CABINET
Tuesday, 25th January, 2022

You are invited to attend the next meeting of **Cabinet**, which will be held at:

Council Chamber - Civic Offices
on **Tuesday, 25th January, 2022**
at **7.00 pm** .

G. Blakemore
Chief Executive

Democratic Services Officer	A. Hendry (Democratic Services) Tel: (01992) 564246 Email: democraticservices@eppingforestdc.gov.uk

Members:

Councillors C Whitbread (Leader of the Council & Leader of the Conservative Group) (Chairman), , N Avey, N Bedford, L Burrows, A Patel, J Philip, S Kane, D Sunger and H Whitbread

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PLEASE NOTE THAT THIS MEETING IS OPEN TO ALL MEMBERS TO ATTEND

1.   **WEBCASTING INTRODUCTION**

This meeting is to be webcast and Members are reminded of the need to activate their microphones before speaking.

The Chairman will read the following announcement:

"I would like to remind everyone present that this meeting will be broadcast live to the Internet and will be capable of subsequent repeated viewing, with copies of the recording being made available for those that request it.

By being present at this meeting, it is likely that the recording cameras will capture your image and this will result in your image becoming part of the broadcast.

You should be aware that this may infringe your human and data protection rights. If you have any concerns then please speak to the Webcasting Officer.

Please could I also remind Members to activate their microphones before speaking."

2.   APOLOGIES FOR ABSENCE

To be announced at the meeting.

Please use the Members Portal webpage to report non-attendance at meetings https://eppingforestdc-self.achieveservice.com/service/Member_Contact to ensure your query is properly logged.

Alternatively, you can access the Members portal from the front page of the Council's website, at the bottom under 'Contact Us' https://www.eppingforestdc.gov.uk/your-council/members-portal/

3.   DECLARATIONS OF INTEREST

To declare interests in any item on this agenda.

4.   MINUTES (Pages 5 - 16)

To confirm the minutes of the meeting of the Cabinet held on 6th December 2021.

5.   REPORTS OF PORTFOLIO HOLDERS

To receive oral reports from Portfolio Holders on current issues concerning their Portfolios, which are not covered elsewhere on this agenda.

6.   PUBLIC QUESTIONS AND REQUESTS TO ADDRESS THE CABINET

To receive any questions submitted by members of the public and any requests to address the Cabinet.

(a)   Public Questions

To answer questions asked by members of the public after notice in accordance with the provisions contained within Part 4 of the Constitution (Council Rules, Rule Q3) on any matter in relation to which the Cabinet has powers or duties or which affects the District.

(b)   Requests to Address the Cabinet

Any member of the public or a representative of another organisation may address the Cabinet on any agenda item (except those dealt with in private session as exempt or confidential business) due to be considered at the meeting, in accordance with the provisions contained within Article 7 of the Constitution (The Executive, Paragraphs 27 and 28).

7.   **OVERVIEW AND SCRUTINY**

To consider any matters of concern to the Cabinet arising from the Council's Overview and Scrutiny function and to identify any matters that the Cabinet would like the Overview and Scrutiny Committee to examine as part of its work programme.

8.   **ENDORSEMENT OF HARLOW AND GILSTON GARDEN TOWN TRANSPORT STRATEGY (Pages 17 - 124)**

Planning and Sustainability – (C-034-2021-22) - to endorse the Harlow and Gilston Garden Town Transport Strategy.

9.   **HGGT LOCAL CYCLING AND WALKING INFRASTRUCTURE PLAN (LCWIP) (Pages 125 - 210)**

Planning and Sustainability – (C-037-2021-22) – to note the HGGT Local Cycling and Walking Infrastructure Plan (LCWIP).

10.   **POLICY ON OUR APPROACH TO TREES CAUSING STRUCTURAL DAMAGE TO ASSETS (Pages 211 - 228)**

Housing Services – (C-035-2021-22) – draft policy on our approach to dealing with trees which are causing structural damage to our assets.

11.   **SHELTERED HOUSING - EMERGENCY ALARM SYSTEM UPGRADE (Pages 229 - 240)**

Housing Services – (C-036-2021-22) – to consider the upgrading of the sheltered housing emergency alarms.

12.   **NORTH ESSEX PARKING PARTNERSHIP JOINT COMMITTEE AGREEMENT (Pages 241 - 254)**

Customer and Partnerships – (C-032-2021-22) – to consider to continue Epping Forest District Council's membership of the North Essex Parking Partnership (NEPP) joint committee.

13.   **EXCLUSION OF PUBLIC AND PRESS**

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

Agenda Item No	Subject	Exempt Information Paragraph Number
14	Waste & Recycling Collection/Street Cleansing Contract	3

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

Background Papers

Article 17 of the Constitution (Access to Information) define background papers as being documents relating to the subject matter of the report which in the Proper Officer's opinion:

(a)   disclose any facts or matters on which the report or an important part of the report is based; and

(b)   have been relied on to a material extent in preparing the report and does not include published works or those which disclose exempt or confidential information and in respect of executive reports, the advice of any political advisor.

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

14.   **WASTE AND RECYCLING COLLECTION / STREET CLEANSING CONTRACT (Pages 255 - 336)**

Environmental and Technical Services – (C-033-2021-22) – to consider in principle, an extension of the current waste / cleansing contract.

15.   **ANY OTHER BUSINESS**

Section 100B(4)(b) of the Local Government Act 1972, together with paragraphs 6 and 24 of the Council Procedure Rules contained in the Constitution requires that the permission of the Chairman be obtained, after prior notice to the Chief Executive, before urgent business not specified in the agenda (including a supplementary agenda of which the statutory period of notice has been given) may be transacted.

In accordance with Operational Standing Order 6 (non-executive bodies), any item raised by a non-member shall require the support of a member of the Committee concerned and the Chairman of that Committee. Two weeks' notice of non-urgent items is required.

**EPPING FOREST DISTRICT COUNCIL
CABINET MINUTES**

Committee:	Cabinet	**Date:**	6 December 2021
Place:	Council Chamber, Civic Offices, High Street, Epping	**Time:**	7.00 - 8.30 pm

Members Present: C Whitbread (Chairman), N Avey, N Bedford, L Burrows, A Patel, J Philip, S Kane, D Sunger and H Whitbread

Other Councillors: R Brookes, S Heap, S Murray, M Sartin, J M Whitehouse and D Wixley

Apologies:

Officers Present: G Blakemore (Chief Executive), N Dawe (Chief Operating Officer), I Braddick (Garden Town Liaison Lead), T Carne (Corporate Communications Team Manager), P Freeman (Service Manager (Revenues & Benefits)), C Hartgrove (Interim Chief Financial Officer), A Hendry (Democratic Services Officer), L Kirman (Democratic Services Officer), R Perrin (Democratic and Electoral Services Officer), N Polaine (Harlow and Gilston Garden Town Director), A Small (Strategic Director Corporate and 151 Officer) and J Warwick (Acting Service Director (Contracts))

70. WEBCASTING INTRODUCTION

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

71. DECLARATIONS OF INTEREST

There were no declarations of interest pursuant to the Council's Code of Member Conduct.

72. MINUTES

Decision:

That the minutes of the Cabinet meeting held on 8 November 2021 be taken as read and would be signed by the Leader as a correct record.

73. REPORTS OF PORTFOLIO HOLDERS

(a)   The Finance, Qualis Client and Economic Development Portfolio Holder, Councillor Philip, noted that the lease to the top floor of the Civic Offices had now been signed and there would be changes in car parking spaces made, as detailed in various communications sent out by officers.

(b)   The Housing Services Portfolio Holder, Councillor H Whitbread reminded the Cabinet that the Housing Strategy Consultation was under way and she encouraged members to participate.

74.   PUBLIC QUESTIONS AND REQUESTS TO ADDRESS THE CABINET

The Cabinet noted that no public questions or requests to address the Cabinet had been received for consideration at the meeting.

75.   OVERVIEW AND SCRUTINY

The Chairman of the Overview & Scrutiny Committee reported that their last meeting was held on 18 November. The call-in had been considered at an informal meeting and afterwards officers had considered the matters raised by the call-in members and had agreed a way forward with them. Therefore, the call-in had now been withdrawn with a new way forward being agreed. They also had the Quarter 2 Corporate Performance report and had then considered the HGGT Transport Strategy.

Their next meeting would be an extra meeting held to receive a presentation from the Princess Alexandra Hospital Trust.

The Cabinet's agenda was reviewed but there were no specific issues identified on any of the items being considered.

76.   PAY POLICY STATEMENT

The Corporate Services Portfolio Holder, Councillor Sunger, introduced this annual report. He noted that Section 38 (1) of the Localism Act 2011 required the Council to produce a Pay Policy Statement for each financial year setting out details of its remuneration policy. Specifically, it should include the Council's approach to its highest and lowest paid employees.

It also drew on the Review of Fair Pay in the Public Sector (Will Hutton 2011) and concerns over low pay.

The matters which must be included in the statutory Pay Policy Statement were as follows:

- The Council's policy on the level and elements of remuneration for each chief officer;
- The Council's policy on the remuneration of its lowest paid employee (together with its definition of 'lowest paid employees' and its reasons for adopting that definition);
- The Council's policy on the relationship between the remuneration of its chief officers and other officers;
- The Council's policy on specific aspects of chief officers' remuneration: remuneration on recruitment, increases and additions to remuneration, use of performance-related pay and bonuses, termination payments and transparency.

The Act defined remuneration in broad terms and guidance suggests that it was to include not just pay but also charges, fees, allowances, benefits in kind, increases in/enhancements of pension entitlements and termination payments.

Decision:

The Cabinet recommend the Pay Policy Statement to Council.

Reasons for Proposed Decision:

To enable members of the Cabinet to comment on the Council's Pay Policy Statement before it was agreed by full Council.

Other Options for Action:

The content of the Statement could be amended.

77.   **CALENDAR OF COUNCIL MEETINGS 2022/23**

The Customer and Partnerships Portfolio Holder, Councillor S Kane, introduced the draft annual calendar of meetings for 2022/23. He noted that the Cabinet considers the calendar of meetings each year prior to its final approval by the Council. The calendar has been developed over time to meet the changing needs of the authority and again no fundamental changes had been proposed.

Decision:

That the draft Calendar of Council Meetings for 2022/23 be recommended to the Council for adoption.

Reasons for Proposed Decision:

To review the proposed Calendar of Meetings for 2022/23, prior to its final adoption by the Council.

Other Options for Action:

Individual frequencies of meetings could be varied. In practice, additional meetings are added as and when issues dictate. Similarly, meetings can be cancelled if there was a lack of business.

78.   **LOCAL COUNCIL TAX SUPPORT SCHEME - 2022/23**

The Customer and Partnerships Portfolio Holder, Councillor S Kane, introduced the report. He noted that the Local Council Tax Support Scheme (LCTS) replaced Council Tax Benefit in 2013. Each local authority must review its scheme annually. The Government brought in regulations to ensure that pensioners continue to receive the same level of assistance as they would have done if the Council Tax Benefit scheme was still in place. The Council can therefore only make amendments to the scheme for people of working age. The Council has approved the general principle that the Local Council Tax Support scheme should be cost neutral. In legislative terms the scheme needs to be approved by 11th March each year so for 2022/23 approval needed to be made at Full Council in December 2021.

As there were no proposed changes to the 2021/22 scheme there was no legal requirement to consult residents of the district.

Councillor Murray, noting that these arrangements had been in place since 2013 commented that for next year the following should be considered more closely, such as the effects of the reduction of universal credit on needy local people. There were some general principles that should be looked at here for the coming years, such as the fact that this report was based on 75% of the Council tax rather than a 100%; and also, the exceptional hardship scheme, perhaps this should be publicised more.

Councillor S Kane commented that perhaps these observations should be taken to Overview and Scrutiny and have the discussion there. As for the Hardship Fund, it was a very small pot of money there for those in most need.

Decision:

That the Cabinet noted and recommended to Council that the Local Council Tax Support scheme for 2021/22 continues unchanged for 2022/23.

Reasons for Proposed Decision:

Full Council needs to approve the 2022/23 Local Council Support Scheme on 16th December 2021.

Other Options for Action:

To make amendments to the Local Council Tax Support scheme for 2022/23, which would require public consultation.

79. **HARLOW AND GILSTON TOWN ROLLING INFRASTRUCTURE FUND MEMORANDUM OF UNDERSTANDING**

The Planning and Sustainability Portfolio Holder, Councillor N Bedford, introduced the report on the Memorandum of Understanding.

The Rolling Infrastructure Fund (RIF) was a key component of the Hertfordshire County Council bid for Housing Investment Fund monies to upgrade the Central Stort Crossing and build the Eastern Stort Crossing ("the Crossings"). £171 million of Housing Investment Grant (HIG) was awarded by Homes England in March 2021 and the RIF was integral to the future funding mechanism for infrastructure delivery within the Harlow and Gilston Garden Town. It forms part of the Recovery and Recycling Strategy which permits the funding to be recycled as part of the developer contributions to mitigate the impacts of development, which can be used for future infrastructure funding and related items.

For the RIF to be set up and managed effectively, the objectives, guiding principles and governance arrangements need to be agreed by the Garden Town local authority partners in an enabling Memorandum of Understanding (MoU) in the first instance.

The RIF MoU was now in the process of being circulated to all five local authority partners for them to ratify it individually through their respective Cabinet/ Executive. The MoU would be submitted, together with the HIG Recovery & Recycling Strategy, to Homes England to satisfy Conditions of the HIG funding.

The RIF itself, once created and operational, would be a key mechanism for future funding of infrastructure to enable the realisation of the HGGT Vison and the achievement of the modal shift targets.

Councillor Philip supported this report but expressed concern over the resource implications and the potential contributions that may be required from Epping Forest District Council, which were currently unknown. As finances were tight at the moment there would be no additional funding for this. N Polaine (HGGT Director) commented that resourcing was already in place through baseline funding and was already in the budget. And, there would be additional money from HGGT partners that will be

confirmed in the New Year 2022 which would give a projected million pounds revenue. The future prize would be in the region of £171 million Capital and potentially additional funding coming in from other contributions to this pot.

Decision:

(1)   The Cabinet agreed the Memorandum of Understanding relating to The Harlow & Gilston Garden Town Rolling Infrastructure Fund and agreed to its submission to Homes England as required of the Harlow and Gilston Garden Town Authority partners and specifically Hertfordshire County Council (as accountable body for the Housing Investment Grant funding to which the Memorandum of Understanding relates);

(2)   The Cabinet agreed to set up and operate the Rolling Infrastructure Fund 'in principle' subject to more detailed work and approval of the appropriate governance and operational arrangements for its management; and

(3)   The Cabinet agreed to govern the Rolling Infrastructure Fund initially in accordance with the approved Memorandum of Understanding as required by Homes England as a condition of the Housing Investment Grant funding and subsequently in accordance with any further governance arrangements that may be affected.

Reasons for Proposed Decision:

To ensure that the Harlow and Gilston Garden Town Authority partners and specifically Hertfordshire County Council (as accountable body for the Housing Investment Grant funding) meets requirements within the Grant Determination Agreement with Homes England for the award of the Housing Investment Grant, specifically that of the recycling of the Housing Investment Grant into a Rolling Infrastructure Fund.

To establish a mechanism through which the Harlow and Gilston Garden Town Authority partners will initially agree how to operate the Rolling Infrastructure Fund pending future governance arrangements.

Other Options for Action:

Not to agree the Memorandum of Understanding relating to the Rolling Infrastructure Fund or agree to set up and operate the RIF in principle and governed in accordance with the MoU, which would mean that a condition of the Housing Investment Grant funding, as required by Homes England, would not be met.

80.   **OFF-STREET CAR PARKS TARIFF RECOMMENDATIONS**

The Customer and Partnership Portfolio Holder, Councillor S Kane, introduced the report on off-street car parks tariffs. The purpose of the report was to review the tariffs in EFDC off-street car parks, which had not increased since 2015. The tariff review aims to ensure tariffs were set at a level sustainable to support the operation of car parks and to assist with budget pressures as a result of Covid-19 that had impacted maintenance and enhancement works. The review of the off-street car park tariffs also took into consideration the climate change action plan and the need to reduce our carbon footprint and improve air quality in Epping Forest.

Epping Forest District Council reviewed off-street parking tariffs periodically to ensure the charging regime was at an appropriate level across the District and did not undermine the vitality of our town centre economies.

Councillor Sartin brought up the car park in Roydon, which was the only council owned car park that presently did not charge; but it was also the only car park that was in a village. It was not near ordinary shopping facilities as those in other urban areas, apart from two businesses who my make use of it. The recommendation asks that charges be introduced and then carry out a feasibility study which seemed the wrong way round. She asked members that the recommendation be reworded to something like – 'to carry out a full feasibility study to see if tariffs should be brought in, and to include consultations with residents, local businesses and the school'.

Councillor Kane was in agreement that the wording for recommendation 1(f) (the relevant recommendation) be changed to reflect that relevant consultation would be undertaken. The Portfolio Holder would then be able to reconsider the proposed decision in light of the results of the consultation.

Councillor Bedford asked about the permits and season tickets, recommendation (i), he was happy that they were reasonable but thought they were missing the book of tickets that residents were able to buy for visitors. He was told that NEPP handled this as it was about on-street parking.

Councillor Patel was in agreement with the new rounded up charges and asked if the ticket machines had been fitted with card readers to make payment easier. Also, will clear signage be put in place when charges were raised. Councillor Kane agreed that the signage would be place in time and would be clear. Mr Warwick added that he believed that all the car parks had machines that had card readers, but he would double check and get back to him to confirm.

Councillor Sartin added to Councillor Bedford's query on visitor car parking. With the number of roads with double yellow lines in Roydon, people would have to pay to visit their friends, which was something else to consider.

Councillor Brookes had participated in the Stronger Place discussions on this topic. She noted that all members had also been consulted and that only a quarter had responded. She had one query, there was going to a loss of the one free hour at the Civic Offices, which may affect people coming into the civic offices seeking help, why was this? Councillor Kane replied that this was just to bring the car park into line with the others. Councillor C Whitbread added that this was also a High Street car park and this should be taken into consideration. Councillor Philip said that they could look at ways to reimburse people in appropriate cases. Councillor Whitbread agreed that this may be the way to go on this.

Councillor Murray said that we should not treat all car parks the same as there were very different towns in Epping Forest with different needs. He would also like to have seen more in the background papers on the costs for running the service etc. He noted that the case put forward by Councillor Sartin had been taken up by the Cabinet, but suggestions made on other Loughton sites had, in effect, been ignored.

Councillor Philip noted that they weighed up cases put forward and come to appropriate conclusions. They do listen and come to suitable decisions. They did not just ignore comments made but listen and maybe sometimes do not agree.

Councillor Kane asked if he had thoughts on having individual charges for each car park said that he did not think that made much sense, they had tried this since 2015 and it made no difference. It was about having even charges across the district. Councillor C Whitbread also noted that this report had also been debated at a Select Committee before it came here.

The Cabinet agreed the report subject to an amendment, to be made for the minutes, to recommendation 1(f).

Decision:

(1)   Following a review of car parking tariffs in Council owned off-street car parks, the Cabinet agreed the following for implementation from 1st April 2022:

Parking Tariffs:

a)   The existing tariffs of £0.20 for 30 minutes, £0.80/£0.90 for up to 1 hour and £1.60/£1.80 for up to 2 hours to be increased to £0.30 for 30 minutes, £1.00 for up to 1 hour and £2.00 for up to 2 hours across the District. This would create uniform tariffs across the District and simplify parking tariff.

b)   To retain the tariffs for stays above 2 hours.

c)   To extend full tariff on Saturday to apply to all car parks across the District.

d)   To extend 1 hour free parking on Sunday to 2 hours across the District and increase all day £1.00 charge to £2.00.

e)   To remove daily 1 hour free charging in Civic Offices Car Park (Sunday free allowance will remain) in consistency with other District car parks.

f)   To review and consult on Tariffs for Beaumont Drive Car Park which may be introduced upon satisfactory resolutions for demand and for the Portfolio Holder to reconsider the decision in light of the consultation undertaken.

g)   To retain free weekend and Bank Holiday parking during the month of December.

h)   To continue free parking for Blue Badge holders and motorbikes.

Permits & Season Tickets:

i)   To increase first residents permit charge from £50.00 to £55.00 per annum, in line with on-street charges.

j)   Introduction of business and residents permits in Cornmill Car Park (Waltham Abbey) and business permits in Oakwood Hill East Car Park (Loughton).

k)   Season Tickets 5% discount to be retained and prices to be adjusted in line with proposed parking charges.

l)   To agree proposed operational hours of 08:00-18:00 in all car parks for consistency.

m)   To agree for EFDC employees and members to use MiPermit at the Civic and in certain EFDC Off-Street Car Parks.

Reasons for Proposed Decision:

To review the current charging regime in EFDC off-street car parks which had not increased since 2015 and to ensure the charges were sustainable to support the operation and maintenance demand of car parks.

To generate additional income for the Council to assist with the financial pressures as a result of Covid-19. Financial pressures have impacted the programme of maintenance and enhancement works of the car parks.

Other Options for Action:

The do-nothing or delay option would not address the requirement to ensure car parking charges were appropriate and would not contribute to the Council's budget objectives.

The option to increase in line inflationary across all tariffs would result in charging higher rates for above 2 hours than neighbouring authorities and may adversely impact occupancy rates, hence was not deemed sustainable.

The report has considered recommendations from the Stronger Place Select Committee. The recommendation of introducing free parking for up to 30 minutes has been modelled and this would have considerable cost impact upon Epping Forest District Council and is therefore deemed financially unsustainable. This recommendation also goes against the council's climate change action plan and the desire to reduce the volume of traffic movements and would not help to improve the District's air quality. The report benchmarks against other nearby local authorities and only East Herts and Brentwood offer free stays for 30 minutes and other local authorities do not offer 30-minute stays at all.

A further recommendation from Stronger Place Select Committee was to investigate the feasibility of the introduction of an annual payment system to allow the occasional use of all Epping Forest District Council car parks for up to 2 hours. Due to the complexity, cost and resource implications of introducing this, the viability of annual payment system will be looked at outside of the remit of this Tariff review.

81. **QUARTER 2 BUDGET MONITORING REPORT 2021-22**

The Finance, Qualis Client and Economic Development Portfolio Holder, Councillor J Philip introduced the Quarter 2 Budget Monitoring report. The report set out the 2021/22 General Fund and Housing Revenue Account positions, for both revenue and capital, as at 30th September 2021 ("Quarter 2").

The report had also been considered by Stronger Council Select Committee on 16th November 2021.

In terms of General Fund revenue expenditure – at the Quarter 2 stage – a budget under spend of £0.129 million was forecast, with projected net expenditure of £16.682 million against an overall budget provision of £16.811 million.

The financial pressures due to the impact of the Covid-19 pandemic had generally stabilised, with the Leisure Facilities budget especially now back on track (albeit based on lower income expectations) as leisure centre usage recovered more sharply than expected. Similarly, Car Park usage was now back to around 80% of pre-pandemic levels, although the budget was off track.

The temporary delay in asset disposals to Qualis – as part of the Regeneration element of the initiative – was also causing some financial pressure in areas such as Building Costs and (Qualis) Interest Receivable, although the disposal had subsequently taken place on 20th October 2021, so the financial pressure would not get any worse.

Paragraph 2.3 of the report summarised a range of other budget pressures. However, despite the pressure, a projected surplus on Financing and Recharges was expected to help deliver a small budget surplus.

As with 2020/21, the Housing Revenue Account position was less affected by the Covid-19 pandemic. However, a range of other financial pressures – as presented in Paragraph 3.2 of the report – were combining to result in a projected year-end deficit of £1.403 million. The largest spending pressure relates to Housing Repairs (£560,000), which had been a challenge for the Council in recent years. However, the recently established delivery arrangements through Qualis were expected to deliver significant savings in the medium term.

Decision:

1.   The Cabinet noted the General Fund revenue position at the end of Quarter 2 (30th September 2021) for 2021/22, including actions being or proposed to improve the position, where significant variances had been identified;

2.   The Cabinet noted the General Fund capital position at the end of Quarter 2 (30th September 2021) for 2021/22;

3.   The Cabinet noted the Housing Revenue Account revenue position at the end of Quarter 2 (30th September 2021) for 2021/22, including actions proposed to ameliorate the position, where significant variances have been identified; and

4.   The Cabinet noted the Housing Revenue Account capital position at the end of Quarter 2 (30th September 2021) for 2021/22.

Reason for Decision:

This report facilitates the monitoring of the Council's financial position for 2021/22.

In terms of General Fund revenue, it was a stabilising picture following the turbulence experienced in 2020/21 (and during Quarter 1 this year) due to the Covid-19 pandemic. However, there were still some spending pressures and it was essential that the Council avoids overspending due to a relatively limited contingency balance in the General Fund Reserve.

There were some significant spending pressures on the HRA revenue budget, including ongoing issues with Housing Repairs, which had been a challenging budget area in recent years.

Capital spending had been relatively limited in both the General Fund and HRA in the first half of the year.

The Stronger Council Select Committee asked a number of questions, which were contained in the minutes, but made no comments for Cabinet to consider. The Portfolio Holder was in attendance to hear the discussion.

Other Options:

There were no matters for decision in this report. The Cabinet is asked to note the contents but may choose to take further action depending on the matters reported.

82.   **ANY OTHER BUSINESS: DRAFT BUDGET 2022/23 (INCLUDING GENERAL FUND & HRA REVENUE & CAPITAL, FEES & CHARGES AND AN UPDATED MEDIUM-TERM FINANCIAL PLAN)**

The Finance, Qualis Client and Economic Development Portfolio Holder, Councillor J Philip, introduced the draft Budget report; he apologised for the lateness of the report.

The first major milestone in the Financial Planning Framework was reached on 11th October 2021, with Cabinet receiving and considering an updated Medium-Term Financial Plan (MTFP) for 2022/23 to 2026/27. The MTFP revealed a projected deficit of £1.504 million for 2022/23 on the General Fund; it is a deficit that required eliminating in full if the Council was to fulfil its legal obligation to set a balanced budget for the forthcoming financial year.

The MTFP also identified a projected deficit of £2.755 million on the Housing Revenue Account for 2022/23, although this was almost entirely offset by an initial surplus of £2.651 million in 2021/22.

On 27th October 2021 – alongside the Autumn Budget 2021 – the Chancellor announced a three-year Spending Review covering the period 2022/23 through to 2024/25 (although it's still unclear if this would translate to a three-year settlement); this included assumptions about real terms growth in Council Spending Power (the Government's preferred measure). However, it should be noted that the calculation of Spending Power assumes that councils would increase Council Tax by the maximum permissible without a referendum, which in the case of Epping Forest District Council was a £5.00 increase.

Details of what the overall increase in Spending Power means for individual councils would be announced in the Local Government Finance Settlement 2022/23, which was due in December 2021. Some adjustments, especially to funding assumptions within these proposals, can be expected to follow on from that announcement.

Councillor Philip went on to summarise the position of the council's finances and the likely expenditure expected in the coming year and the problems and hurdles still facing the council. When this was presented to the Select Committee, he hoped to have much more detail in the report.

The Leader of the Council thanked Councillor Philip and the Finance Team for their hard work, noting that it had been a hard task to put this all together.

Councillor Burrows asked when would we expect to get the notification of the Government settlement. He was also glad to see there was money for the Highway Rangers. He was told that the notification was expected around 16 December, but this date could slip back. And yes, we were still putting money into the Highway Rangers and the apprentices.

Councillor Patel noted the reliance the Council had on Qualis. He then asked about the disabled facilities grant, there seemed to be a large spend programmed in for 26/27. Why was this? He was told that this was 100% funded by government grants, so it was cost neutral to the council.

Councillor Brookes queried the rental income from shops and assets. Were we still owed money and what could we expect from that? And on Fees and Charges, why had after school clubs charges gone up by 40%? She was told that as with other landlords we were behind on rental income and were looking to see how much we were owed. However, we were recovering more quickly than our neighbours. As Councillor Patel indicated, we were also reliant for some of our revenue on Qualis and also to regenerate areas in the district to bring in money to the Council. As for fees and charges we will take that back to the service and get an answer for you.
Councillor Murray asked about the line in employee charges which implied that we had a cost centre in the HRA which should have been in the general fund, how long had that been going on and what was the impact on the Housing Revenue fund. He was told that this had no impact and had no issues whatsoever, they were just putting it back to where it belonged, in its right place.

Councillor Murray asked about the Disabled Adaptations to council homes. Would the HRA have to pick this up or was it the Government. Councillor H Whitbread said she thought the answer was no (the Government did not pick this up) but she would confirm.

Councillor Murray then said that he did not disagree that the Council Chamber needed an upgrade, but at £160k that seemed a lot. He was told that was not a lot in a place as complex as this, as well as it being a listed building. The £160k would be a maximum provision.

Councillor Patel asked about the venue hire charges listed, did we calculate these by the square metre? And did we know what it costs us to run a venue? He was told it was very difficult to do that in a practical way as we incurred costs whether the space was occupied or empty. The key thing here was not to make excessive increases in charges.

Councillor C Whitbread commented that this was the first step in the provision of the budget. We were also still waiting to know what the Government funding would be and that there would be more challenges in the year ahead. An updated report would now go to the Stronger Council Select Committee in January.

Councillor Philip asked that if members had any detailed questions for that meeting that they let him or officers have them ahead of the meeting so that answers could be sourced in advance.

Decision:

1)   The Cabinet considered the draft General Fund revenue budget proposals for 2022/23;

2)   The Cabinet considered the draft Housing Revenue Account (HRA) revenue budget proposals for 2022/23;

3)   The Cabinet considered the draft General Fund and HRA capital proposals for 2022/23 through to 2026/27;

4)   The Cabinet considered the draft Fees and Charges proposals for 2022/23;

5)   The Cabinet considered and approved the updated Medium-Term Financial Plan (General Fund and HRA); and

6)   The Cabinet requested that the Stronger Council Select Committee considers the draft budget proposals for 2022/23 and associated documents and make comments for consideration at the Cabinet meeting on 7th February 2022.

Reasons for Proposed Decision:

To provide Cabinet with an initial draft Budget for 2022/23 for consideration (alongside comments from the Stronger Council Select Committee held on 16th November 2021) ahead of the forthcoming Budget scrutiny process in January 2022; and for Cabinet to provide Finance officers with any direction required to further refine the Budget.

Other Options for Action:

N/A.

                                                                            CHAIRMAN

Report to the Cabinet

Report reference: *C-034-2021/22*
Date of meeting: *25 January 2022*

Epping Forest District Council

Portfolio:	**Planning and Sustainability**
Subject:	**Endorsement of Harlow and Gilston Garden Town Transport Strategy**
Responsible Officer:	**Ione Braddick** **(01992 564205).**
Democratic Services:	**Adrian Hendry** **(01992 564246).**

Recommendations/Decisions Required:

(1) **To consider the HGGT Transport Strategy (Appendix A) together with the accompanying appendices including the high level programme (Appendix B), consultation report (Appendix C) and equality impact assessment (Appendix D);**

(2) **To agree that the HGGT Transport Strategy will be considered as a material planning consideration in connection with the preparation of masterplans, pre-application advice, assessing planning applications and any other development management purposes for sites within the Harlow and Gilston Garden Town;**

(3) **To delegate to the Planning Portfolio Holder for Planning and Sustainability in consultation with the Director of the Garden Town to make any minor text or design amendments to the HGGT Transport Strategy prior to publication should there be necessity for clarification or changes proposed by the respective decision makers of East Herts, Harlow and Epping Forest Districts and Essex and Hertfordshire Counties in order to ensure a consistent document.**

(4) **To acknowledge that the ambition, mode share objective and principles in the Transport Strategy should help shape existing and future work programmes of the Highway Authorities and the Local Planning Authorities across the Garden Town, and can provide supporting justification for funding submissions and spending commitments in relation to transport. Content will also be relevant to initiatives undertaken by Epping Forest District Council.**

Executive Summary:

This report concerns the endorsement of the Harlow and Gilston Garden Town (HGGT) Transport Strategy. The HGGT Transport Strategy has been prepared on behalf of the five HGGT Authority partners (Epping Forest, Harlow and East Herts District Councils, and Essex and Hertfordshire County Councils). The new communities in the Garden Town which are

within Epping Forest District will deliver 3900 homes in the Local Plan period (to 2033), over a third of the allocated housing in the District.

The Transport Strategy is crucial in meeting the ambitions for sustainable movement set out within the HGGT Vision, against the backdrop of the challenges of future travel demand linked to planned growth in new Garden Communities, as set out in the Council's emerging Local Plan.

Transport is now the largest contributor to UK greenhouse gas emissions (28% of domestic emissions, of which 90% is road transport), worsening the climate emergency. All five HGGT Partner Authorities have declared a Climate Emergency or committed to Climate Action, with Epping Forest District Council declaring a Climate Emergency in 2019 and recently undertaking public consultation on the Council's Climate Action Plan. This HGGT Transport Strategy supports the highest commitment across the Garden Town Authorities: to become Carbon-Neutral by 2030.

Key to this is making it easier to choose to travel sustainably, by providing reliable and high quality sustainable and active travel routes, and creating connected communities and safe, enjoyable streets that offer local facilities and travel options for everyday activities.

The Transport Strategy is intended to be embedded as a material planning consideration into the masterplanning and planning processes for the new Garden Town Communities, neighbourhoods and other developments within the Garden Town. The Transport Strategy will assist decision-makers in transport matters, enabling Members to review and determine masterplans and planning applications against the objectives, principles and actions within the document. The Strategy will also be used to secure funding from developers, central government and other bodies.

The Transport Strategy establishes a clear Mode Share Objective:
- **50% of all trips** starting and/or ending in the existing settlement area of Harlow Town should be by active and sustainable travel modes, and;
- **60% of all trips** starting and/or ending in the new Garden Communities of Harlow & Gilston Garden Town should be by active and sustainable travel modes

The Transport Strategy also includes a set of Principles which aligns with the growth strategies (including the planned delivery of 23,000 homes within the Garden Town) within the respective Local Plans of the HGGT partner authorities. The Strategy sets out how this planned growth can be achieved through modal shift towards sustainable and active travel and details a number of measures to achieve this modal shift and the ambitious targets proposed for sustainable travel.

This report sets out how the HGGT Transport Strategy has evolved based on latest national transport strategy documents, to have updated Objectives, Principles and Actions, and the key changes which have taken place due to the extensive public consultation that has been undertaken. The first draft of the Transport Strategy was reviewed by EFDC Cabinet Members in March 2019, with further engagement from March 2020 - September 2021 with partner members and portfolio-holders alongside targeted additional public engagement, to produce the final Strategy. Further detail of the consultation can be found in the Consultation Report (Appendix C).

The EFDC Overview & Scrutiny Committee reviewed the Transport Strategy on 18 November 2021. They queried and discussed; key definitions of quality, innovation and sustainable modes; the need for transport to be viewed alongside and as part of placemaking and masterplanning; the need for a network that works within and beyond the Garden Town and

District boundaries. The O&S Committee supported the ambition and commitment of the Strategy and recognised that the diverse approach to ensuring sustainable travel would be more successful than focusing solely on one solution such as electric vehicles. They supported the Strategy proceeding to Cabinet for approval.

Reasons for Proposed Decision:

To ensure that the HGGT Transport Strategy is afforded suitable planning weight through endorsement as a material consideration in the planning process. This will ensure that development proposals across the Garden Town contribute to the Council's and HGGT's sustainable mobility ambitions, and that clear parameters are established for future pre-application advice, preparation of masterplans, assessing planning applications and any other development management purposes.

Other Options for Action:

Not to agree the HGGT Transport Strategy or endorse the HGGT Transport Strategy as a material consideration in the planning process, which would mean that there would be no guidance to support the delivery of development proposals and achieve the objectives set out in the HGGT Vision and Council's emerging Local Plan.

Report:

1. Harlow and Gilston was designated as a Garden Town by the Ministry for Homes, Communities and Local Government (MHCLG) in January 2017 and will comprise new and existing communities in and around Harlow.

2. Set in attractive countryside, with transformative investment in transport and community infrastructure, new neighbourhoods to the east, west and south and new villages to the north (collectively referred to as the new Garden Communities) will be established and integrated with the existing Harlow town. The new communities in the Garden Town which are within Epping Forest District are seeking to deliver 3900 homes by 2033, which is over a third of the allocated housing in the District.

3. The Harlow and Gilston Garden Town (HGGT) Partnership describes the cross boundary joint working arrangements between East Herts District Council (EHDC), Epping Forest District Council (EFDC) and Harlow District Council (HDC) working together with Essex County Council (ECC) and Hertfordshire County Council (HCC) to ensure plans for the Garden Town deliver on their agreed HGGT Vision.

4. The HGGT Transport Strategy can be found at Appendix A. It was developed to deliver the HGGT Vision in respect of the key principles for healthy growth through a focus on Sustainable Movement to support the scale of ambitious housing and economic growth set out in the Local Plans.

5. This investment in travel choice for residents, workers and visitors, to achieve the Mode Share Objective, reduces the impact on the existing public highway from all new developments and from the existing town, preserving capacity in the network. This allows the new developments to be delivered without negatively impacting on the ability of the public highway to operate safely and acceptably, whilst also contributing positively to health, wellbeing and environmental quality across the Garden Town.

6. The Transport Strategy is consistent with the principles and indicators within the HGGT Vision, HGGT Sustainability Guidance & Checklist and the Local Planning Authorities adopted and emerging Local Plan policies. The Strategy is also consistent with the principles set out in the Town and Country Planning Association Garden Community guidance including the ambitious Modal Shift Objective at the core of the Transport Strategy (detailed below).

7. Since the publication of the draft Strategy the Government has released three important national transport strategy documents:

- Gear Change – A bold policy for walking and cycling – July 2020

- Bus Back Better – National Bus Strategy for England – March 2021

- Decarbonising Transport - A better greener Britain – July 2021

8. The HGGT Transport Strategy aligns with these documents including setting an ambitious mode share target; development of a Local Cycling and Walking Infrastructure Plan to invest in the active travel network; the development of the Sustainable Transport Corridors to enhance public transport operation; development of Enhanced Bus Partnerships in response to 'Bus Back Better' and developing strategies to introduce electric vehicle charging.

9. The Transport Strategy is intended to be used by applicants (for planning permission on sites located in the Garden Town) and partner Authorities when preparing and discussing masterplans, pre-application proposals, determining planning applications, considering Section 106 obligations and discharging conditions attached to planning permissions. This will ensure a consistent and integrated consideration of the key sustainable transport principles, objectives and priorities at the early stages of schemes and masterplans across the Garden Town.

10. A high level programme is set out in Appendix B. Further work will need to be undertaken to refine this programme as schemes come forward for delivery and funding becomes available. This programme will be greatly informed by the HGGT Infrastructure Delivery Plan which will be regularly reviewed.

THE OBJECTIVES, PRINCIPLES AND ACTIONS

11. The HGGT Transport Strategy proposes one overarching Mode Share Objective, three Principles and is supported by five key actions. These are set out below:

12. The Objective:

- Mode Share Objective – 50% of all trips starting and/or ending in the existing settlement area of Harlow Town should be by active and sustainable travel modes and 60% of all trips starting and/or ending in the new Garden Communities of Harlow & Gilston Garden Town should be by active and sustainable travel modes.

13. The Principles:

- Principle 1 – User hierarchy: Decisions should be shaped by following the user hierarchy which gives priority to reducing unnecessary travel, walking, cycling

and public transport.

- Principle 2 – A culture of active and sustainable travel: The Garden Town should be an environment where active and sustainable travel is valued, prioritised, and supported to ensure that the associated social, environmental, wellbeing and economic benefits are available to everyone.

- Principle 3 – Accessibility and Inclusion: Infrastructure should be designed for everyone and with consideration of those with the greatest need first. Everyone should have the opportunity to choose more sustainable and active modes of travel.

14. The Actions:

- Action 1: Enabling Choice ...means creating connected communities that offer local facilities and travel options for everyday activities.

- Action 2: Streets for People ...means making our streets and neighbourhoods places that are safe, sociable and enjoyable – for everyone – by creating attractive places that people want to walk and cycle in.

- Action3: Quality Public Transport ...means connecting people to the places they want to go, providing independence and mobility to those who need it most, while reducing air pollution and congestion. The development and delivery of the Sustainable Transport Corridor network will facilitate this.

- Action 4: A Network that Works ...means providing reliable, high-quality alternatives to private vehicles.

- Action 5: Maximising Opportunities ... means exploring and introducing new and innovative transport technologies as they develop.

15. Transport is now the largest contributor to UK greenhouse gas emissions (28% of domestic emissions, of which 90% is road transport), worsening the climate emergency. All five HGGT Partner Authorities have declared a Climate Emergency or committed to Climate Action, with Epping Forest District Council declaring a Climate Emergency in 2019 and recently undertaking public consultation on the Council's Climate Action Plan. This HGGT Transport Strategy supports the highest commitment across the Garden Town Authorities: to become Carbon-Neutral by 2030.

16. Achieving the Mode Share Objective will require a generational change. It also has some interdependencies with progression of other policies and infrastructure at national and local levels, including the availability of funding. It is therefore recognised that it will be an incremental process but one that will require an extensive range of measures from the outset in the new Garden Communities and as soon as possible within the existing town. Appendix B presents a high level programme showing the mix of projects anticipated including discrete one-off proposals such as the Sustainable Transport Corridor network and rolling programmes of behaviour change incentives.

17. Funding is required to develop schemes and initiatives through to delivery. Funding will be sought from a variety of sources such as developer contributions and Government grants e.g. the Housing Investment Grant (HIG), the Active Travel Fund, Levelling Up Fund, Capacity and Capability funding. Partners have already been

successful in securing HIG funding, and the Towns fund with submissions recently made for Levelling Up and Active Travel Funding pending.

18. Securing the HIG grant enables the early delivery of essential transport infrastructure and sustainable transport corridors which have the potential to unlock planned growth in the Garden Town. The mechanisms associated with the HIG and Section 106 obligations associated with strategic schemes coming forward in the Garden Town area will enable the creation of the Rolling Investment Fund (RIF). The initial RIF is estimated to amount to circa £129m (subject to index linking) comprised of developer contributions towards the STCs, other potential infrastructure, initiatives, measures and mitigations associated with HGGT developments. In this way, all five partners (comprising three local planning authorities and two local highway authorities) have a vested interest in effective management of developer contributions comprised in the RIF and collective decision-making protocols and governance will be required to determine prioritisation of funding into the future HGGT transport infrastructure, projects, initiatives or measures as envisaged by this Transport Strategy.

19. The Strategy acknowledges that there will be continued use of private motor vehicle (i.e. 50% for the existing town and 40% for new Garden Communities, based on the Mode Share Objective) but reliance on high levels of private car use is not sustainable in the context of the levels of growth set out in the Local Plans. Continuing to do so will result in increased congestion, which is likely to impede planned growth and will have negative impacts on quality of life in the Garden Town, especially to deliver quality places to live and work.

20. The Strategy does not advocate increasing highway capacity as the default 'predict and provide' response, taking instead a 'vision and validate' response – developing schemes that align with the HGGT Vision rather than continued provision of extra road capacity. Through this approach the Strategy promotes redesigning the transport network and supporting residents and businesses to bring about a modal shift towards active, sustainable and inclusive modes of travel.

THE SUSTAINABLE TRANSPORT CORRIDOR (STC) NETWORK

21. A key element of the Garden Town Vision and a critical enabling factor of planned growth is the ambition for new and existing residents to adopt active and sustainable travel behaviours.

22. To meet this ambition and support the planned growth, the Strategy includes the development of a network of sustainable transport corridors (STCs) (p.37) and a rapid bus transport system (a high-quality, frequent and fast bus service) which will help new and existing residents travel quickly and sustainably in and around the Garden Town. The sustainable transport corridors will also improve the facilities for those walking and cycling.

23. Design work continues on the network with the North to Centre section being the most advanced and to be funded by HIG grant. It is anticipated that this will be consulted on in the near future.

24. Enhanced Bus Partnership and Operation: An essential part of the STCs is the delivery and management of the public transport services and potentially other initiatives for the benefit of the customer. The Government's "Bus Back Better" strategy proposed a number of options for Local Highways Authorities to adopt to improve public transport. Both Essex and Hertfordshire County Councils have decided to introduce Enhanced Bus Partnerships, Hertfordshire building upon its existing

quality partnership. Through an Enhanced Partnership, services can be controlled and regulated including quality, level of service, ticketing and branding for a future HGGT service. Further work is required on the scope and extent of the enhanced partnerships covering the HGGT area and consultation will be required with users and operators at the relevant time.

CONSULTATION

25. The draft Transport Strategy was subject to public consultation in early 2020 (including exhibitions, Member briefings, village halls and workshops with key stakeholders) just before the Covid-19 lockdown and results were presented to the Board in June 2020. Further consultation was requested to secure input from unrepresented groups – specifically young people, businesses and local organisations – and to increase the overall consultation response. A second round of consultation was therefore conducted over 4 weeks in late 2020. This consultation focused on young people, businesses, charities and internal Officers through a series of workshops.

26. In total there were 154 responses to the survey, over 150 workshop attendees and over 900 comments were received from all engagement undertaken. This was enhanced through a more effective use of social media which was significantly developed following the first round. A HGGT Member Briefing was also held on 20 September 2021. Further detail on the consultation process and results can be found in Appendix C.

27. As a result of both rounds of consultation and the large amount of feedback received there have been several changes to the content and design of the Strategy, with further detail in Appendix C.

28. The updated Strategy has now been simplified to incorporate a single Mode Share Objective with three principles which incorporate the former Objectives 2 (The user hierarchy) and 3 (A culture of active and sustainable travel) from the first draft Strategy. In addition, there is a further principle around accessibility and inclusion which was absent from the earlier draft versions. The number of Actions has been condensed from 8 to 5 to avoid repetition and consolidate information.

29. Significant design changes have been made to the formatting of the Strategy to improve engagement, interactivity and accessibility for use online.

30. Greater clarity has been provided in the Strategy on the future role of Zero Emission Vehicles (ZEVs) in the Garden Town after requests from Authority Partner Members. The market share of ZEVs is likely to increase substantially given the ban on sale of new petrol and diesel cars by 2030.

31. ZEVs are a powerful tool in the transition to a sustainable transport network and there is a clear need for additional infrastructure to support uptake. ZEVs will be particularly important to ensure that the 50% (existing town) and 40% (new Garden Communities) of journeys in the Garden Town which do not utilise active and sustainable modes have a reduced impact on the environment and society.

32. However, ZEVs are not considered sustainable within the HGGT active and sustainable transport modes definition. There are several reasons for this, although within the context of the Garden Town there are two primary concerns:

33. It is essential that Developers deliver on the HGGT Principles for healthy growth and

provide the financial support for active and sustainable transport services and infrastructure. Including ZEVs in the Mode Share Objective would greatly increase the risk that the financial support needed for meaningful modal shift is not provided due to overreliance on ZEVs.

34. Including ZEVs as a sustainable transport mode will place a significant additional burden on highway capacity that does not align with the growth agenda supported by the HGGT Partner Councils. ZEVs do not address the issues of congestion, space and severance that can only be achieved through modal shift.

35. The EFDC Overview & Scrutiny Committee reviewed the Transport Strategy on 18 November 2021. The O&S Committee queried and discussed several key issues, with officer input, summarised below;

- Key to achieving sustainable travel is good planning of neighbourhoods through masterplanning of local facilities, schools, shops and jobs near to homes, and a commitment to easy and early access to this infrasrtucture. This must be upfront in masterplanning and upfront in the Transport Strategy, as noted in 'Action 1: Enabling Choice' p.20 (p.11 double spreads). Noting this early and prominently in document, such as on p.15 diagram would also be beneficial.

- Support for the diverse approach to ensuring sustainable travel, rather than solely focusing on ZEVs. Note that ZEVs play a part in tackling the climate emergency, but that a multi-faceted will be more successful, and glad to see this in the Transport Strategy.

- Transport Strategy and evidence is based in part on Census data (2011) – assurance on commitment to review and update the Transport Strategy as needed and taking account of latest data (e.g. Census 2021 when available) as per 'Monitoring and Review' on p.7.

- Discussion around definition of what is considered 'need' when it comes to private vehicle use. Examples of school runs being trips that could and should be made sustainably, but that choice and safety is key. Note that the Mode Share Objective still provides 40% (in new communities) for non-sustainable modes e.g. private car.

- Discussion around definition of 'future innovation' in relation to transport. Noted that the Transport Strategy refers to innovation in terms of Mobility As A Service (MaaS) with digital platforms, public transport energy solutions with alternative fuels, innovation in delivery and shared services, and demand responsive and rapid transit systems.

- Consideration of new development sites such as hospitals, and the need for excellent public and demand responsive transport links for users and staff.

- Committee members noted there was a need to 'wean people away from their cars' through incentives, restrictions and regulations, and need for user hierarchy design and investment in road and street infrastructure. It was noted

that the Transport Strategy should shape work programmes going forwards.

- The User Hierarchy was considered refreshing and strongly supported for prioritisation of walking and cycling.

- It was noted there was a need for 'Action 4: A Network that Works' to refer to a network both within and beyond the Garden Town, and District boundaries, including a network that considers Epping Underground Station, safe walking, cycling and bus routes into Epping Forest District, and the rail services from Harlow Town Station.

The O&S Committee supported the ambition and commitment of the Strategy and the diverse approach to ensuring sustainable travel. They supported the Strategy proceeding to Cabinet for approval with their comments included in this report.

EQUALITY IMPACT ASSESSMENT (EQIA)

36. An EQIA has been undertaken and is attached to this report (Appendix D). The consultation highlighted the need to include a principle on accessibility and inclusion. This change and others were taken into consideration in the final Transport Strategy now being presented and as detailed in the EQIA assessment. The design and format of the Strategy has been reviewed against Shawtrust accreditation to ensure legibility and accessibility for online viewing.

HOW THE HGGT TRANSPORT STRATEGY WILL BE USED

37. The Transport Strategy will be embedded as a material planning consideration into the masterplanning and planning processes for the new Garden Town communities, neighbourhoods and developments through ongoing work with the relevant partner Councils, site developers and planning applicants to ensure that the ambitious sustainable mode share objective, as set out, is being achieved.

38. The Transport Strategy will provide a base of evidence and best practice which will be used to inform the planning and design processes, behaviour change programmes, further evidence commissions, business plans, guidance notes etc. The evidence base that underpins the Transport Strategy will continue to evolve and be taken into consideration when developing transport schemes.

39. A monitoring framework will be established to ensure alignment with this Strategy. This Framework will be based on the recommendations from the HGGT Monitoring Framework Technical Note. Policies and schemes will also be monitored internally through the HGGT Board approval and oversight process. The Transport Strategy will be reviewed every three years to ensure evidence and measures are still relevant.

NEXT STEPS

40. There are a number of next steps for the HGGT Transport Strategy following endorsement by the HGGT partner District Cabinets/Executives and County Councils and publication of the Strategy (early 2022):

41. Ensure the Strategy is hosted on the HGGT Website and Partner District Council websites as a key material planning consideration in assessing planning applications.

42. Ensure the Strategy guides the masterplanning decisions for, or impacting upon, the

HGGT;

43. Secure Public Sector funding for infrastructure and measures identified in the programme;

44. Maximise developer funding/contributions, without which the Strategy cannot be delivered;

45. Identification of resources to develop a monitoring and evaluation strategy, building on the Strategy's target.

46. Develop a detailed delivery plan to produce a funded and prioritised programme as part of the HGGT annual business planning for delivery of actions:

    a. Consideration of details such as timescales, funding sources, delivery options, locations and priorities.

    b. Alignment of principles, particularly the transport hierarchy, and speed of achieving the 50 and 60% modal share target.

Resource Implications

The work to support the HGGT Transport Strategy at masterplanning and planning application stage, to be viewed alongside the emerging Local Plan policies, is covered by the resource within the Implementation team. The Strategy will require resource to plan, deliver and monitor the infrastructure schemes, and to deliver behaviour change measures. These will be primarily undertaken by Local Highways Authorities with support from HGGT. However further actions to deliver active travel behaviour change within local communities will require resource from the relevant authority partner and their Sustainable Travel / Community Engagement teams, in partnership with Local Highway Authorities and the HGGT team. The financial contributions – if any – required from Epping Forest District Council are currently unknown. Detailed proposals, including detailed financial implications, will be developed in the context of the Council's financial position and reported in due course

Safer, Cleaner and Greener Implications:

The delivery of the HGGT Transport Strategy will help to address how the planned growth can be achieved, through modal shift towards sustainable and active travel. The Strategy seeks to take forward emerging Local Plan policies designed to promote the notion of encouraging and enabling active and sustainable travel choices, and through doing so improving health, wellbeing, air quality, placeshaping, economic and social mobility. This will contribute to safer, cleaner, greener objectives by planning for sustainable development.

Consultation Undertaken:

Informal engagement was undertaken throughout the production of the draft HGGT Transport Strategy with partner officers, community groups and the HGGT Board. The draft HGGT Transport Strategy was subject to a 6-week public consultation in January 2020 (including exhibitions, Member briefings, village halls and workshops with key stakeholders). This took place just before the first Covid-19 lockdown and results were presented to the HGGT of this consultation Board in June 2020. Further consultation was requested to secure input from

unrepresented groups – specifically young people, businesses and local organisations – and to increase the overall consultation response. A second round of consultation was therefore conducted over 4 weeks in late 2020. This consultation focused on young people, businesses, charities and internal Officers through a series of workshops. Further detail on the consultation process and results can be found in Appendix C.

Background Papers:

- Cabinet Report C-036-2018/19– Harlow and Gilston Garden Town Transport Strategy 07 March 2019

Risk Management:

The use of these documents as material planning considerations will support the Council's objectives of achieving high quality and sustainable design in the district and reduce the risk of poor quality development.

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HGGT

HARLOW & GILSTON GARDEN TOWN

TRANSPORT STRATEGY

**GARDEN
TOWN
STRATEGY**

Garden Town Introduction

Harlow and Gilston was designated as a Garden Town by the Ministry for Homes, Communities and Local Government (MHCLG) in January 2017 and will comprise new and existing communities in and around Harlow.

Set in attractive countryside, with transformative investment in transport and community infrastructure, new neighbourhoods to the east, west and south and new villages to the north (collectively referred to as the new Garden Communities) will be established and integrated with the existing Harlow town.

The Harlow and Gilston Garden Town (HGGT) Partnership describes the cross boundary joint working arrangements between East Herts District Council (EHDC), Epping Forest District Council (EFDC) and Harlow District Council (HDC) working together with Essex County Council (ECC) and Hertfordshire County Council (HCC) to ensure plans for the Garden Town deliver on their agreed HGGT Vision.

Revision	Date
01	January 2019
02	XXXX 2021

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CONTENTS

Further information is provided via links embedded within the text, or in **pop-outs** in the interactive pdf. All supporting information will be included in the Appendices. Please see the Glossary for definitions of all technical words.

TRANSPORT STRATEGY
IN BRIEF

MODE SHARE OBJECTIVE

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

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

PRINCIPLES

USER HIERARCHY

Decisions should be shaped by the transport hierarchy shown here, to provide an equitable, balanced, safe, coherent, healthy and efficient transport network that promotes modal shift and sustainable travel.

A CULTURE OF ACTIVE AND SUSTAINABLE TRAVEL

The Garden Town should be an environment where active and sustainable travel is valued, prioritised, and supported to ensure that their social, environmental, health and economic benefits are available to everyone.

ACCESSIBILITY AND INCLUSION

Infrastructure should be designed for everyone and with consideration of those with greatest need first. Everyone should have the opportunity to choose more sustainable and active modes of travel.

PRIORITY

Reduce unnecessary travel

Walking and cycling

Public transport

Private vehicles

"Harlow and Gilston will be a joyful place to live with sociable streets and green spaces; local centres accessible by walking and cycling; and innovative, affordable public transport. It will set the agenda for sustainable living. It will be adaptable, healthy, sustainable and innovative."

ACTIONS

ENABLING CHOICE

...means creating connected local communities that offer local facilities and travel options for everyday activities.

STREETS FOR PEOPLE

...means making our streets and neighbourhoods places that are safe, sociable and enjoyable – for everyone – by creating attractive places that people want to walk and cycle in.

QUALITY PUBLIC TRANSPORT

...means connecting people to the places they want to go, providing independence and mobility to those who need it most, while reducing air pollution and congestion.

A NETWORK THAT WORKS

...means providing reliable, high-quality alternatives to private vehicles whilst ensuring the network effectively supports those that depend upon it for essential journeys and services.

MAXIMISING OPPORTUNITIES

... means exploring and introducing new and innovative transport technologies as they develop

HOW TO USE THIS STRATEGY

WHY

This Transport Strategy has been prepared to help deliver the HGGT Vision against the backdrop of the challenges of future travel demand linked to planned growth. The Local Plans of East Hertfordshire, Epping Forest and Harlow District Councils include shared commitments to secure the delivery of sustainable growth through cooperative cross-boundary working. The growth strategies of these Local Plans emphasise the need for an integrated Garden Town that promotes the use of active and sustainable travel.

The HGGT Transport Strategy establishes a clear Mode Share Objective and set of Principles which aligns with the growth strategies (including the planned delivery of 23,000 homes within the Garden Town) within the respective Local Plans. The Strategy sets out how this planned growth can be achieved through modal shift towards sustainable and active travel and details a number of measures to achieve this modal shift and the ambitious targets proposed for sustainable travel.

WHO

The **HGGT Partner Councils** has developed this Strategy to ensure openness and accountability with all stakeholders, including existing and future communities, which it will achieve through engagement, consultation and partnership working.

Residents and Local Interest Groups:
This document can be used by residents and local interest groups to understand how transport is being prioritised and incorporated into the existing town and new developments. It can be used to hold Developers, and the HGGT Partner Councils to account in terms of alignment of designs and investment with the Mode Share Objectives and Principles in this strategy.

Stakeholders and Businesses
HGGT will support and work with businesses, transport operators, service providers and other stakeholders by using this Strategy to inform discussions, designs and projects to help align the transport needs of these stakeholders with the Mode Share Objective and Principles outlined here.

Local Authority Officers and Decision-Makers:
This document will be endorsed by the Garden Town Partners as a material planning consideration and will help to guide the assessment of planning applications for developments coming forward within the Garden Town area. It will inform pre-application discussions and assist decision-makers in transport matters.

In addition to cross-boundary working through the HGGT partnership, the Councils are committed to working with relevant organisations, service providers and community groups to ensure proposals are developed collaboratively and with consideration of local priorities.

Developers:
The document is to be used by developers and their agents, design teams, consultants and contractors in shaping development proposals and transport measures based on the transport hierarchy. This strategy will guide the design of proposals and ensure coordinated and integrated consideration of active and sustainable transport principles and mode shift targets at an early stage.

WHEN

Ongoing Provision and Maintenance
The ambition, Mode Share Objective and Principles in this Strategy should help shape existing and future work programmes of the Highway Authorities across the Garden Town, and can provide supporting justification for funding submissions and spending commitments in relation to transport.

Pre-Application
This Strategy and its supporting evidence base should inform pre-application discussions to incorporate sustainable transport measures from the outset that will uphold the mode share targets outlined here.

Masterplanning
This Strategy should be used to inform the early stages of masterplan designs to embed the transport hierarchy, prevent abortive work at later stages, and shape a holistic approach to building strong and integrated communities.

Planning Application
Planning applications will be scrutinised by the local planning authorities for the Garden Town to ensure they demonstrate a close alignment with the Mode Share Objective and Principles in this Strategy and the planning applications will achieve the sustainable mode share targets.

Post-Planning
Planning conditions and Section 106 obligations will be utilised where appropriate to ensure that active and sustainable transport measures are secured to ensure delivery of transport infrastructure and associated measures and mitigations connected with any planning applications for development in the Garden Town. Monitoring of the Mode Share Objective set out here on a regular basis is key, and it is expected that any adopted measures will be regularly reviewed to ensure the aspirational mode share targets are being met.

HOW

The Strategy should be used to inform and guide decisions on planning applications for new developments, regeneration, infrastructure and development of services to ensure designs and schemes are brought forward in accordance with the transport user hierarchy and will support progress towards the Mode Share Objective.

The Strategy outlines how growth in the Garden Town can be enabled through the Mode Share Objective and Principles, and signposts users to supporting evidence and best practice. It is not intended to provide the detailed action plan or timeline for proposed measures. However, a high level programme can be found in the supporting information.

Further information is provided via links embedded within the text, through interactive pop outs or through the supporting information provided on the website

WHAT

This Strategy has been approved by the Garden Town Member Board, and had formal Cabinet/Executive endorsement from Councillors from East Herts District Councils, Epping Forest and Harlow. It has had approval by the relevant portfolio holders of Essex and Hertfordshire County Councils.

Local Plan policies and allocations for each of the District Councils, and the transport policies of the County Councils, will continue to be used to shape and assess development proposals across the Garden Town.

The HGGT Vision and HGGT Design Guide (November 2018), and this Transport Strategy, will be material planning considerations ensuring the Garden Town is delivered in a co-ordinated, inclusive and sustainable way. This Strategy should also be read in conjunction with the HGGT Sustainability Guidance (2021) and Infrastructure Delivery Plan (April 2019).

MONITORING AND REVIEW

This Strategy will be reviewed and updated periodically to reflect new information and progress in relation to planning and delivering the targets, and to take account of feedback from stakeholders.

Supporting evidence and 'How To' Guides may periodically be reviewed, please check the HGGT website for the latest version of all HGGT resources.

CONTEXT

HGGT GROWTH

Significant Garden Town growth is planned for housing and employment on development sites both within the boundaries of East Hertfordshire Districts and Epping Forest, and within the existing town of Harlow, where further regeneration, renewal and changes of use are anticipated during the period of the relevant Local Plans.

In total, approximately **23,000 new homes** are anticipated to be delivered across the Garden Town area over the next 15 years and beyond. This Strategy has a critical role to play in bringing together established and new communities as a fully integrated Garden Town with an effective transport network.

NATIONAL POLICY CONTEXT

The framework of national policy and guidance requires that growth achieves and delivers a significant mode shift. The UK Government recently released the Decarbonising Transport report (July 2021) which reaffirmed and set out a number of ambitions in this regard including:

- Investing £2 billion over five years in cycling and walking with the aim that half of all journeys will be cycled or walked in towns and cities by 2030.

- Supporting the delivery of 4,000 zero emission buses and associated infrastructure while exploring a phase out date for the sale of new non-zero emission buses/coaches.

- A ban on the sale of petrol and diesel cars by 2030 and support for the electrification of vehicles and their supply chains.

- By the end of October 2021, all Local Transport Authorities will be expected to have published a local Bus Service Improvement Plan, detailing how they will use either a franchising model or a Quality Bus Partnership to improve their services.

The Town and Country Planning Association (TCPA) have created 9 Garden City Principles which form an indivisible and interlocking framework for the delivery of high-quality places. One of these principles clearly states the need for:

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

These Garden City Principles are woven into the HGGT Vision and partner Councils Local Plans. These Principles and further work from the TCPA has also been used to inform this Strategy.

The National Planning Policy Framework (NPPF) requires that "the planning system should actively manage patterns of growth in support of the objectives set out below":

- Impacts of development on transport networks can be addressed.

- opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised.

- opportunities to promote walking, cycling and public transport use are identified and pursued.

- environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account.

- patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

The Town and Country Planning Association (TCPA) Garden City ambition states that "walking, cycling and public transport designed to be the most attractive forms of local transport" .
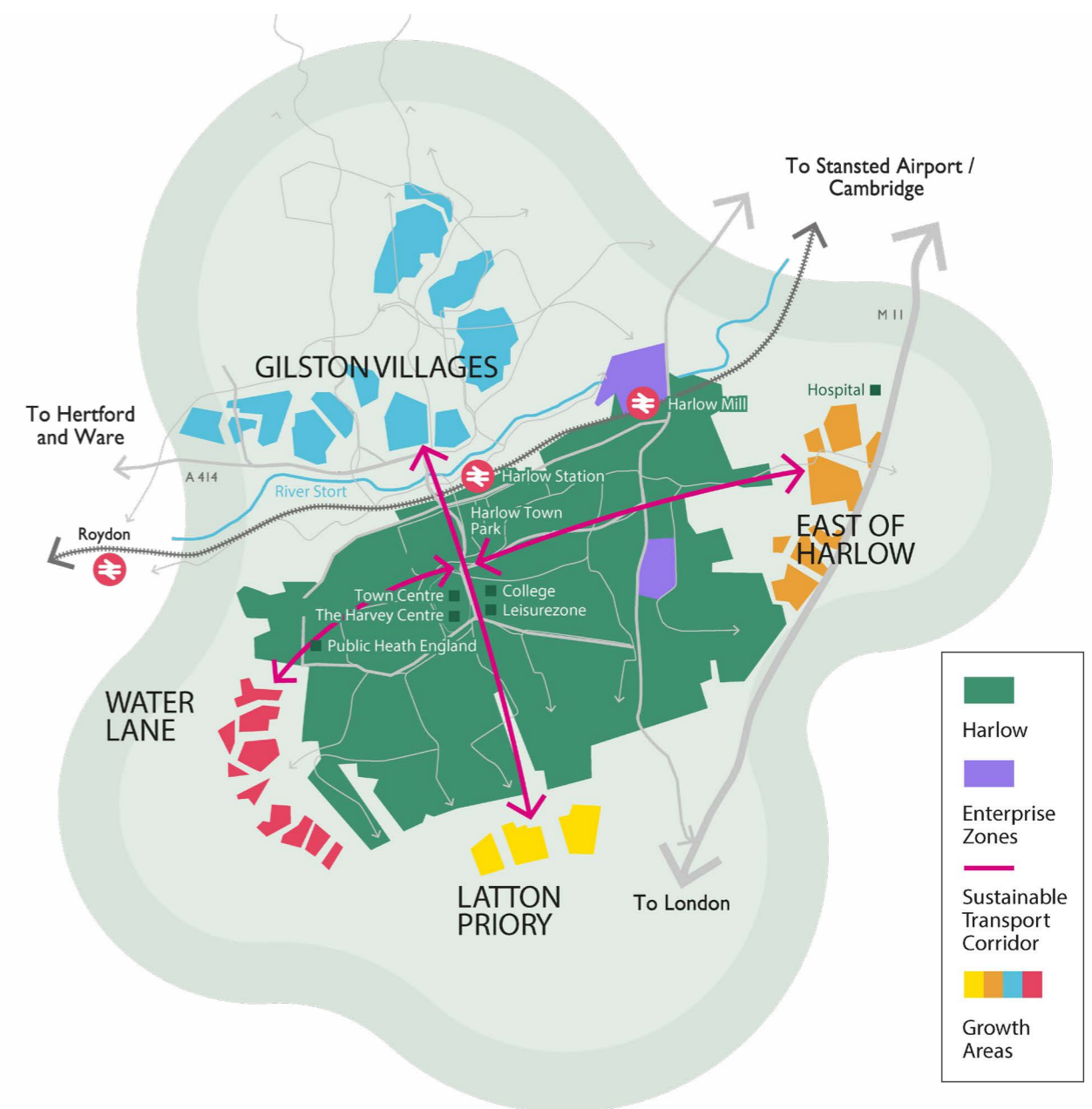
LOCAL POLICY CONTEXT

This Strategy brings together the policies of adopted and emerging development plans of East Herts (Adopted, October 2018), Epping Forest (Submission version 2017) and Harlow (Adopted, December 2020) District Councils. In planning to meet their growth needs, the District Councils have **acted co-operatively**, supported by their respective Hertfordshire and Essex County Councils.

The transport strategies for the counties are set out in their respective Local Transport Plans for Hertfordshire and Essex. Find out more about how this Strategy conforms with District and County transport policy in the supporting information.

All five HGGT Partner Authorities have declared a Climate Emergency or committed to Climate Action. This Strategy supports the highest commitment across the Garden Town Authorities: to become Carbon-Neutral by 2030.

NATIONAL TRANSPORT CONTEXT

The UK has an advanced transport network which operates across the country and includes a wide range of modes. This network is increasingly road-centric however, with a continuing rise in the ownership and use of private vehicles and movement of freight by road. However, only 4% of road transport fuel was renewable and there are limited numbers of electric vehicles (55,000 fully electric, 145,000 hybrid). Find out more here.

The current transport system and domination of private vehicles has a number of implications:

• Road transport is a major source of air pollution, linked to around 40,000 premature deaths in the UK each year.

• Physical inactivity costs the NHS £1bn per annum, with further indirect costs calculated at £8.2bn.

• Transport is now the largest contributor to UK greenhouse gas emissions (28% of domestic emissions, of which 90% is road transport), worsening the climate emergency.

• Congestion increased by 4% and 1% on the strategic road network and A roads from 2017-18.

• There were 1,784 reported road deaths in 2018, which is unchanged since 2012.

• Nine in ten drivers recorded feeling stressed or angry when driving, up 6% on figures from 2020

• The cost of buying and running a private vehicle are prohibitive for some and far higher than other modes - average annual cost of using a car (£3,727), bus (£848) and bike (£396).

Covid-19 has impacted travel patterns which relate closely to environmental, social, and economic inequalities. Now more than ever, high quality, sustainable and resilient design and development is needed to ensure that transport solutions are adaptable, sustainable and equitable over the long term.

LOCAL TRANSPORT CONTEXT

HGGT Partner Councils are well placed to provide a healthy and well connected environment for the existing and future residents, visitors and workforce of the Garden Town. There is already transport infrastructure across Harlow that can be improved to support delivery of the Mode Share Objective set out in this Strategy. HGGT is a significant development area within the UK Innovation Corridor (London – Harlow – Cambridge). The M11 motorway to the east, and the West Anglia Main Line to the north, link Harlow to the other key hubs in this corridor. The A414 is a busy east-west arterial connection between Essex and Hertfordshire. To the south, Epping provides a popular connection to London on the underground network. Harlow data indicates that transport is hugely important moving forward:

• There is good town-wide accessibility by all modes, with bus services and bus priority on some routes, extensive segregated footways and cycleways and a pedestrianised town centre.

• Harlow has high levels of private car use (5% greater than the national average).

• 13% of the resident population walks or cycles to work and 84% for any reason (vs. 87% UK average) even though there is a relatively good walking and cycling network.

• Harlow has a comprehensive local bus network, with around 40 daytime bus routes, run by six operators.

• Health: 25% of Harlow adults were classified as physically inactive and 37% of Year 6 pupils were classified as overweight or obese – both above county and national averages. Harlow has the highest ratio across Essex for emergency admissions due to Coronary Heart Disease.

• Deprivation: Harlow is ranked 2nd across Essex for overall deprivation and is in the bottom

40% nationally. 29% of Harlow households have an income of less than £20k. 40% of low income households lack access to a car, making alternatives vital.

• Travel to key services: Harlow residents have the lowest average travel time (14.5mins), in Essex by walking and public transport for 8 key services including employment, education and food stores.

• Collision data indicates that Harlow has relatively few cycle collisions when compared to Essex but the second highest fatalities (2012-17).
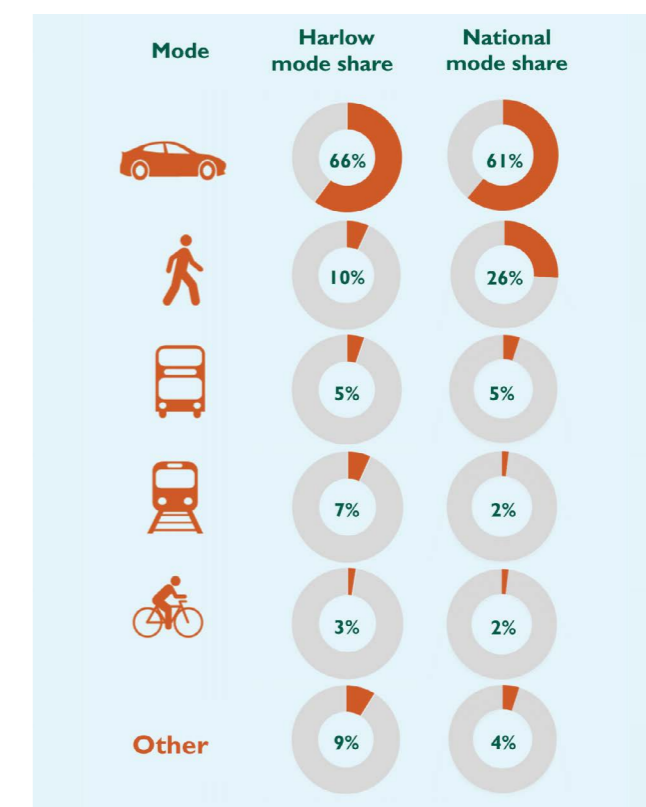
Mode share in Harlow, based on Census 2011 travel to work data. 'Other' includes: Working from home (7%), taxi (1%), moped/motorcycle (1%).

MODE SHARE OBJECTIVE

The Transport Strategy is driven by an overriding Mode Share Objective:

50%

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

60%

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

Why 50-60%?

The scale of growth and development proposed for the Garden Town provides the opportunity to deliver a significant step change in active and sustainable travel across the town. Increasing the use of sustainable transport will provide opportunities for new and enhanced public transport services into the future.

This investment in travel choice for residents, workers and visitors, to achieve the Mode Share Objective, reduces the impact on the existing public highway from all new developments and from the existing town, preserving capacity in the network. This allows the new developments to be delivered without negatively impacting on the ability of the public highway to operate safely and acceptably, whilst also contributing positively to health, wellbeing and environmental quality across the Garden Town.

The mode shift targets have been informed by Garden City Principles, evidence and national policy guidance and targets. The Town and Country Planning Association (TCPA) has clearly set out Design Principles for the creation of Garden Towns:

"A Garden City's design must enable at least 50% of trips originating in the Garden City to be made by non-car means, with a goal to increase this over time to at least 60%; and the latest best practice in street and transport design should be used as a minimum standard."

The Department for Transport also set out a bold vision for a transformation in our transport system, with the objective that:

"Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030."

This Transport Strategy aims to deliver sustainable growth and regeneration through its Mode Share Objective, to mitigate some of the adverse impacts of increasing travel demand, both now and for future generations. The following sections show that embracing Mode Share Objective and Principles in this Strategy captures a vision for a happy, healthy, and economically stable town.

MODE SHARE OBJECTIVE

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How long will it take to achieve these targets?

This Strategy outlines the targets to drive ongoing modal shift in the existing town, and even more so in new Garden Communities, given their unique scope and opportunity to embed sustainable transport measures through design and positive travel habits from day one. The targets will be achieved incrementally and will require the implementation of complementary policies, plans, infrastructure and associated services over a over a number of years. However, with the right planning and policy, the 60% mode shift target for the new Garden Communities should be achieved as early as possible from occupation and across the whole Garden Town by 2033.

How?

Currently about **20% of trips** are made sustainably into, out of and within Harlow . Increasing this will be a challenge but is achievable, particularly in the new communities where complimentary measures, such as those found in the image opposite, will be in place from occupation. The five Action chapters following this will provide more detail on how this target can be met.

The HGGT Partner Councils are not starting from scratch and there is much we are already doing – it is clear that investment is having a positive impact but barriers remain. In this strategy, we set out what those barriers are, and what steps we are going to take to tackle them. In order to really deliver a step-change in the Garden Town, we must go further, faster. Bold action will help to create places we want to live and work – with better connected, healthier and more sustainable communities.

This is a graphical illustration of the various measures needed to achieve the mode share targets and is not a representative timeline of implementation

PATH TO ACTIVE AND SUSTAINABLE TRANSPORT

50/60% Sustainable Transport

Wayfinding + Placeshaping
Green and pleasant places

Last Mile Delivery
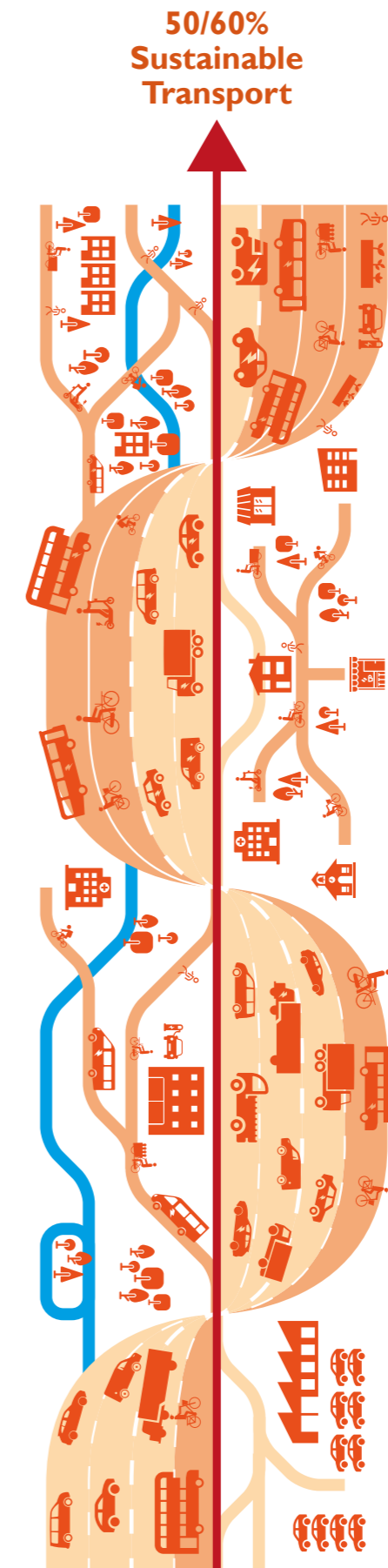Cargo bikes, electric vehicles and distribution centres

DRT
Demand Responsive Transport

STCs/Highway Infrastructure
Build sustainable transport infrastructure

Zero Emission Vehicles
Provide infrastructure for zero emission vehicles

Hubs
Local transport and community hubs

Traffic Controls
Town wide speed limit revue

Shared Mobility
Bike share, scooter share and car clubs

Liveable Neighbourhoods
Liveable streets. Pleasant neighbourhoods that encourage healthy travel

Co-working Spaces
Places to work and network close to home

Behaviour Change Programmes
Activities and measures to help encourage active and sustainable travel

Enhanced Bus Partnership
Negotiate for high quality and innovative bus services

LCWIP
Walking and cycling improvements

Communication + Engagement
Let people know how and why to travel sustainably

Demand Management
Reduce unnecessary journeys

PRINCIPLES

The Mode Share Objective will be achieved by applying the following principles to all aspects of transport policy within the Garden Town:

1 User hierarchy

2 A culture of active and sustainable travel

3 Accessibility and inclusion

The user hierarchy

This Strategy recognises the need to deliver transformational change, not only to reduce unnecessary journeys, but to make sustainable travel modes a first choice for most journeys for most people. It is also about ensuring that streets are designed to be as effective as possible in bringing communities together, providing leisure opportunities and enhancing people's lives.

All scheme designs should follow the user hierarchy below to deliver the HGGT Vision:

* Reduce unnecessary travel

* Walking and cycling

* Public transport

* Private vehicles

Prioritising local journeys based on this hierarchy of importance will ensure that:

* First, we minimise demand

* Then we enable modal shift

* As a last resort, we increase capacity based on these transit priorities.

This hierarchy recognises that, whilst some streets have a significant movement function, and others are enjoyed for their sense of place, all streets should promote safety, accessibility, and inclusion, and prioritise the most vulnerable road users.

This hierarchy is not meant to be rigidly applied in all circumstances and does not necessarily mean that pedestrians and cyclists are more important than the other modes. However, the hierarchy should be applied to design and planning and to masterplans and planning applications for development proposals and a clear rationale should be provided for any exceptions that are made. This helps to ensure that the Garden Town will serve all of its users in a balanced way.

A culture of active and sustainable travel

The Garden Town is committed to developing a cultural shift amongst residents where choosing active and sustainable travel is the norm. This means creating an environment where active and sustainable travel is prioritised, valued and supported by all, to ensure the Garden Town is a place where people are empowered to understand, experience and promote the benefits these transport choices bring.

Encouraging new ways of thinking is a challenge and this sort of behavioural change takes time and meaningful engagement to embed. The Garden Town Partners will examine carefully how planning of the built and natural environment, together with a developing programme of behaviour change interventions and effective engagement, can make this achievable. In practice this could mean upgrading a cycleway linked to a school and then offering cycle lessons, bike maintenance and activities at the school to encourage active journeys to school. To support this, the mode shift target has been embedded in wider policy making, such as Local Plans and Strategies.

Improving the built infrastructure and services for existing residents and communities in Harlow is paramount. The aim is to encourage communities to take ownership and become custodians of the Garden Town for future generations, whilst also welcoming new communities who will share the same vision of a sustainable, active and healthy Harlow.

Accessibility and inclusion

Sustainable and active travel options make access to key services and amenities more resilient and equitable. Everyone should have the opportunity to make sustainable and active travel choices and enjoy the benefits these bring (e.g. less congestion and air pollution, and improved health and wellbeing).

Walking and cycling are not vulnerable to energy and fuel price variations and help to reduce discrimination through socio economic factors including income, ability, gender, disability or race among other relevant factors. People's health depends on the places and conditions in which they live. Therefore, to reduce health inequalities, development and infrastructure should be designed with consideration to those with most need first.

However, take-up in sustainable and active travel can be low despite a large appetite from different demographic groups. For example, 85% of people aged over 65, 78% of disabled people, 76% of women, 75% of people at risk of deprivation and 74% of people from ethnic minority groups never cycle.

It is crucial that the needs and concerns of marginalised groups, disabled people, women and non-users are factored into design and decision-making process in respect to masterplans and planning applications for development. If infrastructure is to be designed for everyone, then genuine representation is needed.

Investment, policy and delivery should be designed to help reduce the health, economic and societal inequities many people encounter throughout their lives . It is essential to remove barriers to peoples' experience of, and interaction with, transport systems and travel.

Diverse stakeholders must be actively included in all processes, from conception, to design, to monitoring outcomes. The interconnectedness of transport means decisions will impact all residents of the Garden Town and therefore a broad range of views should be sought to ensure local expertise, knowledge and input is incorporated from concept and masterplan stages of projects.

ACTIONS

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ACTION 1:

Enabling Choice

OVERVIEW

Enabling travel choices means creating connected local communities that offer local facilities and active and sustainable travel options for everyday activities. This gives people the freedom and ability to choose shorter, more sustainable trips and reduces the number, or length, of journeys needed.

Enabling choice starts with policy, place-making and master-planning. Incorporating high quality design, effective technologies and best practice can lessen the demand for long, unnecessary, or motorised journeys. Providing vibrant and local centres that offer everyday activities such as education, retail, health and community facilities, leisure destinations, recreation and open spaces will enable and encourage active lifestyles. Improving facilities, and access to them, key transport interchanges will allow for a range of choices to be provided for different needs, circumstances and seasons.

The original Harlow masterplan had this in mind through the creation of distinct neighbourhoods each with their own local facilities - their hatches. This approach will be replicated in the new communities and we will work to improve the offer and vibrancy of the existing hatches.

ACCESSIBILITY AND INCLUSION

Enabling choice will address social equality, improve digital connectivity, open up job opportunities and provide greater flexibility for people. Travel time will be reduced, encouraging investment in personal development activities and valuable time with family and friends.

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What Enabling Choice Should Look Like In The Garden Town

| CURRENT CHALLENGES	FUTURE OPPORTUNITIES
Low number of people working from home (about 7%)	Provide digital technology, such as "Better Digital" superfast Fibre broadband and 5G coverage, and local co-working spaces among other solutions as they develop, to improve improve the options for remote and flexible working.
Proximity to services	Vibrant town and neighbourhoods offering a wide range of local services and amenities such as shops, schools and healthcare which promotes shorter, more active, journeys.
Long Commutes	More opportunities to live and work within the Garden Town or local neighbourhoods to reduce travel distances.
Poor connectivity	Co-locate multi-modal transport interchanges and co-working spaces with local amenities and services and design them into new builds. Improve connectivity through effective street design, clear signage and innovative wayfinding.

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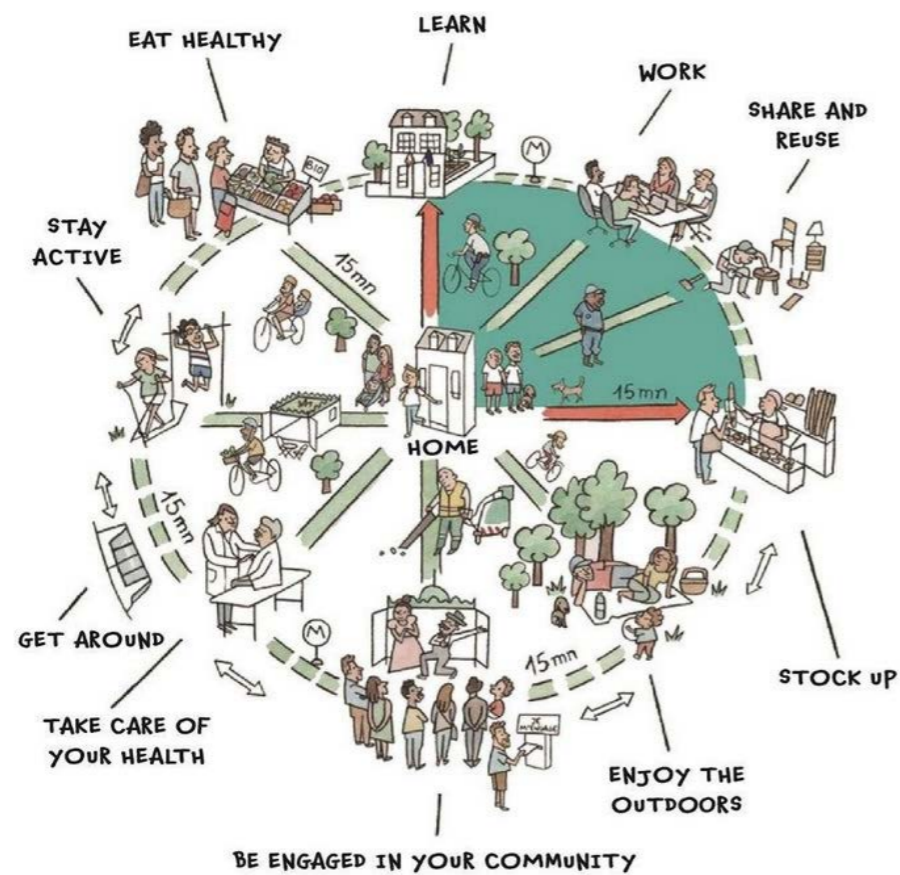
Artistic example of the connections within a 15 minute neighbourhood. Source: 15 minute city by Prof. C. Moreno, Paris Sorbonne IAE, Illustration by Micaël

NEXT STEPS

- Continue work to investigate how the Garden Town can evolve to harness key advancements within the digital sector.

- Futureproof new infrastructure to adapt to new technologies and advancements in digital enablement.

- Collaborate closely with internet and service providers to ensure the Garden Town is best placed to provide high speed internet connections to new and existing communities.

- Trial innovation on the Garden Town around shared and public transport platforms.

- Develop existing work on hubs, ensuring they provide for the needs of local communities and include co-working spaces and digital connectivity.

- Continue discussions with Developers to ensure all new communities are based on 15-minute neighbourhood principles to encourage local journeys.

CASE STUDIES

Zedify Deliveries
Zedify provides last mile delivery using a range of cargo bikes and electric vans in multiple UK cities

Leuven Hubs
The Belgian City of Leuven plans to introduce 50 mobility hubs over the next three years to improve multimodality in the city.

Melbourne 20 minute neighbourhoods
Melbourne has tested 20 minute neighbourhoods with great success and aims to roll them out across the city

ACTION 2:

Streets for People

OVERVIEW

Creating Streets for People is about designing and making our streets and neighbourhoods places that are pleasant to travel in, safe, healthy, inclusive, accessible, community centred and enjoyable – for everyone. It's about ensuring existing and future residents of the Garden Town are healthier, happier and better connected.

HGGT will build upon, and enhance, Harlow's existing path network to ensure it's accessible, safe and attractive for all users. HGGT will support and actively encourage a culture of multi-modal mobility where people are inspired and motivated to travel actively and sustainably. Pedestrians and cyclists will be prioritised through seamlessly incorporating active and sustainable travel opportunities and infrastructure. If it is necessary to reallocate roadspace from parking or traffic to achieve this, it should be done.

ACCESSIBILITY AND INCLUSION

Streets for people put vulnerable users at their heart by designing infrastructure accessible, safe and inclusive for everyone including those on bikes, mobility scooters, adapted bikes, wheelchairs, walking or with a pushchair. Making it easy, safe and enjoyable to travel actively for all users, improves the health, fitness and quality of life of diverse resident groups so that they have the confidence to travel actively whatever their circumstance.

What Streets For People Should Look Like In The Garden Town

CURRENT CHALLENGES	FUTURE OPPORTUNITIES
Harlow is currently car-centric	Encourage a transition to active and sustainable travel through infrastructure design and behaviour change programs.
Cars dominate Harlow's streetscape	Create attractive local streets through measures such as walkable neighbourhoods, planting and parking controls.
Excessive school time traffic	Implement behaviour change measures, School Streets, education programmes, training and street improvements.
Travelling actively feels unsafe	Design new infrastructure to prioritise vulnerable users such as physically separating cyclists from pedestrians and motor traffic, improving lighting, upgrading crossings, and providing paths that are overlooked.
Parts of the town are not well served by the network, including the more recent growth areas, neighbouring settlements, and villages.	A fine-grained network of walking and cycling routes that connect the new communities with the existing town.
Existing infrastructure has missing links, outdated facilities, poorly maintained or missing infrastructure and severance.	Maintain, enhance and expand the active travel network and its associated infrastructure in line with best practice.
Protect Green Spaces	Enhance and protect Harlow's green spaces, including green wedges and green fingers, and street planting, to support a wide variety of of functions such as sustainable movement and biodiversity corridors. Build in community stewardship of these assets.
Homes and destinations lack suitable facilities	Provide secure cycle parking, shower and changing facilities, e-bike/ wheelchair/ mobility scooter charging, and storage at homes and destinations. Access must be at least as convenient, if not better, than for private motor vehicles.

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NEXT STEPS/ACTION PLAN

- Work with highways and local planning authorities on all highways schemes and active travel infrastructure enhancements to ensure consistency across the Garden Town and alignment with best practice.

- Develop a Parking Strategy and standards for the Garden Town which supports the Vision for healthy and sustainable growth, walkable neighbourhoods, reducing the reliance on the private car and high levels of sustainable and active travel.

- Develop a cycle hire scheme throughout the Garden Town and beyond, with intuitive and flexible payment systems and shared platforms, supported by education and training activities, to ensure bikes and parking are located to maximise opportunities for residents, workers and visitors. Find out more about how cycle hire schemes work here.

- Develop and deliver on the Local Cycling and Walking Infrastructure Plan (LCWIP) for HGGT which identifies gaps and opportunities in the existing pedestrian and cycle network to provide an enhanced, coherent and integrated network of high quality walking and cycling infrastructure which is accessible and attractive for users of all backgrounds, abilities and journey purposes.

- Utilise seamless wayfinding with a unified brand / typography to integrate with, and promote, the HGGT sustainable transport network and active and sustainable travel choices.

- Provide an ongoing, consistent educational and promotional behaviour change campaign to engage and develop partnerships with the community, educational bodies, workplaces and other key stakeholders, and to ensure widespread access to cycle training.

- Actively promote a culture where sustainable transport choices and active travel lifestyles are the norm.

- Develop a Workplace Travel Programme that includes information and initiatives to support and assist workplaces in encouraging a shift to active and sustainable travel.

CASE STUDIES

Levenshulme Bee Network
A flagship community led, active neighbourhood scheme for Manchester.

Waltham Forest
Delivering one of the 'Mini-Holland' schemes to make the borough more vibrant and enjoyable for everyone.

Groningen
The 'cycling capital' of the Netherlands where prioritising pedestrians and cyclists is key to 60% of trips being cycled.

ACTION 3:
Quality Public Transport

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OVERVIEW

A quality public transport network helps individuals, communities and local economies to flourish. It helps to connect people and places, providing independence and mobility to those who need it most. When designed and managed effectively, local transport provision can reduce congestion, improve air quality and health outcomes, and help make Harlow's diverse communities greener, healthier and more attractive places to live, work, play, and attract inward investment from businesses and other organisations.

Proposals for public transport will need to create opportunities for services and user experiences which promote active and sustainable travel and surpass private vehicle travel. Existing villages and neighbourhoods should all benefit from the enhanced public transport services being delivered as part of the Garden Town's integrated travel network.

ACCESSIBILITY AND INCLUSION

Quality public transport provides the vital connections to those with limited or no alternatives, increasing access to services and opportunities. An effective public transport system will also encourage a shift away from private vehicle use, with the associated physical and mental health benefits.

CURRENT CHALLENGES

The quality, reliability and integration of timetabling for buses in Harlow has been criticised by residents.

Most services travel via the bus station in the Town Centre so bus journeys to the key employment and retail sites on the periphery of the town often require an intermediate change of buses.

There is a lack of integrated ticketing and routes to key locations.

Services to neighbouring settlements such as Epping and Bishop's Stortford are limited.

Fares are considered to be high, especially in comparison to driving.

The train stations are situated relatively far from communities in the south of the existing town and are not easily accessible by sustainable modes.

FUTURE OPPORTUNITIES

Bus & Rapid Transit (BRT)

BRT, is a fast, high quality, integrated bus service, that provides more direct, frequent and integrated public transport services between key locations within and beyond HGGT.

Demand Responsive Travel (DRT)
Digital Demand Responsive Transport (DDRT)

DRT and DDRT both look to provide transport in response to demand by users. DDRT creates a digital platform for joining up travel demand and supply. This would include journey planning and ticket purchasing.

Enhanced Local Bus Services

An Enhanced Quality Partnership (**EQP**) similar to that set up between Hertfordshire County Council and commercial bus operators would improve quality, connectivity, accessibility, integration with other travel options, optimal utilisation of advances in technology and better interchanges. This is a legally binding arrangement where improvements to services are agreed and implemented by both local authorities and bus operators. This would initially be funded through contributions in Section 106 planning obligations or other mechanisms for collecting infrastructure payments and Government funding with services ultimately becoming financially sustainable through increased passenger turnover due to the attractive nature of a high quality, fast and convenient service. A EHQ would positively benefit all bus services in the Garden Town including the new services that will operate on the Sustainable Transport Corridors.

The Government are requiring local authorities to adopt enhanced partnerships or a franchising model in new guidance. The Local Transport Authorities are currently working towards a Bus Service Improvement Plan which will look to implement the measures above.

Public Transport Service Features

• Directly linking key destinations such as the rail stations, town centre, hospital, educational sites and key employment areas.

• Public transport services provided from first occupation in the new Garden Communities (possibly demand responsive in early phases) so that new residents, workers or visitors develop sustainable travel habits from the outset. These services will connect with key destinations and neighbourhoods in the town, so will benefit existing residents, workers and visitors.

• Integrated ticketing with the wider transport network including flexible payment systems and shared digital platforms such as 'Mobility as a Service' (MaaS) (link) whilst ensuring that those without mobile internet access can also enjoy these benefits.

• Travel plans to mitigate the impact of construction traffic through provision of a bus service or similar alternative by developers to reduce single occupancy car use for construction workers on major development sites from key travel interchanges or temporary facilities.

• Up-to-date travel information accessed via online and offline platforms.

• DRT and DDRT, integrated with, and complementary to, the wider HGGT bus network and designed to meet the needs of more vulnerable travellers, rural residents and those unable to make use of other public transport provision.

• Optimising the use of existing and future legislation, regulations and technology to develop an aspirational enhanced local bus network across the Garden Town.

• High quality vehicles that are low emission, electric or hydrogen, have on-board Wi-Fi, charge points, etc.

• Encourage developers to design schemes and highways infrastructure to enable the above at masterplan and application stages.

RAIL

The West Anglia Main Line is a key transport link along the UK innovation corridor, connecting Harlow with cities such as London and Cambridge and Stansted Airport but also providing connections to the South-East and beyond. An Anglia Corridor Study (LINK: Anglia Corridor Study March, 2016) includes proposals for this line, which it identifies as a busy commuter and leisure route that has the potential for significant housing and employment growth. HGGT will support enhancements which include:

Opportunities in Rail

• Line speed improvements to support faster journeys.

• Enhancing Harlow Town and Harlow Mill stations to provide improved access and greater provision for - and connectivity to - sustainable modes.

• Support the development of northern access to Harlow Town station.

• Enable Harlow Mill and Harlow Town rail stations to operate as high-quality interchanges with bus services at station forecourts, including Real Time Information.

• Improving walking and cycling facilities and wayfinding to and at Harlow Town and Harlow Mill rail stations from residential areas and the town centre to encourage active travel access to rail services.

• Lobby for the benefits of four tracking and Crossrail 2 at Broxbourne.

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NEXT STEPS/ACTION PLAN

- Develop a Quality Bus Partnership (QBP) to influence and improve service quality and infrastructure. Read more about how to improve bus services here.

- Develop existing work on hubs, ensuring designs provide seamless connection between modes and include suitable accompanying infrastructure and services to make public transport and active travel the first choice for journeys.

- Continue conversations with developers, public transport providers, network operators and other key stakeholders to ensure suitable services which promote active and sustainable transport are provided from first occupation of developments in the new Garden Town communities.

- Facilitate development of 'Mobility as a Service' journey planning and travel information mobility platforms to enable travellers to plan, book and pay for end to end journeys using real-time information for any mode.

- Develop a Wayfinding Strategy and a unified brand/typography for the network.

- Champion innovation and optimisation of technological solutions in public transport provision and encourage Garden Town partners, developers and other stakeholdes to do the same.

- Developing a platform through which to share data for future service enhancements.

CASE STUDIES

Notthingham's Bus Network
Award winning bus network uses electric, biogas, and Euro VI buses, multiple ticketing options and real time information.

West Sussex Fastway
Bypasses congestion hotspots via guided busways and dedicated bus lanes. 160% increased patronage and 19% decrease in traffic.

Belfast Transport Hub
A multi modal transport hub with bus stands, railway platforms, cycle and taxi provision designed to attract even more people to choose greener and active travel.
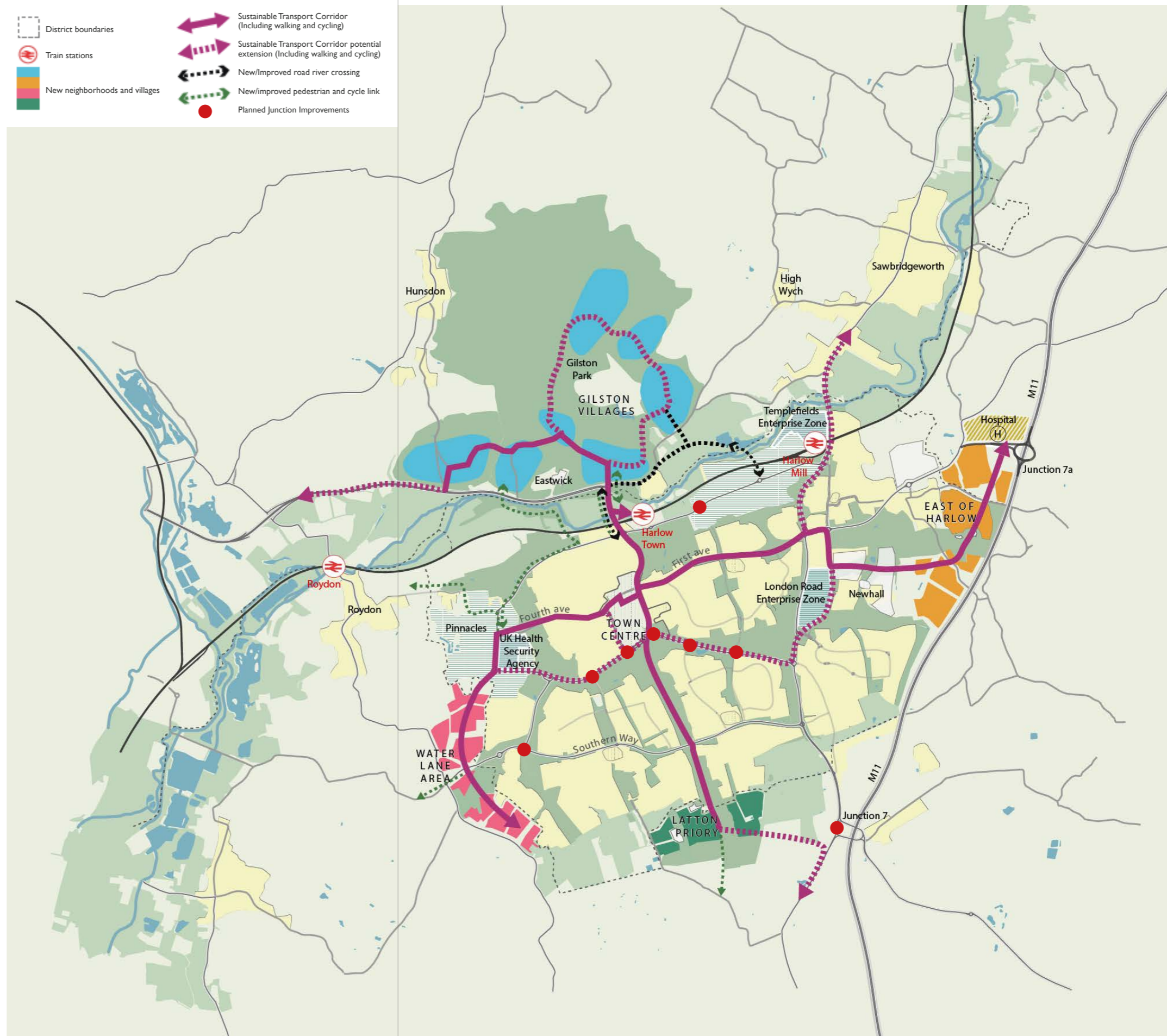
ACTION 4:

A Network that Works

OVERVIEW

A Network that Works, for everyone, is a network that prioritises the most vulnerable, that reduces the reliance on private vehicles by providing credible, high-quality active and sustainable alternative options, that makes best use of the infrastructure we have and is resilient to change. By reducing the reliance on private vehicles this should allow for more reliable operation of the network for the movement of freight to support logistics, distribution, and service sector companies based in Harlow, which are a large part of the HGGT economy.

The HGGT Partner Councils recognise the value of existing transport infrastructure assets such as footways, cycleways, roads, lighting, traffic signals and signage. They also recognise the importance of prudent investment in infrastructure that will help to mitigate current congestion, improve air quality, and facilitate the planned growth across the Garden Town. However, it is acknowledged that extensive expansion in road capacity would conflict with the Vision for the Garden Town and the user hierarchy set out in Principle 1. This would reduce the ability to achieve, or the likelihood of achieving, the required Mode Share Objective.

ACCESSIBILITY AND INCLUSION

By delivering a network with the User Hierarchy at its core, vulnerable users will be considered first, supporting safer and more accessible streets, infrastructure and services. Putting people first instead of private vehicles will improve community cohesion, wellbeing and streetscapes while improving the efficiency of road-based travel for emergency services, public transport and necessary journeys.

Legend:
- District boundaries
- Train stations
- New neighborhoods and villages
- Sustainable Transport Corridor (Including walking and cycling)
- Sustainable Transport Corridor potential extension (Including walking and cycling)
- New/Improved road river crossing
- New/improved pedestrian and cycle link
- Planned Junction Improvements

What a Network that Works should look like in the Garden Town

CURRENT CHALLENGES	FUTURE OPPOORTUNITIES
High levels of car use causing air and noise pollution and congestion – particularly at peak times	Enabling Choice to reduce unnecessary journeys and encouraging a shift toward sustainable and active travel
Bus services often delayed due to congestion	Delivery of Sustainable Transport Corridors and other highway infrastructure improvements should improve the efficiency and reliability of bus services
The A414 presently provides the principal crossing over the River Stort and railway line but suffers from peak period congestion, constraining access to Harlow (and new Gilston area communities) and potentially stifling growth.	Provision of a second Eastern Stort crossing and an upgraded central Stort crossing with dedicated walking and cycling provision and frequent, fast bus priority to encourage modal shift
Residential roads used as rat runs	Traffic and network management measures such as revised speed limits and restrictions to specific routes to ensure motor vehicles remain on designated routes.
Connections to the strategic highway network suffer from peak time congestion	A new motorway junction (Junction 7a – completed in 2022/23) will provide greater connectivity to the new hospital site.
	Provision of second Stort crossing to enable connections to the Templefields Enterprise Zone and strategic network
High levels of car use for short everyday journeys	Education, training, apps and marketing activities to ensure residents are aware of non-car options available to them, and use the most efficient mode for each journey, particularly for short trips
The walking, cycling and road network can be hard to navigate	Clear and high-quality signage, wayfinding and visibility
Some parts of the network are hazardous or not well used due to disrepair	Effective maintenance and management to maximise longevity of infrastructure and user experience
Some parts of the network feel unsafe for users	Schemes or enhancements which particularly benefit vulnerable users through identifying pinch points, severance issues, or movement conflicts across the network. Developers should design schemes which include infrastructure or public realm features with safety and inclusivity of vulnerable users as priority.

Sustainable Transport Corridors

HGGT provides a significant opportunity to use Harlow's distinctive spatial layout to facilitate sustainable mobility through the creation of Sustainable Transport Corridors (STCs). These are a series of strategic public travel routes through the Garden Town providing high quality public transport and active travel options that will connect neighbourhoods quickly with key destinations such as the town centre and Harlow Town railway station and primary business areas. The existing networks will feed into the STCs which will provide the standard for exemplary sustainable travel.

The capital funding of the STCs will be initially met through the Housing Infrastructure Grant and then sustained through the Rolling Infrastructure Fund, see Funding (p.48) for more details on these schemes. A stewardship agreement is being negotiated to ensure the infrastructure developed is maintained to a high standard. To see the timing of delivery please refer to the Transport Programme in Appendix X.

STC Features

- High-quality north-south and east-west sustainable movement routes between existing and new communities and key destinations across the Garden Town.
- A network of walking and cycling routes, separated from motor traffic.
- Dedicated space for buses, to help them move freely, avoid congestion and have priority over other traffic.
- Used by modern, high quality, low emission buses, that offer frequent, high quality, seamless, reliable, rapid services with limited stops.
- Fully integrated with other public transport options via high quality hubs providing a range of transport services and community facilities.
- Comfortable, safe, sheltered waiting areas which are provided with Real Time Passenger Information at key stops and interchanges.
- Future-proofed routes that can be adapted to ensure long term sustainability.
- Phased implementation will allow upgrading of services running on the existing roads along identified corridors and the improvement of connections between services.

Parking

The ready supply and low cost of parking in Harlow currently supports extensive use of the car. Addressing this will help to reduce private vehicle trips and support the Strategy's Mode Share Objective.

CURRENT CHALLENGES	FUTURE OPPOORTUNITIES
Widespread availability of affordable and privately controlled parking provision throughout the existing town encourages private vehicle trips as the easy choice.	Improved access for active and sustainable travel to balance the needs of retailers and employers, whilst reducing the attractiveness of car use by making it harder to be certain of a parking space
High levels of residential on and off-street parking	Where required, residential car parking is to anticipate later conversion to other uses that benefits residents or the wider community.
	Provision of car parking at homes should not be to the detriment of active and sustainable travel, it should be just as easy or easier for residents to walk to their local hatch, access a bike or a bus
Consistent parking on (or blocking) footways, cycleways and green spaces.	The Government are exploring options to eliminate pavement parking
Low Electric Vehicle uptake and provision of necessary infrastructure	Charging infrastructure for electric vehicles in public and private locations to aid transition to low-carbon, zero-emission vehicle technologies.

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NEXT STEPS/ACTION PLAN

- Conduct a town wide traffic management review and place-movement assessment to ensure efficient use of strategic transport infrastructure.

- Plans for the implementation of highway improvements will be developed between the relevant District and County Councils.

- Review options for a Park and Ride facility which links to a mass transit system.

- Continue work on plans to expand the existing Central Stort crossing and provide a new Eastern Stort crossing to improve connections.

- Consider the implications and feasibility of introducing demand management interventions, such as a workplace parking levy or congestion charge, as a revenue used to fund further active and sustainable transport investments.

- Review the supply and utilisation of existing commercial parking space in Harlow, most of which is privately owned.

- Engage with providers, developers and other stakeholders and, where possible, encourage them to consider converting space for conventional cars to electric vehicle charging spaces, autonomous vehicles, car club vehicles, cycle and powered two wheeler parking.

- Manage new parking supply at key destinations through the planning system.

- Work with businesses, retailers and developers to manage car park capacity to create a better balance between parking supply and land use.

- Work with businesses, retailers and developers to manage car park capacity to create a better balance between parking supply and land use.

- Explore the establishment of consolidation centres that can alleviate congestion within the Garden Town and provide last mile delivery services using freight bikes and electric vehicles.

CASE STUDIES

DIY Streets
Aims to improve the neighbourhood by reducing traffic speeds and rat running traffic through community co-design.

MY OTHER CAR IS A BIKE WE CAN ALL #BeBoth

FORWARD MOTION NAVIGATING TO NEW OPPORTUNITIES

Forward Motion
Provides online travel information, advice, services, ideas, competitions and events for residents in South Essex.

Parking Places
In West Yorkshire, 88 rapid-charging points have been installed for taxis and the public, supporting a commitment to reduce harmful emissions.

ACTION 5:

Maximising opportunities

OVERVIEW

The Garden Town offers extensive opportunities for innovation in mobility and transport, with its unique urban form and partnerships ready to enable delivery. Emerging technologies and shared mobility solutions have significant potential for helping to change travel behaviours. HGGT partners will lead on exploiting these opportunities as they arise.

The challenge lies in creating a seamless and attractive sustainable transportation network and associated services. Services should maximise infrastructure investments and benefits all members of the community. The Garden Town will have to be flexible and adaptable as technologies currently undeveloped or unknown are made available.

ACCESSIBILITY AND INCLUSION

New mobility technologies and services have the potential to widen the affordability, availability, and accessibility of transport. This would help narrow existing inequalities in transport provision and use. For example, real time information can improve the reliability and confidence around using public transport for older people and those with mobility-related needs.

What Maximising Opportunities Should Look Like In The Garden Town

CURRENT CONTEXT

Wider links already exist in the Garden Town between the technology sector, councils, industry, research and education. By building on this partner collaboration, HGGT can act as the testbed for technological and socially innovative mobility solutions, to enhance the physical and social wellbeing of residents, workers and visitors. These opportunities include:

- The growth in the science, technology, engineering and digital industries at the Harlow Enterprise Zone;

- The arrival of Public Health England in the town and the re-provision of Princess Alexandra Hospital, helping to promote healthy living;

- The University of Hertfordshire Centre for Sustainable Communities and the presence of Harlow College and Anglia Ruskin University;

- Links with Transport Systems Catapult in Milton Keynes.

FUTURE OPPORTUNITIES

New and developing energy innovations such as electric and hydrogen vehicles.

Freight and cargo bikes for last mile delivery.

Shared mobility services reducing the need and expense for personal vehicle ownership.

Mobility as a Service (MaaS) and advanced Rapid Transit options (bus or rail) potentially delivering a significant shift from car ownership and make it easier to travel.

Innovative technology platforms can be used to match the supply and demand for transport in rural areas.

Staff training and technological improvements in public transport to make it safer, quicker and easier for those with disabilities and accessibility requirements.

Enhanced transport data gathering and artificial intelligence to maximize network efficiencies.

Trials of autonomous and connected vehicles.

Drones can be used to address local needs, from supporting emergency services to improving the safety of infrastructure inspections.

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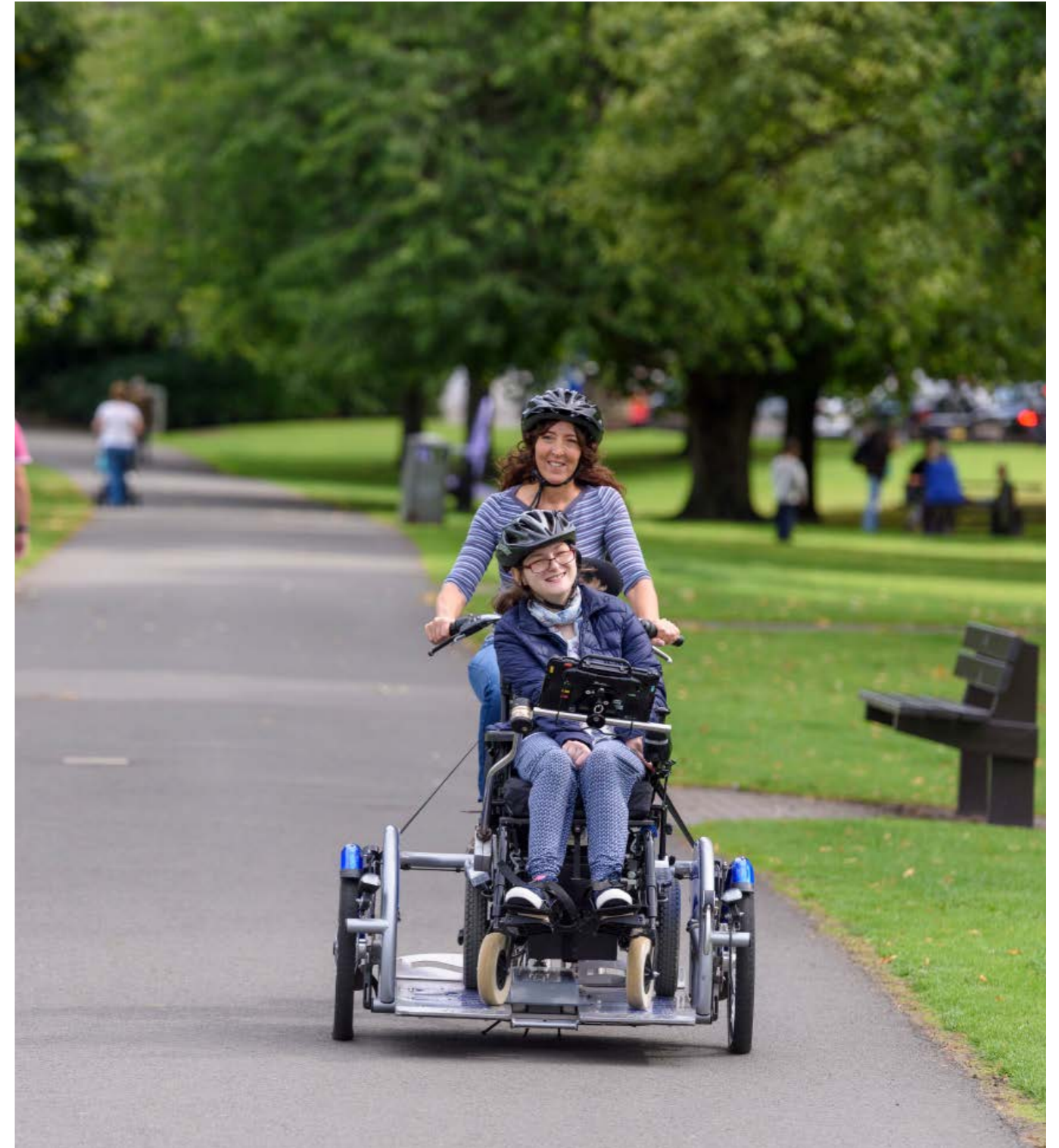
ZERO EMISSION VEHICLES

In 2020, the government brought forward the end to the sale of new petrol, diesel and hybrid cars and vans from 2040 to 2030. Therefore, over coming years the market share of zero emission vehicles (ZEVs) will increase substantially.

Benefits of ZEVs:

ZEVs have a number of benefits over conventional fossil fuel vehicles:

- Zero tailpipe emissions and substantially lower greenhouse gas emissions than conventional vehicles, even when taking into account the electricity source.
- Improved local air quality by reducing harmful emissions such as nitrous oxide and carbon dioxide.
- Significantly quieter than vehicles powered by conventional engines.
- Cheaper to run than fossil fuel vehicles for consumers as fuel is cheaper, no congestion charges, reduced/no vehicle tax and Government grants.

Given the current context around infrastructure, transport, society and policy, it is clear that ZEVs will play an important part in the drive to decarbonise transport and are a key transitional tool for supporting the mode share targets outlined in this Strategy.

Charging Infrastructure

Harlow only has eight public charging points – one rapid and seven fast. The uptake of electric vehicles in Harlow is estimated to be 60% by 2033. As such, charging points for BEVs will need to be rolled out rapidly and should comprise a mix of private chargers at homes and workplaces and public on-street charge points, for top-up charging and on the strategic road network for longer distance inter-urban charging. Any standard parking provision developed should be future proofed to ensure provision for later installation of charging with minimal retrofitting cost/disturbance.

Developers and contractors will be expected to align with guidance from updated parking standards which will include standards for all residential dwellings with parking provision to include a charging unit. There will also be guidance around commercial and public parking.

The Government have committed £500m for EV charging infrastructure to meet future charging demands and funding can also be secured from other areas such as through developer negotiations and regional funding mechanisms.

The Role of ZEV's

ZEVs are a powerful tool in the transition to a sustainable transport network and there is a clear need for additional infrastructure to support uptake. They are part of the solution for our future travel needs alongside prioritising active travel and public transport (as per the User Hierarchy).

Future Opportunities

Shared mobility services such as car clubs which reduce the need and expense of personal vehicle ownership.

NEXT STEPS/ACTION PLAN

- Support Masterplans which demonstrate flexibility in anticipation of future mobility scenarios, including adaptable parking (for future conversion to other uses), drop off and pick up arrangements and electric vehicle charging points to ensure that communities can readily respond.
- Secure funding and work collaboratively with the partner councils to increase the number of public charge points for electric vehicles.
- Exploit opportunities to trial and develop shared mobility, demand responsive, autonomous and alternatively fuelled vehicle and public rapid transit technologies with partners. HGGT will also be seen as being open to innovation through marketing and lobbying of businesses, institutions and government.
- Facilitate development of 'Mobility as a Service' journey planning and travel information mobility platforms to enable travellers to plan, book and pay for end to end journeys using real-time information for any mode.
- Consider the benefits of adopting an 'open data' approach for transport data to support innovation and investment in data solutions and other technologies which aid mobility, traffic and parking management, enabling real-time advice to users.
- Encourage sustainable deliveries: including low carbon vehicle use, delivery hubs and last mile logistics which use electric vehicles, freight bicycles (typically electric aided), or cargo bicycles to deliver goods to local centres or the final destination.
- Give consideration to shared public transport vehicles being able to use bus priority.
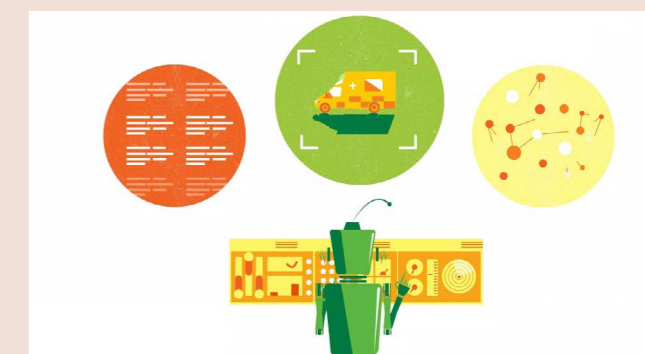
CASE STUDIES

Vivacity Labs
AI sensors and 'Smart Junctions' signal controls gather detailed travel data, to help build a case for strategic transport decisions.

Zipabout
Personalised routing using image recognition avoids stressful environments such as crowded locations or unstaffed stations.

Red Ninja
'LiFE', an intelligent mobility algorithm, uses AI to manipulate traffic along an emergency service vehicle's route in real time, reducing journey times by up to 40%.

NEXT STEPS

By adopting this strategy, the Councils are committing to a unified approach to deliver HGGT as set out in their respective Local Plans and Spatial Vision for the area.

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Transport Strategy next steps include:

1 Securing developer funding without which the strategy cannot be delivered;

2 Developing a detailed, funded programme for delivery of the actions in this strategy;

3 Continue to develop and update the Infrastructure Delivery Plan for the Garden Town which prioritises, phases and identifies funding opportunities for sustainable transport schemes;

4 Development of monitoring and evaluation strategy, including a set of targets, which we will use to monitor our progress toward meeting our sustainable mode ambition;

5 Working with partner authorities to ensure the new Garden Town communities have high quality links with key employment centres.

Working with Developers

The Garden Town will collaborate closely with developers, who are crucial to achieving the sustainable mode share targets within this Strategy. HGGT have the following expectations of developers:

• New development should incorporate the movement hierarchy as a first principle. Development should seamlessly incorporate sustainable travel opportunities and infrastructure.

• Applications for new developments or changes to existing developments will be expected to consider its interaction with the wider transport context and may be required to participate in, and contribute to, wider collaborative proposals to facilitate overall sustainable travel delivery.

• Travel Plans will be required for all development within the HGGT set against the HGGT Travel Plan which will form the basis of expectations for the site, in accordance with the requirements of the National Planning Policy Framework (NPPF), County or District Policies or HGGT guidance.

Masterplans and planning proposals should:

1. Reflect the Mode Share Objective, Principles and Actions of the Transport Strategy and will be expected to demonstrate how they have incorporated Active Design into proposals which promote physical activity and active lifestyles through the built and natural environment;

2. Demonstrate a high level of sustainable mode share and flexibility in anticipation of future mobility scenarios;

3. Ensure properties and co-working spaces enable residents to work from/near home where possible.

Mechanisms to achieve the Mode Share Objective

Developer negotiations: This includes section 106 and or other legal processes through the Highways Act such as section 38 or section 278, where a third party designs and submits a detailed scheme for technical approval by the Highway authority and then delivers a scheme in accordance with the approved design. The exact powers used may vary depending up on the location and design of the proposal. The Garden Town will negotiate with developers to ensure that adequate funding contributions are made from developers to achieve the ambitions of this Strategy.

Local development policy

Local Plans, Local Transport Plans and other adopted transport policy carries planning weight and policies must be conformed to during the planning and design of new developments.

The HGGT Transport Strategy: This Strategy has been approved by the HGGT Board and endorsed by the three District Councils as a material planning consideration. This gives the Strategy weight when making planning decisions.

Monitoring: A monitoring framework will be established to ensure alignment with this Strategy. This Framework will be based on the recommendations from the HGGT Monitoring Framework Technical Note. Policies and schemes will also be monitored internally through the HGGT Board approval and oversight process.

Funding

Developer Contributions

Developer contributions is a collective term mainly used to refer to the Community Infrastructure Levy (CIL) and Planning Obligations (commonly referred to as 'Section 106' or 'S106' obligations/agreements) or any successor policy, levy or tariff that may be put in place to ensure development proposals contribute to infrastructure needs and effectively mitigate their impacts. These are planning tools that can be used to secure financial and non-financial contributions (including affordable housing), or other works in kind, to provide infrastructure to support development and mitigate the impacts of development.

The Housing Investment Grant (HIG) and Rolling Infrastructure Fund (RIF)

The Garden Town has secured £171 million from Homes England through the Housing Investment Grant Fund to forward fund the provision of transport infrastructure. Whilst this infrastructure is primarily focussed on unlocking delivery of the Gilston Area new garden community development, parts of the infrastructure also support broader growth and regeneration across the Garden Town. The availability of HIG funding will permit the "forward funding" of infrastructure, this will enable developers within the Gilston Area allocation to deliver other additional items of infrastructure required to support development in earlier phases. Delivery of HIG funded infrastructure will unlock planned growth and delivery of homes in the Garden Town, which will generate further financial contributions from developers that can then be used to fund other infrastructure priorities as identified within the Garden Town IDP and/or required by policy. These developer contributions will be managed in a fund called the Rolling Infrastructure Fund (RIF).

The South East (SELEP) and Hertfordshire (Herts LEP) Local Enterprise Partnerships

LEPs work in partnership with central government and its key agencies to pursue and attract major investment into the South East and Hertfordshire to deliver significant economic growth. LEPs identify and support local strategic growth priorities, encourages

business investment and promotes economic development.

In total the SELEP Growth Deal with Government has brought nearly £600m of investment to the region with the aim to deliver 78k jobs and 29k homes. Hertfordshire LEP has secured £204m to deliver 11k jobs and 16.5k new homes.

Transport East

Transport East is the Sub-national Transport Body for Norfolk, Suffolk, Essex, Southend-on-Sea and Thurrock. The partnership provides a single voice for our councils, business leaders and partners on our region's transport strategy and strategic transport investment priorities, working in close collaboration with the government and the rest of the UK.

Transport East will develop a Transport Strategy and Delivery Plan for the region which ensures that transport fully supports its members shared ambitions for economic growth, quality of life and prosperity.

Department for Transport (DfT)

The DfT allocates a large amount of funding through various schemes such as the Local Sustainable Transport Fund, Sustainable Travel Towns Scheme and the Access Fund among many others. The Garden Town will look to secure government funding through these schemes where and when appropriate and available.

Harlow Local Highway Panel (Harlow LHP) proposals

LHPs are responsible for making recommendations and setting priorities for Highways schemes in their areas. Panels are made up of a representative number of Members from the County and the District. The Panels prioritise local concerns and small scale measures and make recommendations to the Cabinet Member for the implementation of highway schemes that meet the concerns of local people.

Glossary

We recognise that some of the definitions of new mobility services are contested. Within this document we use the following definitions.

Active travel

Active modes are considered to be walking and cycling, but also include micro-mobility options.

Bus Rapid Transit

Bus Rapid Transit (BRT) is a high-quality bus-based transit system that delivers fast, direct, and cost-effective services at metro-level capacities.

Car clubs/car-sharing

Car clubs use electronic systems to provide customers unattended access to cars for short-term rental, often by the hour. Business models can be categorised into round-trips, where the vehicle must be returned to its home station, and flexible, which allows one-way trips. Vehicles may be owned by individuals and lent out on a peer-to-peer basis via an intermediary platform, or form part of a fleet owned by a single organisation.

Commuter and utility walking and cycle routes

Routes that support necessary everyday travel, are located and designed to be direct and convenient in terms of journey time and distance, and are of sufficient capacity, segregated, surfaced and lit to enable safe use at all times by all users.

Demand responsive transport

A flexible service that provides shared transport in response to requests from users specifying desired locations and times of pickup and delivery. Dial-a-ride services scheduled through next day or advance bookings are a traditional example.

Developers

An organisation whose job involves buying and selling buildings/land and arranging for new buildings to be built.

Development site

A parcel of land where land disturbing activities have been or will be initiated to complete a land development project.

Dynamic demand responsive transport

More recent applications of demand responsive transport seek to work dynamically, adjusting routes in real time to accommodate new pickup requests often made minutes in advance.

Electric vehicle

Electric vehicles (EVs) are defined as vehicles that can take on power from an external source and comprise Battery Electric Vehicles (BEVs) and plug-in Hybrid Electric Vehicles (PHEVs).

Four tracking

A quadruple-track railway (also known as a four-track railway) is a railway line consisting of four parallel tracks with two tracks used in each direction. Quadruple-track railways can handle large amounts of traffic, and so are used on very busy routes.

Hub

A facility that provides a convenient interchange between a range of mobility types (public transport, bikes, scooters etc.) for all users and which is co-located with other community facilities such as cafes, shops, parcel drops etc.

Leisure walking and cycle route

Routes that support cycling for health and pleasure purposes, are located and designed to provide a safe and attractive environment where the route itself may be one of the main attractors (as opposed to directness), can be shared with pedestrians and can accommodate places to stop and rest.

Micro-mobility

The use of small mobility devices, designed to carry one or two people, for short trips or 'last mile' deliveries. Rollerblades, tricycles and scooters, as well as wheelchairs and other adapted cycles are examples.

Mobility as a Service (MaaS)

The integration of various modes of transport along with information and payment functions into a single mobility service. Recent services that allow customers to purchase monthly subscription packages giving them access to public transport and private taxi and bike hire schemes are an example.

Modal shift

A modal shift means a change from one mode of transportation for a journey to another. For example, switching from driving a car to walking.

Mode

A transport mode refers to the way in which passengers and/or goods can be transported. For example, train, bus or walking.

Mode share

Mode share (also called mode split) is the percentage of travellers using a particular mode of transportation or number of trips using said type.

Particulate matter (PM)

Small airborne particles. PM may include materials such as soot, wind-blown dust or secondary components which are formed within the atmosphere as a result of chemical reactions. Some PM is natural and some is man-made. PM can be harmful to human health when inhaled, with the World Health Organization classifying it as carcinogenic to humans. In general, the smaller the particle the deeper it can be inhaled into the lungs, and the greater the risk that it is transferred to the bloodstream or body tissues. PM10 is particulate matter 10 micrometres or less in diameter, PM2.5 is particulate matter 2.5 micrometres or less in diameter. By way of comparison, a human hair is about 100 micrometres in width.

Planning application/pre-application

A planning application is a formal request to a local authority for permission to build something new (i.e. shops, homes, schools etc.) or to add something to an existing building.

Ride-hailing

Ride-hailing services use smartphone apps to connect paying passengers with licensed taxi drivers or private hire vehicle operators who provide rides for profit.

Ride-sharing (sometimes known as car-pooling)

Formal or informal sharing of rides between unlicensed drivers and passengers with a common or similar journey route. Ride-sharing platforms charge a fee for bringing together drivers and passengers. Drivers share trip costs with passengers rather than making a profit.

School Street

A School Street is a road outside a school with a temporary restriction on motorised traffic at school drop-off and pick-up times. The restriction applies to school traffic and through traffic.

Shared mobility

Transport services that are shared among users, either at the same time or one after another. Public transport, or mass transit, as well as newer models such as car-sharing, bike-sharing and ride-sharing, are all types of shared mobility.

Sustainable travel

Sustainable modes are considered to be any local bus/tram-based rapid transit and demand-responsive bus services. Active travel modes are also deemed sustainable.

Transport network

A transport network denotes either a permanent track (e.g. roads, rail, and canals) or a scheduled service (e.g. airline, public transit, train). It can be extended to cover various types of links between points along which mobility can take place.

Vulnerable user

Non-motorised road users, such as pedestrians and cyclists as well as motor-cyclists and persons with disabilities or reduced mobility.

Zero emission vehicle

A zero-emissions vehicle (ZEV) is a vehicle that never emits exhaust gas from the onboard source of power.

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Appendix 2

HGGT Transport Programme

Cost	
L	£0 - £500k
M	£500k - £1m
H	£1m +

(Timeline cells: ● = orange/active, blank = grey/inactive)

Strategic Development sites	Status	Funding	Cost	2021-2027	2027-2033	Post 2033
Gilston	PA submitted	Developer		●	●	●
East of Harlow	LP allocations	Developer		●	●	
Latton Priory	LP allocations	Developer		●	●	
Water Lane	LP allocations	Developer		●		
Town Centre	LP allocations	Developer		●		
Enabling Choice	Status	Funding	Cost	2021-2027	2027-2033	Post 2033
Healthy Harlow transport communication campaign	Proposal developed	To be confirmed	L	●	●	●
Develop co-working spaces and bring forward superfast fibre broadband	Ambition	Subject to s106	M	●		
Local delivery hubs/last mile delivery	Ambition	Developer	M	●		
Multi-modal transport interchanges hosting local services and ammenities	Ambition	Subject to s106	H	●	●	
Streets for People	Status	Funding	Cost	2021-2027	2027-2033	Post 2033
School Streets	ECC trials	To be confirmed	L	●		
Liveable Streets Programme	Subject to ATF bid	Subject to ATF bid	H	●	●	
Local Cycling and Walking Infrastructure Plan	Subject to ATF bid	Subject to ATF bid	H	●	●	●
Behavioural Change Programme	Work underway	HE Capactiy Fund	M	●		
Harlow Cycling Action Plan/regional active travel connections	Ambition	To be confirmed	H	●	●	
Improve green infrastructure (GI) on streets	GI framework scoping	Stewardship	M	●	●	
Provide secure cycle parking, changing facilities and charging	Ambition	ATF/s106/Grants	M	●	●	
Quality Public Transport	Status	Funding	Cost	2021-2027	2027-2033	Post 2033
Enhanced Bus Partnership (including integrated ticketing)	Committed	BSIP funding	L	●		
Develop a single platform for use with all public transport options	Proposal within EBP	To be confirmed	L	●		
Shared mobility - bike share and car clubs	Ambition	To be confirmed	H	●	●	●
Demand Responsive Transport/Digital Demand Responsive Transport	Ambition	To be confirmed	M	●	●	
Harlow Town Station Northern Access	Subject to s106 (Gilston)	Subject to s106	H		●	
Park and Ride	Ambition	To be confirmed	H		●	

A Network that Works	Status	Funding	Cost	2021-2027	2027-2033	Post 2033
STC - Central Stort Crossing	PA submitted	HIG/recovery s106	H	█		
STC - North to Centre	Detailed design (HIG)	HIG/recovery s106	H	█		
STC - East to West (east)	In design phase	Subject to s106	H	█		
STC - East to West (west)	In design phase	Subject to s106	H	█		
STC - South to Centre	In design phase	Subject to s106	H	█		
Town Centre (bus interchange hub)	Funding secured	Towns Fund	H	█		
A1025 Second Ave/Velizy Ave	IDP proposal	Subject to s106	H	█		
M11 Junction 7a	Under construction	ECC/HE/LEP/DfT	H	█		
Eastern Stort Crossing	PA submitted	HIG/recovery s106	H	█		
Cambridge Road River Way Junction	Detailed design (HIG+TF)	HIG + Towns Fund	H	█		
Gilston Village 1 STC access	PA submitted	HIG/recovery s106	H	█		
Gilston Village 2 STC Access	PA submitted	HIG/recovery s106	H	█		
Gilston Village 1 to Village 2 link	PA submitted	HIG/recovery s106	H	█		
Gilston Village 7 Access	PA submitted	Developer	H	█		
A414 Edinburgh Way/Howard Way/OI Junction	Subject to s106 (Gilston)	s106	H	█		
A1025 Second Ave/Manston Rd	IDP proposal	Subject to s106	H	█		
A1025 Second Ave/Howard Way	IDP proposal	Subject to s106	H	█		
A1025 Third Ave/Abercrombie Way	IDP proposal	Subject to s106	H	█		
A1169 Southern Way/Catherines Way	IDP proposal	Subject to s106	H	█		
Local hubs	Ambition	To be confirmed	M	█		
Consolidation Centres	Ambition	To be confirmed	H		█	█
20mph roll-out/Street hierarchy changes	Study in progress	ATF	M	█		
Local wayfinding	Ambition	To be confirmed	M	█		
Demand management interventions (incl. parking controls)	Ambition	To be confirmed	M	█		
Maximising Opportunities	Status	Funding	Cost	2021-2027	2027-2033	Post 2033
Electric Vehicle Charging	ECC developing strategy	ECC/OZEV/supplier	M	█	█	█
Trial of autonomous and connected vehicles	Ambition	To be confirmed	M			█
Use of e-cargo bikes, freight bikes and elctric vehicles for last mile delivery	Trial in progress	Expansion subject to funding	L	█	█	█

PA: Planning Application
LP: Local Plan
s106: Section 106
ECC: Essex County Council
ATF: Active Travel Fund
HE: Homes England
GI: Green Infrastructure
BSIP: Bus Service Improvement Plan
EBP: Enhanced Bus Partnership
HIG: Housing Infrastructure Grant
IDP: Infrastructure Delivery Plan
OZEV: Office for Zero Emission Vehicles

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HGGT

HARLOW & GILSTON GARDEN TOWN

Harlow and Gilston Garden Town

Transport Strategy

Consultation Report

February 2021

Contents

Executive Summary

The HGGT Transport Strategy was initially approved for consultation in January 2019. Due to a number of reasons there have been several delays to the process. The Strategy has undergone two rounds of consultation where feedback was taken through a number of various engagement activities. Quantitative as well as qualitative data was collected, analysed and used to inform changes to the document in several areas. This data and key changes are summarised below.

Quantitative survey data

Objectives - Both rounds	Support	Don't know	Oppose
Objective 1 – 50% and 60% mode shift targets	58%	8%	34%
Objective 2 – User hierarchy	49%	10%	41%
Objective 3 – Supporting a culture of sustainable travel	79%	7%	15%
Actions - Both rounds	**Support**	**Don't know**	**Oppose**
Action 1 - Reducing the need to travel	66%	3%	31%
Action 2 - Making better use of existing infrastructure	76%	2%	21%
Action 3 - Supporting a culture of active & sustainable travel	84%	4%	12%
Action 4 - Sustainable Transport Corridors	78%	4%	18%
Action 5 - Supporting walking and cycling	81%	6%	13%
Action 6 - Public transport	89%	1%	10%
Action 7 - Road based travel	73%	7%	20%
Action 8 - Anticipating change	76%	13%	11%

Qualitative survey data

| Comment	Changes
Too long	Public facing summary section, consolidation, re-formatting
Too much jargon	Jargon reduced, glossary included, hover boxes included
More detail on:	
Accessibility, disability and inclusion	Included as a principle, incorporated throughout
Funding	Section on funding now included
Phasing	Section on phasing now included
Links with rural communities and villages	Greater detail on DRT, onward connections, links to recreational routes and electric bikes.
Justification of objectives and how they will be met	Expanded justification of Objective and how to achieve this
Impact of measures on networks and existing communities	Greater clarity of impact on network and benefits to existing communities
How people will change behaviours	Detail on behaviour change and measures that benefit communities and individuals
Current bus service/infrastructure improvements	Further detail on improvements to current bus provision
Rail service/infrastructure improvements	Further detail on improvements to current rail provision
Disincentives for driving/parking	Clarity on demand management measures and Parking Strategy

PREVIOUS VERSION

Objectives
1. 50% and 60% mode shift targets
2. Transport Hierarchy
3. Encouraging a culture of active and sustainable travel

Actions
1. Reducing the need to travel
2. Making better use of existing infrastructure
3. Supporting and encouraging a culture of active and sustainable travel
4. Sustainable Transport Corridors
5. Supporting walking and cycling
6. Public transport
7. Infrastructure for road based travel
8. Anticipating change
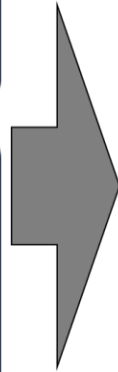
UPDATED VERSION

Objective
1. 50% and 60% mode shift targets

Principles
1. Transport Hierarchy
2. Encouraging a culture of active and sustainable travel
3. Accessibility and Inclusion

Actions
1. Enabling Choice (A1, A2, A8)
2. Streets for People (A3, A5)
3. Quality Public Transport (A6)
4. A Network that Works (A4, A7)
5. Maximising Opportunities (A8)

The changes made to the high level Objectives and Actions in the Transport Strategy.

Introduction

The HGGT Transport Strategy was prepared to help deliver the HGGT Vision and the challenges of future travel demand linked to planned growth through sustainable and active travel. The Strategy acknowledges that continued reliance on high levels of single occupancy car use is unsustainable and outlines an alternative way forward for a healthier, more pleasant and more efficient transport network.

Timeline and approach

The Strategy document, initially published in January 2019, was approved by the partner councils at Harlow, Epping Forest and East Herts who make up the three authorities delivering the Garden Town development alongside Essex County Council and Hertfordshire County Council.

Pre-election restrictions around the 2019 Local and General Elections saw the Garden Town Transport Strategy public consultation go live in January 2020 with a six-week engagement period that allowed feedback throughout.

Results from this consultation period revealed a lack of engagement with specific groups (young people, businesses, charities and other local organisations) and also more broadly with a lower number of responses than expected. Due to this a further round of consultation took place in late 2020 to address these shortfalls.

Comments received during both rounds of consultation were reviewed in early 2021 and the Strategy adapted accordingly. The Strategy will be taken to the Garden Town Board in summer 2021 due to the May local elections Purdah.

Through ongoing work and the planning applications that have been received, we are now moving ahead to establish the full detail of transport proposals. This is supported by the announcement of £172 million housing investment grant for Harlow and Gilston Garden Town which will be used to forward fund transport infrastructure.
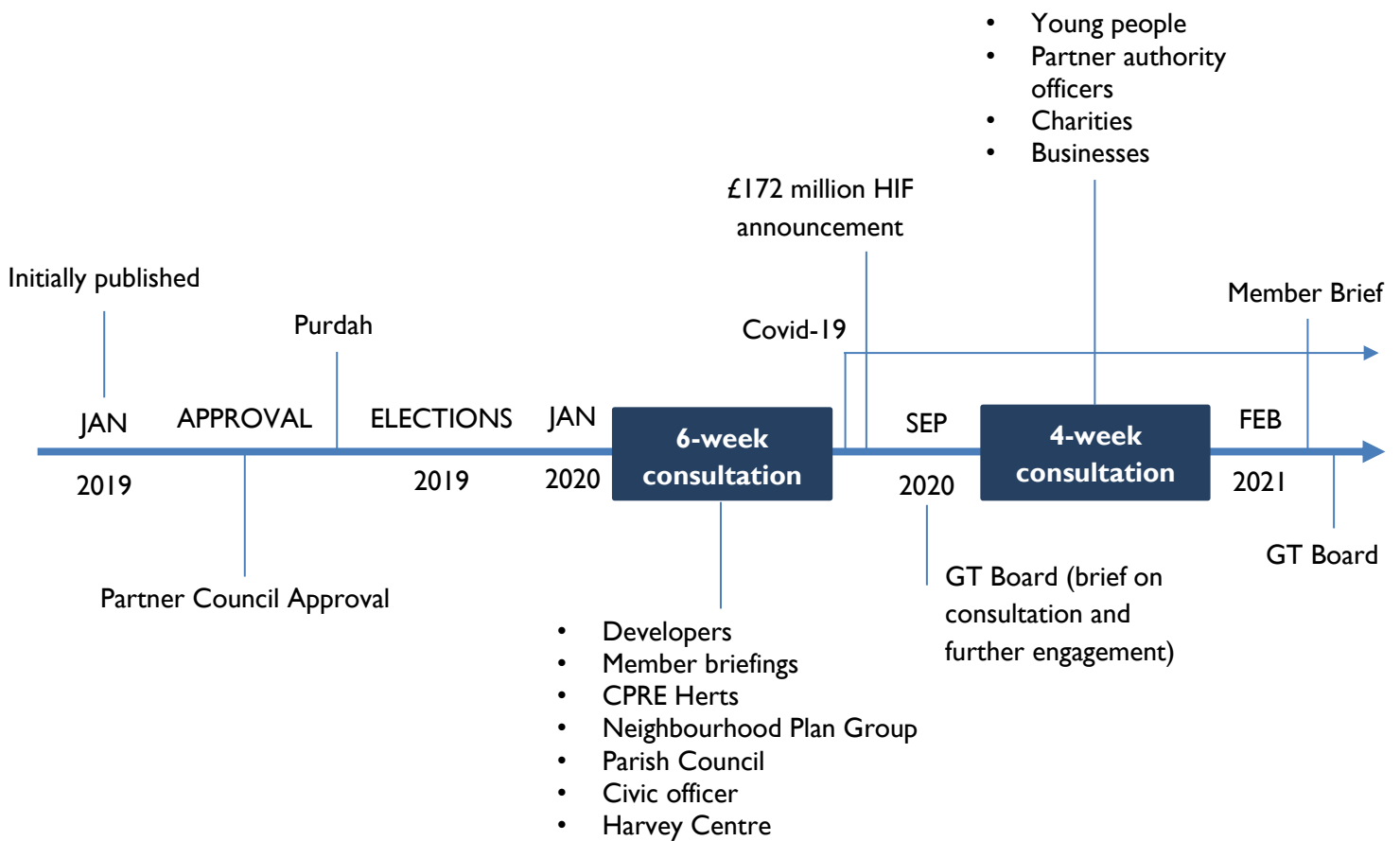
Figure 1. Consultation timeline

Methods of engagement

Public displays

During the first round of consultation HGGT held a number of public displays and stands to answer questions, build momentum and engage with local residents – this was impossible during the second round due to Covid-19 restrictions. We engaged the public through a combination of presentations, pop-up displays, printed promotional material and HGGT/partner Officers speaking with residents (see Figure 2 below). Events included:

- HGGT were present at each of the District Councils;
- Displays at the Harvey Centre and Civic Offices;
- Unmanned displays across the districts;
- Village Hall events.
- Stalls at Harlow College

During these events almost 500 leaflets were handed out, with over 250 leaflets handed out in the Harvey Centre alone.

Figure 2. HGGT Transport Strategy public consultation events.

Social media

Social media was utilised in both rounds of consultation, however, the HGGT social media accounts were relatively new in the first consultation and didn't have the reach or established user base they do at present. A lot of work was given over to growing the efficacy of the social media accounts between the two rounds of consultation.

During the first round of consultation social media was used primarily to promote events and information. During the Harvey Centre engagement day, the announcements on Twitter earned 3,455 impressions and the display day announcement at EFDC earned 1,982 impressions.

During the second round of consultation social media was again used to promote content but was also used to conduct a series of polls (a feature built into Twitter – see Figure 3) to encourage broader engagement. The polls themselves were successful at engaging local audiences with over 1,000 votes, over 2,300 interactions (clicking on links etc.) and over 38,500 views across the 8 polls. A key function of the polls was to direct users towards the full survey and this proved a successful feature. The polls also allowed for comments on each one which generated a good amount of feedback.

Figure 3. Example Twitter poll.

Surveys

During both rounds of consultation a survey was created to collect stakeholder feedback on the Strategy. This held a number of questions on the key elements of the Strategy – Objectives and Actions – alongside attitudinal questions.

In the first round of consultation stakeholders were able to respond to the survey through social media and website links, and paper copies. In the second round there was only a digital version available. The survey content was changed slightly in the second consultation with attitudinal questions on travel broadly removed to make a more concise and approachable survey. The key questions relating to the Strategy content were retained however.

The online survey platform was also changed for the second consultation to a more engaging and user-friendly platform (see comparison in Figure 4). This proved a success with survey responses almost doubling.

3. To what extent do you support the following objectives for mobility in the Garden Town? (see p.10-11 in the Strategy)

|	Strongly support	Support	Don't Know	Do not support	Strongly oppose
1. Achieving a target where 60% of all journeys within new Garden Town Communities, and 50% across Harlow, will be sustainable choices.	○	○	○	○	○
2. Prioritising the transport hierarchy: Reducing the need to travel; Walking and cycling; Public transport; Private vehicles	○	○	○	○	○
3. Supporting and encouraging a culture of active and sustainable travel.	○	○	○	○	○

Additional comments
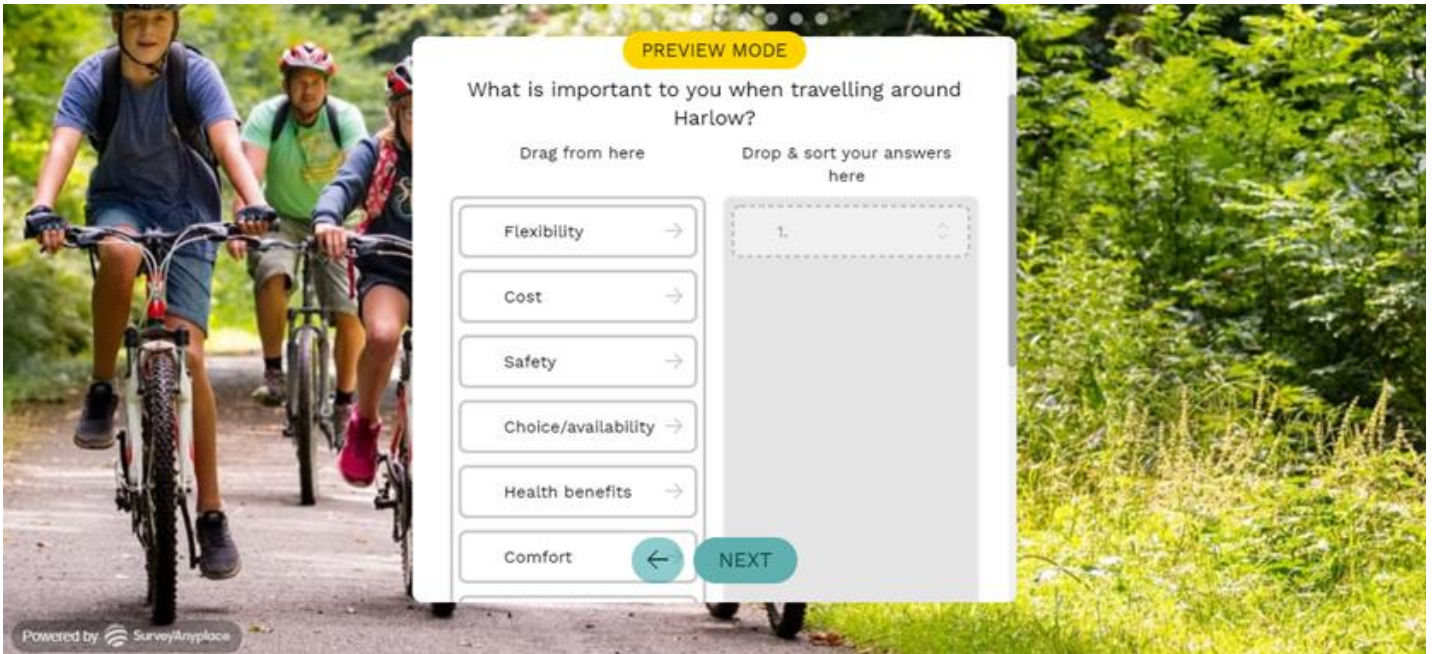
Figure 4. Comparison of the survey platforms used in the first round of consultation (top) and the second round (bottom).

Website page

A dedicated HGGT Transport Strategy consultation website page was established. This hosted the survey link, key documents such as the Strategy itself and supporting evidence, and further information. There were over 1,300 visitors to this webpage, predominantly in the first consultation when the website was more central to the communications.

Focused workshops

For the second round of consultation a series of workshops were organised to target the groups that were unrepresented in the first round. These proved successful at engaging with specific stakeholders and provoked interesting comments and feedback.

Internal workshops were organised with Officers from the five partner authorities. These workshops focused on specific topics and Actions within the Transport Strategy: public transport, road management, planning and technology, and active travel. Continued engagement with Officers has been held through the HGGT Sustainable Mobility Workstream.

External workshops looked at the Strategy more broadly with a focus on the Objectives and Actions. Feedback was gathered through polling and discussions but stakeholders were also signposted to the main survey for further comment. There was a total of 137 attendances at these sessions. Workshops were held with:

- Harlow College
- EFDC Youth Council
- HDC Youth Council
- Harlow Growth Board
- Local charities and third sector
- Local businesses

Members

Members were specifically engaged through a series of briefings detailing progress at various stages and with summary leaflets distributed to each individual. Feedback and comments were received and the Strategy was updated accordingly.

Survey Results

Survey responses

The second consultation was significant in increasing both the survey responses and general comments, roughly doubling both in a far shorter and more limited consultation.

| Responses	Round 1	Round 2	Total
Survey respondents	81	73	154

Demographic data

A variety of demographic data sets were collected via the survey. The second consultation had a big impact on increasing the proportion of responses from young people and those in education which was a key focus for this consultation. However, there was a lack of responses from those aged over 75. Whilst

it was difficult to address this in the second consultation due to Covid-19 restrictions, it is a lesson learnt for future consultations.

Demographic data - Age	Round 1	Round 2	Total
24 and under	0%	25%	10%
25-34	6%	9%	8%
35-44	14%	42%	25%
45-54	29%	4%	18%
55-64	26%	15%	22%
65-74	22%	6%	15%
75 or older	3%	0%	2%
Demographic data - Employment status	Round 1	Round 2	Total
Employed	66%	71%	65%
Education	0%	13%	6%
Not working	1%	7%	8%
Retired	33%	6%	20%

Response locations

Overall there was a satisfactory spread of location data across Harlow and the surrounding communities. However, this differed noticeably between the first consultation and the second with the former eliciting responses from nearby settlements and the peripheries of Harlow in comparison to the second consultation which returned responses predominantly within the Harlow town area.

Blue pins –
first consultation.
Green pins – second
consultation
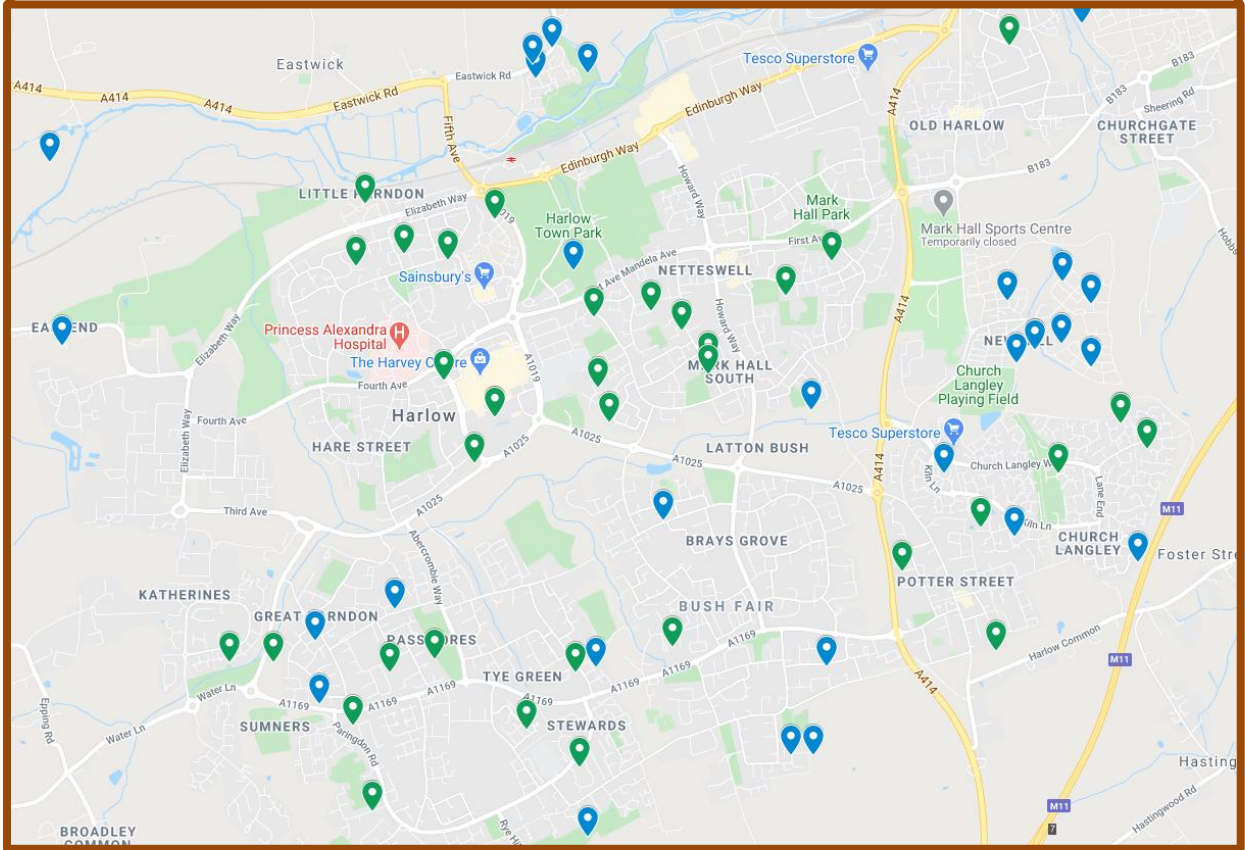
Objectives

The survey highlighted strong support for the Objectives as seen in the table below. There was overwhelming support for the mode shift targets and for supporting and encouraging a culture of active and sustainable travel. There was still majority support for the user hierarchy but this was not as clear as the other two objectives. However, as examined in the comments section below, this may well have been down to confusion and misunderstanding.

Objectives - Both rounds	Support	Don't know	Oppose
Objective 1 – 50% and 60% mode shift targets	58%	8%	34%
Objective 2 – User hierarchy	49%	10%	41%
Objective 3 – Supporting a culture of sustainable travel	79%	7%	15%

Actions

Similarly, to the Objectives, there was strong support for the Actions and again this was focused around active travel – Actions 3 and 5 – but the strongest support was with the action over public transport.

Actions - Both rounds	Support	Don't know	Oppose
Action 1 - Reducing the need to travel	66%	3%	31%
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Comments and feedback

The consultation allowed numerous opportunities for the wide range of stakeholder engaged to feed comments back. These comments were predominantly gathered through the survey but also at workshops and events. The second round of consultation, despite being smaller in scope, returned far more unique responses, in part due to the efficacy of the survey and social media.

All comments were inputted into a Comments Tracker and addressed individually. The key questions and comments, and how these have been addressed, have been summarised in the You Said, We Did document appended to the Transport Strategy.

It should be noted that received was feedback from the following respondents:

- Vectos on behalf of Places for People
- Hunsdon, Eastwick and Gilston Neighbourhood Plan Group
- CPRE Herts
- Roydon Parish Council
- Harlow College
- HDC and EFDC Youth Councils

Responses	Round 1	Round 2	Total
Unique comments	394	509	903

Responses

The following sections have consolidated all the comments received to draw out the key themes. Where comments were repeated almost verbatim, it has been noted and only one summary quote has been included. Quotes have only been edited insofar as to change spelling errors and should otherwise be accurately transcribed from the online and paper surveys. Where a significant amendment was made by the author of this report in a quote, corrective braces have been used, or left as is, followed by [sic].

This has aimed to provide as neutral a platform to present the feedback without bias. All respondents have been anonymised and have been treated equally. Some comments were broadly offering an observation or noting a point, and they have been included as useful background information. Where a comment offered a suggestion for additions or revisions to the Strategy, they have been included in RED text.

The below table outlines the frequent/key questions and comments and how they have been addressed.

Comment	Changes
Too long	Public facing summary section, consolidation, re-formatting
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Overall comment

It was expressed a number of times that an overall transport Strategy including all modes of transport, public and private, is very welcome.

The plan for transformative growth in and around Harlow has been in public awareness for many years, and local residents have consistently raised the issue of travel infrastructure as something that needs to be addressed. Therefore, consultation responses unanimously called for proactive transport provision '*in sufficient time and at a sufficient level*' to support planned development and address existing barriers to reliable active and sustainable travel.

Consultation process

There were a number of comments regarding the consultation process, notably that the surgeries were predominantly geared towards HGGT, rather than the outlying villages and towns who would also be impacted by the proposed actions.

There was disappointment expressed around the level of community engagement, and the means of information dissemination. Respondents noted a lack of notices in shops and across the town, rather hearing about the sessions via word of mouth, on Facebook and through local charities. The on-line material prompted some to believe there was a lean towards younger residents, and others felt that the process didn't allow respondents to raise their concerns properly, and key messages were obscured by vague 'political jargon'. This only served to reiterate the feeling that, '*The proposals are clearly based on facilitating private housing developers - much of it really only of benefit residents in the new homes.*'

This has been noted and will help inform future consultation processes for the Garden Town and the relevant Local Authorities, where meaningful and constructive engagement will be a priority.

Strategy timing

A number of residents, notably HEGNPG, enquired why this proposal is coming at this time, dated January 2019 but only being consulted on 12 months later. There was a feeling that as a Strategy document is now too late, coming 12 months behind the main planning applications, and referencing other relatively old documents like the 2016 Anglia Corridor Study.

The transport initiatives are being proposed after major land use planning decisions permitting large releases of open countryside and Green Belt around Harlow have been approved, which was not for this consultation to address.

Maps and diagrams

A number of comments received noted that few detailed plans featured in the Strategy, instead just '*vague arrows on a drawing of the town*', which didn't allow them to understand how new plans will directly affect them.

Maps were criticised as being unclear – '*mixing high-level proposals in the text with specific propositions in the diagram*' and didn't have '*roads marked out*'. It was also deemed '*potentially misleading*', since it indicates that only some of the Gilston villages will need to deliver a Sustainable Transport Corridor, limited cycle provision and no links to the three Harlow area rail stations (for example '*a cycle link from Water Lane to Roydon and East of Harlow to Harlow Mill*').

A '*current situation diagram and a strategic transport diagram would be clearer and preferable*', which also addresses '*essential strategic requirements in new developments and the identification of current issues that development should seek to improve*' while 'setting '*the principles for future mobility across the wider area*'.

Similarly, the anecdotal evidence of high car modal share, etc. in the Challenges and Opportunities section '*should be integrated with a more complete presentation of the challenges faced today*' through '*strategic diagrams of current and expected future transport by all modes*'.

Policy context

A concern raised was that '*the plan appears to lack references to all updated national and regional transport policy*'. This could be further strengthened with further reference to HGGT's Vision as a significant component within '*the wider Strategy or plans for the whole of Essex/Herts particularly in relation to the A414 corridor*', and '*the M11 growth corridor*'.

Governance

It was acknowledged that the key challenges for the success of this Strategy and its ambitious targets will be getting funding in advance of developments and to ensure delivery across all local authorities and developers 'through adequate resources and long-term programmes'.

Respondents requested more clarity on the particular roles of developers and the transport authorities, noting that, 'some measures such as parking levies, town wide cycle hire schemes etc. can only be taken forward by the local authorities and County Councils'.

Recent transport projects that were apparently poorly delivered, caused significant disruption and took far too long were used to call for a competent delivery authority for HGGT. There is no fallback position outlined in the Strategy if the developers do not comply. The Garden Town Board have no means of enforcement as they are not a statutory planning authority or a 'development corporation' with significant powers. For some, a unified tier of transport planning for HGGT would be preferred to deliver the Strategy rather than provision by five different authorities, two whom plan transport and three of whom are responsible for land use planning. A valuable suggestion was for the Strategy to assess critical success factors, risks or alternative strategies, if for example the proposed bid for funding is not successful or if the owners of the site are resisting contributing to the infrastructure.

Respondents suggested that developers must provide a clear approach for the prioritisation of infrastructure and specific actions for the proactive promotion of sustainable travel at the point of outline applications. New developments should be required to link up to the wider network, in Harlow and beyond, and connect new key destinations with clear cycle and pedestrian priority networks plans, as part of the Parameter Plans and transport assessments. Similarly, '*funding towards sustainable modes should be a condition for all planning consents.*' A standard approach to transportation ('*vague commitments to bus provision, contributions towards off site cycle route whose deliverability is unconfirmed etc.*') should be discouraged in HGGT as it is '*clearly incompatible with the delivery of substantial sustainable transport infrastructure*'.

The Infrastructure Delivery Plan and viability assessments are the point of reference for more detailed and specific expectations from developers.

Costings

It was acknowledged that '*to achieve modal shift will take monitoring, significant resources and commitments for spending on walking and cycling infrastructure*'. As such, residents wanted a better understanding of the financial implications and funding priorities to demonstrate how this Strategy will be achieved. It was questioned whether '*the officer teams and budgets (will) be provided to ensure the Strategy is followed through over the long term?*'

Several respondents suggested ways of providing other income streams to support enhanced public transport investment and STCs, such as road user pricing, localised congestion charging, or reprioritised from road schemes. For example, '*how much better would it have been for funds to be directed towards sustainable travel instead [of the new M11 junction 7a (£71m)]. This junction can be expected to increase the amount of traffic in town... The highway spending seems completely at odds with the aspirations of the HGGT Transport Strategy.*' Additionally, '*research has suggested an average spend at local government of only £2 - £6 per person on active travel when Sustrans is calling for 5% of highways budgets, rising to 10%, to be for walking and cycling. This would equate to £17 - £34 per person or an annual budget for Harlow alone of £1.45 to £2.9 million. The sums not only increase people's choices; they… will also pay for themselves as improvements in personal health reduce demands on Health Services and improve Work productivity.*'

Land use planning

The impact of these plans on the landscape appeared a number of times in the responses to the survey, because it is perceived that the '*Gilston Villages sprawl across wide areas of Green Belt and in their location and layout do not lend themselves to being well served by efficient public transport routes*'. However, there is potential for '*the increased economic opportunity and potential of the town centre and other sites for improved use with the enhanced transport accessibility.*'

It was suggested this could be mitigated if there was '*a different form of land ownership for the Garden Town expansion*'. '*This would have encouraged brownfield land reuse, urban regeneration, place- making and reduced congestion and carbon emissions, would make the existing hospital site and town centre far better connected for public transport use increasing options to flexibly redevelop existing car parking and for the hospital to remain in its current central location*'. Therefore, '*Land use planning and sustainable transport must be integrated and planned together*'.

There is fear the proposal, '*destroys Harlow's green belt, drives wedges across green spaces in the town, destroys allotments*'. There are '*concerns about the N-S transport corridor using the green wedge as a route. This needs careful thought and execution and must not have any car use or other developments.*' However, constructive feedback included the suggestion to '*Pro*tect *pedestrians from air pollution by planting hedgerows between pavements and busy roads*', '*Include pocket parks in as many locations as possible that include trees*', '*plant low level bee friendly plants and mow minimally*' on roundabouts, and '*plant wildflowers*', '*low level hedges, or flowerbeds with bee friendly planting*' on verges.

Geography

For some, it was felt that '*the proposal is very short-sighted for Harlow only and nowhere else*', it '*fails to view the town in the context of its surrounding environment, population and infrastructure*.' This sense of limited relevance to communities outside the bounds of the Garden Town was repeated again and again. '*You seem to present Harlow & Gilston Town as a self sufficient area with no need to consider its impact on the surrounding area.*'

The Strategy was deemed to have a '*Total ignorance of villages like Nazeing, Sheering & Roydon*', and '*only passing reference to links to neighbouring settlements such as Epping (tube station).*' There are '*No transport proposals to travel north of HGGT and proposed villages. People will also want to travel to Bishop's Stortford and surrounding villages.*' A repeated concern is that '*Liv*ing *in Hunsdon you have to travel by car as the buses are practically non-existent*', '*and the rural roads are used as rat-runs.*'

The Strategy must address this lack of a sense of ownership of the plans: '*You may have created an idyllic travel plan within your garden city, but you certainly have not considered any issues at all once they leave the confines of Harlow and Gilston Town*!' '*There has to be a Strategy that looks at mitigating the impact of the existing non-Harlow generated traffic as well. Harlow is not an island!!!*'

Therefore '*the focus needs to be on transport links across all areas of the Town and to surrounding towns.*' '*Drawing a red line around the Garden Town is restricting the Strategy to policy guidance on new development only.*' Additionally, the wider impact on Harlow could be mitigated if the Strategy did '*extend ideas and options to the travel to/from Harlow area to reduce peak traffic inflows and outflows.*'

From the extensive feedback received, it seems necessary to '*include a comprehensive approach for the existing villages surrounding the main urban area of Harlow and to put forward proposals to improve the modal share of these communities.*' Additionally, it is important to mention key trip attractors such as Stansted, which is '*expanding as an airport serving London but with almost no transport improvements*', and '*important features within Harlow e.g. SSSI at Eastwick*', and '*Access to Harlowbury Chapel.*'

Many of the comments received were along the lines of the following: '*Be realistic and… recognise that there is a significant proportion of journeys which will always be made by car, as no sensible public transport alternative exists.*' Therefore, the following section has grouped comments related to barriers to walking, cycling and sustainable transport according to travel patterns and demographics. This might help the Strategy tailor itself to the existing context and address the challenges we are likely to face with regards to behaviour change.

Specifically, '*text referring to 'trials' (2.14), potential for Mobility as a Service, walking for health appears to imply that these are mere desirables, rather than essential for daily movement. The whole section should be strengthened.*'

Commuting

Some respondents felt the Strategy '*fail[ed] to address the very real requirements for people to get to work, with a poor infrastructure being in place.*' '*It doesn't address or incorporate measures to accommodate the massive influx of commuters in the mornings or their exit in the evenings.*' Again this '*daily challenge*' is because, '*Unreliable public transport makes it impossible to get to the station at a time for me to get the morning train into work and the evening train home*', and is '*impractical for child care and quality of life.*'

The Strategy needs to include '*Support by survey data on how people will travel to work.*' Particularly since '*The DWP requires job searchers to travel 90 mins to a place of work.*' Additionally, echoing the proposed transport hierarchy, '*this will only work if business allows people to work from home or remotely. the knock-on effect… would be the smaller need for larger office space in the town.*'

Elderly/mobility impaired

Some respondents felt the Strategy '*does not meet the need of our ageing population.*' The '*ageing demographic needs better connectivity to key parts of the town*'

Public transport is key to providing for people with mobility restrictions, including designing them with '*no high steps*': '*The bus service is a vital resource for the elderly.*' Buses can also provide additional connection with other people: '*There is a community bus from Churchgate street which provides real fellowship for those who use it - an added bonus that is so important for the elderly.*' It was also noted that, '*Better road transport is needed in order to support those with caring requirements who have a need to make multiple journeys in one day.*'

The Strategy needs to make it clear that it understands that '*many individuals face physical constraints on their capacity to use such active modes.*' '*The elderly generation do not cycle & walk long distances. By significantly reducing available parking you will reduce their access to shops etc. They will be "driven" to surrounding communities which remain car friendly. Another "nail" in the High St.*' As such, how do we cater generously for those that '*rely heavily on public transport, have walkers, also lots of mobile scooters are used.*' Additionally, '*Many elderly people do not own expensive mobile phones, so 'apps' are of no use.*' It is an imperative that HGGT is '*providing for the increasingly elderly population and for disabled people to travel within the town who cannot physically use public transport or cycle or afford taxis.*' One suggestion was for '*Special facilities and exceptions /permits for disabled commuters.*'

Shopping

'*Apart from residents needing to travel out of town it seems that most people travel to Harlow for the hospital, the leisure centre, but mostly shopping.*' Therefore, it's important to '*Invest in Harlow's local shopping facilities and promote them as convenient local choices.*'

However, a common concern raised was that '*There has been no obvious consideration for what will replace the car to do the weekly supermarket shop when several heavy bags of shopping need to be transported to home with as little extra effort and cost as possible (bus or taxi would not be an attractive option)*', '*People can't carry a*

weekly shop or anything other than light items on public transport and taxis, paying for delivery is costly.' Similarly,' *Cycling and walking is not so appropriate for shopping and the buses don't go around the shops.*' HGGT must prioritise social equity, and therefore identify if there will be 'ass*istance for people shopping at the major supermarkets with heavy bags full of shopping, to and from the buses?*'

School

A number of questions were raised along the lines of: '*How will you prevent parents from running their children to school in a car? School allocations are not necessarily made with transport for the children in mind*', School runs were deemed '*a major cause of bottle-necks and especially when the weather is bad.*' In response, suggestions included '*School bus routes*', and '*Get school runs off the road and make them accessible for walking/cycling or provide suitable safe transport.*'

The delivery of school is particularly critical since '*families will need to travel outside the area to secondary schools until more schools are built later in the development phase.*' It was noted that there are '*already oversubscribed schools in Sawbridgeworth and Bishops Stortford and the villages.*'

Leisure

Since '*the town is not just about people getting to work or visiting the shops*', it is important the Strategy addresses leisure travel. For some, '*Most… leisure is London based*', but others, it will be encouraged more locally. HGGT could learn from the existing '*Community Transport bus*', however on occasion, '*it costs £8 return journey which added to my exercise fee is too expensive.*'

Servicing/deliveries

'*There are numerous people who travel for their employment and need a van or car to transport their goods e.g. Builders, engineers, visiting Salespersons, health professionals etc.*' Some respondents felt that the Strategy had '*little regard to deliveries and increasing road usage by van and lorries.*' Since '*this had multiplied in recent years and continues to expand*', and '*home delivery by supermarkets involves a much greater journey length in a larger and more polluting vehicle (probably diesel)*', this must be addressed in the Strategy.

Hospital

Pertinent questions regarding essential travel to the hospital and medical centres must be addressed. For example: '*Will you be making the elderly and the ill ride bicycles to the hospital?*' And '*With 3,500 staff and 100,000 patients a year how does locating the hospital to a less well connected site on the eastern fringe of town accord with the transport hierarchy and reduce the need to travel? How does it reduce carbon emissions or help staff and visitors to easily reach the hospital?*' '*The positioning of the new hospital means there will be many more journeys by public transport and or cars.*'
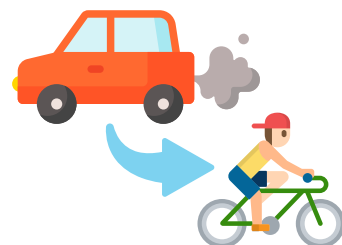
Objectives

The Transport Strategy Objectives

Nearly 80% of people would like more support and encouragement for active and sustainable travel – the most supported objective.

49% of respondents agree with prioritising the transport hierarchy – the least supported objective.

Over half support the 50% and 60% modal shift targets.

The aims and objectives were largely perceived as admirable and positive – '*A good set of objectives*'.

A couple of people indicated that '*the hierarchy should start with public transport*', particularly in terms of the '*older population*'.

However, despite the Strategy containing '*promising aspirations on sustainable travel*', it was apparently '*short on solutions that will deliver aims*' and needs '*significantly more detail*'. A common theme emerged, with respondents saying the Strategy '*Sounds like a fairy tale*', '*sounds like an unobtainable utopia*', '*an unrealistic solution*', '*too far reaching*', '*admirable in theory*', '*not a solution that will work in practice*' and a '*wish list without any firm evidence to suggest that what is being proposed is at all possible*': '*Of course these are all supported - but how? Nothing in the Strategy. No policies. No money. No teeth.*' If this is true, then it poses the risk that people will '*fall back on car-based travel*'.

This shows that the Transport Strategy needs to be more convincing in its evidence base, so that we can expel doubt in whether these are practical solutions to the problems at hand ('*can it be achieved? Probably not!*'). We need to '*provide real achievable solutions*' that present an '*evaluation of options and environmental impacts*' that are '*carefully prioritised*' and supported by '*information on how this will be achieved*' to ensure these targets don't appear as a '*naïve assumption*'.

The structure of the Objectives was also questioned with comments (particularly from Officers) that '*a simple and defined single objective would make communication easier*'. Having a single Objective that everything else hung off was considered more effective and this could be supported by Principles that supported the achievement of this Objective.

Targets

On a similar vein, the response to the Strategy Targets were largely deemed '*unrealistic although laudable*'. A number of concerns and questions were raised around the sustainable mode share targets, since it '*doesn't account for people travelling to and from the villages for work or servicing and deliveries*', '*for people moving outside of the developments into the surrounding areas*' or what happens '*either side*' of travelling through the town. For some, this ambition is not ambitious enough:

'This is a very low figure for people travelling within the villages, given they should be extremely sustainable places to live. For example, local shops, schools and health should all be within walking or cycling distance. This means that 40% of people will still need to travel by car for access to key services. That could be over 10,000 car trips being made within peak times.'

For others, the targets *'might be achievable for journeys within the bounds of the villages on a warm sunny day'*, but other than that are unattainable. Therefore *'targets need to be made compulsory rather than an ambition'*, since there will always be a desire for *'individual forms of transport and the Policy does not take that fully into account'*.

It was noted that the targets are not the same as the TCPA's in their *'Garden City Standards for the 21st Century – Practical Guides for Creating Successful New Communities – Guide 3 – Design and Masterplanning' – 'A Garden City's design must enable at least 50% of trips originating in the Garden City to be made by non-car means, with a goal to increase this over time to at least 60%.'* There is a need for an explanation of *'the origins of the targets and how the Strategy seeks to achieve those targets in a holistic and town wide way.'*

A number of comments questioned *'what happens if people don't meet the 60% target'* and the fact that *'this cannot be done overnight - it will take generations to carry out the change that is being predicted.'* As such, the Strategy should show that it will *'cater for a progressive change'* through *'intermediary targets'*, and *'with plans in place to deal with the interim lower levels'*. There were calls for *'a study… to show what will happen to the traffic if only 30%, 40% and 50% is achieved'*, and *'how the existing roads will be able to cope with the extra traffic from new housing developments'* in the meantime. *'Data is needed to support either the model shift or proposed projections.'*

'The implementation of this Strategy should be closely monitored and adapted in the light of experience.' For example, it was noted that, *'Places for People has made commitments to 'monitor the effectiveness of the Travel Plan and provide additional funding if the Garden Town target of 60% of travel by sustainable modes is not achieved'* and *'to liaise with local communities over the impact of the proposals and to provide an Unforeseen Impact Fund to address and issues identified".* Residents want all applicants to make the same commitment. Respondents questioned, *'are the best technologies being chosen that will most likely achieve modal shift?'* and *'what other incentives or measures can be employed to achieve the targets?'*

Action plan

With reference to the Action Plan, there was a hope that it would be more detailed, offering *'a clear comprehensive approach for movement in the HGGT'*. Additionally, there was a suggestion that *'some actions, currently presented as simple aspirations (e.g. Para 4.4 a), b) and c)), could be moved to 'Objectives' and replaced with more detailed actions or requirements.'*. Other comments, however, noted that *'the actions should be condensed and reformatted as there is too much crossover'*.
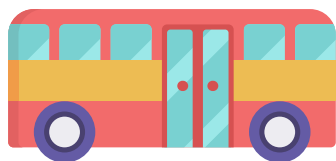
Almost 90% of respondents want better public transport – the most supported measure.

66% think the need to travel should be reduced – the least supported measure.

Over 80% of people support walking and cycling improvements.

Action 1 – Reducing the Need to Travel

Employment

It was observed that a '*joined up Strategy on employment*' is required '*to ensure transport is minimised*' by integrating employment into the developments, otherwise there is a danger the developments become '*dormitory towns for commuters travelling in to central London*'; people will '*commute to London or need to drive outside the area in order to access employment.*' One respondent claimed, '*There does not appear to be anything in the Policy or in the recent applications for Gilston Garden Villages that will reduce the need to travel. No industrial or commercial estates being proposed and nothing that will provide additional local jobs*.'

Therefore, the Strategy should be '*clearer on the range of desirable changes in new and old communities in addition to fast internet connectivity (so things like business support facilities, shared meeting rooms, flexible rooms within houses to be used as live-work spaces, etc.) and, in consequence, what developers are expected to deliver.*' This would help answer the question on whether there is, '*any indicative expectation of what percentage of flexible working should take place in new communities.*'

Community

A number of comments around this action were summarised by the following: '*Many of today's concerns over mental and physical health can be related to 'isolationism', so 'reducing the need to travel' would only exacerbate those problems. Society is built on the ability to interact with others*.' Here, a reliance on walking, cycling and public transport was seen to be limiting mobility rather than improving it: people '*do not want to be isolated as they rely on walking and cycling.*' '*To prevent loneliness and isolation a great number of elderly people rely on buses, taxis and car-share to get to and from various clubs/shopping etc, so here again your proposed action does not tell us what can be expected.*' A clarity of this definition is therefore required to assuage these fears. '*We need to improve mobility not limit it.*'

Action 2 – Making better use of existing infrastructure

Comments regarding challenges posed by existing infrastructure to travelling by active and sustainable means have been addressed under other Actions that are mode specific.

The HGGT has committed to support actions to make better use of existing infrastructure, and, it was noted that communication is key to this, '*so that visitors as well as residents can know how to get around*

easily.' This includes up to date '*bus stop signage*', '*a website that has all the travel information in one place rather than having to google busses, cycle routes, walking routes separately*', and '*leaflets too for those who don't use smart phones (not just the elderly)*'.

Action 3 – Supporting and encouraging a culture of active and sustainable travel

The HGGT has committed to support and actively encourage a culture of multi-modal mobility where people are inspired and motivated to travel actively and sustainably. There was concern this '*social engineering*' will, '*"force" people to use public transport/cycles/walking.*' Such an approach was deemed '*Stalinist to say the least*' by one contributor. However, others accepted that '*cultural change is hard*', '*this addiction with car use has to be broken*' and '*business and people's mindsets need to change to fit this*'. Hopefully as a result, '*this would encourage a healthier lifestyle.*'

Suggestions for addressing this included the proposal to '*get people out of their cars for short journeys i.e. school runs, local shopping runs, and work runs.*' Similarly, another appealed to '*include demand management measures, including discouraging short trips by car (for example making journeys to school very short by sustainable modes and longer and convoluted by car) while recognising the rights of existing residents.*' To be successful, '*it should be made clear that Travel Planning should be implemented for existing as well as new communities (e.g. 4.4 k).*' This is reliant on the requirement for '*good alternatives to car in advance/in parallel with new developments to make it easier for people to change*', as well as an attractive town centre '*for people to move to and work in*', and '*affordable housing and a place with activities and things to do in evenings.*'

Action 4 – Sustainable Transport Corridors

Gilston Villages

Respondents requested that '*expectations for sustainable transport corridors in new development should be clearly set out, as these are at present an elusive concept.*' '*the expectation for the Gilston 'ring road' (a sustainable transport corridor? - a car route with additional cycle lanes?) and for sustainable connections between Gilston and Harlow should be very clear. The HGGT will be aware that the Gilston main spine road has been presented as a 30-50mph multi-lane partially dualled road: hardly compatible with the concept of a sustainable corridor and an integral part of the villages. The spine road serving the new development should clearly prioritise sustainable transport modes and discourage car use: if designed as a (even landscaped) ring road, it will achieve just the opposite. (There will also need to be facilities to maintain the access to existing residents).*' This was further reiterated in other comments: '*the northern 'circuitous loop' around Gilston Villages 3 and 4 does not provide convenient or effective public transport but by its nature promotes car dependency*', and there is, '*no need for a large road to be built through an existing village and nature reserve*'.

Regarding the construction of the STCs, there is '*concern of the new route being diverted through Village 7 and all the traffic which will go with it. It will be detrimental to the village of Hunsdon. The skips and container lorries, the pollution - do you really want all this going through the new town.*' Additionally, '*The roadway through Gilston to the proposed second crossing is not Dual Carriageway meaning HGVs will be directed through the village of Gilston.*'

Harlow

The design of the STCs came under criticism, since one respondent believe the '*N S E W routes [are] fundamentally flawed: it focuses congestion towards the centre in the mornings to 4 exit points in the evenings and thus will suffer most of the faults and flaws of the current and past systems.*' Instead, '*A motorway standard ring road with at least 4 park and rides… would effectively solve these problems and enable the NSEW corridors to function without being overloaded.*'

Transport Offer

A range of ideas were put forward as to what the STCs could offer. One included, '*public fleet of all electric mini-buses (on major routes) and shared electric taxis'*, '*instead of traditional sized buses.*' This would apparently provide '*economy of scale*', a '*more frequent/convenient system*' and would be '*cheaper to run than diesel*'. This could '*within a carbon free community zone covering the centre of town to provide a door to door service for the price of a bus fare.*' Additionally, 'Shuttles *from the station to neighbourhoods linking to train arrivals must be considered.*'

Alternatively, a tram or light rail was proposed because it 'has *a proven record of changing travel behaviour with a greater propensity to attract car users and achieve modal change.*' They are perceived to be '*clean and efficient and part of the wider regeneration.*' They have potential to '*deliver more successful enhancement of the public realm*', '*result in the best air quality and quietest form of public transport*', and '*can realise greater long-term capacity to meet future demand.*' Interestingly, light rail is being considered as an option '*east west across the County of Hertfordshire as part of the A414 corridor Strategy work which could potentially link all the way to Harlow.*' The Strategy should state a position on whether the STCs will be '*tramways which take people through the centre of town and round the hatches and connect them to the new towns being created on the northern side of Harlow*' or will be designed '*for future adaptability to light rail / tram.*'

See Action 5 and 6 for further comments on walking, cycling and public transport.

Action 5 – Supporting Walking and Cycling

It was acknowledged by several people that '*Harlow has a large cycle network already although it is still underutilised.*' A number of these reasons are expanded upon below, such as safety, maintenance, weather, and facilities. Many of these are in HGGT's scope to influence, as '*the cycle network needs remedial investment*' and '*a fundamental rethink of the council's attitude towards cyclists.*' Other elements are a matter of personal perception since some said the '*shops in Harlow are far to ride*', '*I do not have time to cycle or walk*', while others said ,'*Living within the Harlow boundary I can walk to more or less any destination*.'

> '*Walking and cycling routes should be encouraged, this will reduce emissions and exposure to highly polluted areas, reduce congestion and make travel using public transport more accessible & convenient.*'

Safety

In terms of safety, Harlow's existing '*cycle ways are perceived as unsafe*'. More than one commentator claimed, '*people are attacked robbed and stabbed on these routes and although such instances are few the public's behaviour is strongly affected.*' '*Residents are worried about safety, lack of police on the streets*', therefore, '*more effective policing would help this, ensuring that there are PCSOs on the streets.*'

However, safety goes beyond just antisocial behaviour, into the quality of infrastructure: in Harlow, '*the lanes are unlit*', and there are, '*raised paving stones*', '*underpasses*' and a lack of '*street lighting or other safety provisions.*'

As such, it seems, '*the cycle networks in Harlow are in dire need of an upgrade*'. HGGT needs to, '*Prioritise walking and cycling (segregated cycle lanes) and people will walk/cycle if they can do it in an environment that feels pleasant and safe.*' To this end, a number of suggestions have arisen about the type of infrastructure needed to ensure there is a perception of safety and comfort: '*ensure that every development has segregated, Dutch style cycle routes included & paid for by the developer, at point of build*', '*walking and cycling should be prioritised over car use*', '*ensure that each school has Street for Schools approach*', add '*zebra crossings on the B183*', and remove '*striped brickwork round roundabouts and triangle islands at junctions*', '*minimise road signs and railings*', improve '*connectivity, the surfaces, the visibility of users and security using CCTV*', and consider "*quietways' which are relatively low cost and simple provisions. These can provide safe and attractive corridors away from heavy traffic*

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which benefit from better air quality, reduced noise and disturbance from traffic.' In addition, there was a request for '*regular compulsory safety checks for tyres, efficient lights, brakes etc.'*

Maintenance

Regarding maintenance, '*Harlow's cycle network is excellent but fails in many respects through historic lack of investment and neglect.' 'Some bike routes are very good, other routes have significant gaps such as Newhall to Old Harlow.'* According to local residents, '*cycle paths are infrequently cleaned, and the rest of the time are covered in mud, branches, slippery leaves and broken glass', 'some are in an absolutely appalling state with potholes', 'subways… [are] completely flooded due to blocked drains for most of the winter', 'some cycle routes are broken up by roads'.* This demands an answer to the question of, '*If you expect people to walk will the footpaths be repaired?'*

Weather

Weather was raised as a major barrier to achieving the targets. Since, '*the UK is prone to poor weather, that's why residents of Harlow, already blessed with good cycle ways, don't use them more.'* Making sure walking and cycling is attractive all year round is important, otherwise it will be true that '*the weather and winters simply won't permit it.'* HGGT must '*Give people an incentive to use existing and new sustainable routes.'*

Cycle Parking

Unfortunately, across Harlow, many locations have inadequate cycle parking: '*There are no such facilities outside the community centre, doctor surgery or pub.'* A key location identified a number of times as lacking sufficient facilities is Harlow Town Station. Here, '*the cycle facilities are very good, but not enough space.'*

A lack of adequate cycle parking has a number of issues: '*bikes are getting stolen every day'* and '*leaving a bike out in the rain drastically increases the amount of maintenance required and it's unpleasant to arrive at a water-soaked seat'*. Similarly, '*Many locations for cycle parking only have bars that allow the rear wheel only to be locked. Modern bikes have quick release wheels, allowing the rest of the bike to be stolen. Properly waist-height bars are not ubiquitous.'*

Therefore, HGGT needs, '*many more SECURE bicycle parking facilities in all shopping and transport interchange centres around the town.'* For example, '*If 20 car spaces in the undercover part of the Water Gardens were converted to cycle parking, it would be amazing.'* Workplaces should also be encouraged to consider '*adding showers and changing facilities'*.

Stort Valley

A number of responses related to walking and cycling in the Stort Valley, '*particularly a further cycle/pedestrian bridge over the Stort near Briggins Park to give direct access to West Harlow and the Pinnacles employment area'*, and the '*two different routes proposed from village 7 to Roydon Station, one through Briggins Estate Golf Club and one which is actually the towpath on the Stort River and which may form part of the proposed Stansted – Harlow – Lea Valley Cycle corridor.'*

Issues and complexities were flagged here including, '*issues regarding access at Roydon Station', 'a low clearance railway bridge which abuts the flood plain', 'there is often flooding here and the route made impassable', 'lighting and… bridge issues', 'widening the towpath from 1 metre to 2.5 metres is not supported by the Herts and Middlesex Wildlife Trust because of its impact on biodiversity'*, and proposals '*would encroach on the SSSI of Hunsdon Mead which is contrary to Policy NE1 of the East Herts District Plan.'* Therefore, '*The environmental impact of this work needs to be considered in detail'*.

Additional Links

There were requests for additional links to be provided as part of these proposals. Firstly, '*a proper fit for purpose dedicated cycle highway running alongside the A1184 from Harlow into Sawbridgeworth and through to Bishop's Stortford - this may involve narrowing the road to vehicles so that cyclists get enough space*', and a '*cycle way from Sawbridgeworth through High Wych to the Gilston villages.*'

Action 6 – Public Transport

'*People are wedded to their cars because public transport is generally dire and unappealing and no quicker to move around town. There has to be an advantage to using sustainable transport methods.*' There was a unanimous feeling that Harlow presently offers '*a lack of suitable alternative and frequent, reliable public transport*': '*public transport is hopeless, unreliable and expensive compared to taking a car.*' Therefore, the public transport infrastructure has to be amended to accommodate this.

Buses

There was a lot of discontentment expressed around buses in Harlow. Apparently, '*the bus service is beyond appalling: it's extremely expensive, infrequent, not integrated with train times, and frequent unannounced cancellations*', '*limited out of the working day and are really only useful to travel to the centre*', '*some bus routes don't exist, others take far too long and are too costly especially for a whole family.*' Suggestions include, '*a more extensive route list, cheaper fares and a London style frequency*', and '*a network that doesn't require changing buses at the town centre.*' '*Rapid, reliable, frequent and cheap public transport needs to be provided throughout the day and evening to the railway station and town centre, and also further afield.*' The following points draw out more detailed comments and suggestions around addressing these issues.

Convenience

It was commonly expressed that people want convenience in their mobility choices: '*I like to move from A to B at my pace & when I want to & not be governed by Public Transport timetables.*'

Availability/Choice

Availability of regular and reliable buses appears to be suboptimal, with, '*long waits on several occasions due to the buses being cut out*', and '*no service at all in the evenings.*' Residents claim they '*Would use the bus more if it was available.*'

Cost

Bus journeys are perceived as '*super expensive*': '*When it costs more to ride on a bus than it does to park in the town, why would anyone want to use public transport*' HGGT needs to address the fact that it's '*cheaper to drive and park in the town than to buy return tickets for a family of four.*'

Journey Time

A common concern is that residents, '*don't have the time to walk to a bus stop, wait for a bus, go round the houses… and then do it all again on the way back!*' Anecdotal examples offered in the comments showed that driving was much quicker than relying on buses.

Reliability

It was frequently noted that, '*Reliability is more important than journey time - you can adjust expectations on the first if you have the second.*' This was deemed '*most important*', and especially problematic for '*travelling to and from work*' and to the stations, including Epping tube station, with current '*waiting times varying considerably.*'

Destinations

A number of concerns were raised around how the Strategy applies to those living in rural areas around Harlow, where presently, '*you can get nowhere without the car.*' '*Perhaps within the town centre, with a good public transport system, it might be possible to reduce car use but in a rural environment it is simply not practical*', '*a car is essential for day to day existence.*' This is because of stated impracticalities, safety, time and lack of service provision. Respondents felt that the Strategy '*didn't address the real challenges faced by rural commuters getting to work*', and there are often significant distances to reach the transport interchanges or bus stops.

The revised Strategy must address the perception that '*surrounding villages which are not currently supported by Public Transport appear to have been omitted & will continue to be 100% reliant upon cars.*' Additionally, it needs to commit to routes that go to where people need to get to without multiple changes. One resident commented that they, '*found the buses good and frequent - but didn't go to the hospital or to supermarkets or along Edinburgh Way and I struggled to walk from the bus routes to any of these places.*' The following destinations were suggested as routes for direct bus services to go to:

- o Edinburgh way and they '*myriad of businesses there as well as people living there*';
- o Out of town retail parks;
- o Harlow edge of town shopping
- o Newhall;
- o The new hospital out by the new M11 junction;
- o Outlying villages;
- o Other important nearby towns like Hunsdon, Cheshunt. Stanstead Abbotts, Ware and Hertford to the west, and High Wych, Bishop's Stortford, and Sawbridgeworth to the east;
- o Newhall to Epping station or the high street;
- o Between Roydon and Hoddesdon or Hertford;
- o Church Langley to Epping tube station;
- o Covering Terlings park towards Sawbridgeworth.
- o A circular public transport route to connect all sides of the town
- o Gilston should be covered with a bus stop and train infrastructure

It is important we take these on board, and '*prioritise all areas having access to a decent reliable public bus service that will take people to Epping underground station, Harlow Mill and Harlow town stations and to Bishops Stortford without having to make a journey into the town centre.*'

Attractiveness

In addition, '*Buses or other modes of transport need to be clean, modern and cost effective for people to use them.*' The attractiveness of the bus provision can be addressed through enhancing the following: '*Bus stops and shelters for those getting the bus*', '*street lighting*', '*new busses should be electric not smelly diesel*', and '*we need to have a more attractive place to arrive in Harlow than the tradesman's entrance which is the current bus station in Terminus Street.*'

Delivery

Residents are concerned that local track record of bus provision has been problematic: '*No bus service to speak of. All cancelled.*' Concern about consistency in approach was also evident: '*Bus lanes have been used in Harlow in numerous places, and then removed as again...*', while '*Bus services are being cut all over this area.*' '*Despite promises of a dedicated bus route, residents of New Hall in Harlow, for example, are still waiting for one*' '*locking me into using the car for longer journey*'. There are '*no guarantees about future bus services… after 25 years there is still no bus service to parts of the town.*' The Strategy must therefore have a clear position on delivery and ability to action the promises it sets out. This has reiterated the point that these improvements '*need to be in place from start.*'

A number of comments were concerned that the Strategy offered, '*no clear plans who will put the buses on the road.*' As such, '*More explicit reference to what it is expected of new development would be welcome. For example: 'Action 6 – Para 4.10 c) could be expanded to refer to 'frequent, efficient high quality public transport'', and 'Action 6 – Para 4.10 m) seems to suggest that only demand responsive transport will be required in new communities.*' More clarity in the Strategy might answer questions about timings and cost, as it '*should be factored in as early as possible*'. However, residents had concerns that '*There is no funding stream for additional public transport and no pathway or plan towards this*', particularly since, '*public funding of buses will be essential to cover less popular areas.*' Respondents wanted to know '*what New Hall and Gilden Way developments are offering as contributions to achieve modal shift*'.

Park and Ride

It was noted that '*there is no apparent provision for car drivers when they reach the town boundary, there should be parking at the ends of the travel routes.*' Since, '*Park and ride schemes are run very successfully and are popular in other urban towns*', and '*with the new hospital going by junction 7a, we need to get people using public transport to access the facilities.*' Suggestions included '*a subsidised park and ride site on that junction with at least one other on the North West side of town, with fully supported electric vehicle recharging*', '*a park and ride facility in the vicinity of Latton Priory / Hastingwood roundabout which could reduce congestion into Epping/Harlow Town Centre - and possibly to new hospital*', and '*a ring road with massive park and ride at points of entry i.e. Eastwick Harlow Town Station,. J7a and Harlow Mill, J7 M11 A414, and Water Lane.*'

Respondents see this being the catalyst to, '*enable NS EW public transport/ bicycle and residential traffic to flow within the town, stop commuter car traffic entirely, facilitate cycling and reduce both congestion and pollution.*'

Rail

As with comments on buses, trains were perceived to be '*not frequent and super expensive.*' The current provision is seen to be over capacity already – '*The train station is bursting at the moment. No seats available on the trains at peak time. How is this going to improve with 10,000 properties being built?*' Therefore, '*Expanded passenger capacity and frequency should also be explored and any specific requirements confirmed.*' This was a particular concern for the '*Stansted Airport to London line*', particularly since there is '*no end date of when new rolling stock will be delivered onto the Stansted Airport to London line.*'

Respondents felt that '*Network Rail appear to have had limited engagement with the Strategy*', and '*A frank conversation with Greater Anglia must be a high priority so that this… can be scrutinised for its viability.*' A series of questions remain unanswered by the current Strategy, including: '*capacity for additional commuters*', '*Longer trains - how will these work on short platforms?*', '*Why not Cross Rail to Harlow and Bishops Stortford?*', and '*4 tracking rail, to Broxbourne Only? Land is unavailable to increase this beyond Broxbourne.*' A number of comments appealed for an '*extension of central line (TfL) to Harlow south where no train stations are located*', or to '*Harlow town station.*'

A few comments refer to train stations as valuable, and poorly served, transport interchanges: '*Harlow Town Station and its interchange has problems*', '*Harlow Mill Station seems ignored as a stop on a massively valuable transport system*', it '*is suboptimal and not maintained*', and ultimately, '*Cycle parking and improved accessibility by sustainable modes (so new cycle lanes to stations) should be clearly required at all three stations.*' This will address the fact that '*many [Harlow residents] work in London daily and spending two hours getting a bus to/from the station is just not practical.*' As an interchange, the station '*needs safer and bigger bicycle parking*', and it is worth noting that '*the top floor of the car park is allocated to surrounding businesses and not available for use of commuters.*' Additionally, there was the proposal for a '*STC linking up with the London to Cambridge line.*'

Existing stations could be made more accessible by developing more attractive routes to them and for Harlow Town Station and Harlow Mill Stations to have north side pedestrian access which they do not at present.'

On that note, the Strategy included '*very little about the North entrance to Harlow Town train station.' 'Harlow train station needs another entrance and exit route for the development',* and this would, '*make a massive difference to the new villages and Terlings Park residents',* and '*address the safety issues of the current pedestrian routes around Gilston.'*

A number of comments were received regarding Roydon Station specifically and the infrastructure around it: '*The junction of the rail line with the B181 (at Roydon Station) is extremely busy with over 5000 vehicle movements a day… At peak times the village is currently dealing with severe traffic issues, primarily because the crossing is closed so often, and this proposal would increase safety concerns at the level crossing (when combined with traffic using the marina entrance). The feasibility of this proposed cycle crossing point requires more detailed analysis.'* The Strategy was deemed to '*put Roydon village in the direct path of drivers seeking a short cut. How will this be monitored and what will be put in place to prevent this from happening?'* There was a request for a '*safe crossing point across Roydon Road featuring raised tables and material treatment to encourage motorists to slow down and give way to cyclists.'* This is important because '*Commuters from village 7 and beyond will require a regular train service or will revert to using their cars and travelling to better serviced stations.'* However, '*The Stort Valley's green infrastructure is recognised as being of ecological and strategic importance and that improvements are necessary to strengthen its quality. Routes to connect Village 7 to Roydon are at odds with this statement in the local Plan.'*

Action 7 – Infrastructure for road-based travel

Action 7 provoked a whole spectrum of responses – everything from: '*No more new roads for cars, any new roads built soon become gridlocked',* and '*zero need for a large duel carriageway to be build through an existing village, dangerously close to current dwellings',* to '*Stop seeing the car as the enemy and work to improve traffic flow through the town for all.'*

Those supportive of restricting road-based travel offered comment on the basis that '*Harlow is already gridlocked now',* '*The area is already hugely congested, highly polluted',* '*The current traffic situation around Harlow, Sawbridgeworth and Bishops Stortford is at maximum capacity and surely near to breaking point',* and '*the narrow roads can't accommodate any more traffic.'* As such, the Strategy, '*should not be encouraging major roads but incorporating sustainable travel through walking and cycling and promoting our green environment',* as, '*Delivery of limited highway infrastructure won't meet the suggestions in this report.'* A proposal for new roads potentially, '*does little to solve, indeed will make traffic congestion even worse.'*

On the other hand, '*unless you improve the existing road system, you will have a situation where the existing roads will not be able to cope with the increase in traffic from the new developments.'* These suggestions included the '*need to consider, and improve, the design of the existing road system so that it can at least cope with current traffic levels before you embark on your 'blue sky' journey changing ideas that will not happen immediately',* and '*ensure the roads can cope with a reasonable level of additional traffic that is commensurate with the volume of new housing.'*

Doubt was cast on the ability to deal with Harlow's roads since, '*Harlow has been subjected to major roadworks for years, creating dual carriageways within the town and industrial areas, but every access point is single carriageway causing major delays.'* Similarly, '*The Edinburgh Way road widening has taken years and still not completed.'* Subsequently, view included: '*Traffic is caused from shoddy work to the roads therefore creating roadworks therefore creating traffic… Complete the improvements to the infrastructure first and build the houses second not*

the other way around.' Assurance needs to be provided to the question of: '*Will the new 'corridors' prove a non-stop nightmare with roadworks everywhere?*' and will measures '*be taken to ensure that adverse impacts from traffic and road infrastructure on the existing communities will be negligible in terms of safety, speed, pollution and local character?*'

Suggestions were offered regarding roads during the construction period: '*New vehicular access arrangements should limit additional traffic on existing road and lanes and retain convenient access for existing residents and activities*', '*developers should demonstrate that there will be no increase in the volume of heavy vehicle movement through existing communities*', and ' *a Construction Management Plan to be prepared to limit the impact of construction traffic with agreement with the community.*'

The following comments have been collated as route or area specific feedback.

A414

It was observed that '*The A414 cannot cope on its approach to Harlow, from any direction*', and '*Offshoot roads off this main road are already under pressure as rat runs and the new housing will increase this and create major blockages and dangers.*' It is also currently, '*too dangerous to cycle on with a family.*' A suggestion was to, '*Do a traffic survey when the schools are open between 8.00 and 9.00 on weekday mornings on the A414 and London road try to access the B183 roundabouts.*'

However, the Strategy was criticised since, '*Solutions for the A414 are put forward in the plan with a disgraceful lack of evaluation of options and environmental impacts.*' The '*A414 reroute via Terlings Park is not acceptable, would further divide the centre of Gilston*', '*cutting the current Gilston village in half.*' Therefore '*A ring road around Terlings Park would make more sense and be purposely designed as opposed to trying to cut through/around Pye Corner and trying to increase the capacity of already very congested small country lanes.*' Additionally, there were suggestions for the A414 including '*upgrading to motorway standard to join A602 to the A1*' and '*Connect… the roundabout at Eastwick Lodge to M11.*'

There was a call to '*Stop the rat runs between Harlow and Bishops Stortford*', this is probably because, '*The C161 is a C road being used as de facto northern bypass – this is unsafe and has a history of accidents.*' It was felt that '*The plans for the new roads in this area and regard are woefully inadequate when you consider the roads are constantly slowing to a standstill on the main road from Harlow through Sawbridgeworth to Bishops Stortford.*'

Concerns about through traffic remains, and a bypass or '*motorway standard ring road*' was repeatedly proposed '*to mitigate the overall impact on the town*': '*The A414 trunk route seems to remain a main road through the town, should there be a by-pass for this through traffic?*' '*A physical upgrade is needed to allow greater traffic to flow on these roads - bypass of Harlow is required to link 414 Eastwick to M11.*' '*A Harlow town by-pass does not appear to be given thought at this point - yet it is essential.*'

Respondents deemed '*the A414 northern bypass and second Stort crossing are urgent necessities, which will reduce congestion, pollution and HGV movements, and improve air quality, public safety and journey times by all modes.*' This would '*divert what would have been through traffic around the town to link with the motorway network*', and also '*keep construction traffic and long-distance traffic away from the town centre and Elizabeth Way retail areas.*' However, one commentator believed, '*The construction of the second crossing is very late in the construction phase of Gilston Garden Village meaning there will be further congestion in the interim.*' Additionally, '*The proposed improvement of the existing river crossing increases the carriageway to two lanes in each direction but dedicates one lane to Buses. The opportunity to improve this crossing to three lanes in each direction should be taken.*'

M11

'*The full document correctly identifies Harlow as being a through access to and from the National motorway network and has even assessed the influx of commuters but have done little to address the major impacts these have and will increasingly have.*' It was also observed that, '*The M11 capacity must be under pressure with the already-committed growth*', since '*much of the traffic going through Harlow is destined for the M11.*' '*The motorway junction 7A road network into onto the B183 past Markhall school will not work at peak times in the morning it is already impossible to access these roads from the A414 or London road. All the new junction will do is divert some traffic onto these roads from a different approach.*' According to some respondents, the Strategy '*has nothing to say on all these issues.*'

Therefore '*A better east west route to the new Junction 7a needs to be built that is not reliant on the developers*' and '*a high-quality direct road link from this point to the vital new M11 J7a, not passing through residential areas, is essential.*'

B1393 and Latton Priory to Epping

There were concerns about, '*significant adverse road safety, pollution, congestion and air quality effects on the B1393 Thornwood Road and Epping High Street.*' It was suggested the strategy could include '*a better bus service and segregated cycle route to Thornwood and Epping funded (including land acquisition) by HGGT development.*', to help tackle '*road safety along B1393 Thornwood Road and… congestion at Palmers Hill junction.*' In response to this, the Strategy's diagrammatic map could be altered accordingly: '*Page 15 (map) - the dotted lines showing 'potential' sustainable travel routes south from Latton Priory towards Epping should be solidified into definite proposals to cope with the demand for travel from HGGT south of Harlow to Epping tube.*'

Concerns around the Latton Priory development are based upon the fact that access will be via '*already heavily congested roads in Harlow and Epping leading to junction7 of the M11*', and '*The small local access roads around Latton Priory do not support any increase in any form of transportation - will only be detrimental to the areas.*' However, there was a suggestion for a '*safe segregated cycle route from Latton Priory to Thornwood and Epping.*'

Southern Way

One critic noted there were '*no details given on how to improve Southern Way.*' Therefore '*Serious consideration is needed to ensure existing roads such as Southern Way will be able to cope with traffic from the new developments at Latton Priory, Sumners and Katherines as this route already becomes gridlocked most days.*'

Pye Corner and Burntmill Lane

Existing residents commented on the '*implications of dangerous driving in residential areas - adding additional roads and major roads through and near the development hinders safety, causing congestion and pollution.*' For example, '*the way people drive down burnt Mill Lane and Pye Corner is worrying.*' Additionally, this is compounded by the fat that there's '*No mention of the lack of street lighting or other safety provisions on Burntmill Lane. This would become the main pedestrian axis to and from Harlow. Why not prioritise it over the very busy Fifth Avenue for pedestrians?*'

Parking

Residents were largely '*perturbed by the suggestion that car parking provision in Harlow is to be reduced (page 20)*' since '*that will encourage everyone living in the surrounding villages to shop elsewhere with consequent damage to Harlow businesses*' and '*drive residents to another retail area where the quality of retail experience is better.*' Similarly, higher parking costs were seen as '*a tax cash cow*' and excluding people from being able to engage in normal everyday activities. On the other hand, someone appealed to HGGT to '*Curtail the amount of

parking at Parndon Woods', 'Consider parking problem at Parndon Mill' and address the fact that the *'car park at Harlow town is excessive.'* One suggestion was for *'A workplace parking levy'*.

Another element of parking which the Strategy must address is *'Safe and considerate residential parking'*, since that is clearly a contentious issue. There were calls to, *'Stop people parking on all the pavements and all those green wedges in Harlow and provide some sensible solutions. Anyone blocking the paths with a car should be done for obstruction.'* Similarly, *'Parking within Harlow needs to be addressed - residential areas are blighted by cars and commercial vehicles parking fully on the pavement.'* Someone questioned if the issue will, *'increase during the day as well as night if people use cycles or walk instead'*? The Strategy's approach of flexible residential car parking for later conversion to other uses for the benefit of the community is *'a concerning statement. Use should be either clearly defined or not proposed at all.'*

Electric Vehicles

Respondents were on board with the government's objectives of a *'dramatic shift towards electric vehicles… within the build out time of the Garden Town.'* It was noted that *'People may change from diesel/petrol vehicles to battery driven cars but will not want to give up the freedom of their own transport.'* 'There should be a recognition of the role that electric vehicles will have in reducing emissions and the correct incentives and infrastructure put in place to support that shift. As such, there were calls to *'help people that do keep private vehicles to switch to electric vehicles as fast as possible. Currently there are no public electric charging point in Harlow making it a difficult prospect.'* To facilitate this, it's important HGGT does ensure new developments provide electric car charging. It was suggested that *'Planning permission should not be granted for any residential or industrial biding without electric car charging infrastructure.'*

There was also a feeling that the Strategy isn't aspirational enough, since the definition for sustainable modes of transport includes 'low emission' vehicles. *'Only fully electric vehicles should be used in this once in a lifetime opportunity to revolutionise the town's transport.'* The Strategy was recommended therefore to, *'Replace low-emission with Zero emission. Low emission leaves the door open for hybrid cars which if used incorrectly can be the same or worse than Internal Combustion Engine powered vehicles.'* Additionally, there's an opportunity to set the example: *'The council should pledge to only buy electric vehicles permit new services with only electric vehicles in order to lead the way for Zero- emission transport in Harlow - creating Clean-Harlow.'*

Respondents considered how this might be supported, since *'the other part of electrification is in creating clean electricity.'* It was noted that the *'electrical supply to this area needs to be able to handle it. Installing low power slow chargers do not help when moving around the town in electric/hybrid vehicles.'* Proposals included, *'Solar farms and Biomass/waste electricity generation plants'* and a *'wide scale roll out of solar panels on buildings and wind farms… to provide carbon-free power for the vehicles.'*

E-Bikes Cargo Bikes and Bike Share

It was noted that, *'The use of ebikes should be designed into the networks'*, since they will be likely to, *'make commuting distances of 10 miles easy for cyclists so this has to be upgraded as a significant mode of transport going forward.'* HGGT should *'Encourage the use of cargo bikes for local business with local delivery chains.'* And finally, *'the Garden Town should be leading and promoting the introduction of a cycle hire scheme, not merely supporting it.'*

Conclusion

After consideration of the various comments and feedback, a number of changes were made to the Strategy. This was predominately focussed around:

- The Objectives were streamlined into one overarching Objective and three Principles that supported the achievement of that Objective, with inclusion and accessibility inserted for greater prominence. The content of the Objectives remained largely unchanged, with small adjustments to the text for clarity.
- The Actions were condensed to reduce repetition and reworded to better align with the user hierarchy and Vision. The content of the Actions remained largely unchanged, with small adjustments to the text for clarity.
- The formatting of the document (ensuring it was more concise, easier to read and more engaging)
- The content of the document (updated maps and images, less jargon, less repetition, more detail or links to further documents etc.).

These key changes are shown in the image below.

PREVIOUS VERSION	UPDATED VERSION
Objectives 1. 50% and 60% mode shift targets 2. Transport Hierarchy 3. Encouraging a culture of active and sustainable travel	**Objective** 1. 50% and 60% mode shift targets
Actions 1. Reducing the need to travel 2. Making better use of existing infrastructure 3. Supporting and encouraging a culture of active and sustainable travel 4. Sustainable Transport Corridors 5. Supporting walking and cycling 6. Public transport 7. Infrastructure for road based travel 8. Anticipating change	**Principles** 1. Transport Hierarchy 2. Encouraging a culture of active and sustainable travel 3. Accessibility and Inclusion **Actions** 1. Enabling Choice (A1, A2, A8) 2. Streets for People (A3, A5) 3. Quality Public Transport (A6) 4. A Network that Works (A4, A7) 5. Maximising Opportunities (A8)

Consultation Lessons Learnt:

- Use more and a greater diversity of media (particularly printed and accessible) and be prepared for requests for these at events.
- Consider using social media to gain feedback as well as direct towards further info/promotion.
- Other potential methods: Focus groups, phone surveys, forums, workshops, public exhibitions, champions (all come with advantages and disadvantages).
- Future engagement to capture wider input from
    - Harlow Youth Council
    - University of Birmingham suggestions for engagement with young people
    - Quick capture tools at events (iPads / quick questions)
    - Bus operators
- Make the consultation and content more approachable and understandable. Use FAQs, simple jargon, brief explanations etc.

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- Make responses quick and easy to give if desired.
- Consider setting a minimum number of responses (quality vs quantity)?
- What are the most effective methods for communicating with different stakeholders (particularly young people)?
- Plan for engaging hard-to-reach groups (physical, language, cultural, social barriers).
- Actively monitor the consultation regularly during execution: and adapt where necessary.
- Is it worth extending the consultation period to allow time for more responses?
- Ensure that there is a core team of people working on each consultation to ensure the most expertise.
- Involve stakeholders at an earlier stage to give a greater sense of ownership.
- Set engagement targets at the start of the consultation process and evaluate progress against these going forward.

Appendix 1 – Quantitative Survey Outputs

Responses	Round 1	Round 2	Total
Survey respondents	81	73	154
Unique comments	394	509	903
Event attendance	65	94	159
Objectives - Both rounds	**Support**	**Don't know**	**Oppose**
Objective 1 - targets	58%	8%	34%
Objective 2 - hierarchy	49%	10%	41%
Objective 3 - culture of AT	79%	7%	15%
Actions - Both rounds	**Support**	**Don't know**	**Oppose**
Action 1 - reducing need to travel	66%	3%	31%
Action 2 - existing infrastructure	76%	2%	21%
Action 3 - culture of active & sustainable travel	84%	4%	12%
Action 4 - STCs	78%	4%	18%
Action 5 - supporting AT	81%	6%	13%
Action 6 - PT	89%	1%	10%
Action 7 - road based travel	73%	7%	20%
Action 8 - anticipating change	76%	13%	11%
Demographic data - Age	**Round 1**	**Round 2**	**Total**
24 and under	0%	25%	10%
25-34	6%	9%	8%
35-44	14%	42%	25%
45-54	29%	4%	18%
55-64	26%	15%	22%
65-74	22%	6%	15%
75 or older	3%	0%	2%
Demographic data - Employment status	**Round 1**	**Round 2**	**Total**
Employed	66%	71%	65%
Education	0%	13%	6%
Not working	1%	7%	8%
Retired	33%	6%	20%
Demographic data - Ethnicity	**Round 1**	**Round 2**	**Total**
English/Welsh/Scottish/Northern Irish/British	-	77%	77%
Irish	-	0%	0%
Gypsy or Irish Traveller	-	0%	0%
Other white background	-	6%	6%
African	-	6%	6%
Caribbean	-	0%	0%
Any other Black/African/Caribbean background	-	0%	0%
Indian	-	1%	1%
Pakistani	-	0%	0%
Bangladeshi	-	0%	0%
Chinese	-	0%	0%
Any other Asian background	-	1%	1%

Arab	-	0%	0%
Any other ethnic group	-	3%	3%
Prefer not to say	-	7%	7%

Equality Impact Assessment

1. Under s.149 of the Equality Act 2010, when making decisions, Epping District Council must have regard to the Public Sector Equality Duty, ie have due regard to:

   - eliminating unlawful discrimination, harassment and victimisation, and other conduct prohibited by the Act,
   - advancing equality of opportunity between people who share a protected characteristic and those who do not,
   - fostering good relations between people who share a protected characteristic and those who do not, including tackling prejudice and promoting understanding.

2. The characteristics protected by the Equality Act are:

   - age
   - disability
   - gender
   - gender reassignment
   - marriage/civil partnership
   - pregnancy/maternity
   - race
   - religion/belief
   - sexual orientation.

3. In addition to the above protected characteristics you should consider the cross-cutting elements of the proposed policy, namely the social, economic and environmental impact (including rurality) as part of this assessment. These cross-cutting elements are not a characteristic protected by law but are regarded as good practice to include.

4. The Equality Impact Assessment (EqIA) document should be used as a tool to test and analyse the nature and impact of either what we do or are planning to do in the future. It can be used flexibly for reviewing existing arrangements but in particular should enable identification where further consultation, engagement and data is required.

5. Use the questions in this document to record your findings. This should include the nature and extent of the impact on those likely to be affected by the proposed policy or change.

6. Where this EqIA relates to a continuing project, it must be reviewed and updated at each stage of the decision.

7. All **Cabinet, Council, and Portfolio Holder reports must be accompanied by an** EqIA. An EqIA should also be completed/reviewed at key stages of projects.

8. To assist you in completing this report, please ensure you read the guidance notes in the Equality Analysis Toolkit and refer to the following Factsheets:

   o Factsheet 1: Equality Profile of the Epping Forest District
   o Factsheet 2: Sources of information about equality protected characteristics
   o Factsheet 3: Glossary of equality related terms
   o Factsheet 4: Common misunderstandings about the Equality Duty
   o Factsheet 5: Frequently asked questions
   o Factsheet 6: Reporting equality analysis to a committee or other decision making body

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Section 1: Identifying details

Your function, service area and team: HGGT Liaison Lead, Implementation Team, Planning Service	
If you are submitting this EqIA on behalf of another function, service area or team, specify the originating function, service area or team: Harlow and Gilston Garden Town Team	
Title of policy or decision: Endorsement of the Harlow and Gilston Garden Town Transport Strategy	
Officer completing the EqIA: Ione Braddick Tel: 01992564205 Email: ibraddick@eppingforesdc.gov.uk	
Date of completing the assessment: 20/10/2021	

Section 2: Policy to be analysed

2.1	Is this a new policy (or decision) or a change to an existing policy, practice or project? A new policy (or decision)
2.2	Describe the main aims, objectives and purpose of the policy (or decision): Finalise the HGGT Transport Strategy and its proposed actions, with endorsement from the three partner District Council Cabinets and two partner County Council portfolio holders. Build support and collaborative opportunities to help move forward with implementing the strategy. This Strategy builds on the work of the HGGT Vision. It was prepared by AECOM on behalf of the Garden Town and reported to the Garden Town Board on 4th February 2019. It was then reported to the Cabinet and Executive meetings of the District Council partners as follows: • East Herts District Council: Executive Meeting: 26 February 2019 • Epping Forest District Council: Cabinet Meeting: 7 March 2019 • Harlow District Council: Cabinet Meeting: 28 February 2019 The draft HGGT Transport Strategy has gone through a statutory consultation process over 2020 to engage stakeholders and public views through an online survey, social media polls, and a series of consultation events. All of the District Council partners endorsed the draft Transport Strategy for consultation. It was also resolved that the final Transport Strategy will be agreed as a material planning consideration for the preparation of masterplans, the preparation of the Gilston Area Charter, pre-application advice, assessing planning applications and any other development management purposes. The Transport Strategy sets out the following objective: 50% of all trips starting and/or ending in the existing settlement area of Harlow Town should be by active and sustainable travel modes and 60% of all trips starting and/or ending in the new Garden Communities of Harlow & Gilston Garden Town should be by active and sustainable travel modes. The Objective is underpinned by the application of three Principles: • A user hierarchy – prioritising active and sustainable travel – walking, cycling and public transport. • Supporting a culture of active and sustainable travel – an environment where active and sustainable travel is valued, prioritised, and supported to ensure that their social,

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	environmental, health and economic benefits are available to everyone. • Accessible and inclusive – providing a sustainable, accessible and affordable transport system that reduces congestion, improves public health outcomes, and is designed with consideration of those with most need first. What outcome(s) are you hoping to achieve (ie decommissioning or commissioning a service)?
2.3	Does or will the policy or decision affect: • service users • employees • the wider community or groups of people, particularly where there are areas of known inequalities? All of the above. Will the policy or decision influence how organisations operate? Yes
2.4	Will the policy or decision involve substantial changes in resources? Yes
2.5	Is this policy or decision associated with any of the Council's other policies and how, if applicable, does the proposed policy support corporate outcomes? Yes, it builds on the Harlow and Gilston Garden Town Vision, and the Council's emerging Local Plan, particularly policies regarding the Garden Town and Sustainable Mobility.

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	Section 3: Evidence/data about the user population and consultation[1]
	As a minimum you must consider what is known about the population likely to be affected which will support your understanding of the impact of the policy, eg service uptake/usage, customer satisfaction surveys, staffing data, performance data, research information (national, regional and local data sources).
3.1	What does the information tell you about those groups identified? The key stakeholders and target groups are broad and far-reaching. They span two county councils (Herts and Essex), and three district councils (East Herts, Epping and Harlow). It includes both councillors/politicians and members of the public, so needs to be accessible and easy to digest. The Transport Strategy aims to increase accessibility and social equity in Harlow and new Garden Communities, so comprehensive engagement was a vital piece of work to ensure it meets its key objectives, as well as those of the HGGT Vision. We particularly welcomed input from a diverse range of demographics, particularly individuals and groups with protected characteristics. The consultation was initially physically presented (either at manned or unmanned stands) in East Herts, Harlow and Epping District Councils alongside an online summary note, and a survey, between February and March 2020. It was then taken to the board in September 2020 to request additional time for further consultation to increase both the number and diversity of responses. Key areas that needed addressing included: • Responses from younger people • Responses from businesses • Responses from charity and third sector • Greater engagement generally among Harlow residents Questions and issues that needed addressing further were: • Evidence of extent of support for the Transport Strategy • Areas for change needed in Transport Strategy • Suggestions for improvement across town (local knowledge) • Current travel behaviours • · Measures to encourage modal shift
3.2	Have you consulted or involved those groups that are likely to be affected by the policy or decision you want to implement? If so, what were their views and how have their views influenced your decision? Yes First Round: The statutory Transport Strategy Consultation on the draft document – which had the headline 'Getting Around the Garden Town' – commenced in February 2020. Full information was provided on the Garden Town website and was publicised across social media, via public notices on bus stops and in prominent locations, and through issue of a

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press release. All partner Councils were asked to publicise the consultation on their websites and redirect those interested to the Garden Town website for full details. All stakeholders were approached for their views, including through public events. Responses were invited online, through the use of a questionnaire/feedback form. The same arrangements were also in place at the consultation events, where officers invited those attending to take away and complete questionnaires or directed attendees to the website.

Unattended consultation events had the same material available. Social media coverage directed respondents to the website for online submissions. Respondents were invited to identify whether they are responding personally on behalf of an organisation. Appropriate data collection arrangements were in place and respondents were informed of the way in which their data will be stored and handled.

Consultation Events:
- Harvey Centre, Harlow Town Centre - Presentation material available. Officers present
- to answer questions and hand out material
- East Herts Offices - Unmanned exhibition with publicity material available - with leaflet
- to takeaway
- Epping Forest Offices - Presentation material available. Officers present to answer
- questions and hand out material
- East Herts Member Event (with possible open invitation to wider GT Members)
- Sustainable Travel talk by John Dales of Urban Movement
- Partner Councils - Member Briefing events (EHDC 27 Feb, EFDC 9th Mar, HDC 11
- Mar)
- East Herts PCs - Hunsdon, Gilston and Eastwick, High Wych
- Hunsdon, Gilston and Eastwick NPG meeting 8th Feb - Presentation and QA
- Epping Forest PCs - Presentation and QA
- Chamber of Commerce 19th Feb - Presentation and QA

Second Round:
Due to the Covid-19 pandemic, everything after February 2020 took place virtually in all instances. The general Harlow public were engaged through social media platforms as well as 7 online workshops to engage further with selected stakeholders and officers.

Consultation Events (INTERNAL):
These workshops comprised a pre-prepared presentation and discussion session. Information was sent around in advance with a guide on what to focus on. The workshops looked to engage specialists from within the partner authorities and among external stakeholders to input on the Strategy.

The purpose of the specialist workshops was to identify any gaps or upcoming alignments with wider work, case studies etc, and to gather focused feedback on specific sections/pages. It was also important to note how the actions/objectives could help the district/county partners achieve their objectives.

- Studies/notes to consider (not exhaustive):
- ITP mode share definition

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- Bike Hire/Car Share note
- Gilston – Development Specification and Masterplanning
- Content of Healthy Town Framework
- Sustainability Guidance
- Content of Gear Change – LTN 01/20
- Climate Change Agenda
- Conformity Checks:
- Hertfordshire Local Transport Plan 4
- Essex County Council Local Transport Plan 3
- East Herts Local Plan – October 2018
- Harlow Local Plan and Main Mods –
- Epping Forest Local Plan submission document and modifications –
- Other approved policy/strategy documents

Internal workshops:
- Public Transport Workshop, 4th Nov
- Active Travel Workshop - 4th Nov
- Road Management Workshop - 4th November
- Planning and Technology Workshop - 4th November

Consultation Events (EXTERNAL):
The purpose of the meetings/workshops were two-fold: to increase awareness of HGGT and Transport Strategy and to seek organisation views and priorities on transport and compare with existing consultation results.
- Harlow College 5th Nov
- Harlow Youth Council 16th Nov/18th Jan
- Epping Youth Council 10th Nov/26th Jan
- Harlow Growth Board 25th Sept
- Developer Forum
- Business Sector 27th Oct - Presentation and QA
- Discover Harlow
- Harlow Chambers
- Harlow ED's business database
- Charity, voluntary & community services 26th Oct - Presentation and QA
- Rainbow Services
- United in Kind
- HEMU
- St Clare Hospice
- Hub and Spoke
- PACT
- Carers First
- Community Farm
- Ramblers
- Civic Society
- Civic Society
- Harlow Area Access Group

Social Media:
A social media campaign through both Facebook and Twitter relied on a series of mini polls.

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	They asked one question combined with an image and link to further information. These questions aligned with questions 1 and 3 from the initial consultation survey which focused specifically on the Strategy itself. • Q1: To what extent do you support the Transport Strategy's action plan? (8 questions) • Q3: To what extent do you support the following objectives for mobility in the GardenTown? (3 questions) The questions were broken down to address all elements resulting in 11 questions in total. This method had the following benefits: • Engaging people in the Transport Strategy and additional HGGT work • Providing a larger number of responses than could be obtained through longer surveys • and increasing and increasing the reach of these • Acting as a signpost to further content and extended survey if the resident is interested • Increasing HGGT social media audiences It is noted that although we received a high number of poll responses, the platforms don't support more in-depth and considered responses (comments were left on the social media posts however). This was addressed by links to further content and the opportunity to provide more substantive answers via the survey, which proved to be hugely successful. A further risk was that these polls could not be anonymised, and this could have deterred voters. Lastly, this strategy is entirely digital which excluded those not able to access the internet. Whilst this resulted in a larger number of responses from younger residents (which were a focus area due to lack of engagement in the first round) measures have been considered to ensure it didn't exclude older residents. Following a period of redrafting in order to take account of feedback, the finalised document has been presented to relevant stakeholders for final signoff. Any respondents are protected by Epping Forest District Council's privacy policy, which can be found here: http://harlowandgilstongardentown.co.uk/privacy-policy
3.3	If you have not consulted or engaged with communities that are likely to be affected by the policy or decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary: The HGGT team are also engaging on other pieces of work around the same time as the Transport Strategy. Thought has been given to how these can work in harmony and not cause confusion or 'consultation fatigue'. • LCWIP • STCs • Relevant Planning Applications

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Section 4: Impact of policy or decision		
Use this section to assess any potential impact on equality groups based on what you now know.		
Description of impact	**Nature of impact** Positive, neutral, adverse (explain why)	**Extent of impact** Low, medium, high (use L, M or H)
Age	Positive The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. All ages will be encouraged to access future public consultation events which aim to broaden access. Age does sometimes act as a barrier to online engagement, so printed material will be available. Strategy considerations include: • Younger and older people are less likely to have access to a car and are therefore dependent on public and sustainable modes. Dedicated cycle lanes make it safer and easier for children to cycle to school. • E-bikes provide an opportunity to get older people cycling. • Covid-19 may be having a disproportionate effect on the vulnerable, by discouraging them from travelling at the busiest times of day. • Enable people to access public transport to advance equality of opportunity. • Seek opportunities to reallocate road space to facilitate active travel and support physical distancing.	M

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Disability	Positive The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. However, it was noted in the Strategy that accessibility and inclusion was not given the focus it should have. In this regard the Strategy was adapted to include accessibility and inclusion as a specific Principle and each Action within the Strategy had a section detailing the impacts/links on accessibility and inclusion issues. The strategy is designed to improve accessibility and encourage inclusivity for any physical or mental impairment. The councils can provide a text relay service for people who are deaf, hearing impaired or have a speech impediment. The relevant council offices have audio induction loops, and can arrange a British Sign Language (BSL) interpreter if notice is given. HGGT have committed to meet accessibility standards for all new PDFs or Word documents published from 11th November 2019 onwards. Assessments are carried out in line with the Web Content Accessibility Guidelines (WCAG) 2.1 A and AA criteria. The Transport Strategy comes under a non-HTML document, so HGGT will ensure it is accessible, and provide accessible alternatives where applicable. The regulations don't require us to fix PDFs or other documents published before 23 September 2018, if they're not essential to providing services, so this may relate to external links embedded in the Strategy. https://www.accessibility-services.co.uk/certificates/harlow-andgilston-garden-town/ If respondents need information on the Strategy in a different format like accessible PDF, large print, easy read, audio recording or braille, it is possible for the team to discuss alternative arrangements with Officers or the ECC Equalities and Partnerships Team at ECC.Equalities@essex.gov.uk. Strategy considerations include: • Blue badge parking. • A need for better cycle parking for adapted bikes used by disabled people. • Obstructions on the highway and footway (e.g. A-boards and tree routes) are particular issues for disabled road users.	M

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	• Physical distancing rules and the need for more personal protection may make it difficult for carers and disabled people concessionary travel schemes • Reduce, as far as possible, any physical barriers as part of transport changes that would create accessibility issues for wheelchair users and people with mobility impairments e.g. ensuring footway extensions are flush to the existing infrastructure and dropped kerbs are provided where appropriate. • Ensure temporary barriers and signs do not cause obstructions on the pavement • Incorporate accessible crossings into temporary measures wherever possible • Share information about the changes with local representative groups for wider dissemination • Maximise the width of new and existing cycle infrastructure where possible to ensure they are accessible to all types of adapted cycles with appropriate dropped kerbs for easy access. • Ensure light segregation on temporary cycle lanes has breaks of sufficient width to allow access for larger adapted cycles and that barriers are of a suitable height not to impede sightlines.	

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Gender	Positive The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. Strategy considerations include: • There are studies that reveal that there are gender disparities in travel behaviours. • Women are more likely to use the transport network during lockdown as key workers. • Women are more likely to be travelling on the network with family members, as primary carers. • Safety is a key concern. Ensure Action Plan measures consider safety and inclusivity	M
Gender reassignment	Positive The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. Strategy considerations include: • There are studies that reveal that there are gender disparities in travel behaviours. • Safety is a key concern. Ensure Action Plan measures consider safety and inclusivity.	M
Marriage/civil partnership	Positive The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. Strategy considerations include: • Lockdown restrictions may have a disproportionate impact on lone parents as safe transport options are more limited / they have to change the way or times that they usually travel. • Ensure changes are designed with family travel in mind, e.g. space and safety	L
Pregnancy/maternity	Positive The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. Strategy considerations include: • Cycle lanes should be wide enough to accommodate cycles with child trailers/tagalongs • Dedicated cycle lanes make is safer and easier to cycle with children • A significant number of people may need / choose to travel as part of a family unit • Ensure changes are designed with family travel in mind, e.g. space and safety	

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	• Ensure detail of changes to the transport network is published publicly, so people are aware of what the council is doing and can plan their journeys accordingly	
Race	Positive The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. Strategy considerations include: • BAME people are more likely to be in roles where travel to work is unavoidable and where they are unable to change their working hours to travel at less busy times. • BAME people are more likely to use the transport network during lockdown as key workers. • People who do not speak / have poor English may struggle to access information about transport changes. • BAME groups are more likely to have limited access to private amenity space for exercise. • Ensure interpreting services are available to support customers whose first language is not English. • Share information about the transport changes with local groups for wider dissemination to different communities.	L
Religion/belief	The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. A significant portion of the population may wish to travel to places of worship and/or to congregate / travel for religious ceremonies (e.g. burials) / events / festivals. Strategy considerations include: • Ensure Action Plan measures include a focus on facilitating safe mass gatherings. • Ensure there is sufficient pavement space near places of worship for pedestrians to physically distance when they gather.	L
Sexual orientation	Positive The consultation reaffirmed the Strategy's Objectives and Actions with regards to this protected characteristic. Strategy considerations include: • mass gatherings / events / festivals that would affect traffic in the city and increase visitor numbers • Ensure Action Plan measures consider safety and inclusivity	L

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Section 5: Conclusion

		Tick Yes/No as appropriate	
5.1	Does the EqIA in Section 4 indicate that the policy or decision would have a medium or high adverse impact on one or more equality groups?	No ☒	
		Yes ☐	If '**YES**', use the action plan at **Section 6** to describe the adverse impacts and what mitigating actions you could put in place.

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Section 6: Action plan to address and monitor adverse impacts		
What are the potential adverse impacts?	**What are the mitigating actions?**	**Date they will be achieved.**

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Section 7: Sign off
I confirm that this initial analysis has been completed appropriately.
(A typed signature is sufficient.)

Signature of Head of Service: Nigel Richardson	Date:
Signature of person completing the EqIA: Ione Braddick	Date: 20/10/21

Advice

Keep your director informed of all equality & diversity issues. We recommend that you forward a copy of every EqIA you undertake to the director responsible for the service area. Retain a copy of this EqIA for your records. If this EqIA relates to a continuing project, ensure this document is kept under review and updated, eg after a consultation has been undertaken.

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Agenda Item 7

HARLOW AND GILSTON GARDEN TOWN

Report to:	**HARLOW AND GILSTON GARDEN TOWN BOARD**
Title:	**HGGT Transport Strategy**
Date:	**12th October 2021**
Report Authors:	**Paul Wilkinson, David Burt**
Enclosures:	**Appendix 1 – HGGT Transport Strategy** **Appendix 2 – HGGT High Level Transport Programme** **Appendix 3 – HGGT Transport Strategy consultation report** **Appendix 4 – HGGT Transport Strategy EQIA**

EXECUTIVE SUMMARY:

This report seeks the formal endorsement of the final version of the HGGT Transport Strategy. The HGGT Transport Strategy is crucial in meeting the ambitions for sustainable movement within the HGGT Vision. The Strategy will be used in the masterplanning process and to secure funding from developers, central government and other bodies.

RECOMMENDATIONS:

1. **That the HGGT Transport Strategy is approved by the HGGT Board to be submitted to the East Herts District Council Executive; the Epping Forest District Council Cabinet; the Harlow District Council Cabinet and the relevant portfolio holders of Essex and Hertfordshire County Councils to be endorsed for use as a material planning consideration for the preparation of masterplans, pre-application advice, assessing planning applications and any other development management purposes for the Harlow & Gilston Garden Town.**

2. To agree that the HGGT Director be authorised to make minor drafting or design amendments with the HGGT Chair's approval to the HGGT Transport Strategy prior to publication if necessary.

1 Introduction

1.1 The HGGT Transport Strategy can be found at Appendix 1. It was developed to deliver the HGGT Vision in respect of the key principles for Healthy Growth through a focus on Sustainable Movement to support the scale of ambitious housing and economic growth set out in the Local Plans.

1.2 The Transport Strategy is consistent with the principles and indicators within the HGGT Vision, HGGT Sustainability Guidance & Checklist and the Local Planning Authorities adopted and emerging Local Plan policies. The Strategy is also consistent with the principles set out in the Town and Country Planning Association Garden Community guidance including the ambitious Modal Shift Objective at the core of the Transport Strategy (detailed below).

1.3 Since the publication of the draft Strategy the Government has released three important national transport strategy documents:

- Gear Change – A bold policy for walking and cycling – July 2020
- Bus Back Better – National Bus Strategy for England – March 2021
- Decarbonising Transport - A better greener Britain – July 2021

1.4 The HGGT Transport Strategy aligns with these documents including setting an ambitious mode share target; development of a Local Cycling and Walking Infrastructure Plan to invest in the active travel network; the development of the Sustainable Transport Corridors to enhance public transport operation; development of Enhanced Bus Partnerships in response to 'Bus Back Better' and developing strategies to introduce electric vehicle charging.

1.5 The Transport Strategy is intended to be used by applicants (for planning permission on sites located in the Garden Town) and partner Authorities when preparing and discussing masterplans, pre-application proposals, determining planning applications, considering Section 106 obligations and discharging conditions attached to planning permissions. This will ensure a consistent and integrated consideration of the key sustainable transport principles, objectives and priorities at the early stages of schemes and masterplans across the Garden Town.

1.6 A high level programme is set out in Appendix 2. Further work will need to be undertaken to refine this programme as schemes come forward for delivery and funding becomes available. This programme will be greatly informed by the HGGT Infrastructure Delivery Plan which will be regularly reviewed.

2 The Objectives, Principles and Actions

2.1   The HGGT Transport Strategy proposes one overarching Mode Share Objective, three Principles and is supported by five key actions. These are set out below:

2.2   The Objective

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

2.3   The Principles

2.3.1   Principle 1 – User hierarchy: Decisions should be shaped by following the user hierarchy which gives priority to reducing unnecessary travel, walking, cycling and public transport.

2.3.2   Principle 2 – A culture of active and sustainable travel: The Garden Town should be an environment where active and sustainable travel is valued, prioritised, and supported to ensure that the associated social, environmental, wellbeing and economic benefits are available to everyone.

2.3.3   Principle 3 – Accessibility and Inclusion: Infrastructure should be designed for everyone and with consideration of those with the greatest need first. Everyone should have the opportunity to choose more sustainable and active modes of travel.

2.4   The Actions

2.4.1   Action 1: Enabling Choice ... creating connected communities that offer local facilities and travel options for everyday activities.

2.4.2   Action 2: Streets for People ... making our streets and neighbourhoods places that are safe, sociable and enjoyable – for everyone – by creating attractive places that people want to walk and cycle in.

2.4.3   Action3: Quality Public Transport ... connecting people to the places they want to go, providing independence and mobility to those who need it most, while reducing air pollution and congestion. The development and delivery of the Sustainable Transport Corridor network will facilitate this.

2.4.4   Action 4: A Network that Works ... providing reliable, high-quality alternatives to private vehicles.

2.4.5   Action 5: Maximising Opportunities ... exploring and introducing new and innovative transport technologies as they develop.

2.5   Achieving the Mode Share Objective will require a generational change. It also has some interdependencies with progression of other policies and infrastructure at national and local levels, including the availability of funding. It is therefore recognised that it will be an incremental process but one that will require an extensive range of measures from the outset in the new Garden Communities and as soon as possible within the existing town. Appendix 2 presents a high level programme showing the mix of projects anticipated including discrete one-off proposals such as the Sustainable Transport Corridor network and rolling programmes of behaviour change incentives.

2.6   Covid 19 has had an impact on the way we travel, initially all travel was greatly reduced but with increase in walking and cycling as people remained active. The effects of Covid 19 will continue to impact on travel and mode share into the future. Car travel has now returned to similar pre-pandemic levels but public transport has not recovered. Operators expect ridership (the number of passengers using a particular mode of public transport) will take 3 years to recover. Working at home significantly increased but it is not yet clear whether employers will retain these practices or office space and expect employees to return and commute or continue to work at home or more flexibly.

2.7   Funding is required to develop schemes and initiatives through to delivery. Funding will be sought from a variety of sources such as developer contributions and Government grants e.g. the Housing Investment Grant (HIG), the Active Travel Fund, Levelling Up Fund, Capacity and Capability funding. Partners have already been successful in securing HIG funding, and the Towns fund with submissions recently made for Levelling Up and Active Travel Funding pending.

2.8   Securing the HIG enables the early delivery of essential transport infrastructure and sustainable transport corridors which have the potential to unlock planned growth in the Garden Town. The mechanisms associated with the HIG and Section 106 obligations associated with strategic schemes coming forward in the Garden Town area will enable the creation of the Rolling Investment Fund (RIF). The initial RIF is estimated to amount to circa £129m (subject to index linking) comprised of developer contributions towards the STCs, other potential infrastructure, initiatives, measures and mitigations associated with HGGT developments. In this way, all five partners (comprising three local planning authorities and two local highway authorities) have a vested interest in effective management of developer contributions comprised in the RIF and collective decision-making protocols and governance will be required to determine prioritisation of funding into the future HGGT transport infrastructure, projects, initiatives or measures as envisaged by this Transport Strategy (note there is a separate item on this meeting agenda regarding next steps for HIG and RIF (Item 9)).

2.9   The Strategy acknowledges that there will be continued use of private motor vehicle (i.e. 50% for the existing town and 40% for new Garden Communities, based on the Mode Share Objective) but reliance on high levels of private car use is not sustainable in the context of the levels of growth set out in the Local Plans. Continuing to do so will result in increased congestion, which is likely to impede planned growth and will have negative impacts on quality of life in the Garden Town, especially to deliver quality places to live and work.

2.10   The Strategy does not advocate increasing highway capacity as the default 'predict and provide' response, taking instead a 'vision and validate' response – developing schemes that align with the HGGT Vision rather than continued provision of extra road capacity. Through this approach the Strategy promotes redesigning the transport network and supporting residents and businesses to bring about a modal shift towards active, sustainable and inclusive modes of travel.

3   The Sustainable Transport Corridor (STC) Network

3.1   A key element of the Garden Town Vision and a critical enabling factor of planned growth is the ambition for new and existing residents to adopt active and sustainable travel behaviours.

3.2   To meet this ambition and support the planned growth, the Strategy includes the development of a network of sustainable transport corridors (STCs) (p.37) and a rapid bus transport system (a high-quality, frequent and fast bus service) which will help new and existing residents travel quickly and sustainably in and around the Garden Town. The sustainable transport corridors will also improve the facilities for those walking and cycling.

3.3   Design work continues on the network with the North to Centre section being the most advanced and to be funded by HIG grant. It is anticipated that this will be consulted on in the near future.

4   Enhanced Bus Partnership and Operation

4.1   An essential part of the STCs is the delivery and management of the public transport services and potentially other initiatives for the benefit of the customer. The Government's "Bus Back Better" strategy proposed a number of options for Local Highways Authorities to adopt to improve public transport. Both Essex and Hertfordshire County Councils have decided to introduce Enhanced Bus Partnerships, Hertfordshire building upon its existing quality partnership. Through an Enhanced Partnership, services can be controlled and regulated including quality, level of service, ticketing and branding for a future HGGT service. Further work is required on the scope and extent of the enhanced partnerships covering the HGGT area and consultation will be required with users and operators at the relevant time.

5 Consultation

5.1   The draft Transport Strategy was subject to public consultation in early 2020 (including exhibitions, Member briefings, village halls and workshops with key stakeholders) just before the Covid-19 lockdown and results were presented to the Board in June 2020. Further consultation was requested to secure input from unrepresented groups – specifically young people, businesses and local organisations – and to increase the overall consultation response.

5.2   A second round of consultation was therefore conducted over 4 weeks in late 2020. This consultation focused on young people, businesses, charities and internal Officers through a series of workshops. In total there were 154 responses to the survey, over 150 workshop attendees and over 900 comments were received from all engagement undertaken. This was enhanced through a more effective use of social media which was significantly developed following the first round. A HGGT Member Briefing was also held on 20 September 2021. Further detail on the consultation process and results can be found in Appendix 3.

6 Key Consultation changes

6.1   As a result of both rounds of consultation and the large amount of feedback received there have been several changes to the content and design of the Strategy, with further detail in Appendix 3.

6.2   The updated Strategy has now being simplified to incorporate a single Mode Share Objective with three principles which incorporate the former Objectives 2 (The user hierarchy) and 3 (A culture of active and sustainable travel) from the first draft Strategy. In addition, there is a further principle around accessibility and inclusion which was absent from the earlier draft versions. The number of Actions has been condensed from 8 to 5 to avoid repetition and consolidate information.

6.3   Significant design changes have been made to the formatting of the Strategy to improve engagement, interactivity, accessibility for use online.

7 Zero Emission Vehicles (ZEVs)

7.1   Greater clarity has been provided in the Strategy on the future role of ZEVs in the Garden Town after requests from Members. The market share of ZEVs is likely to increase substantially given the ban on sale of new petrol and diesel cars by 2030.

7.2   ZEVs are a powerful tool in the transition to a sustainable transport network and there is a clear need for additional infrastructure to support uptake. ZEVs will be particularly important to ensure that the 50% (existing town) and 40% (new Garden Communities) of journeys in the Garden Town which do not utilise active and sustainable modes have a reduced impact on the environment and society.

7.3   However, ZEVs are not considered sustainable within the HGGT active and sustainable transport modes definition. There are several reasons for this, although within the context of the Garden Town these following are the primary concerns:

    7.3.1   It is essential that Developers deliver on the HGGT Principles for healthy growth and provide the financial support for active and sustainable transport services and infrastructure. Including ZEVs in the Mode Share Objective would greatly increase the risk that the financial support needed for meaningful modal shift is not provided due to overreliance on ZEVs.

    7.3.2   Including ZEVs as a sustainable transport mode will place a significant additional burden on highway capacity that does not align with the growth agenda supported by the HGGT Partner Councils. ZEVs do not address the issues of congestion, space and severance that can only be achieved through modal shift.

    7.3.3   To ensure the definition aligns with the Government's aim: "Cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030" as set out in *Gear Change, A Bold Vision for Cycling and Walking[1]*.

8   Equality Impact Assessment (EQIA)

8.1   An EQIA has been undertaken and is attached to this report (Appendix 4. The consultation highlighted the need to include a principle on accessibility and inclusion. This change and others were taken into consideration in the final Transport Strategy now being presented and as detailed in the EQIA assessment.

8.2   The design and format of the Strategy has been reviewed against Shawtrust accreditation to ensure legibility and accessibility for online viewing.

9   How the HGGT Transport Strategy will be used

9.1   The Transport Strategy will be embedded as a material planning consideration into the masterplanning and planning processes for the new Garden Town communities, neighbourhoods and developments through ongoing work with the relevant partner Councils, site developers and planning applicants to ensure that the ambitious sustainable mode share objective, as set out, is being achieved.

9.2   The Transport Strategy will provide a base of evidence and best practice which will be used to inform the planning and design processes, behaviour change programmes, further evidence commissions, business plans, guidance notes etc. The evidence base that underpins

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[1] Gear change: a bold vision for cycling and walking (publishing.service.gov.uk)

the Transport Strategy will continue to evolve and be taken into consideration when developing transport schemes.

9.3 A monitoring framework will be established to ensure alignment with this Strategy. This Framework will be based on the recommendations from the HGGT Monitoring Framework Technical Note. Policies and schemes will also be monitored internally through the HGGT Board approval and oversight process. The Transport Strategy will be reviewed every three years to ensure evidence and measures are still relevant.

10   Next steps

10.1 There are a number of next steps for the HGGT Transport Strategy following endorsement by the HGGT Board:

10.2 Endorsement by District Cabinets/Executives and County Councils as a material consideration in relation to masterplanning and planning / application processes in relation to the new Garden Town communities in autumn/winter 2021

10.3 Given that the Transport Strategy is to be endorsed as a material consideration, it is proposed that the Partner Councils utilise the following recommendations for consistency of decision making (subject to minor alterations to satisfy their constitutional requirements). They should also consider their decision-making protocols and take steps to notify their decision in relation to the Transport Strategy on their forward plans as required.

10.3.1 To consider the HGGT Transport Strategy together with the accompanying appendices including the high-level programme, consultation report and equality impact assessment;

10.3.2 To agree that the Transport Strategy will be considered as a material planning consideration in connection with the preparation of masterplans, pre-application advice, assessing planning applications and any other development management purposes for sites within the Harlow and Gilston Garden Town;

10.3.3 To delegate to the [Planning Portfolio Holder/Delegate Officer] in consultation with the Director of the Garden Town to make any minor text or design amendments to the HGGT Transport Strategy prior to publication should there be necessity for clarification or changes proposed by the respective decision makers of the Partner authorities in order to ensure a consistent document.

10.4 Publication in early 2022

10.5 Post publication actions:

10.5.1 Ensure the Strategy is hosted on the HGGT Website and Partner District Council websites as a key material planning consideration in assessing planning applications.

10.5.2 Ensure the Strategy guides the masterplanning decisions for, or impacting upon, the HGGT;

10.5.3 Secure Public Sector funding for infrastructure and measures identified in the programme;

10.5.4 Maximise developer funding/contributions, without which the Strategy cannot be delivered;

10.5.5 Identification of resources to develop a monitoring and evaluation strategy, building on the Strategy's target.

10.5.6 Develop a detailed delivery plan to produce a funded and prioritised programme as part of the HGGT annual business planning for delivery of actions;

- Consideration of details such as timescales, funding sources, delivery options, locations and priorities.
- Alignment of principles, particularly the transport hierarchy, and speed of achieving the 50 and 60% modal share target.

HGGT Vision Assurance

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

The HGGT Transport Strategy seeks to support the achievement of the following HGGT Vision Principles:
- Placemaking and homes
  o P8: Responsive and distinctive design
  o P10: Healthy, safe and connected neighbourhoods and villages
- Landscape and Green Infrastructure
  o P14: Biodiversity, climate resilience and food security
- Sustainable Movement:
  o P16: Revitalising the cycle and walking network
  o P17: Changing the character of roads to streets
  o P18: Integrated transport: a viable and preferred alternative to cars
  o P19: Anticipating change and future proofing infrastructure
- Economy and regeneration

- o P21: The right work spaces, homes and community facilities
- o P23: A vibrant and resilient Town Centre for all the Garden Town

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

The HGGT Transport Strategy has undergone numerous reviews by HGGT Partner Officers and the HGGT Placeshaping and Engagement Workstream to ensure the Vision is embedded into the Strategy. Best practice and innovative examples have also been used to inform the Strategy to ensure the most ambitious and forward-thinking policies and measures have been considered and included.

Report to the Cabinet

Report reference: *C-037-2021/22*
Date of meeting: *25 January 2022*

**Epping Forest
District Council**

Portfolio: **Planning and Sustainability**

Subject: **Noting of HGGT Local Cycling and Walking Infrastructure Plan (LCWIP)**

Responsible Officer: **Ione Braddick**   **(01992 564205).**

Democratic Services: **Adrian Hendry**   **(01992 564246).**

Recommendations/Decisions Required:

(1) To note the HGGT LCWIP, as approved by the HGGT Board and submitted to the relevant portfolio holder of Essex CC for noting and endorsement; to Herts CC Exec Members and to the appropriate portfolio holders and Cabinets at Herts CC, East Herts DC, Epping Forest DC; and Harlow DC for noting;

(2) To note that the HGGT LCWIP document will be reviewed every three years co-ordinated by the HGGT Partnership;

Executive Summary:

This report is for noting the HGGT Local Cycling and Walking Infrastructure Plan (LCWIP). The HGGT LCWIP is the HGGT partnership's response to the Government's call to develop a local LCWIP. The LCWIP will assist Highway and Planning Authorities in obtaining funding from Government, Local Enterprise Partnerships, sub national transport bodies and developers. The HGGT LCWIP along with other plans, also informs the delivery of sustainable zero emission movement as set out in the HGGT Vision and HGGT Transport Strategy

Reasons for Proposed Decision:

To ensure that EFDC Cabinet and relevant Portfolio Holders are aware and updated on the content and purpose of the HGGT LCWIP, and the HGGT Board's decision to approve the LCWIP and commitment to review.

Other Options for Action:

Not to note the HGGT LCWIP would be contrary to the agreed recommendations of the 14 December HGGT Board report.

Report:

<u>Introduction</u>

1. Harlow and Gilston was designated as a Garden Town by the Ministry for Homes, Communities and Local Government (MHCLG) in January 2017 and will comprise new and existing communities in and around Harlow.

2. Set in attractive countryside, with transformative investment in transport and community infrastructure, new neighbourhoods to the east, west and south and new villages to the north (collectively referred to as the new Garden Communities) will be established and integrated with the existing Harlow town. The new communities in the Garden Town which are within Epping Forest District are seeking to deliver 3900 homes by 2033, which is over a third of the allocated housing in the District.

3. The Harlow and Gilston Garden Town (HGGT) Partnership describes the cross boundary joint working arrangements between East Herts District Council (EHDC), Epping Forest District Council (EFDC) and Harlow District Council (HDC) working together with Essex County Council (ECC) and Hertfordshire County Council (HCC) to ensure plans for the Garden Town deliver on their agreed HGGT Vision.

4. The full HGGT Board report of the HGGT Local Cycling and Walking Infrastructure Plan (LCWIP) can be found at Appendix A. The HGGT LCWIP document can be found at Appendix B. The HGGT LCWIP walking and cycling maps can be found at Appendix C.

5. In 2017 the Government set out the need for a "standard" approach to assess and prioritise walking and cycling schemes to ensure the schemes that were allocated funding were representing value for money and supporting the Government's aspiration of doubling the number of journeys undertaken by walking or cycling. The Local Cycling and Walking Infrastructure Plan (LCWIP) process is the response to this need.

6. An LCWIP is an investment plan, subject to resources being made available, that identifies investment priorities (in accordance with the guidance) for new infrastructure which is designed to support a greater number of people making journeys on foot or on cycle. This is the first time the LCWIP approach has been applied in the Garden Town area. It needs to be seen as a document open to review but principally a mechanism to secure funding within the Government's framework.

7. The LCWIP has considered both the existing urban area of Harlow and the proposed new Garden Communities. It has also taken into account the emerging Harlow town centre master plan, which calls for a step change in the quality of the public realm in the town centre.

8. The LCWIP links to other strategic transport planning documents, such as the HGGT Vision, HGGT Design Guide, HGGT Transport Strategy, Harlow Cycling Action Plan, Harlow town centre master plan (draft), development proposals and other local initiatives, to ensure its compatibility with other local transport priorities that tackle congestion and enable growth.

9. The HGGT Transport Strategy sets out the Mode Share Objective, which states that: "*50% of all trips starting and/or ending in the existing settlement area of Harlow Town*

should be by active and sustainable travel modes and 60% of all trips starting and/or ending in the new Garden Communities of Harlow & Gilston Garden Town should be by active and sustainable travel modes.". A key principle to deliver on this is to give greater priority across the network and where appropriate to walking, cycling and public transport.

LCWIP Process

10. An LCWIP, as set out by the Department for Transport (DfT), follows a very prescriptive and evidence-led approach to creating the plan. This aids the DfT in standardising and comparing schemes across the country and within different contexts. The DfT are increasingly relying on LCWIPs to allocate active travel funding, with some funds only available to bidders that have completed an LCWIP. The evidence from the LCWIP can be used to ensure schemes meet a high cost to benefit ratio which the DfT require. Essentially, a LCWIP highlights strategic improvements that will get the most people travelling actively and be the best value for money for the Government.

11. The goal of an LCWIP is to enable the increase in the use of cycling and walking as the mode of travel and identifying the routes and areas where more residents would choose these modes in preference to other means of travel. The LCWIP considers total travel demand regardless of mode, it does not focus alone on existing walking and cycling trips. Cycling and walking networks should be an integral component of a transport system that considers the needs of all users, and connects people with people, places, goods and services.

12. An LCWIP follows a prescribed process set by DfT which includes: determining the scope of the study, gathering the necessary information and data, planning the cycling and walking elements, prioritising the outputs, and integration into the wider strategic transport programme.

Next Steps

13. Endorsement is sought from ECC for the HGGT LCWIP as ECC is the lead Local Highway Authority for the majority of the walking and cycling routes identified within the LCWIP.

14. Following approval from the HGGT Board and endorsement from ECC, it is intended that the LCWIP will be published and be publicly accessible in spring 2022.

15. The approved and endorsed LCWIP will be used to:

- Identify short, medium, and long-term investment projects in the cycling and walking infrastructure network.
- Support and or inform the development of Local Plans, HGGT strategies and the HGGT IDP as evidence base.
- Support bids for investment to fund the delivery of the schemes identified.
- Support the negotiation of Section 106 financial contributions or other forms of infrastructure tariffs e.g. Community Infrastructure Levy.
- Support and inform the development of master plans and or Planning applications.

16. Formal feedback will be provided to DfT on the prescribed approach set out in the LCWIP guidance to state that greater flexibility and localism is required.

17. The LCWIP will be reviewed every three years co-ordinated by the HGGT partnership. Particular attention will be given to any significant changes in local circumstances, such as the publication of new policies or strategies, major new development sites, and as walking and cycling networks mature and expand.

Resource Implications

The noting of the contents of this report do not give rise to additional resource implications currently. However the successful delivery of the Garden Town and its associated infrastructure, in particular the Strategic Sites within Epping Forest District, will require considerable commitment of officer time from EFDC. Future review of the HGGT LCWIP by the HGGT Partnership may also require EFDC officer time.

Safer, Cleaner and Greener Implications:

The HGGT LCWIP provides evidence for funding of walking and cycling infrastructure which supports the HGGT Transport Strategy objective of modal shift towards sustainable and active travel. The LCWIP also supports emerging EFDC Local Plan policies designed to promote the notion of encouraging and enabling active and sustainable travel choices, and through doing so improving health, wellbeing, air quality, placeshaping, economic and social mobility. This will contribute to safer, cleaner, greener objectives by planning for sustainable development.

Consultation Undertaken:

A summary of the engagement and consultation process is set out within the HGGT Board Report (Appendix A, paragraphs 7.1-8.7).

Background Papers:

- Cabinet Report C-034-2021-22 Endorsement of Harlow & Gilston Garden Town Transport Strategy 25 January 2022

Risk Management:

The use of the HGGT LCWIP to provide evidence to secure investment from funding partners and investment, in the manner and methodology as set out by Central Government via Department for Transport will increase opportunities to apply for and be allocated funding. To not note and/or endorse the HGGT LCWIP would reduce the opportunity for investment, and could lead to a disjointed and deteriorating walking and cycling network across the Garden Town.

Agenda Item 7

HARLOW AND GILSTON GARDEN TOWN

Report to:	**HARLOW AND GILSTON GARDEN TOWN BOARD**
Title:	**HGGT Local Cycling and Walking Infrastructure Plan**
Date:	**14th December 2021**
Report Authors:	**Paul Wilkinson, David Burt**
Enclosures:	**Appendix 1 – HGGT LCWIP**
	Appendix 2 – HGGT LCWIP walking and cycling maps

EXECUTIVE SUMMARY:

This report seeks the HGGT Board's formal approval for the HGGT Local Cycling and Walking Infrastructure Plan (LCWIP). The HGGT LCWIP is the HGGT partnership's response to the Government's call to develop a local LCWIP. The LCWIP will assist Highway and Planning Authorities in obtaining funding from Government, Local Enterprise Partnerships, sub national transport bodies and developers. The HGGT LCWIP along with other plans, also informs the delivery of sustainable zero emission movement as set out in the HGGT Vision and Transport Strategy.

RECOMMENDATIONS:

1. **That the HGGT LCWIP is approved by the HGGT Board and submitted to the relevant portfolio holder of Essex CC for noting and endorsement; to Herts CC Exec Members and to the appropriate portfolio holders and Cabinets at Herts CC, East Herts DC, Epping Forest DC; and Harlow DC for noting.**

2. **To note that the HGGT LCWIP document will be reviewed every three years co-ordinated by the HGGT Partnership.**

1 Introduction

1.1 In 2017 the Government set out the need for a "standard" approach to assess and prioritise walking and cycling schemes to ensure the schemes that were allocated funding were representing value for money and supporting the Government's aspiration of doubling the number of journeys undertaken by walking or cycling. The Local Cycling and Walking Infrastructure Plan (LCWIP) process is the response to this need.

1.2 An LCWIP is an investment plan, subject to resources being made available, that identifies investment priorities (in accordance with the guidance) for new infrastructure which is designed to support a greater number of people making journeys on foot or on cycle. This is the first time the LCWIP approach has been applied in the Garden Town area. It needs to be seen as a document open to review but principally a mechanism to secure funding within the Government's framework.

1.3 The LCWIP has considered both the existing urban area of Harlow and the proposed new Garden Communities. It has also taken into account the emerging Harlow town centre master plan, which calls for a step change in the quality of the public realm in the town centre.

1.4 Whilst Harlow has an enviable existing cycling and walking network, the necessary investment to maintain and upgrade the network has not always been available as the town has expanded, leading to a disjointed and deteriorating network. The HGGT LCWIP provides the evidence to secure investment from funding partners and investors. It has already been used to inform a bid to HMG for more than £1m of investment into cycling and walking in Harlow.

2 Garden Town context

2.1 The LCWIP links to other strategic transport planning documents, such as the HGGT Vision, HGGT Design Guide, HGGT Transport Strategy, Harlow Cycling Action Plan, Harlow town centre master plan (draft), development proposals and other local initiatives, to ensure its compatibility with other local transport priorities that tackle congestion and enable growth.

2.2 The HGGT Transport Strategy sets out the Mode Share Objective, which states that: "*50% of all trips starting and/or ending in the existing settlement area of Harlow Town should be by active and sustainable travel modes and 60% of all trips starting and/or ending in the new Garden Communities of Harlow & Gilston Garden Town should be by active and sustainable travel modes.*". A key principle to deliver on this is to give greater priority across the network and where appropriate to walking, cycling and public transport.

3 LCWIP process

3.1 An LCWIP, as set out by the Department for Transport (DfT), follows a very prescriptive and evidence-led approach to creating the plan. This aids the DfT in standardising and comparing schemes across the country and within different contexts. The DfT are increasingly relying on

LCWIPs to allocate active travel funding, with some funds only available to bidders that have completed an LCWIP. The evidence from the LCWIP can be used to ensure schemes meet a high cost to benefit ratio which the DfT require. Essentially, a LCWIP highlights strategic improvements that will get the most people travelling actively and be the best value for money for the Government.

3.2   The goal of an LCWIP is to enable the increase in the use of cycling and walking as the mode of travel and identifying the routes and areas where more residents would choose these modes in preference to other means of travel. The LCWIP considers total travel demand regardless of mode, it does not focus alone on existing walking and cycling trips. Cycling and walking networks should be an integral component of a transport system that considers the needs of all users, and connects people with people, places, goods and services.

3.3   An LCWIP follows a prescribed process set by DfT which includes: determining the scope of the study, gathering the necessary information and data, planning the cycling and walking elements, prioritising the outputs, and integration into the wider strategic transport programme.

4   Planning for cycling

4.1   Using a number of data sources and analytical approaches, the LCWIP process has determined a network of the 9 strongest routes to be developed further in the cycling element of the LCWIP (see Appendix 2). Five of the proposed routes are on the route of the HGGT Sustainable Transport Corridors and this assists in validating their locations.

4.2   The table below details the routes and their prioritisation according to Essex CC's (ECC) Advanced Scheme Design (ASD) rankings which looks to evaluate each LCWIP cycle route across the county. The ASD is based on: ECC Organisation Objectives, DfT LCWIP Objectives, Effectiveness and Deliverability.

4.3   These rankings assist ECC when bidding for funding but they are not rigid. Route 9, has been submitted to DfT as part of a recent Active Travel Fund bid due to the advanced stages of design for this route and strategic fit against the bidding criteria. If an opportunity is presented that enables a lower ranked route to be brought forward, it will be considered.

LCWIP Route	HGGT area ranking
Route 1: Town Centre orbital	1st
Route 2: Gilston (west) – Parndon Mill – Town Centre	9th
Route 3: Gilston (central) – Burnt Mill – Town Centre	7th
Route 4: Town Centre – First Avenue – Churchgate Street – East of Harlow	2nd
Route 5: Town Centre – Brays Grove – Potter Street	6th
Route 6: Town Centre – Tye Green – Latton Bush – Latton Priory	3rd

Route 7: Town Centre – Passmores – Staple Tye	8th
Route 8: Town Centre – Great Parndon – Water Lane	4th
Route 9: Town Centre – Fourth Avenue - Pinnacles	5th

5   Planning for walking

5.1   A long list of seven Core Walking Zones (CWZs) were identified and a selection process was performed to narrow this down to four based on four core indicators: walkability potential; destination potential; health inequality; and policy fit. These four CWZs are (see Appendix 2):

- Town Centre
- Templefields
- Bush Fair
- Staple Tye

5.2   These four areas provide a balance across Harlow: the town centre being a mixed-use environment; Templefields being a zoned employment cluster but with big box retail attached, and the last two being local centres serving a much more residential catchment. After feedback from HDC Officers, the Templefields CWZ routes were extended to include the Stow.

6   Proposed interventions

6.1   The findings of the walking and cycling audits were translated into proposed interventions for each of the four walking zones and nine cycle routes. For the walking zones the design interventions were grouped by area and also by design themes (e.g. junctions, de-cluttering, maintenance needs) which provides the option of delivering the interventions either by zone or by addressing a town-wide theme across Harlow. The cycling measures were provided by route. Some elements may be delivered separately to the walking zone or cycle route, within the wider area in which they sit if this provides efficiencies, i.e. where they align to Sustainable Transport Corridors or other LCWIP packages. Further investment in detailed design work is required for the individual schemes.

6.2   The estimated total value of the LCWIP potential measures is: c. £38m. This is made up of c. £33m for the cycling element (approx. 22km) and c. £5m for the walking element. This investment will bring the current, substandard, walking and cycling network up to high quality infrastructure that aligns with the latest design standards and approaches. The design and delivery costs for the 5 cycle routes that align with the STCs are expected to be picked up through the STC programme. This information has been used to support the review of the Infrastructure Delivery Plan (IDP).

7 Engagement

7.1 Officers have strived to ensure that the drafting of the LCWIP has been a collaborative process, and they have sought engagement with a range of relevant community stakeholders, such as existing local cycling and walking groups and forums. This has ensured that local knowledge and needs have been incorporated into the evidence base.

7.2 Several HGGT partner workshops were held alongside the core officer working group to ensure all partner authorities were informed and engaged in the process of developing the LCWIP.

7.3 The partner workshops engagement focused mainly on the walking component of the LCWIP due to the high level of previous engagement and literature on cycling in Harlow, through the Harlow CAP, which was used to inform the cycling element of this report.

7.4 The walking stakeholder workshop was convened that included Harlow residents involved in walking groups, such as the Ramblers Association, together with HDC officers. Barriers to walking and the suitability of the identified Key Walking Zones were discussed, and feedback incorporated into the report.

7.5 HDC officers were engaged and provided comments on the Key Walking Zones and Priority Walking Routes. Feedback from HDC officers led to the inclusion of the Templefields CWZ and the inclusion of walking routes through the Stow and Old Harlow neighbourhoods. Officer comments on the cycling routes also led to an extension of Route 5 into Church Langley.

7.6 Finally, an audit to record the current quality of the proposed walking routes was held with assistance from local residents and HDC and other partner authority officers. This process ensured that the vital local knowledge of these stakeholders could inform outputs.

8 Consultation

8.1 A summary of the consultation process, which took place over 4 weeks between May and June 2021, is set out below (a full summary of all consultation responses received is available on request).

8.2 The consultation was non-statutory and due to the prescriptive nature of the LCWIP process, and lack of flexibility with regard to making changes, it will be primarily used as an evidence base when applying for funding from Government and guide investment from developers. The consultation did provide insightful feedback which can be used to inform future reviews of the document and the development of proposed schemes.

8.3 The consultation used a variety of methods to engage stakeholders. Primarily, there was a website with information on the plan and a survey to gather feedback. Social media was used extensively to act as a signpost to the website and generate further comment. A Facebook Live interview was also held to provide a further avenue for comment. Workshops were set

up with various stakeholder groups from the Harlow Youth Council and charities to businesses and local cycling and walking groups.

8.4   There were almost 100 responses to the survey. These results revealed a good spread of ages (from 18-75) and geographies, 90% of respondents were from the HGGT area.

8.5   Results revealed a broad support - 58% support, 29% oppose - for the walking zones. However, there was less support - 38% support, 57% oppose - for the cycling routes. It should be noted that the survey did not collect data on specific routes and as such the opposition for the network as a whole, could have been due to a specific issue on one route.

8.6   From the surveys undertaken for the HGGT Transport Strategy itself there was 81% support for improving the facilities for pedestrians and cyclists. It is believed the lower level of support for the cycle routes in the LCWIP are due to a number of factors:

   8.6.1   Consultees wished to see more routes included – the LCWIP is a prescribed and focused process. Routes suggested may not have scored highly using the tools set out in the LCWIP. Many more routes are included in the Harlow CAP which was used to inform the LCWIP. The routes recommended in the LCWIP provide the best opportunity for successful funding bids although additional routes can be considered in future iterations.

   8.6.2   Opposition to the Parndon Mill route – Officers met with representatives of Parndon Mill Trust to discuss this section of the proposed route. Alternative route alignments have been identified in the HGGT LCWIP to cross the Stort Navigation in this area that do not take the path across the front of the Mill.

   8.6.3   A perception that LCWIP was developing new routes at the expense of the current network – the majority of the LCWIP routes are on the existing network and if funding is successful the existing network will be enhanced to the highest standard.

8.7   The LCWIP process is designed to allow the Government to allocate funding based on a nationally consistent appraisal method which requires following a staged and prescriptive process. This is the first LCWIP developed by HGGT and the feedback from the consultation will be taken on board in designs as schemes are developed further as well as in future iterations.

9   Outcomes and next steps

9.1   Endorsement is sought from ECC for the HGGT LCWIP as ECC is the lead Local Highway Authority for the majority of the walking and cycling routes identified within the LCWIP.

9.2   Following approval from the HGGT Board and endorsement from ECC, it is intended that the LCWIP will be published and be publicly accessible in spring 2022.

9.3   The approved and endorsed LCWIP will be used to:

   9.3.1   Identify short, medium, and long-term investment projects in the cycling and walking infrastructure network.

   9.3.2   Support and or inform the development of Local Plans, HGGT strategies and the HGGT IDP.

   9.3.3   Support bids for investment to fund the delivery of the schemes identified.

   9.3.4   Support the negotiation of Section 106 financial contributions or other forms of infrastructure tariffs e.g. Community Infrastructure Levy.

   9.3.5   Support and inform the development of master plans and or Planning applications.

9.4   Formal feedback will be provided to DfT on the prescribed approach set out in the LCWIP guidance to state that greater flexibility and localism is required.

9.5   The LCWIP will be reviewed every three years co-ordinated by the HGGT partnership. Particular attention will be given to any significant changes in local circumstances, such as the publication of new policies or strategies, major new development sites, and as walking and cycling networks mature and expand.

HGGT Vision Assurance

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

The HGGT LCWIP seeks to support the achievement of the following HGGT Vision Principles:

- Placemaking and homes
    - Responsive and distinctive design
    - Healthy, safe and connected neighbourhoods and villages
- Sustainable Movement:
    - Revitalising the cycle and walking network
    - Changing the character of roads to streets
    - Integrated transport: a viable and preferred alternative to cars
    - Anticipating change and future proofing infrastructure
- Economy and regeneration
    - A vibrant and resilient Town Centre for all the Garden Town

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

The HGGT LCWIP has undergone numerous reviews by HGGT Partner Officers and the HGGT Placeshaping and Engagement Workstream to ensure the Vision is embedded. The latest standards and designs have been included to ensure alignment with best practice and that the LCWIP pushes for greater ambition on active travel.

Harlow and Gilston Garden Town LCWIP

Final Report

May 2021

Project Code: 03882

Version Control and Approval

Version	Date	Main Contributor	Issued by	Approved by
A	29 September 2020	ANS, BC, JY	BC	JT
B	1st December 2020	ANS, BC, JY	BC	JT
C	20th February 2021	BC, JY	BC	JT
D	14th March 2021	BC, JY	BC	JT
E	7th May 2021	BC, JY	BC	JT

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Appendices

I   Introduction

1.1 Introduction to Harlow and HGGT

1.1.1 The Harlow and Gilston Garden Town (HGGT) authority partnership has commissioned PJA to undertake an LCWIP in Harlow on behalf of a consortium of local authorities: Harlow and Gilston Garden Town (lead client), Epping Forest District Council, Essex County Council, Harlow District Council, Hertfordshire County Council, and East Hertfordshire District Council.

1.1.2 The Harlow and Gilston Garden Town (HGGT) was designated as a Garden Town in 2017, with East Herts, Epping Forest and Harlow District Councils, and Essex and Hertfordshire County Councils working together to deliver new and support existing communities in and around Harlow. Growth in the Garden Town is being planned to deliver at least 23,000 new homes following Garden City principles. At least 16,500 homes will be built in new communities to the north (Gilston Area), south (Latton Priory), east (East of Harlow) and west (Water Lane) of Harlow (collectively referred to as the new Garden Communities). Employment clusters and job growth will be dispersed throughout the Garden Town, including in the town centre, Enterprise Zone sites and employment areas as well as in the new communities.

Figure 1-2: Examples of Harlow's existing walking and cycling routes: Traffic-free route (Harlow Fields), Grade separated walking and cycling route (First/Fifth Avenue), Bi-directional cycle track (First Avenue), Shared use track (Southern Way)

1.1.3 The multi-partite nature of the project's commissioning group reflects Harlow's position in Essex: close to the boundary with Hertfordshire, and with significant housing growth allocated in the neighbouring districts of Epping Forest and East Hertfordshire together with growth in Harlow forming the Harlow and Gilston Garden Town. This includes four new Garden Communities

comprising the Gilston Area in East Herts, Latton Priory and Water Lane in Epping Forest District and East of Harlow extending between the districts of Harlow and Epping Forest.

1.1.4   Sustainable transport policy has been set out in three Local Plans and the two county Local Transport Plans. A key policy within the local policy framework is the need for development to consider a modal hierarchy which prioritises walking and cycling, public transport, over private motor vehicles. This policy is reiterated within the HGGT Transport Strategy which also outlines ambitious targets for sustainable mode share across the Garden Town (50%) and within the new Garden Town communities (60%). The below excerpt from the HGGT Transport Strategy provides additional information of existing commuting travel behaviours.

Figure 1-3: Excerpt from HGGT's 2019 Transport Strategy

1.1.5   The HGGT LCWIP builds upon the existing Harlow Cycling Action Plan by including analysis and recommendations for pedestrian infrastructure alongside a more focused and strategic network of cycling routes that account for – and interface with – future development sites in the Garden Town. The HGGT LCWIP has allowed much of the existing cycle network development to be validated and continued, rather than repeating any efforts.

1.1.6   The HGGT LCWIP will sit under the overarching HGGT Transport Strategy providing an evidence base for the development of other work such as the Infrastructure Delivery Plan, Harlow town centre regeneration and Sustainable Transport Corridors. The below plan provides an overview of the HGGT Transport Strategy Evidence Base and the supporting documents.

Figure 1-4: Overview of HGGT Transport Strategy Evidence Base

1.2   Introduction to LCWIPs
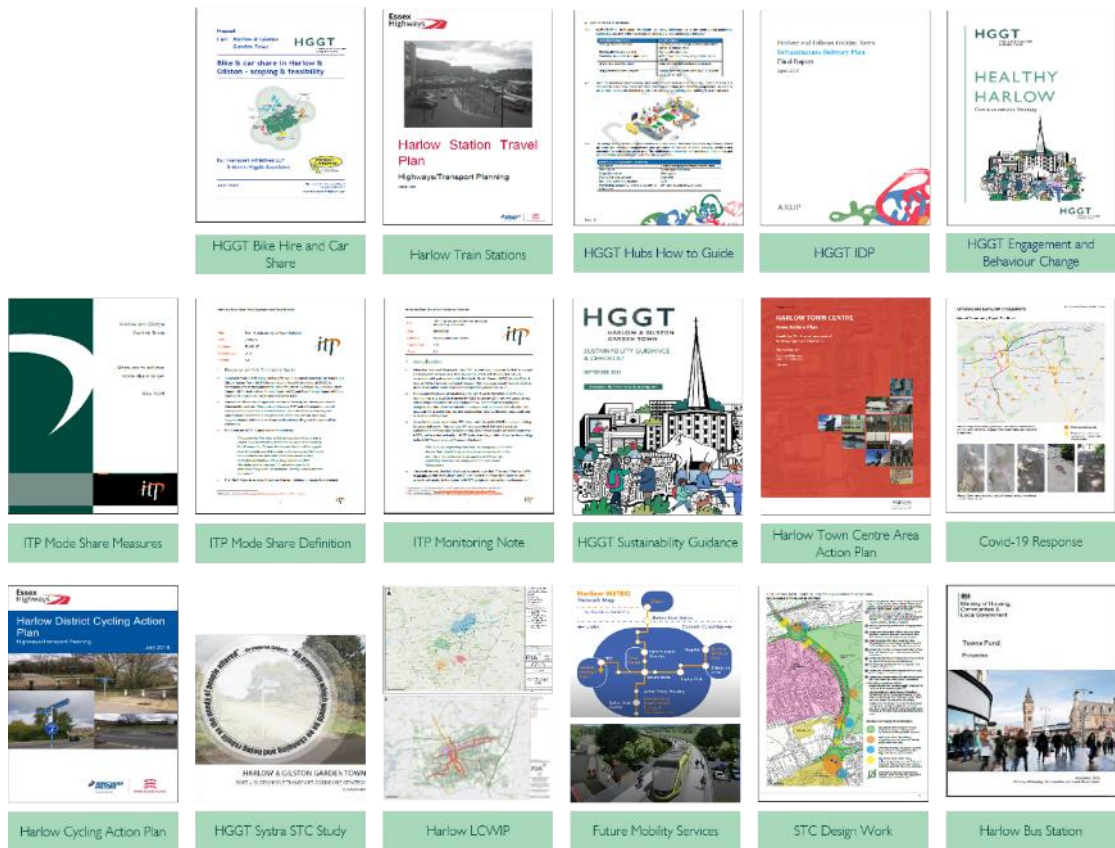
1.2.1   An LCWIP is a Local Cycling and Walking Infrastructure Plan that identifies priority investment in new infrastructure to support greater number of people making journeys on foot or on cycle. LCWIPs should identify infrastructure interventions over a short, medium, and long-term horizon that meet the transport objectives of the HGGT Transport Strategy, as well as existing and new residents, visitors and commuters.
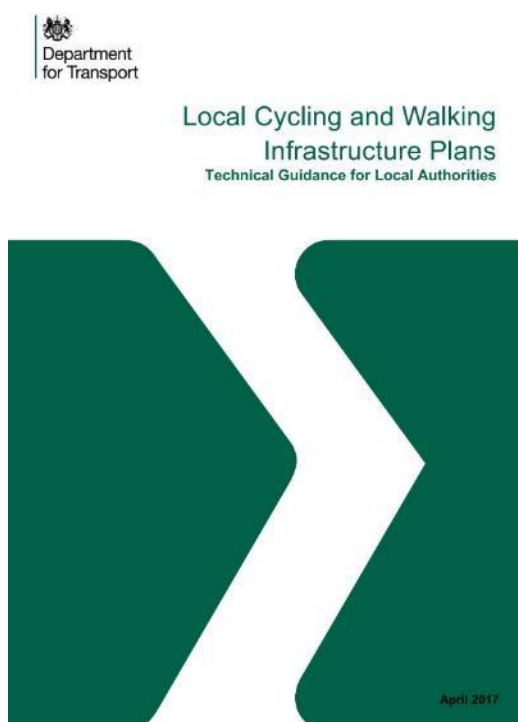
1.2.2   The process for undertaking an LCWIP is set out in the Department for Transport's (DfT) process guidance, issued in 2017 as part of the Cycling & Walking Investment Strategy (CWIS). A fundamental aim of an LCWIP should be to help meet the government's aspiration of doubling the number of journeys undertaken by walking or cycling, and as such planning infrastructure around existing or forecast travel patterns is a core principle of an LCWIP. A key consideration in the development of an LCWIP is understanding existing conditions for active travel, and how these facilities can be incorporated into the LCWIP networks. The below images illustrate how Harlow already has some high quality walking and cycling infrastructure.

1.2.3   Harlow's LCWIP has therefore considered both the existing urban area and the new Garden Communities. It has also taken into account the emerging proposals for the town centre, which is likely to see a step change in the quality of the street environment in the town centre. These proposals will shift the town centre from its current retail focus towards a more diverse land use strategy to include a better mix of housing and more leisure and cultural activities. This is consistent

with many other town centres across the country that have responded to a change in shopping habits with the rise of the internet, and a renewed desire among many people to live in the heart of a town or city, close to amenities and public transport links.

1.2.4   The key outputs of an LCWIP are as follows:

- A network plan for walking and cycling which identifies preferred routes and core zones for further development (Appendix A combines all GIS mapping completed for the LCWIP)
- A prioritised programme of infrastructure improvements for future investment
- A report which sets out the underlying analysis completed to support the LCWIP's development and recommended LCWIP network

1.2.5   LCWIPs are produced with a ten year timeframe for delivery, however the DfT's intention is that the documents are flexible and therefore should be considered as 'live' documents. This provides local authorities with the flexibility to update their network plans to reflect local changes, including new development sites, funding opportunities and additional routes. On this basis, whilst the plan has recommended initial sites in the town, future work streams should consider expanding and evolving these initial proposals to ensure that a consistent high quality of walking and cycling infrastructure is provided across Harlow.

1.2.6   This LCWIP has identified an initial nine priority LCWIP cycling corridors and four Core Walking Zones in Harlow. Design interventions have been identified for each of the corridors and zones in order to improve conditions for walking and cycling. A programme of investment has been costed and prioritised in order to determine packages over short, medium and long-term funding horizons, consistent with Essex's Advanced Scheme Design (ASD) multi-criteria analysis. The recommended design measures for the LCWIP routes are based on the below principles which have been derived from the DfT's Local Transport Note 1/20:

- **Coherent**: Develop routes which help overcome severance, such as main roads and railway lines, to improve the integration and coherence of the town's existing walking and cycling facilities
- **Direct**: Provide direct and intuitive routes which minimise deviation from natural desire lines, ideally provide routes which are shorter than the equivalent vehicle trip to further increase the convenience of walking and cycling
- **Safe**: Promote walking and cycling facilities that minimise interaction with vehicular traffic: providing protected facilities on routes with higher volumes of vehicular traffic, and developing low-traffic environments in local and residential settings
- **Comfortable**: Provide high quality and well maintained walking and cycling facilities which provide comfortable width for the anticipated number of trips. Avoid the need for creating shared facilities which compromise the level of service for both walking and cycling

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- **Attractive**: Develop a network which encourages more people to walk and cycle in attractive and safe environments

1.2.7   Figure 1-5 summarises the geographic extents of the LCWIP's recommended core walking zones and cycling corridors. The LCWIP is a document that will assist highway and planning authorities in obtaining monies from funding partners such as government, local enterprise partnerships and property developers. It is worth noting that the DfT considers LCWIPs to be live documents and therefore modifications/additions to the routes identified in this LCWIP should be included if they help to enhance the initial LCWIP network.
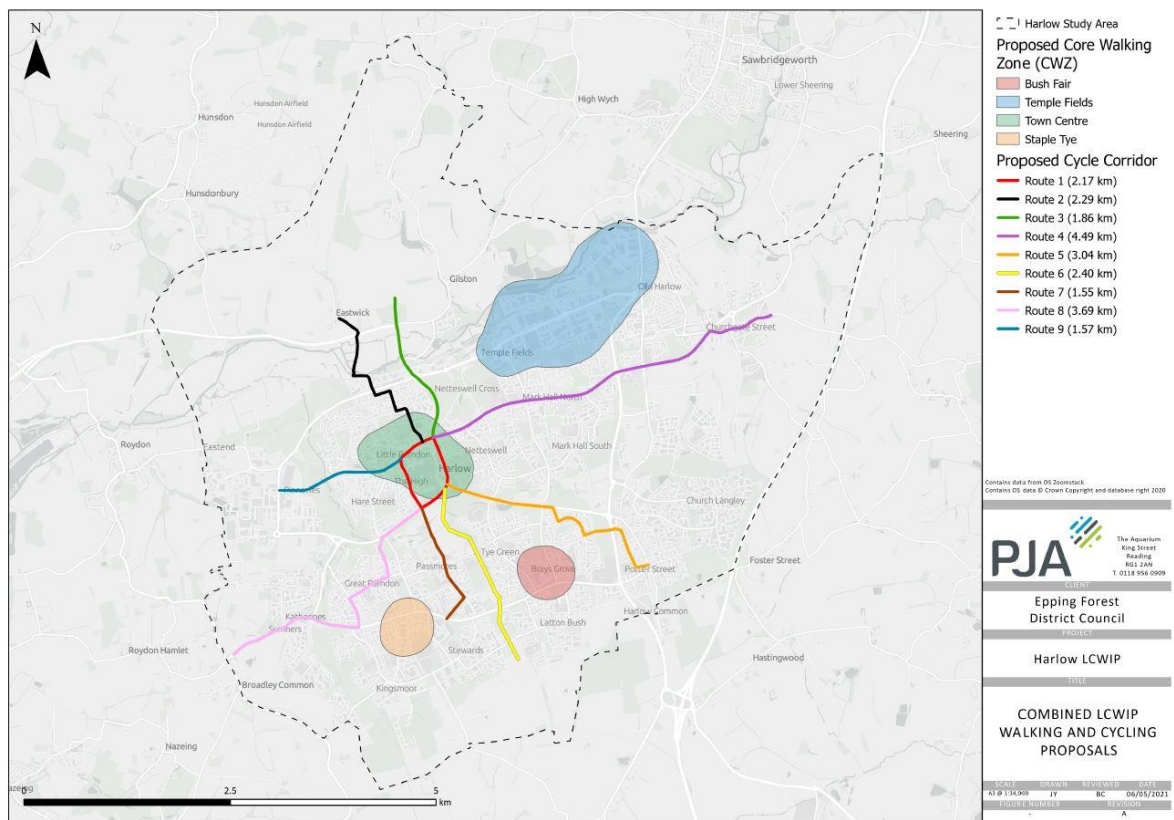

Figure 1-5: Combined LCWIP Walking Zones and Cycling Corridors

2 LCWIP process overview

2.1   Introduction

2.1.1   This chapter provides an overview of the LCWIP process and how it has been applied in Harlow. The DfT technical guidance for authorities developing an LCWIP sets out a methodical approach to the planning and delivery of cycling and walking infrastructure and the process is based on the six stages listed below.

LCWIP stage	Name	Description
1	Determining Scope	Establish the geographical extent of the LCWIP, and arrangements for governing and preparing the plan.
2	Gathering Information	Identify existing patterns of walking and cycling and potential new journeys. Review existing conditions and identify barriers to cycling and walking. Review related transport and land use policies and programmes.
3	Network Planning for Cycling	Identify origin and destination points and cycle flows. Convert flows into a network of routes and determine the type of improvements required.
4	Network Planning for Walking	Identify key trip generators, core walking zones and routes, audit existing provision and determine the type of improvements required.
5	Prioritising Improvements	Prioritise improvements to develop a phased programme for future investment.
6	Integration and Application	Integrate outputs into local planning and transport policies, strategies and delivery plans.

Table 2-1: LCWIP stages from DfT technical process guidance

2.1.2   LCWIPs should be evidence-led, and comprehensive. An LCWIP should identify a pipeline of investment, ideally over a ten year period, so that a complete cycling network is delivered at an appropriate geography (see LCWIP Stages 1 and 2) and that walking and cycling improvements are delivered coherently, in particular within core walking zones (see Stage 4 – Planning for Walking). The goal of an LCWIP should be to increase the use of cycling and walking, which means looking at routes and areas where more people could choose these modes in preference to other means of travel. Therefore, an LCWIP should consider travel demand regardless of mode, rather than looking just at existing walking and cycling trips.

2.1.3   The geographic scope for the cycling element and walking elements need not be the same, but there can be efficiencies where cycling infrastructure also considers walking and vice-versa, and planning them together can avoid one mode compromising the other. There are several instances within the HGGT LCWIP where proposed walking and cycling schemes overlap.

2.1.4   The development of the HGGT LCWIP has been guided by input from HGGT project officers and the wider Partner Authorities. Virtual engagement sessions were also hosted with Members, Developers and local walking and cycling groups during the development of the LCWIP.

3   Local Context

3.1   Introduction

The purpose of this chapter is to provide a short overview of the history of Harlow and the context for the development of the LCWIP.

3.2   1947 New Town Masterplan

3.2.1   Harlow is a new town, built in the years after World War Two to support renewal of and overspill from London. As a planned town, it has a loose grid of primary circulation roads with local distributor roads feeding off them (see Figure 3-2). These link to clusters of discrete neighbourhoods, served by three major neighbourhood centres in addition to the main town centre and smaller shopping parades. Employment land uses are clearly zoned although there are small pockets of employment uses in the local centres and town centres in addition to the retail and services provided there. Harlow New Town subsumed the villages of Old Harlow and Potter Street, which retain many shops and local services.
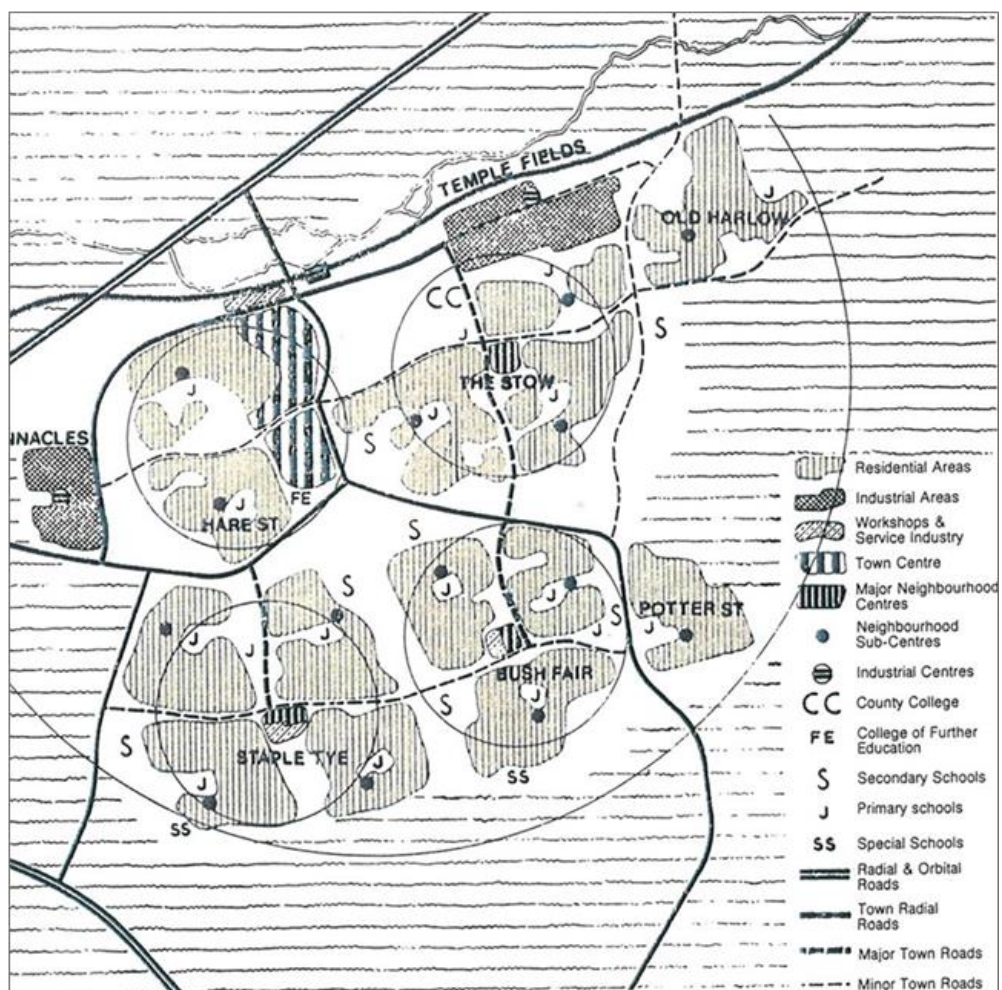

Figure 3-2: Harlow Masterplan (from 'The Design of Harlow', (F Gibberd, 1980)

3.2.2   Before the planned development of Harlow New Town, the area was largely fields with dispersed farmsteads and manors. The commercial centre grew around Old Harlow's medieval market square and the more informal Churchgate Street to the south-east. The population grew from 1,514 people in 1801 to 3,471 in 1931, which is small in comparison to the 60,000 people for whom the new town was planned (later this increased further to 90,000). Frederick Gibberd's vision and masterplan for Harlow New Town reflected the New Town ethos of the 1940s, drawing inspiration from the earlier Garden City movement and the drive to provide high quality and spacious homes with access to clean air and open space.

Figure 3-3: Example of a grade-separated junction underneath Fifth Avenue

3.2.3   The 1952 masterplan was based on three fundamental principles - an essentially human environment (that the design should be based on the pedestrian); an urban atmosphere; and the principle of evolution. According to Gibberd, "the third predicted a flexible approach. The first two were basic to the concept of new towns". Based around these principles, a comprehensive cycling and walking network was therefore planned and built with the new town. This generally consists of dedicated cycleways, separated both from pedestrians and motor vehicles, exhibiting the earliest use of this type of segregation that was later copied by Dutch planners and engineers retro-fitting their cities and building new towns from the 1970s onwards. The examples illustrate the typical walking and cycling infrastructure that was installed in Harlow during this period.

'An organism which would go on changing and being rebuilt as the needs of the people altered'

(Sir Frederick Gibberd)

3.2.4   Where available, these routes can offer seamless and direct walking and cycling connections through the town with minimal interaction with vehicular traffic. The cycling and walking network makes extensive use of grade separation where cycle routes and footpaths are routed under main roads through underpasses which reduces interactions with vehicular traffic. Harlow's cycling and walking network also follows what is called a "displaced grid" approach, meaning they do not always share the same route as the equivalent corridor for vehicular traffic, making use of paths in the town's many green wedges, or old roads that were superseded by the New Town, e.g. Netteswell Road (now part of National Cycling Route 1).

Figure 3-4: Protected cycle track and footway alongside Second Avenue

3.2.5   Such isolated routes in green space or in subways are not attractive to all potential users due to fears of social safety and lack of passive surveillance especially at night or if lightly used. These routes are also hard to follow, as tree cover and earthworks remove people's ability to orientate themselves within the landscape and built environment. Furthermore, new users who may be accustomed to following vehicular routes would not necessarily be aware of the availability of convenient cycling and walking routes if they are hidden from view. Finally, the quality of the Harlow's original cycling network has not been maintained as the town has expanded or new development built, leading to the feeling of a disjointed and incomplete network.

3.2.6   Nevertheless, the core of the historic network gives Harlow an advantage compared to more historic settlements as there is an established network of infrastructure to build upon. Furthermore, Gibberd's flexible approach with generous highway verges in places means there is scope to update existing highway geometries considerably to accommodate improved walking and cycling facilities. The below figure summarises the distribution of the town's existing off-road cycle network.
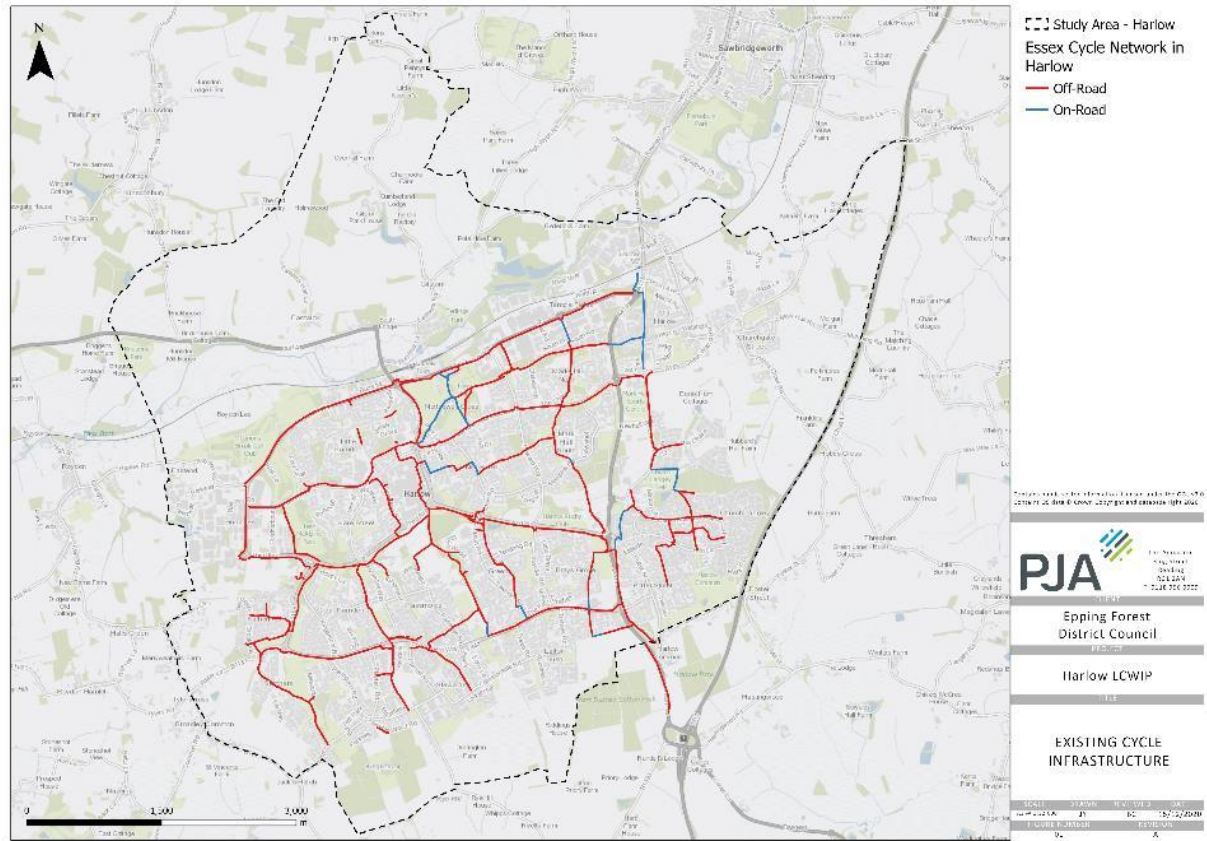
Figure 3-5: Existing Cycle Network

3.2.7   Furthermore, Harlow benefits from being a relatively compact town and the below figure illustrates how a majority of the existing town is within a 20 minute cycle of the town centre. The isochrones are developed using the existing highways network and it is reasonable to assume therefore that the isochrones would have a wider coverage if they considered off-road cycle routes in the town.
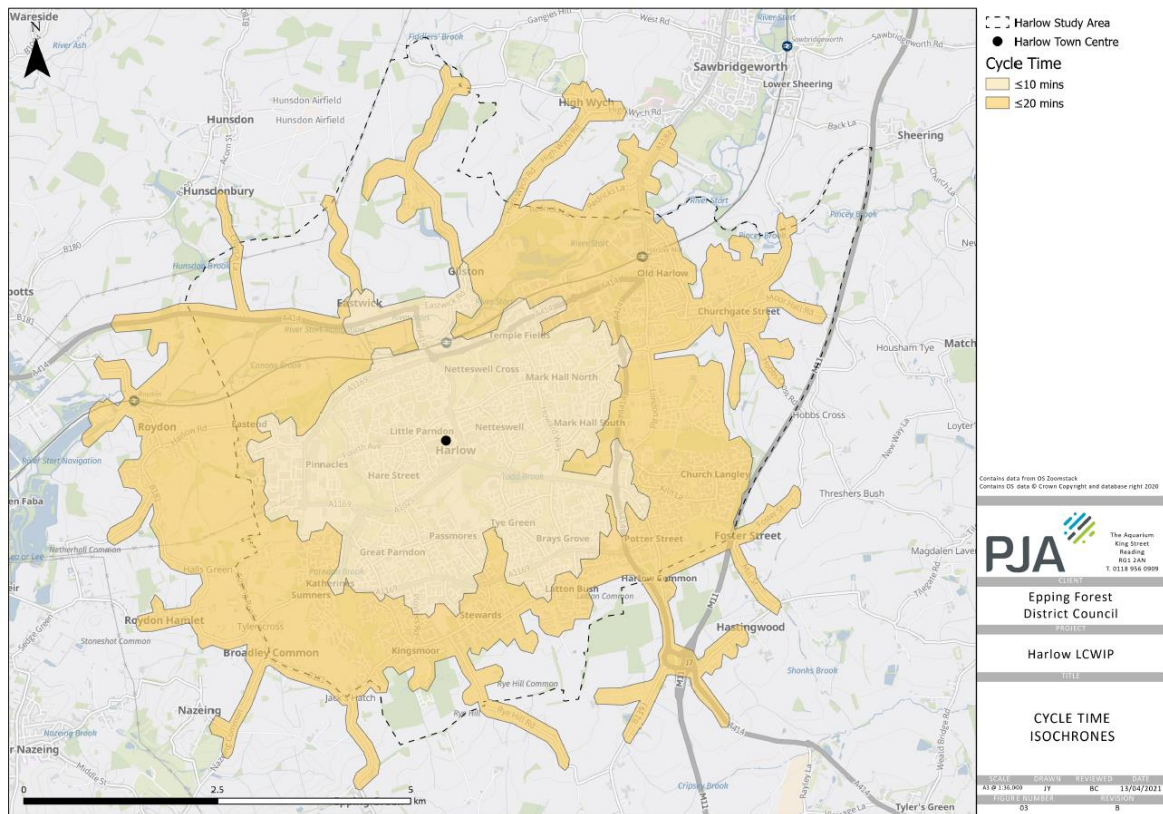
Figure 3-6: Cycling isochrone from Harlow Town Centre

3.2.8   Harlow does not have any meaningful outer orbital route for through traffic, so vehicles making longer journeys such as Hertford to the M11 or Chelmsford will pass through the town on the A414. However, this will be mitigated to an extent through the development of a new junction (J7A) on the M11.

3.2.9   While Harlow has traditionally had a good bus service, this is focused heavily on the town centre. The major employment area of Templefields is poorly served (highlighted below) with the nearest bus stops in current service lying on First Avenue to the south or Station Road to the east.
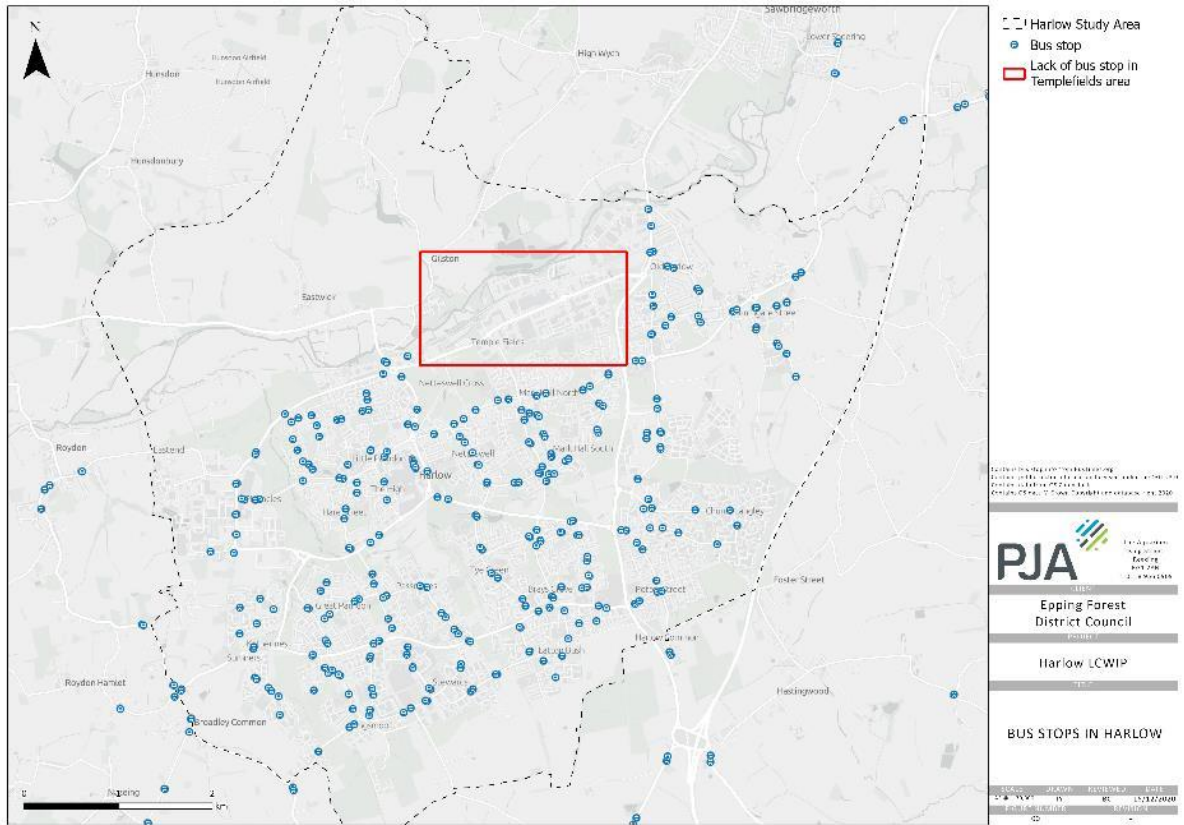
Figure 3-7: Extract of bustimes.org bus stop maps with Templefields area (highlighted in red) highlighting lack of bus stop facilities

3.2.10   Planning for largely road-based mobility means Harlow was not built around its railway access, and consequently the town's train stations lie at the northern edge of the town. However, Harlow sits at the centre of the London-Stansted-Cambridge "growth corridor" with good rail links to London Liverpool Street, Stratford, Tottenham Hale, the Lea Valley, Bishops Stortford, Stansted and Cambridge.

3.3 Policy Context

It is important to understand the local policy context as there are a series of guidance documents and major projects which will directly interface with and influence the outcome of the LCWIP.

3.3.1 National Policy Context

The national policy context for active travel has changed significantly in 2020 with the DfT's publication of 'Gear Change' and the revised Local Transport Note 1/20 'Cycle Infrastructure Design'. These two polices outline significant changes for the future of transport planning and design in the UK and the prioritisation of measures that encourage increased levels of walking and cycling.

'We want – and need – to see a step change in cycling and walking in the coming years. The challenge is huge, but the ambition is clear. We have a unique opportunity to transform the role cycling and walking can play in our transport system, and get England moving differently'

(Gear Change, 2020)

These new documents both fully endorse the Local Cycling and Walking Infrastructure Plan (LCWIP) and Low Traffic Neighbourhood (LTN) approaches as means to help improve conditions for walking and cycling.

3.3.2   Harlow and Gilston Garden Town

3.3.3   Harlow and Gilston was designated as a Garden Town by the Ministry for Homes, Communities and Local Government in January 2017 and will comprise new and existing communities in and around Harlow. Set in attractive countryside, with transformative investment in transport and community infrastructure, new neighbourhoods to the east, west and south and new villages to the north will be established. Garden towns are defined as:

- a purpose built new settlement, or large extension to an existing town
- a community with a clear identity and attractive environment
- it provides a mix of homes, including affordable and self-build
- planned by local authorities or private sector in consultation with the local community
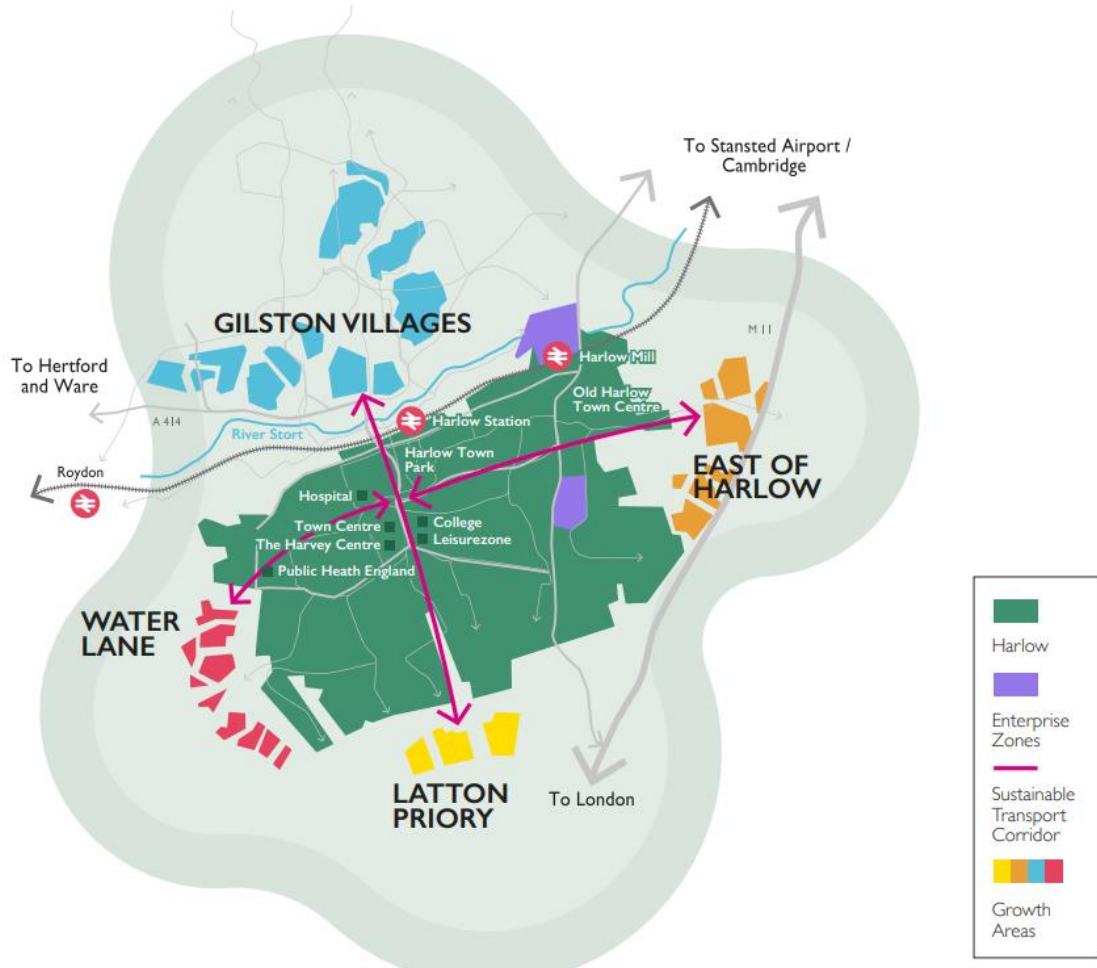
Figure 3-8: Overview of new garden communities providing forming part of the garden town

3.3.4   The Garden Town Vision includes a key principle for integrated sustainable transport, in which walking, cycling and public transport are the most attractive options. The Vision is for a Garden Town with local centres accessible by walking and attractive routes that encourage people to move actively and are inclusive to all abilities. As well as building new homes, the communities develop:

- Employment opportunities
- attractive green space and public realm areas
- transport infrastructure, including roads, buses and cycle routes
- community infrastructure, schools, community and health centres
- a plan for long-term stewardship of community assets

3.3.5   The quantum of new housing development expected to be delivered by HGGT is as follows:

- Approximately 9,000 within Harlow
- Approximately 3,350 new homes at East of Harlow
- Approximately 1,050 new homes at Latton Priory
- Approximately 2,100 new homes at Water Lane
- Approximately 10,000 new homes at Gilston

3.3.6   To accommodate this growth, a Memorandum of Understanding (MoU) of Highways & Transportation Infrastructure for the West Essex / East Hertfordshire Housing Market Area has been produced that identifies a number of required schemes including:

- Upgrade M11 Junction 7 and construct new Junction 7a
- A414 corridor through Harlow (sections not currently either being upgraded or programmed for upgrading)
- The provision of a second River Stort crossing to relieve the Harlow network and also help provide capacity for the provision of a north/south Sustainable Transport Corridor
- Potential relocation of Princess Alexandra Hospital (site to be confirmed) or redevelopment of existing site
- Multi-modal sustainable corridors, north-south and east-west through Harlow town

3.3.7   **Harlow Town Centre Masterplan**

3.3.8   The HGGT LCWIP supports the policies of adopted and emerging development plans of Harlow (Adopted, December 2020), Epping Forest (submission version 2017) and East Herts (Adopted, October 2018) District Councils. These Local Plans include key Garden Town policies on growth

levels, the new communities, infrastructure and transport, supporting the ambition for the HGGT to achieve transformational growth through modal shift.

3.3.9   Harlow Town Centre regeneration masterplanning and guidance is being prepared to guide the development and regeneration of Harlow town centre. The proposals will take into account the key role the town centre plays in the Harlow area, and the need to consolidate and diversify its retail provision as a result of housing growth. The aim is to create conditions for a resilient, successful centre. The masterplan approach will seek a selection of desired outcomes, including *"an inclusive and accessible destination with excellent transport links capitalising on Harlow's strategic location"*. Improving intra-town trips in the garden town by active and sustainable modes will be a key objective and the LCWIP will help to support the realisation of this vision.

3.3.10   Similar to many town and city centres across the UK, shifting economic trends have had, and continue to have, a profound impact on the performance and prosperity of Harlow Town Centre. The Town Centre has experienced a decline in its national retail ranking from 168th in 2012 to 185th in 2017 (Harlow Town Centre Market Analysis Final Report, May 2017). Although policies already exist which establish the primacy of the Town Centre and seek to protect and enhance its performance, the planning process has the potential to play a more proactive role in strengthening the vitality and viability of the Town Centre and enabling regeneration. The preparation of a more specific set of planning policies presents an opportunity to create the conditions for a resilient, successful centre.

3.3.11   The preparation of a masterplan and specific guidance presents an opportunity to create the conditions for a resilient, successful centre. The Town Centre masterplan, in combination with the Harlow Local Development Plan (and other guidance) will enable Harlow Council alongside wider stakeholder, landowner and developer partners to plan positively for managed change and a sustainable, coordinated approach to growth, including improved transport provision.

3.3.12   The preparation of a town centre masterplan and specific guidance will sit alongside the Harlow Local Development Plan. This and other guidance will provide a spatial planning framework to guide development and secure the regeneration of the town centre for the period up to 2033. This will take into account the key role the Town Centre performs across the wider Harlow area, reinforced by the need to accommodate additional retail provision, arising from increased housing growth being brought forward. 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.

   – An environmental role by contributing to the protection and enhancement of the environment

3.3.13 **Sustainable Travel Corridors**

3.3.14 A key ingredient of the vision for HGGT is a network of Sustainable Transport Corridors (STCs) connecting the four growth areas to the rest of Harlow, converging at the town centre. The STC alignments were incorporated into the LCWIP network development as it is likely that alignments will be combined at some locations in the town. The HGGT Sustainable Transport Corridor Strategy outlines the six key project objectives:

- An average of 50% of all journeys are made by active and sustainable modes across the town with 60% in the new garden communities.

- High quality, rapid, and high frequency public transport that competes with single occupier car journeys.

- Harlow and Gilston has a strong walking and cycling culture and most people can identify somewhere they love to walk or cycle to.

- Easy to access, convenient and inclusive active and sustainable travel is available to all, and seen as the first choice.

- The walk and cycle network and associated public spaces are used by all communities and they bring communities together.

- The transport network is resilient and can accommodate and respond to changing technologies and associated opportunities
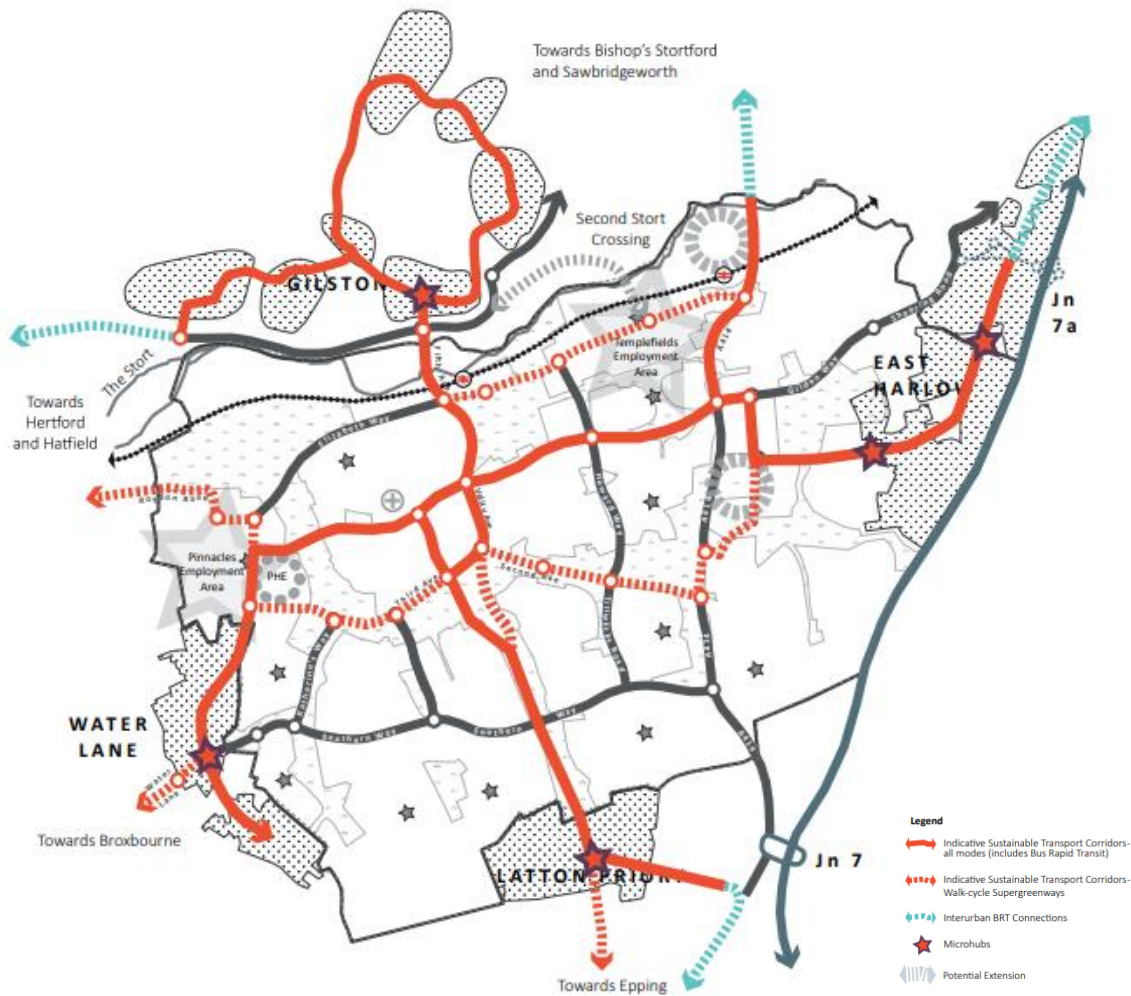
Figure 3-9: Indicative Sustainable Transport Corridors and Inter-Urban BRT connections

3.3.15   The STCS recommends the delivery of a Bus Rapid Transit (BRT) system running along the Sustainable Transport Corridors within the town. The BRT could potentially serve destinations outside the urban area, such as Broxbourne, Epping and Stansted Airport. A core BRT network also presents the opportunity to re-think the conventional bus network, which would provide a different service offer, including:

   − New cross-town services (presently the vast majority of routes terminate at Harlow Bus Station)

   − Integrated timetables to facilitate interchange

   − Re-serving the London Road EZ

   − Reacting to the potential relocation of the hospital away from the town centre.

3.3.16   While traditional private operator led public transport networks have dominated the service offer since de-regulation in the 1980s, new powers under the Bus Services Act 2017 could help

authorities shape bus services in a more integrated way. The shock to the system of Coronavirus and the necessary social distancing also presents a revenue opportunity to operators to work with potential franchising local authorities, whereas previously the bus industry has been somewhat sceptical to franchising.

3.3.17   The STCS also acknowledges the opportunity to deliver a core network of very high-quality walk-cycle "Super-greenways", and the need to change hearts and minds. The alignment of the potential corridors has been incorporated into the LCWIP network development and design workshops were hosted at the project outset between representatives of the STC design team and LCWIP project team.

4 Stage 1: Determining Scope

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4.1.1   The focus of the LCWIP is on the existing Harlow town and includes the emerging Garden Town communities at Gilston, Latton Priory, Water Lane, and East of Harlow. Because of the different trip distances associated with each mode, walking and cycling have been analysed separately, but using a common set of data and methodology.

4.2   Cycling

4.2.1   The geographic scope for cycling element of the LCWIP was identified by using a 5km radius (20mins bike ride) from the existing town centre as shown in Figure 4-2 and includes the new Garden Communities. This approach for defining the geographic scope is consistent with the method used in Essex's previous LCWIPs and the DfT guidance.
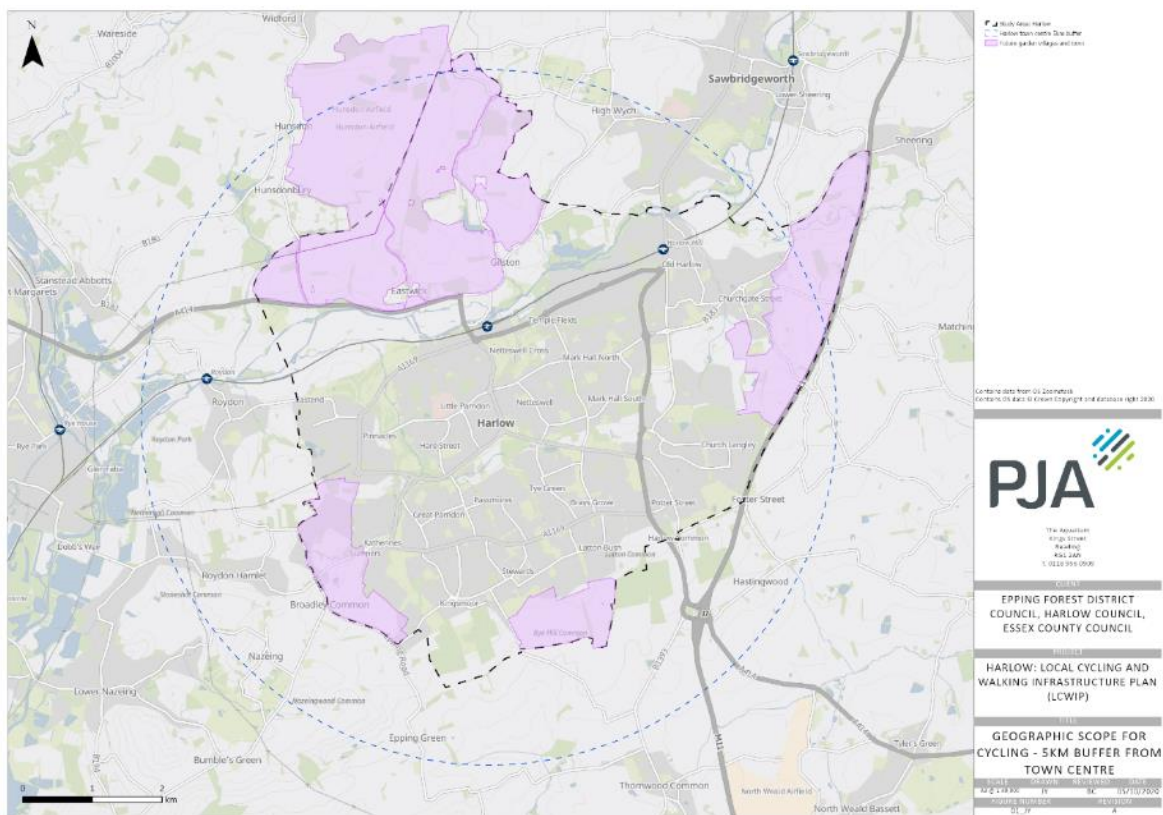
Figure 4-2: 5km radius from town centre including four garden town sites

4.3   Walking

4.3.1   The scope of the walking followed the same study boundary as above; however the geographic scope was further refined in Stage 4 through the identification of Core Walking Zones in the town. This process was through a process of destination clustering, which identified a long-list of seven areas where there was a cluster of desire lines - this is explained further in Section 7.1.

5 Stage 2: Data Gathering

5.1.1 DfT guidance recommends that a broad range of information should be gathered to inform the preparation of the LCWIP. It is recommended that information covering the following themes is provided:

– Transport network;

– Travel patterns;

– Location of significant trip generators; and

– Existing barriers to cycling and walking.

5.1.2 PJA's analysis of the existing transport network and travel behaviour are included in Appendix A and Appendix B respectively.

5.1.3 Existing barriers to cycling have been identified in advance of the LCWIP in ECC's Harlow Cycling Action Plan (HCAP), a gap analysis of the existing network, setting out a road map to a future aspirational network. During the LCWIP, a walking stakeholder workshop with walking groups captured high-level issues and opportunities in respect of the walking network and cycling improvements.

5.1.4 These two elements are set alongside the travel demand evidence base. Further appraisal of the walking and cycling network has been undertaken in the next two stages of the process.

5.2 Origin + Destination data

5.2.1 Understanding the relationship between Origins and Destinations is essential in developing LCWIP networks that respond to the local context. Both the walking and cycling networks were developed around desire lines which were generated by pairing all origin and destinations points within the existing town and also to future developments. This approach enables the LCWIP to provide for both existing and future anticipated demand for increased levels of walking and cycling. ECC have used O-D analysis extensively in the development of the county's previous LCWIPs and the Harlow approach therefore was developed to be consistent with Essex's previous LCWIPs.

5.2.2 To develop the spatial relationship between origins and destinations, the study area was divided into a grid of interlocking hexagons with each hexagon is $0.25km^2$ in size (Figure 5-2). In previous LCWIPs, ECC used the below criteria to identify the Origin Hexagons (shown with black dots overleaf):

– Hexagons having more than 50 percent of its area within a housing growth, or

– Containing the population weighted centroid of a Lower Level Super Output Area (census reporting district of 1,000-3,000 population) AND where the hexagon centroid is less than 30m from the road network

5.2.3   The criteria were applied to Harlow however this approach excluded many areas within the town, including the Garden Town communities, as they did not satisfy ECC's criteria. It was confirmed with the Core Project Group to revise the criteria for Harlow to ensure that the future Garden Town settlements were included as well as existing areas that were located further than 30m from a Hexagon Centroid were included. On this basis, future Garden Town settlements were manually included (represented as purple dots in the below figure) and existing residential areas that were located further than 30m from the hexagon centroid were included (orange dots).
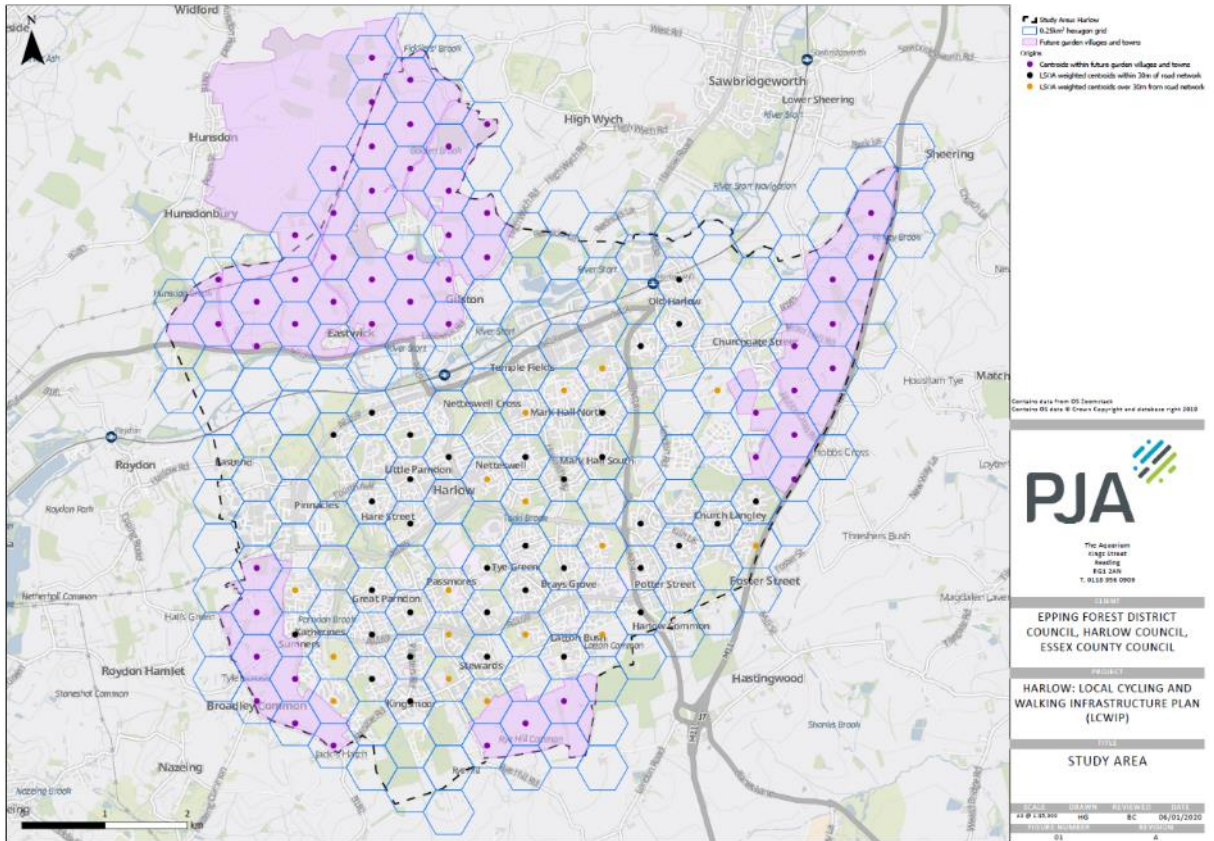
Figure 5-2: Origin cluster hexagons

5.2.4 Having identified the Origins, Destinations were identified based on data provided by HGGT and ECC (Figure 5-3). All destinations were categorised using the below classifications. The classifications have been established in previous ECC LCWIPs and reflect the relative importance of the destinations as trip generators.

- Class 1: Town, Village and Local Centres; Key Employment Sites.
- Class 2: Bus Stops, Existing and Proposed Schools, Railway Stations, Hospitals, Supermarkets, Leisure Centres and Libraries.

5.2.5 The combined Origin and Destination datasets were used to develop the walking and cycling networks in Stages 3 and 4. This analysis provided an important non-commuting dataset which was compared against the Propensity to Cycle Tool (PCT) outputs to provide a comprehensive review of desire lines within Harlow and also to the proposed Garden communities. It was assumed in the analysis that Class 1 destinations would generate a higher number of cycling trips and that they are also likely to have a larger catchment area of cyclists from across Harlow, compared to Class 2 destinations which would generate more locally based trips.
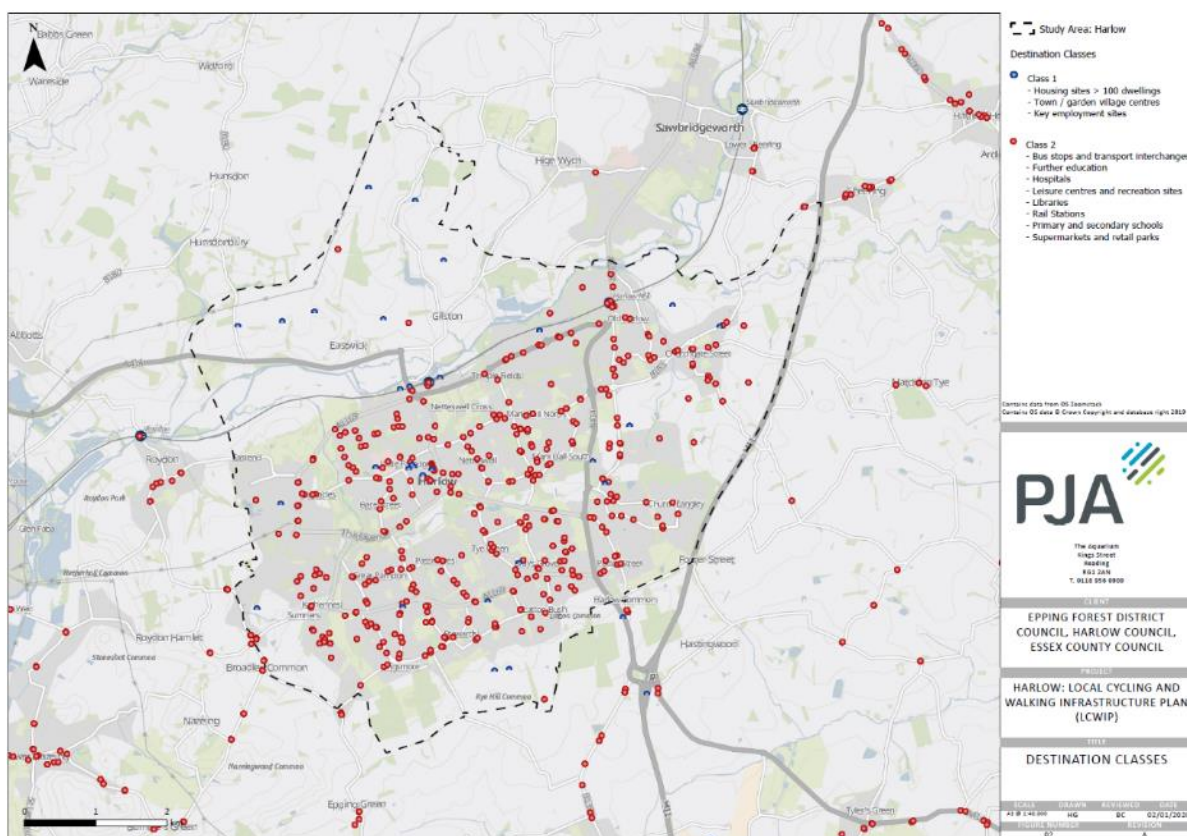
Figure 5-3: Distribution of Destinations

5.3 Harlow Cycling Action Plan (2018)

5.3.1 Prior to the LCWIP, Essex County Council completed the Cycling Action Plan (CAP) for the Harlow District as part of the county's wider commitment to create cycling action plans for all major settlements in the county. https://www.essexhighways.org/getting-around/cycling/cycle-programme.aspx. The CAP consisted of an opportunities-focused gap analysis of the cycling network, aiming to identify future sites and routes for future development. Similarly to an LCWIP, the plan used data collection and the Propensity to Cycle Tool (PCT) to help identify the network.

5.3.2 Figure 5-4 summarises the CAP's key outputs with the recommended cycle routes identified in light-blue. The outputs from the CAP were used during Stage 3 and the development of the LCWIP Cycling Network in consultation with ECC.
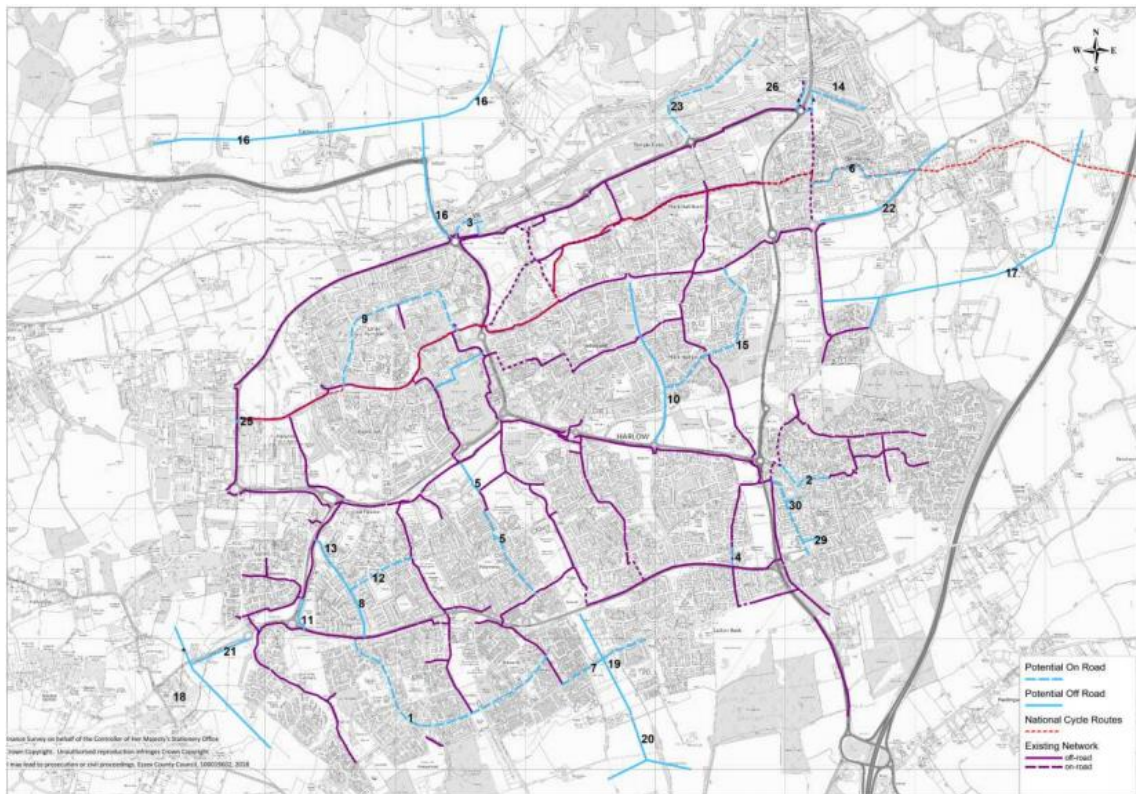
Figure 5-4: Harlow Cycling Action Plan recommendations

5.3.3 The LCWIP has incorporated the recommendations from the Harlow CAP and has developed design recommendations for several of the CAP routes. Throughout the project, ECC has worked closely with the LCWIP project team to review and optimise the relationship between the strategies.

5.4 Propensity to Cycle Tool (PCT)

5.4.1 The Propensity to Cycle Tool (www.pct.bike) is a nationwide model that identifies where increases in the rates of cycling can be expected through the provision of better infrastructure. It uses census travel to work data and school travel data, and looks at trip distances to see where there may be scope for more short journeys to be undertaken by cycling. The PCT provides seven scenarios for forecasting future levels of cycling which range in ambition from the 'Government Target' (assumes 6% of commuting trips by bicycle) up to the 'E-Bike' scenario (assumes 22% of commuting trips by bicycle and improved access to e-bikes).

5.4.2 The PCT provides two sets of mapping outputs:

- Straight-Line Networks – these plans show direct paths between LSOA Origin-Destination points which gives an overview of the key desire lines for cycling flows
- Applied Networks – applies the straight desire line to the existing road network to provide a more detailed summary of where increased cycle flows would take place on the local network

5.4.3 PJA provided the outputs in Figure 5-5 to illustrate the parts of Harlow's network where greatest latent demand for cycling for commuting and education lies. This was based on the "Go Dutch" scenario, which models the same mode share for cycling as in the Netherlands, adjusting for trip distance and topography. Using the 'Go Dutch' scenario provides a more ambitious and longer-term outlook for cycling flows which is advantageous in network planning as it ensures that the LCWIP cycle network will provide for assumed future advances in the town's cycle network.

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5.4.4   The Straight-Line network below summarises the distribution of the 'Top 30' origin-destination cycle routes in Harlow based on the 'Go Dutch' scenario. The 'Top 30' routes were identified by comparing the number of cycle trips expected on each individual desire line and then identifying the Top 30 – it is possible in the PCT to view up to the top 200 desire lines. Figure 5-5 provides the basis for understanding the key desire lines in the town and where cycle flows would be concentrated based on the town's existing layout. The key desire lines are identified predominantly in the town centre and the north east of Harlow with some desire lines extending south towards Latton Bush and east towards Old Harlow and Church Langley.
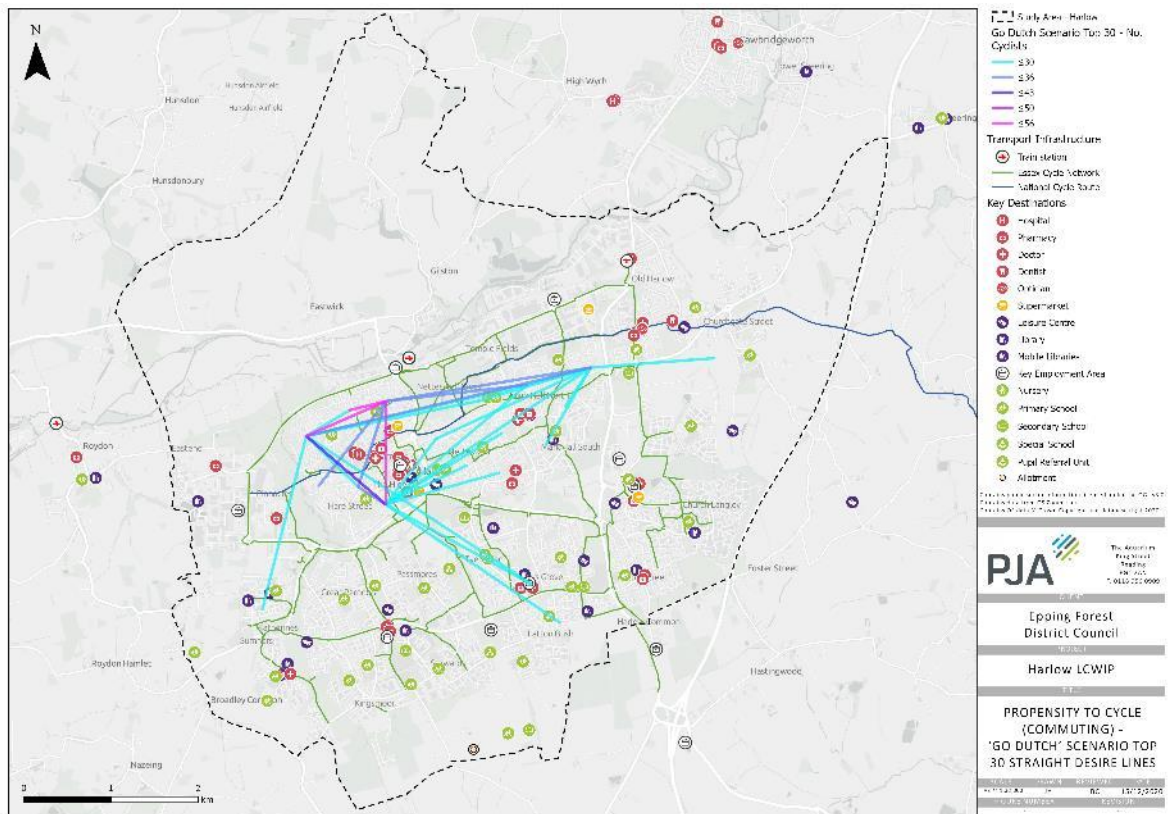
Figure 5-5: Top 30 'Go Dutch' straight Desire Lines

5.4.5   Figure 5-6 applies the Straight-Line outputs onto the existing road network to provide an indication of where the desire lines would be expected to follow on the road network. The outputs provide a basis for understanding the distribution of demand for increased cycle flows and how the LCWIP cycle network could develop.
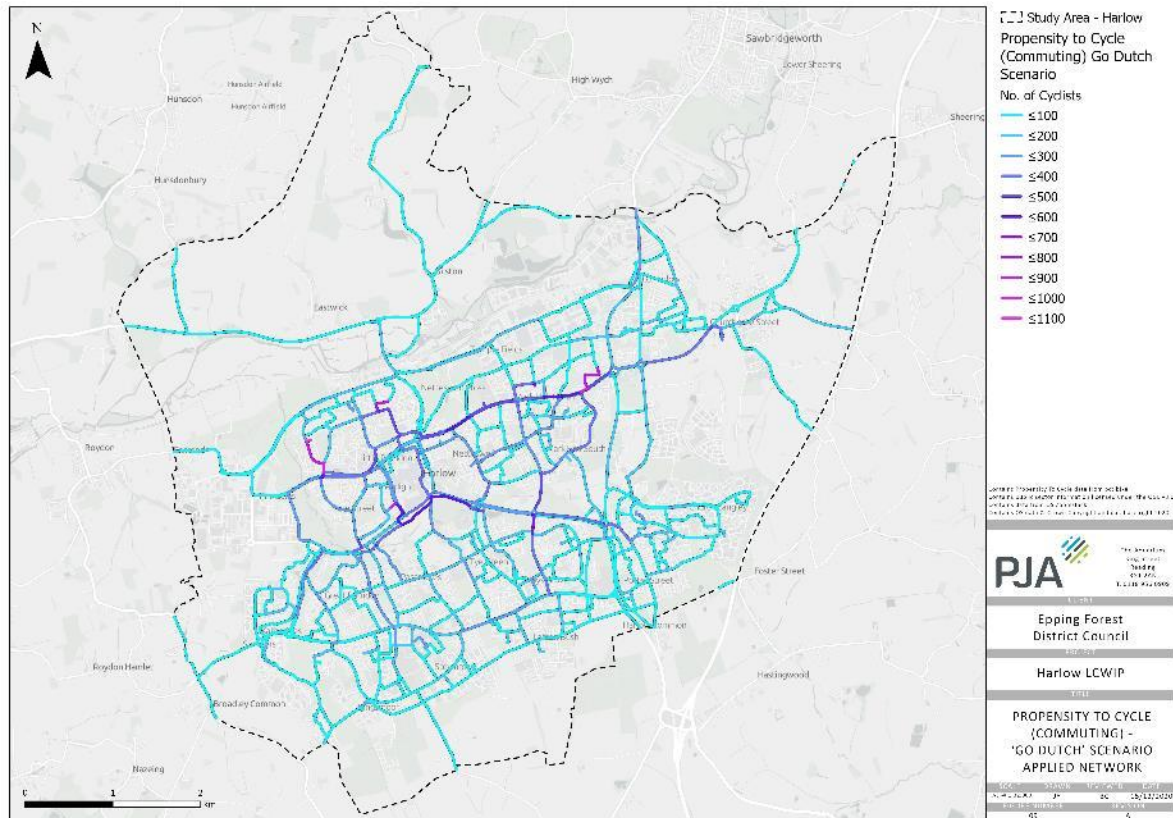
Figure 5-6: PCT "Go Dutch" for commuting journeys

5.4.6   The PCT results suggest that latent demand for commuter cycling generally radiates to the town centre, perhaps unsurprisingly, while school travel is distributed more in the suburban neighbourhoods (Figure   5-7). It should be noted that the PCT model snaps destinations to populated areas to reflect census boundaries meaning that trips to zoned employment sites such as Pinnacles and Templefields do not appear to be strongly represented. However this is not the case- the pink hotspots in Figure 5-6 to the west and east of the town centre are in fact Pinnacles and Templefields respectively. Indeed, the town centre itself is mapped closer to Burnt Mill in the PCT model.
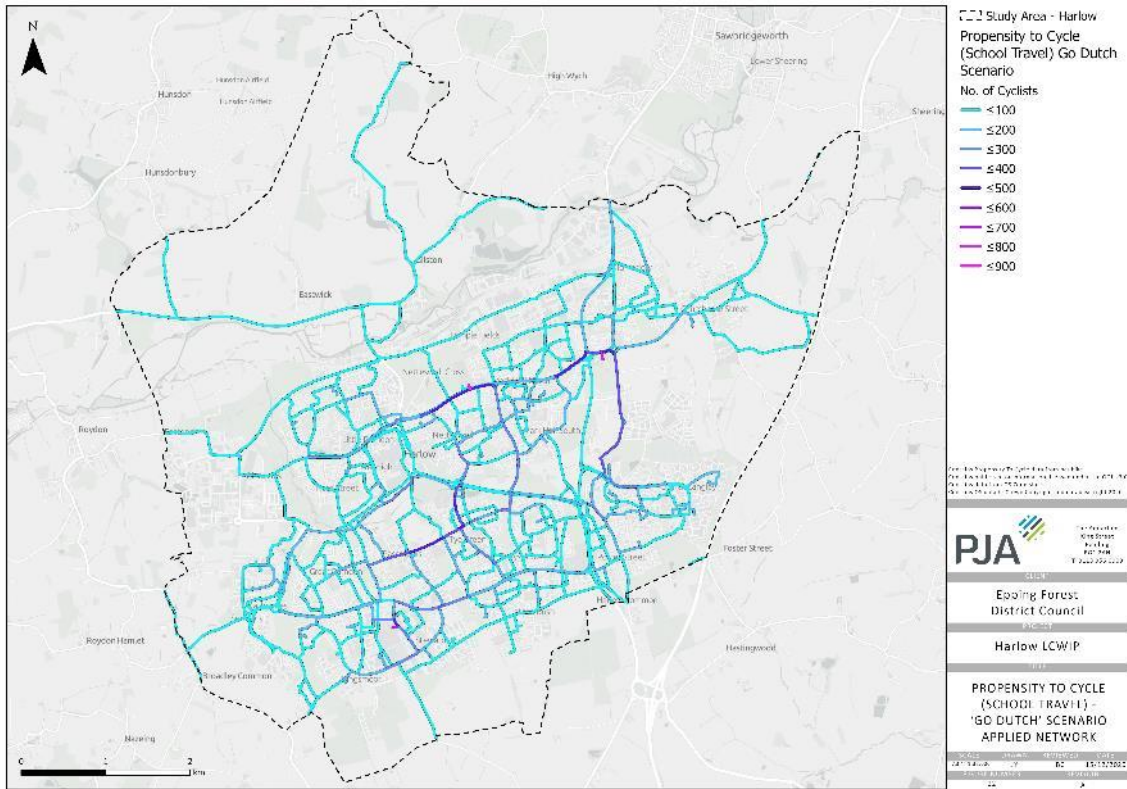
Figure 5-7: PCT "Go Dutch" for education journeys

5.4.7   A limitation of the PCT is its focus on commuting and school trips which tends to produce outputs focussed around key employment and education sites. The PCT results were used alongside an analysis of non-commuting/school trips in Section 6.2 to enable the development of a cycle network that also includes leisure and recreation trips.

6   Stage 3: Planning for Cycling

6.1 Overview of Process

6.1.1 Stage 3 is focussed on the development of a 'Cycling Network Map' supported by a 'Programme of Cycle Infrastructure Improvements'. The outputs from Stage 2 have been used to identify the key locations of demand for future cycling flows which have been used to inform the preferred network. This process was completed in collaboration with colleagues at ECC to ensure that the outputs were consistent with the County's previous LCWIPs in Braintree, Chelmsford and Colchester.

6.1.2 The LCWIP guidance recommends that 'if an authority has already developed a long-term cycle network plan, the tools and techniques outlined in Stage 3 could be used to validate or enhance a programme of investments'. Given that Harlow already has an extensive cycle network and ECC have recently completed the CAP, the LCWIP cycle network was developed to enhance existing facilities within the existing network as well as infilling gaps in the network where new infrastructure is required.

6.1.3 Given the level of anticipated development around Harlow through the Garden Town proposals, Stage 3 included specific analysis of future demand for cycle flows that would be generated by these areas. An additional layer of GIS analysis was undertaken to complement the Propensity to Cycle Tool (PCT) to ensure the anticipated future desire lines were captured.

6.1.4 The LCWIP planning for cycling process involved the following steps:

- Clustering of origin-destination desire lines
- Triangulation of origin-destination analysis against Harlow's Cycling Action Plan (CAP) and Propensity to Cycle Tool (PCT) outputs
- Route audits and recommendations.

6.1.5 A summary of each of these steps is provided in this chapter with more information provided in Appendix B.

6.2 Desire line clustering

6.2.1 The PCT outputs from Stage 2 provided indicative cycling networks based on commuting and schools trips. The purpose of the Desire Line Clustering was to provide an additional layer of analysis that focussed on 'everyday' cycling trips which would include: leisure and recreation, trips to local centres, and amenity trips. Combining the 'Everyday' trips and PCT outputs provided a comprehensive demand model for developing the LCWIP cycle network. It should be noted that desire lines that were longer than 5km were removed from the analysis for consistency with the LCWIP approach. This should not preclude the development of longer distance cycling routes in the wider area which could connect into Harlow. Indeed, future development of 'inter-urban' cycling routes will be an important step in enhancing cycle network coverage.

6.2.2   To determine the key desire lines that Harlow's cycling network should cater for, the spatial relationship between Origin and Destinations was analysed. 'Everyday' Origin-Destination desire lines were created from each origin centroid to its nearest Class 2 destination, and then also to all Class 1 destinations in the Study Area. This was based on the assumption that the Class 1 destinations would generate a higher number of cycling trips and that they are also likely to have a larger catchment area of cyclists from across Harlow, compared to Class 2 destinations which would generate more locally based trips. Figure 6-2 has been included to give an indication of the volume of desire lines that were considered in the development of the cycling network.
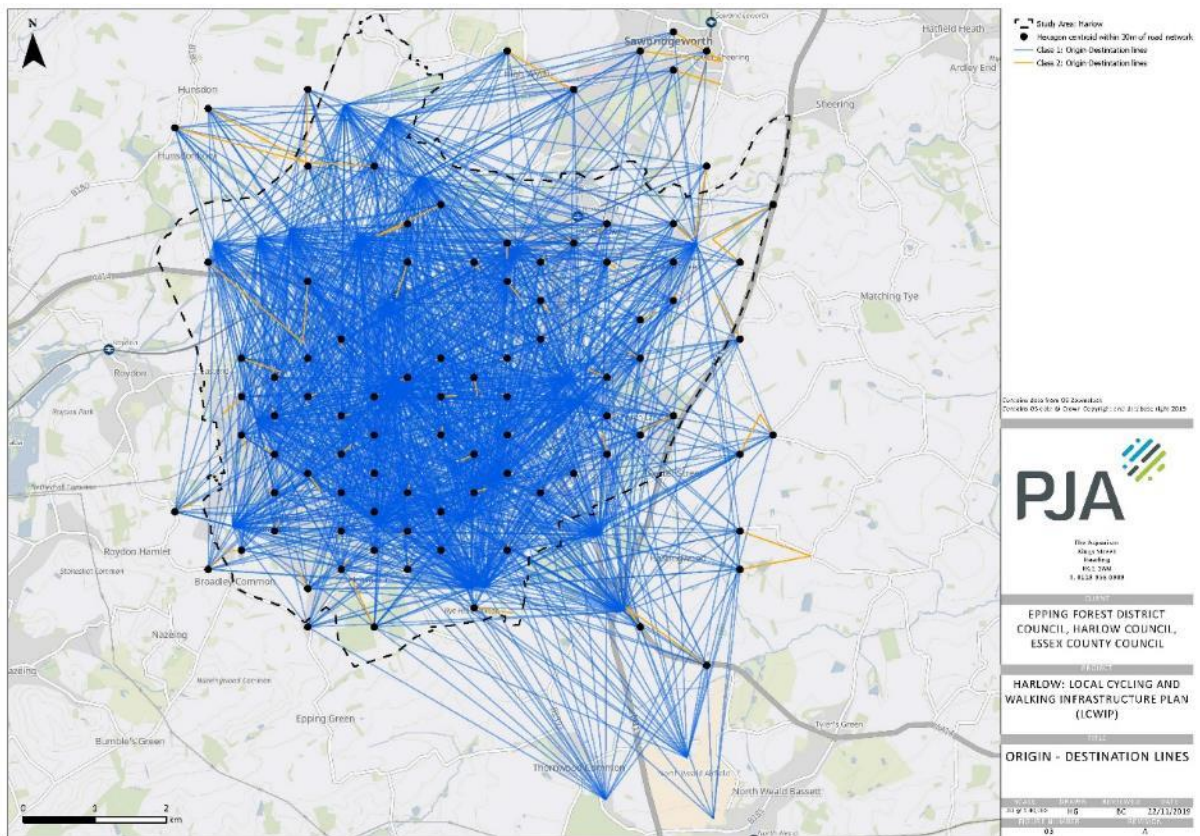
Figure 6-2: Summary of all Origin-Destination Pairs in Harlow

6.2.3   Having identified all available desire lines, a "K-means" clustering analysis was used to cluster the desire lines from Figure 6-2 into a more refined plan (Figure 6-3) which shows the top 20 routes. The K-means methodology identifies individual desire lines which are within close proximity to each other and combines these into grouped desire lines. The line widths in the below plan are proportionated to the number of desire lines that have been incorporated i.e. thicker desire lines combine more individual desire lines. The distribution of the K-means outputs has a clear emphasis on a north-south axis through the town centre with direct links out to the proposed Garden Town settlements. The combined sets of 'top' desire lines for Commuting and Everyday cycle trips provided a comprehensive baseline for understanding desire lines to inform the LCWIP cycle network development.
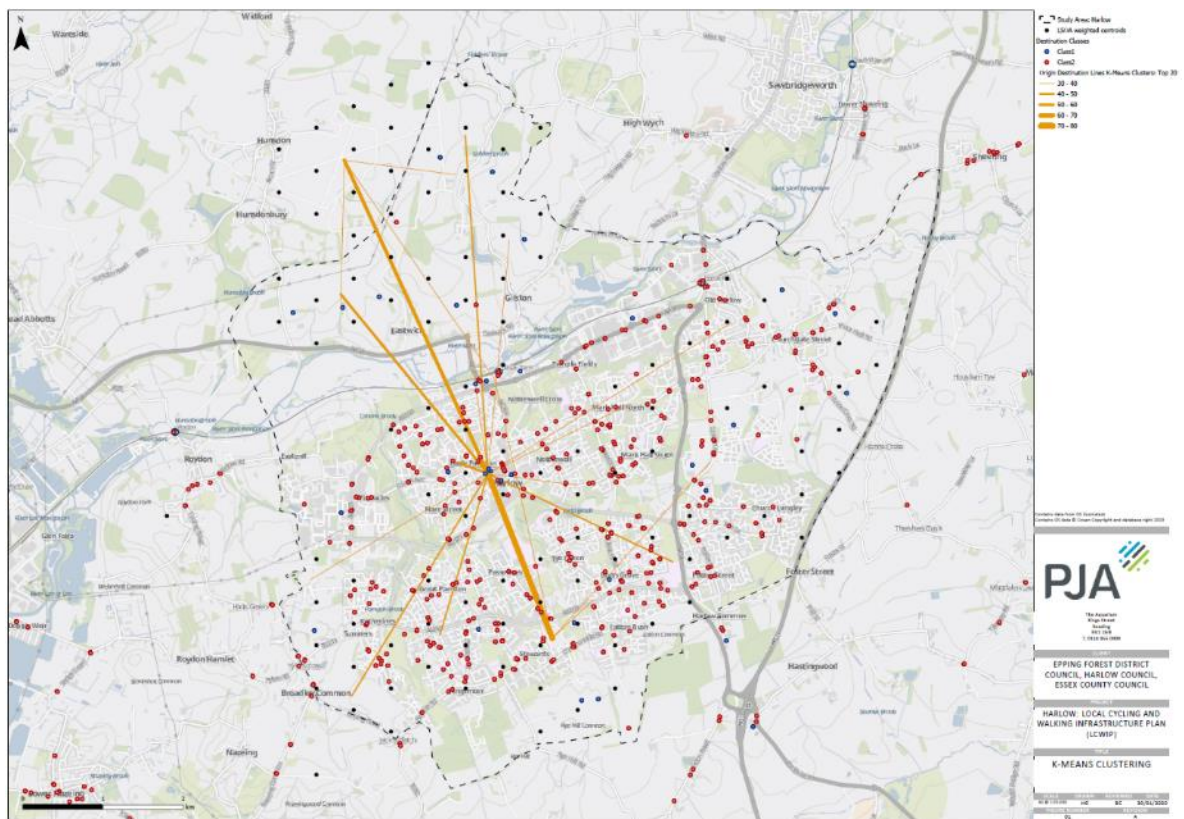
Figure 6-3: Top 20 clustered 'Everyday' desire lines

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6.2.4   The 'Everyday' routes (orange) were then combined in Figure 6-4 with the outputs from the
         Propensity to Cycle Tool (Pink/Green). Comparing the outputs highlights key differences between
         the distribution of the different trip types with Commuting/School trips focussed in the traditional
         centre of the Town, whilst the 'Everyday' trips extend further into the future development sites.
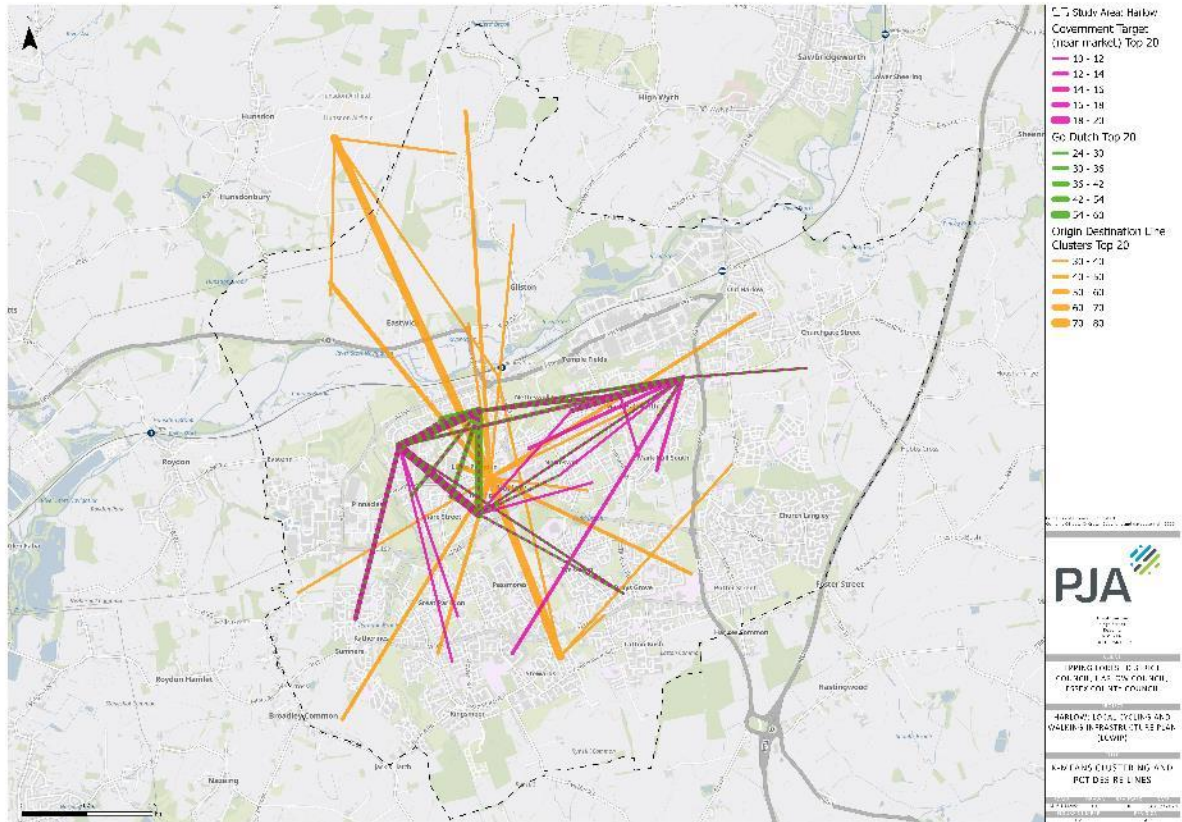
Figure 6-4: Combined PCT and 'Everyday' Desire Lines

6.3 Triangulation against CAP and PCT

6.3.1 Having combined the PCT and Everyday Trip outputs, these were then triangulated against the proposed Harlow CAP recommended cycle network. The below plan overlays the Top 20 'Everyday' desire lines and Top 20 "Go Dutch" PCT desire lines onto the recommendations of the CAP. The purpose of this exercise was to better understand how the different networks compared and to identify the opportunities for further enhancing the CAP's outputs through the LCWIP.
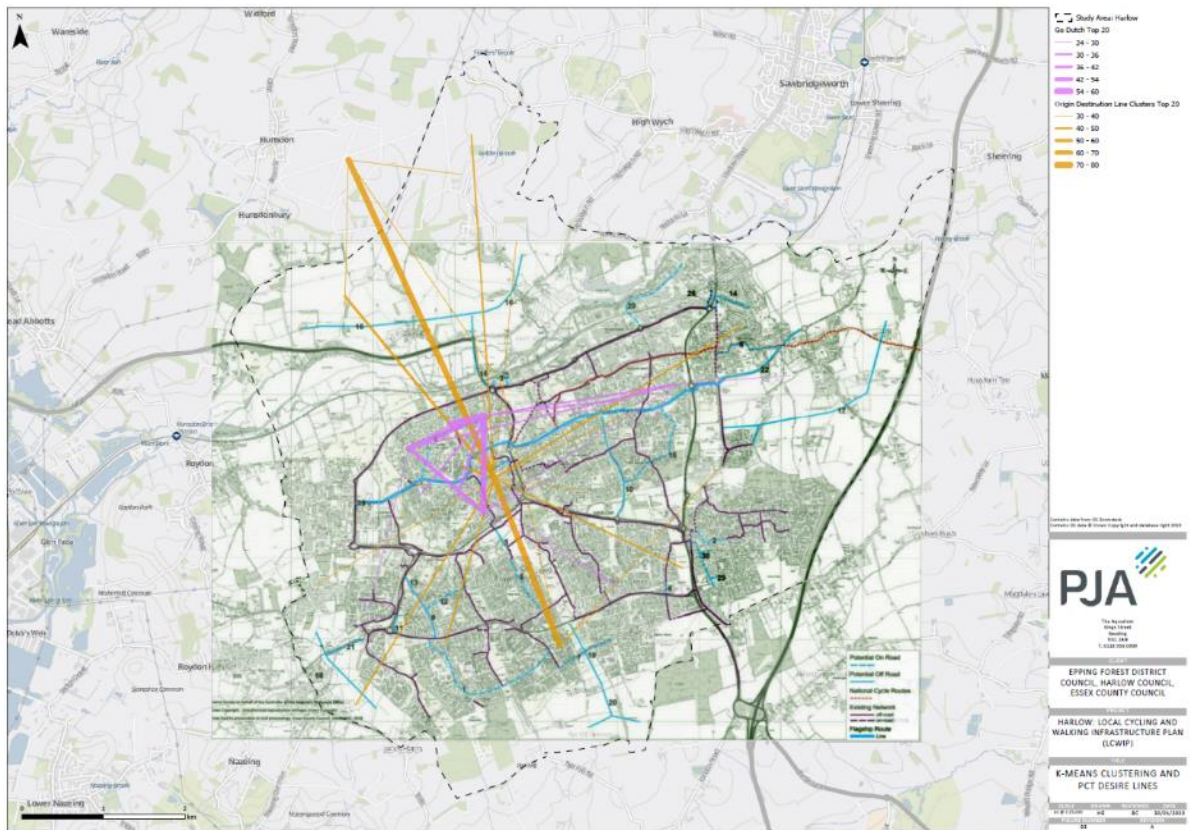
Figure 6-5: Triangulation analysis between desire lines, propensity to cycle tool, and Harlow Cycling Action Plan

6.4   Route audits and recommendations

6.4.1   A workshop was held with ECC officers to discuss the relationship between the CAP and LCWIP outputs and to identify the LCWIP cycle routes. A network of nine corridors was identified to be developed further in the cycling element of the LCWIP. A mixture of route types was selected (Figure 6-6), ranging from existing routes that require minor upgrades and maintenance, through to new routes that currently have no cycle infrastructure. This approach would provide ECC with a pipeline of schemes that could be delivered over the LCWIP's ten year project span.

- Route 1: Town Centre orbital

- Route 2: Gilston (west) – Parndon Mill – Town Centre

- Route 3: Gilston (central) – Burnt Mill – Town Centre

- Route 4: Town Centre – First Avenue – Churchgate Street – East of Harlow

- Route 5: Town Centre – Brays Grove – Potter Street

- Route 6: Town Centre – Tye Green – Latton Bush – Latton Priory

- Route 7: Town Centre – Passmores – Staple Tye

- Route 8: Town Centre – Great Parndon – Water Lane

- Route 9: Town Centre – Fourth Avenue - Pinnacles
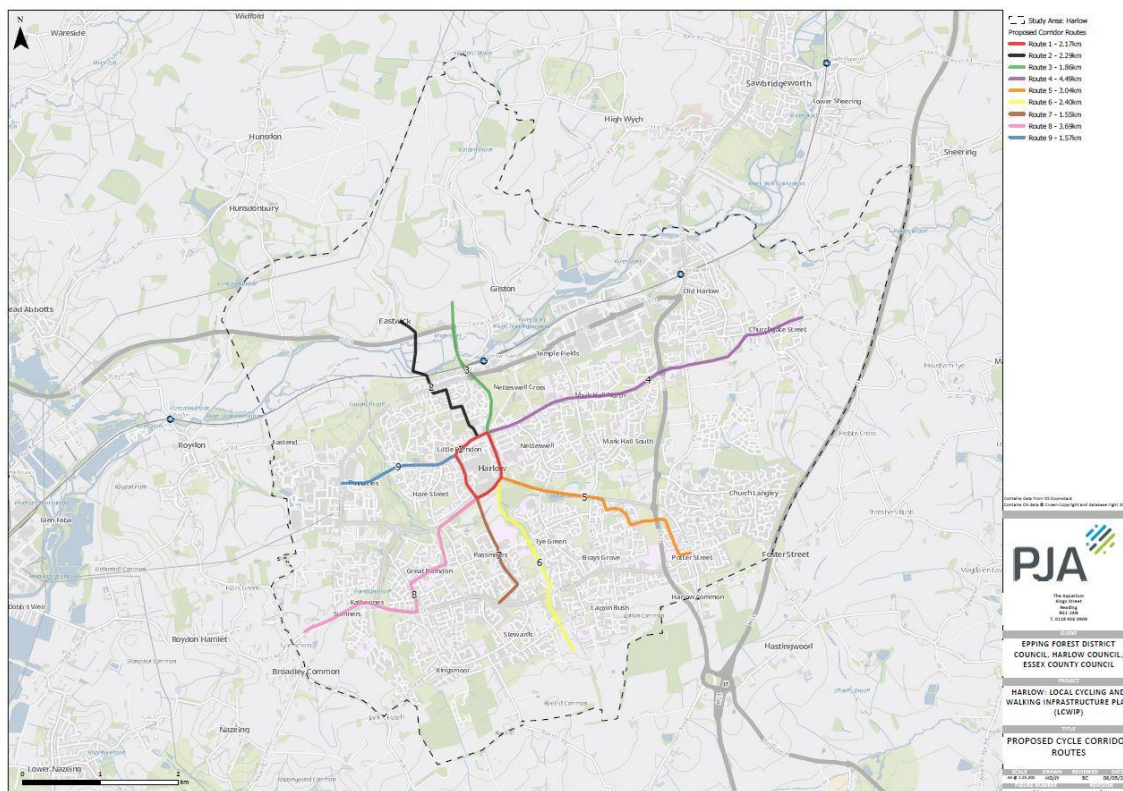
Figure 6-6: Map of recommended LCWIP cycle route network

6.4.2   Each route was audited on-site using the "Route Selection Tool" as set out in the LCWIP guidance. The Route Selection Tool (RST) is an appraisal methodology that allows practitioners to determine the best route to fulfil a particular straight line corridor, referencing against existing conditions and the shortest available route. It considers the six important criteria that determine the quality of a cycling route which are described below. The RST divides routes into shorter sections which should reflect changes in the character and layout of the alignment.

(1)   Directness: Compares the length of cycle route against the equivalent vehicle route with cycle routes that are shorter than the vehicle are scored positively for Directness. Higher scores can be achieved through the introduction of modal filters or routing cyclists through parks/open spaces to provide a more direct connection

(2)   Gradient: Identifies the steepest section of route within the proposed alignment with gradients that exceed either 5% in gradient and/or 50m in length scoring lower

(3)   Safety: Considers vehicle flows and speeds to better understand the exposure of cyclists to vehicular traffic. Routes with either protected cycle facilities or low traffic environments score highest

(4)   Connectivity: Records the number of individual cycle connections into a section of route – routes should aim to have >4 connections per km.

(5)   Comfort: Assesses the space available for cycling and the quality of surfacing with a preference for protected cycle facilities of >3m (bi-directional) or >2m (uniflow).

(6)   Critical Junctions: Provides a number of critical junction design issues including: vehicle flows, protection from vehicular traffic, wide junction splays, and junction geometries.

6.4.3   The RST audit then informs recommendations for improvements along each corridor, with the exception of Route 1, which is to be delivered as part of the Town Centre masterplan. Route 1 is an orbital route around the town centre, recognising the sensitivity to cycling within the pedestrianised town centre streets, and thus the need to provide alternative access to people making cross-town journeys. It should also be noted that LCWIP routes 1, 3, 4, 6 and 9 closely follow the proposed STC corridor alignments which are currently being developed separately. It is assumed that the LCWIP design proposals will be reflected in the final STC design layouts.

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6.4.4　The LCWIP's design recommendations for cycling generally follow the below overarching design principles:

1 **Junctions** – A majority of major junctions in Harlow use grade-separation which provides subway access for cyclists and pedestrians underneath the main junction. The LCWIP recommends reviewing some of these junctions and exploring opportunities for providing at-grade crossing facilities that would improve the directness of the cycle facilities. These proposals are consistent with those contained in the Town Centre Masterplan which proposes to convert existing major junctions around the town centre to at-grade. The LCWIP also recommends improving the quality of junction design on minor road junctions and in residential areas where the current level of service is generally poor. The recommendation is to use measures which promote pedestrian priority including raised tables and continuous footway treatments which will provide continuous and comfortable crossing facilities. This issue is particularly pertinent around local centres and residential streets within the town – many of the junctions did not provide basic facilities such as dropped kerbs and/or tactile paving. The report also recommends introducing more informal crossings, such as parallel walking and cycling crossings, to connect existing off-road paths in the town. The below examples provide illustrate of high quality crossing points which have incorporated cycle access and public realm improvements.

Figure 6-7: Parallel Pedestrian + Cycle Crossing, Lea Bridge Road (left), and dedicated cycle signalised crossing (Cycleway 6, Kings Cross)

2 **Low Traffic Neighbourhoods (LTNs)**: The LCWIP includes recommendations for the installation of several LTNs in the town to further reduce flows of through-vehicular traffic in predominantly residential areas. The key objectives of installing the LTNs is to improve conditions for walking and cycling by reducing interaction of vehicular traffic. The proposed LTNs would be created through the installation of modal filters which would remove vehicular traffic but maintain through access for bicycles, local buses and emergency service vehicles. The LTN approach is an increasingly familiar tool in active travel strategies and is particularly complementary to the LCWIP approach as both adopt an area-wide focus in improving conditions for active travel. Local Authorities are increasingly developing Low Traffic Neighbourhood strategies as complementary

documents to their LCWIPs which provides those authorities with a much more comprehensive approach to promoting active travel. LTN strategies typically prioritise the delivery of LTNs based on multi-criteria assessments of individual neighbourhoods. The structure of the strategies varies depending on the local authority's requirements, for example deliverability has been the key motivation for some authorities which have focussed on the design feasibility on LTNs, whilst other authorities have focussed on the health and environment impacts of LTNs and based their prioritisation around these factors. LTNs have been installed by many authorities in their 2020 Emergency Active Travel Fund responses, including Birmingham, LB Lambeth and LB Waltham Forest. The below images provide different exemplar layouts for introducing modal filters as part of wider public realm improvements.

Figure 6-8: Combined informal crossing and modal filter (Downs Road, Hackney), and Modal Filter installed with cycle access (Grove Road, LB Waltham Forest)

3   **Avoid Shared Use** – where practicable, the LCWIP recommends removal of existing shared use paths and introduction of improve separated facilities. There are many examples in the town of shared use facilities which do not provide sufficient width to be comfortable for either pedestrians and cyclists. Shared Use paths are increasingly recommended against as a design approach and the recently released LTN 1/20 Cycle Infrastructure has further reinforced this message *'In urban areas the conversion of a footway to shared use should be regarded as a last resort. Shared use facilities are generally not favoured by either pedestrians or cyclists, particularly when flows are high'* (LTN 1/20, Cycle Infrastructure Design, p.67). The LCWIP makes recommendations for widening existing facilities where feasible to provide the required width for comfortable facilities on several routes. The below examples illustrate the importance of provide clear and continuous cycle tracks, but also shows how these can be co-ordinated with pedestrian footways if space is limited.
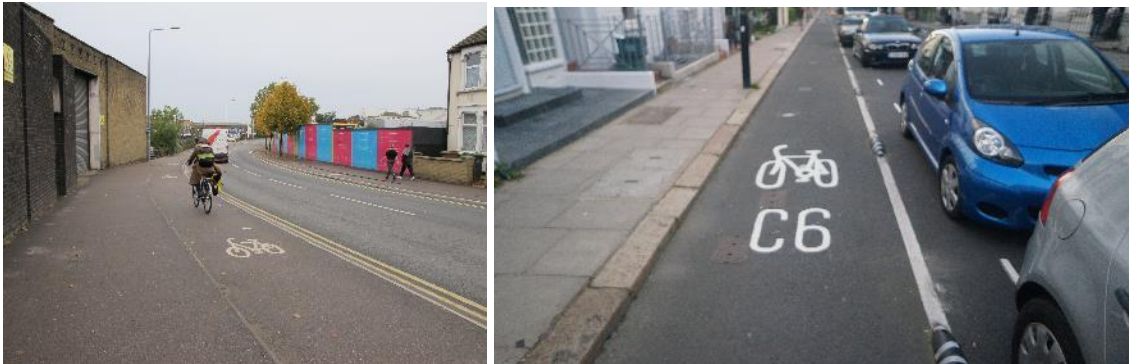
Figure 6-9: Blackhorse Lane (left) has installed narrow cycle tracks alongside the existing footway with a small kerb upstand, and Cycleway 6 (right) has used light segregation to provide cycle tracks in narrower sections of the route

4 **Maintenance and De-Cluttering** – this was raised as a key issue during stakeholder engagement sessions and was also observed by the project team. This is a particular issue on older sections of cycle path where the surface quality had started deteriorating. The LCWIP also recommends the removal of street clutter such as pedestrian guardrailing and bollards which reduces the effective width of cycle facilities and also reduce access for mobility impaired users of the facilities. The examples below highlight the importance of designing legible and clearly designed cycle facilities.
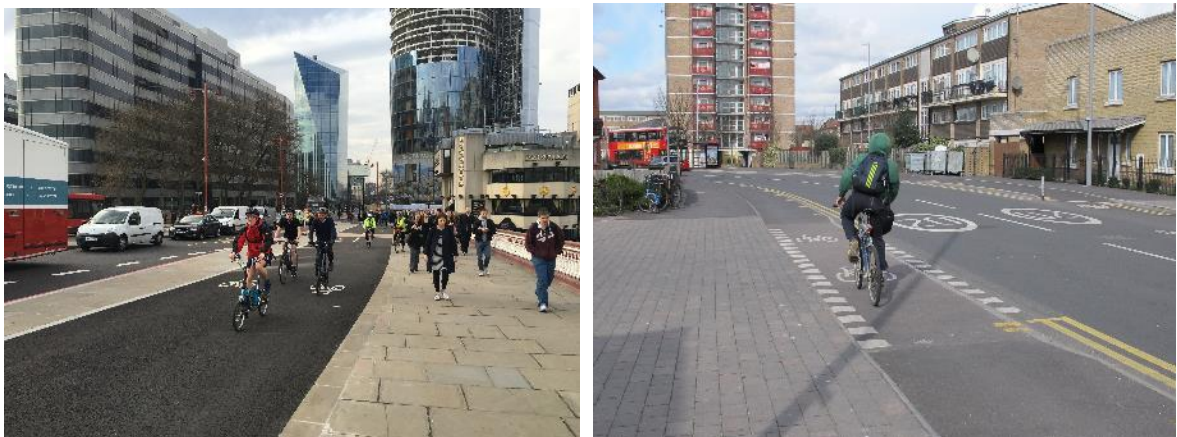
Figure 6-10: Bi-Directional cycle track (Blackfriars Bridge), and Leyton Road crossover treatment at side-entry junction (right)

6.4.5 The cycling design recommendations are presented in the appendices.

7 Stage 4: Planning for Walking

7.1 Overview of process

7.1.1 Similarly to Stage 3, the purpose of Stage 4 is to develop a Network Plan of walking measures accompanied by a series of infrastructure improvements. The main focus of the design outputs is to improve and extend the quality and coverage of the existing walking network. Figure 7-2 illustrates how the development of the LCWIP walking network is based upon the identification of 'Core Walking Zones' (CWZ) which represent areas that are expected to contain key walking trip generators and therefore likely to create higher levels of footfall. As well as reviewing walking conditions within the CWZ itself, the site audits review conditions on the key walking routes into the CWZ. This ensures that the wider connectivity and permeability of the CWZs is considered during the network development.
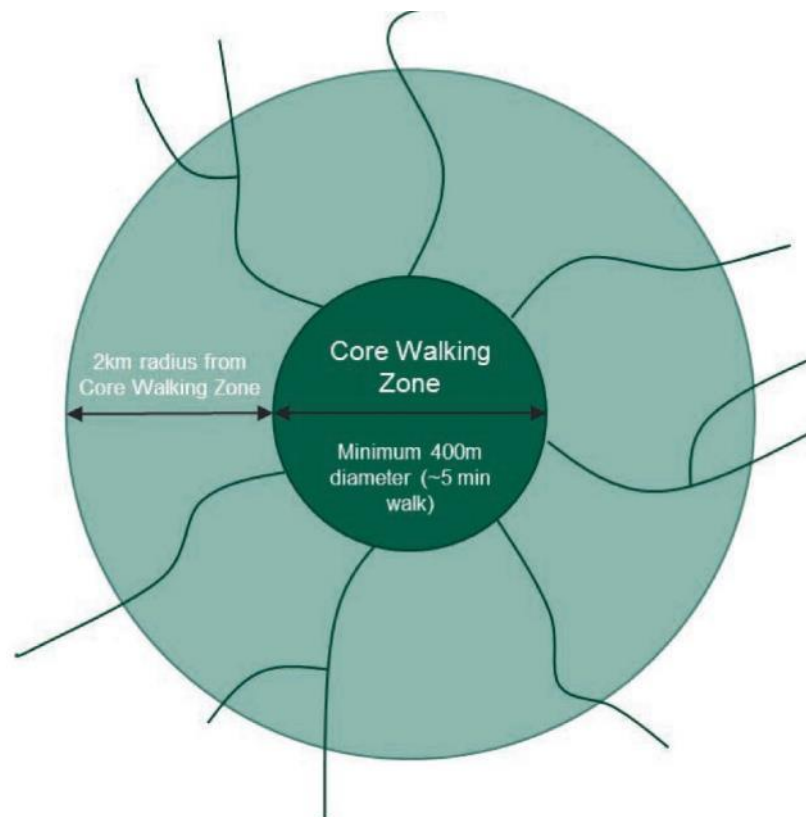
Figure 7-2: Illustration of Core Walking Zones and key walking routes

7.1.2 The process for planning for walking involved the following steps:

- Origin-Destination Clustering
- Core Walking Zone selection
- Stakeholder workshop; and
- Stakeholder audits and recommendations.

7.2   Core Walking Zone selection

7.2.1   The destinations identified in Stages 2 and 3 were used to determine the location of the LCWIP Core Walking Zones (Core Walking Zones) as shown in Figure 7-3. Key Employment Zones (e.g. Templefields) were split into component destinations to provide greater granularity within the analysis at the request of the core project team. The proximity and density of destinations were analysed using a Geographic Information System (GIS) software process called the Kernel Density Method. This method reviews the distribution of the Destinations relative to each other and identifies clusters around the areas with the highest concentration of destinations. This approach is consistent with the LCWIP methodology that recommends identifying key clusters of walking destinations in order to develop walking zones.
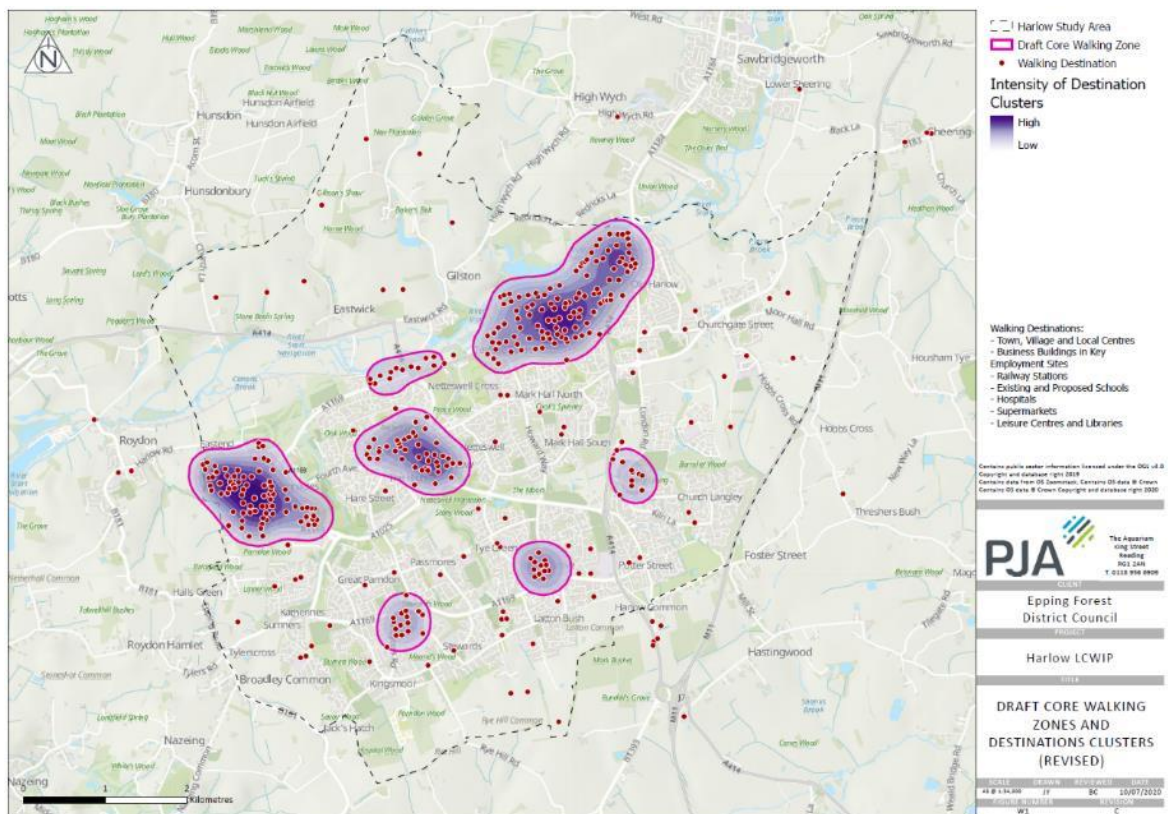
Figure 7-3: Destination clustering analysis to identify draft Core Walking Zones

7.2.2   The Kernel Density exercise identified an initial long list of CWZs which were presented to the core project team:

- Pinnacles
- Town Centre
- Temple Fields
- Burnt Mill

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- Church Langley

- Bush Fair

- Staple Tye

7.2.3   The Core Project team acknowledged that the number of Core Walking Zones for further study would need to be reduced to three zones in order for the LCWIP to produce manageable outputs. The DfT process guidance expects that LCWIPs are living documents, and therefore this long list of zones would be retained for consideration at later phases of LCWIP-making (or more locally-targeted LCWIPs). A prioritisation exercise was therefore performed to identify the preferred walking zones for site auditing which was based upon scoring against four core indicators which were agreed with the Project's Core Working Group. A 400m catchment area was applied around the boundary of each of the walking zones for the prioritisation.

- Walkability Potential – records how many people live and/or work in the catchment and therefore considers how many residents would benefit from walking improvements in an area. Walkability Potential was given a higher weighting compared to Destination Potential as home addresses are a more stable and consistent data source. The ongoing impacts of COVID-19 also increase the likelihood of prolonged home working which further justifies the need for increased weighting of this category.

- Destination Potential – how many different types of destination there are in the catchment area which provides an indication of the number of walking trips that could be generated by each zone This weighting against employment also reflects the journey purpose split of walking in the National Travel Survey, where commuting and business is a very small proportion of overall journey purpose for walking, while there is a much bigger focus on purposes that are more likely to be supported by a resident population. i.e. leisure, education, education escort, and retail. The destination potential took the original destination points used in the clustering analysis, and segmented them to look at three different destination types:

    – Employment

    – Education

    – Retail and Leisure

- Health Inequality – assesses the extent of health deprivation that exists in each catchment and therefore how improved walking facilities could help reduce health inequality through increased exercise and active travel. The health inequality score was the only element that diverges from the data set used over the course of the LCWIP. This scoring mechanism used the specific health inequality deprivation domain from the MHCLG dataset, and combined the scores over each LSOA within the CWZ based on the proportion of each LSOA within the CWZ.

- Policy Fit – reviews how closely aligned each zone is against three key areas of policy focus: development, strategic allocations, and sustainable transport corridors. The policy fit score took

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a combined score based on the amount of overlap between each CWZ catchment and a 400m buffer around the development site allocations (more than 10 units), strategic allocations, and sustainable transport corridors. This included the town centre AAP boundary as strategic allocation to reflect its importance to the town as a whole.

7.2.4 Table 7-1 summarise the performance of each Core Walking Zone against the Prioritisation Factors. The town centre scored highest on three of the four scores, coming second to Bush Fair on health inequality. Bush Fair and Staple Tye ranked in the top four on all indicators except Policy Fit, where they scored poorly.

Draft CWZ Name	Walkability Potential (WP)	Destination Potential (DP)	Health Inequality (HI)	Policy Fit (PF)	Combined Score
Pinnacles	0.27	0.24	0.36	0.46	1.33
Town Centre	1	1	0.98	1	3.98
Temple Fields	0.56	0.79	0.37	0.35	2.11
Burnt Mill	0.13	0.13	0.68	0.34	1.27
Church Langley	0.21	0.25	0.13	0.13	0.72
Bush Fair	0.45	0.51	1	0.23	2.19
Staple Tye	0.48	0.35	0.89	0.21	1.93

Table 7-1: Core Walking Zone selection scoring by core indicators

7.2.5 Sensitivity testing was then undertaken to determine how much the scoring and rankings would be affected by different weightings applied to the core indicator score (Table 7-2). This sensitivity test considered 15 different weighting profiles, either weighting one, two or three factors, with an exhaustive permutation of weightings. In the overall score, the Town Centre still ranked highest in all 15 weightings and Bush Fair appeared in the top three in all cases as well. However, there were four weighting scenarios where Templefields was replaced by Staple Tye. These were in the scenarios where health inequality received a higher weighting, or where destination potential received a lower weighting in comparison to the other factors.

Table 7-2: Sensitivity test of CWZ selection by the variability of overall score ranking by varying score weightings

Rank Counts	1	2	3	4	5	6	7
Pinnacles	0	0	0	0	8	7	0
Town Centre	15	0	0	0	0	0	0
Temple Fields	0	7	4	4	0	0	0
Burnt Mill	0	0	0	0	7	8	0
Church Langley	0	0	0	0	0	0	15
Bush Fair	0	8	7	0	0	0	0
Staple Tye	0	0	4	11	0	0	0

7.2.6 Having previously committed to three CWZs, it was clear that the closeness of scoring between Staple Tye and Bush Fair meant that the below four CWZs were selected for further study:

− Town Centre

− Templefields

- Bush Fair

- Staple Tye

7.2.7   These four areas provide a balanced approach for Harlow: the town centre being a mixed use environment, Templefields being an aggressively zoned employment cluster but with big box retail attached and links to residential hinterlands, and the last two being local centres serving a much more residential catchment. It's worth noting that all four priority working zones now align to the four original town and local centres of the 1952 masterplan.

7.3   Stakeholder workshop

7.3.1   The selection of the proposed core walking zones was presented to the Harlow Regeneration Working Group in August 2020. The process of sifting was understood however the exclusion of The Stow and Old Harlow from the analysis was queried by the group. The exclusion of these areas was due to the lower number of destinations in the area, particularly in terms of diversity of destinations. It was explained to the group that the extents of the proposed core walking zones was flexible and that the proposed walking routes would extend where necessary beyond the zone's extents. On this basis, additional walking routes were included to connect into Old Harlow and The Stow.

7.3.2   The stakeholder group also raised the previous work undertaken on reviewing the pedestrian infrastructure throughout Harlow's smaller "Hatches", which are the local shopping parades in residential neighbourhoods.

7.4 Walking audits

7.4.1 Having confirmed the Core Walking Zones, individual walking routes were identified for each zone which were then audited on site using the Walking Route Audit Tool methodology set out in the DfT LCWIP process guidance. The walking routes for each zone radiate out from the centre and connect out into surrounding areas based on a 20mins walking distance. Key walking routes were identified ideally radiating in all directions from the Core Walking Zones to ensure that the walking network catered for desire lines in all directions surrounding the zones.
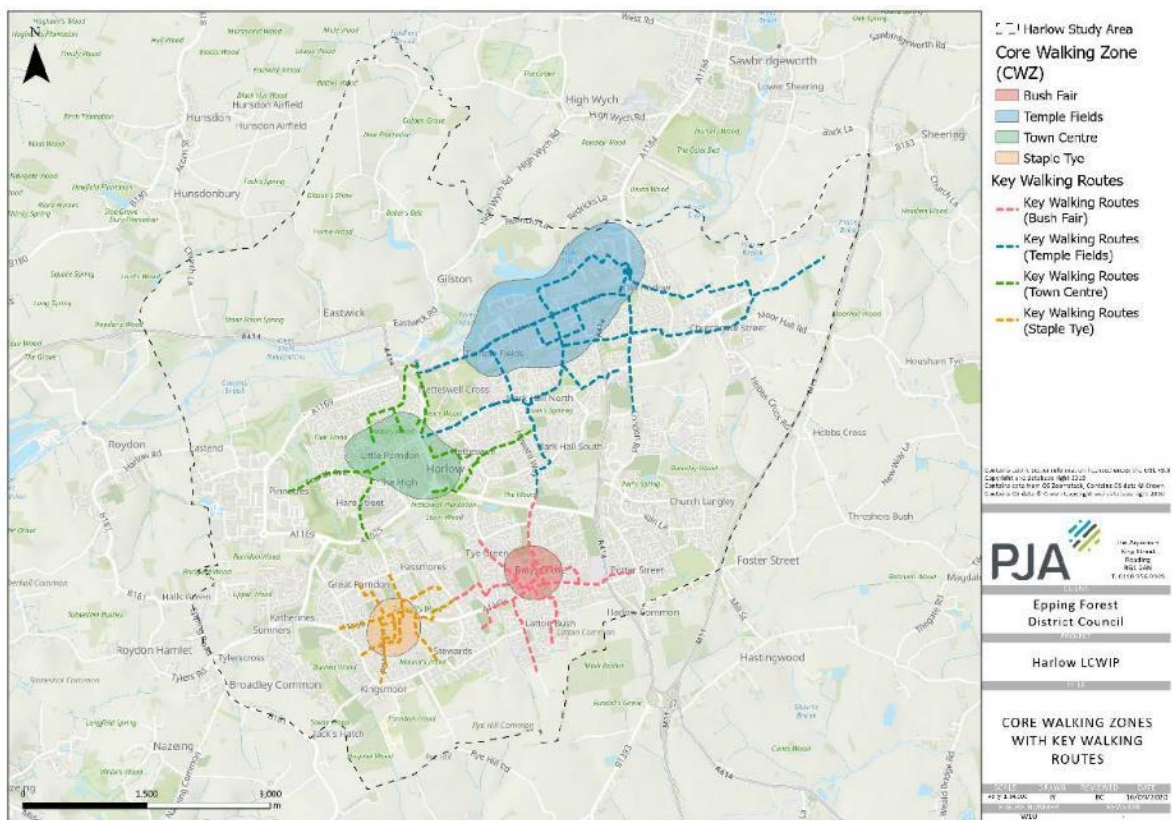
Figure 7-4: LCWIP Core Walking Zones and Key Walking Routes

7.4.2 Walking audits were undertaken by members of the Core Client Group with assistance and guidance provided by PJA and local residents. The Walking Route Audit Tool (WRAT) is divided into several categories for analysis and uses a Red Amber Green (RAG) scoring technique:

(1) Attractiveness: Considers the impact of maintenance, traffic noise, pollution and fear of crime upon the attractiveness of a route

(2) Comfort: Reviews the amount of space available for walking and the impact of obstructions upon walking such as footway parking, street clutter and staggered crossings

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(3) Directness: Assesses how closely pedestrian facilities are aligned with the natural desire line and accommodating the crossing facilities are for pedestrians to follow their preferred route

(4) Safety: Focusses on the impact of vehicle volumes and speeds and interaction with pedestrians

(5) Coherence: Focuses on the provision of dropped kerb and tactile information for pedestrians

7.5   Walking audit recommendations

7.5.1   The findings of the walking audits were translated into design measures for each of the four walking zones. The design measures were grouped by area and also by the below design themes which provides the option of delivering the design measures either by zone or by addressing a town-wide theme across Harlow. For example, the LCWIP identifies many sites across the town which lack tactile information and/or dropped kerb provision - it might be more logical for ECC to undertake a town-wide approach to this issue rather than zonal. Some elements may also be delivered separately with the wider area in which they sit if this provides efficiencies, i.e. where they align to Sustainable Transport Corridors or LCWIP Cycle Route packages.

Junction Treatment: Identified location which require new crossing facilities or an upgrade of the existing facilities with particular focus on existing roundabouts in the town. There were many locations in the town where crossings were not provided on desire lines and this issue was further compounded by roundabouts which encouraged free-flowing vehicle movements and therefore made crossing more difficult. The images below from Brighton and London exemplify good practice of providing crossings on desire lines through major junctions.

Figure 7-5: Seven Dials Brighton (right), and Victoria Street Diagonal Crossings (London)

Missing Dropped Kerb/Tactile Information: Locates crossings which are either missing or have substandard provision of dropped kerb and/or tactile information. This was a particular issue in residential areas where missing facilities combined with wide splayed junctions cumulatively undermined the cohesiveness and walkability of walking routes. The design minimum at these locations is to provide dropped kerbs and tactile information to enable safe crossing of the junctions, however a more transformative approach should be considered which upgrades the whole design of junctions to design continuous footways across junctions with much reduced corner radii. This will not only improve continuity and comfort, but will also prioritise pedestrian movements across these junctions.

Figure 7-6: Junction crossover treatment (Blackhorse Lane), and Willow Street with recently installed continuous footway (right)

Missing Footway: Recommends sites where a new footway should be installed mainly in residential areas or open spaces. A basic requirement of the LCWIP and developing the walking networks is filling gaps in the existing provision of pedestrian footways – particularly where there is evidence of demand for using an alternative alignment. The two examples below are both examples where there is clear demand for facilities and also where the existing provision is particularly poor.

Figure 7-7:Pedestrian Desire Line towards Velizy Avenue (left), and sub-standard footway provision in Templefields

De-Cluttering: Focussed on sites where street clutter, such as pedestrian guardrailings or bollards, reduces the effective width of either pedestrian and/or cycle facilities. Clutter on the footways also increases crossing distances and moves pedestrians away from the desire lines – de-cluttering will enable more effective and intuitive routes for pedestrians to follow. The below examples illustrate clutter-free and attractive walking routes that have positively used the space to include vegetation and other street features in the space previously occupied by clutter.

Figure 7-8: Bonnington Square (left) and Highbury Gyratory Removal (right)

Maintenance: Focussed on maintenance issues mainly around surface quality, lack of lighting, and vegetation overgrowth. This was a particular issue on sections of footway located away from carriageway where the existing path is unlit and not clearly defined. The 'off-carriageway network' is a key strength of Harlow's new town layout and the recommendation is to enhance these routes by providing continuous lighting and wayfinding, as well as general maintenance, to increase the overall attractiveness of the routes.

Figure 7-9: Bespoke historic wayfinding (Dulwich Village) and sympathetic uplighting of pedestrian route (Eagle Place)

7.5.2   The walking zones and audit findings are presented in the appendices.

8 Stage 5: Prioritisation

8.1 Prioritisation

8.1.1 The purpose of the Prioritisation stage is to establish a prioritised programme for the delivery of the walking and cycling measures identified in Stages 3 and 4 of the LCWIP. The prioritised list of measures should aid future network development by outlining the top priority schemes for delivery. The results can also be used as a mechanism for funding applications or seeking developer contributions towards new walking and cycling infrastructure. As noted previously, LCWIPs are considered to be 'live' documents by the DfT and local authorities therefore should consider updating/revising the prioritisation table to reflect latest developments.

8.1.2 The format of the Prioritisation for the HGGT LCWIP was confirmed with ECC colleagues to ensure that the format was consistent with their previous LCWIPs. On this basis, the measures were prioritised as follows:

(1) Cycling Prioritisation: ECC has developed an Advanced Scheme Design (ASD) multi-criteria analysis which has been used in their previous LCWIPs. The ASD assesses each LCWIP Cycle Route against a series of objectives to produce a prioritisation score which then enables ranking of the LCWIP cycle routes for delivery.

(2) Walking Prioritisation: The walking measures were prioritised based on the exercise completed in Stage 4 with the immediate focus on delivering the recommended measures in the four priority Walking Zones.

8.2 Cycling prioritisation

8.2.1 Prioritisation of cycling interventions followed the ASD multi-criteria analysis used by ECC in the previous Essex LCWIPs. 34 x routes are currently contained in ECC's ASD programme (inclusive of the nine Harlow routes). The ASD considers the likely cost of infrastructure and deliverability, including complementary funding streams, and assign these into tranches of short (0-4 years), medium (4-7 years) and long term (7+ years) implementation. The ASD is based upon the below themes:

(1) ECC Organisation Objectives: Focussed on the achievement of ECC's objectives around Economic Growth, Quality of Life, and Effective Delivery.

(2) DfT LCWIP Objectives: Evaluates the extent to which proposals will increase levels of cycling and reduce the rate of collisions involving cyclists

(3) Effectiveness: Considers how many people would benefit from a new cycle route and the extent to which the route aligns with other work programmes

(4) Deliverability: Assesses the likely cost and feasibility of delivering the proposed measures with consideration for political feasibility

8.2.2 Table 8-1 summarises the results for each route against the key ASD themes. The 'Overall ECC ADC Ranking' scores are not necessarily final and maybe subject to change.

LCWIP Route	ECC Organisation Objectives (%)	DfT LCWIP Objectives (%)	Effectiveness (%)	Deliverability (%)	HGGT LCWIP Ranking (n)	Overall ECC ASD Ranking (out of 34)
1: Town Centre Orbital	**95**	**100**	95	73	1	Joint 5th
2: Eastwick to Town Centre	80	50	75	73	9	34
3: Gilston to Town Centre	75	60	80	93	7	23
4: East Harlow to Town Centre	**95**	**100**	**90**	73	2	Joint 5th
5: Potter Street to Town Centre	75	90	70	93	6	22
6: Latton Priory to Town Centre	90	80	85	87	3	11
7: Staple Tye to Town Centre	75	70	70	93	8	25
8: Water Lane to Town Centre	90	80	85	80	4	14
9: Pinnacles to Town Centre	80	70	80	**100**	5	19

Table 8-1: Advanced Scheme Design: HGGT LCWIP Results

8.3 Walking prioritisation

8.3.1 The prioritisation of walking zones follows on from the Prioritisation exercise in Stage 4 with the recommendation that the four LCWIP Walking Zones prioritised for delivery before developing measures for the remaining Core Walking Zones that were identified in the long-list. It was confirmed with ECC colleagues that the Walking interventions would be prioritised to align with the cycling prioritisation tranches, i.e. following the Advance Scheme Design process.

8.3.2 As the initial CWZ process only identified walking zones for the purpose of identifying the highest priority interventions, it is recommended that future funding programmes concentrate on the remaining Core Walking Zones of Pinnacles, Burnt Mill, and Church Langley. This should also incorporate on areas (/Hatches) outside of the waking zones but still represent cluster of destinations where short trips should be optimised for walking and cycling. There are also synergies between the local Hatches and Low Traffic Neighbourhoods (LTN), some of which have been identified in the LCWIP Cycling measures. It is therefore recommended that a town-wide LTN study is undertaken to complement both the LCWIP walking and cycling proposals.

8.3.3   It is recommended that within each walking zone package, specific measures should be considered for concurrent delivery with the LCWIP cycling measures and also wider packages such as the Town Centre Masterplan and STCs.

Walking Zone Package	0-4 Years	4-7 Years	7+ Years	Notes
Pinnacles	Route Identification & Walking Audits	Design & Build	-	Early measures delivered by LCWIP Cycle Route 9
Town Centre	Design & Build	-	-	-
Temple Fields	Design & Build	-	-	-
Burnt Mill	Route Identification & Walking Audits	Design & Build	-	Early measures delivered by STC workstream
Church Langley	Route Identification & Walking Audits	Design & Build	-	-
Bush Fair	Design & Build	-	-	-
Staple Tye	Design & Build	-	-	-
Local Hatches	Hatch-Oriented LCWIP study, with audits	Design & Build	Design & Build	Local Hatches aligned to LTNs for delivery
Low Traffic Neighbourhoods	LTN study	Design & Build	Design & Build	Some LTNs delivered through LCWIP cycling schemes

Table 8-2: Prioritisation of core walking zone delivery packages

8.4   Stage 6: Integration

8.4.1   The recommendations of the LCWIP are integrated with wider work packages by virtue of alignment to the Essex ASD template. However, it is recommended that the findings of this LCWIP are reviewed in detail, to determine synergies with other non-highways programmes, e.g. development, regeneration, and parks improvement.

Appendix A   Combined LCWIP Mapping Outputs

Appendix B   Cycle Infrastructure Recommendations

Appendix C   Walking Infrastructure Recommendations

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Appendix 2

HGGT LCWIP Core Walking Zones

Legend:
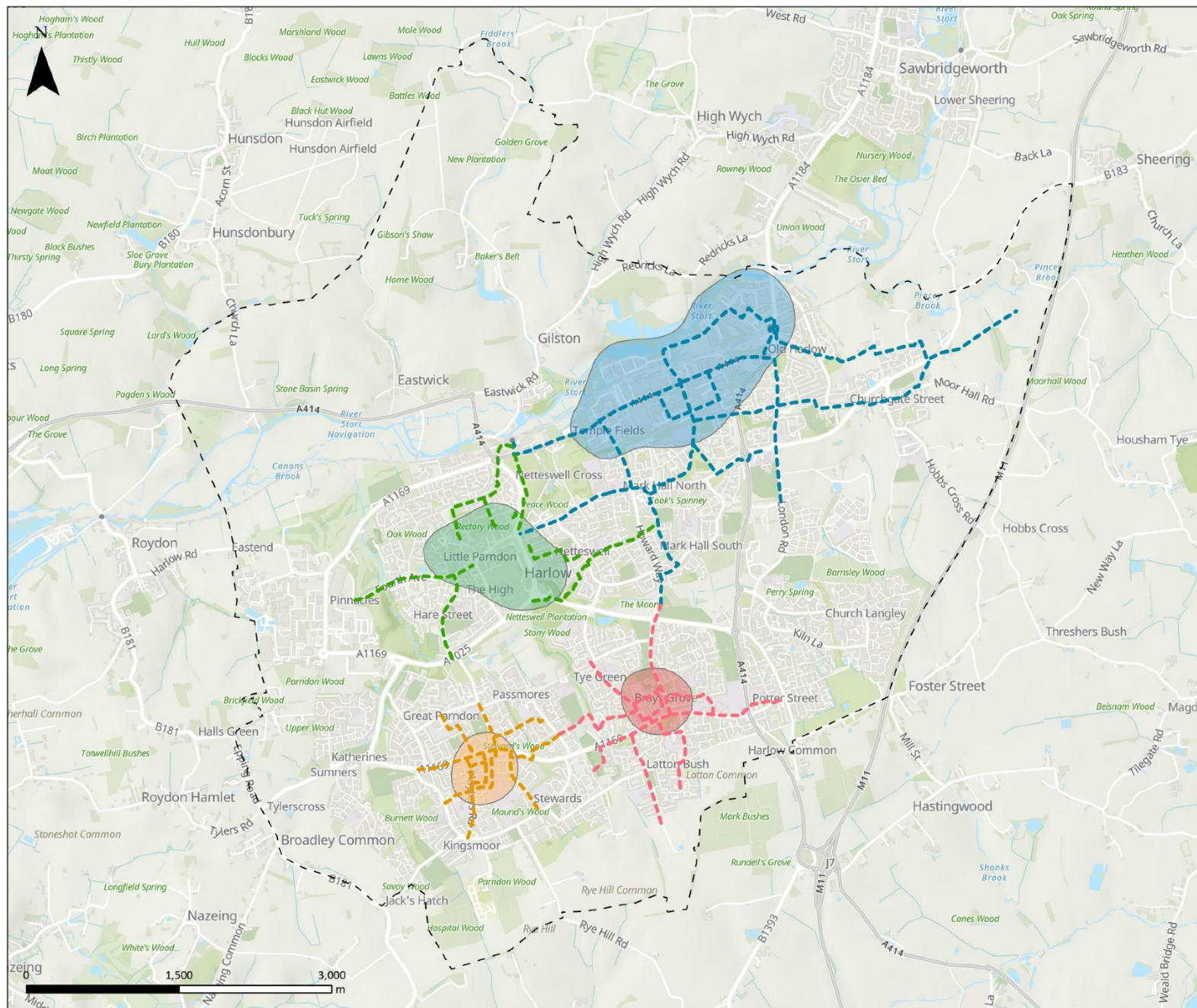
Harlow Study Area

Core Walking Zone (CWZ)
- Bush Fair
- Temple Fields
- Town Centre
- Staple Tye

Key Walking Routes
- Key Walking Routes (Bush Fair)
- Key Walking Routes (Temple Fields)
- Key Walking Routes (Town Centre)
- Key Walking Routes (Staple Tye)

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CLIENT
Epping Forest
District Council

PROJECT
Harlow LCWIP

TITLE
CORE WALKING ZONES
WITH KEY WALKING
ROUTES

SCALE A3 @ 1:34,000   DRAWN JY   REVIEWED BC   DATE 16/09/2020
FIGURE NUMBER   REVISION
W10

HGGT LCWIP Recommended Cycle Routes

Legend:
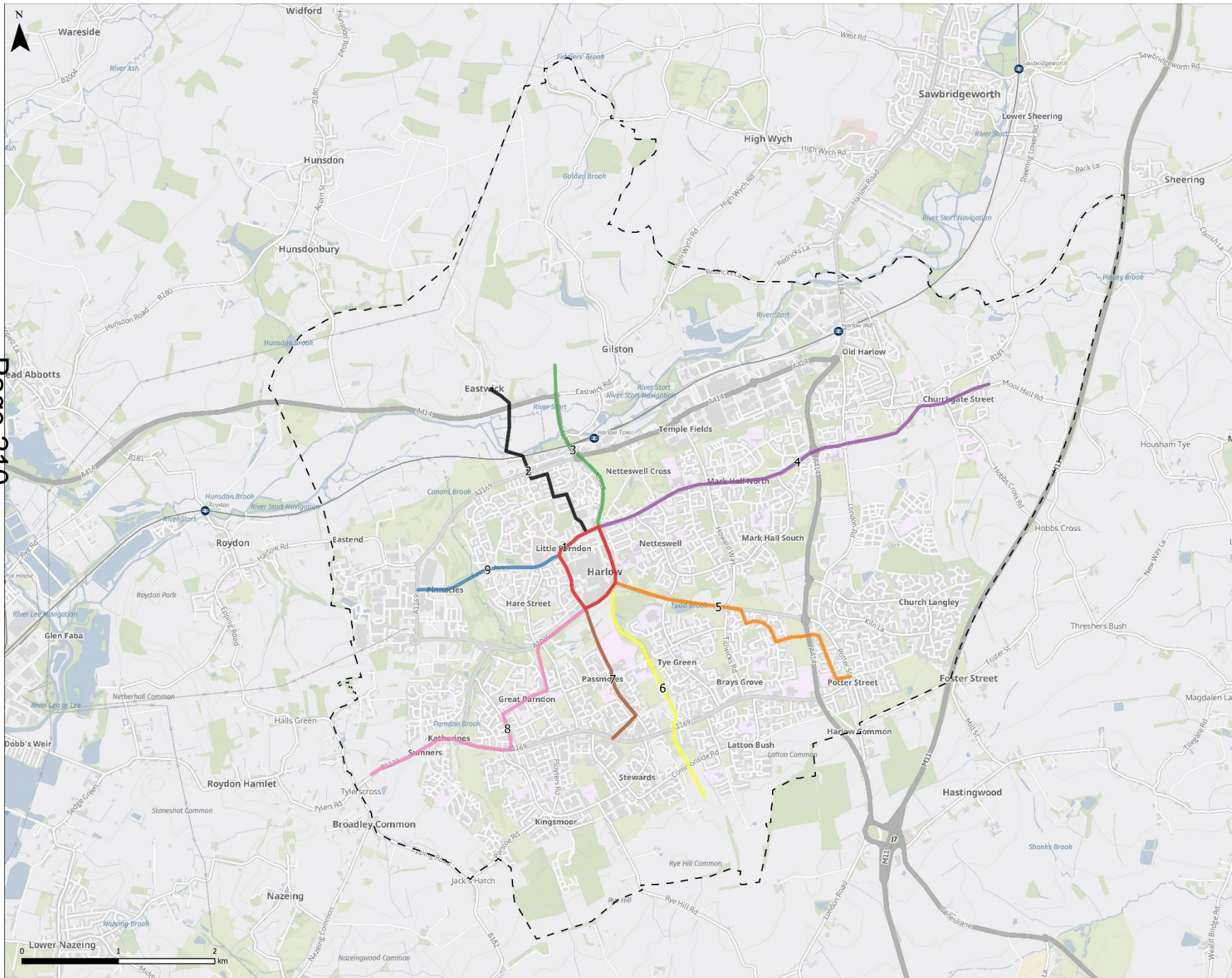
Study Area: Harlow
Proposed Corridor Routes
- Route 1 - 2.17km
- Route 2 - 2.29km
- Route 3 - 1.86km
- Route 4 - 4.49km
- Route 5 - 3.04km
- Route 6 - 2.40km
- Route 7 - 1.55km
- Route 8 - 3.69km
- Route 9 - 1.57km

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CLIENT
EPPING FOREST DISTRICT
COUNCIL, HARLOW COUNCIL,
ESSEX COUNTY COUNCIL

PROJECT
HARLOW: LOCAL CYCLING AND
WALKING INFRASTRUCTURE PLAN
(LCWIP)

TITLE
PROPOSED CYCLE CORRIDOR
ROUTES

SCALE	DRAWN	REVIEWED	DATE
A3 @ 1:25,000	HG/JY	RC.	06/05/2021
FIGURE NUMBER		REVISION	
04		B	

Report to Cabinet

Epping Forest District Council

Report reference: C-035-2021/22
Date of meeting: 25ᵗʰ January 2022

Portfolio: Housing Services – Cllr Holly Whitbread

Subject: Policy on our approach to trees causing structural damage to assets

Officer contact for further information: Deborah Fenton – Director of Housing and Property (07988860412)

Democratic Services Officer: Adrian Hendry (01992 564246)

Recommendation:

That Cabinet approve the new policy - Policy 'our approach to dealing with trees which are causing structural damage to our assets'.

Executive Summary:

A draft policy on our approach to dealing with trees which are causing structural damage to our assets was presented to Stronger Council in June 21. Various comments and suggestions were made. As such the policy has been updated and is now being presented to Cabinet.

There is little doubt that trees enhance the enjoyment of our District, as well as providing support for wildlife. However, in the modern built-up environment, there is fierce competition for space. As the tree or trees grow, encroaching roots and overhanging branches can extend beyond the legal boundary into neighboring properties, causing inconvenience, damage or even injury. When the tree roots enter a shrinkable, clay soil, they can take up sufficient moisture to cause the clay to dry and shrink. As a result, any property foundation built upon the clay may move or subside.

The Council has a dual responsibility, to protect trees in the interests of public amenity, but also to try and ensure that no individual suffers undue loss, distress or damage resulting from Council owned and managed trees. Our Current approach is ad-hoc and some residents are experiencing issues such as not being able to open windows or keep properties warm due to tree root damage. Our proposed policy takes a structured approach and enables us to take a consistent approach to the challenges of tree root damage. It also defines the decision-making process.

Report

1.   As a tree owner the Council or other landowners are likely to be liable for the subsidence and structural damage caused to its neighbours' buildings, e.g. tree root damage to foundations, and where this can be proven the Council or other landowners could be compelled through court action to 'abate the nuisance', which may include removal of the tree or trees,

the reinstatement of property and payment of compensation. As we do not have a current policy, the decision-making process is slow and fragmented. This can cause additional disruption for the residents and for our insurance company who may refuse the claim if we have not taken action in a timely manner.

2.   Epping Forest District has challenges as most of the district is underlain by London Clay. This is a highly shrinkable deposit which is susceptible to drying shrinkage and subsistence. This is further exacerbated by tree roots taking and removing the water from the ground.

3.   It is proposed that EFDC implements and follows the Essex County Councils Subsidence Flowchart and the Land Ownership and Liabilities Flowchart. The process is thorough and detailed and will provide the information required to make an informed decision as to the best course of action. **Appendix 1**

 Reason for decision:

Asset management are dealing with an ever-increasing number of structural issues these are having an impact on the condition of our assets and in some instances the lives of our residents. The policy sets out to formalize our approach.

Options considered and rejected:

Officers considered continuing with the adhoc approach however that presents several risks to the organization.

Resource implications:

The cost for the removal and management trees sits within the HRA budget

Legal and Governance Implications:

Our proposed approach applies an appropriate level of governance.

Safer, Cleaner, Greener Implications:

The policy includes the reprovision of tree where a tree has needed to be removed.

Background Papers:

NA

Impact Assessments:

Risk Management:

There is a risk of litigation should the council not apply an appropriate approach to the management of trees.

Policy and guidance on trees causing structural damage to Council assets.

2021

Housing and Property Service

Contents

1.   Introduction

1.1.   There is little doubt that trees enhance the enjoyment of our District, as well as providing support for wildlife. However, in the modern built-up environment, there is fierce competition for space. As the tree or trees grow, encroaching roots and overhanging branches can extend beyond the legal boundary into neighboring property, causing inconvenience, damage or even injury. When the tree roots enter a shrinkable, clay soil, they can take up sufficient moisture to cause the clay to dry and shrink. As a result, any property foundation built upon the clay may move or subside.

1.2.   The Council has a dual responsibility, to protect trees in the interests of public amenity, but also to try and ensure that no individual suffers undue loss, distress or damage resulting from Council owned and managed trees.

1.3.   This Policy and guidance only refer to Council owned and managed trees. The responsibility for the maintenance and management of Council owned and managed trees falls to Arboricultural Officers in the Countryside and Landscape Service.

1.4.   This Policy and guidance do not include trees situated on private land or trees situated on the highway as part of the street scene.

2.   Objectives

2.1.   The Policy and guidance are intended to be a detailed procedural document of the stages involved, in the decision-making process between retaining or the removal of high amenity value trees.

2.2.   The Policy and guidance will set out the process which will enable the Responsible Person to make an informed decision between the two outcomes - a decision that will be based on the recommendations contained in Reports and surveys, carried out by independent specialists.

2.3.   The Policy and guidance sets out the procedure which will enable the Responsible Person to make an informed decision, on the future of high amenity value trees, which are causing severe structural damage as defined by BRE Digest 251 Category of Damage to low rise Council and privately-owned properties.

2.4.   The process of identifying land ownership and the liabilities that follow from tree root activity that is causing structural property damage is shown as a flowchart in Appendix 1. Land Ownership and Liabilities and will be referred to throughout this policy.

2.5.   The Policy and guidance will set out the procedure and the detail required following any property investigation that is undertaken on Council or privately-owned properties, suffering from structural damage. This is shown as a flowchart in Appendix 2 Property Subsidence Investigation Process and will be referred to throughout this policy.

2.6.   The Policy and guidance will set out the roles and responsibilities of the Key Personnel within the Council who are involved in the decision-making process.

3.   Land Ownership

3.1.   Establishing the owner of the land on which the tree or trees are planted is essential in apportioning responsibilities and liabilities, for tree root activity that is the causation of property damage.

3.2. The Policy and guidance will include a flowchart shown in Appendix 1. Land Ownership and Liabilities which establishes the landowner and the roles and responsibilities that follow between the various Council Service areas;

- Countryside and Landscape Services.
- Corporate Services Insurance.
- Estates and Land.
- Development Management.
- Legal Services; and
- Property Assets.

3.3. As a tree owner the Council or other landowners are likely to be liable for the subsidence and structural damage caused to its neighbours' buildings, e.g. tree root damage to foundations. Where this can be proven the Council or other landowners failing mediation, could be compelled through court action to 'abate the nuisance', which may include removal of the tree or trees, the reinstatement of property and payment of compensation.

4. Types of Property Damage

4.1. As the tree or trees grow, if they are not managed or sufficiently maintained they have the potential to cause direct and indirect damage to property.

4.2. Direct damage is when tree roots or branches come into direct contact with foundations or property structural elements such as walls or roofs. This is often addressed by simply pruning the offending part and cutting it back far enough to eliminate the risk of it occurring.

4.3. Where direct damage occurs from Council owned and managed trees, the tree will be added to the Council's Basic Tree Maintenance regime undertaken by Countryside and Landscape Services.

4.4. Indirect damage is when the roots are below the level of the property's foundations and are taking water out of the soil. This will only be an issue in shrinkable clay soils. It should be noted that the British Geological Survey indicates that the majority of the Epping Forest District is underlain by London Clay. London Clay is a highly shrinkable deposit that is susceptible to drying, shrinkage and subsidence, particularly associated with trees and tree root activity. The clay particles are very small and the removal of the water results in the soil contracting and the soil level under the foundation reducing. This occurs and is exacerbated during long periods of drought conditions.

4.5. This movement occurs all the time in shrinkable soils but is normally evenly spread across the property's foundation. It is only when trees or vegetation roots affect one section of a building's foundations, to a greater extent than the others that it becomes a problem, resulting in damage to the building. If this level reduction is significant enough, then the building or part of the building over the affected area may drop resulting in cracks and in extreme conditions partial structural wall failures.

5. Property Subsidence Investigation

5.1. Where it is suspected that trees and vegetation are causing severe structural damage the Council will carry out a Property Subsidence Investigation shown in Appendix 2.

The flowchart establishes the process and is consistent with Essex County Council's Subsidence Investigation Flowchart.

5.2. The Property Subsidence Investigation eliminates other causes of building movement such as settlement under load, underground water movement or leaking drains washing clay particles away, collapsing sinkholes and poor construction techniques. All these other causes of building movement can occur at any time of the year.

5.3. For the damage to be tree or vegetation root activity related the movement must be seasonal, so part of the building dropping in prolonged periods of drought, only to rise again in the wetter months of the year as the soil rehydrates. This seasonal movement can be determined by crack or level and vertical monitoring over a minimum 12-month period.

5.4. The level of detail required will vary depending on the property and the severity of structural damage. However, before undertaking a Key Evidence Review as a minimum the Property Subsidence Investigation will require the following property information.

- Crack monitoring (over a minimum 12-month period).
    - o BRE Digest 251 Categories 4 and 5.
- Level and vertical monitoring (over a minimum 12-month period).
- Soil type.
- Desiccation level.
- Movement type.
- Foundation depth.
- Root identification.
- The species present.
- Zone of influence.
- Drought year information; and
- Confirmation of land ownership.

6. Key Evidence Review and Tree Report

6.1. The extent of property information required to carry out a Key Evidence Review to support a subsidence-related tree work and decide on the most appropriate course of action will need to consider.

- the age of the property and any extensions.
- the ownership of the tree(s).
- the nature of the problem and details of any historical defect monitoring.
- the type and depth of the existing foundations.
- the details of soil type and composition to a depth of approximately 3m.
- the evidence of tree root presence below foundation level.
- the evidence that any roots found belong to the suspected trees.
- the measurement of subsoil shrinkage potential at and below foundation level.
- a plan showing accurate locations of relevant site features including buildings, drains and trees on, or adjacent to, the site.

- a plan showing the borehole sampling locations; and

- where relevant a heave assessment.

6.2. To support the Key Evidence, Review where it determines that the high value amenity trees on the balance of probabilities are the causation of property damage Property Assets will commission an independent Tree Report on the tree or trees.

6.3. The main elements to consider when commissioning a Tree Report are the tree species, vitality, growth potential, water demand, distance to the buildings, land topography and previous tree management undertaken. The tree species is closely linked to the water demand, with oaks, willows and poplars having a much higher potential water demand and therefore tree root activity is more likely to impact on buildings.

6.4. The Tree Report must establish if any of the trees are protected by a Tree Preservation Order (TPO) or have Conservation Area status. Generally, Council owned, and managed trees are not subject to a TPO, however if the tree has any protected status Development Management would need to be consulted. A formal notification would need to be submitted to contacttrees@eppingforestdc.gov.uk prior to the Evidence Presentation.

6.5. The Tree Report must also include guidance from the Woodland Trust and the Ancient Tree Forum on protecting ancient, veteran and other trees of special interest, which are a nationally significant category of tree that are given notable planning status in the National Planning Policy Framework.

6.6. The Tree Report should also provide an independent calculation for the amenity value of the tree or trees in question to enable a full cost-benefit analysis to be undertaken at the Evidence Presentation.

7. Arboricultural Report

7.1. Property Assets should in all circumstances commission an Arboriculture Association Registered Consultant to produce an independent arboriculturally Report on the causation of the property damage which should include options on remedial actions available and provide fully costed recommendations on the remedial actions.

7.2. The arboriculture Report should also include the amenity value of the tree which can be established through industry recognised valuation protocols. There are software programme's such as the Helliwell system and CAVAT-Capital Asset Value for Amenity Trees which are designed to be a strategic tool to aid decision-making in relation to tree stock or to individual trees, where the value of the tree needs to be expressed in monetary terms. It should be noted that the Helliwell system and CAVAT should only be used by arboriculturists who have received relevant training, and who have the relevant skills and experience.

7.3. This information will be required and included in the full cost benefit analysis made to the Director Housing and Property during the final stage of Evidence Presentation.

7.4. All the stages that need to be completed prior to the final Evidence Presentation stage are shown in Appendix 1 Land Ownership and Liabilities.

8. Evidence Presentation

8.1. Property Assets should consult with the arboriculture Officer - Countryside and Landscape Services to develop a mitigating landscaping plan for replacement tree planting where the removal of a tree or trees is the preferred option. The mitigating

landscaping plan should be fully costed with funding for the plan included in the structural repairs budget or in any insurance claim and based on a minimum of two-replacement trees for every tree removed.

8.2. The Council's arboriculture Officer - Countryside and Landscape Services should advise on the replacement tree species, size, maintenance, location and take future maintenance requirements into consideration.

8.3. The mitigating landscaping plan and the planting location will ideally be in the same area of any tree or trees removed.

8.4. At the Evidence Presentation the information that will be required to enable the Director Housing and Property to consider fully the future liabilities on Council assets should include.

- a full cost benefit analysis on all the arboriculture Report recommendations.

- a mitigating landscaping plan for replacement tree planting agreed with the Council's arboriculture Officer - Countryside and Landscape Services.

- the Helliwell system or CAVAT Report with the value of the tree expressed in monetary terms.

- any future liability for property damage caused by Council owned trees to Council or privately-owned properties.

9. Key Personnel

9.1. Duty Holder – Chief Executive

9.1.1. Overall day-to-day responsibility for health and safety matters at Epping Forest District Council and the implementation of this Policy and guidance.

9.1.2. Ensure that Responsible and Nominated Persons understand the aims and objectives of the Council's Policy and guidance.

9.2. Responsible Person – Chief Operating Officer

9.2.1. Responsible for ensuring the objectives outlined within the Policy and guidance are understood and acted upon at all levels within the Organisation.

9.2.2. Ensure that planning, budgets, and resources are available to enable strategic and operational objectives to be accomplished, as far as reasonably practicable.

9.2.3. Ensure that all the Council's properties that are identified as suffering severe structural damage do not constitute an undue risk to the health, safety and welfare of the occupiers, visitors, or the public at large.

9.2.4. Ensure that adequate resources are allocated to the structural repairs budget for undertaking structural, level and monitoring, remedial structural Capital works and suitable and sufficient landscaping on and around properties where a tree or trees are removed. The resources shall include but are not limited to:

- Financial budget.

- Competent personnel.

- Sufficient allocation of time for monitoring, maintenance etc.

9.3. Responsible Person – Director Housing and Property

9.3.1. The Responsible Person will review all the information presented during the Evidence Presentation and consider the current and future liabilities on the Council's and privately-owned assets.

9.3.2. To decide based on the Evidence Presentation to either.

- Remove the tree or trees.
- Keep the tree or trees.
  - o Undertake tree management.
- Undertake an engineering solution.
  - o Root barrier.
  - o Foundation strengthening.
- Undertake full repair to the property.
- Dispose of the property.
- Demolish and redevelop the area.

9.3.3. Instruct Legal Services to serve Notice on private landowners whose tree or trees are causing damage to Council owned or managed property.

9.4. Responsible Person – Head of Assets and Facilities

9.4.1. The Responsible Person shall present the Evidence Presentation and provide advice on the recommendations contained in the.

- arboriculture Report.
- Landscaping plan for replacement tree planting.
- Helliwell system or CAVAT Report (Capital Asset Value for Amenity Trees); and
- Property Subsidence Investigation.

9.4.2. Consult with Countryside and Landscape Services - arboriculture Officer and develop a mitigating landscaping plan for replacement tree planting and obtain consent for the works.

9.4.3. Undertake an appeal if consent for the removal of any high value tree or trees is refused, this may include broadening the mitigating landscape proposals or considering alternative recommendations contained in the arboriculture or CAVAT Reports.

9.4.4. Informally consult with Legal Services on the option to serve Notice on private landowners whose tree or trees are causing damage to Council owned or managed properties.

9.4.5. Appoint an appropriate Responsible Person to oversee, control and coordinate the structural monitoring of properties identified as suffering from structural damage.

9.5. Responsible Person - Team Manager Property Assets

9.5.1. The Responsible Person shall collate and prepare the information necessary for the Evidence Presentation which should include.

- arboriculture Report.
- Landscaping plan for replacement tree planting.
- Helliwell system or CAVAT Report (Capital Asset Value for Amenity Trees); and

- Property Subsidence Investigation.

9.5.2. Ensure that the Nominated persons are competent (training, knowledge, experience) to carry out the prescribed tasks.

9.6. Nominated Person – Housing Officer (Contracts)

9.6.1. The Nominated Person is authorised and competent to identify and diagnose the causation of structural building damage.

9.6.2. To arrange, commission and carry out the required surveys to complete a Property Subsidence Investigation and evidence the elimination all the other causes of building movement such as.

- settlement under load,
- underground water movement or leaking drains washing clay particles away.
- collapsing sinkholes; and
- poor construction techniques.

9.6.3. To arrange and commission approved consultants to undertake.

- Crack monitoring (over a minimum 12-months).
- Level and vertical monitoring (over a minimum 12-months).
- Soil type.
- Desiccation level.
- Movement type.
- Foundation depth.
- Root identification.
- The species present.
- Zone of influence.
- A heave assessment where relevant.
- Drought year; and
- Confirmation of land ownership.

9.7. Nominated Person – Arboricultural Officer

9.7.1. The Nominated Person is authorised and competent to advise on British Standards 5837: and.

- visual amenity of existing tree or trees.
    - o Low – an inconsequential landscape feature.
    - o Moderate – of some note within the immediate vicinity, but not significant in the wider context.
    - o High – an item of high visual importance.
- replacement tree species and size.
- replacement tree maintenance.
    - o watering.
    - o stakes and ties.

       o weed control.

       o formative pruning.

       o feeding.

       o failure replacement warranties.

- landscaping.

- tree planting location; and

- future tree maintenance requirements.

9.7.2. To ensure ARB Approved Tree Surgeons are appointed to undertake any tree work.

10. Review and monitoring

10.1. The training and responsibilities of Key Personnel will be monitored by the Council through its management and appraisal processes.

10.2. A formal review of the Policy and guidance will be undertaken in consultation with the Cabinet annually.

11. Key Personnel and Emergency Contacts

11.1. The Council has appointed the following Key Personnel to ensure compliance with the Policy and guidance responsibilities:

- Duty Holder - Chief Executive

- Responsible Person - Chief Operating Officer

- Responsible Person - Director Housing and Property

- Responsible Person - Head of Assets and Facilities

- Responsible Person - Team Manager Property Assets

- Nominated Person - Housing Officer (Contracts)

- Nominated Person - Arboricultural Officer

11.2. On occasion emergencies may arise at properties that are suffering structural damage. If you become aware of a property that you believe has become a Dangerous Structure immediately report the details to the Council's Building Control Services Team who can be contacted on.

    Building Control Services
    Civic Offices, High Street, Epping CM16 4BZ
    Phone: 01992 564000
    www.eppingforestdc.gov.uk/housing

11.3. If an incident or emergency occurs to properties that are undergoing structural repairs outside of normal office hours immediately seek advice from Repairs Qualis Management, the Council's out of hours emergency service who can be contacted on.

    Qualis Management
    Oakwood Hill Industrial Estate, Loughton, Essex IG10 3TZ
    Phone: 0333 230 3464 (24-hour contact number)
    Email: repairs@qualismanagement.co.uk

11.4. If an incident or emergency occurs to properties that are undergoing structural repairs during normal office hours immediately seek advice from Property Assets who can be contacted on.

> Property Assets Services Team
> Epping Forest District Council
> Civic Offices, High Street, Epping CM16 4BZ
> Phone: 01992 564166 extension 2727
> Email: propertyassets@eppingforestdc.gov.uk

11.5. For all other enquiries you can contact Epping Forest District Council on.

> Epping Forest District Council
> Civic Offices, High Street, Epping CM16 4BZ
> Phone: 01992 564000
> www.eppingforestdc.gov.uk/housing

Bibliography.

BRE Digest 251 Category of Damage to low rise dwellings.
https://www.brebookshop.com/details.jsp?id=139150

The British Standards 5837:2005: https://www.rbkc.gov.uk/idoxWAM/doc/Other-1592559.pdf?extension=.pdf&id=1592559&location=Volume2&contentType=application/pdf&pageCount=1

| Countryside and Landscape | Property Assets | Estate and Land | Group |

APPENDIX 1: LAND OWNERSHIP AND LIABILITIES.

Damage to Council property is identified with the probable cause related to tree root activity.

Are the tree/s suspected to be a **High Value** amenity? → Yes. → Arrange site inspection with Arboricultural, Estates and Land, Property Assets Officer.

No, the tree/s and all the vegetation are of a **Low Value.**

Yes, the tree/s are confirmed as a **High Value** amenity. Confirm with Development Management Trees and Landscape if the tree/s are subject to a **Tree Preservation Order** or have **Conservation Area** status

Establish ownership of tree/s.

Establish ownership of tree/s.

Council land.

Privately owned land.

Council land.

Privately owned land.

Is the damage limited to Council property?

Property Management to identify the landowner/s and inform them of their liabilities.

Is the damage limited to Council property?

Property Management to identify landowner/s and to inform Legal Services to serve Notice and inform Insurance.

Yes

No

Yes

No

Where it is determined that the **Low Value** tree/s on the balance of probabilities are contributary to the property damage the recommendation is to undertake fast track removal and property repair.

Property information required.
- Crack monitoring.
- Level monitoring.
- Soil type.
- Desiccation level.
- Movement type.
- Foundation depth.
- Root identification.
- Species present.
- Zone of influence.
- Drought year?
- Land ownership.

Key Evidence Review.
- Date of first damage reported on the property.
- Shrinkable clay soil.
- Root identification linked to species.
- Downward movement of structure.
- Continue crack and level monitoring review results to confirm seasonal movement.

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Where the Key Evidence Review determines that the **High Value** tree/s on the balance of probabilities are the causation of property damage obtain an independent **Tree Report** on them.

Obtain an independent **Arboricultural Opinion** on the Key Evidence Review and if necessary, undertake further site investigations and consultation with other key stakeholders.

If the tree/s are subject to a **Tree Preservation Order** or **Conservation Area** status submit a Formal Notice to Development Management Trees and Landscape to obtain consent for the works.

Commission an independent **Arboricultural Report** on causation, undertake a full industry recognised tree evaluation protocol on the tree/s and review all the recommendations.
- Remove tree/s.
- Severe crown reduction and future pruning.
- Root pruning and root barrier installation.
- Engineering solution.

Formal Appeal to the Planning Inspectorate if consent for the works are refused.

Consult with Countryside and Landscape Services – Arboricultural Officer and develop a mitigating landscaping plan for replacement tree planting and obtain consent for the works.

Evidence Presentation including a full cost benefit analysis on all the Arboricultural Report recommendations made to the Director Housing and Property.

The Director Housing and Property to decide to either;
- Remove the tree/s.
- Keep the tree/s.
- Undertake full repair to the property.
- Dispose of the property.
- Demolish and redevelop.

Instruct Legal Services to serve Notice on private landowners whose tree/s are causing damage to Council owned or managed property.

APPENDIX 2: PROPERTY SUBSIDENCE INVESTIGATION PROCESS.

Damage to Council property is identified with the probable cause related to tree root activity.

All other causes of property damage eliminated through site investigations.

Property information required;
- Crack monitoring.
- Level monitoring.
- Soil type.
- Desiccation level.
- Movement type.
- Foundation depth.
- Root identification.
- Species present.
- Zone of influence.
- Drought year?
- Land ownership.

Key Evidence Review.
- Date of first damage reported on the property.
- Shrinkable clay soil.
- Root identification linked to species.
- Downward movement of structure.
- Continue crack and level monitoring review results to confirm seasonal movement.

Low Value tree/s.

Arrange site inspection with Arboricultural, Estates and Land, Property Assets Officer to establish the **Value of the tree/s**.

High Value tree/s.

Where the **Key Evidence Review** determines that the **Low Value** tree/s on the balance of probabilities are contributary to property damage the recommendation is to undertake fast track removal and repair.

Where the Key Evidence Review determines that the **High Value** trees on the balance of probabilities are the causation of property damage obtain an independent **Tree Report** on them.

Obtain an independent **Arboricultural Opinion** on the Key Evidence Review and if necessary, undertake further site investigations and consultation with other key stakeholders.

If the tree/s are subject to a **Tree Preservation Order** or **Conservation Area** status submit a Formal Notice to Development Management Trees and Landscape for consent.

Commission an independent **Arboricultural Report** on causation, undertake a full industry recognised tree evaluation protocol and review all the recommendations.
- Remove tree/s.
- Severe crown reduction and future pruning.
- Root pruning and root barrier installation.
- Engineering solution.

Formal Appeal to the Planning Inspectorate if consent for the works are refused.

Consult with Countryside and Landscape Services – Arboriculture Officer and develop a mitigating landscaping plan for replacement tree planting and obtain consent for the works.

Evidence Presentation including a full cost benefit analysis on all the Arboricultural Report recommendations made to the Director Housing and Property.

The Director Housing and Property to decide to either;
- Remove the tree/s.
- Keep the tree/s.
- Undertake full repair to the property.
- Dispose of the property.

Version Control

Version no.	Date	Details of changes included in update	Author
0.1	May 2021	Draft	Team Manager – Property Assets.

Housing and Property Service
Epping Forest District Council
Civic Offices, High Street, Epping, Essex CM16 4BZ

www.eppingforestdc.gov.uk/housing

November 2020

Report to Cabinet

**Epping Forest
District Council**

Report reference: C-036-2021/22

Date of meeting: 25 January 2022

Portfolio: Housing Services (Cllr Holly Whitbread)

Subject: Sheltered Housing - Emergency Alarm System Upgrade

Officer contact for further information: Deborah Fenton (07988860412)
Democratic Services Officer: Adrian Hendry (01992 564246)

Recommendations/Decisions Required

That members agree the proposal to use Everon to replace our Hard-Wired Alarm system, noting the positive changes for residents and the ability to make VFM savings for EFDC (HRA)

Executive Summary:

Our sheltered schemes have an analogue telephone system. This means that it operates on the public switched telephone network (PSTN). This network is being switched off in 2025 as we move to an IP network. This means that we are moving from analogue to digital.

The current emergency alarm equipment is around 16 years old, although it still provides a reliable service it has limitations, these being that residents need to get to a pull cord which is situated in each room of their property to raise an alarm call. Furthermore, we can only link a limited number of peripherals to the system. All properties have a smoke detector. Pendants are available for those with limited mobility, or whom have just been discharged from hospital and are unable to reach a pull cord.

Technology has moved on and so have emergency alarm systems. To ensure the alarm systems in our sheltered housing schemes continue to provide a reliable service, and meet the needs of our residents, we need to upgrade them to digital.

Officers have undertaken a review of systems currently on the market and have recommended Everon's Lyra alarm call system.

Report

Background

In March 2021, four of the leading care technology providers (Tunstall, Apello, Tynetec and Everon) where invited to give a virtual presentation to officers and other interested stakeholders which included one Councillor. Each presentation was evaluated by our

Sheltered Housing Officers. Everon's Lyra alarm call system exceeded our expectations. We wanted a system that's easy to use for residents with the ability to install additional equipment as and when resident's need's change. We also want a system that will allow Sheltered Housing Officers to work more efficiently. Everon's system meets these requirements.

There are many benefits to a digital system, It's faster and even more reliable. It also benefits from a range of sensors and devices which will allow us to offer bespoke care technology packages to residents, resulting in a more personalised approach. Care Technology includes:

- Devices that enable independent living around the home
- Remote monitoring which helps support people with long term health conditions
- Lifestyle monitoring which can detect changes in daily living for preventive intervention
- Visual solution to enable social interaction
- Digital support to help promote well-being for those with dementia
- Remote consultations via video with health care professionals

The ability to install the above equipment may also help reduce the number of residents needing to transfer to residential care and help reduce admissions to hospital. Therefore, easing the strain on health and social care budgets.

Everon

Everon have undertaken site visits at all 12 sheltered schemes and submitted a quotation to provide and install their Lyra system at £355,531.00. This includes a Lyra alarm unit, pendant and pull cord in the bathroom for each property. It also includes door entry, speech module in all lifts and link to the fire panel at each scheme. This works out at £759.91 per property (We have 468 properties across the 12 schemes) this is compared to around £1,300 per property for a new hard-wired system. Installing a dispersed alarm system would mean moving away from the traditional hard-wired but there are many advantages which include:

- The system is wireless and easy to install, there is no need for cabling, drilling or disruption to residents and therefore is more competitive cost wise.
- There is no limit to the number of alarms calls in progress, meaning that multiple alarms can be raised from the same site without any 'call stacking'. A hard-wired system only allows one call at a time as it works on one telephone line per scheme.
- The system has the ability to integrate door entry with the flexibility to handle these alerts from the alarm unit, a mobile phone, or a landline.
- Hard wired systems rely on a telephone line, if the line is faulty the whole scheme can go down which effects every resident. With the Lyra system each property has its own unit which has a roaming sim, if for any reason a unit is faulty, we can just replace that unit and other residents are not affected. The system safeguards other residents in the scheme.
- Software upgrades can be done remotely so no need for engineers to attend site which is much more environmentally friendly.
- The system does not require the use of DECT handsets and will allow staff to be 'on-site' using an android application on any android device, meaning if staff are working from home they can still be 'on-site' and receive alerts from the residents. This will help reduce our carbon footprint and reduce the resource need over the long term.
- Various peripherals can be added to the system to accommodate residents changing needs helping them remain independent, easing the burden on Social Care budgets.
- If we redevelop any of our sheltered housing schemes' we can simply remove the alarm system and re-install in the new building later.

Procurement

As we have identified an emergency alarm system that meets the changing needs of our residents and allows our staff to work more efficiently, we propose to seek members approval to procure the new emergency alarm system through a Framework Agreement as oppose to undertaking a tender exercise. Everon are on the Northern Housing Consortium (NHC) framework of which we are members. NHC have offered a Technology Enabled Care (TECS) framework to their members in various forms for over 20 years. The current framework includes alarm installation, alarm maintenance, alarm repair, call centre monitoring and call centre equipment.

The key objective of this framework is to appoint supply partners that offer the most economically advantageous tender in terms of skills, expertise, quality, and cost effectiveness, ensuring efficiencies for members. Companies on the framework have already been through a rigorous tender exercise and demonstrated they meet the tender evaluation criteria allowing us to make a direct award.

Costing

The below table shows the costs, this is across all schemes. The License Fee is a monthly charge.

Site				
Item	Part No	Qty	Value	License Fee
EQUIPMENT				
Origon Hub	TP-202	532	£191,520.00	£2,585.52
Button	PL-100	541	£31,919.00	£0.00
Pullcord / Radio Token	PL-105VK	528	£34,320.00	£0.00
Lift Unit	TP-202 GREY FI	8	£2,996.00	£38.88
Staff Phone	GSM-001	14	£2,800.00	£0.00
Fire Panel Hub	TP-202	9	£3,240.00	£43.74
Key Safe Hub	TP-202	0	£0.00	£0.00
Radio Token	PL-105	17	£1,080.00	£0.00
Radio Token	PL-105S	0	£0.00	£0.00
Door Panel	DOOR P	11	£20,691.00	£220.00
		0	£0.00	£0.00
Materials Total			**£288,566.00**	**£2,888.14**
LABOUR				
Install Hubs		532	£58,520.00	£0.00
Install Lifit Unit		8	£2,760.00	£0.00
Install Door Panel		9	£990.00	£0.00
Install Fire Panel		9	£495.00	£0.00
Establishing Customer Location		12	£4,200.00	£0.00
Install Key Safe		0	£0.00	£0.00
		0	£0.00	£0.00
Labour Total			**£66,965.00**	**£0.00**
Grand Total			**£355,531.00**	**£2,888.14**

Residents currently pay a charge for the alarm equipment and connection to the alarm monitoring centre, this is in addition to the charge for the services provided under general housing management.

VFM savings

Although the move towards a digital system is a must due to the 'turning off' of analogue, the new system is innovating and will bring savings. This is likely to be a reduction in resources over a period, while offering an innovative and targeted service.

A service review is planned for the new financial year to examine the current support model offered and propose a modernised service which meets the needs of both our tenants today and in the future. Also, which will complement our emerging digital strategy

Reason for decision:

There is a requirement to upgrade the alarm system due to the analogue signal being discontinued in 2025.

Options considered and rejected:

The option was considered to not upgrade the system, this was rejected as we would not be able to offer an alarm service.

Consultation undertaken:

The Finance Team have been consulted and agree. Consultation has taken place with tenants through the Sheltered Forum and Scheme Chatterbox sessions

Resource implications:

Capital funding is required for this project which is budgeted for.

Legal and Governance Implications:

This proposal meets with all requirements

Safer, Cleaner, Greener Implications:

Introducing a digital system will allow for less reliance on cars as contact can be made from anywhere

Background Papers:

None

Impact Assessments:

Attached

Risk Management:

Projects of this nature are developed and managed under a project management system which includes risk management

Equality Impact Assessment

1. Under s.149 of the Equality Act 2010, when making decisions, Epping District Council must have regard to the Public Sector Equality Duty, ie have due regard to:

   - eliminating unlawful discrimination, harassment and victimisation, and other conduct prohibited by the Act,
   - advancing equality of opportunity between people who share a protected characteristic and those who do not,
   - fostering good relations between people who share a protected characteristic and those who do not, including tackling prejudice and promoting understanding.

2. The characteristics protected by the Equality Act are:

   - age
   - disability
   - gender
   - gender reassignment
   - marriage/civil partnership
   - pregnancy/maternity
   - race
   - religion/belief
   - sexual orientation.

3. In addition to the above protected characteristics you should consider the cross-cutting elements of the proposed policy, namely the social, economic and environmental impact (including rurality) as part of this assessment. These cross-cutting elements are not a characteristic protected by law but are regarded as good practice to include.

4. The Equality Impact Assessment (EqIA) document should be used as a tool to test and analyse the nature and impact of either what we do or are planning to do in the future. It can be used flexibly for reviewing existing arrangements but in particular should enable identification where further consultation, engagement and data is required.

5. Use the questions in this document to record your findings. This should include the nature and extent of the impact on those likely to be affected by the proposed policy or change.

6. Where this EqIA relates to a continuing project, it must be reviewed and updated at each stage of the decision.

7. All **Cabinet, Council, and Portfolio Holder reports must be accompanied by an** EqIA. An EqIA should also be completed/reviewed at key stages of projects.

8. To assist you in completing this report, please ensure you read the guidance notes in the Equality Analysis Toolkit and refer to the following Factsheets:

   o Factsheet 1: Equality Profile of the Epping Forest District
   o Factsheet 2: Sources of information about equality protected characteristics
   o Factsheet 3: Glossary of equality related terms
   o Factsheet 4: Common misunderstandings about the Equality Duty
   o Factsheet 5: Frequently asked questions
   o Factsheet 6: Reporting equality analysis to a committee or other decision making body

GOV/DS/ST (March 2018)

Section 1: Identifying details

Your function, service area and team: **Housing and Property**	
If you are submitting this EqIA on behalf of another function, service area or team, specify the originating function, service area or team: **NA**	
Title of policy or decision: New Alarm system	
Officer completing the EqIA: **Deborah Fenton** Tel: 079888 60412 Email: **dfenton@eppingforestdc.gov.uk**	
Date of completing the assessment: 17/12/21	

Section 2: Policy to be analysed

2.1	Is this a new policy (or decision) or a change to an existing policy, practice or project? **no**	
2.2	Describe the main aims, objectives and purpose of the policy (or decision): What outcome(s) are you hoping to achieve (ie decommissioning or commissioning a service)?	
2.3	Does or will the policy or decision affect: • service users • employees • the wider community or groups of people, particularly where there are areas of known inequalities? **No** Will the policy or decision influence how organisations operate? **No**	
2.4	Will the policy or decision involve substantial changes in resources? **No**	
2.5	Is this policy or decision associated with any of the Council's other policies and how, if applicable, does the proposed policy support corporate outcomes? **Stronger communities**	

GOV/DS/ST (March 2018)

	Section 3: Evidence/data about the user population and consultation[1]
	As a minimum you must consider what is known about the population likely to be affected which will support your understanding of the impact of the policy, eg service uptake/usage, customer satisfaction surveys, staffing data, performance data, research information (national, regional and local data sources).
3.1	What does the information tell you about those groups identified? NA
3.2	Have you consulted or involved those groups that are likely to be affected by the policy or decision you want to implement? If so, what were their views and how have their views influenced your decision?**.**
3.3	If you have not consulted or engaged with communities that are likely to be affected by the policy or decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary: **N/A**

Section 4: Impact of policy or decision

Use this section to assess any potential impact on equality groups based on what you now know.

Description of impact	Nature of impact Positive, neutral, adverse (explain why)	Extent of impact Low, medium, high (use L, M or H)
Age	**Neutral – the paper is for information only and will not impact on any groups**	L
Disability	As above	L
Gender	As above	L
Gender reassignment	As above	L
Marriage/civil partnership	As above	L
Pregnancy/maternity	As above	L
Race	As above	L
Religion/belief	As above	L
Sexual orientation	As above	L

GOV/DS/ST (March 2018)

Section 5: Conclusion

		Tick Yes/No as appropriate	
5.1	Does the EqIA in Section 4 indicate that the policy or decision would have a medium or high adverse impact on one or more equality groups?	No X	
		Yes ☐	If '**YES**', use the action plan at **Section 6** to describe the adverse impacts and what mitigating actions you could put in place.

GOV/DS/ST (March 2018)

Section 6: Action plan to address and monitor adverse impacts

What are the potential adverse impacts?	What are the mitigating actions?	Date they will be achieved.
None	N/A	N/ADe

Section 7: Sign off **I confirm that this initial analysis has been completed appropriately. (A typed signature is sufficient.)**	
Signature of Head of Service: Deborah Fenton	Date:17/12/21
Signature of person completing the EqIA: Deborah Fenton	Date: 17/12/21

Advice
Keep your director informed of all equality & diversity issues. We recommend that you forward a copy of every EqIA you undertake to the director responsible for the service area. Retain a copy of this EqIA for your records. If this EqIA relates to a continuing project, ensure this document is kept under review and updated, eg after a consultation has been undertaken.

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Report to the Cabinet

Report reference: C-032-2021/22

Date of meeting: 25 January 2021

**Epping Forest
District Council**

Portfolio:	**Customer & Partnerships Services**
Subject:	**North Essex Parking Parking Partnership Joint Committee Agreement.**
Responsible Officer:	**James Warwick (01992 564350).**
Democratic Services:	**Adrian Hendry (01992 564246).**

Recommendations/Decisions Required:

(1)   **To agree the Council's continued membership of the North Essex Parking Partnership (NEPP) Joint Committee with effect from 1 April 2022 up to and including 31 March 2027; and**

(2)   **To agree to delegate authority to the Service Director (Contracts) in consultation with the Customer & Partnerships Services Portfolio Holder to approve the new Parking Partnership Joint Committee Agreement**

Executive Summary:

The purpose of this report is to seek Cabinet agreement to continue Epping Forest District Council's membership of the North Essex Parking Partnership (NEPP) Joint Committee from 1 April 2022.

On 21 September 2021, Essex County Council's (ECC) Cabinet approved the new Joint Committee arrangements with NEPP and SEPP from 1 April 2022 for a five-year period with the option of extending the contract on an annual basis on 3 consecutive occasions (8 years in total to 2030).

At its Cabinet meeting on 17 November 2021, Colchester Borough Council decided to continue to be a part of the Parking Partnership Agreement, part of the Joint Parking Committee, and to continue to be the lead authority for the North Essex Parking Partnership.

This means that a replacement, new, Joint Committee can be formed between Essex and Colchester from 01/04/2022, and a new Joint Parking Agreement made, to which Epping Forest District Council can become party if they so choose.

Richard Walker, the Parking Partnership Group Manager for NEPP attended Overview and Scrutiny on Tuesday 2nd February 2021, to give a comprehensive overview of NEPP's operations and answer any questions.

Reasons for Proposed Decision:

DS/AH (November 2020)

Membership of the North Essex Parking Partnership (NEPP) enables the Council to have a say in the traffic orders which are installed within its area, and to direct the policy of the operational service.

NEPP is considered by other local authorities as being a national leader in parking operations, innovation and enforcement with whom other local authorities consult for best practice advice and has been recognised in its sector for multiple awards at the British Parking Awards, winning seven in three years, with a further PATROL Award in 2019.

Other Options for Action:

If Epping Forest District Council does not join agree to sign up to the new On-Street Agreement, then a baseline level of services would be provided for the on-street part of the operation by the North Essex Parking Partnership.

Epping Forest District Council would have no say or input to how this service is provided. Epping Forest District Council would not have any say or part in determining TRO's (Traffic Regulation Orders), policy, schemes or operation.

 Report:

1.   In April 2011, Epping Forest District Council joined NEPP whose primary role was to manage the On-Street Civil Parking Enforcement arrangements on behalf of Essex County Council (ECC) via a Joint Committee. The original term of that agreement was for a seven-year contract with an extension period of 4 years (11 years in total). On 1 April 2018, the four-year extension became operational, and this is due to expire on 31 March 2022.

2.   Together with the Council, the NEPP consist of Essex County Council, Braintree District Council, Colchester Borough Council, Harlow District Council, Tendring District Council, and Uttlesford District Council (the Partner Authorities), with Colchester Borough Council being identified as the Lead Authority.

3.   Over the last six months, discussions have been taking place between officers of the NEPP, the South Essex Parking Partnership (SEPP), Essex Highways and the Partner Authorities, to shape a new contract which builds on the success of the Joint Committee incorporating innovative use of technology to maximise efficiency. The NEPP will continue to meet both ECC and Partner Authorities objectives, including a high quality of service and value for money.

4.   At their meeting on 21 September 2021, ECC's Cabinet approved the new Joint Committee arrangements with NEPP and SEPP from 1 April 2022 for a five-year period with the option of extending the contract on an annual basis on 3 consecutive occasions (8 years in total to 2030).

5.   The arrangements were considered at the NEPP Joint Committee meeting on 28 October 2021, each Partner Authority agreed to refer the proposals to their respective authorities for formal consideration and to be approved through each respective authority's governance routes.

6.   The Joint Committee will consist of one Executive Member appointed from each Partner Authority. The chairmanship will rotate, but the current proposal is that the Lead Authority will have a casting vote if this should be necessary.

DS/AH (November 2020)

7.   The Joint Committee will continue to be responsible for all the functions entailed in providing a joint parking service including: -

- Back-office operations
- Parking enforcement
- Strategy and policy development
- Signage and Lines, Traffic Regulation Orders (function to be transferred, over time, as agreed with Essex County Council)
- On-street charging policy
- Considering objections made in response to advertised Traffic Regulation Orders (as part of a sub-committee of participating councils)

8.   The Joint Committee is responsible for maximising compliance with parking regulations including enforcement to make our streets safer for all road users, particularly those who are vulnerable, to prevent obstruction and delays (especially for buses and emergency vehicles) and to ensure that parking bays are available for their intended use.

9.   Charging levels for residents' parking and on-street pay-and-display are determined at a local level through the Joint Committee, in order to achieve the aim of a balanced budget and in line with legislation. A single financial account is maintained within the NEPP for on-street parking, including resident permits or parking bays (cashless or pay-and-display).

10.   The Joint Committee is also responsible for ensuring funding is available for maintaining signs and lines to ensure effective on-street enforcement and compliance with the various regulations. They also consider new Traffic Regulation Orders (TROs) in accordance with the provisions contained within the Traffic Management Act 2004 and the Road Traffic Regulation Act 1984.

11.   The Business Plan and Budget each year is set to break even as close as possible. Any surpluses are first reinvested into the service – for instance in parking schemes. In the unlikely event that there is any deficit, this will have to be covered by the partners, under the terms of the Agreement.

12.   It is for this reason that the Partnership's lead authority operates in a prudent way and has policies in place to limit its expenditure. This might mean that not all of the desires of the Partners can be fulfilled, either in terms of patrols, schemes, signage or other projects, but the lead authority ensures that a fair share of resources is allocated to each of the Partners.

13.   The current Parking Partnership Agreement runs up until 31/03/2022. A new Agreement will be needed from the next day. Essex County Council at its Cabinet on 21 September 2021 decided to set up a replacement Parking Partnership in a similar vein to the existing. ECC, which is the procuring authority, has chosen to set out how the finances differ from the current Partnership, by declaring at an earlier stage any surplus. That surplus will be divided 55:45 between the Partnership and the ECC.

14.   The Partnership's 55% share will fund its Parking Scheme's Traffic Regulation Order making operation against a set budget of £329k. Any deficit on that operation will be made up to £329k by ECC; any surplus in the 55% over £329k will be for the Partnership to keep.

15.   The spend of the ECC's (45%) share of any surplus, if the £329k is covered, will be decided by a Panel made up of North and South Joint Parking Committee Chairmen, and a representative of the County Council, probably the Portfolio Holder with responsibility for Highways.

DS/AH (November 2020)

16.   At its Cabinet meeting on 17 November 2021, Colchester Borough Council decided to continue to be a part of the Parking Partnership Agreement, part of the Joint Parking Committee, and to continue to be the lead authority for the North Partnership.

17.   This means that a replacement, new, Joint Committee can be formed between Essex and Colchester from 01/04/2022, and a new Joint Parking Agreement made, to which other Districts can become party if they so choose.

Resource Implications:

The Council does not make a financial contribution to the management and enforcement of the on-street parking provisions under the Joint Committee. This is supported through funding provided by ECC, and through the issuing of fixed Penalty Charge Notices (PCN) etc as part of the enforcement work.

The current NEPP Reserve holds funds of c.£1m, of which around £700k is earmarked for projects (although it may not all be required for committed projects). The balance of the Reserve is to be added to a £100k ECC Cashflow Reserve and the total amount of £400k will be transferred into a separate account for the 'new NEPP' as a buffer to minimise the risk of any deficit to the Joint Committee. If there is additional surplus held in the old NEPP Reserves, it will be for the NEPP Joint Committee to determine how that is allocated going forward.

Any 'new NEPP' surplus after the Joint Committee operating costs is taken into account will be split 55%/45% between the NEPP and ECC respectively. Any identified surplus will be available to spend in the following financial year. The NEPP's 55% will cover the operational and funding costs together with essential maintenance of TROs and parking related signs and lines up to a maximum of £329k in 2022/23. ECC will make up any shortfall up to that amount and the remaining balance will go to the NEPP as a dividend. The financial contribution for TROs will be agreed on an annual basis between the Joint Committee and ECC.

The current intention is that the remaining 45% of the surplus will be allocated to ECC to fund strategic highway projects across the whole of Essex that would not otherwise be funded.

Legal and Governance Implications:

Each Partner Authority appointed Executive Member will be responsible for reporting to its relevant authority according to their respective authorities' separate arrangements, ensuring that each Partner Authority complying with the arrangements for scrutiny of decisions, as laid out in the Agreement

Safer, Cleaner and Greener Implications:

A long-term agreement is proposed of between 5 and up to 8 years, enabling significant investment in electric transport – with the first two NEPP Electric Cars for Park Safe patrols now delivered – and other technology to help rationalise our travel and reduce emissions.

Consultation Undertaken:

N/A

DS/AH (November 2020)

Background Papers:

The ECC Report is available at the link, <u>here</u>.

Risk Management:

N/A

Equality Impact Assessment

1. Under s.149 of the Equality Act 2010, when making decisions, Epping District Council must have regard to the Public Sector Equality Duty, ie have due regard to:

   - eliminating unlawful discrimination, harassment and victimisation, and other conduct prohibited by the Act,
   - advancing equality of opportunity between people who share a protected characteristic and those who do not,
   - fostering good relations between people who share a protected characteristic and those who do not, including tackling prejudice and promoting understanding.

2. The characteristics protected by the Equality Act are:

   - age
   - disability
   - gender
   - gender reassignment
   - marriage/civil partnership
   - pregnancy/maternity
   - race
   - religion/belief
   - sexual orientation.

3. In addition to the above protected characteristics you should consider the cross-cutting elements of the proposed policy, namely the social, economic and environmental impact (including rurality) as part of this assessment. These cross-cutting elements are not a characteristic protected by law but are regarded as good practice to include.

4. The Equality Impact Assessment (EqIA) document should be used as a tool to test and analyse the nature and impact of either what we do or are planning to do in the future. It can be used flexibly for reviewing existing arrangements but in particular should enable identification where further consultation, engagement and data is required.

5. Use the questions in this document to record your findings. This should include the nature and extent of the impact on those likely to be affected by the proposed policy or change.

6. Where this EqIA relates to a continuing project, it must be reviewed and updated at each stage of the decision.

7. All **Cabinet, Council, and Portfolio Holder reports must be accompanied by an** EqIA. An EqIA should also be completed/reviewed at key stages of projects.

8. To assist you in completing this report, please ensure you read the guidance notes in the Equality Analysis Toolkit and refer to the following Factsheets:

   o Factsheet 1: Equality Profile of the Epping Forest District
   o Factsheet 2: Sources of information about equality protected characteristics
   o Factsheet 3: Glossary of equality related terms
   o Factsheet 4: Common misunderstandings about the Equality Duty

DS/AH (November 2020)

- o Factsheet 5: Frequently asked questions
- o Factsheet 6: Reporting equality analysis to a committee or other decision making body

Section 1: Identifying details

Your function, service area and team: Contracts

If you are submitting this EqIA on behalf of another function, service area or team, specify the originating function, service area or team: N/A

Title of policy or decision: North Essex Parking Parking Partnership Joint Committee Agreement.

Officer completing the EqIA: James Warwick Tel: 01992 564350 Email: jwarwick@eppingforestdc.gov.uk

Date of completing the assessment: 22/11/21

Section 2: Policy to be analysed

2.1	Is this a new policy (or decision) or a change to an existing policy, practice or project? Continuation of being part of the North Essex Parking Partnership
2.2	Describe the main aims, objectives and purpose of the policy (or decision): Membership of the North Essex Parking Partnership (NEPP) enables the Council to have a say in the traffic orders which are installed within its area, and to direct the policy of the operational service. What outcome(s) are you hoping to achieve (ie decommissioning or commissioning a service)? Enables EFDC to have a say in TRO's, policies and on-street parking projects
2.3	Does or will the policy or decision affect: • service users • employees • the wider community or groups of people, particularly where there are areas of known inequalities? No

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	Will the policy or decision influence how organisations operate? Continuation of what is already done.
2.4	Will the policy or decision involve substantial changes in resources? No
2.5	Is this policy or decision associated with any of the Council's other policies and how, if applicable, does the proposed policy support corporate outcomes? Supports providing value for money and quality services.

DS/AH (November 2020)

Section 3: Evidence/data about the user population and consultation[1]	
As a minimum you must consider what is known about the population likely to be affected which will support your understanding of the impact of the policy, eg service uptake/usage, customer satisfaction surveys, staffing data, performance data, research information (national, regional and local data sources).	
3.1	What does the information tell you about those groups identified?
3.2	Have you consulted or involved those groups that are likely to be affected by the policy or decision you want to implement? If so, what were their views and how have their views influenced your decision?
3.3	If you have not consulted or engaged with communities that are likely to be affected by the policy or decision, give details about when you intend to carry out consultation or provide reasons for why you feel this is not necessary:

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Section 4: Impact of policy or decision

Use this section to assess any potential impact on equality groups based on what you now know.

Description of impact	Nature of impact Positive, neutral, adverse (explain why)	Extent of impact Low, medium, high (use L, M or H)
Age	N	L
Disability	N	L
Gender	N	L
Gender reassignment	N	L
Marriage/civil partnership	N	L
Pregnancy/maternity	N	L
Race	N	L
Religion/belief	N	L
Sexual orientation	N	L

DS/AH (November 2020)

Section 5: Conclusion

		Tick Yes/No as appropriate	
5.1	Does the EqIA in Section 4 indicate that the policy or decision would have a medium or high adverse impact on one or more equality groups?	No	
			If '**YES**', use the action plan at **Section 6** to describe the adverse impacts and what mitigating actions you could put in place.

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Section 6: Action plan to address and monitor adverse impacts

What are the potential adverse impacts?	What are the mitigating actions?	Date they will be achieved.

DS/AH (November 2020)

Section 7: Sign off

I confirm that this initial analysis has been completed appropriately.

(A typed signature is sufficient.)

Signature of Head of Service: *J. Wallock*		Date: 22/11/21
Signature of person completing the EqIA: *J. Wallock*		Date: 22/11/21

Advice

Keep your director informed of all equality & diversity issues. We recommend that you forward a copy of every EqIA you undertake to the director responsible for the service area. Retain a copy of this EqIA for your records. If this EqIA relates to a continuing project, ensure this document is kept under review and updated, eg after a consultation has been undertaken.

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