

**Memorandum of Understanding on
Distribution of Objectively Assessed Housing
Need across the West Essex/East Hertfordshire
Housing Market Area**

March 2017

Between

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



Uttlesford
District Council

And supported by (non-signatories)

Essex County Council (as a Highways Authority)
Hertfordshire County Council (as a Highways Authority)
Highways England



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1 Background

Introduction

- 1.1. This Memorandum of Understanding (MoU) concerns the distribution of the Objectively Assessed Housing Need (OAHN) of four councils comprising the West Essex/East Hertfordshire Housing Market Area (HMA): East Hertfordshire District Council, Epping Forest District Council, Harlow District Council and Uttlesford District Council (see Appendix 1 for more background on the HMA).
- 1.2. The MoU was prepared by officers and Members of these four authorities, with assistance from Essex County Council, Hertfordshire County Council and Highways England. The preparation of the MoU was overseen by the 'Co-operation for Sustainable Development Member Board' (the Co-op Member Board)¹.

Joint and co-ordinated working in the West Essex/East Hertfordshire HMA

- 1.3. The National Planning Policy Framework (NPPF) states that: "Public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities..." and, furthermore, "The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities" (para 178). It also expects local authorities "...to demonstrate evidence of having effectively co-operated to plan for issues with cross-boundary impacts when their Local Plans are submitted for Independent Examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development" (para 181).
- 1.4. East Hertfordshire, Epping Forest, Harlow and Uttlesford District Councils (also referred to in this MoU as the "West Essex/East Hertfordshire Authorities") have a substantial history of co-ordinated working on strategic planning issues, not least on assessing housing need and planning for future growth. Essex County Council and Hertfordshire County Council have also been involved in cross-boundary working with the authorities for many years on many different topics including planning matters.
- 1.5. Each of the West Essex/East Hertfordshire Authorities will publish their Local Plans (East Hertfordshire for Regulation 19 publication and Epping Forest District for Regulation 18 consultation by the end of 2016, with Harlow for Regulation 19 publication and Uttlesford District Council for Regulation 18 consultation in 2017). The Local Plans will then progress into Independent Examination and adoption in 2017/2018. Joint and co-ordinated working will continue on relevant matters.

¹ The 'Co-operation for Sustainable Development Member Board', established October 2014, hereafter referred to as the 'Co-op. Member Board'. See Appendix 2 for further details of this and the related 'Co-operation for Sustainable Development Officer Group' (hereafter referred to as the 'Co-op Officer Group').

Housing need

1.6. Three Strategic Housing Market Assessments (SHMAs), published in 2010, 2012 and 2015 have been undertaken for the combined area of East Hertfordshire, Epping Forest, Harlow and Uttlesford Districts². The most recent SHMA was commissioned by the Co-op Member Board and managed through a sub group of the Co-op Officer Group. Details of the terms of reference and working practices of the Co-op Member Board and the Co-op Officer Group are set out in Appendix 2. The 2015 SHMA gives an up to date and Planning Practice Guidance compliant³ assessment of housing need over the Housing Market Area (HMA) for the period 2011-2033. The 2015 SHMA gave the following headline results (in net additional dwellings) for the HMA as a whole, and for each local authority. It is acknowledged that since the publication of the SHMA in 2015, updated 2014-based household projections have been published (see paragraph 3.4). The four authorities are all committed to identifying an up-to-date OAHN based on the 2014-based projections. The 2015 SHMA gave the following headline results (in net additional dwellings) for the HMA as a whole, and for each local authority.

Figure 1 - Headline results from the SHMA (2015)

Local Authority	OAHN Market dwellings	OAHN Affordable dwellings	Total OAHN (net new dwellings 2011-2033)
East Hertfordshire DC	12,200	4,200	16,400
Epping Forest DC	8,100	3,200	11,300
Harlow DC	2,500	3,400	5,900
Uttlesford DC	9,700	2,800	12,500
Total for HMA	32,500	13,600	46,100

NB – totals may not sum due to rounding

The full 2015 Joint SHMA is available to view at:

<http://www.eppingforestdc.gov.uk/index.php/home/file-store/category/458-strategic-housing-market-area>

Economic growth

1.7. The Co-op Member Board also commissioned a Joint Economic Report, to consider the Objectively Assessed Economic Need (OAEN) of the Functional Economic Market Area (FEMA, which has been found to be the same as the HMA). This was published in 2015 and gives an up to date and Planning Practice Guidance⁴-compliant assessment of employment

² The SHMAs published in 2010 and 2012 also included Broxbourne Borough Council and Brentwood Borough Council; both of these authorities declined to take part in the most recent SHMA, as Broxbourne BC decided to pursue its own SHMA and Brentwood BC had become part of a wider 'Heart of Essex' SHMA. However, both authorities adopted a 'watching brief' on the 2015 SHMA and through the Co-op Officer Group and Co-op Member Board, were involved in discussions about the SHMA brief and findings.

³ Planning Practice Guidance, Paragraph: 001 Reference ID: 2a-001-20140306

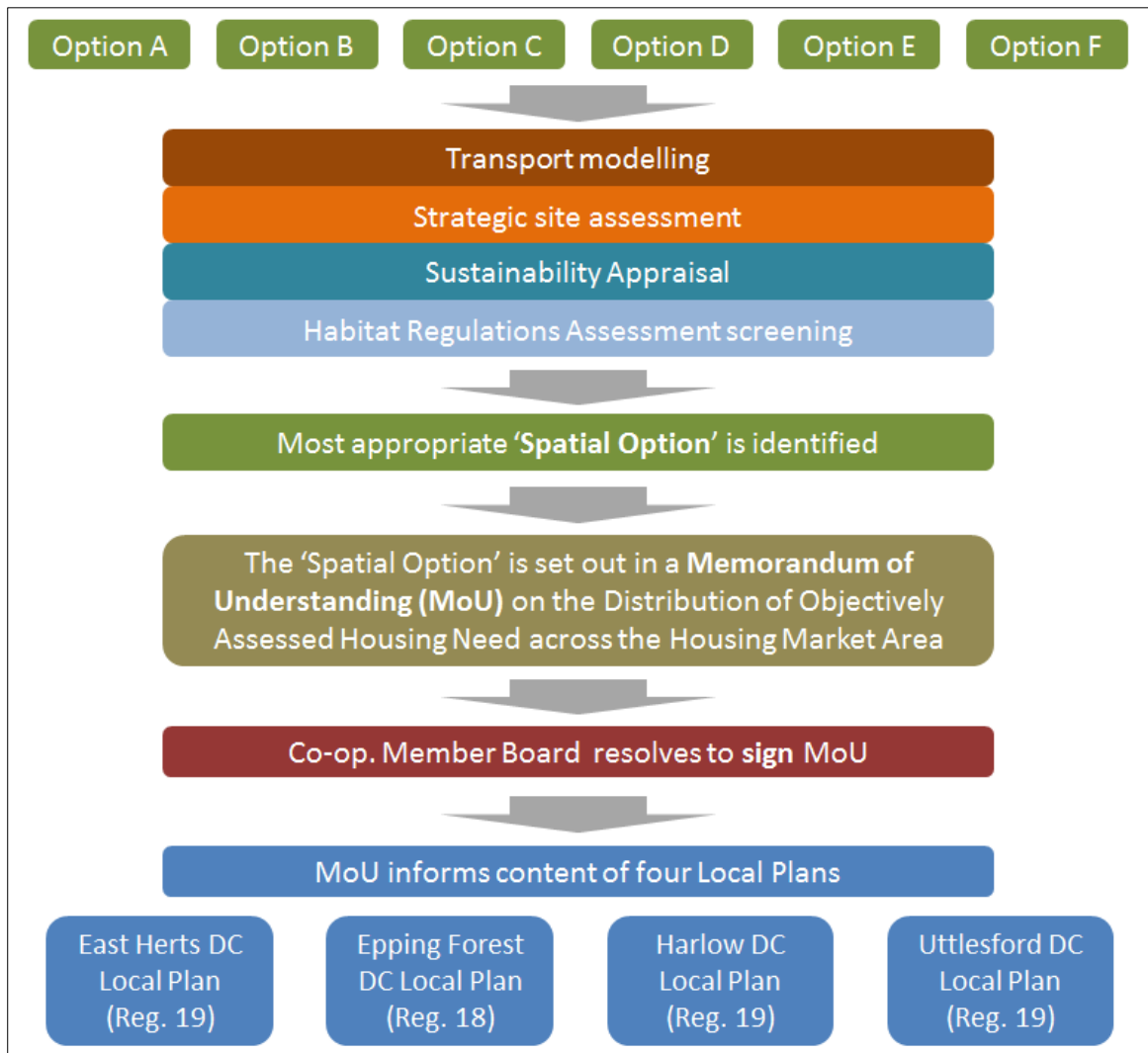
⁴ Planning Practice Guidance, Paragraph: 030 Reference ID: 2a-030-20140306

need across the FEMA for the period 2011-2033. (More details of the 2015 Joint Economic Report can be found in Appendix 3).

Spatial distribution of housing

- 1.8. In order to comply with the Duty to Co-operate in section 33A of the Planning and Compulsory Purchase Act 2004, the West Essex/East Hertfordshire Authorities commissioned work from consultants AECOM, through the Co-op Member Board, to assess the sustainability of strategic spatial options for meeting the overall OAHN within the HMA. The results of this 'spatial optioneering' work inform this MoU.
- 1.9. The work undertaken by the Co-op. Member Board to develop and test options for distributing different levels of growth across the HMA will form a critical component of the evidence base informing each of the four local plans. This work clearly demonstrates that the questions of (i) how much housing should be delivered across the HMA; and (ii) where should this housing best go have both been robustly addressed. Specifically, the authorities have agreed an overall quantum of development for the HMA as well as a housing figure for each of the four authority areas and a specific figure for the level of development to be accommodated in and around Harlow town (to be met in part through named strategic sites). Beyond these agreed figures the four authorities will determine the spatial distribution of housing in their respective areas through their own local plan processes.
- 1.10. The Spatial Options Study used four means to test six potential distribution Options (Options A - F), and the Co-op Member Board subsequently resolved on a specific 'Spatial Option', as set out in Figure 2.

Figure 2 – Process for the Strategic OAHN Spatial Options Study



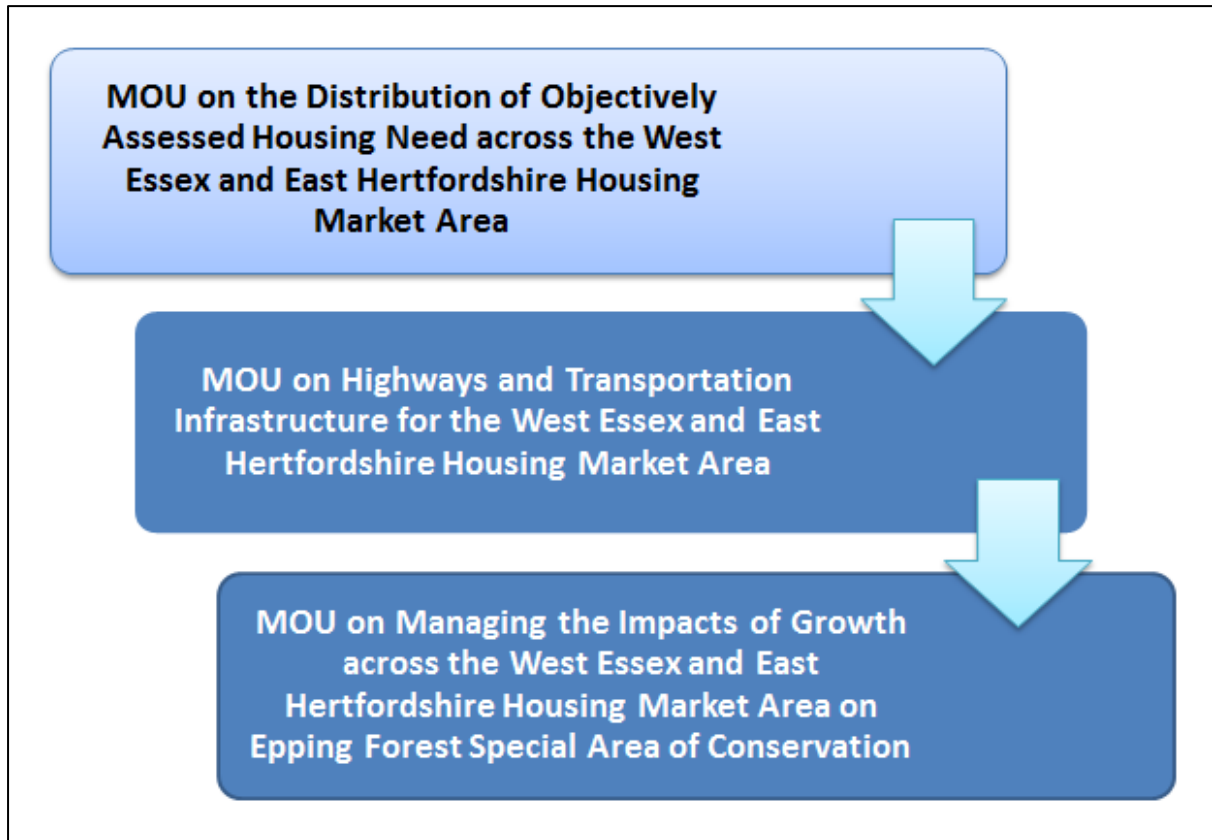
1.11. Further details of the Spatial Options Study are included within Appendix 4.

2 Purpose of this Memorandum of Understanding (MoU)

The three inter-related Memoranda of Understanding

- 2.1. This MoU is the overarching one of a group of three related memoranda of understanding.
- 2.2. The other two deal with highways and transportation infrastructure, and Epping Forest Special Area of Conservation respectively, as shown in Figure 3.

Figure 3 – Inter-related Memoranda of Understanding



This Memorandum of Understanding

- 2.3. This MoU is designed to address the distribution of OAHN as defined by the 2015 SHMA. Although it addresses the OAHN within the West Essex/East Hertfordshire HMA only, the draft of the MoU, and the evidence underpinning it, were discussed both at the Co-op Member Board and the Co-op Officer Group which includes other relevant authorities (see Appendix 2 for membership details).
- 2.4. The purpose of this MoU is to ensure that the West Essex/East Hertfordshire Authorities (supported by Essex County Council, Hertfordshire County Council and Highways England), working together, fulfil the following requirements:
 - (i) to meet in full, the Objectively Assessed Housing Need of the West Essex/East Hertfordshire HMA, as assessed by the Joint SHMA (2015), within the HMA (taking account of availability, viability and deliverability);
 - (ii) to deliver the shared Strategic Vision for the LSCC 'Core Area', as set out in Appendix 5 and to include this Strategic Vision as part of the individual local plans;

- (iii) to fulfil the commitment in the Joint Statement⁵ made by the Co-op Member Board in 2015, to "...work towards the production of a memorandum of understanding to support the joint working and meeting the duty to co-operate";
- (iv) to achieve item (i) above through the most sustainable pattern of development which is feasible, achievable and deliverable as assessed by the Spatial Options Study and other relevant evidence, by including the 'Spatial Option' for OAHN within individual Local Plans;
- (v) to continue to engage with one another at an early stage, in detail, and on a continuing basis, with the intention of avoiding possible objections being made at consultation stages and/or at Independent Examination of the individual Local Plans;
- (vi) to continue to co-operate during the implementation and monitoring of individual Local Plans;
- (vii) to commission any future joint evidence work which may be required;
- (viii) to help demonstrate compliance with the Duty to Co-operate during the Independent Examination of Authorities' Local Plans;
- (ix) to assist in securing necessary enabling strategic infrastructure for the growth set out in this MoU; and
- (x) to inform and support the 'Highways and Transportation Infrastructure for the West Essex and East Hertfordshire Housing Market Area' MoU and the 'Managing the Impacts of Growth across the West Essex and East Hertfordshire Housing Market Area on Epping Forest Special Area of Conservation' MoU (see Figure 3).

Other matters considered outside this MoU

- 2.5. The NPPF states that, '*Local planning authorities should work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans*' (para 179).
- 2.6. There are of course many key issues, other than the spatial distribution of OAHN, which are cross-boundary in nature and which the West Essex/East Hertfordshire Authorities are working on together. Other key matters of strategic cross boundary significance which are being addressed by ongoing joint and co-ordinated work are listed in Figure 4. This is not an exhaustive list, and the four local authorities will continue to work together to identify and tackle cross-boundary matters. Essex County Council is preparing a Growth Infrastructure Framework, which will greatly assist in this task.

⁵ The Co-op Member Board issued a joint statement on sign-off of the 2015 Joint SHMA and 2015 Joint Economic Report, which is available here: <http://www.eppingforestdc.gov.uk/index.php/home/file-store/category/532-shma-economic-growth-reports-co-op-board-joint-statement>.

Figure 4 – Key matters of strategic cross-boundary significance (outside this MoU)

<p>Other Housing issues</p> <ul style="list-style-type: none"> • Viability • Sustainable building materials and processes • Unmet needs and five year housing land supply • <i>Accommodation for Travellers and Travelling Showpeople (see below)</i>
<p>Other Economic issues</p> <ul style="list-style-type: none"> • Existing retail offer and future need • Competition between economic centres • Commuting patterns
<p>Highways & Transportation Infrastructure</p> <ul style="list-style-type: none"> • Delivery of the new J7A of the M11 to enable growth in and around Harlow • Promotion of sustainable modes of transport • Improvements at J7 and J8 of the M11 • London Stansted Airport growth • Opportunities relating to Crossrail 2 and four-tracking of the West Anglia Main line • Provision of Green Transport Corridors • Central Line issues
<p>Community Infrastructure</p> <ul style="list-style-type: none"> • Education - primary, secondary, higher • Open spaces, and sport and recreation facilities • Library provision
<p>Health</p> <ul style="list-style-type: none"> • Consideration of a new site for Princess Alexandra Hospital, possibly a 'health and social care campus' • Provision of primary care, adult social care etc.
<p>Environment</p> <ul style="list-style-type: none"> • Epping Forest Special Area of Conservation (inc. air quality) • Green Infrastructure • Climate change including flood risk • Food production, including the Lea Valley glasshouse industry • Wastewater management • Waste management • Integration of local designations • Urban form of growth areas and their integration with existing urban settlements
<p>Built Environment</p> <ul style="list-style-type: none"> • Significant heritage assets e.g. Historic towns and Conservation areas • Green Belt Reviews

2.7. These strategic cross-boundary issues will also be cascaded down to the individual Local Plans of the West Essex/Est Hertfordshire authorities.

Accommodation for Travellers and Travelling Showpeople

2.8. Assessing need and providing accommodation for Gypsies and Travellers and Travelling Showpeople is a key cross-boundary issue and one which will require ongoing and detailed engagement over the West Essex/East Hertfordshire area and beyond.

2.9. At the time of writing this MoU, an update to the Gypsy and Traveller Accommodation Assessment (GTAA) for Essex is being prepared. The update will re-assess need across Essex on the basis of the new definition (in planning terms) of travellers which was

introduced in 2015⁶, and which effectively redefined 'traveller' in planning policy terms to exclude those who no longer travel permanently. The update to the GTAA will also address need for Travelling Showpeople. The East Hertfordshire Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment Update, May 2016⁷, has assessed need on the basis of the new national definition and taken into account the provisions of the Housing and Planning Act, 2016.

- 2.10. Harlow, Uttlesford and Epping Forest Districts have agreed to meet their own individual assessed need within their own boundaries. While East Hertfordshire District Council envisages being able to accommodate its need within its boundaries, it should be noted that it is entering into Duty to Co-operate arrangements with Welwyn Hatfield Borough Council to enable meeting some of both councils' identified needs via provision of a new site at Birchall Garden Suburb, East of Welwyn Garden City.
- 2.11. Those traveller households which have been identified as not meeting the new Planning Policy for Traveller Sites definition will have their accommodation needs provided for under other policies in the respective local plans.

⁶ Planning policy for traveller sites, CLG, August 2015, available at <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

⁷ This report is available at <http://democracy.eastherts.gov.uk/ieListDocuments.aspx?CIId=151&MIId=2862>

3 The ‘Spatial Option’ of OAHN within the HMA

- 3.1. The AECOM report (Harlow Strategic Site Assessment, September 2016) identified sufficient suitable sites in and around Harlow to accommodate close to 16,100 units provided that:
- Detailed traffic modelling demonstrates that development to the East of Harlow is deliverable on the scale envisaged
 - Significant infrastructure requirements are met, including highways, sustainable travel options, education sewerage/drainage etc.
 - Landscape impacts can be mitigated
 - Development can be distributed amongst several sites in combination
- 3.2. The Spatial Options Study identified the most suitable option capable of accommodating approximately 16,100 units in and around Harlow, based upon the evidence assessed by AECOM.
- 3.3. The most suitable ‘Spatial Option’ represents ‘planning positively for growth’, as it is higher than both the established OAHN within the published 2015 SHMA (46,100), and the number suggested by the 2012-based CLG household projections alone (49,638 dwellings).
- 3.4. It is lower than the SHMA consultants ORS’ estimated figure for emerging OAHN taking into account the 2014-based Sub-National Population Projections, and the 2012-based Household Projections (approximately 54,600⁸), and lower than Option F (57,141) but it still makes good progress towards these higher figures. The proposed option takes account of the infrastructure constraints and specifically the capacity on the highway network.

Figure 5 – The ‘Spatial Option’ of OAHN - 2011-2033

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

* This represents net new dwellings

** ‘In and around Harlow’ refers to Harlow town as well as around Harlow in adjoining districts

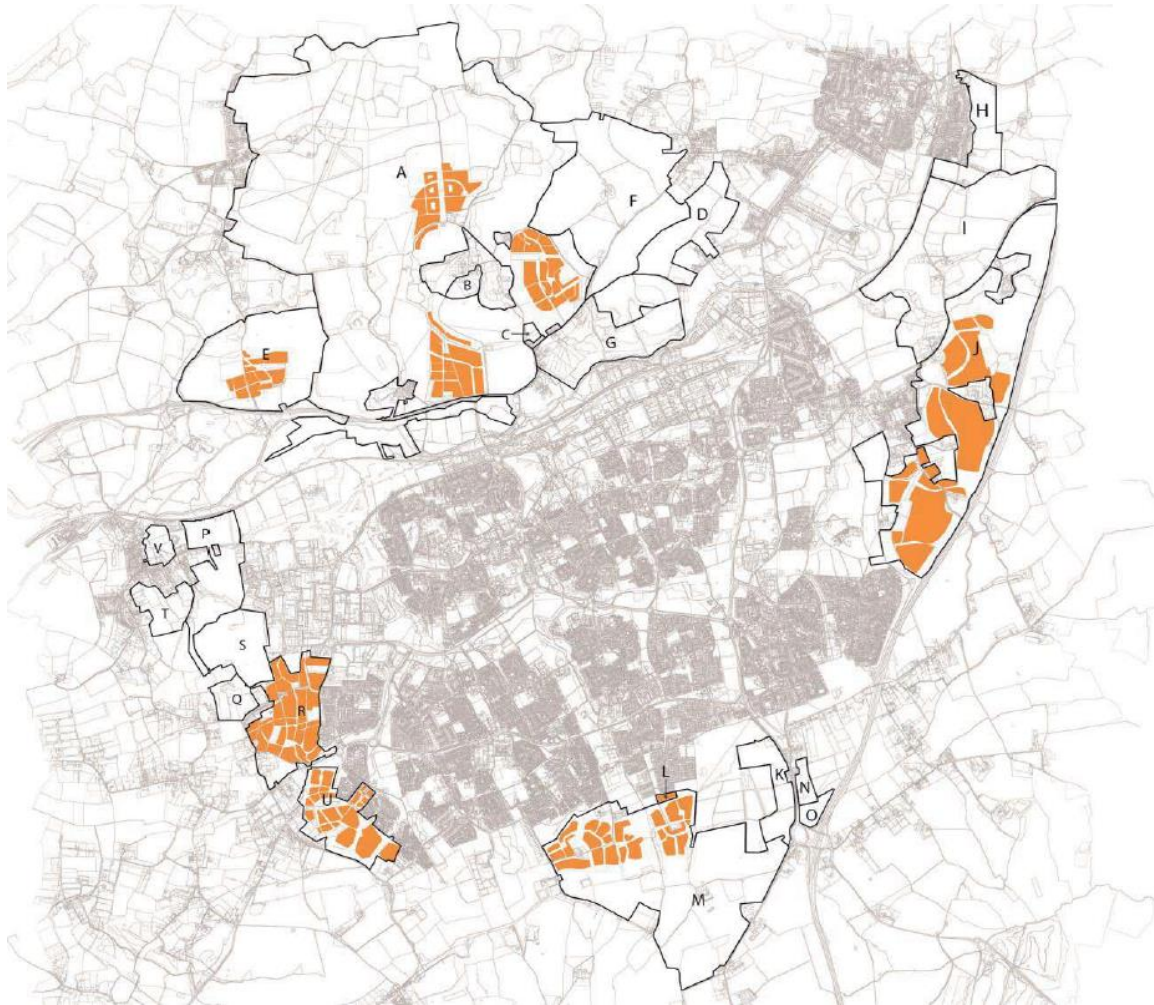
***Uttlesford District Council accept this figure as appropriate based on 2012 based housing projections. However, the Council is testing a figure of 14,100 based on 2014 projections to

⁸ SHMA consultants ORS have estimated that the impact of the 2014-based Sub-National Population Projections, and 2012-based Household Projections could mean a rise in OAHN to approximately 54,600, but this number is not final. It has been tested through the Spatial Options Study in the interests of assessing what that number might mean for the HMA. Formal review of the OAHN number will take place through a full SHMA update in the future.

meet the housing need from within the District. The Council reserves its position to potentially meet this housing need figure.

- 3.5. Approximately 16,100 dwellings identified in and around Harlow could be accommodated in the following AECOM distribution scenario subject to availability, viability and deliverability:

Figure 6 - AECOM scenario for how growth could be distributed



- 3.6. Development in and around Harlow will also include, within Harlow District, existing commitments (including completions and permissions), urban brownfield developments and development of the existing site of Princess Alexandra Hospital (which will relocate), which are not shown in Figure 6. This comprises approximately 6,575 dwellings, which are within the overall number for Harlow District Council quoted in Figure 5.
- 3.7. Delivery of this 'Spatial Option' will be informed and managed through the four West Essex/East Hertfordshire Authorities' individual housing trajectories, which the authorities will continue to co-operate on.
- 3.8. For more details of the 'Spatial Option' please refer to Appendix 4, and the Spatial Options Study.

4 Future co-operation & monitoring

- 4.1. This section sets out basic tasks and outcomes at present; more specific actions will be jointly agreed at a later date as this MoU is reviewed and kept up to date.

Implementation and Monitoring of the tasks outlined in this MoU

- 4.2. Overall compliance with the MoU will be monitored via a standing item on the agenda of the Co-op Officer Board. If any issues arise they will be referred to the next available Co-op Member Board for discussion and resolution. There will also be a formal review of compliance with the MoU on the Co-op Member Board agenda roughly every six months.

Figure 7 – Implementing and monitoring the tasks outlined by the MoU

Task		Implementation by	Monitoring by
1	Deliver the shared Strategic Vision for the LSCC 'Core Area' and include as part of the individual local plans	West Essex/East Hertfordshire Authorities to include the shared Strategic Vision within their Local Plans and seek to deliver it together.	Co-op Officer Group and Co-op Member Board, supported by LSCC to monitor delivery of the shared Strategic Vision.
2	Meet in full, the OAHN (including affordable housing need) of the West Essex/East Hertfordshire HMA through the most sustainable pattern of development, as assessed by the Joint 2015 SHMA and Joint Economic Report (2015) and updates, (taking account of availability, viability and deliverability)	West Essex/East Hertfordshire Authorities to include the 'Spatial Option' for OAHN (high level numbers and spatial principles) within their individual evidence base and Local Plans and continue to co-operate to find the best way of meeting the OAHN requirement in full in the HMA (see also para. 1.8)	Co-op Officer Group to monitor Local Plan consultations and ensure that the 'Spatial Option' for OAHN is included in individual plans, and that ongoing engagement takes place
3	Continue to engage with one another at an early stage, in detail, and on a continuing basis, with the intention of avoiding avoid possible objections being made at consultation stages and/or at Independent Examination of the individual Local Plans	West Essex/East Hertfordshire Authorities to continue to engage regularly via the Co-op Officer Group and Co-op Member Board which provide a platform for regular communication for all parties.	Co-op Officer Group to monitor overall engagement from the West Essex/East Hertfordshire Authorities, ensuring that information is shared at an early stage for all Local Plan consultations.

Task		Implementation by	Monitoring by
4	Continue to co-operate during the implementation and monitoring of individual Local Plans	West Essex/East Hertfordshire Authorities to discuss and work towards a common set of indicators for monitoring Local Plan progress, and use these together.	Co-op Officer Group to monitor progress to common set of indicators.
5	Commission any future joint evidence work which may be required	West Essex/East Hertfordshire Authorities to continue to share ideas about joint evidence which could be commissioned. Essex and Hertfordshire County Councils to assist with any suggestions.	West Essex/East Hertfordshire Authorities to self-monitor their engagement with each other on this task.
6	East Hertfordshire DC, Epping Forest DC and Harlow DC to continue to work together on the expression of interest for capacity funding to DCLG in response to the Locally Led Garden Villages, Towns & Cities Prospectus.	The three authorities with support from Uttlesford District Council, Essex County Council and Herts County Council to submit a joint bid for capacity funding with the help of ATLAS	West Essex/East Hertfordshire Authorities to self-monitor their engagement with each other on this task
7	Help demonstrate compliance with the Duty to Co-operate to the Planning Inspectorate	West Essex/East Hertfordshire Authorities to continue to engage regularly via the Co-op Officer Group and Co-op Member Board, and to refer to this MoU, and the two related MoUs, at the Independent Examination into their Local Plans.	West Essex/East Hertfordshire Authorities to self-monitor their engagement with each other on this task.
8	Assist in securing enabling strategic infrastructure for the growth set out in this MoU	If this MoU is not effective in helping secure enabling infrastructure, it will be reviewed and re-drafted.	Co-op Officer Group to monitor effectiveness, if found ineffective, a new draft will be mooted at the next available Co-op Member Board, and decisions on drafting to take place at the Board thereafter.

Task		Implementation by	Monitoring by
9	Inform and support the 'Highways and Transportation Infrastructure for the West Essex and East Hertfordshire Housing Market Area MoU' and the 'Managing the Impacts of Growth across the West Essex and East Hertfordshire Housing Market Area on Epping Forest Special Area of Conservation MoU'	<i>This task is already complete; the 'Highways and Transportation Infrastructure for the West Essex and East Hertfordshire Housing Market Area' MoU and the 'Managing the Impacts of Growth across the West Essex and East Hertfordshire Housing Market Area on Epping Forest Special Area of Conservation' MoU have been completed.</i>	

Contingency planning

- 4.3. Should the West Essex/East Hertfordshire Authorities encounter any significant difficulty in delivering the tasks outlined in this MoU, for example, if the 'Spatial Option' of OAHN were found in the future to be undeliverable for some unforeseen reason, the Authorities commit to working together to find a joint solution which represents the 'best option' for the HMA. This may include commissioning further technical evidence, preparing further MoUs or agreements etc. following discussions at the Co-op Officer Group and Co-op Member Board. Furthermore, mechanisms for Local Plan review may be considered by any of the Authorities.

5 Signatures

- 5.1 This Memorandum of Understanding is signed by and duly authorised for and on behalf of the following authorities. (See appendix 6 for details of roles and responsibilities of the organisations below in relation to this MoU):

East Hertfordshire District Council

Name (printed): Councillor Linda Haysey

Redaction

Signature:

Designation: Leader of the Council

Date: 31st March 2017

Epping Forest District Council

Name (printed): Councillor John Philip

Redaction

Signature

Designation: Planning Policy Portfolio Holder

Date: 31st March 2017

Harlow District Council

Name (printed): Malcolm Morley OBE

Redaction

Signature:

Designation: Chief Executive of Harlow District Council

Date: 31st March 2017

Uttlesford District Council

Name (printed): Councillor Susan Barker

Signature:

Redaction

Designation: Deputy Leader and Portfolio Holder for Environmental Services

Date: 31st March 2017

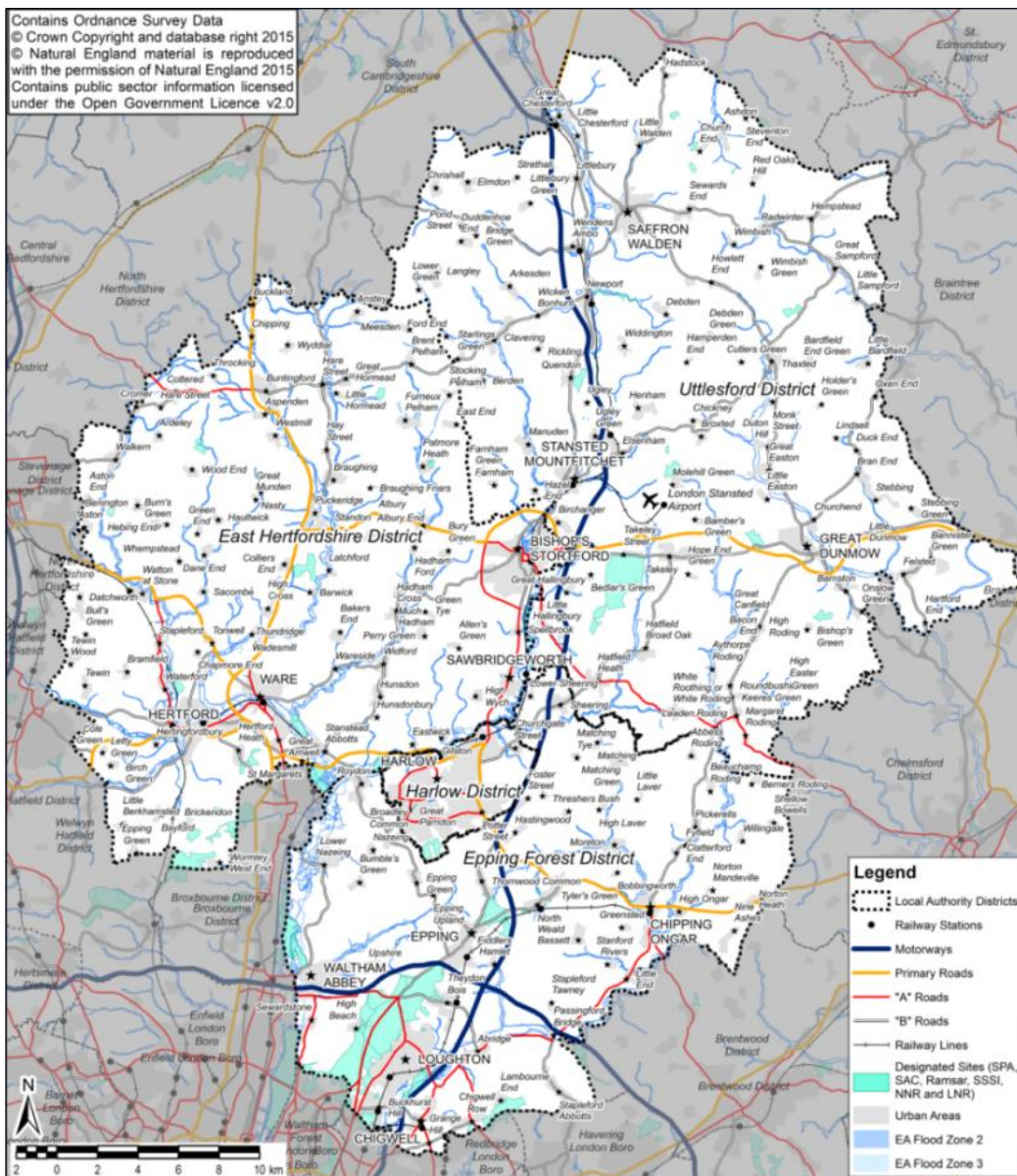
6 Appendices (for reference)

6.1 The following appendices are included for reference purposes only.

Appendix 1 – Background on the West Essex/East Hertfordshire HMA

- A1.1 The West Essex/East Hertfordshire HMA comprises the local authority Districts of East Hertfordshire, Epping Forest, Harlow and Uttlesford. It covers a total of approximately 574 square miles, and as at the 2011 Census, had a total population of 423,733 and a total of 181,336 dwellings.
- A1.2 A significant proportion is designated as Green Belt, and there are large portions of rural hinterland within the area, but also some larger and more urban settlements. The West Essex/East Hertfordshire HMA is centred on the large, 'new town' of Harlow, the biggest service centre within the area.
- A1.3 The West Essex/East Hertfordshire HMA also faces substantial pressure for development, due to population growth, and its proximity to London, and to major transport infrastructure such as the M25 and M11, the London Underground and Stansted Airport.

Figure 8– The West Essex/East Hertfordshire area



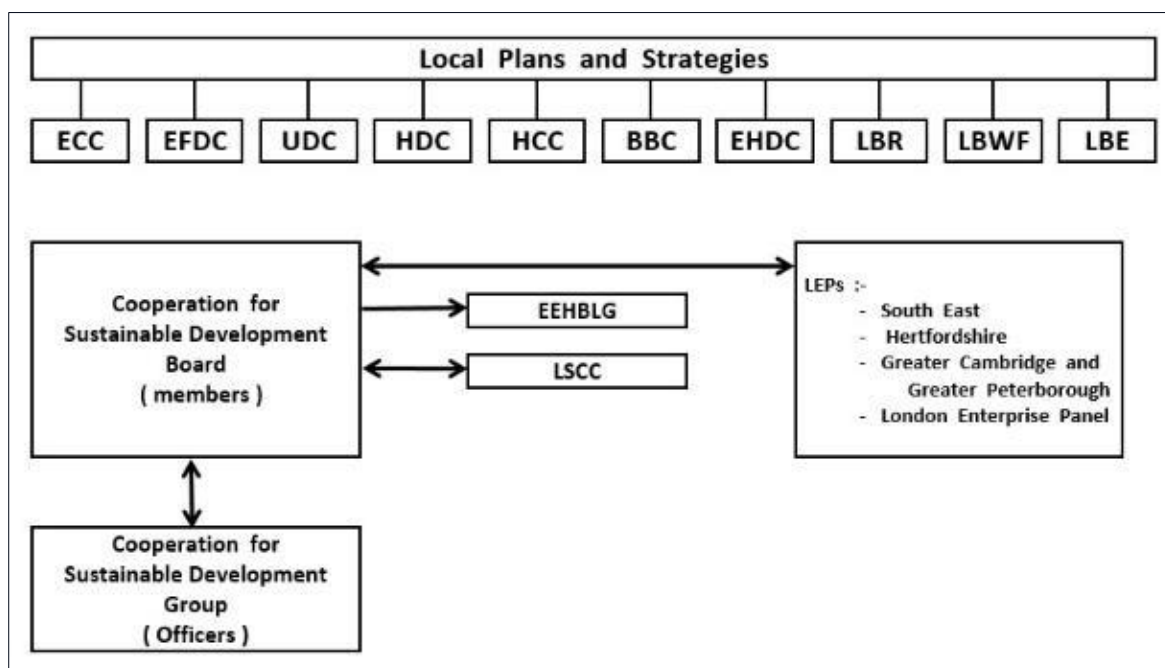
Appendix 2 – Details of the Co-op Member Board and Co-op Officer Group

- A2.1 The West Essex/East Hertfordshire Authorities form the core of the 'Co-operation for Sustainable Development Officer Group' (established February 2014, hereafter referred to as the 'Co-op Officer Group') and the 'Co-operation for Sustainable Development Member Board' (established October 2014, hereafter referred to as the 'Co-op Member Board').
- A2.2 The Co-op Member Board and Co-op Officer Group have been very important in helping to address cross-boundary issues, and they both now have many more members, including other adjacent local authorities, representatives from two County Councils, the Lee Valley Regional Park Authority, and the Corporation of London (Conservators of Epping Forest). The London Stansted Cambridge Consortium is also fully engaged and has been working with the four core authorities and Broxbourne Borough Council, and the Greater London Authority also has a watching brief.
- A2.3 Neither the Co-op Member Board nor Co-op Officer Group has formal decision making powers, however they both make recommendations to the constituent Councils, and to any cross boundary grouping of elected Members which has similar purposes. This approach has proved successful in furthering cross-boundary work and ongoing engagement.
- A2.4 The two groups have also proved a helpful platform for other bodies to engage with several authorities at once, for example the NHS, Highways England, and Thames Water. Both groups meet roughly every month to six weeks.

The Co-op Member Board

- A2.5 The 'Aims and Objectives' of the Co-op Member Board (from the Terms of Reference) are:
- "(1) The Co-operation for Sustainable Development Board will support Local Plan making and delivery for sustainable communities across geographical and administrative boundaries in West Essex, East Hertfordshire and the adjoining London Boroughs. It will do this by identifying and managing spatial planning issues that impact on more than one local planning area within West Essex, East Hertfordshire and the adjoining London Boroughs;
- and
- (2) The Board will support better integration and alignment of strategic spatial and investment priorities in West Essex, East Hertfordshire and adjoining London boroughs, ensuring that there is a clear and defined route through the statutory local planning process, where necessary."

Figure 9– Governance structure of the Co-op Member Board



In this figure:

- BBC = Broxbourne Borough Council
- ECC = Essex County Council
- EEHBLG = Enfield, Essex and Hertfordshire Border Liaison Group
- EFDC = Epping Forest District Council
- EHDC = East Hertfordshire District Council
- HCC = Hertfordshire County Council
- HDC = Harlow District Council
- LBE = London Borough of Enfield
- LBR = London Borough of Redbridge
- LBWF = London Borough of Waltham Forest
- LEP = Local Enterprise Partnership
- LSCC = London Stansted Cambridge Consortium
- UDC = Uttlesford District Council

A2.6 The Co-op Member Board issued a joint statement on sign-off of the 2015 Joint SHMA and 2015 Joint Economic Report, which is available here:
<http://www.eppingforestdc.gov.uk/index.php/home/file-store/category/532-shma-economic-growth-reports-co-op-board-joint-statement>.

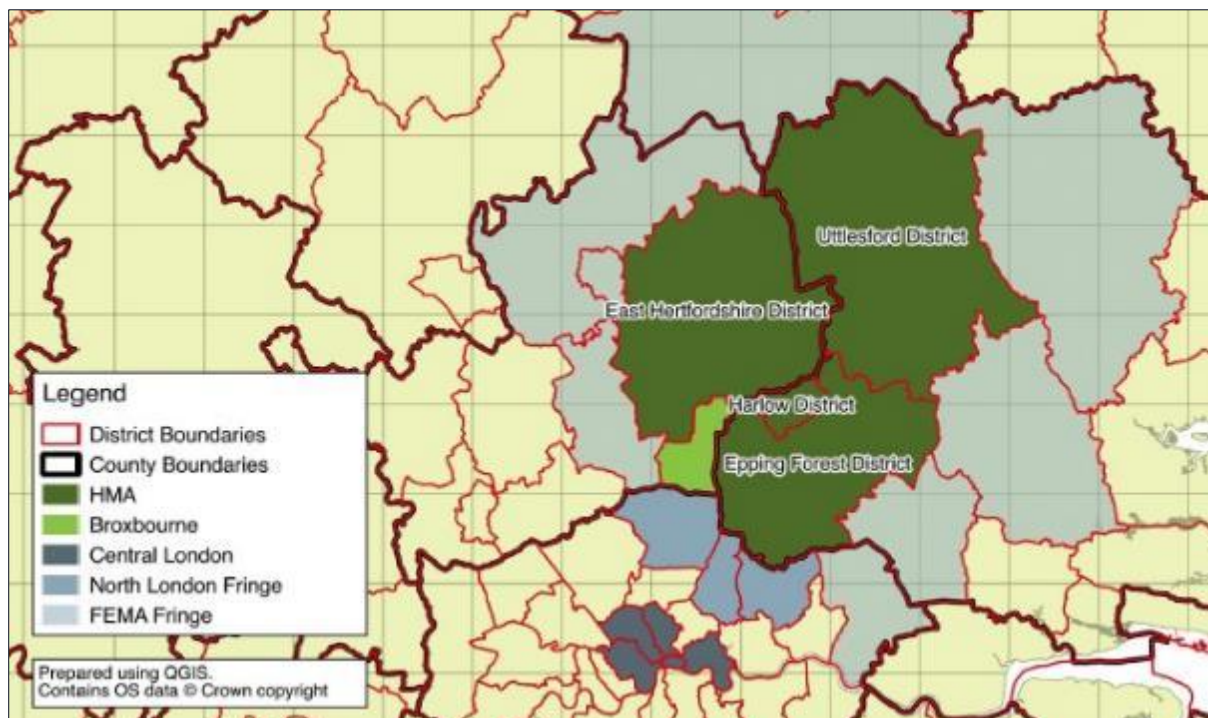
The Co-op Officer Group

A2.7 The Terms of Reference for the Co-op Officer Group set out that the Group aims:
"To achieve effective co-operation between Councils to support Local Plan making and delivery for sustainable communities across geographical and administrative boundaries in West Essex, East Hertfordshire and the adjoining London boroughs.', by, '.... providing a forum across the county boundaries of Essex and Hertfordshire and Greater London for officers of participant councils to develop a shared understanding of community issues, to jointly review the options to achieve the needs of those communities, including growth, and to identify how they should co-operate to enable those needs to be met."

Appendix 3 – Joint Economic Report

- A3.1 The Joint Economic Report (2015, Hardisty Jones Associates, formal title: Economic Evidence to Support the Development of the OAHN for West Essex and East Hertfordshire) was commissioned by the Co-op Member Board on behalf of the West Essex/East Hertfordshire Authorities.
- A3.2 The 2015 Joint Economic Report found that Epping Forest District Council, East Hertfordshire District Council, Harlow District Council and Uttlesford District Council form an effective Functional Economic Market Area⁹, and so proceeded to assess economic need on that basis.

Figure 10– The Functional Economic Market Area



- A3.3 The 2015 Joint Economic Report gave the following headline results for Objectively Assessed Economic Need (in net additional jobs per annum) for the Functional Economic Market Area as a whole, and for each local authority as a range of net additional jobs per annum, over the Local Plan period 2011-2033.

⁹ The Joint Economic Report highlighted some links from the Functional Economic Market Area to Broxbourne Borough Council, but concluded that it was not within the FEMA. Broxbourne BC had a 'watching brief' on the Joint Economic Report, and through the 'Co-operation for Sustainable Development Officer Group' and 'Co-operation for Sustainable Development Member Board', was involved in discussions about the Joint Economic Report brief and the results.

Figure 11– Headline results from the Joint Economic Report (2015)

Local Authority	a) Projection based on historic share of total jobs	b) Projection based on likely future share of total jobs	OAEN range net new jobs per year 2011-2033
East Hertfordshire DC	505	435	435 – 505*
Epping Forest DC	400	455	400 – 455*
Harlow DC	325	335	325 – 335*
Uttlesford DC	665	675	665 – 675*
Total for FEMA	1,890	1,890	1,890 (same total for each projection)

NB – totals may not sum due to rounding

**These numbers express projected jobs growth as a range per year, for each local authority, for 2011-2033. This is because the Joint Economic Report analysed the projected jobs growth across the FEMA, then modelled apportioning the ‘share’ of jobs in two different ways:*

- a. based on the historic share of FEMA jobs that each authority had; and*
- b. based on the likely future share of FEMA jobs that each authority was likely to have (according to the projections).*

The Joint Economic Report then gave the range of these two numbers as the range for each authority. (The ‘a’ and ‘b’ do not signify the relative importance of one or other apportionment).

A3.4 The full 2015 Joint Economic Report is available to view at:
<http://www.eppingforestdc.gov.uk/index.php/home/file-store/category/507-joint-economic-report>.

Appendix 4 – Strategic OAHN Spatial Options Study

Background

A4.1 The Strategic OAHN Spatial Options Study (“the Spatial Options Study”) was commissioned by the West Essex/East Hertfordshire Authorities to:

- facilitate the development of a memorandum of understanding between the West Essex/East Hertfordshire authorities, which sets out high level numbers and principles for distributing housing growth across the HMA (and which can be subsequently cited at Independent Examinations into the four constituent Local Plans)
- set out the strategic options for how the housing need identified in the SHMA (2015) could be distributed across the HMA, based on an analysis of the existing/emerging policy context and evidence base and provide an evidence-based commentary on the anticipated significant positive and negative impacts of each option relative to the others (including opportunities to deliver infrastructure, employment development, regeneration benefits, etc.) and potential mitigation measures (where relevant); and to assist in producing an MoU.

A4.2 The process of the study is shown in chapter 1 of this MoU.

Identification of the options

A4.3 The Spatial Options Study identified six ‘reasonable’ options, ‘A’ to ‘F’ as follows. Full details of the breakdown of dwellings over the four local authority areas is shown later in this MoU.

Figure 12– The ‘Options’ in the Strategic OAHN Spatial Options study

Option	Details of this option	Rough total dwelling number for option (source of number)	Total dwellings* to be delivered across the HMA 2011-2033
A	Each authority meets its OAHN within its own boundaries	46,100 (2015 SHMA)	48,298 of which 14,150 in wider Harlow area
B	Less development at Harlow and accelerated development on the A120	46,100 (2015 SHMA)	48,148 of which 10,500 in wider Harlow area
C	Less development at Harlow and two new settlements in East Hertfordshire	46,100 (2015 SHMA)	47,648 of which 10,500 in wider Harlow area
D	Maximum growth at Harlow, with reduced allocations in constrained areas of the HMA	46,100 (2015 SHMA)	46,743 of which 17,650 in wider Harlow area

Option	Details of this option	Rough total dwelling number for option (source of number)	Total dwellings* to be delivered across the HMA 2011-2033
E	Higher growth across the HMA, with allocations in constrained areas	49,638 (2012-based household projections)	51,798 of which 17,650 in wider Harlow area
F	Maximum growth across the HMA	roughly 54,600[▲] (emerging OAHN according to 2012-based household projections and 2014-based Sub-National Population Projections (SNPP))	57,141 of which 20,895 in wider Harlow area

* These numbers differ from those in the 'Rough Total' column as they are based on the sum of units that actual potential sites could deliver, through the work on strategic sites in and around Harlow. The 'Rough Total' column is only based on the total dwelling numbers given in the SHMA, the 2012-based Household Projections and the 2014-based Sub-National Population Projections, i.e. as a SHMA-wide total not taking into account actual sites

** 'wider Harlow area' means in and around Harlow town, i.e. not just within Harlow District

▲ SHMA consultants ORS have estimated that the impact of the 2014-based Sub-National Population Projections, and 2012-based Household Projections could mean a rise in OAHN to approximately 54,600, but this number is not final. It has been tested through the Spatial Options Study in the interests of assessing what that number might mean for the HMA. Formal review of the OAHN number will take place through a full SHMA update in the future.

The 'Spatial Option'

- A4.4 The Spatial Options Study has identified that the 'Spatial Option' (a hybrid of some of those tested) is the most sustainable spatial distribution of OAHN across the HMA subject to the criteria listed at 3.1. and site availability, viability and deliverability
- A4.5 The 'Spatial Option' is based broadly upon each local authority meeting its OAHN within its own boundaries, and with medium-higher growth in the wider Harlow area. It comprises a total of approximately 51,100 dwellings in the Local Plan period 2011-2033. Broad details of the breakdown by local authority are in Figure 13. Full details of the breakdown are available within the Spatial Options Study.
- A4.6 The 'Spatial Option' dwelling total of approximately 51,100 represents 'planning positively for growth', as it is higher than both the established OAHN within the published 2015 SHMA (46,100), and the OAHN suggested by the 2012-based CLG household projections (49,638 dwellings). It is lower than the SHMA consultants ORS' estimated figure for emerging OAHN taking into account 2012-based Household Projections and the 2014-based Sub-National Population Projections (approximately 54,600), and lower than Option F (57,141) but it still makes good progress towards these higher figures.

Figure 13 - Details of Options A to F and the 'Spatial Option'

Local authority	'The Spatial Option'	Original 'Reasonable Options' as tested					
		Option A	Option B	Option C	Option D	Option E	Option F
East Hertfordshire DC	~ 18,000	Each authority meets its OAHN within its own boundaries (medium growth in and around Harlow)	Less development at Harlow and accelerated development on the A120 (lower growth in and around Harlow)	Less development at Harlow and two new settlements in East Hertfordshire (lower growth in and around Harlow)	Maximum growth at Harlow, with reduced allocations in constrained areas of the HMA (higher growth in and around Harlow)	Higher growth across the HMA, with allocations in constrained areas (maximum growth in and around Harlow)	Maximum growth across the SHMA area (maximum growth in and around Harlow)
Epping Forest DC	~ 11,400	16,789	15,289	18,289	16,264	18,389	20,299
Harlow DC	~ 9,200	11,093	8,943	8,943	10,313	12,993	14,152
Uttlesford DC	~ 12,500	7,900	7,900	7,900	7,900	7,900	9,175
Housing Market Area Total	~ 51,100	48,298	48,148	47,648	46,743	51,798	56,242 + 759*
Within which - Greater Harlow total is	~ 16,100	14,150 (medium growth)	10,500 (lower growth)	10,500 (lower growth)	17,650 (higher growth)	17,650 (higher growth)	20,985 (maximum growth)

* Wider Harlow area means in and around Harlow town, i.e. not just within Harlow District

** This 759 consists of additional permissions/completions/windfalls which were identified after the testing of Options A to E was complete, but were available to test within option F.

Appendix 5 – Strategic Vision for LSCC Core Area

- A5.1 The following vision was prepared by the LSCC through working with representatives of East Hertfordshire District Council, Epping Forest District Council, Harlow District Council, Uttlesford District Council and Broxbourne Borough Council¹⁰. The five local authority areas form the LSCC 'Core Area'. Workshops for Members were held at an early stage in its preparation, and both Members and officers have been involved in its refinement. This joint Strategic Vision was presented to the Co-op Member Board, which agreed that each of the five local authorities within the LSCC 'Core Area' would include it within their individual Local Plans, alongside their own Local Plan level vision.
- A5.2 The Councils of Broxbourne, East Herts, Epping Forest, Harlow and Uttlesford form the LSCC Core Area which lies at the heart of the London Stansted Cambridge Corridor (LSCC). This corridor has, over the past decade or more, been the engine of UK growth with its world class industries and businesses.
- A5.3 Over the past five years the Corridor's dynamic, knowledge-based economy has grown at a rate almost double that of the UK average and as a result rates of population growth have increased. Transport links are excellent; with two major rail routes - the East Coast and West Anglia main lines - serving the Corridor. The A1(M), A10 and M11 motorways link its towns and cities with the capital, while London Stansted Airport offers international connections.
- A5.4 With a significant number of jobs in knowledge-based industries, the Corridor is a leading knowledge economy and a showcase for tech industries and firms. There is a high rate of innovation.
- A5.5 The Corridor accounts for 24,700 jobs in the life sciences sector contributing 11% of all national employment. This success is built on research institutes and notable firms and organisations, including Amgen and AstraZeneca in Cambridge, GlaxoSmithKline in Stevenage, and Public Health England in Harlow.
- A5.6 The continued success of the Corridor as a great place to live, work, do business and visit provides the opportunity for the Core Area to deliver greater and lasting prosperity for its residents and businesses. As such the Council is working with its partner authorities in the Core Area to deliver the following LSCC strategic vision for the area up to 2050:

Strategic Vision for the London Stansted Cambridge Corridor (LSCC) Core Area

- A5.7 *The Core Area will build on its key strengths including its skilled workforce in sectors such as health, life sciences and pharmaceuticals, advanced engineering and aerospace, its high quality environment and educational opportunities. Together with Stansted Airport, the local authorities will deliver sustainable growth which supports the economic ambitions of the LSCC and the UK through:*
- *complementing and supporting the economic performance of the Corridor whilst maintaining and enhancing the special character of the area, including the locally distinctive historic character of its market towns and rural settlements;*

¹⁰ Although this MoU and the HMA cover only the four West Essex/East Hertfordshire Authorities, the MoU itself, the SHMA and Joint Economic Report, and the Spatial Options Study were discussed at the Co-op Member Board and the Co-op Officer Group, of which Broxbourne Borough Council is a member. Broxbourne BC officers and Members were also involved in the drafting and agreement of the LSCC 'Core Area' vision.

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

A5.8 *The Core Area supports the development and sustainable growth of Greater Harlow and key growth locations at Broxbourne, Brookfield and Bishop's Stortford together with Stansted Airport growing to its full permitted capacity and as a business growth hub. These centres, with proportionate growth throughout the wider area, and the right investment, would create an economic powerhouse.*

A5.9 *Putting in place these critical building blocks will provide the foundations for looking further ahead to 2050. Certainty through further investment and delivery of key infrastructure, including in the West Anglia mainline, Crossrail 2, the M11 junctions, M25 junctions, A414, A120 and A10 is a vital component of this.*

Appendix 6 – Governance and Roles (in relation to this MoU)

Appendix 6 A – Signatory organisations

The West Essex/East Hertfordshire local authorities

- A6a.1 The four local authorities form the core of the Co-op Member Board and Co-op Officer Group, and have several pieces of joint evidence in common, including the SHMA, Joint Economic Report, and the Spatial Options Study.
- A6a.2 The four authorities will continue to work together, and wish to use this MoU as a basis for making progress together, and on their individual Local Plans, in order to enable development to be provided in the most sustainable locations within the West Essex/East Hertfordshire area.

Appendix 6 B – Non-signatory organisations

Co-operation for Sustainable Development Member Board and Officer Group

- A6b.1 The Co-op Officer Group and the Co-op Member Board were both established in 2014, and provide a forum for the discussion of cross-boundary issues, the commissioning and management of joint studies, and the formation of recommendations to take back to the individual authorities who form its members. For more details on the working practises of these groups, see Appendix 2.
- A6b.2 The Co-op Member Board and Co-op Officer Group commissioned and oversaw the Joint SHMA, the Joint Economic Report, and the Spatial Options Study. All three of these studies, among others, inform this MoU.
- A6b.3 The Co-op Member Board also has overarching responsibility for the implementation and management of this MoU. The Co-op Officer Group will provide support in this matter, through monitoring the various aims and updating the Co-op Member Board regularly.

Essex County Council and Hertfordshire County Council (as Highways Authorities)

- A6b.4 Essex County Council covers fourteen unitary and district council areas, including the districts of Epping Forest, Harlow and Uttlesford. Hertfordshire County Council covers ten district council areas, including that of East Hertfordshire.
- A6b.5 Both County Councils have responsibility for many matters which are relevant to planning, including but not limited to: education and schools (including adult community education), highways and transport, health and social care, libraries, waste and minerals, and some strategic planning matters.
- A6b.6 Both Essex County Council and Hertfordshire County Council are key members of the Co-op Member Board and Co-op Officer Group, and provide support and guidance on cross-border issues.
- A6b.7 Essex County Council in particular contributes heavily to cross-border work on many different topics, including the Spatial Options Study, and has undertaken the Local Plan transport modelling for the West Essex/East Hertfordshire area, as well as more specific transport modelling, for example, for a new Junction 7A of the M11.

- A6b.8 Hertfordshire County Council produces its own transport modelling but the two County Councils work together to share information from their respective models, which is then fed into the other's model to help inform calculations. This is especially important as the West Essex/East Hertfordshire area crosses the county boundary between Essex and Hertfordshire.
- A6b.9 Although Essex and Hertfordshire County Council are not signatories to this MoU, as highways authorities their officers and Members have provided support in its drafting, and have been involved in its discussion at the Co-op Member Board and Co-op Officer group.
- A6b.10 Both county councils are signatories to the related cross-boundary Transport Infrastructure MoU regarding transport matters, along with the West Essex/East Hertfordshire Authorities.

Highways England

- A6b.11 Highways England (formerly the Highways Agency) is the government company charged with operating, maintaining and improving England's motorways and major 'A' roads (the strategic road network). For the West Essex/East Hertfordshire HMA these routes include the M11, A120 and M25.
- A6b.12 The Strategic Road Network is at the core of our national transport system. Its many arteries connect our major towns and cities, ensure commuters make it to work every day, connect businesses with their suppliers and customers, and help millions of us visit our friends and families.
- A6b.13 Highways England is a statutory consultee in the planning system. In discharging this responsibility, it acts as a proactive partner. Highways England will support economic growth, providing the conditions that help businesses to succeed and grow, facilitating new development around the road network, and supporting investment and trade.
- A6b.14 Highways England is not a signatory to this MoU, but its officers have provided support in its drafting, and are heavily involved in the related cross-boundary Transport Infrastructure MoU regarding transport matters, along with Essex and Hertfordshire County Councils, and the West Essex/East Hertfordshire Authorities.
- A6b.15 Once Local Plans are adopted, Highways England will continue to work with the West Essex/East Hertfordshire Authorities to ensure that its strategic planning is fully cognisant of their policies and proposals. Highways England is developing the next round of Route Strategies, which will be a key building block in the Government's next Road Investment Strategy. Route Strategies bring together information from motorists, local communities, construction partners, environmental groups and across the business sector to help better understand the performance of the strategic road network and shape investment priorities to improve the service for road users and support a growing economy. The evidence collected and the indicative solutions identified - along with the outcomes of the strategic studies - will be the foundation of Highways England's first 'Strategic Road Network Initial Report' to be submitted to Government in 2017.

London Stansted Cambridge Consortium

- A6b.16 The London Stansted Cambridge Consortium (LSCC)¹¹ was formed in June 2013 as a strategic partnership of public and private organisations covering the area north from the Royal Docks, Tech City, the City Fringe, Kings Cross, and the Olympic Park, up through the

¹¹ www.lsc.co

Lee Valley, the M11, A1 and A10 road, the East Coast and West Anglia Mainline rail corridors to Stevenage, Harlow and Stansted, and through to Cambridge and Peterborough.

- A6b.17 The consortium brings together public and private sector organisations which have the common aim of seeking economic growth, higher employment rates, providing places for people and business while preserving the quality and character of the corridor. It was 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.
- A6b.18 The LSCC has supported the West Essex/East Hertfordshire Authorities in cross-boundary matters, particularly relating to the shared Vision for the LSCC Core Area (see section 4 of this MoU).

Advisory Team for Large Applications (ATLAS)

- A6b.19 Relevant elected Members from the Co-op Member Board have been involved in a series of workshops facilitated by the Homes and Communities Agency's Advisory Team for Large Applications (ATLAS)¹² aimed at specifically considering the issue of expansion in and around Harlow and role that potential strategic sites could play.
- A6b.20 A number of strategic expansion sites are coming forward as part of Local Plan processes. The precise distribution and scale of development from the sites will be subject to further evidence gathering, decision making and Independent Examination of Local Plans.

¹² www.atlasplanning.com

Appendix 7 – Key Member and Officer contacts

Figure 14 - Key Member and Officer contacts

Organisation	Contact name	Role	Email address
East Hertfordshire District Council	Cllr Linda Haysey	Leader of the Council	linda.haysey@eastherts.gov.uk
	Kevin Steptoe	Head of Planning & Building Control	kevin.steptoe@eastherts.gov.uk
	Claire Sime	Planning Policy Manager	claire.sime@eastherts.gov.uk
Epping Forest District Council	Cllr John Philip	Planning Policy Portfolio Holder	john.philip1@ntlworld.com
	Alison Blom-Cooper	Interim Assistant Director	ablomcooper@eppingforestdc.gov.uk
	David Coleman	Planning Policy Manager	dcoleman@eppingforestdc.gov.uk
Harlow District Council	Cllr Danny Purton	Portfolio Holder for Environment	danny.purton@harlow.gov.uk
	Dianne Cooper	Planning & Building Control Manager	dianne.cooper@harlow.gov.uk
	Paul MacBride	Forward Planning Manager	paul.macbride@harlow.gov.uk
Uttlesford District Council	Cllr Susan Barker	Deputy Leader/Portfolio Holder for Environmental Services	cllrbarker@uttlesford.gov.uk
	Richard Fox	Planning Policy Team Leader	rfox@uttlesford.gov.uk
Essex County Council	David Sprunt	Strategy & Engagement Manager (Highways)	david.sprunt@essex.gov.uk
Hertfordshire County Council	Roger Flowerday	Development Manager (Highways)	roger.flowerday@hertfordshire.gov.uk
Highways England	Andy Jobling	Asset Development Manager	andy.jobling@highwaysengland.co.uk