers. The policy also seeks to prevent development prejudicing the potential for comprehensive development of adjacent land.

Implementation

- 14.49 This policy will apply to applications for new sites where there is a proven need for additional pitches and plots for Travellers.
- 14.50 When identifying whether community facilities are within a reasonable distance, it is considered that a 400 metre radius is acceptable if the site is only accessible by foot. If the site is accessible by public transport, an 800 metre radius will be applied.





DEVELOPMENT MANAGEMENT
15. Prosperity



15. PROSPERITY

Introduction

- 15.1 The Prosperity policies aim to protect existing employment uses and encourage and support future employment uses in designated areas, and to avoid the loss of overall job numbers in the district. They support start-up and small business units to promote entrepreneurship and economic regeneration across the district.
- 15.2 Harlow's retail centres provide prosperity and employment for residents and visitors and the town and serves as a sub-regional centre for services and facilities across the wider area. The Prosperity policies, therefore, intend to retain and enhance the existing provision in order to maintain Harlow's sub-regional role.
- 15.3 There are several Retail Parks in Harlow which contribute to retail provision in the town. A key priority is to maintain and enhance the role of Harlow Town Centre and, as such, the policies seek the sub-division of units.
- 15.4 Proposals for retail development and other large attractors of people such as commercial, leisure, entertainment and offices open to the public, will be determined using the sequential approach to their siting. This will ensure that sites in the Town Centre are considered in the first instance, followed by edge-of-centre, then Neighbourhoods and Hatches. Out-of-centre locations will only be considered as a last resort. Development must be appropriate to the function, size and character of the centre.

Corporate Priorities

- 15.5 This chapter and the policies contained within it will help deliver the following Corporate Priorities:
- **Regeneration and a thriving economy**
 - **Successful children and young people**

Local Plan Strategic Objectives

- 15.6 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:
- **Objective 7 - Meet the employment needs of the district by diversifying and investing in the district's employment base**
 - **Objective 8 - Secure economic revitalisation and reinforce Harlow's reputation as a key centre for Research and Development**
 - **Objective 9 - Improve educational opportunities and the skills base of local residents**
 - **Objective 10 - Provide a range of shopping needs for local residents and the wider sub-region by regenerating the Town Centre and protecting and enhancing Neighbourhood Centres and Hatches**

PR1 Development within Employment Areas

Development in Employment Areas, as identified on the Policies Map, will be supported where it is for the provision of offices, research and development, light or general industrial, warehouse or distribution within use classes B1, B2 and B8.

Development for use classes other than B1, B2 and B8 must meet the following criteria:

- (a) evidence has been provided to demonstrate that the unit has been vacant and actively marketed to the satisfaction of the Council for at least one year and there is no prospect of use classes B1, B2 and B8 occupying the unit or any other more suitable alternative sites being available for the proposal;
- (b) the development will increase the number of jobs for local residents;
- (c) the development provides a complementary benefit to the employment area or an ancillary benefit to an existing business, and would not have an adverse effect on the overall provision of employment land;
- (d) where the development is for the sub-division of units into smaller units, that the resulting unit is flexible and the division is reversible.

Justification

15.7 Similarly to Ebenezer Howard's plans for Garden Cities, Sir Frederick Gibberd designed Harlow New Town to separate employment areas from residential areas to ensure the health and wellbeing of residents. Sufficient employment areas were allocated to meet the needs of local residents and reduce out-commuting, offering a wide range of jobs to create a well-balanced community. Therefore, this policy aims to maintain and enhance these principles.

15.8 In recognition of Harlow residents' employment needs, specific areas have been designated Enterprise Zone status by the Government. Local Development Orders on the Enterprise Zones promote and guide specific employment uses and activities. The Local Development Order for the northern part of the London Road Zone, for example, supports a mix of retail, leisure and employment uses in an appropriate zone with a separate area for research and development and industrial uses. In the future, if it is identified in a regeneration strategy or development brief, other uses will be supported.

Implementation

15.9 This policy sets out a general presumption against the loss of office, industrial or distribution/warehouse uses from the district's allocated employment areas. There may be exceptions to this where proposals support existing employment uses, such as trade counters or training/testing facilities.

- 15.10 Proposals for non-B uses should be accompanied by a planning statement to address all the following:
- (a) details of the existing use and the proposed use and how it operates;
 - (b) limitations of the site including its buildings and land for class B uses;
 - (c) whether investment would enable the site to be used for class B uses;
 - (d) why the proposal cannot be provided in a more suitable location;
 - (e) an assessment of current and potential future market demand for the site, building or premises in question which should reflect current economic trends, future forecasts changes and actual attempts to market the site, building or premises in question; and
 - (f) any other considerations including economic viability.
- 15.11 In reference to criteria (d) above, locations which the Council consider to be more suitable will be determined by the type and scale of use being proposed. For example, a retail use would be located in Harlow Town Centre in the first instance and then to Neighbourhood Areas and Hatches. Marketing of an employment site, as set out in criteria (e) above, must be undertaken by a suitably competent person for at least one year.

PR2 Development within Neighbourhood Service Areas

Development in the Neighbourhood Service Areas, as identified on the Policies Map, will be supported for the provision of offices, light industrial uses and start-up units falling within use class B1.

Proposals for use class B1 and other use classes must not involve the amalgamation of units in Neighbourhood Service Areas into larger units.

For uses other than use class B1, the following criteria must be met:

- (a) evidence must be provided to demonstrate that the unit has been vacant and actively marketed for use class B1 to the satisfaction of the Council for at least 12 months or for an appropriate period of time previously agreed with the Council;
- (b) there is no realistic prospect of use class B1 occupying the unit or any other more suitable alternative sites being available for the proposal.

Justification

- 15.12 The district's Neighbourhood Service Areas provide important employment provision at the neighbourhood level and are well suited to meet the needs of small start-up businesses, with units of approximately 20 to 40 sq m in size being typically available. Such units provide opportunities to accommodate first time businesses and can help to reduce inappropriate business uses proliferating in residential areas, particularly those which affect the amenity of residents.

15.13 The majority of local businesses in Harlow (84%²¹) have fewer than 10 employees and therefore there is a pressing need for starter units, in order to accommodate smaller teams of staff, to reduce overheads and to use space efficiently. This policy aims to protect Neighbourhood Service Areas and the provision of office, light industrial and research.

Implementation

15.14 This policy sets out a general presumption against the loss of B1 uses. It also encourages more flexible employment accommodation in Neighbourhood Service Areas. Their proximity to retail and residential areas mean that there may be exceptions to this.

15.15 Proposals for non-B1 uses should be accompanied by a planning statement setting out information on the following matters:

- (a) details of the existing use and the proposed use and how it operates;
- (b) limitations of the site including its buildings and land for use class B1;
- (c) whether investment would enable the site to be used for use class B1;
- (d) why the proposal cannot be provided in more suitable locations;
- (e) current and potential future market demand for the site, building or premises in question which should reflect current economic trends, future forecasts changes and actual attempts to market the site, building or premises in question; and
- (f) any other relevant considerations such as economic viability.

15.16 In reference to criteria (d) above, locations which the Council consider to be more suitable will be determined on the type and scale of use being proposed. For example, a retail use will be better located in Harlow Town Centre in the first instance and then to Neighbourhood Areas and Hatches. Marketing of an employment site, as set out in criteria (e) above, must be undertaken by a suitably competent person. The Council will determine how long a marketing exercise should be on a case-by-case basis.

Footnotes:

²¹ Source: Office for National Statistics, 2015. *NOMIS – Official Labour Market Statistics*.

PR3 Employment Development Outside Employment Areas and Neighbourhood Service Areas

1. Provision of employment floorspace

Employment development outside Employment Areas and Neighbourhood Service Areas will be permitted where:

- (a) the proposal seeks to redevelop an established employment site, subject to the impact upon the amenity of the surrounding area, highway congestion and movement; or
- (b) the proposed use class is B1 office above ground floor level in the Town Centre.

2. Loss of employment floorspace

Development resulting in the loss of use classes B1, B2, B8 and waste uses will not be permitted outside of the district's Employment Areas and Neighbourhood Service Areas unless it meets the following criteria:

- (a) the proposed use is of overall benefit to the local community;
- (b) evidence has been provided to demonstrate that the employment use is no longer viable;
- (c) evidence has been provided to demonstrate that the unit or site has been vacant and actively marketed to the satisfaction of the Council for at least 12 months or for an appropriate period of time agreed with the Council, and that there is no prospect of employment uses occupying the unit or site.

Justification

15.17 Employment Areas and Neighbourhood Service Areas are the main focus of employment provision in Harlow and contain a mix of accommodation for a range of business types.

15.18 Harlow Town Centre also contains a number of office buildings, which not only provide jobs for the local area and beyond, but also reinforce the vitality of the Town Centre by increasing footfall in addition to that associated with day time shoppers and other visitors. Office uses above ground floor and outside of primary retail frontages will, therefore, be encouraged.

15.19 B2 and B8 use classes will not be considered appropriate outside of these areas due to their impact on the amenity of an area in terms of general disturbance, noise and vehicle movements.

Implementation

15.20 There will be instances where the loss of an employment use or the provision of a new employment use outside of strategic employment sites and Neighbourhood Service Areas may be considered appropriate. This policy sets out the criteria for how such proposals will be determined.

PR4 Improving Job Access and Training

For major development, provision through planning obligations will be sought for:

1. employment of local people;
2. work related training provision;
3. education opportunities; and
4. affordable childcare.

Justification

15.21 This policy actively looks to generate new job opportunities for local residents as a direct result of the growth in the district and to secure regeneration in Harlow. This policy focuses on new job opportunities that the development will create, either as long-term posts or temporary labour, and improving work related training and education. The aim is to get local residents back into work and to improve their skills level.

15.22 Job opportunities may include long-term job creation, temporary job creation through the construction of a development, work experience and placements, apprenticeships and pre-employment training scheme placements. The policy also actively seeks the provision of childcare schemes in employment generating proposals.

15.23 Planning obligations will only be sought where they meet all of the following criteria, namely they are necessary to make development acceptable in planning terms, are directly related to development and are fairly and reasonably related in scale and kind to the development.

Implementation

15.24 The policy will be applied to major developments and secured through a planning obligation, tailored to individual schemes. Applicants should prepare an action plan setting out a schedule of new job opportunities to be created through the proposed development, the process by which jobs will be advertised to local people and the method in which the provision of jobs for local residents will be monitored. For employment generating developments, the action plan should also outline training provision, education opportunities and childcare support. Where possible, the action plan should extend to all sub-contractors.

PR5 The Sequential Test and Principles for Main Town Centre Uses

1. Sequential Approach to Main Town Centre Uses

Main Town Centre Uses must be directed in the first instance to the Town Centre unless there are no suitable or available sites. Further guidance may be provided within a Supplementary Planning Document (SPD) and/or an approved development brief. Neighbourhood Centres, and then Hatches, must be considered before any Main Town Centre Uses are directed to Retail Park locations.

2. General Principles for Main Town Centre Uses

Main Town Centre Uses within the Town Centre, Neighbourhood Centres, Hatches and Retail Parks will be supported where all the following criteria are met:

- (a) the sequential approach is satisfied;
- (b) an active frontage is achieved at the ground floor;
- (c) the vitality and viability of the retail centre is preserved and enhanced to provide facilities and services for local residents; and
- (d) it is well related to public transport facilities, or is located where appropriate provision for sustainable transport can be provided.

Justification

15.25 The vitality and viability of the Town Centre is important to the local economy and to ensure it is an attractive place for residents, employees and visitors. This is particularly pertinent as the services and facilities available also serve a catchment area that extends beyond the district boundary. The Town Centre is a sustainable transport hub, well-served by public transport, which has good connectivity with key locations along the London Stansted Cambridge Corridor. This policy directs Main Town Centre Uses towards the Town Centre in order to preserve and/or enhance its position.

15.26 In the retail hierarchy of Harlow, subservient to the Town Centre are the Neighbourhood Centres, followed by Hatches, which reflect the principles and hierarchy of the original New Town which ensure different types of retail provision are provided to meet local needs.

Implementation

15.27 The Strategic policies set out the hierarchy of retail centres in Harlow and this is the hierarchy in which Main Town Centre Uses should be directed to first before any out of Town Centre sites are considered.

- 15.28 Proposals for retail and leisure uses outside of the Town Centre which exceed 500sqm in size will be required to be supported by an impact assessment demonstrating that the proposal will not have a negative impact on the vitality and viability of existing centres and that the development increases overall sustainability and accessibility. This is to support the Town Centre's market share and to prevent the decline of the retail offer. This ensures that any potential impacts of retail and leisure uses outside of the Town Centre are fully assessed.
- 15.29 This policy seeks to maintain active frontages in the Town Centre to provide an attractive environment for pedestrians. Active frontages could include display windows, entrance points, façade design or clear glazing. Blank and inaccessible frontages should be avoided.
- 15.30 In considering proposals in Neighbourhood Centres and Hatches, reference should be made to the Adopted Harlow Design Guide SPD and any associated regeneration strategy or development brief.

PR6 Primary and Secondary Frontages in the Town Centre

1. Primary Frontages

Development in the Town Centre primary frontages will be permitted where:

- (a) the development is for use class A1;
- (b) the development is for use classes A2 or A3 and meets all the following criteria:
 - (i) 60% or more of the overall primary frontage length is retained for use class A1; and
 - (ii) the site has been vacant and actively marketed for use class A1 to the satisfaction of the Council for at least twelve months.

2. Secondary Frontages

With the exception of offices at ground floor, Main Town Centre Uses, evening and night-time uses will be permitted in the Town Centre secondary frontages.

Justification

- 15.31 Primary and secondary retail frontages protect and enhance the existing retail offer by preventing a proliferation of uses which are not conducive to maintaining the vitality and viability of the Town Centre. Defining frontage lengths and classifying appropriate uses in frontages provide opportunities to regenerate and improve certain parts of the Town Centre and protect retail provision in others.
- 15.32 This policy supports main Town Centre uses including commercial leisure, evening and night-time uses in secondary frontages where it is considered appropriate and where it strengthens the role of the Town Centre as a sub-regional centre.

Implementation

15.33 Where marketing of the unit is required to justify a non-A1 use in the primary frontage, it should be undertaken by a suitably competent person for at least one year. A planning statement must be submitted setting out how this marketing exercise has been undertaken.

15.34 Within secondary frontages, main Town Centre uses will be considered acceptable except for office development which is considered appropriate only on first floor levels and above. This is to prevent blank ground floor frontages in the Town Centre that could harm the vitality of the area. For proposals relating to evening and night time uses, Policy PR11 should also be taken into consideration.

PR7 Sub-division and Internal Alteration of Town Centre Units

The sub-division of retail units in the Town Centre and the internal alteration of existing retail units must meet the following criteria:

- (a) for units larger than 2,500 sq m, evidence has been provided to demonstrate that the unit has been actively marketed to the satisfaction of the Council for at least two years;
- (b) the sub-division or internal alteration would retain an active frontage.

Justification

15.35 In order to retain Harlow Town Centre's status as a sub-regional centre, it is important that it is able to provide a mix of retail unit sizes in order to ensure choice and attract a mix of occupiers. This policy aims to retain the Town Centre's larger retail units and to manage the sub-division of these units where it is considered appropriate.

15.36 The 2017 Retail and Leisure Needs Study identified the former department store as providing an opportunity to introduce a new anchor operator in the Town Centre and that the lack of a department store represents a significant gap in the retail offer available in the town. The policy therefore seeks to retain these larger units in order to provide opportunities to attract an anchor store or department store.

Implementation

15.37 In circumstances where sub-division is sought for units above 2,500 sq m in size, a marketing exercise must be undertaken by a suitably competent person for a period of at least two years. A planning statement must be submitted setting out how this has been undertaken. This will demonstrate to the Council that the unit has not been able to attract retail operators who are more likely to act as anchors or which provide department store size facilities.

15.38 The threshold of 2,500 sq m has been calculated based on an assessment of existing Town Centre units which are considered large enough to accommodate such services or which are located at anchor points in the town i.e. close to high footfall levels and/or interchange facilities.

PR8 Frontages in Neighbourhood Centres

Development in Neighbourhood Centre frontages, which falls in use classes A1, A2, A3, A4, A5, D1, D2, Sui Generis and C3, must meet the following criteria:

- (a) the development would not result in the loss of key facilities that act as anchors or catalysts which assist in retaining existing or attracting new operators in the Neighbourhood Centre such as supermarkets or public houses;
- (b) 60% or more of the overall frontage length would be retained in use class A1;
- (c) for use class C3, the development is on the first floor or above.

Justification

15.39 The policy seeks to support a wider range of services and facilities within Neighbourhood Centres for local residents. These Centres provide services, such as healthcare, places to eat and drink and financial services. It is important that Neighbourhood Centres continue to have a variety of uses to avoid underused frontages and spaces.

Implementation

15.40 The frontages are mapped in the Appendices. The definition of frontage length and the method by which frontage length will be calculated will be set out in a Supplementary Planning Document (SPD).

PR9 Development in Hatches

Development in Hatches must meet the following criteria:

- (a) development at ground floor level falls within use classes A1, A2, A3, A4, A5, D1 or D2 or a mix of these uses and does not result in the loss of all convenience facilities, public houses and community facilities;
- (b) development on the first floor or above falls within use classes B1(a) or C3.

Justification

15.41 Hatches are a key feature of Harlow's residential areas. They are allocated on the Policies Map and cater for the daily needs of communities within approximately a 400 metre walk of homes. Hatches are usually based around a primary school or local open space and contain around four to five individual retail units, community facilities and public houses which often provide a focus for community activities.

15.42 This policy aims to retain key local facilities which support the vitality and viability of the Hatches. Development proposals that would undermine and erode the function of Hatches would not be supported.

Implementation

15.43 A number of Hatches now require investment or renewal and for those that have already been regenerated, a mix of uses has been provided as a result, including residential and office space. The Strategic policies provide for comprehensive redevelopment of Hatches.

15.44 This policy supports a diverse mix of uses in the Hatches in order to assist in their regeneration and renewal. However in order to maintain their local service functions and community focus, the policy protects community type facilities. These facilities include public houses, convenience stores such as grocers and butchers, community halls and healthcare facilities.

PR10 Development in Retail Parks

Development in Retail Parks must meet the following criteria:

- (a) the sequential approach is satisfied;
- (b) the development is in use class A1 and is for the sale of bulky goods, or provides leisure activities;
- (c) any sub-division does not result in any separate retail unit being less than 1,000sqm in size.

For sub-division, evidence must be provided to demonstrate that the existing unit has been actively marketed for use class A1, to the satisfaction of the Council, for at least 12 months.

Justification

15.45 National policies and guidance set out the need for a sequential test in order to maintain Town Centre vitality and viability. This ensures that where possible, retail and leisure outlets will locate in the Town Centre before being granted permission in an out of town location. The results of the most recent analysis of retail provision

in Harlow show that new requirements for retail floorspace should be focused on the Town Centre.

- 15.46 To promote this principle, this policy ensures that retail units for the sale of non-bulky goods are directed to smaller units in the Town Centre, Neighbourhood Centres and Hatches. The policy, therefore, restricts the sub-division of Retail Park units.

Implementation

- 15.47 The term 'bulky goods' can include DIY goods, furniture, hard and soft furnishings, homewares, fabrics, durable household goods, floor coverings, leisure and garden products, motor accessories and electrical goods. Leisure activities include cinemas, dance halls, gyms and indoor sports centres, but do not include eating and drinking establishments. These definitions are not exhaustive.
- 15.48 The policy does support the sub-division of existing units in the Retail Park subject to the sub-division not resulting in a separate unit being less than 1,000sqm. It is considered that this figure would allow larger units to be divided whilst still having the flexibility to offer space for bulky goods and mitigating the impact on the Town Centre's viability and vitality.

PR11 Evening and Night Time Economy

1. Sequential Test

Evening and night time uses must be directed to the Town Centre first, then to Neighbourhood Centres and then to Hatches, and applicants must demonstrate that this sequential approach has been undertaken.

2. Development Principles

Evening and night time uses must meet the following criteria:

- (a) it can be proven that the development will have a positive effect on the vitality and viability of the retail centre, its night-time economy and the local area;
- (b) mitigation through legal agreements or conditions to minimise negative impacts of the development on the local area.

Justification

- 15.49 The evening and night time economy is important to wider regeneration objectives, employment creation and maintaining and improving the quality of life for residents and visitors.
- 15.50 There are many benefits to promoting such activities. The leisure and entertainment industry provides employment, in particular for young people. A busy, vibrant Town Centre, in both the daytime and evening, can improve the

quality and ambience of the Town Centre, and improve wider public perception to secure investment.

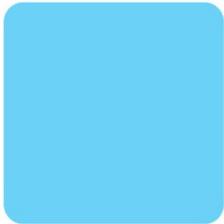
- 15.51 Where there may be potential negative impacts associated with evening and night time uses, the Council will seek to mitigate this through legal agreements or conditions to ensure the development does not lead to significant problems such as crime, anti-social behaviour, litter and noise nuisance.

Implementation

- 15.52 Evening activities include drinking establishments, restaurants and pubs that are open in the evening. Late night activities include night clubs and drinking establishments which are often open beyond midnight. This list is not exhaustive and the Council has the discretion to determine what constitutes evening and late night activities.
- 15.53 The location of evening and night time establishments will be considered carefully and would only be permitted where they would not give rise to unacceptable amenity and environmental impacts which could not be overcome by the imposition of conditions. Where necessary, planning permission will be granted subject to conditions restricting opening and/or removing permitted development rights to change to alternative uses, in order to protect the amenity of surrounding occupants and the viability and vitality of the area generally. The location of the proposal must also comply with Policy PR6.
- 15.54 In terms of noise, an impact assessment may be required, taking into account the context of the site, in particular its proximity to existing residential developments.



DEVELOPMENT MANAGEMENT
16. Lifestyles



16. LIFESTYLES

Introduction

- 16.1 These policies aim to enhance and, wherever possible, retain the district's recreational, sporting, cultural and community facilities and services which contribute towards improving the health and lifestyles of residents.
- 16.2 There is also a policy to support the provision of public art to maintain Harlow's status as a Sculpture Town and to improve the environmental and cultural quality of the district.

Corporate Priorities

- 16.3 This chapter and the policies contained within it will help deliver the following Corporate Priority:

- **Wellbeing and social inclusion**

Local Plan Strategic Objectives

- 16.4 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objective:

- **Objective 11 - To provide and enhance sporting, leisure, recreational facilities and cultural opportunities in the district**

L1 Open Spaces, Play Areas and Sporting Provision and Facilities in Major Development

In major development, public open space and play space and, where appropriate, allotments and sporting provision and facilities are required, together in all cases with their management and maintenance.

Justification

- 16.5 National policies and guidance place emphasis on the important contribution that high quality open spaces can make to the health and wellbeing of communities.
- 16.6 One of the fundamental aims of Sir Frederick Gibberd's master plan for Harlow was to ensure the district was designed with sufficient areas of multi-functional open space, located close to residential areas to which residents have easy access. These spaces form part of the Green Infrastructure in Harlow and offer a range of formal and informal activities. The Green Infrastructure network provides well-connected footpaths, cycleways and bridleways which can be used by visitors and residents, thereby encouraging sustainability and promoting healthier lifestyles.

Implementation

- 16.7 The Adopted Open Space, Sport and Recreation Supplementary Planning Document (SPD) and the Harlow Design Guide SPD set out the requirements for the provision and design of open space. Where it can be demonstrated that provision cannot be met on-site, the Open Spaces SPD sets out the method for calculating off-site contributions for alternative provision.
- 16.8 Satisfactory long-term management and maintenance arrangements must be secured as part of the planning permission. This may include the creation of a management company, a maintenance plan and/or an agreed commuted maintenance sum.

L2 The Provision and Loss of Recreational, Sporting, Cultural and Community Facilities

1. Development for the provision of recreational, sporting, cultural and community uses and facilities

Development for the provision of recreational, sporting, cultural and community uses and/or facilities, including playing fields, play spaces, allotments and sports clubs, will be permitted where it meets the following criteria:

- (a) there is evidence of a demonstrable need for the use and/or facility or a benefit to the local community;
- (b) the use and/or facility is easily accessible by all sectors of the community by both public and private transport;
- (c) the development would redress the deficiency of recreational provision within the locality.

2. Development resulting in the loss of recreational, sporting, cultural and community uses and facilities

Developments that will result in the loss of all or part of any recreation, sports, cultural or community uses and/or facilities will not be permitted unless it meets one or more of the following criteria:

- (a) it can be demonstrated that the use and/or facility is surplus to requirements and an alternative replacement is not required;
- (b) replacement uses and/or facilities of equivalent or better quantity and quality are provided in a suitable location before the existing use and/or facility is replaced. The replacement should be provided in an agreed location;
- (c) such a development is ancillary or will support and enhance the existing use and/or facility.

Justification

16.9 National policies and guidance state that in order to deliver recreational, sporting, cultural and community facilities and services the community needs, policies should plan positively and guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

16.10 This policy aims to protect the district's recreational, sporting, cultural and community facilities including playing pitches, play spaces, allotments, sporting facilities and parks. It also provides the criteria for which new facilities will be provided.

Implementation

- 16.11 Recreation can include formal or informal activities and includes open spaces, play spaces, buildings and other facilities used by people for enjoyment in their free time. Sporting uses/and or facilities include sports pitches and associated buildings.
- 16.12 This policy also considers a range of different community and cultural buildings and uses, including places of worship, healthcare and education facilities, libraries and social facilities such as community halls. These uses can provide the necessary infrastructure that underpins a healthy and prosperous community, and a range of activities that help to engage and connect the public. This list is not exhaustive and the Council has the discretion to decide what constitutes recreational, sporting, cultural and community facilities.
- 16.13 Developers may need to satisfy the Council that satisfactory management and maintenance arrangements are in place before planning permission is granted.

L3 Development Involving the Provision or Relocation or Loss of Public Art

1. Provision of Public Art in Major Developments

In major developments, public art should be provided and maintained.

2. Development Involving the Provision, Relocation or Loss of Public Art

The commissioning and de-commissioning of public art must be agreed with the Council.

Justification

- 16.14 Since the designation of Harlow New Town in 1947, the district has been collecting and creating works of art for the enjoyment of the residents and visitors to the district in order to enhance the public realm. Most of the pieces are sculpture based, hence the branding of Harlow as a Sculpture Town. These sculptures are located in public spaces including the Town Centre, Neighbourhood Centres, Hatches, Green Wedges, employment areas and residential areas. Over the years the collection has grown to almost 100 works, giving the town the highest percentage of public sculpture per head of population in the country. Most pieces of art are maintained and owned by the Harlow Arts Trust, although some are owned by the Council or privately through development.
- 16.15 The purpose of this policy is to continue the legacy of Harlow as a town of public art and sculpture and it is expected that major new developments will contribute towards this. The Council will prepare a Public Art Supplementary Planning Document (SPD) to help guide applicants on the inclusion of public art in their development and what information must be submitted alongside a planning application.

Implementation

16.16 Detailed guidance on the provision, relocation and loss of public art will be set out in the Adopted Public Art SPD.

DEVELOPMENT MANAGEMENT
17. Infrastructure



17. INFRASTRUCTURE

Introduction

- 17.1 The Infrastructure Policies aim to manage the provision of local transport infrastructure in new developments including vehicle, pedestrian and cycle access, and to provide advice and standards for parking and criteria based policies for the provision of broadband and telecommunications equipment and other infrastructure.
- 17.2 The Policies aim to promote sustainable transport modes in order to influence travel behaviour and to reduce the carbon footprint of the district. The policies also set criteria for ensuring that developments have suitable access and servicing and are safe and well-connected.
- 17.3 The Local Highway Authority is responsible for maintaining and repairing the highway network, which includes roads, cycleways, footways and the public rights of way network including bridleways and byways. The Highway Authority also protects the highway network for the safe and efficient movement of people and goods. The Council will consult Highways England where proposals affect a motorway or major A road and the Local Highway Authority and, where appropriate, neighbouring authorities on proposals which affect public highways, footways, cycleways, bridleways and Public Rights of Way, and for proposals which cross the administrative boundary.
- 17.4 Essex County Council has prepared several guidance documents and manuals to assist those constructing new highways, footpaths, cycleways and bridleways. These should be read in conjunction with the national policies and guidance documents before submitting development proposals.
- 17.5 The County Council's Parking Standards, which provide guidance on parking provision in new developments, should always be consulted, unless otherwise indicated elsewhere in the Local Plan. It is recognised, however, that parking provision may be reduced in sustainable locations.
- 17.6 Other infrastructure such as education, healthcare, leisure, community uses, utilities and Green Infrastructure are covered by other policies in the Local Plan.

Corporate Priorities

- 17.7 This chapter and the policies contained within it will help deliver the following Corporate Priority:

- **Regeneration and a thriving economy**

Local Plan Strategic Objectives

17.8 This chapter and the policies contained within it will help deliver the following Local Plan Strategic Objectives:

- **Objective 12 - Ensure that development is fully supported by providing the necessary infrastructure including education, healthcare and other community facilities**
- **Objective 13 - Reduce the need to travel by vehicle by ensuring new development is sustainably located or accessible by sustainable modes of transport**
- **Objective 14 - Improve transport links, particularly for sustainable modes of transport, to community facilities**

IN1 Development and Sustainable Modes of Travel

1. Sustainable Accessibility

All development should have regard to the modal hierarchy as set out in the Strategic policies.

New developments including redevelopments, changes of use and Town Centre and transport interchange improvements will be required to link to the existing cycleway, footway, public right of way and bridleway network, and, where appropriate:

- (a) provide direct cycleways, footways and bridleways within the development;
- (b) contribute to improving and developing cycleways, footways, public rights of ways and bridleways serving the development;
- (c) provide cycle storage/spaces in accordance with current parking standards;
- (d) provide other facilities for cyclists such as employee showers, lockers and information and maintenance points.

2. Provision of Electric Charging Points for Vehicles

Development must provide electric vehicle charging points (EVCPs) in accordance with the latest government guidance.

Justification

17.9 The provision of sustainable transport modes in the district has a number of positive benefits. Using trains, buses, cycling and walking to access employment, education, services and facilities can help reduce the number of vehicles on the road thereby easing congestion levels and improving the effects of climate change by reducing carbon dioxide and nitrogen oxide emissions. Cycling and walking to

services, particularly facilities within a radius of 1 to 8km, can improve public health, physical activity and quality of life.

- 17.10 To enable people to choose more sustainable modes of transport, the services must be safe, secure, adequate, direct, frequent and affordable. Local Plan policies ensure that the options for sustainable modes continue well into the future, and to facilitate this, the Council will bring forward major infrastructure improvements with rail and bus operators and the Local Highway Authority.
- 17.11 This policy provides detailed advice on the provision of appropriate and adequate infrastructure which is necessary to enable those who wish to use walking, cycling and public transport as an alternative way of moving in and around the district as well as improving and protecting the existing bridleway network. It also provides options for providing other sustainability initiatives to reduce the use of the car and to reduce the emittance of carbon dioxide, such as encouraging the use of electric cars through the provision of new charging points.

Implementation

- 17.12 As highlighted in national policies and guidance, applicants for development that generates significant travel movements should submit a transport assessment or statement and travel plan setting out how the proposal has aimed to meet this policy.
- 17.13 New development proposals should investigate ways to reduce the use of the car and promote alternative ways to travel and this should be detailed in a supporting Travel Plan. For residential development, applicants should look at the viability of car sharing schemes as well as electric charging points.
- 17.14 For employment developments, the use of shuttle buses and walking and cycling connections should be investigated as well as opportunities to use railway spurs and river channels and canals. New educational facilities should also investigate ways to promote cycling and walking through a school travel plan.
- 17.15 This policy will be applied proportionately to the size of the development being proposed. For example it would not be reasonable to expect proposals for householder developments to provide new footpaths. However all development must consider the modal hierarchy.
- 17.16 Those applications which involve definitive Public Rights of Way, as defined by the Local Highways Authority, should refer to the latest DEFRA guidance on planning permission and rights of way.

IN2 Impact of Development on the Highways Network including Access and Servicing

Development must meet the following criteria:

- (a) it would not cause a significant detrimental impact on highway congestion and movement;
- (b) it would not cause a detrimental impact on the safety of all highway users including pedestrians, cyclists and horse-riders;
- (c) the development provides for adequate, safe and convenient loading and servicing arrangements, access points and drop-off areas and consideration has been given to the movement and turning of emergency vehicles and refuse vehicles.

Justification

17.17 This policy will be used to determine whether or not the development has an impact on the existing highway network and, therefore, whether the proposal should be considered appropriate in transport terms. It also provides guidelines on the provision of adequate access and servicing for development.

Implementation

17.18 In accordance with national policies and guidance, it may be necessary for an application to be accompanied either by a Transport Assessment (TA) or Transport Statement (TS) depending on the degree of the proposal's impact on highway users and movement in the local area generally. It will be for the applicant to demonstrate that the impact of the development on highway users is either minimal or can be mitigated by appropriate measures.

17.19 These documents assess and mitigate the negative transport impacts of development in order to promote sustainable development. TAs are thorough assessments of the transport implications of development, and TSs are a 'lighter-touch' evaluation to be used where this would be more proportionate to the potential impact of the development. Further guidance on the preparation of TAs and TSs can be found in national policies and guidance.

17.20 The Council will consult with the Local Highway Authority and other bodies on the Transport Assessment or Statement. If there is inadequate justification for the proposal or if the impact of the development is too great then it will be refused.

17.21 It is recommend that any TA and/or TS be agreed with the Highway Authority and the Highways England (where the development proposal impacts on the trunk road network) prior to submission of the same to the Council.

IN3 Parking Standards

Vehicle parking must be provided in accordance with the adopted Essex Vehicle Parking Standards, unless otherwise indicated elsewhere in the Local Plan and/or supporting documents.

Justification

17.22 The 2011 Census revealed that 75 per cent of households in Harlow had access to at least one vehicle. There is a balance between reducing the reliance on the car and promoting more sustainable modes of travel whilst ensuring that on-street parking issues are not created, particularly around key destinations such as strategic employment sites, the Town Centre and railway stations.

Implementation

17.23 This policy, through reference to the Essex Vehicle Parking Standards, provides a flexible approach to the provision of parking. It allows the Council to secure more spaces in areas that already experience parking problems or accept fewer parking spaces in areas of good public transport accessibility.

17.24 The Essex Vehicle Parking Standards also set out the requirements for adequate parking provision for the needs of disabled people and for bicycles and powered two-wheelers. The flexibility that may be considered appropriate to car parking provision, in locations with good public transport access, does not apply to car parking provision for disabled people. Such provision will not be reduced and any additional provision will be supported. If a reduction in overall parking provision is accepted by the Council then an increase in provision for bicycles and initiatives to support public transport will be expected to be provided.

17.25 There will be some developments that will not fall into any of the use class categories set out in the Essex Vehicle Parking Standards. In such cases, the Council will consider the proposal on its own merits in consultation with the Local Highways Authority. However, applicants will need to demonstrate the level of parking provided is appropriate and will not lead to problems of road congestion and movement and on-street parking on the adjacent highway network.

IN4 Broadband and Development

1. Broadband Provision in Major Development

Major development should contribute towards the provision of infrastructure suitable to enable the delivery of high-speed broadband services across the Harlow area.

2. Broadband Infrastructure Development

Broadband infrastructure development must be accompanied by a report which meets the following criteria:

- (a) any adverse impacts on the natural and built environment and communities have been minimised;
- (b) opportunities of sharing infrastructure between utilities have been addressed in order to minimise disruption, reduce installation costs and increase the viability of service provision.

Justification

17.26 The development of high speed broadband technology and other communications networks play a vital role in enhancing the provision of local community facilities and services. High quality communication is also essential for sustainable economic growth and to help attract businesses to the district. The Council is working with Essex County Council to roll out 'Superfast Essex', a programme which will see 95% of Essex having access to high-speed broadband networks by 2019, thereby boosting the economy of the County and enabling businesses to work more effectively in new ways and reach out to new customers.

17.27 'Superfast Essex' does not cover new build properties and therefore Harlow Council needs to ensure that Superfast broadband in new developments is considered at the outset along with other important utility infrastructure provision such as water pipes and gas mains. This is easier to implement during the construction phase rather than retrospectively. The purpose of this policy is to secure the delivery of fibre broadband as part of new developments.

Implementation

17.28 Major developments will need to provide a strategy that can demonstrate that fibre optic connection can be achieved to the site proportionate to the size of the development.

IN5 Telecommunications Equipment

Development of telecommunications equipment must meet the following criteria:

- (a) evidence has been provided to show that opportunities have been explored to share existing masts or sites with other providers;
- (b) where equipment has become redundant it is removed before it is replaced, or if not replaced it is removed within a time period to be agreed with the Council.

Justification

17.29 Telecommunications networks require the provision of aerials, masts and cables which can cause conflict between the needs of a company to site equipment on operationally advantageous sites and the need to protect sensitive areas. This policy aims to balance the need for expanding communications equipment whilst protecting the district's environment.

Implementation

17.30 Generally, planning permission is only required for certain sized masts and, therefore, the Council encourages early pre-application discussions on the provision of new telecommunication equipment. This policy will be used to determine equipment which requires planning consent.

17.31 Telecommunication equipment must conform to the International Commission on Non-Ionising Radiation Protection (ICNIRP) guidelines taking into account the cumulative impact of all operators' equipment located on the mast/site where appropriate. Government advice states that all telecommunications proposals should be submitted with an ICNIRP Certificate.

IN6 Planning Obligations

Planning permission will only be granted for development if the provision is secured for related infrastructure, affordable housing, services, facilities and environmental protection which are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind.

The provision of such requirements shall be secured either as part of development proposals, through the use of conditions attached to planning permissions, or through planning obligations. Where it can be demonstrated that provision on-site is not feasible then provision elsewhere, or a contribution towards this provision, will be required.

Where a planning application extends beyond the district boundary, prior agreement for the provision and location of any necessary obligations will need to be obtained from relevant parties.

Justification

17.32 All development has the potential to impact on the environment and place pressure on local infrastructure and services. The planning system can be used to ensure that new development contributes positively to the local environment and helps to mitigate any adverse impacts on infrastructure.

17.33 Section 106 agreements are a very effective means of ensuring that public services keep pace with private sector development and will play an important role in implementing the Local Plan. They can ensure relevant infrastructure and facilities are provided, the quality of a development is enhanced and schemes are enabled to go ahead that would otherwise be refused planning permission.

Implementation

17.34 Planning obligations are negotiated on a case-by-case basis. Where developers believe that viability is an issue, applicants will need to make a submission to the Council which should include the following:

- a financial viability appraisal;
- a statement outlining the benefits and risks of not meeting the policy requirements and the site being delivered immediately.

17.35 Further guidance will be available in an Adopted Planning Obligations Supplementary Planning Document (SPDs).

17.36 Development can create a need for the provision of services, facilities and infrastructure both on-site and off-site. This provision may include:

- affordable housing;
- open spaces and Green Infrastructure;
- communications infrastructure;
- public art;
- community and social facilities;

- transport improvements;
- culture and recreation facilities;
- utility services;
- education and health facilities;
- emergency service requirements;
- measures to protect and enhance amenity or the environment, including biodiversity and wildlife habitats.

17.37 Requirements for individual developments will depend on the nature of the proposals, specific site circumstances and on the requirements laid out in any adopted SPDs produced by the Council.

17.38 If the necessary requirements generated through a development cannot be achieved through negotiations or condition, they will normally be secured as planning obligations under Section 106 of the Town and Country Planning Act 1990 (as amended) in association with a grant of planning permission.

17.39 In addition to securing necessary infrastructure, services and facilities, planning obligations may involve measures to ensure development takes place in an agreed way, for example, by setting out the appropriate phasing of development, and measures to meet other policies and objectives, such as the protection of the environment.

17.40 New development can have wider impacts, such as development generating additional traffic movements outside the district or a larger application straddling the administrative boundary. In these cases, agreement may also be required with the adjoining Council and also Essex and/or Hertfordshire County Councils, as the Highway Authorities, as part of a Section 106 agreement.



MONITORING AND IMPLEMENTATION
18. Monitoring



MONITORING AND IMPLEMENTATION

18. MONITORING

- 18.1 Monitoring the Local Plan is an important, ongoing activity which identifies how the policies contained in the Plan are being implemented. The Council is required to produce an Authority Monitoring Report (AMR) at least annually. The AMR monitors progress against milestones in the Local Development Scheme and contains an assessment of the extent to which objectives set out in the Local Plan are being achieved.
- 18.2 Where it becomes apparent that objectives and targets are not being met, or if circumstances have changed nationally or locally, this may give rise to a review of the Local Plan or other elements such as Supplementary Planning Documents (SPDs) or additional Development Plan Documents (DPDs).
- 18.3 The monitoring framework for the Local Plan is set out below. This contains a series of performance indicators and other areas on which updates may be given which will be incorporated into the AMR.

Policy Area	Indicator	Target	Monitoring Policies
Housing Strategy and Growth Locations	Net additional dwellings built	Deliver at least 9,200 dwellings on the housing sites under construction, with planning permission and allocated to meet the housing requirement up to 2033 [Deliver a rolling programme of housing sites to feed into five year housing supply]	HS1, HS2, H1
	Net additional dwellings built in Strategic Housing Site East of Harlow	Deliver 2,600 dwellings and associated infrastructure on the allocated land to the east of Harlow	HS2, HS3, HGGT1

Policy Area	Indicator	Target	Monitoring Policies
	Number of new Gypsy and Traveller pitches completed	Restore 12 derelict pitches at Fern Hill Lane site	HS4, H10
	Houses in Multiple Occupation (HMOs) on the HMO register	The number of HMOs will not exceed more than one out of a row of five units	H3
	Net change on existing habitable housing stock	No net loss in habitable housing stock	H4
	Percentage of new dwellings meet the Building Control Part M4(2) Standard for accessible and adaptable homes	100%	H5
	Number of dwellings for wheelchair users under the Building Control Part M4(3) standard in major residential development	The proportion set out in the latest SHMA is met	H5
	Type and size of housing in major residential developments	The proportion set out in the latest SHMA is met	H6
	Percentage of Affordable Housing built in new major residential developments	At least 30% for the new major residential development (Reduction of this rate will require an independent viability assessment)	H8
	Net additional land allocated for self-build	Development of housing sites greater than 50 dwellings must include 5% of serviced plots for self-build	H9

Policy Area	Indicator	Target	Monitoring Policies
Economic Development and Prosperity Strategy	Net additional employment floorspace up to 2033	4.6 ha in Harlow Business Park, The Pinnacles	ED1
		14.2 ha in London Road	
		2.2 ha in East Road, Templefields	
	Net loss of employment floorspace in Strategic Employment Areas and Neighbourhood Service Areas	No net loss of employment floorspace in Strategic Employment Areas and Neighbourhood Service Areas	ED2, PR1, PR2
	Change in number of visitors	Increasing trend	ED4
	Change in employment floorspace outside Strategic Employment Areas and Neighbourhood Service Areas	No net loss of B1, B2, B8 and waste uses outside Strategic Employment Areas and Neighbourhood Service Areas	PR3
	Number of jobs created by the major developments	Increasing trend	PR4
Retail Ambitions and Town Centre Redevelopment	The Retail Hierarchy in Harlow	Retail development should be directed to Harlow Town Centre in the first instance followed by the retail centres set out in the Retail Hierarchy	RS1, PR5, PR6, PR7, PR8, PR9, PR10, PR11

Policy Area	Indicator	Target	Monitoring Policies
	Net additional retail floorspace in existing Retail Centre	Provide up to 18,100sqm of comparison floorspace and up to 3,200sqm of convenience floorspace in Harlow up to 2026 and monitor net retail provision beyond 2026 (A1 uses); and Increasing trend in evening and night time uses	RS2, RS3, PR6, PR1
	Percentage of Primary Frontage in the Town Centre in Use Classes A1, A2 and A3	At least 60% of the overall Primary Frontage length is A1 use and 100% retention of primary frontage length	PR6
	Retention of Town Centres units larger than 2,500m ²	No net loss in number of larger retail units in the Town Centre	PR7
	Concentration of same use class in Neighbourhood Centres	No more than two adjacent units being in the same use class other than A1	PR8
	Percentage of overall Frontage length being retained in A1 use in Neighbourhood Centres	Minimum of 60%	PR8
	Number of key local facilities in Neighbourhood Centres and Hatches	No net loss of key local facilities	PR8, PR9

Policy Area	Indicator	Target	Monitoring Policies
Linking Development Sites to the Wider Environment	Retention of Green Belt, Green Wedge, Green Finger or Other Open Space	No loss in Green Belt, Green Wedge, Green Finger or Other Open Space	WE1, WE2, PL4, PL5, PL7
	Change in number of biodiversity and geodiversity designated assets in the district	No loss in number of biodiversity and geodiversity designated assets	WE3, PL8
	Change in number and area of heritage assets in the district.	No loss in number of heritage assets	WE4, PL11
	Risk of pollution and contamination	No Air Quality Management Areas in Harlow	PL9
	Percentage of new dwellings achieving the Optional Technical Housing Standard for water efficiency (no more than 110 litres per person per day)	100%	PL10
Strategic Infrastructure Requirements	Delivery of strategic and local infrastructure to support new development	Delivery of infrastructure in accordance with Infrastructure Delivery Plan	SIR1, IN1, IN2
	Delivery of improvements and enhancements to key gateway locations	No target	SIR2
	Percentage of recycling household waste	Recycle 50% of household waste by 2020	SIR3

Policy Area	Indicator	Target	Monitoring Policies
Lifestyle	Amount of public open space, allotments, play space and sporting provision and facilities	No net loss of public open space, allotments, play space and sporting provision	L1
	Change in number and area of Recreational, Sporting, Cultural and Community Facilities	No unnecessary loss in number and area of Recreational, Sporting, Cultural and Community Facilities	L2
	Change in number of public art in Harlow	No net loss in public art provision and increase in amount	L3





MONITORING AND IMPLEMENTATION
19. Implementation



19. IMPLEMENTATION

- 19.1 Implementation of the Local Plan depends upon a robust working partnership between the local authority and various partners. This includes infrastructure providers and statutory bodies, developers and landowners, adjoining local authorities, County Councils, residents and local groups.
- 19.2 The Council has a responsibility as both a facilitator and landowner to bring forward development sites, infrastructure provision and regeneration opportunities identified in the Local Plan. A proportion of the allocated sites are Council owned and will be delivered through various mechanisms including working with developer partners and site disposal. This active involvement in bringing sites forward will also help facilitate the delivery of affordable housing.
- 19.3 Bringing forward the Strategic Housing Site East of Harlow, which is part of one of the four new Garden Communities, will require a coordinated and cooperative approach between the Council, the developer and Epping Forest District Council and where appropriate Essex County Council. The preparation and endorsement of an agreed master plan and design code for the site through the Garden Town will ensure consistency between the two authorities. The Spatial Vision and Design Charter and the Quality Review Panel will ensure a coherent design approach across the Garden Town. The Garden Town Board, along with an independent team, will continue to guide the delivery of the Garden Town. The Board may consider that further joint work is required to support the delivery and this will be taken forward by the Garden Town team and the local authorities.
- 19.4 The Council will consider, if necessary, a more active intervention to deliver development sites and regeneration opportunities in the Local Plan, if sites are not brought forward or if there are delays due to ownership issues or if there are ransom concerns. This includes the use of Compulsory Purchase Orders if appropriate.
- 19.5 It may be necessary to provide further clarity and guidance in respect of certain parts of the Local Plan. The Council will consider preparing supporting documents including Supplementary Planning Documents (SPDs) and Development Briefs to assist in implementation. A separate Area Action Plan is being prepared for the regeneration and redevelopment of the Town Centre.
- 19.6 The Local Plan has been prepared having regard to other strategies and policies prepared by the Council and other relevant public bodies. This includes transport plans produced by the County Council, the Water Resource Management Plan undertaken by Thames Water, health strategies prepared by the Clinical Commissioning Group and NHS England and documents published by the Council such as the Regeneration Strategy and Economic Development Strategy. These will continue to have a relationship to the implementation of the Local Plan.
- 19.7 The Infrastructure Delivery Plan (IDP) will be regularly reviewed to ensure it is kept up to date and a monitoring framework has been prepared to help examine the effectiveness of the policies and the implementation of the Local Plan. The Council

will prepare an Authority Monitoring Report (AMR) each year using this monitoring framework. The AMR will also provide an updated trajectory of development sites.

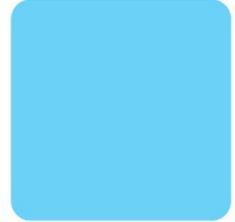
- 19.8 If there is insufficient supply of land, or other targets are not being met as set out in the AMR, the Council will consider whether a full or partial review of the Local Plan is required.







Glossary



GLOSSARY

Disclaimer: *The Glossary is neither a statement of law nor an interpretation of the law. Its status is only an introductory guide to planning issues and should not be used as a source for statutory definitions.*

Affordable Housing	Includes social rented, affordable rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.
Aged or veteran trees	A tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally.
Air Quality Management Areas (AQMA)	Areas designated by local authorities where national air quality objectives are not likely to be achieved by set deadlines.
Allotments	An allotment garden, or any parcel of land not more than five acres in extent, cultivated or intended to be cultivated as a garden farm, or partly as a garden farm and partly as a farm.
Ancient woodland	A protected area that has been wooded continuously since at least 1600.
Area Action Plan (AAP)	A Development Plan Document that provides specific planning policy and guidance for an area where significant regeneration or investment needs to be managed.
Article 4 Direction	Direction removing some or all permitted development rights, for example within a conservation area or curtilage of a listed building. Article 4 Directions are issued by local authorities.
Attenuation	Reduction of peak flow and increased duration of a flow event.
Authority Monitoring Report (AMR)	The Authority Monitoring Reports form part of the Local Plan. They are prepared annually and outline the timetable for preparing a Local Plan, development completions in that year, the effectiveness of policies and other such details. They replaced Annual Monitoring Reports.
Biodiversity	The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.
Building Regulations	The minimum standards for design, construction and alterations to buildings. They are developed by the Government and approved by Parliament.
Claimant Count	Measures the number of people claiming unemployment-related benefits.
Climate Change	A change in global or regional climate patterns, in particular a change apparent from the mid to late 20th century onwards and attributed largely to the increased levels of atmospheric carbon dioxide produced by the use of fossil fuels.

Climate change adaptation	Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunities.
Climate change mitigation	Action to reduce the impact of human activity on the climate, primarily through reducing greenhouse gas emissions.
Community Infrastructure Levy (CIL)	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area. Learn more about the Community Infrastructure Levy.
Conservation Area	An area of notable environmental or historical interest or importance which is protected by law against undesirable changes.
Design Code	A set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such as a masterplan or other design and development framework for a site or area.
Development Management Policies	Local Plan policies which guide applicants applying for planning permission for proposed development. The proposed development is assessed on these policies and other policies in the Local Plan.
Development Plan Document (DPD)	<p>Development Plan Documents provide a spatial strategy and, where needed, a more detailed action plan for a specific area. They are accompanied by a Policies Map which illustrates the spatial extent of policies in the DPD.</p> <p>All DPDs must be subject to rigorous procedures of community involvement, consultation and independent examination. Once adopted, Development Management decisions must be made in accordance with DPDs unless material considerations indicate otherwise.</p>
Duty to Cooperate	Places a legal duty on local planning authorities, county councils and public bodies 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.
Dwelling and Dwellinghouse	A self-contained building or part of a building used as a residential accommodation, and usually housing a single household. A dwelling may be a house, bungalow, flat, maisonette or converted farm building.
East of England Plan (EEP)	The plan set out an overarching development strategy for the eastern region and was officially revoked by Parliament in January 2013.
Employment Areas	Area allocated to meet the needs of local residents and reduce out-commuting, offering a wide range of jobs to

	create a well-balanced community.
Enterprise Zone (EZ)	An area in which state incentives such as tax concessions are offered to encourage business investment.
Flood Zone	<p>The Environment Agency has devised a set of flood zones for guidance by developers, councils and communities to explain the probability of river and sea flooding, ignoring the presence of flood defences.</p> <p>Zone 1: Low probability: This zone comprises land assessed as having a less than 1 in 1000 annual probability of river or sea flooding in any year (<0.1%)</p> <p>Zone 2: Medium probability: This zone comprises land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding (0.1% - 1%) or between 1 in 200 and 1 in 1,000 annual probability of sea flooding (0.1% – 0.5%) in any year.</p> <p>Zone 3a: High probability: This zone comprises land assessed as having a greater than 1 in 100 annual probability of river flooding (>1.0%) or a greater than 1 in 200 annual probability of flooding from the sea (>0.5%) in any year. Developers and local authorities should seek to reduce the overall level of flood risk, relocating development sequentially to areas of lower flood risk and attempting to restore the floodplain and make open space available for flood storage.</p> <p>Zone 3b: Functional Flood plain: This zone comprises land where water has to flow or be stored in times of flood. Local planning authorities should identify areas of functional floodplain, in agreement with the Environment Agency. The identification of functional floodplain should take account of local circumstances.</p>
Functional Economic Market Area (FEMA)	Functional Economic Market Areas are spatial areas that can be mapped by a combination of the key indicators of economic activity and across areas.
Garden City/Town/Community	Originating from Ebenezer Howard’s Garden Cities and now advocated by the Town and Country Planning Association, a Garden City/Town/Community is a holistically planned new settlement which enhances the natural environment and offers high-quality affordable housing and locally accessible work in beautiful, healthy and sociable communities.
Gateway location	Important entrance points for commuters and visitors to Harlow and linkages that connect the Harlow and Gilston Garden Town communities with the Harlow urban area.
Geodiversity	The full range of rocks, minerals, fossils, soils and landforms.
Green Belt	An area of open land around an urban area, on which building is restricted, primarily to prevent unrestricted sprawl.

Green Finger	Linear, open and predominantly green spaces which link to Green Wedges and have a recreational/movement function.
Green Infrastructure (GI)	Refers to multi-functional green spaces that provide habitat, flood protection, cleaner air, and cleaner water.
Green Wedge	A series of green spaces, kept free from development, which run through the urban area and allow residents to access to important landscapes and countryside.
Greenfield Land/Site	Land (or a defined site), such as farmland, that has not previously been developed.
Gross Value Added (GVA)	A measure in economics of the value of goods and services produced in an area, industry or sector of an economy.
Gypsies and Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently.
Habitats Regulation Assessment (HRA)	Tool developed by the European Commission to help local authorities carry out assessment to ensure that a project, plan or policy will not have an adverse effect on the integrity of any internationally designated wildlife sites.
Hatch	Small area of shops/other units which serve specific local needs and provide for a range of community services.
Heritage Asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).
House in Multiple Occupation (HMO)	HMOs are properties where three or more unrelated people share at least one amenity (such as a kitchen) and live in the property as their only or main home. A small HMO is where between three and six unrelated people share a home. A large HMO is where more than six unrelated people share a home.
Housing Market Area (HMA)	A defined area, across which the level of need and demand for housing, and the opportunities to meet that need and demand, is calculated.
Infrastructure Delivery Plan (IDP)	Outlines the pieces of infrastructure required to deliver the development identified in the Local Plan, who will deliver it and the likely costs.
Listed Building	A building, object or structure that has been judged to be of national importance in terms of architectural or historic interest and included on the List of Buildings of Special Architectural or Historic Interest.

Local Development Order (LDO)	An Order made by a local planning authority that grants planning permission for a specific development proposal or classes of development.
Local Enterprise Partnership (LEP)	A body, designated by the Government, established for the purpose of creating or improving the conditions for economic growth in an area.
Local Nature Reserve (LNR)	LNRs are statutorily designated by district or county councils under relevant legislation. They are selected for their importance for wildlife, geology or public enjoyment. Some are also SSSIs. LNRs are controlled by local authorities.
Local Plan	Overarching strategy for an area setting out the future development proposals for at least 15 years.
Local Wildlife Site (LWS)	Area of land with significant biodiversity value. They are identified locally using scientifically-determined criteria and ecological surveys. They vary in size from open marshes and river valleys to small meadows and secluded ponds.
London Stansted Cambridge Consortium (LSCC)	The Consortium brings together public and private sector organisations which have the common aim of seeking economic growth, higher employment rates, providing places for people and business while preserving the quality and character of the London Stansted Cambridge Corridor, from the Royal Docks to Cambridge/Peterborough.
Main Town Centre Uses	Retail development; leisure and entertainment facilities; more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).
Major Development	Development involving any one or more of the following - (a) the winning and working of minerals or the use of land for mineral-working deposits; (b) waste development; (c) the provision of dwelling houses where - (i) the number of dwelling houses to be provided is 10 or more; or (ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within subparagraph (c)(i); (d) the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or (e) development carried out on a site having an area of 1

	hectare or more.
Market Housing	Private sector housing whose prices is set by the market.
Memorandum of Understanding (MoU)	A Memorandum of Understanding is a non-binding, non-exclusive, mutually beneficial agreement with a partner body. It sets out a statement of the responsibilities, activities, outcomes, and lead contacts between the parties involved in the project.
Mineral Safeguarding Area (MSA)	An area designated by Minerals Planning Authorities (e.g. Essex County Council) which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.
Minor Development	Development involving any one or more of the following - <ul style="list-style-type: none"> (a) 1-9 dwellings (unless floorspace exceeds 1000m² / under half a hectare) (b) Office / light industrial - up to 999 m²/ under 1 hectare (c) General industrial - up to 999 m²/ under 1 hectare (d) Retail - up to 999 m²/ under 1 hectare (e) Gypsy/traveller site – 0 to 9 pitches
National Park	The statutory purposes of national parks are to conserve and enhance their natural beauty, wildlife and cultural heritage and to promote opportunities for public understanding and enjoyment of their special qualities. National parks are designated by Natural England, subject to confirmation by the Secretary of State under the National Parks and Access to the Countryside Act 1949 (as amended).
National Planning Policy Framework (NPPF)	Sets out the Government’s planning policies for England, and provides a framework within which local people and their Councils can produce their own distinctive Local and Neighbourhood Plans, which reflect the needs and priorities of their communities. Key topics include what should be included in Local Plans, Design, Ensuring the viability of town centres and Renewable and Low Carbon Energy. The Planning Practice Guidance adds further context.
Neighbourhood Centres	Shops and other uses serving the local neighbourhood area; larger than hatches. Sometimes referred to as a Local Centre.
Neighbourhood Service Areas	Provide important employment provision at the neighbourhood level and are well suited to meet the needs of small start-up businesses, with units of approximately 20 to 40 m ² in size being typically available.
New Town	Cities or towns that are designed from the outset and built in a relatively short period of time. They are designed by according to a master plan on a site where there was no settlement before. This distinguishes a New Town from a traditional urban area that gradually grows and evolves over

	time.
Objectively Assessed Housing Need (OAHN)	The assessment of housing need and the Council’s housing strategy, reflecting principles set out in national policies and guidance.
Older people	People over retirement age whose housing needs include those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.
Other Open Spaces	Open spaces, both private and publically owned, which are not allocated as Green Belt, Green Wedge or Green Finger in the Local Plan. Other Open Spaces vary in nature and quality and can include: strips of landscaping, amenity spaces and gardens, areas of land between buildings, informal recreational areas, and woodland and landscaping belts.
People with disabilities	People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties and mental health needs.
Pollution	Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.
Permitted Development Rights (PDR)	Permission to carry out certain limited forms of development without the need to make an application to a local planning authority, as granted under the terms of the Town and Country Planning (General Permitted Development) Order (as amended).
Planning Condition	A condition imposed upon grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.
Planning Obligation	A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal. Sometimes called "Section 106" agreements.
Planning Practice Guidance (PPG)	National guidance which adds further context to the NPPF and it is intended that the two should be read together.
Policies Map	Outlines a Local Plan’s policies and allocations on a map form.

Previously Developed Land or Brownfield Land	Land which is or was occupied by a permanent structure, including at least some of the curtilage of the developed land and any associated fixed surface infrastructure. Excludes land occupied by agricultural or forestry buildings; land developed for minerals extraction or waste disposal; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
Primary and Secondary Frontages	Lengths of shopping units which provide a visual indication of the use of the units. Primary frontages include a high proportion of retail uses, including the sale of food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and other businesses.
Scheduled Monument	Nationally important monuments, usually archaeological remains that are afforded greater protection against inappropriate development through the Ancient Monuments and Archaeological Areas Act 1979 (as amended).
Self-build and Custom-build Housing	Self-build usually means that people are directly involved in organising the design and construction of their new home. Custom build usually means working with a specialist developer to help deliver a home.
Sequential Approach Test	A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites.
Site of Special Scientific Interest (SSSI)	A site designated by Natural England under the Wildlife and Countryside Act 1981 (as amended) as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (plants, animals and natural features relating to the Earth's structure).
Small to Medium-sized Enterprise (SME)	UK government use the EU definition of an SME. A medium business is one with less than 250 employees and turnover under £50 million.
Social Housing	Accommodation that is affordable to people on low incomes. Limits to rent increases set by law mean that rents are kept affordable.
Source Protection Zones (SPZ)	The Environment Agency identifies SPZs to protect groundwater (especially public water supply) from developments that may damage its quality.
Statement of Community Involvement (SCI)	A document setting out how the Council will consult people and organisations on the preparation of the Local Plan and also on planning applications.
Strategic Flood Risk	An assessment of the likelihood of flooding in a particular area

Assessment (SFRA)	so that development needs and mitigation measures can be carefully considered.
Strategic Housing Land Availability Assessment (SHLAA)	A technical study which identifies sites with development potential for housing and assesses their developability, deliverability and capacity.
Strategic Housing Market Assessment (SHMA)	Assesses the housing market for a particular area and sets out the housing demand and the scale of housing need required to satisfy that demand over a given period.
Sui Generis	Uses of land or buildings not falling into any of the use classes identified by the Use Classes Order, for example theatres, launderettes, car showrooms and filling stations.
Supplementary Planning Document (SPD)	Document which adds further detail to policies in a Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. SPDs are capable of being a material consideration in planning decisions but are not part of a development plan.
Sustainability Appraisal (SA)	A tool used to appraise planning policy documents in order to promote sustainable development. Social, environmental and economic aspects are all taken into consideration.
Sustainable Development	A widely used definition drawn up by the World Commission on Environment and Development in 1987: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs." The Government set out four aims for sustainable development: social progress which recognises the needs of everyone, effective protection of the environment, prudent use of natural resources, and maintenance of high and stable levels of economic growth and employment.
Sustainable Drainage Systems (SuDS)	A sequence of management practices and control structures designed to drain surface water in a more sustainable fashion than some conventional techniques.
Transport Assessment/ Statement (TA/TS)	Transport Assessments are thorough assessments of the transport implications of development, and Transport Statements are a 'lighter-touch' evaluation to be used where this would be more proportionate to the potential impact of the development.
Travel Plan	Long-term management strategies for integrating proposals for sustainable travel into the planning process. They are based on evidence of the anticipated transport impacts of development and set measures to promote and encourage sustainable travel (such as promoting walking and cycling).
Use Class	Uses of land and buildings in various categories under the Town and Country Planning (Use Classes) Order 1987 (as amended).

Windfall Sites

Sites which become available for development unexpectedly and are therefore not allocated as housing land in a Local Plan.





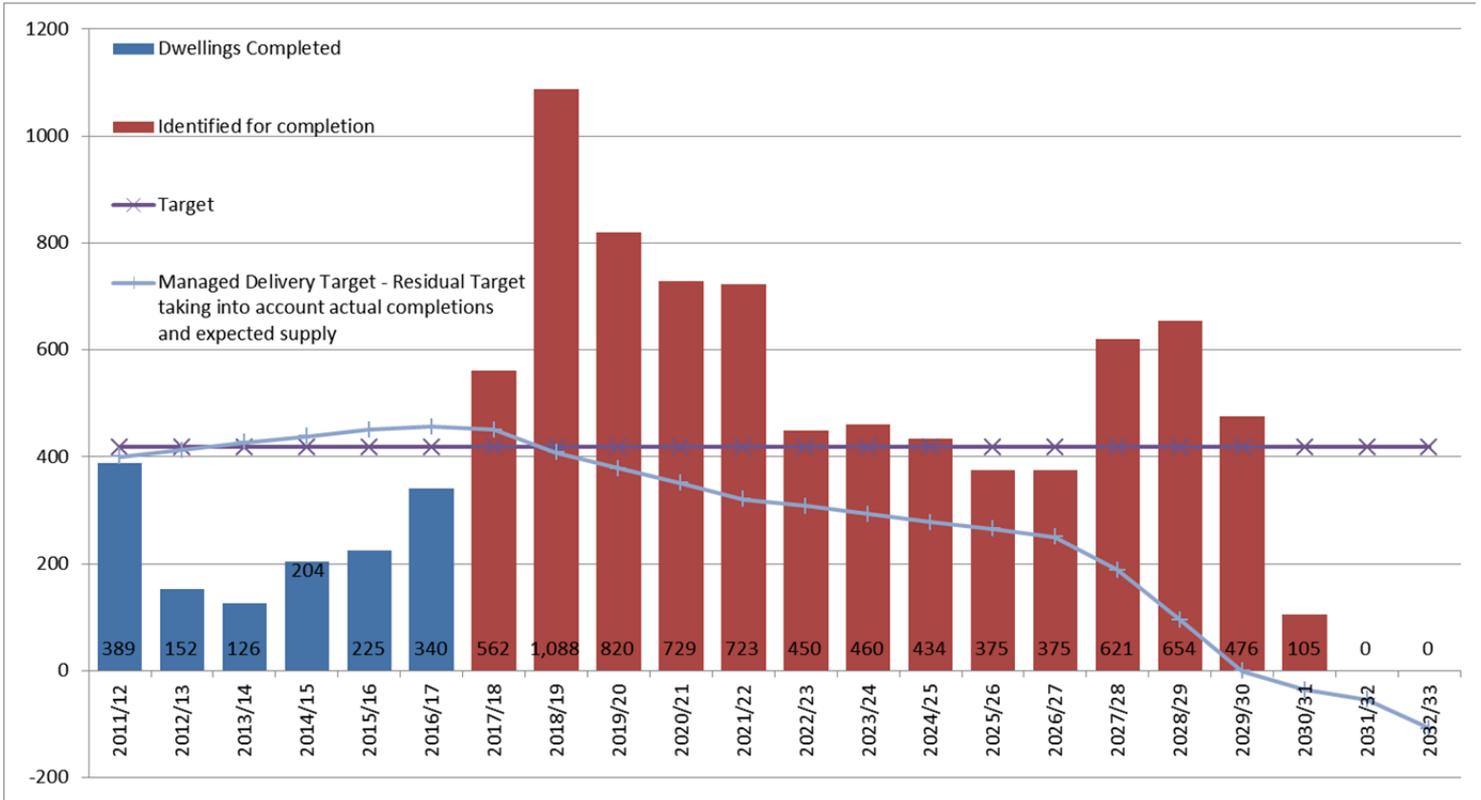
Appendices



APPENDIX 1: 5-YEAR LAND SUPPLY CALCULATION

SEDGEFIELD METHOD						
Calculating the required supply Dwellings						
a	Requirement to be delivered in plan period	9200				
b	Annual requirement over plan period [a/22]	418				
c	Five year requirement [b*5]	2091				
d	Under Supply since start of plan 2011-2017	1073				
e	Five year requirement plus under supply [c+d]	3164				
f	Annualised figure with under supply [e/5]	633		5% Buffer	20% Buffer	
g	Buffers 0% 5% 20% [e; e*0.05; e*0.2]	0		158	633	
h	Total 5 year requirement with buffers [g+e] [h/5] (annual)	3164	633	3322	664	3797
						759
i	Proposed allocations (16/17 to 20/22)	506		506		506
j	Commitments (at 1st April 2017)	3416		3416		3416
k	Total Five Year Supply [j+i]	3922		3922		3922
l	Percentage Achievable [k/h*100]	124%		118%		103%
m	Years Supply [k/h (annual)]	6.2 years		5.9 years		5.2 years

APPENDIX 2: HOUSING TRAJECTORY



APPENDIX 3: NEIGHBOURHOOD CENTRES FRONTAGES

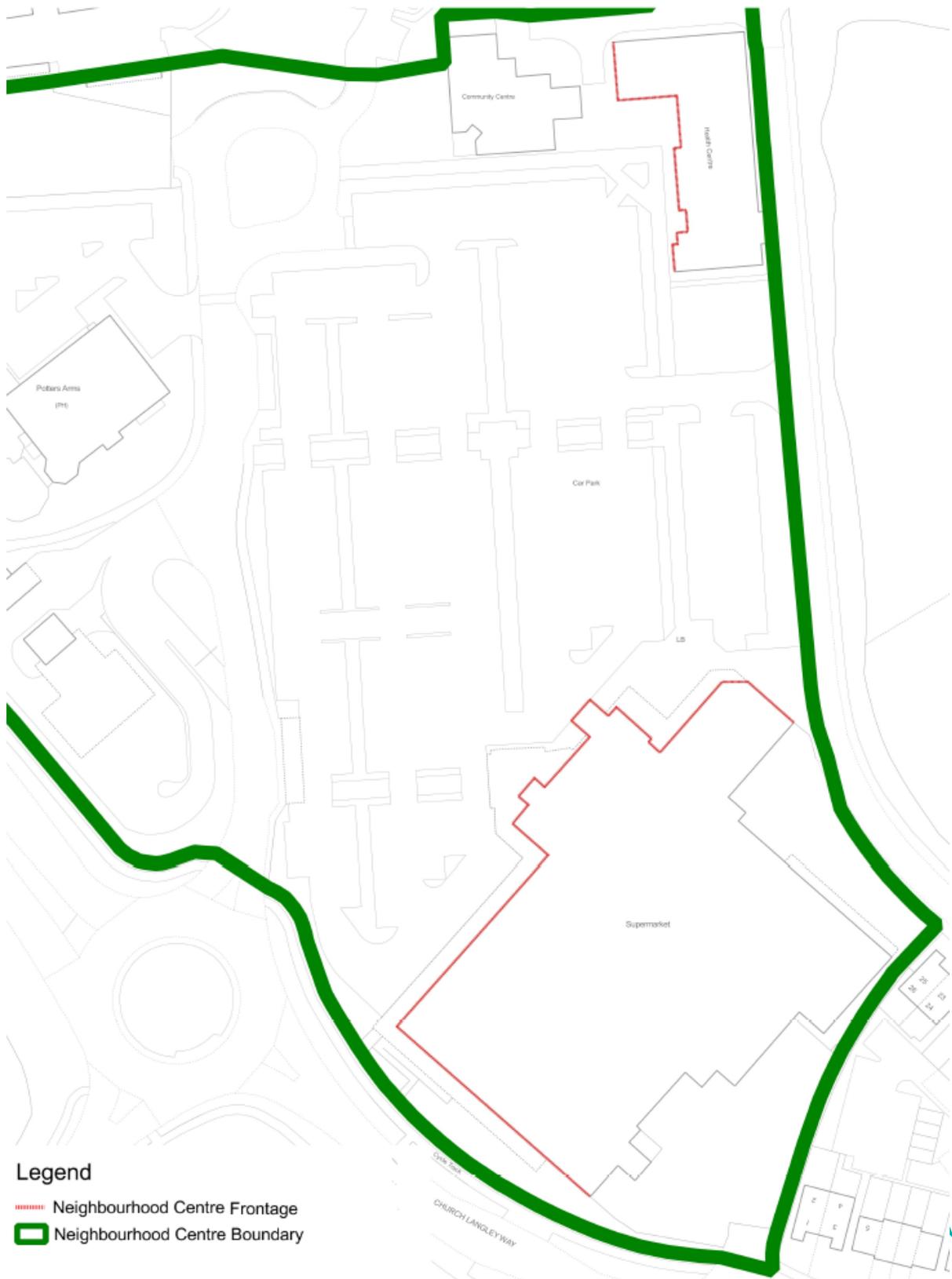
Bush Fair Neighbourhood Centre - Frontages



Legend
- - - - - Neighbourhood Centre Frontage
- - - - - Neighbourhood Centre Boundary

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Church Langley Neighbourhood Centre - Frontages



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Old Harlow Neighbourhood Centre - Frontages



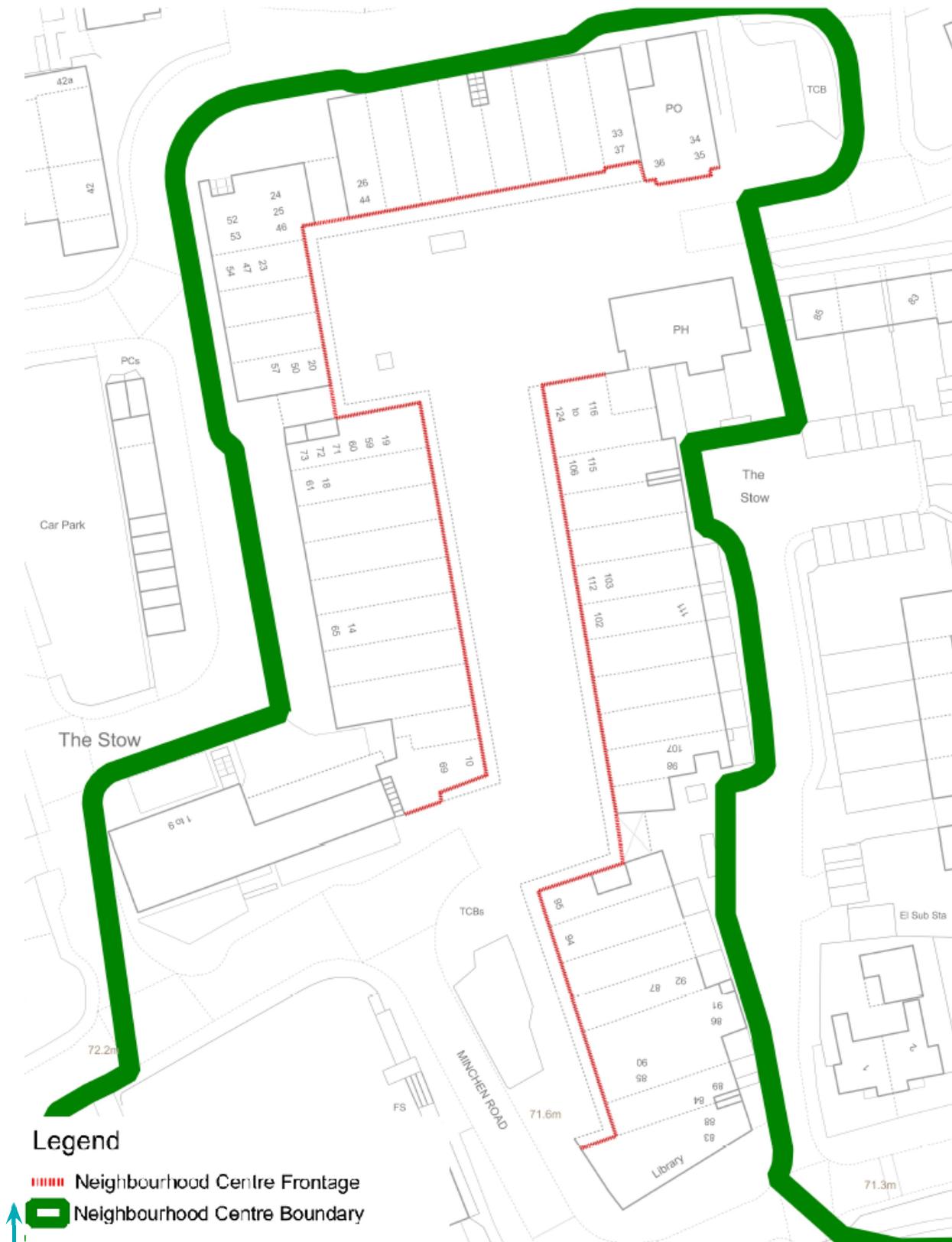
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Staple Tye Neighbourhood Centre - Frontages



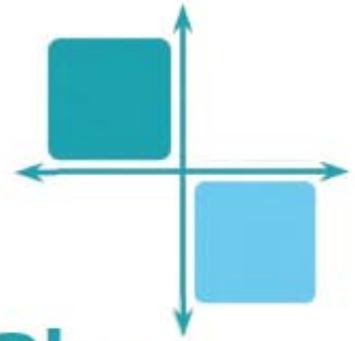
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The Stow Neighbourhood Centre - Frontages



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Harlow

Local Development Plan

Pre-Submission Publication



Designed and produced by
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