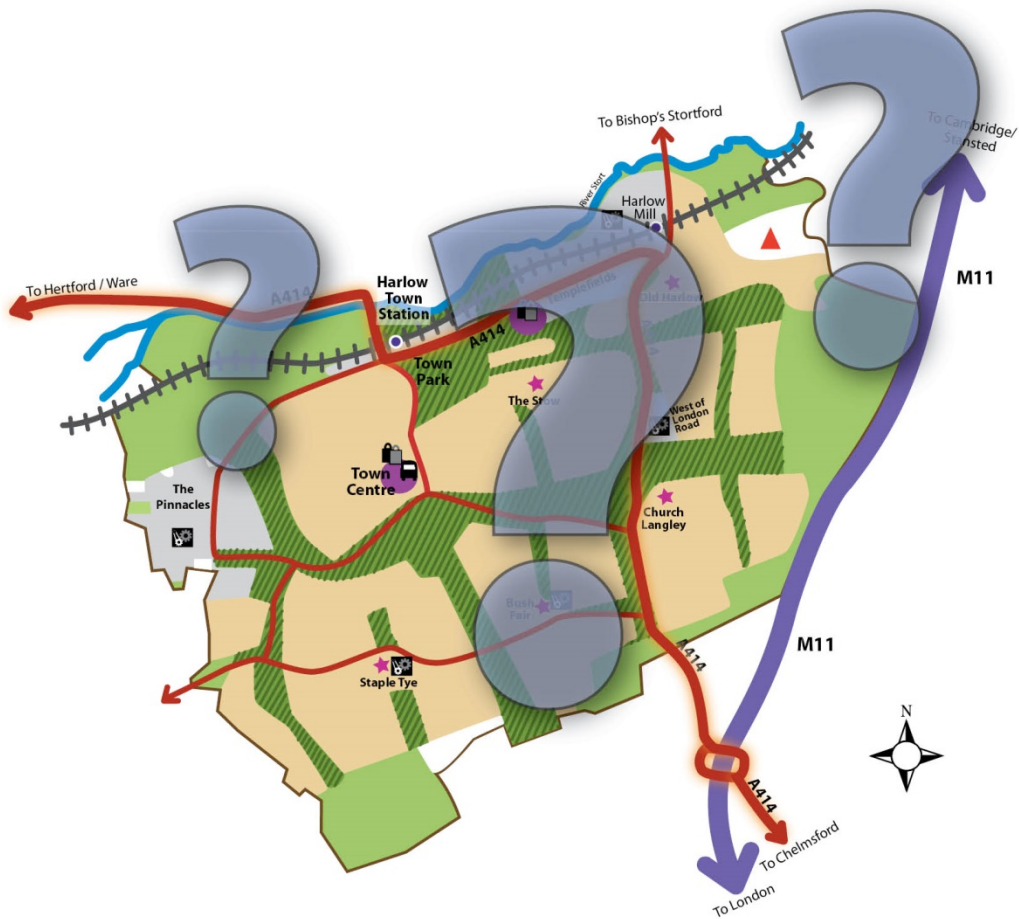




# Harlow Local Development Plan

## Emerging Strategy and Further Options

April 2014





## Foreword

Harlow was created in the 1940s as a place of aspiration and where families and businesses could flourish based on the masterplan prepared by Sir Frederick Gibberd. However, Harlow was never meant to stand still and today Harlow faces a number of issues and development pressures. The Council needs to plan for the future by providing development to meet local needs and to deliver the regeneration of the town.

Future proposals for housing, jobs and infrastructure will be set out in the **Harlow Local Development Plan** (2011 to 2031). This document is the next stage in the preparation of the Plan and sets out examples for how these development needs could be met.

Harlow's population is forecast to grow over the next 20 years and more homes will need to be provided. Evidence shows that between **12,000** and **15,000** new homes will be needed to meet the needs of Harlow. Approximately 30% of these will be affordable homes to help households that cannot currently afford to buy their own home. The Council is also planning for the creation of between **8,000** and **12,000** new jobs and will be supporting investment from new businesses to broaden the town's employment base and to provide opportunities for the town's growing workforce. The Plan will also build on Harlow's status as one of 24 Enterprise Zones set up across England to drive job creation and business growth.

Harlow also experiences a number of complex socio-economic and environmental issues; the town centre needs to be rejuvenated, the mix of housing needs to be broadened and the town's infrastructure needs upgrading. In particular Harlow needs a new junction on the M11 to alleviate congestion and to accommodate future growth in housing and employment.

This document presents **five examples of how the development proposed could be accommodated** across Harlow. These are designed to stimulate debate only. The final approach might be a combination of different parts from them all. However, given the town's limited capacity for development, due to a tight administrative boundary, the Council will need to work with adjoining authorities to meet a proportion of the development required.

Harlow is an important location in the London-Stansted-Cambridge-Peterborough corridor and is a key sub-regional centre for employment, especially in technology. If we do not deliver the housing to underpin this development, the risk is that Harlow will decline and the improvements we need in infrastructure, education, jobs, health and environment will not be delivered. It is also important for Harlow to take a lead delivering its future growth. If we do not deliver a plan for this we risk uncontrolled development and the loss of valued amenities such as our green wedges and parks.

The Council is keen to get your feedback on the options set out in this document. Your comments will inform the selection of the preferred option, alongside further technical evidence gathered and the outcome of on-going discussions with adjoining authorities and other stakeholders. The preferred option will be presented later this year / early next year before the plan undergoes public examination.

**Cllr Phil Waite**



## Your views matter

This document will be available for comment **from Monday 14 April to Friday 30 May 2014**. Your views are wanted on the preferred level of development set out and on the five examples of how development can be accommodated across the Harlow area.

Your views are important and will guide how the Council develops a preferred approach to growth. This will be set out in the Draft Local Development Plan which will be published for a further consultation before being submitted to the Secretary of State for public examination.

Paper copies of the consultation document and the supporting Strategic Environmental Assessment/Sustainability Appraisal are available in the following locations in the town:

- The Civic Centre
- Harlow Central Library
- Old Harlow Library

Responses to the consultation should be made via the questionnaire which is on the Council's online consultation portal and can be accessed via [www.harlow.gov.uk/local-plan](http://www.harlow.gov.uk/local-plan)

Alternatively, please respond using the paper version of the questionnaire which is provided alongside this document. If you need more copies of the questionnaire please contact the Forward Planning Team on 01279 446577 who will arrange for more copies to be sent you.



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# 1 Introduction

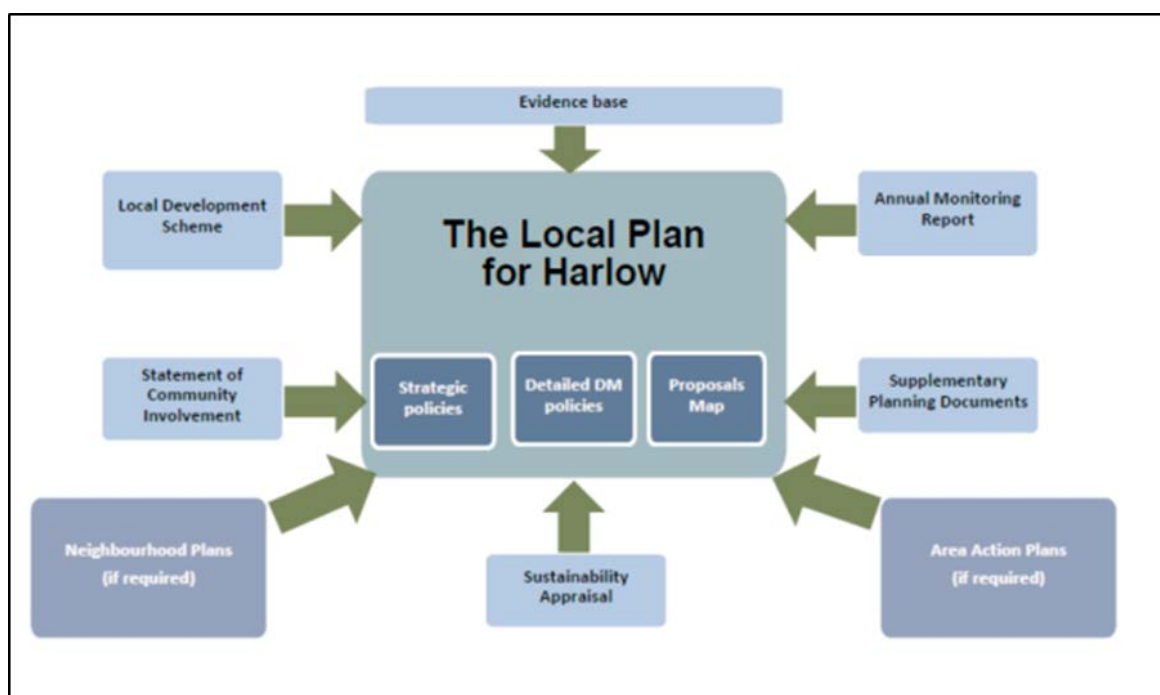


# 1. Introduction

1.1. Harlow Council is currently preparing a new Local Plan which will cover the period 2011 to 2031. This will be called the Harlow Local Development Plan and will replace the Adopted Replacement Harlow Local Plan (2006 - 2011). The Harlow Local Development Plan will set out the planning framework for Harlow up to 2031 and will include:

- A vision of how Harlow will grow and develop to meet the needs of residents and the business community.
- Strategic objectives for the area to achieve the vision which will guide and manage growth.
- A Spatial Strategy which will identify areas of significant change, including those areas of Harlow where change is needed and where new growth can be accommodated.
- Core policies which will be high level and provide the key strategic framework to guide development in Harlow.
- Detailed policies setting out how proposals for development will be assessed.
- Place policies and strategies<sup>1</sup> which will provide further detail on how different areas of Harlow will change during the plan.
- A schedule of infrastructure requirements and a supporting strategy for the implementation of these to ensure development can be accommodated.
- An explanation of how the plan will be monitored and actions implemented if the plan is not performing.

1.2. The Harlow Local Development Plan will consist of the following documents:



The Harlow Local Development Plan

<sup>1</sup> These will be inserts to the Local Plan and provide more detail on what is proposed locally.

## About this consultation

- 1.3. This consultation document is the next stage in the preparation of the Harlow Local Development Plan. The Council began the process of replacing its existing Local Plan through the publication of the Core Strategy Issues and Options consultation document (2010/11). This set out options for growth based on the development requirements in the East of England Plan. However, since 2010 the Government has made wide ranging changes to the planning system which included the abolition of the East of England Plan.
- 1.4. The Council is now responsible for identifying the level of growth needed in the area as well as the location of new development in the town. However, the Council does need to ensure the plan is in accordance with the National Planning Policy Framework. This means providing for Harlow's objectively assessed housing needs for new market and affordable housing<sup>2</sup>, providing sufficient land to meet its employment and economic aspirations and ensuring provision of sufficient infrastructure where and when it is needed. In addition, evidence shows that additional development will be required to deliver the long term investment in housing, infrastructure and the economy to deliver the regeneration of Harlow; securing this growth will be a key feature of the strategy.
- 1.5. Harlow faces a number of issues and development pressures, all in the context of a diminishing land supply because of a tight administrative boundary. The Council will therefore need to work with its adjoining authorities to meet a proportion of this need and the necessary supporting infrastructure required to deliver this development. The purpose of this consultation is to set out the revised strategy for Harlow and to answer the following key questions:
  1. How much development is needed in Harlow to meet the town's needs?
  2. What approach would best deliver the Council's corporate objectives?
  3. What form of development would reflect the unique character of the town?
  4. What are the main constraints and limitations to delivering development that need to be considered?

## How is this document structured?

- 1.6. This document explains how the strategy has been developed and how it has changed since the Issues and Options consultation in 2010/11. The background information about Harlow (the spatial portrait) and the issues and challenges facing the town are examined to identify the vision and key priorities for Harlow between 2011 and 2031. Key elements of the spatial strategy, including the amount of housing needed together with five alternative patterns of development to accommodate this level of growth, are then described.
- 1.7. This document is supported by a Strategic Environmental Assessment/Sustainability Appraisal which assesses the spatial implications of each option and will inform the development of the Council's preferred approach. In addition a number of technical papers have been prepared to provide the background to the consultation document including the Harlow Spatial Options Study (Stages 1 – 3).

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<sup>2</sup> Please see Glossary for definition of terms.



## **What will happen next?**

- 1.8. The responses to this consultation will inform the preferred spatial strategy for Harlow. The Council will continue to work with adjoining authorities, where appropriate, to determine future development needs, infrastructure requirements and locations for development in Harlow and the surrounding area.
- 1.9. These considerations will feed into the next stage of the Harlow Local Development Plan which will be published for further consultation before being submitted to the Secretary of State for public examination. This document will set out the detailed policies and proposals that will shape and guide future development in Harlow.
- 1.10. It is anticipated that further consultation will take place in late 2014 / early 2015. However, depending on the issues raised during this consultation and the outcomes of further evidence gathering, the Council may undertake a further consultation before publishing the draft plan.

## Previous Spatial Strategy for Harlow

- 1.11. Previously the Council had been required to implement the development strategy for Harlow as set out in the East of England Plan. Under this Plan Harlow was defined as a Key Centre for Development and Change (Policy SS3) and a Priority Area for Regeneration (Policy SS5).
- 1.12. The approach to development was to promote the renaissance of the town through developing its role as a major regional housing growth point and through the redevelopment of the existing town and urban extensions. The plan also required Harlow, Epping Forest District and East Hertfordshire District to accommodate 16,000 dwellings in and around the Harlow area with 10,000 to be provided to the North of Harlow in East Hertfordshire District Council's area. This development figure was for the "Harlow Area" and included a portion of East Hertfordshire and Epping Forest Districts' development requirements.
- 1.13. In late 2010 early 2011 the Council published the Core Strategy Issues and Options for public consultation. This provided an opportunity for the community and stakeholders to comment on the level of growth proposed in the East of England Plan together with any other relevant planning issues. It also gave an opportunity to comment on the form of the development being proposed. Many of those responding to this consultation questioned a number of aspects, in particular that 16,000 new dwellings would help deliver the regeneration of the town. In addition, the proposal that 10,000 dwellings should be accommodated to the north of the Harlow was challenged.
- 1.14. Full details of this consultation and the responses received please see the Council's website: <http://www.harlow.gov.uk/ldf-consultation>







**2**

## **Developing a revised planning strategy for Harlow**



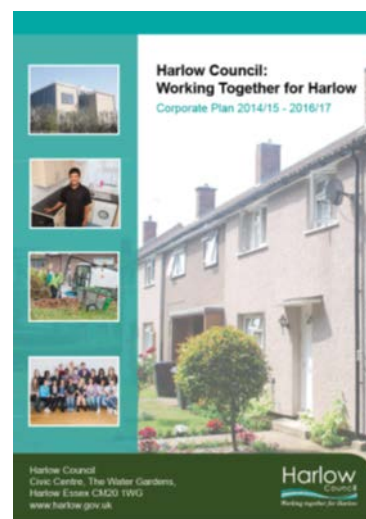
## 2. Developing a revised planning strategy for Harlow

- 2.1. The revised spatial strategy provides the basis of the Harlow Local Development Plan. This has been developed from updated evidence documents, many of which have been commissioned jointly with adjoining authorities, as well as studies undertaken by the Council which provide more focus on Harlow. The emerging strategy must also have regard to the Government's National Planning Policy Framework and Planning Practice Guidance as well as the Council's Corporate Plan and the Growth and Economic Strategy prepared by the South East Local Enterprise Partnership.

### The Harlow Corporate Plan (2014/15 – 2016/17)

- 2.2. The Council's Corporate Plan sets out the following high level priorities for the district:

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



### The South East Local Enterprise Partnership

- 2.3. Local Enterprise Partnerships (LEPs) are partnerships between local authorities and businesses. Harlow is within the South East Local Enterprise Partnership (SELEP) which is made up of Local authorities in Essex, Kent and West Sussex. The SELEP's vision for the local economic area is to:

***'Create the most enterprising economy in England'***

- 2.4. The SELEP has also set out the following four strategic objectives to deliver this:

- Objective 1: secure the growth of the Thames gateway
- Objective 2: promote investment in our coastal communities
- Objective 3: strengthen our rural economy
- Objective 4: strengthen the competitive advantage of strategic growth locations

- 2.5. SELEP has prepared a *Growth Deal and Strategic Economic Plan* which sets out its deal with Government for how the Local Growth Fund of £1.2 billion – £200m a year – will be spent across the SELEP area. The Plan identifies the following LEP priorities:

- Accelerating Growth: Enterprise and Innovation.

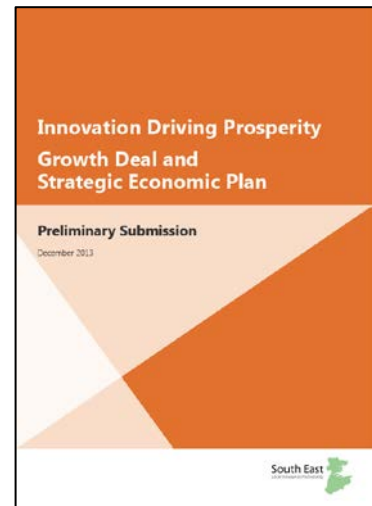


- Creating Competitive Locations: Infrastructure and Property.
- Building a 21st Century Workforce.
- Enabling Housing Growth.

2.6. The Plan has the following ambitions by 2020:

- generate a further 200,000 private sector jobs, an average of 20,000 private sector jobs a year;
- increase the annual rate of growth of Gross Value Added<sup>3</sup> to at least 3.1% by 2021 comparable to the wider South East;
- complete 100,000 new homes; and
- deliver the Thames Gateway stimulus package to accelerate development in Europe's largest regeneration area.

2.7. The SELEP set out a number of specific priorities for Harlow. This includes a package of improvements aimed at alleviating congestion in Harlow, such as junction improvements, road widening and new slip roads together with a specific requirement for a new junction 7a) on the M11 to unlock employment growth at the Harlow Enterprise Zone and future housing development in the area. Also included are improvements to the A414 and improvements to the West Anglia Mainline to improve access to the Harlow growth locations.



### London-Stansted-Cambridge Corridor Consortium (LSCC)

2.8. The recently formed LSCC has been set up to drive economic development and enhance the quality of life in the corridor. The group seeks to drive jobs growth through productivity and investment and increased economic activity by ensuring local communities access employment opportunities. The LSCC has published a jobs and growth agenda including details of the potential for new homes and jobs in the corridor.

### Other Plans and Strategies

2.9. The Council will also need to take into account other plans and strategies in developing the Local Plan. This includes Essex County Council's Minerals and Waste Development Plans and the plans produced by adjoining authorities.

<sup>3</sup> Please see Glossary for full definition.

## A Spatial Portrait of Harlow

Harlow is a relatively small town of 82,200 people located on the borders of Essex and Hertfordshire. The town is surrounded by the Green Belt and a number of important ecological sites; the floodplain of the River Stort lies to the north and landscape ridges surround the town. Harlow's Green Wedges give the town a distinctive character and connect residential neighbourhoods with open spaces and the countryside beyond. A key design feature of Harlow was higher density housing with the majority of the town's open space provided within the Green Wedges.

Designated in 1947 to meet the development needs of London and the wider south east the town was originally planned to house 60,000 people but this was increased to 80,000 in the 1952 Masterplan. Harlow underwent rapid growth between the 1950's and the 1960's, reaching a peak population of 81,000 in 1974. However, Harlow's population began to fall in the late 1970s and throughout the 1980s, dropping to 73,000 people by 1994. The town's population began to increase in the late 1990s and throughout the 2000s to 82,200 people in 2011.

Today Harlow forms part of a wider network of towns that extend across Essex and Hertfordshire forming an arc of settlements around London. These centres provide a range of services and facilities as well as housing and employment opportunities and are closely related to London. The town has good rail links to London, Stansted Airport and Cambridge. To the east of the town is the M11 motorway which is a key north-south route linking London to Cambridge and beyond. The M25 (3 miles to the south of Harlow) provides access to other parts of London and the wider south east. Epping Forest District adjoins the town to the south, east and west while East Hertfordshire District lies to the north.

The latest population forecasts show that the town's population is estimated to grow by 14,036 people between 2011 and 2031. This would require a minimum of 7,500 new dwellings to meet Harlow's population growth alone. In addition, changing social trends (people living longer and living in smaller households) has put pressure on the existing housing stock. Moreover, property prices in Harlow have increased by approximately 150% between 2000 and 2012 and although property prices are lower than in surrounding areas there are still considerable affordability problems for the town's residents with a growing number unable to afford to buy their own home.

Harlow has traditionally been a good location for manufacturing and industrial businesses. Compared to the national average Harlow has a much higher proportion of employment in Manufacturing, Wholesale and Retail Distribution, Administrative and Support Services and Health and Social Work. Conversely, it is under-represented in Public Administration, Professional, Scientific and Technical Services and Financial Services. The town has experienced a large reduction in jobs between 2008 and 2011 as a consequence of the international financial crisis and subsequent recession.

Approximately 14% of Harlow's employed residents commute to London and in overall terms the labour market is well balanced with Harlow having a net in-flow of just over 500 workers. Although the district is a net importer of managers and professionals from its immediate

neighbours (East Hertfordshire, Epping Forest and Uttlesford) it is a net exporter of workers in lower paid occupations. Although the Council has been working with partners to address this, Harlow needs to be seen as an attractive location to employers in its own right, in order to improve the range of employment opportunities in the town and secure regeneration.

Harlow is also home to one of 24 Enterprise Zones set up across England in 2011 to promote business growth and job creation. The Enterprise Zone is split across three sites and aims to create approximately 5,000 jobs in the Advanced Manufacturing, Research and Development, ICT and Health and Allied Industries in Harlow. The Council has adopted three Local Development Orders to fast track planning applications on these sites.

The Enterprise Zone's aims and objectives reflect Harlow's wider economic growth aspirations for the town which seeks to boost economic growth, diversify the economic base and to capitalise on the town's proximity to the Cambridge and London economies and connections to rest of the UK and beyond.

## Issues and Challenges

- 2.10. The revised strategy has been guided by the issues affecting the town. These have been informed by research and technical evidence including the following studies: The Greater Essex Demographic Forecasts Study (2013), the Strategic Housing Market Assessment (2013), the Viability Assessment for London Commuter Belt (East)/M11 Sub Region (2010), the Employment Land Review (2011), The Harlow Future Prospects Study (Linking Regeneration and Growth) (2013), The Harlow Retail Study Update (2011) and the Harlow Open Space and Green Infrastructure Study (2013). Further studies need to be undertaken including the consideration of the impact of climate change. The published studies can be accessed via the Council's website <http://www.harlow.gov.uk/evidence>.

### The Need for Regeneration

- 2.11. Harlow experiences a number of complex socio-economic and physical issues; these are well documented through studies not only undertaken by the Council but also in Government research papers. This includes a range of social, economic and physical issues such as industrial decline, ageing/inadequate infrastructure, localised deprivation and lower educational attainment. Harlow also compares poorly with comparable towns on a range of measures including employment growth, Gross Value Added (GVA) per worker, knowledge based businesses, skills base and retail ranking.

Rank	Population Growth % (01-11)	Employment Growth % (01-11)	GVA Per Worker £ (2013)	Knowledge Based Businesses % (2010)	Business Growth	Skills Base (NVQ 4 & above)	Retail Ranking
1	Milton Keynes	Oxford	Reading	Reading	Reading	Cambridge	Reading
2	Peterborough	Welwyn Hatfield	Crawley	Basingstoke	Watford	Oxford	Milton Keynes
3	Welwyn Hatfield	Basildon	Luton	Cambridge	Milton Keynes	Reading	Watford
4	Watford	Basingstoke	Welwyn Hatfield	Milton Keynes	Welwyn Hatfield	Watford	Peterborough
5	Cambridge	Milton Keynes	Watford	Welwyn Hatfield	Basingstoke	Basingstoke	Northampton
6	Oxford	Stevenage	Oxford	Watford	Basildon	Welwyn Hatfield	Oxford
7	Basingstoke	Peterborough	Stevenage	Stevenage	Cambridge	Milton Keynes	Crawley
8	Luton	Northampton	Cambridge	Oxford	Northampton	Northampton	Cambridge
9	Northampton	Luton	Milton Keynes	Crawley	Crawley	Luton	Basingstoke
10	Reading	Crawley	Northampton	Peterborough	Luton	Stevenage	Basildon
11	Crawley	Cambridge	Harlow	Basildon	Peterborough	Crawley	Luton
12	Stevenage	Harlow	Peterborough	Northampton	Oxford	Peterborough	Stevenage
13	Harlow	Reading	Basildon	Luton	Harlow	Basildon	Welwyn Hatfield
14	Basildon	Watford	Basingstoke	Harlow	Stevenage	Harlow	Harlow
Src.	ONS Mid-Yr Pop. Est.	Experian	Experian	UKCI 2010	ONS Business Demography	Census 2011	Management Horizons

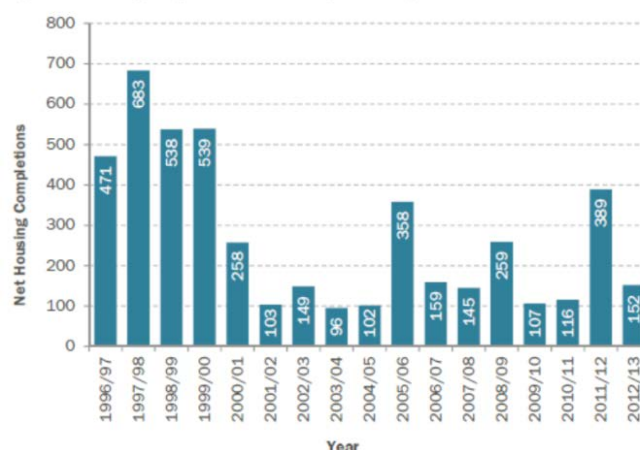
#### How Harlow performs against comparator towns

- 2.12. The evidence implies that Harlow's town centre needs to be rejuvenated, the mix of housing needs to be broadened, the infrastructure needs upgrading and an increase in the business base needs to be achieved. All of these are considered necessary to help change the image and perception of Harlow. Although many of these issues have been the subject of previous plans and strategies at the local and regional level these issues still exist and will require coordinated and sustained investment in the town and the physical and social infrastructure.

#### Population and Housing Needs

- 2.13. Harlow has experienced an overall stagnation of its population since the mid-1970s. Despite Harlow's population growing between 2001 and 2011 the population has only increased by 1.5% in 40 years. In order to ensure existing services, facilities and main shopping destinations in Harlow remain viable the population will need to increase. The evidence shows that there is an increasing demand for new homes arising from a forecasted increase in Harlow's population and arising from the demand for affordable homes. Meeting this need is important in addressing the growing disparity between wages and the cost of homes in the area.
- 2.14. Recent housing completions illustrate that the level of housing development is insufficient to deliver the change required. This shows that annual completions have varied in the town from a high of 683 dwellings in 1997/98 to 96 dwellings in 2003/4. It is important therefore, to increase housing completions to maintain Harlow's population.

Figure 6.2 Housing Completions in Harlow 1996/97 to 2012/13



Housing completions in Harlow (1996/97 to 2012/12)

### Broadening the employment base

- 2.15. Harlow needs to facilitate a successful, growing and attractive employment base, serving both local and regional economies in order to deliver a modern and dynamic economy. To achieve this Harlow will need to encourage a wider range of businesses, including increasing the number of smaller firms to avoid reliance on a few large employers. It is, therefore, important to reinforce the 'clustering' of businesses within existing locations and support services to improve the attractiveness of the town to new businesses. The strategy will also need to facilitate the identified growth industries which are the focus of the West Essex @ Harlow Enterprise Zone.

### High quality Infrastructure / sustainable transport system

- 2.16. The ability of the transport system to accommodate growth has emerged as one of the single biggest barriers to accommodating the level of development needed in Harlow. On the strategic and local road network congestion is severe at peak times and a number of junctions are operating close to capacity or in excess of their original design thresholds. The existing road layout within some residential areas can also make parking and manoeuvring difficult.
- 2.17. Although there are a number of planned improvements to the road network to support committed development schemes in Harlow (Newhall, the Harlow Enterprise Zone and the Gilden Way development) the evidence shows that junction 7 on the M11 is operating close to its planned capacity and that any significant growth (housing and/or employment) in the Harlow area will cause the junction to exceed this capacity. Therefore, a new junction on the M11 (Junction 7a) is required to deliver growth in and around the town.
- 2.18. The strategy for Harlow will need to include measures that integrate transport and land use planning in order to provide an increase in public transport use as well as implementing enhanced access to the M11 through a new junction.

## **Revitalising current neighbourhoods**

- 2.19. The broad neighbourhood structure of the town has served Harlow well; however, it is clear that some neighbourhoods are showing signs of deterioration and localised deprivation, particularly in the southern, central and western parts of the town. Renewing these areas is a key priority for the strategy. Specific requirements include the need to increase and diversify housing provision and the replacement of obsolete housing, as well as improving public spaces within and around residential areas.

## **Revitalising Centres**

- 2.20. The Town Centre, neighbourhood centres and many of the town's Hatches are out dated with a risk of long term decline if no intervention is made. There are also issues with the quality of the retail offer and the physical environment. Regenerating the town centre is of particular importance for the strategy. Specific requirements include: upgrading the level of retail provision, encouraging a broader mix of uses including residential, introducing a high quality public realm and consider restructuring centres to increase passing traffic and overcome accessibility issues.

## **Promoting improvements to the town's streets and spaces**

- 2.21. Harlow has a unique mix of streets and open spaces which are important to the character of the town. However, there are concerns over the quality of the public realm as the layout of streets and spaces could be improved to provide an attractive and safe environment for residents.

## **Making better use of open spaces**

- 2.22. Harlow has good provision of open space that is valued and distinctive to the town. However, some spaces are underused and are of poor quality. When the New Town was planned emphasis was placed on using open spaces to create a separating effect between different uses. Contemporary planning is focused on creating spaces that are multifunctional (i.e. a recreational and ecological resource). The emerging planning strategy for Harlow will need to ensure that full use is made of the recreational and ecological potential of green spaces as well as improving connections across the town.

## **Illustrating the Spatial Portrait**

- 2.23. The following shows the spatial portrait of Harlow:



Harlow Spatial Portrait

- 15 -

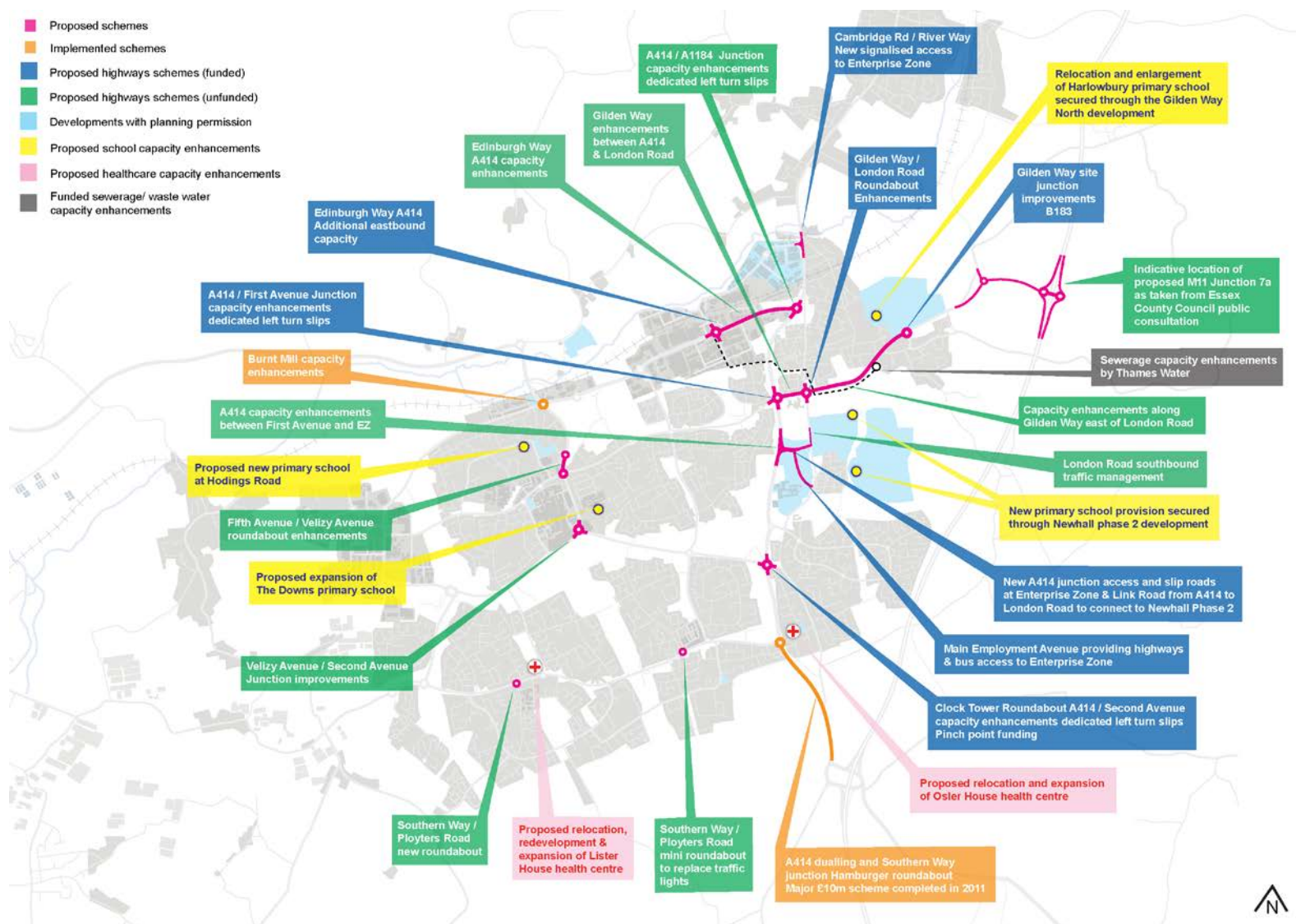




## Planned Change in Harlow

- 2.24. Progress is already being made to address these issues through development and change already proposed in Harlow. This includes approximately 4,000 dwellings at Newhall and land North of Gilden Way and the creation of up to 5,000 new jobs at the Harlow Enterprise Zone. There are also a number of infrastructure improvements that are proposed across Harlow or have been completed recently. In addition to improvements to health care and education facilities are a number of transport schemes, several of which have been included as part of the Enterprise Zone and other permitted residential development in the East of Harlow.
- 2.25. In addition the Council, in partnership with Essex County Council and the Local Enterprise Partnership, is promoting a new junction on the M11 (J7a). Without this part of the Enterprise Zone development and substantial additional growth (housing and commercial) to meet the needs of the community cannot be delivered.





Planned and Proposed change in Harlow





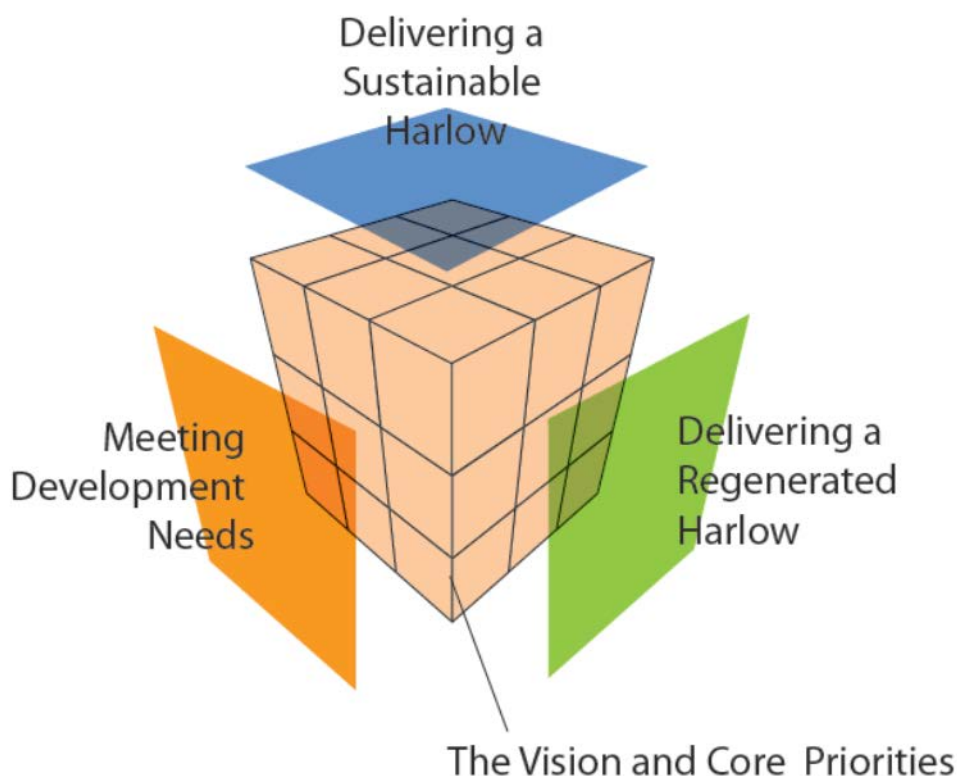
3

## The Emerging Strategy Framework



### 3. The Emerging Strategy Framework

- 3.1. The revised strategy has been developed to ensure that it meets Harlow's objectively assessed development needs, is positive and focuses on addressing the identified issues, is sustainable and can be implemented at the required pace. The following illustrates how the emerging strategy fits together:



#### The Vision for Harlow

- 3.2. The following vision has been prepared to illustrate how the emerging planning strategy reflects the relevant corporate policies of the Council. The vision cannot encompass every aspiration for the future but concentrates on the key strategic planning aims that could be accomplished within the next 20 years.

**By 2031 the following vision would have been achieved:**

- 1. Harlow would have regained its reputation as a place of aspiration, innovation and prosperity and secured its role as a key urban centre that has benefited from growth, regeneration and sustained investment in infrastructure, services and facilities.*
- 2. Harlow would have provided sufficient new homes to meet local needs, providing opportunities to those unable to purchase open market housing through a significant increase in the provision of affordable homes.*



3. *The perceptions of the town as a declining economic centre would have been reversed through the success of the Enterprise Zone and securing the status of the town as a prime business location and retail destination. The town's economy would have diversified and there will be a wide range of employment opportunities across Harlow, fit for a modern and dynamic economy. Harlow would be renowned as a location for high tech industries, research and development, advanced manufacturing and information technology and the disparity between the skills and qualifications of Harlow residents compared to visitors would have been significantly reduced.*
4. *New development would have revitalised key areas within Harlow. A programme of urban renewal will have replaced poorer housing stock with modern and sustainable buildings built to last. This would have been complemented by a programme of selective development in locations across the district as part of a holistic programme of renewal and redevelopment.*
5. *Major progress would have been made to tackle some of Harlow's health and wealth inequalities as well as addressing localised deprivation across the town's deprived neighbourhoods.*
6. *The amount of vacant and underused land in the town would have been minimised. Urban expansion of Harlow would be complete and residents would be seeing the benefits of growth through better infrastructure and other facilities and services across the town. The town centre, neighbourhood centres and hatches would be thriving mixed used areas benefiting from an improved public realm and increased activity.*
7. *The town would have retained a network of green wedges across Harlow. The town's green spaces would be providing multifunctional opportunities for residents and wildlife that are better connected to residential areas. Residents are also benefiting from improved access to the countryside surrounding the town.*
8. *The town's land use and transport policies would have been coordinated to ensure the maximum possible increase in passenger transport, walking and cycling. Major investment would also be underway to address a number of specific transport capacity issues across Harlow which is currently restricting growth and investment. This would have included a new junction on the M11 and substantial improvements to the internal road network in Harlow.*
9. *Harlow would have excellent education facilities and the town's varied, vibrant and aspiring community would be taking advantage of this. Harlow's community would be more active and be taking advantage of Harlow's excellent sporting, leisure and cultural facilities.*

## The Core Priorities

- 3.3. From the vision a set of core priorities has been developed for Harlow which provides a framework for future planning policies and proposals. The previous Issues and Options Paper contained 26 strategic objectives which have now been revised to focus on the central issues for the Local Development Plan.

*By 2031 the following objectives should have been achieved:*

- 1. **Delivered a growing, sustainable and regenerated Harlow** – An increased population and a growing, sustainable and regenerated centre.*
- 2. **Met Housing Needs** - Provided new homes of a sufficient amount, mix and affordability to meet the needs of the town's growing population.*
- 3. **Delivered Neighbourhood Renewal** - Renewed neighbourhoods that provide for sustainable and well-connected communities.*
- 4. **Secured Economic Revitalisation** – Delivered a prosperous, flexible and modern economy with high quality investment opportunities.*
- 5. **Renewed Town Centre and other Centres** – Delivered a revitalised and restructured Town Centre and a network of viable and attractive Neighbourhood Centres and Hatches across Harlow.*
- 6. **Established Quality Streets and Spaces** - Enhanced the town's image by promoting quality streets and spaces whilst protecting the town's distinctive character and heritage.*
- 7. **Revitalised Green Spaces** – Delivered a revitalised network of multifunctional green spaces that are fully integrated into the built environment, meeting the needs of the community and providing ecological opportunities.*
- 8. **Adapted to and Mitigated the Impacts of Climate Change** - Helped to adapt and mitigate against the impact of climate change in the town.*
- 9. **Improved Accessibility and Connectivity** - Reduced the need to travel by promoting sustainable transport, walking and cycling, making the best use of the transport network and promoting the integration of neighbourhoods in Harlow.*
- 10. **Supported Development and Change** - Ensured that adequate infrastructure and service provision has been provided in new development so that existing and future residents are benefiting from growth.*



**4**

## **Harlow's Future Development Requirements**



## 4. Harlow's Future Development Requirements

- 4.1. The following section sets out Harlow's future requirement for development between 2011 and 2031. As a minimum the objectively assessed development needs of Harlow must be met. However, the Council proposes to ensure that sufficient development is provided to deliver the long term investment required to regenerate Harlow.

### Housing Requirement

- 4.2 The National Planning Policy Framework requires that local plans meet the full objectively assessed needs for market and affordable housing in the housing market area. When assessing future housing requirements the National Planning Policy Framework requires that local plans:

- meet household and population projections, taking into account migration and demographic change,
- address the need for all types of housing, including affordable housing and the needs of all people in the community,
- caters for housing demand and the scale of supply necessary to meet this demand.

#### a) Demographic Needs

- 4.3 In 2011 the population of Harlow was 81,944 people. The Greater Essex Demographic Forecasts Study (Phase 4) was commissioned by the Council and 23 other local authorities in Essex, Hertfordshire, Suffolk and Cambridgeshire, to provide a consistent and up to date assessment of population forecasts. This shows that Harlow's population is expected to grow by 14,036 people over the next plan period (2011 - 2031). This means that based on population trends there is a need for an additional 7,500 dwellings in Harlow (375 per year).
- 4.4 The Greater Essex Demographic Forecasts Study can be accessed via <http://www.harlow.gov.uk/ldf-evidence>. However, the population forecasts do not provide the only source of evidence to determine the future level of housing development required in Harlow.

#### b) Housing Affordability

- 4.5 In addition to population forecasts the need for affordable housing in Harlow needs to be taken into account when setting the amount of development required. Factors such as rising house prices/rents and worsening affordability effects the amount of affordable housing that is needed in an area. If affordability is a particular issue (and if the trend is worsening) then the Council might need to address this by providing more market and affordable housing in the area than the level of development based solely on population projections.
- 4.6 Harlow Council together with other local planning authorities commissioned Opinion Research Services to prepare a Strategic Housing Market Assessment for the London Commuter Belt East / M11 Sub Region. The Strategic Housing Market Assessment



highlights that property prices in Harlow have increased by approximately 150% between 2000 and 2012 with average price of a home increasing from approximately £85,000 in 2000 to £175,000 in 2012. Moreover, resident incomes have not kept pace with the cost of homes in Harlow meaning households have found it more expensive to buy their own home.

- 4.7 As a consequence of this and other factors the Strategic Housing Market Assessment concludes that there will be a growing demand for more social-rented accommodation in Harlow over the next 20 years. The Strategic Housing Market Assessment forecasts that the future housing requirement for Harlow is approximately 8,000 dwellings. Of this 55% (4,400 dwellings) will be required for open market housing and 45% (3,600 dwellings) for social rented/affordable rented.
- 4.8 However, current economic conditions suggest that 45% level of provision is unlikely to be achievable; the evidence on viability<sup>4</sup> suggests that rates could be as low as 10% - 15%<sup>5</sup>. Nonetheless, provision of up to 35% on sites above 15 units is considered to be reasonable<sup>6</sup>. Therefore for Harlow to meet its affordable housing requirement an increase in the total amount of housing is required.
- 4.9 At this stage a 30% affordable housing target is more reasonable. This would require a total housing requirement of 12,000 new dwellings between 2011 and 2031 to deliver Harlow's need for market and affordable homes, as required by the National Planning Policy Framework. This figure will be subject to refinement as further information on development viability and infrastructure costs are known.
- 4.10 The Strategic Housing Market Assessment (SHMA) for the London Commuter Belt East / M11 Sub Region and the Viability Assessment for the London Commuter Belt (East)/M11 Sub Region, 2010 can be accessed via <http://www.harlow.gov.uk/ldf-evidence>.

## Employment Requirements

- 4.11 Housing and employment policies are interlinked and a balance between homes and jobs is needed to ensure Harlow is sustainable in the long term. In addition to boosting employment the objective is to reduce the mismatch of jobs in Harlow and to improve the skills of residents to reduce in-commuting and the consequential congestion at peak times. Moreover, a wider economic approach is needed to reflect Harlow's status as an Enterprise Zone and the economic aspirations for the town set out by the South East Local Enterprise Partnership.
- 4.12 The Employment Land Review projects employment in Harlow will increase by 3,900 jobs in the period 2011 to 2031. However, if the job losses arising from the recession are taken into account there would still be a net loss of jobs in Harlow between 2008 & 2031 despite the new firms that have recently been attracted to Harlow.

<sup>4</sup> Viability Assessment for London Commuter Belt (East)/M11 Sub Region, 2010

<sup>5</sup> This figure depends on the size and nature of the site and also the on the costs of other infrastructure required to support development.

<sup>6</sup> Provided this is applied flexibly taking into account market conditions and values.

- 4.13 To address this the revised strategy seeks to capture the 4,000 forecast jobs for the period 2011 to 2031 and to replace the 4,000 jobs lost over the period 2008 to 2011. This would result in a net increase of approximately 8,000 jobs between 2011 and 2031 giving a total of 51,000 jobs in Harlow by 2031. In order to provide sufficient number of people to support these jobs an additional 9,200 people would need to be added to the town's labour force to correlate with the jobs growth aspirations. The Council's evidence (set out in the Harlow Future Prospects Study: Linking Regeneration and Growth) forecasts that an increase in the town's population of approximately 23,000 people would be needed to deliver this. This equals approximately 11,500 new dwellings.
- 4.14 The Council will need to assess future employment land requirements in Harlow and consider how best to accommodate future employment growth. At this stage the requirement for further employment land allocation (if any) has yet to be determined. The Employment Land Review can be accessed via <http://www.harlow.gov.uk/ldf-evidence>.

## Future Retail Requirement

- 4.15 An appropriate level of retail development for Harlow is needed to ensure that the Town Centre is maintained and reinforced as a key centre serving West Essex, East Hertfordshire and beyond. In addition there is a need to protect and enhance the Neighbourhood Centres and Hatches to ensure that they continue to meet the needs of communities across Harlow.
- 4.16 The regeneration of the Town Centre is a key priority and will form part of any future strategy for Harlow. The strategy will need to address a number of issues affecting the performance of this Centre, including poor public realm and accessibility issues.
- 4.17 In setting the appropriate level of growth in retail development a balance between growth in housing and shopping provision is needed to improve the town's retail offer. The Retail Study can be accessed via <http://www.harlow.gov.uk/ldf-evidence>.

## The Development Scenarios for Harlow

4.18 Based on the evidence set out above a number of development scenarios for Harlow have been developed.

- **Scenario A Do Nothing More:** +3,929 dwellings and -1,207 jobs - This option assumes that no more housing is built in Harlow other than those developments which benefit from planning permission.
- **Scenario B Meeting Development Needs:** +7,485 dwellings and + 3,057 jobs – This option reflects the demographic modelling undertaken by the Greater Essex Demographic Forecast Study but updated to take into account updated data on household formation rates.
- **Scenario C Jobs Led:** +11,490 dwellings and +8,060 jobs – This option looks to provide enough jobs in Harlow to meet the town’s economic aspirations (including capturing the jobs lost during the recession). The level of housing is set to ensure sufficient people of working age in Harlow.
- **Scenario D Growing Centre:** +15,000 dwellings and +12,099 jobs – This option assesses the approximate level of development set out in the East of England Plan.
- **Scenario E Transformed Centre:** +20,000 dwellings and +18,121 jobs – This option is based upon sufficient growth to support a ‘transformed’ Harlow Town Centre (particularly in the retail and leisure offer).

4.19 The Council commissioned The Harlow Future Prospects Study: Linking Regeneration and Growth to assess the implications of each scenario. The study considered the impact of population growth, age structure, labour force changes and household changes. It also assessed the economic outcomes of each scenario on jobs growth, business growth, household spending change and business rates. Finally, the likely regeneration outcomes that each growth scenario offered were assessed.

4.20 Each scenario has different implications for Harlow ranging from the continued stagnation and eventual decline of the town up to a transformed town under the highest level of growth. Scenarios A and B fail to provide sufficient growth to deliver a wide number of key objectives for Harlow whereas Scenarios E and D, and to a lesser extent Scenario C, provide the critical mass that would deliver a wide range of the Council’s corporate objectives. In regeneration and economic benefit terms a greater level of growth would give Harlow the best possible platform to secure prosperity and tackle deprivation across the whole range of themes.

4.21 The outcomes are summarised below. Further detail on the outcomes can be found in the Harlow Future Prospects Study: Linking Regeneration and Growth can be accessed via <http://www.harlow.gov.uk/ldf-evidence>.

Scenario/Dwelling Growth:	Scenario A.	Scenario B.	Scenario C.	Scenario D.	Scenario E.
Objective/Infrastructure:	+3,920	+7,483	+11,490	+15,000	+20,000
Delivery of new <b>M11 Junction</b> (7a) alongside link-road or northern by-pass					
Priority <b>Estates Regeneration</b> & improving neighbourhood centres					
More and better quality <b>housing</b> stock (meeting housing needs)					
An excellent place to do business, with more <b>jobs</b> and a thriving economy					
<b>Skills</b> support & delivery, including further education (FE) institutions					
Enhanced and transformed <b>town centre</b> with new retail & leisure offer					
Supporting and underpinning viability of existing <b>facilities and services</b>					
Protection & enhancement of <b>Green Wedges</b> . Provision of open spaces					

Regeneration Outcomes of Development Scenarios

## Assessing Development Scenarios

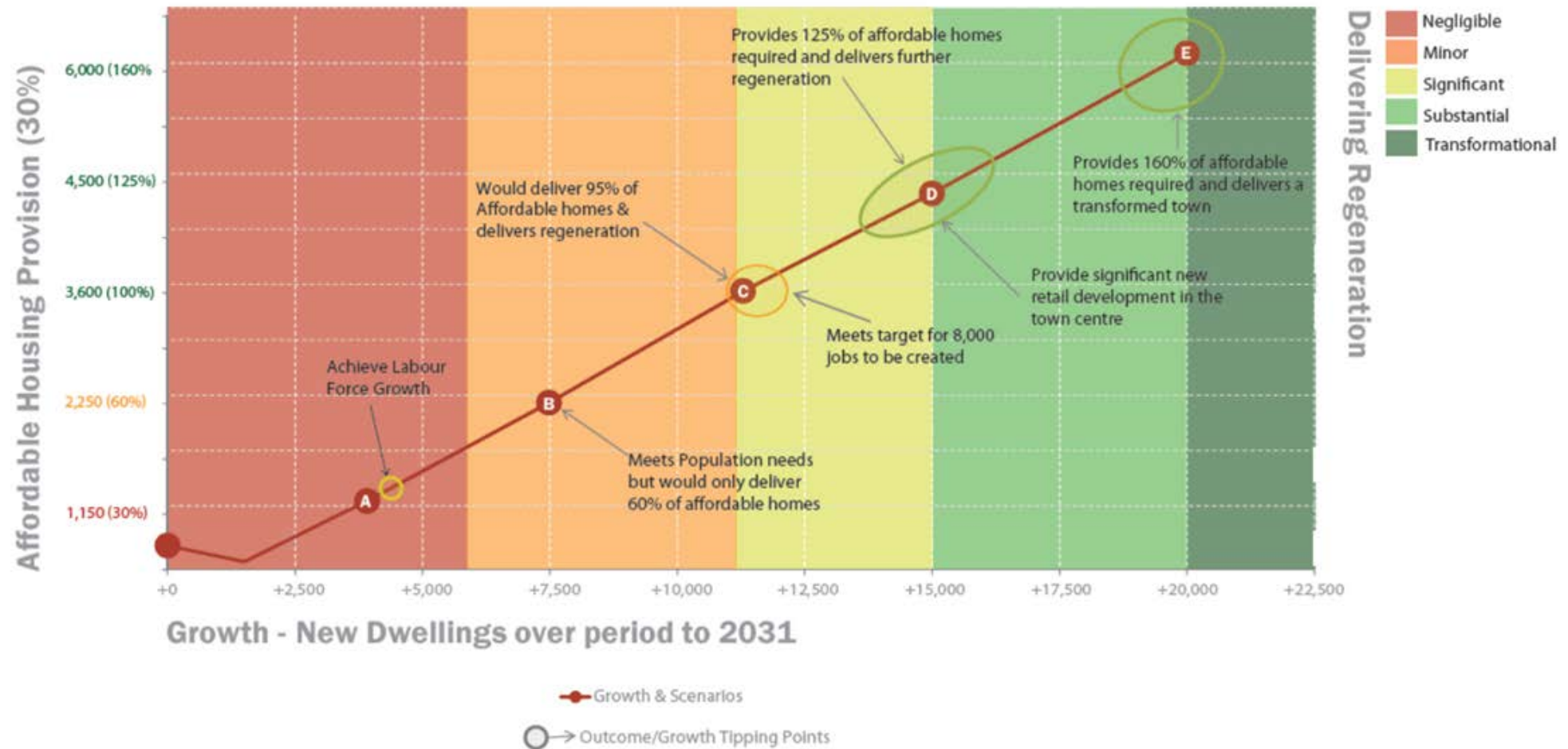
4.22 The five development scenarios provide different options for growth. The pros and cons for each scenario have been assessed below.

Level of Development	Pros	Cons
<b>Option A:</b> Provide 3,929 new dwellings including those that already have planning permission over the next 20 years (196 per year). This would could result in the loss of 1,207 jobs and limited retail development (< 500 sq m convenience and < 1,000 sq m comparison).	<p>Minimal amount of land required and therefore minimal impact on traffic and the environment.</p> <p>Less likely that greenfield land would be required.</p>	<p>Does not meet objectively assessed needs for development as required by Government policy contained in the National Planning Policy Framework.</p> <p>This level of growth would fail to meet the needs arising from the town's growing population and demand for affordable housing.</p>
<b>Option B:</b> Provide 7,485 new dwellings over the next 20 years (374 per year). This would be enough to meet the town's population. This would result in 3,057 new jobs and 3,365 sq. m (convenience) and 10,944 sq m (comparison) of new retail floorspace.	<p>This would meet the growth required by the town's growing population need as set out in the Greater Essex Demographic Study.</p> <p>Would provide more affordable housing than option A.</p> <p>Majority of growth could be accommodated with Harlow's</p>	<p>Does not meet objectively assessed needs for development as required by Government policy contained in the National Planning Policy Framework. This level of growth would only provide 2,250 affordable homes (only 60% of the 3,600 affordable dwellings required).</p> <p>Growth scenario would fail to deliver a net gain in jobs growth between 2008 &amp; 2031.</p>



	administrative area.	Would require greenfield development within and around the existing urban area of Harlow.
<b>Option C:</b> Provide 11,490 new dwellings over the next 20 years (575 per year). This could result in 8,060 new jobs in the Harlow area.	<p>This would meet the requirements of the National Planning Policy Framework by meeting objectively assessed needs for housing. This option provides 3,447 affordable dwellings (95% of the 3,600 needed to meet full needs).</p> <p>Would regain the jobs lost during the recession and provide a net increase of 4,000 jobs over the plan period and begins to 'trigger' wider regeneration of Harlow (Future Prospects study).</p>	<p>Would require significant development in and around Harlow including green belt land and would be dependent upon agreement of some provision in adjoining districts.</p> <p>Would require significant upgrades to the local and strategic road network to accommodate growth and transport.</p>
<b>Option D:</b> Provide 15,000 new dwellings over the next 20 years (750 per year). This could result in 12,099 new jobs and 9,730 sq m (convenience) and 21,888 sq m (comparison) retail floor space.	<p>Would exceed population requirement &amp; provide 4,500 affordable homes which is 25% more than the 3,600 affordable homes required.</p> <p>Provides substantial regeneration benefits (Future Prospects study).</p> <p>Potential for larger developments to create new sustainable communities including local services and facilities.</p>	<p>Would require significant development in and around Harlow including green belt land and would be dependent upon agreement of some provision in adjoining districts.</p> <p>Would require significant upgrades to the local and strategic road network to accommodate growth and transport.</p>
<b>Option E:</b> Provide 20,000 new dwellings over the next 20 years (1,000 per year). This could result in 18,121 new jobs in the Harlow area.	<p>Would exceed population requirement &amp; provide 60% more of the 3,600 affordable homes required.</p> <p>Transforms the role of Harlow into current day Cambridge. (Future Prospects study)</p> <p>Potential for larger developments to create new sustainable communities including local services and facilities.</p>	<p>Would require substantial development in and around Harlow including green belt land and would be dependent upon agreement of some provision in adjoining districts.</p> <p>Would require significant upgrades to the local and strategic road network to accommodate growth and transport.</p>

4.23 The following chart illustrates the main outcomes of each development scenario on affordable housing provision, housing provision, jobs growth and for regeneration objectives.



Outcomes of Alternative Development Scenarios



## Proposed Level of Development for Harlow

- 4.24 When setting the proposed level of development regard must be given to the National Planning Policy Framework. The Council is required by Government policy set out in the National Planning Policy Framework to boost significantly the supply of housing to meet the needs of the community. This means that 'no growth' is not an option for the Local Development Plan. The Council is required to develop a positive strategy which meets the objectively assessed development needs of the area. Regard has also been given to local priorities for housing, economic growth and regeneration set out in the Council's Corporate Plan and in the South East Local Enterprise Partnership in setting the required level of development.
- 4.25 Evidence suggests that to meet Harlow's objectively assessed development needs for market and affordable housing 12,000 dwellings would need to be provided between 2011 and 2031. To deliver wider regeneration and economic aspirations at least 11,490 dwellings would need to be provided and 8,060 jobs. To secure substantial regeneration benefits 15,000 dwellings and beyond are required. However, it is anticipated that growth in excess of 15,000 dwellings would be difficult to achieve within the plan period (2011 to 2031) due to the time and costs of delivering the necessary supporting infrastructure.
- 4.26 Development between **12,000 and 15,000 new dwellings** (600 and 750 dwellings per year) **and 8,000 to 12,000 jobs** (400 and 600 new jobs per year) between 2011 and 2031 is considered to be an appropriate range of development to be proposed at this stage. This level of development meets Harlow's objectively assessed needs and provides a positive platform to deliver regeneration objectives.
- 4.27 At this stage in the preparation of the Plan the Council considers it appropriate to have some flexibility in the level of development required for Harlow. This will ensure that further evidence on economic viability, infrastructure provision and deliverability can be considered when refining the level of growth within this band.

Please respond to the questions using the questionnaire on the Council's online consultation portal. This can be accessed via [www.harlow.gov.uk/local-plan](http://www.harlow.gov.uk/local-plan)

Alternatively, please respond using the paper version of the questionnaire which is available separately to this document. If you need more copies of the questionnaire please contact the Forward Planning Team on 01279 446577 who will arrange for more copies to be sent you.

### **Question 1**

The Council is required by Government policy set out in the National Planning Policy Framework to boost significantly the supply of housing to meet the needs of the community. This means that 'no growth' is not an option for the Local Development Plan. Regard has also been given to the Council's key priorities which are to deliver more and better housing, regeneration and a thriving economy.

***With this in mind do you think that the level of development proposed for Harlow between 2011 and 2031 would deliver the Council's objectives as set out on page 20?***



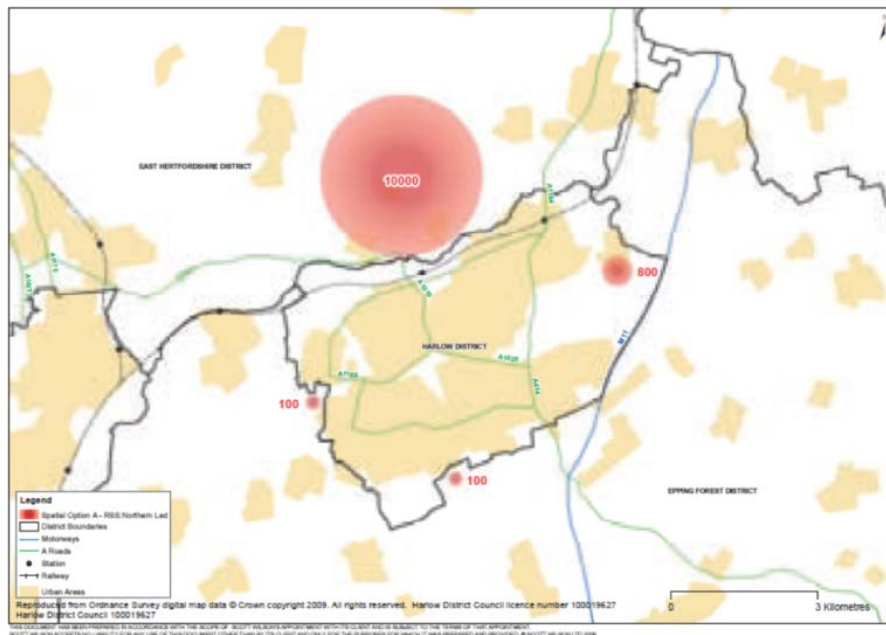


## 5 Accommodating Future Development Requirements



## 5. Accommodating Future Development

- 5.1. Previously, the Council had been required to accommodate growth in accordance with the East of England Plan. This assumed that approximately 5,000 dwellings could be provided within Harlow with the remainder (11,000 dwellings) being accommodated outside Harlow in adjoining districts. The East of England Plan specified that 10,000 dwellings be provided beyond the northern boundary of Harlow, in East Hertfordshire district with the remainder of development provided through urban extensions to the east, west and south of the town (an example of this is illustrated below).



### East of England Plan Preferred Spatial Approach

- 5.2. At the time of the previous consultation the East of England Plan was in the process of being abolished. The Council therefore presented all five spatial options that had been generated in the **Generating and Appraising Spatial Options for the Harlow Area**. This technical study was commissioned by Harlow, East Hertfordshire and Epping Forest to consider options for future development. The five options were:

- Option A: RSS – Northern Led
- Option B: Policy Led
- Option C: Combined Criteria-Led
- Option D: Regeneration-Led
- Option E: Sustainable transport-Led

## A Revised Approach to Accommodating Growth

- 5.3. Following the abolition of the East of England Plan the Council prepared an updated assessment to generate potential development options for Harlow. **The Harlow Spatial Options Study (Stages 1-3)** provides a 'bottom up' approach to options generation, providing more focus on selecting sites within Harlow for development. However, given

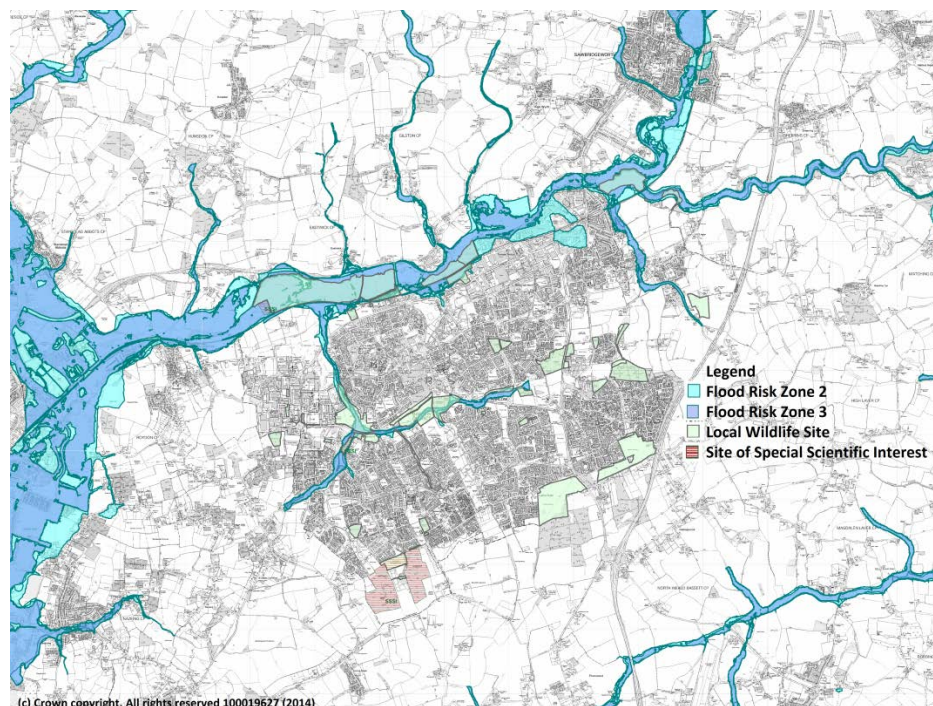


that the development required in Harlow could not be provided in the district the scope of the study was extended to cover the town's immediate hinterland irrespective of Council boundaries.

- 5.4. The study identified **five** alternative examples for how development could be accommodated. Whilst all examples share certain core features each example proposed a slightly different pattern of growth based upon alternative spatial priorities. At this stage feedback is sought from the public and other stakeholders on the approach and the appropriateness of these examples. The responses received to this consultation will inform the Council's preferred approach to accommodating development.
- 5.5. The approach to developing the alternative examples is discussed in more detail in *The Harlow Spatial Options Study (Stages 1-3)* which has been published alongside this consultation and can be accessed on the Council's website via <http://www.harlow.gov.uk/ldf-evidence>. Stages 4 & 5 will incorporate further assessment of the infrastructure and delivery issues relevant for each development example. This will help inform the selection of a preferred approach to accommodating development.

#### How Much Housing Can Be Accommodated in Harlow?

- 5.6. Harlow is a small, predominately urban, district with a tight administrative boundary. There are also a number of sensitive environmental sites/areas in Harlow including Sites of Special Scientific Interest, Local Wildlife Sites and areas of floodplain.



#### Environmental constraints in Harlow

- 5.7. This means the assessment of land for development potential has focused on those locations with fewer environmental constraints. However, even after examining other sites

within the district it is likely some land in adjoining districts may be required to meet Harlow's objectively assessed development needs.

- 5.8. Through the *Harlow Spatial Options Study (Stages 1-3)*, development opportunities within Harlow have been explored. This includes the possibility of using sites in the green wedges and other internal open spaces across Harlow.

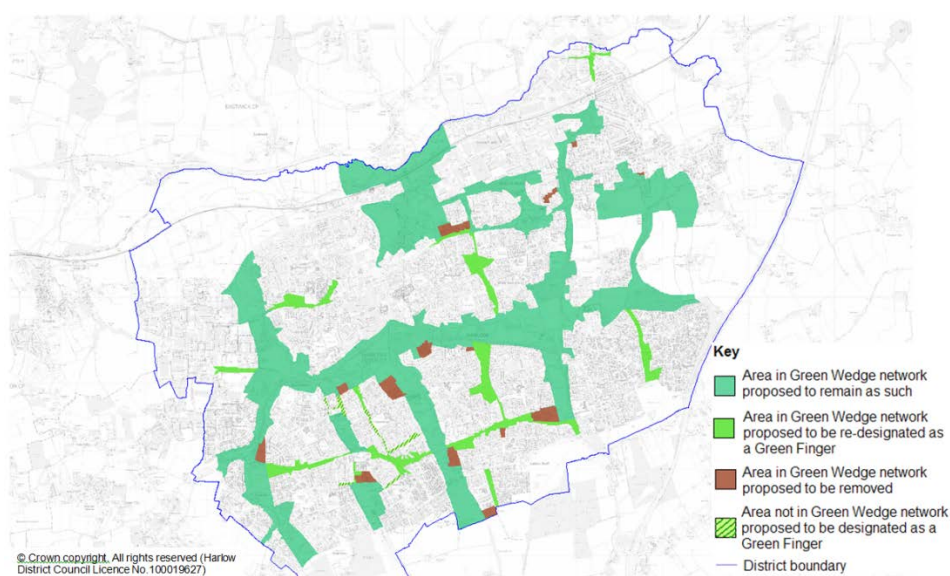
### Harlow Green Wedges

- 5.9. Harlow's Green Wedges were an integral part of the 1952 Gibberd Masterplan and are a key characteristic of the town today. In order to provide a robust assessment of all potential development options in Harlow the *Harlow Spatial Options Study (Stages 1-3)* considered whether the neighbourhood structure of the town (residential areas separated by Green Wedge) should be redefined. The proposed urban structure (left) and rejected approach (right) are shown below.



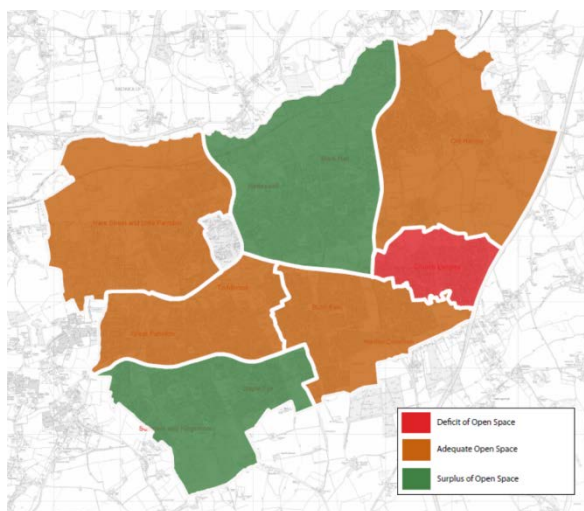
Proposed Neighbourhood/Green Wedge Structure (left) and rejected approach (right)

- 5.10. A *Green Wedge Review* was undertaken to assess whether the boundaries of the Green Wedges could be amended. The review concluded that the principle of Green Wedges should be retained but a number of locations were identified where the boundaries could be amended or redefined. These are shown below:



## Proposed modifications to Green Wedge boundaries

- 5.11. The Harlow Open Space and Green Infrastructure Study was also undertaken to assess the quantity, quality and accessibility of open space in Harlow. The study identified the following areas of Harlow with surplus, adequate or a deficit in open space provision.



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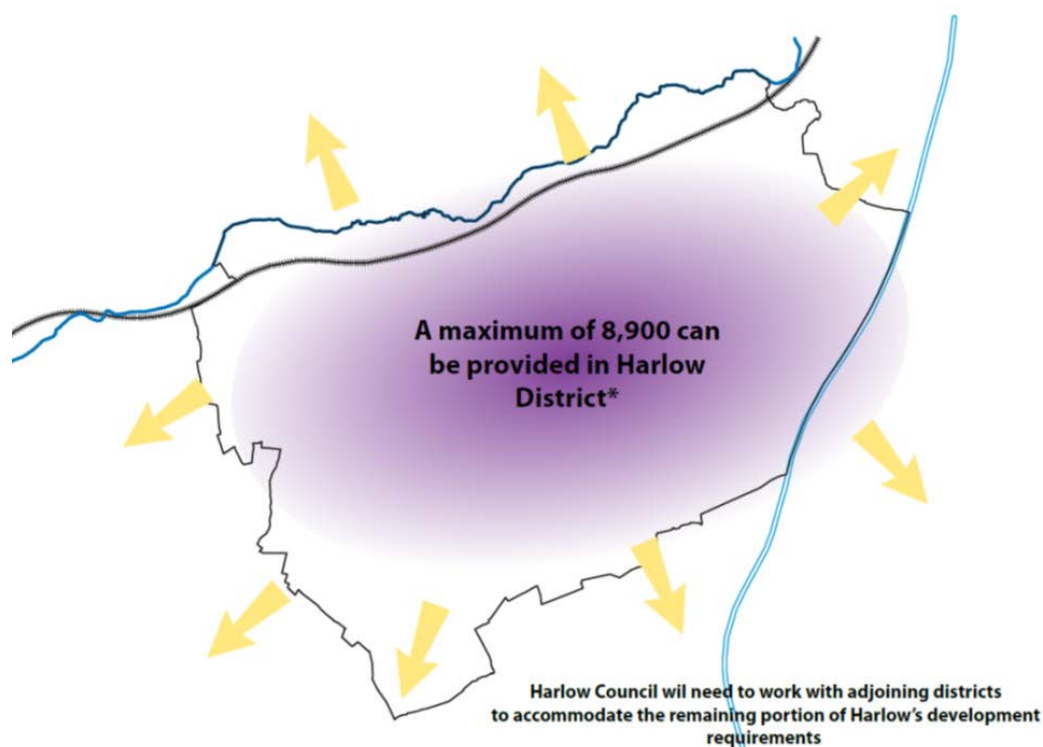
### Open space provision in Harlow

- 5.12. Harlow's open spaces and green wedges are highly regarded by the community and will continue to be protected. However, the Council may consider identifying a small number of Council owned sites where additional affordable homes could be provided to meet the needs of the community.
- 5.13. The findings of these studies have been considered in the development of revised spatial options for accommodating development in Harlow. These studies can be accessed on the Council's website via <http://www.harlow.gov.uk/ldf-evidence>.

## Strategic Housing Land Availability Assessment

- 5.14. A Strategic Housing Land Availability Assessment has been prepared with the purpose of identifying sites within Harlow that might have potential for housing development.
- 5.15. The Strategic Housing Land Availability Assessment was completed in 2013 and concluded that there is enough developable land in Harlow to provide approximately **8,900** new dwellings in Harlow Council's area. This includes **4,027** dwellings that are already committed (have planning permission, or under construction), and **541** dwellings completed since 2011. A further 4,300 dwellings could be provided on new sites within Harlow Council's area. There might be some potential to increase these numbers if higher density development could be achieved through redeveloping parts of Harlow Town Centre and selected Neighbourhood Centres; however, this is not expected to add significantly to the overall number.

- 5.16. The figures indicate the likely maximum amount of development that could be provided in Harlow if all identified sites are developed, regardless of the strategy being adopted. However, these sites are subject to further viability and delivery assessment and will need to be considered against the wider strategy being promoted.
- 5.17. If further assessment concludes that some sites cannot be delivered, or are not appropriate, then this will reduce the amount of developable land in Harlow. The Council will need to work with adjoining districts to consider how unmet housing need in Harlow can be addressed through the “duty to cooperate”.




\*This assumes that all identified sites are developed irrespective of the strategy being pursued. There may be some potential to increase densities in the Town Centre and selected Neighbourhood Centres to increase this total capacity in Harlow. All sites in Harlow will be subject to further assessment before being confirmed.

#### Development capacity in Harlow District and development required outside Harlow

- 5.18. The *Harlow Spatial Options Study (Stages 1-3)* generated five alternative examples for how development could be accommodated across Harlow. The alternative patterns of growth are presented below **and are examples only**.
- 5.19. At this stage the Council is not in a position to confirm a preferred approach for accommodating growth but this consultation provides an opportunity for comment on potential approaches that could be developed further. Each example will require further assessment, including further infrastructure and delivery assessment, and will need to be discussed with the adjoining districts having regard to their emerging development plans through the "duty to cooperate". The final requirement for development for Harlow and the preferred pattern of growth will have a bearing on the level of development required in adjoining districts.





5.20. An update of the Stage 1 baseline Harlow Infrastructure Study is currently being undertaken which will assess the infrastructure required by each example to ensure it can be satisfactorily accommodated within the plan period. The assessment will be used to assess the preferred pattern of growth for the Harlow Area.





**6**

**Example 1**

**Focused on Priority Regeneration Area**



## 6. Example 1 – Focused on Priority Regeneration Areas




### Focused on Priority Regeneration Areas (Distribution of Growth)

#### *Summary of Spatial Implications*

- 6.1. The pattern of growth suggested in the Priority Regeneration Areas example focuses new development in and around areas where local regeneration objectives can be delivered. Under this example the majority of development would be focused in the west and south of Harlow where the majority of priority regeneration areas have been identified. Growth to the north of Harlow would be introduced if 15,000 dwellings were required to further support the regeneration of the town centre.

#### *Key Features of the Strategy*

- 6.2. The strategy would direct substantial investment and change to the south and west of Harlow and would focus on improving the existing fabric of the town and creating a number of opportunity areas within Harlow.
- 6.3. The renaissance of the Town Centre (and adjoining areas) is central to the strategy. The Town Centre will be a key growth location and a major provider of employment, homes,

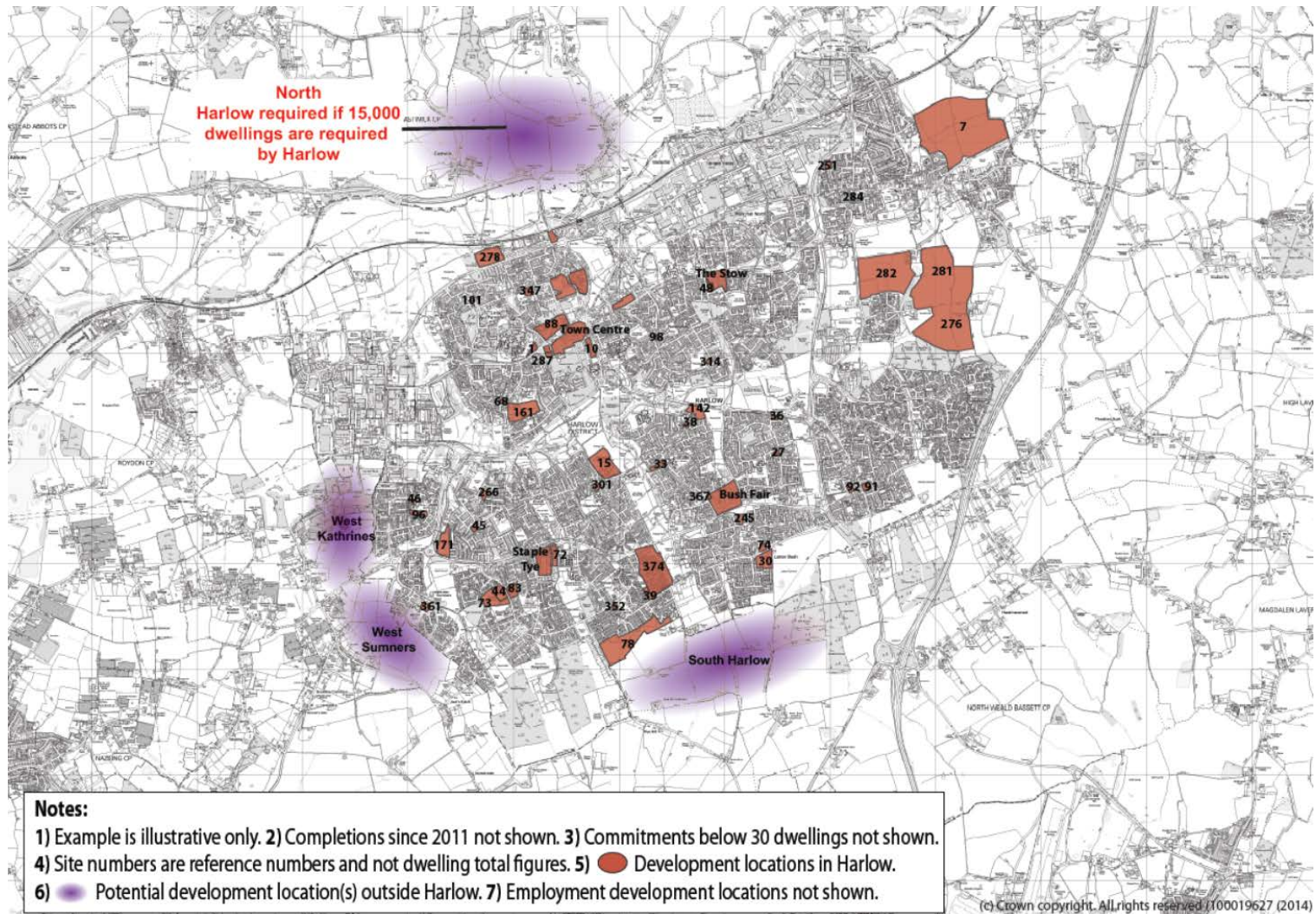


services and facilities. This example also looks to focus additional development in and around Harlow's Neighbourhood Centres and Hatches to facilitate the regeneration of these locations. These centres would continue to provide key services and facilities but these would be upgraded through development to provide an appropriate level of provision for future residents.

- 6.4. Other initiatives include the redevelopment and renewal of existing brownfield sites and the use of selective greenfield sites considered to offer the potential to regenerate adjoining areas. This option would look to utilise some of the town's existing employment land in Harlow as a mechanism of focusing investment and change into identified priority areas. Higher density development would be pursued in key locations across Harlow.
- 6.5. Substantial improvements would also be required to the existing local road network to support the level of development in the town, particularly Southern Way. Focused investment will also be required to existing infrastructure within the urban area, such as upgrades to existing schools and health centres.



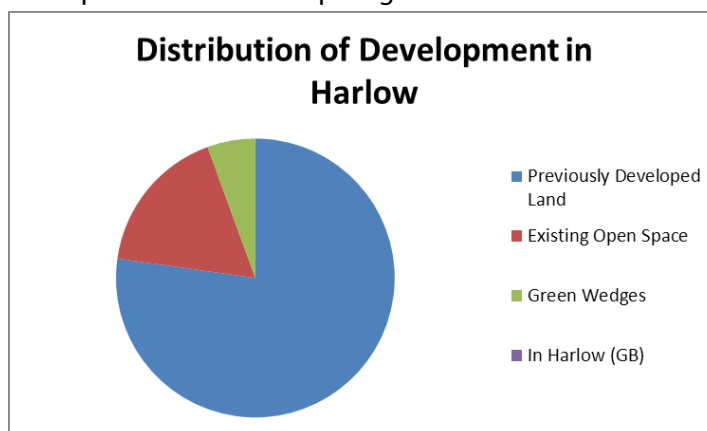
The sites/areas identified for this option are shown below: (note: site numbers are references and relate to appendix 1 on page 72)



Focused on Priority Regeneration Areas (Internal Sites & Potential External Growth Locations)



- 6.6. This pattern of growth would deliver approximately 7,500 dwellings within Harlow, principally on previously developed land but with some development on existing Greenfield sites. This option would not require green belt release in Harlow.



**Distribution of Development in and around Harlow (Example 1)**

- 6.7. To deliver the full amount of development in accordance with this approach some planned growth within the Green Belt of adjoining districts of Epping Forest and East Hertfordshire District Councils would be required. The locations included in this example are listed in Appendix 1.

#### **How would this option be delivered?**

- 6.8. The assessment has identified a number of locations within Harlow where focused development could deliver local regeneration priorities for the town. This includes locations to the south of Harlow together with growth concentrated around the town centre, neighbourhood centres and hatches. This option would also utilise a number of open spaces to support local regeneration.
- 6.9. Place shaping renewal strategies<sup>7</sup> would be established for a number of identified Opportunity Areas across Harlow, supported by area masterplans. The redevelopment of the town centre could be brought forward through an Area Action Plan. Urban extensions to Harlow could be delivered through joint Area Action Plans with adjoining authorities, as appropriate.

#### **Infrastructure Planning**

- 6.10. An update of the Stage 1 baseline Harlow Infrastructure Study is currently being undertaken. In addition to this an assessment of the infrastructure required by each example is being prepared to ensure it can be satisfactorily accommodated within the plan period. This assessment includes social, physical and green infrastructure. The assessments will be used to assess if the preferred pattern of growth for the Harlow Area can be delivered.

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<sup>7</sup> These refer to holistic interventions across a number of themes to improve key locations across Harlow.

## Implications for Core Priorities and Places

6.11. The Harlow Spatial Options Study (Stages 1-3) has assessed the implications that this option would have for both the Core Priorities and for different locations across Harlow.

### Strengths and Benefits

- Helps to deliver local regeneration priorities across the town.
- Enhances the role of existing centres in Harlow (Town Centre, Neighbourhood Centre and Hatches) to ensure they remain viable in the long term.
- Provides growth in other identified priority areas around the town (particularly the south) to enhance these areas.
- Prepares place shaping and local improvement strategies to benefit existing communities.
- Directs development to where it is needed the most.
- Conforms strongly to the vision and core priorities of the Local Plan.

### Challenges

- Focusing growth within the existing built up area, if not managed correctly, could exacerbate congestion and pressure on existing services such as schools and health care.
- Requires significant passenger transportation investment along Southern Way which will take time to implement.
- Relies on a greater number of smaller sites which might impact viability of development and the delivery of affordable homes and other infrastructure requirements.
- Requires the development of some Green Wedges and exiting open spaces to implement the strategy.
- Would require careful phasing and implementation to ensure that development is delivered in a way that existing services can cope.
- Potential for increased recreational use at Harlow Woods SSSI and Latton Common (Local Wildlife Site).
- Involves the utilisation of some existing employment land which may impact existing occupiers.

6.12. Further assessment of this example can be found in the Strategic Environmental Assessment/Sustainability Appraisal which has been published alongside this document.



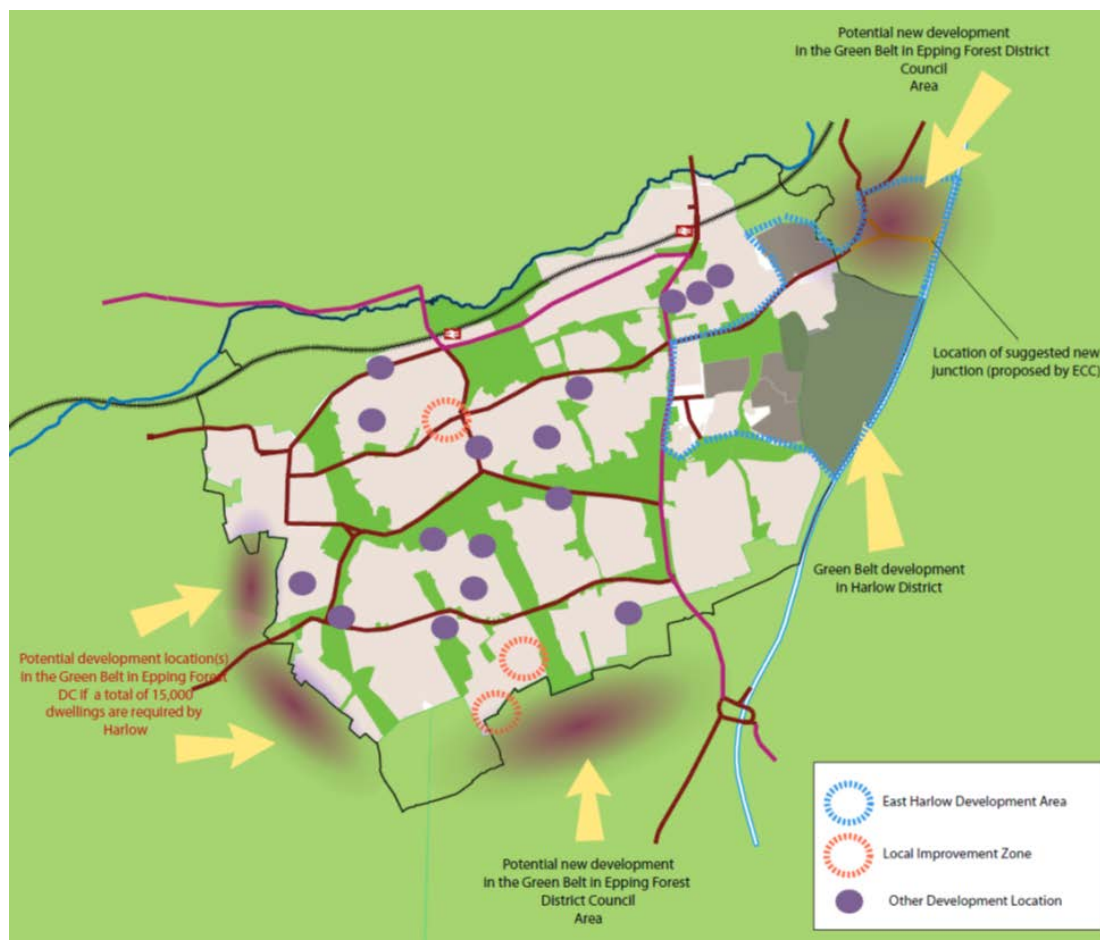
# 7

## Example 2

### Environmental Constraints Led



## 7. Example 2 – Environmental / Landscape Led




### Environmental / Landscape Led (Distribution of Growth)

#### Summary of Spatial Implications

- 7.1. The pattern of growth suggested in the Environmental / Landscape led approach focuses future development through the creation of new neighbourhoods in those areas considered to have less impact on the environmental and landscape criteria contained in the assessment. Under this example the majority of new development would be located to the east and north east of the town which is considered to have relatively less landscape significance (when assessed against other areas). Growth to the south west of Harlow is needed if 15,000 dwellings are required.

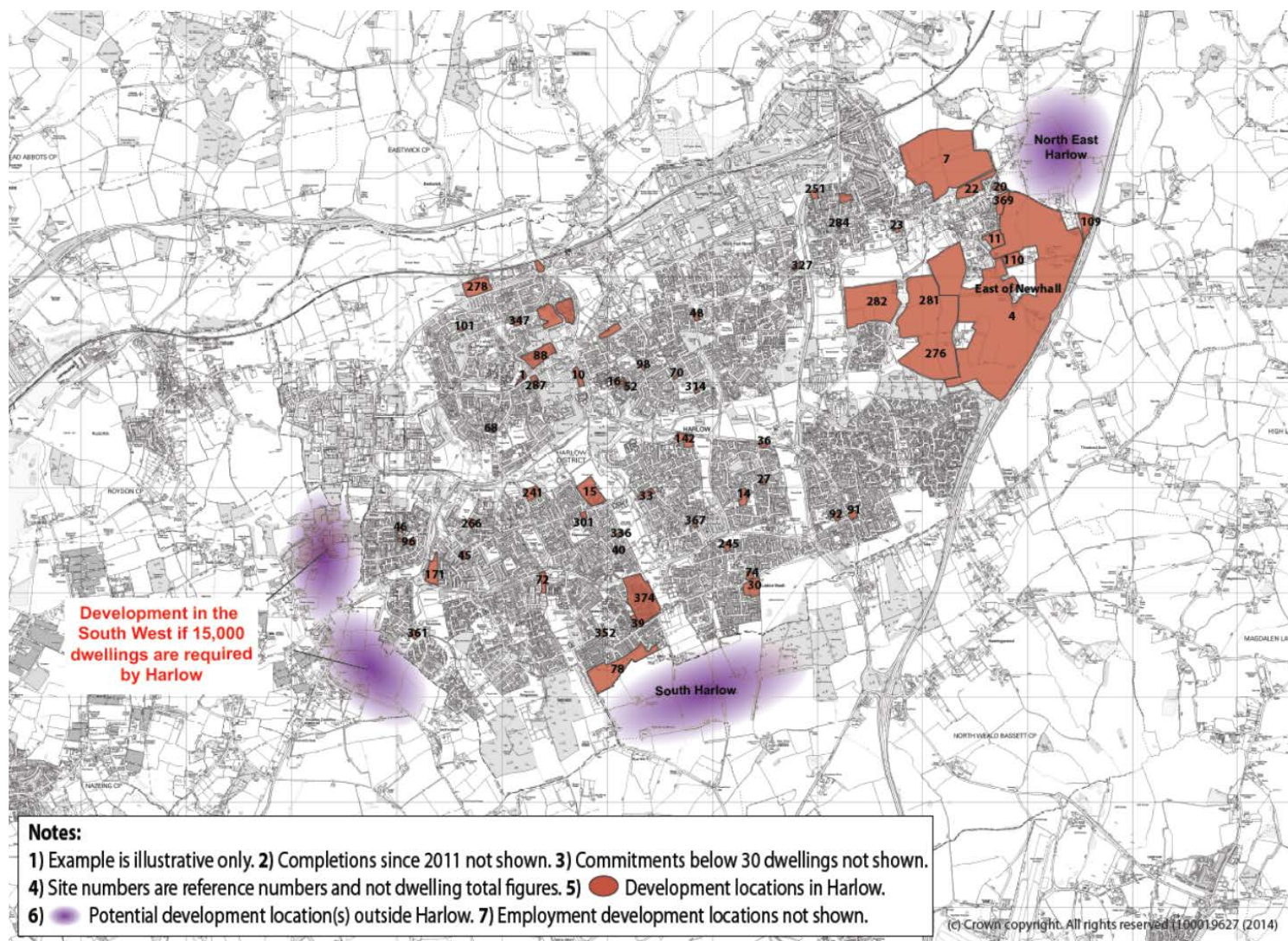
#### Key features of the strategy

- 7.2. The focus for future investment and change would be directed to the east of the existing town through the creation of a series of new neighbourhoods supported by development to the south. The outcome of this option would be the development of Harlow right up to its existing eastern boundary and beyond (to the north East) shifting the town further to the East.

- 
- 7.3. The strategy would aim to deliver some renewal of the existing town but would minimise the degree of change within the existing town, retaining many of the existing features and principles. Densities would be generally be lower on sites in Harlow given the reduced focus on renewing the existing urban area. However, selected priority locations within Harlow (Town Centre and Hatches) would see some development to regenerate these areas.



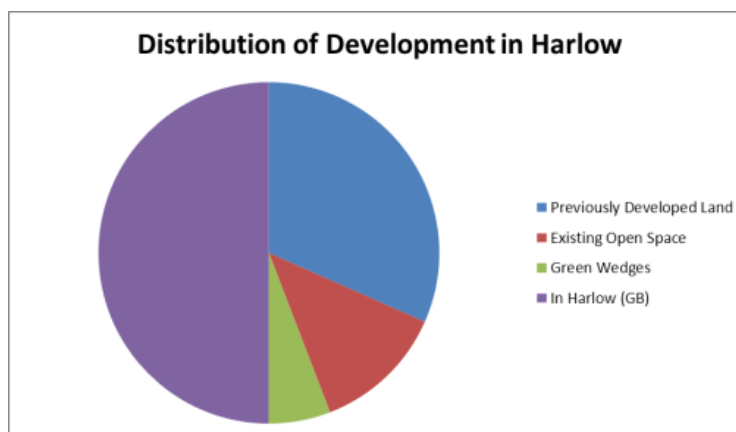
The sites/areas identified for this option are shown below: (note: site numbers are references and relate to appendix 1 on page 72)



Environmental and Landscape Led (Internal Sites & Potential External Growth Locations)



- 7.4. This pattern of growth would involve approximately 8,000 dwellings within Harlow. This option would include the use of Green Belt land within Harlow.



**Distribution of Development in and around Harlow (Example 2)**

- 7.5. To deliver the full amount of development in accordance with this approach some planned growth within the Epping Forest District Council would be required. The Council would need to work with Epping Forest District Council to accommodate both the lower and higher level of development. The locations included in this example are listed in Appendix 1.

#### **How would this option be delivered?**

- 7.6. Sites within Harlow could be delivered through area Masterplans. Urban extensions to Harlow could be delivered through joint Area Action Plans (AAPs), working with Epping Forest District Council. There would be a renewal strategy for land north of the town centre and some of the Hatches but otherwise development in the existing urban area would be managed within the main Local Plan.

#### **Infrastructure Planning**

- 7.7. An update of the Stage 1 baseline Harlow Infrastructure Study is currently being undertaken. This will include an assessment of the infrastructure required to ensure it can be satisfactory accommodated within the plan period. This assessment includes social, physical and green infrastructure. The assessments will test emerging patterns of growth so that a preferred approach can be identified.

#### **Implications for Core Priorities and Places**

- 7.8. The Harlow Spatial Options Study (Stages 1-3) has assessed the implications that this option would have for both the Core Priorities and for different locations across Harlow.

#### **Strengths and Benefits**

- Would utilise areas of lower sensitivity to the east of the existing town.
- Focuses the majority of new growth in creating large and self-contained to the east of Harlow.
- Facilitates the implementation of a new Junction (7a) to the M11.

- Reduces development in the existing urban area which may benefit congestion and disruption within the town.
- Reduces the amount of Harlow open spaces required to accommodate new development.
- Development to the east makes the most of planned highways improvements and sewerage capacity.
- Focus on larger sites which may increase viability and provision of affordable housing across Harlow.

## Challenges

- Substantial improvements would also be required to the existing local road network to support the level of development in the town, particularly Southern Way.
- Will require significant passenger transport provision to link development with the town centre and other passenger transport hubs in Harlow.
- Would require careful phasing and implementation to ensure that development is delivered in a way that existing services can cope.
- Potential for increased informal recreational use at Harlow Woods SSSI and Latton Common (Local Wildlife Sites).
- Development to the south and east of Harlow requires infrastructure improvements which will require time to implement.

7.9. Further assessment of this example can be found in the Strategic Environmental Assessment/Sustainability Appraisal which has been published alongside this document.



**8**  
**Example 3**  
**Passenger Transport Led**



## 8. Example 3 – Passenger Transport Led




Passenger Transport Led (Distribution of Growth)

### Summary of Spatial Implications

- 8.1. The pattern of growth contained in the Passenger Transport Led approach focused new development in and around areas where opportunities for passenger transport uptake are higher. The majority of new development is located in the northern and eastern parts of Harlow in areas considered to have better access to Harlow Town and Harlow Mill railway stations. Growth in the town centre is also promoted as this is a key passenger transport and service hub.
- 8.2. Development and change is generally minimised in the south of Harlow where access to railway stations is poorest. Some selected areas within the town are identified along bus routes. If growth up to 15,000 new dwellings is required then further development to the north of Harlow would be needed.

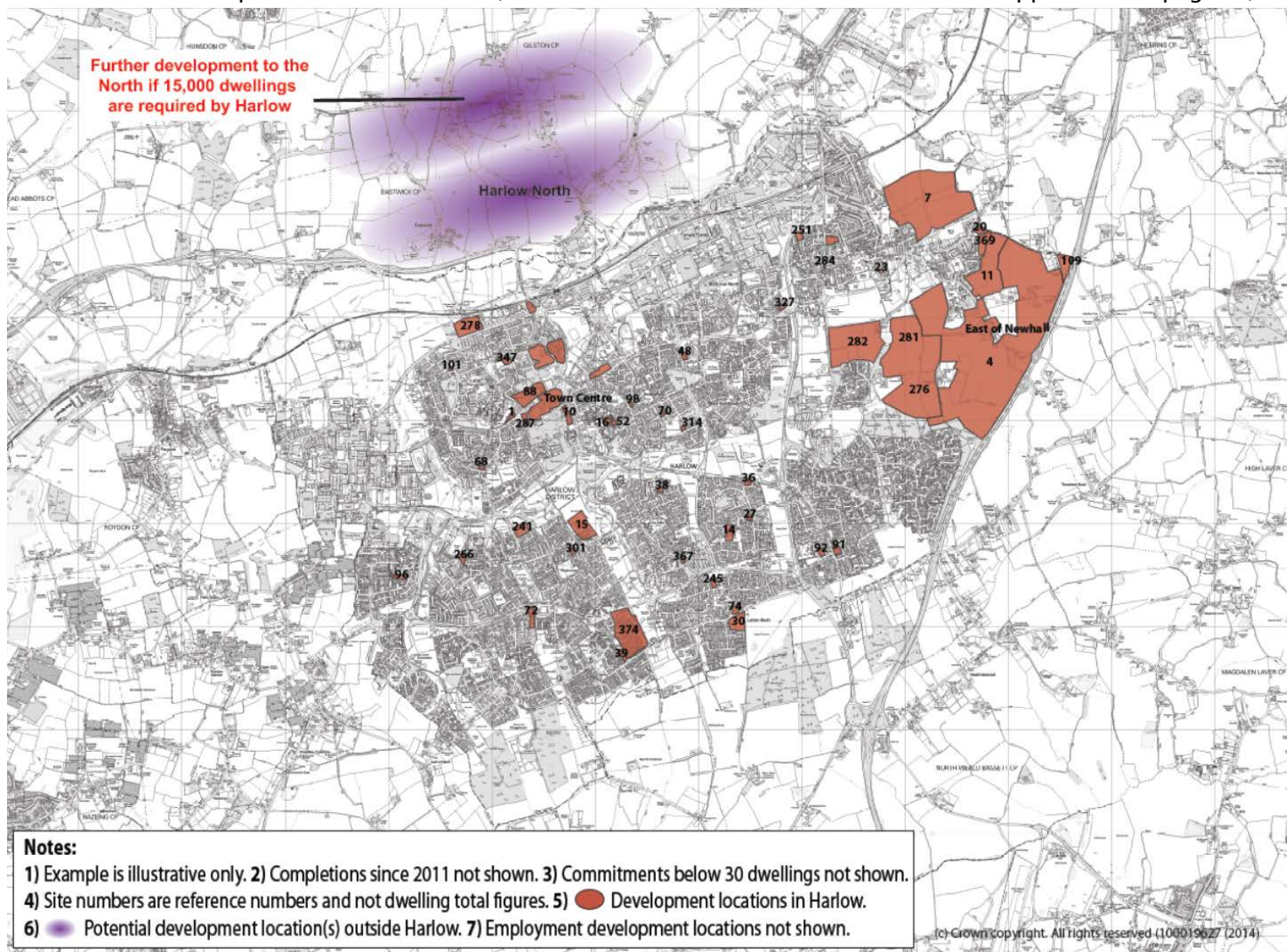
### Key Features of the Strategy

- 8.3. The focus for future investment and change would be to the east and to the north of the existing town through the creation of a series of new neighbourhoods. This option would also look at focusing further residential development in and around the town centre and to a lesser extent in other selected locations within Harlow which benefit from good passenger transport facilities.

- 
- 8.4. The outcome of this option would be the development of Harlow up to its existing eastern boundary and to the north. The northern expansion could balance the eastern shift in the town's centre of gravity arising from the eastern expansion. In addition, the development to the north will draw more movements into the town centre (depending on the nature and form of the development).



The sites/areas identified for this option are shown below: (note: site numbers are references and relate to appendix 1 on page 72)



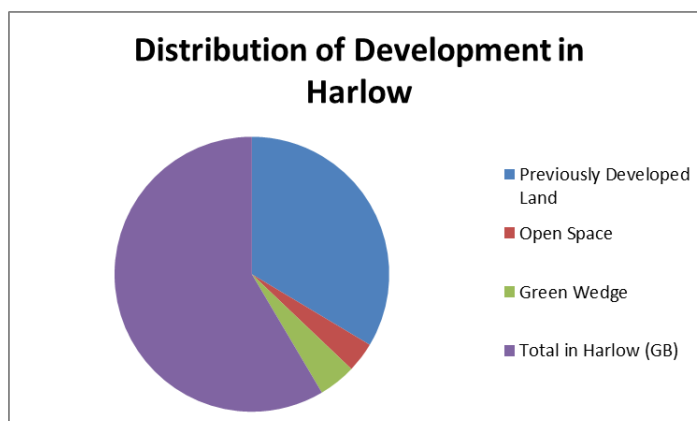
Passenger Transport Led (Internal Sites & Potential External Growth Locations)

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Harlow Local Development Plan – Emerging Strategy and Further Options



- 8.5. This pattern of growth would involve approximately 7,800 dwellings being provided within Harlow District. This example would require Green Belt development within Harlow.



**Distribution of Development in and around Harlow (Example 3)**

- 8.6. To deliver the amount of development in accordance with this approach some planned growth within the adjoining district of East Hertfordshire District Council would be required. To deliver development in accordance with the principles set out in this Passenger Transport led approach the Council would need to work with East Hertfordshire District Council to take this forward. The locations included in this example are listed in Appendix 1.

#### **How would this option be delivered?**

- 8.7. The assessment has identified locations within and around Harlow that benefit from good access to passenger transport facilities. This includes land to the north and to a lesser extent, to the east of the town. This also includes the Harlow Town Centre.
- 8.8. Sites within Harlow could be delivered through area masterplans. The Town Centre would be the subject of an Area Action Plan with development elsewhere in the existing urban area being managed within the main Local Plan. Urban extensions to Harlow could be delivered through joint Area Action Plans (AAPs), working with East Hertfordshire District Council.
- 8.9. Development to the north of Harlow will require substantial infrastructure and highways improvements. Further work is needed to assess the nature of provision required and whether this can be delivered within the plan period.

#### **Infrastructure Planning**

- 8.10. An update of the Stage 1 baseline Harlow Infrastructure Study is currently being undertaken. This will include an assessment of the infrastructure required to ensure it can be satisfactory accommodated within the plan period. This assessment includes social, physical and green infrastructure. The assessments will test emerging patterns of growth so that a preferred approach can be identified.

#### **Implications for Core Priorities and Places**

8.11. The Harlow Spatial Options Study (Stages 1-3) has assessed the implications that this option would have for both the Core Priorities and for different locations across Harlow.

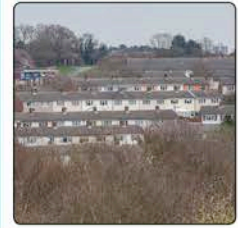
### **Strengths and Benefits**

- Takes advantage of the proximity to Harlow Town and Harlow Mill railway stations in the north of the town.
- Focuses the majority of new growth in creating large new community to the east of Harlow and to the North.
- Facilitates the implementation of a new Junction (7a) to the M11.
- Less pressure is placed on Junction 7 (once J7a is provided).
- Minimises development in the existing urban area.
- Minimises the amount of Harlow open spaces required to accommodate new development.
- Development to the east makes the most of planned highways improvements and sewerage capacity.
- Focus on larger sites may increase viability and provision of affordable housing across Harlow.

### **Challenges**

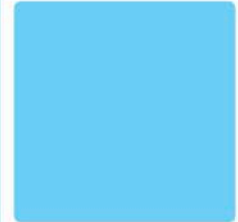
- As yet unclear what specific infrastructure items are required to support development to the north of Harlow and whether this can be delivered. Further work is needed before a decision can be made on the appropriateness of growth in this location.
- Will require significant passenger transport provision to link development with the town centre and other passenger transport hubs in Harlow.
- Would require careful phasing and implementation to ensure that development is delivered in a way that existing services can cope.
- Potential for increased congestion in Harlow arising from the development to the north of Harlow.

8.12. Further assessment of this example can be found in the Strategic Environmental Assessment/Sustainability Appraisal which has been published alongside this document.



**9**

**Example 4  
Regeneration and Landscape Led**



## 9. Example 4 – Regeneration and Landscape Led




Regeneration and Landscape Led (Distribution of Growth)

### *Summary of Spatial Implications*

- 9.1. The Regeneration and Landscape Led approach promotes development which balances meeting regeneration objectives and accommodating growth in locations considered to have lesser impact on environmental and landscape considerations. Under this example the location of new development is split between selected sites within the urban area together with urban extensions to the east of Harlow and to the south west into Epping Forest District. If 15,000 dwellings are needed then additional urban extension to the west of Harlow could be provided.

### *Key Features of the Strategy*

- 9.2. This example would see substantial investment and change directed to the east and southwest of Harlow. The strategy would be focused on improving the existing fabric of the town and creating a number of opportunity areas within Harlow. The renaissance of the town centre (and



adjoining areas) will be placed at the heart of the strategy. The Town Centre will be a key growth location and a major provider of employment, homes, services and facilities. This example also looks to focus additional development in and around Harlow's Neighbourhood Centres and Hatches to facilitate the regeneration of these locations. Higher density development would also be pursued in these locations to inject increased vitality.

- 9.3. This option would also require the reallocation of some green wedges and open spaces close to identified priority areas in Harlow and would involve the reconfiguration of some employment land to support the revitalisation of locations within Harlow. Growth would also be provided in lesser sensitive locations to the east of the existing town making the most of highways improvements planned for this area.



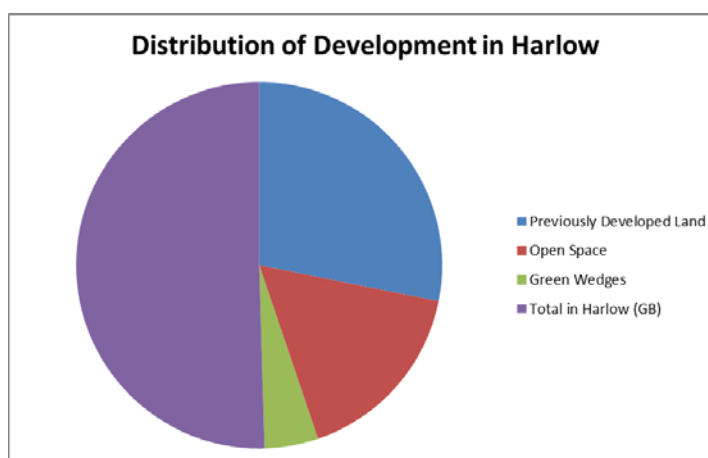
9.4. The sites/areas identified for this option are shown below: (note: site numbers are references and relate to appendix 1 on page 72)



Regeneration and Landscape Led (Internal Sites & Potential External Growth Locations)



- 9.5. This pattern of growth would involve approximately 8,800 dwellings being provided within Harlow. This option looks to accommodate more development within the existing urban area of Harlow through the selective use of open spaces. Green Belt land within Harlow would also be required to accommodate development.



**Distribution of Development in and around Harlow (Example 4)**

- 9.6. To deliver the full amount of development in accordance with this approach some planned growth within the adjoining district of Epping Forest District Council would be required. The locations included in this example are listed in Appendix 1.

#### **How would this option be delivered?**

- 9.7. The assessment identified a number of locations within Harlow where development could deliver local regeneration priorities for the town. This includes locations to the southwest of Harlow. Development would also be provided to the east (beyond Newhall up to the M11) to utilise landscape considerations and planned highways improvements.
- 9.8. Sites within Harlow could be delivered through area masterplans and a continuation of the Priority Areas for Regeneration approach. This could include masterplans for selected Neighbourhood Centres and Hatches. The redevelopment of the Town Centre could be promoted through an Area Action Plan. Urban extensions to Harlow could be delivered through joint Area Action Plans (AAPs), working with Epping Forest District Council.

#### **Infrastructure Planning**

- 9.9. An update of the Stage 1 baseline Harlow Infrastructure Study is currently being undertaken. This will include an assessment of the infrastructure required to ensure it can be satisfactory accommodated within the plan period. This assessment includes social, physical and green infrastructure. The assessments will test emerging patterns of growth so that a preferred approach can be identified.

#### **Implications for Core Priorities and Places**

- 9.10. The Harlow Spatial Options Study (Stages 1-3) has assessed the implications that this option would have for both the Core Priorities and for different locations across Harlow.

## Strengths and Benefits

- Helps to deliver local regeneration priorities across the town.
- Provides a framework for the development and regeneration of existing centres in Harlow to ensure they remain viable in the long term.
- Facilitates the implementation of new Junction 7a on the M11.
- Prepares place shaping and local improvement strategies to benefit existing communities.
- Utilises lesser quality landscape to the east of Newhall up to the M11.
- Enhances the role of existing centres in Harlow (Town Centre, Neighbourhood Centre and Hatches) to ensure they remain viable in the long term.
- Conforms to the vision and core priorities of the Local Plan.
- Promotes the creation of substantial new neighbourhoods to the east of the existing town which could provide its own schools and health care.
- Utilises planned highways investment in the east of Harlow.

## Challenges

- Development to southwest and east requires substantial and complex infrastructure provision.
- Focusing growth within the existing built up area, if not managed correctly, could increase congestion and pressure on existing services such as schools and health care.
- Requires significant passenger transportation investment in the south west and in the east of Harlow.
- The viability of some small sites in Harlow may pose a risk to the delivery of the strategy and impact the delivery of affordable homes and other infrastructure requirements.
- Requires the development of some Green Wedges and exiting open spaces to implement the strategy.
- Potential for increased recreational use at Harlow Woods SSSI and Latton Common (Local Wildlife Site).

9.11. Further assessment of this example can be found in the Strategic Environmental Assessment/Sustainability Appraisal which has been published alongside this document.



# 10

## Example 5

### Northern Bypass Led Option



## 10. Example 5 – Northern Bypass Led Option




### Northern Bypass Led (Distribution of Growth)

#### *Summary of Spatial Implications*

- 10.1. The Northern Bypass approach provides growth in accordance with the Passenger Transport led approach but incorporates additional development to the north of Harlow to help the case for a new northern bypass linking a new Junction 7a to the development. Overall, growth of 20,000 dwellings and approximately 18,000 jobs would be provided across the Harlow Area. This example would also utilise the areas with better access to passenger transport facilities. In addition to providing for Harlow's development requirements this example assumes a portion of East Hertfordshire District's growth taking the total amount of development in the Harlow area to 20,000 dwellings.
- 10.2. Under this example the majority of new development is located in the northern and eastern parts of Harlow through focusing new investment in the creation of substantial new neighbourhoods to the north and east of the existing town.

#### *Key Features of the Strategy*

- 10.3. The strategy shares many characteristics with the Passenger Transport Led approach with further development supported to the north of Harlow. The focus for future investment and change would be to the north of Harlow through the creation of a series of new

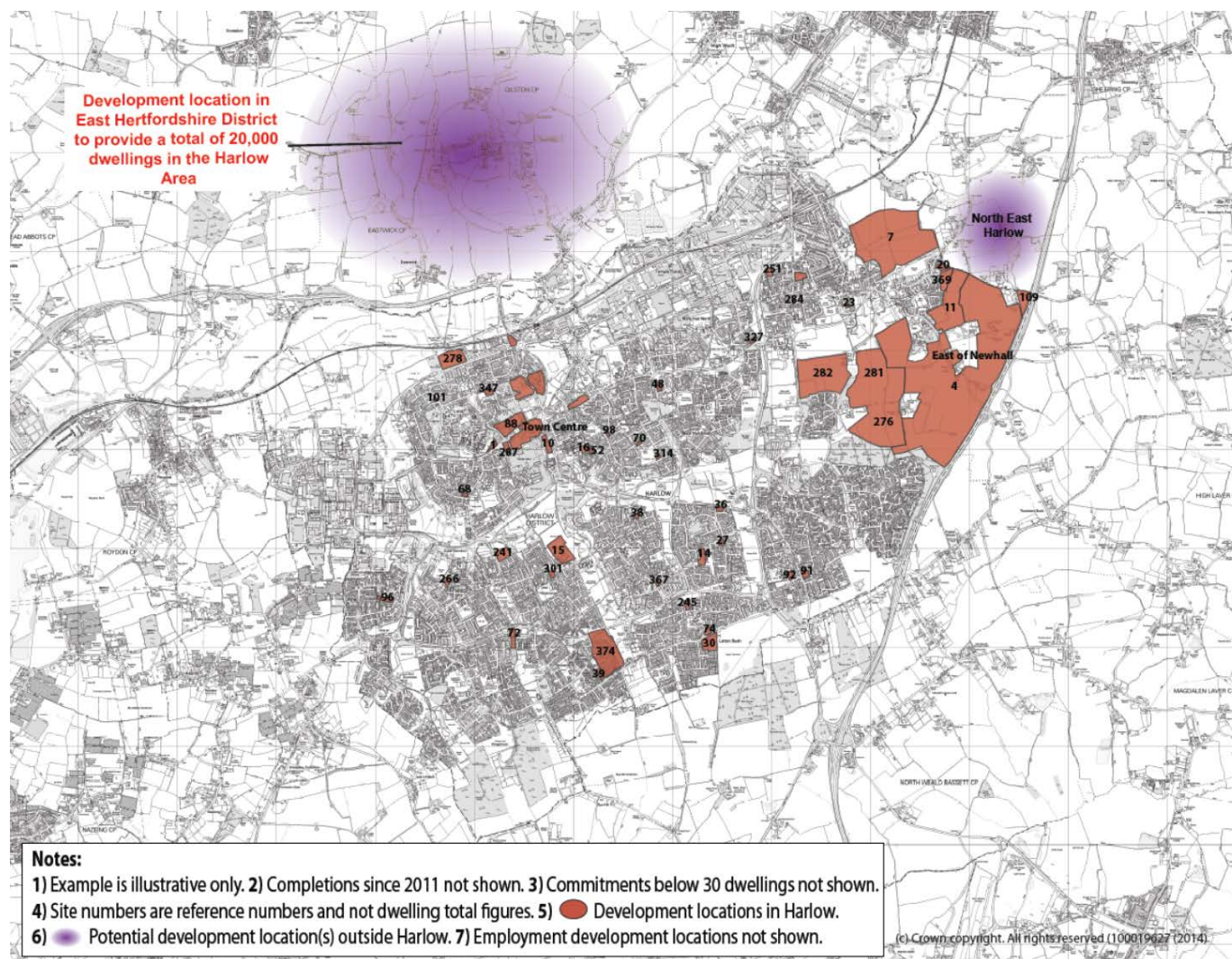


neighbourhoods and villages with further development to the east and to the northeast of the town beyond Newhall, towards the M11. This option would focus further residential development in and around the Town Centre and a number of other selected locations within Harlow. However, growth within the urban area would be minimised in favour of providing development through sustainable urban extensions around Harlow.

- 10.4. The strategy would minimise internal renewal and regeneration other than in the Town Centre, Hatches and other selected areas. Lower densities would be provided on sites within Harlow given that urban renewal would be less of a priority in this option. Development would also be minimised in the south of the town. This option would have reduced impact on the town's green wedges and open spaces and future employment development would be provided through urban extensions around Harlow.



The sites/areas identified for this option are shown below: (note: site numbers are references and relate to appendix 1 on page 72).

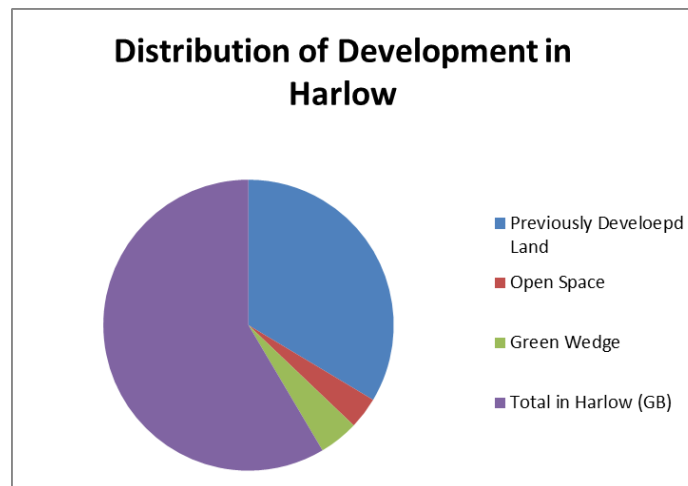


#### Northern bypass Led (Internal Sites & Potential External Growth Locations)

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Harlow Local Development Plan – Emerging Strategy and Further Options

- 10.5. This pattern of growth would involve approximately 7,800 dwellings being provided within Harlow. This example accommodates more development in Harlow in the Green Belt.



**Distribution of Development in and around Harlow (Example 5)**

- 10.6. This option includes 10,000 dwellings to the north of Harlow split equally between Harlow and East Hertfordshire District Councils' needs and further development to the north east of Harlow in Epping Forest District. The Council would need to work with both East Hertfordshire District and Epping Forest District to implement this example. The locations included in this example are listed in Appendix 1.

#### **How would this option be delivered?**

- 10.7. The assessment has identified the locations that would help to support the provision of a new northern bypass to Harlow. Sites within Harlow could be delivered through area Masterplans. An urban extension to the north of Harlow could be delivered through joint Area Action Plans (AAPs), working with East Hertfordshire District Council.
- 10.8. Development to the East of Newhall in Harlow could be delivered through a masterplan prepared by Harlow Council whilst development beyond the district boundary could be prepared through a joint Area Action Plan with Epping Forest District Council.

#### **Infrastructure Planning**

- 10.9. An update of the Stage 1 baseline Harlow Infrastructure Study is currently being undertaken. This will include an assessment of the infrastructure required to ensure it can be satisfactory accommodated within the plan period. This assessment includes social, physical and green infrastructure. The assessments will test emerging patterns of growth so that a preferred approach can be identified.

#### **Implications for Core Priorities and Places**

- 10.10. The Harlow Spatial Options Study (Stages 1-3) has assessed the implications that this option would have for both the Core Priorities and for different locations across Harlow.

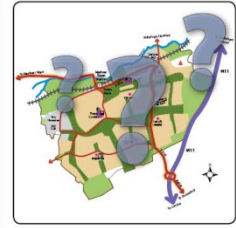
## Strengths and Benefits

- Focuses the majority of new growth in creating large and self-contained neighbourhoods to the east and to the North of Harlow.
- Facilitates the implementation of a new Junction (7a) to the M11.
- Less pressure is placed on Junction 7 (once J7a is provided).
- Minimises development in the existing urban area, potentially reducing congestion in the town.
- Minimises the amount of Harlow open spaces required to accommodate new development.
- Development to the east makes the most of planned highways improvements and sewerage capacity.
- Focus on larger sites may increase viability and provision of affordable housing across Harlow.

## Challenges

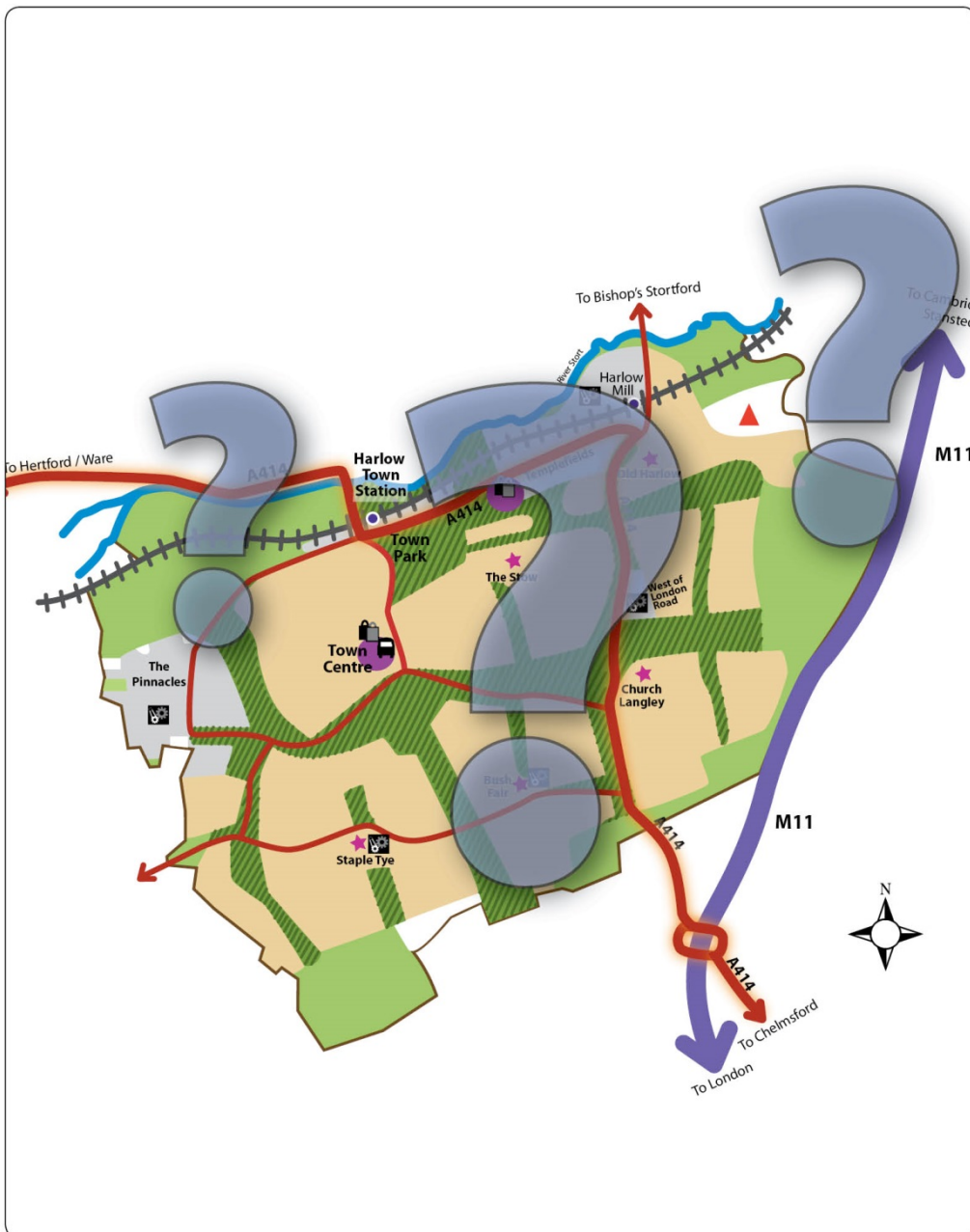
- Further work is needed to assess the necessary infrastructure required to support the development and whether this can be delivered within the plan period before a decision can be made on the appropriateness of this example.
- Uncertain whether a complete northern bypass is feasible given technical and environmental challenges.
- Will require significant passenger transport provision to link development with the town centre and other passenger transport hubs in Harlow.
- Would require careful phasing and implementation to ensure that development is delivered in a way that existing services can cope.
- Potential for increased congestion in Harlow arising from the development to the north of Harlow.
- Would require working with two adjoining local authorities to implement development.

10.11. Further assessment of this example can be found in the Strategic Environmental Assessment/Sustainability Appraisal which has been published alongside this document.



11

## Selecting a Preferred Approach to Accommodating Growth





## 11. Selecting a Preferred Approach to Accommodating Growth

- 11.1. This consultation is seeking feedback on the alternative patterns of growth set out in the document. The responses received will help to inform the development of a preferred pattern of growth and will also inform which key stakeholders the Council needs to work with.

Please respond to the questions using the questionnaire on the Council's online consultation portal. This can be accessed via [www.harlow.gov.uk/local-plan](http://www.harlow.gov.uk/local-plan).

Alternatively, please respond using the paper version of the questionnaire which is available separately to this document. If you need more copies of the questionnaire please contact the Forward Planning Team on 01279 446577 who will arrange for more copies to be sent you.

The questionnaire sets out a number of questions which are summarised below.

### Question 2

*We would like to know which of the following example(s) you consider come closest to delivering the Council's stated vision (page 18) and core priorities (page 20) for the Local Plan.*

*Example 1 – Focused on Priority Regeneration Areas*

*Example 2 – Environmental / Landscape Led*

*Example 3 – Passenger Transport Led*

*Example 4 – Regeneration and Landscape Led*

*Example 5 – Northern Bypass Led*

*None of the above*

### Question 3

*We also want your views about how important the following principles are to you in locating future development across Harlow.*

*Maximising regeneration priorities*

*Avoiding sensitive environmental / landscape areas*

*Facilitating access to passenger transport facilities*

*Supporting key infrastructure improvements such as a northern bypass to Harlow*

### Question 4

*Do you think the locations included in the Focused on Priority Regeneration Areas Example 1 (as set out on page 36) are likely to deliver the Council's regeneration objectives set out in chapter 3?*



Question 5

*Do you think the locations included in the Environmental Constraints Led Example 2 (as set out on page 41) are likely to reduce environmental/landscape impacts?*

Question 6

*Do you think the locations included in the Passenger Transport Led Example 3 (as set out on page 46) are likely to deliver passenger transport objectives set out in chapter 3?*

Question 7

*Do you think the locations included in the Regeneration and Landscape Led Example 4 (as set out on page 51) are likely to balance regeneration and landscape objectives?*

Question 8

*Do you think the locations included in the Northern Bypass Led Example 5 (as set out on page 56) are more likely to support a new northern bypass to Harlow?*

Question 9

*Do you think a “blend” of development examples is more appropriate for Harlow?*





## 12 Next Steps

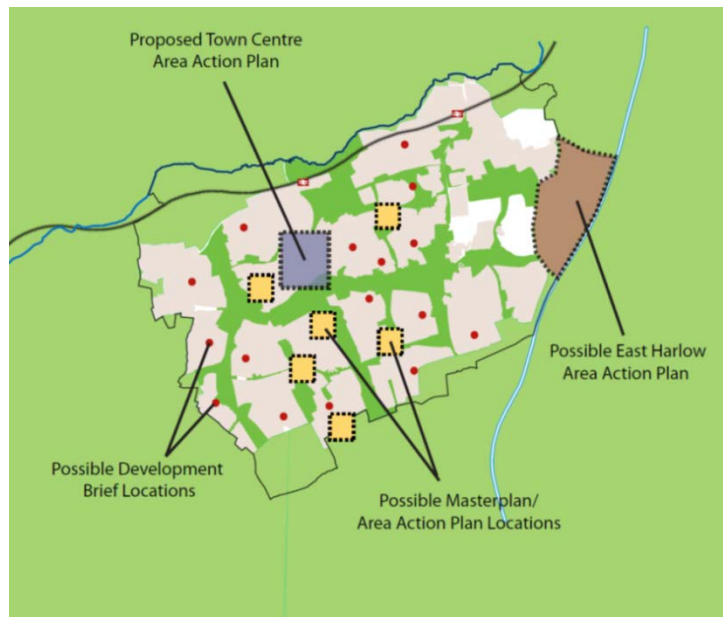


## 12. Next Steps

- 12.1. At this stage feedback is being sought on the high level strategy options for Harlow, including the level of development and alternative examples for delivering this. The responses received to this consultation will inform the development of a preferred spatial strategy. However, there are a number of outstanding issues that need to be addressed before a preferred approach can be identified. This will require further work in areas such as infrastructure, transport modelling, viability assessments and potentially a Green Belt Review. Some of this work will need to be prepared working jointly with adjoining districts, as appropriate.
- 12.2. This further work will feed into the next stage of the Harlow Local Development Plan which will be published for further consultation before being submitted to the Secretary of State for examination.

### Developing Detailed Policies and Proposals

- 12.3. Once the preferred strategy has been established from those set out in this consultation document (or a variation of) then detailed policies and proposals will be developed to guide and deliver development and change across the Harlow area. These will be set out in a *“Place Strategy”* for the different neighbourhood areas of Harlow and will focus on guiding the development and change proposed for that area. Each Place Strategy will set out the following:
- The extent to which a particular area will develop and change.
  - An overall vision and objectives for the area.
  - Policies and proposals for development and change.
  - Key infrastructure proposed for the area, and
  - How and when will this be delivered.
- 12.4. In addition, once detailed proposals for development are confirmed the Council will prepare Masterplans, Development Briefs and Area Action Plans to implement the development. These, together with any neighbourhood plan(s) that may come forward, will form lower level plans for Harlow.
- 12.5. In addition, once the preferred strategy for Harlow has been established more details on the strategy for the Town Centre, Neighbourhood Centres and Hatches will follow. These cannot be progressed yet as the amount of change proposed in these areas will depend on the overall strategy selected. However, it is considered that some change should be promoted in these locations, given the specific issues present and to balance competing development pressures. The Council will consider preparing detailed Masterplans, Area Action Plans and Development Briefs for these areas depending on the particular issues present. The following is an illustration of potential scope of further plans for Harlow:



**Illustration of possible locations for future planning strategies**

12.6. Further details on the strategy for employment land and how the town's future employment needs will be met will also be set out. The central issues to be considered when developing the strategy for employment land include:

- Considering where new employment development should be located if new space is required (in existing sites or through new sites).
- Considering whether Harlow's existing employment sites continue to meet business needs or whether some sites/areas should be considered for release to other uses.
- Planning for the growth in non-B uses.
- Planning for lower growth in the office development, particularly in the Town Centre.

12.7. These are part of a number of more detail policy areas that will be developed and presented for consultation prior to the Local Development Plan being finalised.

Please respond to the questions using the questionnaire on the Council's online consultation portal. This can be accessed via [www.harlow.gov.uk/local-plan](http://www.harlow.gov.uk/local-plan). Alternatively, please respond using the paper version of the questionnaire which is available separately to this document. If you need more copies of the questionnaire please contact the Forward Planning Team on 01279 446577 who will arrange for more copies to be sent you.







# 13 Glossary



## 13. Glossary

### **Affordable Housing**

Consists of social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.

**Social rented:** housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

**Affordable rented:** housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

**Intermediate housing:** homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

### **Area Action Plan**

A type of Plan which focuses on areas of change or conservation. Their purpose is to deliver planned growth, stimulate regeneration, protect areas sensitive to change through conservation policies, make proposals for enhancement and resolve conflicting objectives in areas where there is significant development pressure.

These form part of the statutory Development Plan for the area.

### **Core Strategy Issues and Options Consultation**

This document was the first stage in the preparation of the Harlow Local Development Plan but set out the development required by the then Regional Strategy for the East of England (The East of England Plan).

### **The Corporate Plan**

This sets out Harlow Council’s priorities for the district between 2014/15 and 2016/17.

### **Development Briefs**

A type of plan was focuses on small areas of change and conservation. These tend to focus on smaller areas with less complex issues. These form part of the statutory Development Plan for the area.

### **Development Plan**

This includes adopted Local Plans, Neighbourhood Plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

### **Duty to Co-**

Inserted by the Localism Act 2011 it places a legal duty on Local Planning

<b>Operate</b>	Authorities, County Councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters. Local planning authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans.
<b>East of England Plan (2008)</b>	This plan was part of the statutory development plan for all local authorities in the East of England and provided them with development requirements between 2001 and 2021. This plan was formally abolished in January 2013 and is no longer part of the statutory development plan for Harlow.
<b>The Employment Land Review</b>	An assessment carried out on behalf of the Council to assess the future employment needs of the district together with an overview of existing employment land.
<b>Generating and Appraising Spatial Options for the Harlow Area</b>	An assessment undertaken in 2010 on behalf of Harlow, East Hertfordshire and Epping Forest District Councils to generate and appraise alternative development locations around Harlow.
<b>Green Belt</b>	<p>A Defined area of countryside around a town or city which is protected from 'inappropriate' forms of development. Green Belts serves five purposes:</p> <ul style="list-style-type: none"> <li>• to check the unrestricted sprawl of large built-up areas;</li> <li>• to prevent neighbouring towns merging into one another;</li> <li>• to assist in safeguarding the countryside from encroachment;</li> <li>• to preserve the setting and special character of historic towns; and</li> <li>• to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.</li> </ul>
<b>Green Wedges</b>	Green wedges comprise areas of open land in Harlow which maintain the distinction of Harlow's neighbourhoods as well as providing provide recreational and ecological opportunities.
<b>Greenfield Land or Site</b>	Land that has not previously been used for urban development.
<b>GVA (Gross Value Added)</b>	Gross Value Added measures the contribution to the economy of each individual producer, industry or sector in the United Kingdom.
<b>The Greater Essex Demographic Forecasts Study (Phase 4)</b>	Study commissioned on behalf of 24 local authorities in Essex, Hertfordshire, Suffolk and Cambridgeshire, to provide a consistent and up to date assessment of population forecasts. These forecasts provide the basis for developing options for future housing development in an area.

**Harlow Open Space and Green Infrastructure Study**

An assessment of the future needs for open space in Harlow together with an assessment of the quality, value and accessibility of open spaces in Harlow.

**The Harlow Future Prospects Study (Linking Regeneration and Growth)**

A study commissioned by Harlow Council to assess the implications for the town (and its regeneration prospects) under alternative levels of development.

**Harlow Local Development Plan**

This will replace the Adopted Replacement Harlow Local Plan (2006) and will become the statutory development plan for Harlow and will guide future planning decisions in Harlow between 2011 and 2031.

**The Harlow Retail Study Update (2011)**

An assessment of the need for future retail development in Harlow.

**The Harlow Spatial Options Study (Stages 1 – 3)**

An assessment undertaken by Harlow Council to generate and appraise alternative locations for development in Harlow.

**Housing Market Area**

A geographical area reflecting people's choice of location for a new home.

**Infrastructure**

Refers to items and services necessary to support development. Includes, but not exclusive to, utility services, transport, schools, open space, community, health and leisure services.

**Local Development Order**

An order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

**Local Enterprise Partnership**

A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area. Harlow is within the South East Local Enterprise Partnership (SELEP) which covers Essex, the Thames Gateway, Kent and parts of Sussex.

**The London-Stansted-Cambridge Corridor Consortium (LSCC)**

A partnership of public and private organisations covering the area north of Tech City, the City Fringe, Kings Cross, and the Olympic Park, up through the Lee Valley and M11/A10, and West Anglia Rail corridors to Harlow and Stansted, and through to Cambridge. Formed to organise and promote what is a clear economic area, with strong inter-connections; commuting to work and learn patterns, clusters of industries and supply chains.



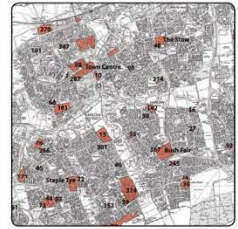
<b>Local Wildlife Sites</b>	Designated land of county wide importance for ecology and biodiversity.
<b>Market Housing</b>	Housing which is to be sold on the open market and can include flats or houses.
<b>Masterplans</b>	A separate plan or strategy prepared to provide additional guidance to inform the development of an area. These may or may not be statutory planning documents.
<b>National Planning Policy Framework (NPPF)</b>	The National Planning Policy Framework (published on 27 March 2012) sets out the Government's planning policies for England. The NPPF and the supporting online National Planning Guidance replaced a number of previous planning guidance documents.
<b>Place Strategy</b>	Will sit beneath the main Local Plan and will provide more detail on how neighbourhoods in Harlow will develop and change over the plan period. Each will set out a vision and priorities for the area together with any other supporting guidance to ensure future development is satisfactorily implemented.
<b>Previously Developed Land (PDL) or 'Brownfield' Land</b>	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.
<b>Public Examination</b>	Before the Harlow Local Development Plan can be adopted it must be examined in public by a Government appointed Planning Inspector. The Inspector will assess the plan and consider whether it has satisfied all legal requirements and is "sound".
<b>Strategic Environment Assessment (SEA) Incorporating Sustainability Appraisal (SA)</b>	A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment. This incorporates Sustainability Appraisal which is a mechanism for considering and communicating the likely effects of a Plan, and alternatives, in terms of sustainability issues with a view to avoiding and mitigating adverse effects and maximising positives.
<b>Strategic Housing Land Availability Assessment</b>	This is an assessment of land to determine whether it is potentially suitable for housing development. From this pool of sites the Council selects those which it considers to be the most appropriate for the area

(SHLAA) taking into account a variety of other considerations such as infrastructure, environmental and deliverability.

**Sustainable Development** A widely used definition drawn up by the World Commission on Environment and Development in 1987: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs."

**Viability Assessment for London Commuter Belt (East)/M11 Sub Region (2010)** An assessment of the viability of delivering affordable housing on different housing schemes (sizes and densities) in the area under different economic conditions. The assessment helps the Council to set an appropriate requirement for affordable homes on different development schemes across Harlow.

**The West Essex @ Harlow Enterprise Zone** One of 24 set up across the country by Government to drive forward local economic growth by promoting targeted business sectors. The Harlow Enterprise Zone is split across three sites and consists of approximately 50 ha of existing employment land. The Enterprise Zone has the potential to create up to 5,000 new jobs in Harlow.



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## Appendix 1 - Schedule of Sites



## 14. Appendix 1 – Schedule of Sites

Example 1: Priority Regeneration Areas	
SHLA Site Reference Number	Site Name/Address
1	The Angle
7	Land North Gilden Way
10	Terminus House and Car Park
15	Former Passmores School
27	Manor Hatch
30	Playing Field and land east of Radburn Close south of Clifton Hatch
33	Land and garages between Bushey Croft and Rushes Mead
36	Garage blocks adjacent to Nicholls Tower
38	Elm Hatch and Public House
39	Stewards Farm
44	Kingsmoor House and gardens
45	Pollard Hatch plus garages and adjacent land
46	Katherines Hatch
48	Service bays rear of The Stow
68	Slacksbury Hatch and associated garages
72	Lister House, Staple Tye Mews, Staple Tye Depot, and The Gateway Nursery
73	Kingsmoor Recreation Centre
74	Clifton Hatch area and garages
78	Open Space to the south of Berecroft
83	Wissants and adjacent playground
88	Land and Buildings at Wych Elm incorporating bus garage and fire station
91	Prentice Place
92	Land adjacent to Brenthall Towers
96	Land Adjacent to Katherines School
98	Fishers Hatch
101	Colt Hatch community centre and adjacent land
142	Land between Second Ave and St. Andrews Meadow
161	Northbrooks playing fields
171	Playing field west of Deer Park
245	Land between Little Pynchons and Pear Tree Mead
251	Land West of 93-100 Jocelyns
266	Sherards House and adjacent land
276	Phase 2 Newhall
278	Ram Gorse Playing field
281	Phase 3 Newhall East
282	Phase 3 Newhall West
284	1 & 1a Walfords Close
287	Westgate House and MS carpark
301	Coppice Hatch and garages
314	Pypers Hatch
347	Land associated with Hestor House and Hester Mews
352	Maunds Hatch and Hall
361	Sumners Hatch
367	Lutheran Church
374	Aylets Field; The Briars; Copshall Close; - Known as Priority Estates



Boundaries not identified in SHLAA	Other town centre north locations
	Bush Fair Redevelopment
	Staple Tye Employment Area
	The Stow
Existing commitment - not identified in SHLAA	Remaining Gateway
	Small sites under 10
	Residual of Newhall Phase 1
	Remaining at Swimming Pool Site
	Motorsales Permission
<b>Green Belt (Epping Forest)</b>	
	Green Belt West of Kathrines
	Green Belt West of Sumners
	Green Belt South of Harlow
<b>Green Belt (East Hertfordshire)</b>	
	Green Belt North of Harlow

## Example 2: Environmental / Landscape

SHLA Site Reference Number	Site Name/Address
1	The Angle
7	Land North Gilden Way
10	Terminus House and Car Park
14	Purford Green School
15	Former Passmores School
16	East of the Downs School
22	Playing field south of Gilden Way
23	Former Scout Hut Elderfield
27	Manor Hatch
30	Playing Field and land east of Radburn Close south of Clifton Hatch
33	Land and garages between Bushey Croft and Rushes Mead
36	Garage blocks adjacent to Nicholls Tower
39	Stewards Farm
40	Land between Barn Mead and Five Acres
45	Pollard Hatch plus garages and adjacent land
46	Katherines Hatch
48	Service bays rear of The Stow
52	Garages east of 99-102 Greenhills
68	Slacksbury Hatch and associated garages
70	Garage blocks between 1 and 36 Arkwrights
72	Lister House, Staple Tye Mews, Staple Tye Depot, and The Gateway Nursery
74	Clifton Hatch area and garages
78	Open Space to the south of Berecroft
88	Land and Buildings at Wych Elm incorporating bus garage and fire station



91	Prentice Place
92	Land adjacent to Brenthall Towers
96	Land Adjacent to Katherines School
98	Fishers Hatch
101	Colt Hatch community centre and adjacent land
142	Land between Second Ave and St. Andrews Meadow
171	Playing field west of Deer Park
241	Land northwest of Kingsland
245	Land between Little Pynchons and Pear Tree Mead
251	Land west of 93-100 Jocelyns
266	Sherards House and adjacent land
276	Phase 2 Newhall
278	Ram Gorse Playing field
281	Phase 3 Newhall East
282	Phase 3 Newhall West
284	1 & 1a Walfords Close
287	Westgate House and MS carpark
301	Coppice Hatch and garages
314	Pypers Hatch
327	Garage block south east of Fesants Croft
336	Garage block south of 84-97 Barn Mead
347	Land associated with Hestor House and Hester Mews
352	Maunds Hatch and Hall
361	Sumners Hatch
367	Lutheran Church
374	Aylets Field; The Briars; Copshall Close; - Known as Priority Estates
Existing commitment - not identified in SHLAA	Gateway
	Small sites under 10
	Residual of Newhall Phase 1
	Swimming Pool
	Motorsales
Green Belt (in Harlow)	
	Green Belt to the East of Newhall
Green Belt (Epping Forest)	
	South Harlow
	North East Harlow

Example 3: Passenger Transport Led	
SHLA Site Reference Number	Site Name/Address
1	The Angle
7	Land North Gilden Way
10	Terminus House and Car Park
14	Purford Green School
15	Former Passmores School

16	East of the Downs School
23	Former Scout Hut Elderfield
27	Manor Hatch
30	Playing Field and land east of Radburn Close south of Clifton Hatch
36	Garage blocks adjacent to Nicholls Tower
38	Elm Hatch and Public House
39	Stewards Farm
48	Service bays rear of The Stow
52	Garages east of 99-102 Greenhills
68	Slacksbury Hatch and associated garages
70	Garage blocks between 1 and 36 Arkwrights
72	Lister House, Staple Tye Mews, Staple Tye Depot, and The Gateway Nursery
74	Clifton Hatch area and garages
88	Land and Buildings at Wych Elm incorporating bus garage and fire station
91	Prentice Place
92	Land adjacent to Brenthall Towers
96	Land Adjacent to Katherines School
98	Fishers Hatch
101	Colt Hatch community centre and adjacent land
241	Land northwest of Kingsland
245	Land between Little Pynchons and Pear Tree Mead
251	land west of 93-100 Jocelyns
266	Sherards House and adjacent land
276	Phase 2 Newhall
278	Ram Gorse Playing field
281	Phase 3 Newhall East
282	Phase 3 Newhall West
284	1 & 1a Walfords Close
287	Westgate House and MS carpark
301	Coppice Hatch and garages
314	Pypers Hatch
327	Garage block south east of Fesants Croft
347	Land associated with Hestor House and Hester Mews
367	Lutheran Church
374	Aylets Field; The Briars; Copshall Close; - Known as Priority Estates
Boundaries not identified in SHLAA	Other town centre north locations
Existing commitment - not identified in SHLAA	Gateway
	Small sites under 10
	Residual of Newhall Phase 1
	Swimming Pool
	Motorsales
Green Belt (in Harlow)	
	Green Belt to East of Harlow

**Green Belt (East Hertfordshire)**

Green Belt to the North of Harlow

**Example 4: Regeneration & Landscape**

SHLA Site Reference Number	Site Name/Address
1	The Angle
7	Land North Gilden Way
10	Terminus House and Car Park
15	Former Passmores School
27	Manor Hatch
30	Playing Field and land east of Radburn Close south of Clifton Hatch
33	Land and garages between Bushey Croft and Rushes Mead
36	Garage blocks adjacent to Nicholls Tower
38	Elm Hatch and Public House
39	Stewards Farm
40	Land between Barn Mead and Five Acres
44	Kingsmoor House and gardens
45	Pollard Hatch plus garages and adjacent land
46	Katherines Hatch
48	Service bays rear of The Stow
68	Slacksbury Hatch and associated garages
72	Lister House, Staple Tye Mews, Staple Tye Depot, and The Gateway Nursery
73	Kingsmoor Recreation Centre
74	Clifton Hatch area and garages
76	Rectory Field Playing Field
78	Open Space to the south of Berecroft
83	Wissants and adjacent playground
88	Land and Buildings at Wych Elm incorporating bus garage and fire station
91	Prentice Place
92	Playground adjacent to Brenthall Towers
96	Land Adjacent to Katherines School
98	Fishers Hatch
101	Colt Hatch community centre and adjacent land
142	Land between Second Ave and St. Andrews Meadow
161	Northbrooks playing fields
171	Playing field west of Deer Park
245	Playground & land between Little Pynchons and Pear Tree Mead
251	Playground west of 93-100 Jocelyns
266	Sherards House and adjacent land
276	Phase 2 Newhall
278	Ram Gorse Playing field
281	Phase 3 Newhall East
282	Phase 3 Newhall West

284	1 & 1a Walfords Close
287	Westgate House and MS carpark
301	Coppice Hatch and garages
314	Pypers Hatch
347	Land associated with Hestor House and Hester Mews
352	Maunds Hatch and Hall
361	Sumners Hatch
367	Lutheran Church
374	Aylets Field; The Briars; Copshall Close; - Known as Priority Estates
Boundaries not identified in SHLAA	Other town centre locations
	Bush Fair Redevelopment
	Staple Tye Employment Land
	The Stow
Existing commitment - not identified in SHLAA	Gateway
	Small sites under 10
	Residual of Newhall Phase 1
	Swimming Pool
	Motorsales
<b>Green Belt (in Harlow)</b>	
	Green Belt to the East of Harlow
<b>Green Belt (Epping Forest)</b>	
	Green Belt to the West of Sumners
	Green Belt to the West of Kathrines
	Green Belt to the North East of Harlow

<b>Example 5: Northern Bypass Led</b>	
<b>SHLA Site Reference Number</b>	<b>Site Name/Address</b>
1	The Angle
7	Land North Gilden Way
10	Terminus House and Car Park
14	Purford Green School
15	Former Passmores School
16	East of the Downs School
23	Former Scout Hut Elderfield
27	Manor Hatch
30	Playing Field and land east of Radburn Close south of Clifton Hatch
36	Garage blocks adjacent to Nicholls Tower
38	Elm Hatch and Public House
39	Stewards Farm
48	Service bays rear of The Stow
52	Garages east of 99-102 Greenhills
68	Slacksbury Hatch and associated garages
70	Garage blocks between 1 and 36 Arkwrights

72	Lister House, Staple Tye Mews, Staple Tye Depot, and The Gateway Nursery
74	Clifton Hatch area and garages
88	Land and Buildings at Wych Elm incorporating bus garage and fire station
91	Prentice Place
92	Land adjacent to Brenthall Towers
96	Land Adjacent to Katherines School
98	Fishers Hatch
101	Colt Hatch community centre and adjacent land
241	Land northwest of Kingsland
245	Land between Little Pynchons and Pear Tree Mead
251	Land west of 93-100 Jocelyns
266	Sherards House and adjacent land
276	Phase 2 Newhall
278	Ram Gorse Playing field
281	Phase 3 Newhall East
282	Phase 3 Newhall West
284	1 & 1a Walfords Close
287	Westgate House and MS carpark
301	Coppice Hatch and garages
314	Pypers Hatch
327	Garage block south east of Fesants Croft
347	Land associated with Hestor House and Hester Mews
367	Lutheran Church
374	Aylets Field; The Briars; Copshall Close; - Known as Priority Estates
Boundaries not identified in SHLAA	Other town centre north locations
Existing commitment - not identified in SHLAA	Gateway
	Small sites under 10
	Residual of Newhall Phase 1
	Swimming Pool
	Motorsales
<b>Green Belt (in Harlow)</b>	
	Green Belt to the East of Harlow
<b>Green Belt (Epping Forest)</b>	
	Green Belt to the North East of Harlow
<b>Green Belt (East Hertfordshire)</b>	
	Green Belt to the North of Harlow