

Report to the Cabinet

Report reference: C-033-2019/20
Date of meeting: 26 March 2020



**Epping Forest
 District Council**

Portfolio: Planning – Cllr Philip
Subject: Harlow and Gilston Garden Draft Healthy Town Framework
Responsible Officer: Simone Williams (01992 564035)
Democratic Services: Adrian Hendry (01992 564246)

Recommendations/Decisions Required:

To agree that the draft Harlow and Gilston Garden Healthy Town Framework is published for a six-week period of public consultation; and following consultation the document will be updated. The final Healthy Town Framework will be brought back to a subsequent meeting to be agreed as a material planning consideration for the preparation of masterplans, pre-application advice, assessing planning applications and any other development management purposes

Introduction and Executive Summary:

Harlow and Gilston was designated as a Garden Town by the Ministry for Housing, Communities and Local Government in January 2017 and will comprise new and existing communities in and around Harlow. The District Councils, Harlow, East Herts and Epping Forest are working together with Hertfordshire and Essex County Councils to ensure plans for the Garden Town support sustainable living and a healthy economy; provide a good quality of life for existing and future residents; and respond to local landscape and character.

The Harlow and Gilston Garden Town (HGGT) Vision sets out, as one of the objectives, that the Garden Town will be a healthy place to live. To ascertain the features that make a healthy town, the HGGT Team commissioned Town and Country Planning Association (TCPA) to prepare a Healthy Town Framework (draft Framework). A number of key stakeholders were involved in the preparation, including the NHS Clinical Commissioning Groups, NHS Trusts (including Princess Alexandra Hospital), Public Health England and the Harlow Health Centres Trust.

The document provides a framework for realising the HGGT Vision and will provide guidance for development proposals to ensure the HGGT becomes a healthy place to live and supports the wellbeing of existing and future residents.

The draft Framework was agreed by the HGGT Member Board in July 2019 and the next stage is to seek agreement from this Council to publish for consultation.

Reasons for Proposed Decision:

Following consultation and any subsequent revisions to the document, including the preparation of an accompanying Health Framework Action Plan, it is intended to give planning weight to the Framework by endorsing it as a material planning consideration. This status will ensure that development proposals will achieve garden town ambitions, and that clear parameters are established for future master planning pre-application advice, assessing planning applications and any other development management purposes within the HGGT.

Other Options for Action:

Not to agree the draft Framework for consultation would mean that there would be no agreed approach to ensure that development proposals will achieve the HGGT ambitions to improve health and wellbeing.

Report:

1. As part of the work for the HGGT, Epping Forest District Council has been working in partnership with Essex County Council, Hertfordshire County Council, Harlow and East Herts District Councils to prepare a Healthy Town Framework (draft Framework) for the HGGT. Town and Country Planning Association (TCPA) were commissioned to prepare the draft Framework to cover a range of issues that have an impact on health and sets out who should be involved and what should be considered at each stage, from master planning onwards.
2. The draft Framework is informed by an understanding that the way places are designed and built has a significant impact on people's health and the importance of having health care facilities and infrastructure to support wellbeing. It is set in the context of the adopted East Herts Local Plan (2018) and emerging Local Plans for Harlow and Epping Forest Districts; the Hertfordshire and West Essex sustainability and transformation plan; and Essex Health and Wellbeing Strategy.
3. The draft Framework should be read alongside the approved HGGT Vision and Design Guide. Its purpose is to inform and guide the local authorities, developers, landowners and health care providers to achieve a Garden Town designed to support the health and wellbeing of its population. A copy of the draft Framework is attached as Appendix A.

Why does Harlow and Gilston Garden Town need a Healthy Town Framework

4. Whether or not people are healthy depends on a large extent on the places and conditions in which they live. There is a strong national policy context for planning healthier places. The NHS Long Term Plan emphasises the need for preventing ill health and so reducing the demand on NHS services. The National Planning Policy Framework supports planning policies and decisions to achieve healthy, inclusive and safe place which enable and support healthy lifestyles, especially where this would address identified local health and wellbeing needs.
5. Planning has an important role in shaping the built and natural environment and the draft Framework will help to guide the planning process to help ensure that HGGT becomes a place in which it is easier for people to live healthy lives.
6. In common with the rest of the country, the current populations of Harlow, East Herts and Epping Forest District Councils include significant proportions of the adult population who are not physically active enough; are overweight; or have diabetes. In all three districts,

populations are ageing and the numbers of people living with dementia are increasing.

Healthy Town Framework

7. The draft Framework is complimentary to the HGGT Vision and Design Guide, and in alignment with Local Plan policies and planning for health guidance from Essex and Hertfordshire. It has undergone scrutiny during its preparation to ensure that it is fit for purpose. In particular, Draft Framework was reviewed by the Quality Review Panel (QRP) on 3 May 2019. The Draft Framework has been revised and updated taking account of the output from the review. The Panel's report is attached for reference at Appendix B.
8. The draft Framework is structured around nine elements listed below, that are aligned to the Healthy New Town principles developed by NHS England with Public Health England and the TCPA.
 - Plan ahead collectively
 - Integrated health and community services
 - People and communities
 - Compact neighbourhoods
 - Active travel
 - Healthy eating and food
 - Homes and buildings
 - Play and leisure
 - Natural environment.
9. Each of the elements sets out a range of indicators against which policies being developed and development proposals coming forward can be assessed against. The elements seek to help achieve specific health and wellbeing outcomes. Achieving these is dependent on a wide range of partners, including local authorities, developers and landowners, collaborating from the outset and as the creation of the HGGT progresses, and each delivering their respective elements.
10. To deliver and implement the Draft Framework, the document sets out a series of actions for the Councils, developers and health consultees. In order to ensure that further progress is made, it is proposed that a draft Health Framework Action Plan is formulated to support implementation. The Action Plan will take into account feedback from the consultation exercise and will be reported back alongside the Framework to a later meeting for approval.

Consultation

11. It is proposed that the Draft Framework is published for a six-week period of public consultation.
12. Because of the range of partners that have been involved in the formulation of the draft Framework, consultation will comprise engagement with the landowners and developers of the Garden Town sites and other development sites in Harlow.

13. There will also be wider community engagement through the consultation exercise. Consultation arrangements will be put in place over the coming months and will be advertised ahead of the consultation.
14. Following public consultation, the final Framework will be presented to a Garden Town Board meeting in autumn 2020 and it will then be reported to the partner local planning authorities' decision making processes for approval.

Resource Implications:

The successful delivery of the Garden Town sites within Epping Forest District requires resources of EFDC. The approval of the recommendations contained within this report will not give rise to additional resource implications but will help to facilitate healthy places to live.

Legal and Governance Implications:

The Draft Framework has been developed in the context of Government Policy (NPPF) and Planning Practice Guidance.

Safer, Cleaner and Greener Implications:

The Draft Framework seeks to take forward Local Plan policy designed to promote the notion of making good places to live, work and visit. This will include safer by design principles, sustainable development, and active travel. Strategic Masterplans and Concept Frameworks will be the mechanism for these place-making measures to be delivered in identified Masterplan Areas.

Consultation Undertaken:

The Draft Framework has been developed in partnership with other local authorities in the HGGT. The next stage is to undertake more widespread consultation with local communities and site promoters.

Background Papers:

Report to Harlow and Gilston Garden Town Board on 19 July 2019

Risk Management:

The consultation on the Draft Framework will support the Council's objectives of achieving sustainable development in the District and improve health and wellbeing.



HARLOW AND GILSTON GARDEN TOWN

HEALTHY GARDEN TOWN FRAMEWORK

June 2019

Draft for Consultation and Engagement

Table of Contents

Purpose and status of the Framework.....	3
Introducing the links between planning, built and natural environments, and population health and wellbeing	4
National and local policy context, and Vision	6
Healthy Garden Town Framework and Elements	9
1. Plan ahead collectively	10
2. Integrated and accessible health and community services	11
3. People and communities	12
4. Compact neighbourhoods.....	13
5. Active Travel	14
6. Healthy eating and food	16
7. Homes and buildings	18
8. Play and leisure.....	20
9. Natural environment.....	22
Delivery, implementation and health assessment	24
Further information and annexes	25

Date: 3 June 2019

Version: 3

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Purpose and status of the Framework

This document provides a framework for realising the Harlow and Gilston Garden Town Vision specifically to meet local health, wellbeing and care needs and aspirations. It is informed by an understanding that the way that places are designed and built has a significant impact on people's health and is as important as having health care facilities and infrastructure. It is set in the context of the following statutory frameworks: the emerging Harlow district plan; the emerging Epping Forest district plan; the adopted East Hertfordshire District Plan (2018); and the Hertfordshire and West Essex sustainability and transformation plan. It is informed by local health and wellbeing needs. The Framework should be read alongside the approved Garden Town Vision and Garden Town Design Guide, with both of which it is aligned. Its purpose is to inform and guide the local authorities, developers, landowners and health care providers to help them collaborate to achieve a Garden Town designed to support the health and wellbeing of its population.

The Framework sets out nine elements to guide developments so that they become healthy places in which to live. It is aligned with the Healthy New Towns principles developed by NHS England with Public Health England, the Town and Country Planning Association, The King's Fund and The Young Foundation and published in September 2018¹. They are:

1. **Plan ahead collectively**
2. **Integrated health and community services**
3. **People and communities**
4. **Compact neighbourhoods**
5. **Active travel**
6. **Healthy eating and food**
7. **Homes and buildings**
8. **Play and leisure**
9. **Natural environment.**

This draft version of the Framework is approved by the Harlow and Gilston Garden Town (HGGT) Board for consultation and engagement. Following that exercise and subject to the feedback received, the partners will then determine whether to individually endorse the document. The outcome will be made clear in the final document.

For local planning authorities' policy makers and decision-takers: this Framework will guide the assessment of the planning applications for developments coming forward within the Garden Town within the suite of local policy documents.

For developers and land owners as prospective planning applicants: this Framework will guide the pre-application planning and design of masterplans or infrastructure and ensure co-ordinated and integrated consideration of health and wellbeing issues.

¹ See: 'Putting health into place'. www.england.nhs.uk/ourwork/innovation/healthy-new-towns/

For local authority public health teams, as consultees and commissioners: this Framework will complement the county-wide planning-for-health guidance that has been created to support the planning process and help implement priorities set out in local health strategies.

For healthcare commissioners and providers: this Framework will guide considerations for identifying and allocating health care services and infrastructure in alignment with wider activities to support the prevention of ill health.

Introducing the links between planning, built and natural environments, and population health and wellbeing

Whether or not people are healthy depends to a very large extent on the places and conditions in which they live, sometimes referred to as the ‘wider determinants’ of health². Planning has an important role in shaping the built and natural environment and this framework will help to guide the planning process to help ensure that Harlow and Gilston Garden Town (HGGT) becomes a place in which it is easier for people to live healthy lives. To reduce health inequalities particular attention must be given to the health and wellbeing needs of the least healthy or most disadvantaged in the community³.

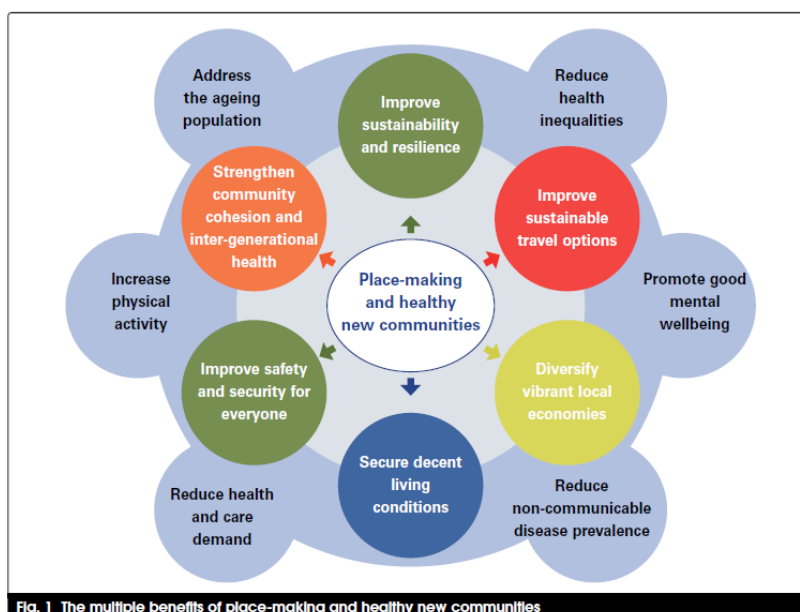


Fig. 1 The multiple benefits of place-making and healthy new communities

Source: TCPA, Creating health-promoting environments 2017

In common with the rest of the country, the current populations of Harlow, East Herts and Epping Forest include significant proportions of the adult population who are not physically active enough; are overweight; or have diabetes – Harlow has the third highest rate of diabetes in the county⁴. In all three districts, populations are ageing⁵ and the numbers of

² See: ‘What makes us healthy?’. Health Foundation (2018) <http://reader.health.org.uk/what-makes-us-healthy>

³ See: ‘Fair society, healthy lives’ (The Marmot Review) www.instituteofhealthequity.org/resources-reports/fair-society-healthy-lives-the-marmot-review

⁴ See: www.essexinsight.org.uk/MainMenu.aspx?page=joint-strategic-needs-assessments

⁵ The Hertfordshire and West Essex sustainability and transformation plan predicts that the number of over 75s will increase by 37% in a decade. See: www.england.nhs.uk/integratedcare/stps/view-stps/hertfordshire-and-west-essex/

people living with dementia are increasing. In Harlow, and to some extent in Epping Forest, there are significant issues with child poverty, and poor outcomes for children and young people.

To ensure the Garden Town meets the health and wellbeing needs of current communities as well as the anticipated needs of new residents⁶, this suggests that creating opportunities for day-to-day physical activity for all members of the community will be vital; as will supporting a healthier food environment. There should be a specific focus on the health and wellbeing needs of children and young people; and ensuring that the new community supports the needs of people of all ages to live well.

⁶ Typically, populations of new towns have an unusual demographic profile, with a high proportion of children. See: <https://cambridgeshireinsight.org.uk/wp-content/uploads/2018/04/New-Communities-2010.pdf>

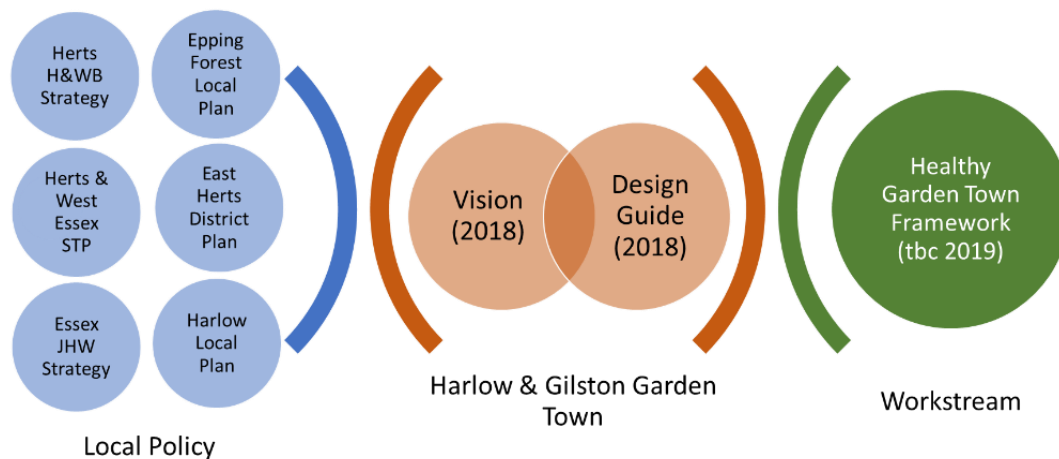
National and local policy context, and Vision

There is a strong **national policy context** for planning healthier places. The NHS Long Term Plan⁷ emphasises the need for preventing ill health and so reducing the demand on NHS services. The National Planning Policy Framework⁸ states that planning policies and decisions should aim to achieve ‘healthy, inclusive and safe places... which enable and support healthy lifestyles, especially where this would address identified local health and wellbeing needs...’.

Locally, the Hertfordshire and West Essex Sustainability and Transformation Plan⁹ prioritises ‘living well and preventing ill health’; working with district councils to improve housing conditions; and working with the third sector to help prevent social isolation.

The Essex Health and Wellbeing Strategy has specific priorities for planning, transport and housing; the Hertfordshire Health and Wellbeing Strategy sets priorities for improving mental health and encouraging healthier lifestyles. All three districts’ local plans have policies on transport, design and open space and most recognise their health and wellbeing benefits. However, they do not link to the health and wellbeing strategies and local health needs assessments; and health impact assessments are not universally required in policy.

This Framework is informed by these local policies and strategies and provides a way of synthesising the relevant data, including health needs assessments, and prioritising actions to create a HGGT that will support the health and wellbeing of its population.



⁷ See: www.longtermplan.nhs.uk/

⁸ See: www.gov.uk/government/publications/national-planning-policy-framework--2

⁹ See: www.england.nhs.uk/integratedcare/stps/view-stps/hertfordshire-and-west-essex/

The Harlow and Gilston Garden Town Vision, and Harlow and Gilston Garden Town Design Guide, were published in November 2018.

The overarching **Vision statement** for Harlow and Gilston explicitly describes a vision for a healthy new place:

'The pioneering New Town of Gibberd and Kao will grow into a Garden Town of enterprise, health and sculpture at the heart of the UK Innovation Corridor. Harlow and Gilston will be a joyful place to live with sociable streets and green spaces; high quality homes connected to fibre and optic broadband; local centres accessible by walking and cycling; and innovative, affordable public transport. It will set the agenda for sustainable living.'

In addition, it sets out more detail regarding specific health-related topics, saying it will have:

- *Accessible routes that encourage people to move actively – to walk, cycle and skate – and are inclusive to all abilities;*
- *Sociable streets and local centres that encourage daily interaction;*
- *Space for food production – improving mental health and access to good nutrition;*
- *An active and vibrant town centre with a strong cultural and commercial offer;*
- *A good range of active leisure facilities;*
- *Green infrastructure that supports a variety of uses such as play, walking, cycling and community events;*
- *A place that can adapt to climate change; and*
- *A place where people are inspired to work locally and travel actively.*

All of the above are likely to support good population-wide health and wellbeing. However, they do not respond to specific local health needs and priorities. To address the specific needs of local people, the following would be positive additions to the Vision:

- *A place in which the physical and mental wellbeing needs of children and young people are prioritised; and*
- *A place in which buildings and the public realm are specifically designed to meet the needs of people of all abilities and at all life-stages.*

Over time, as HGGT is populated and the health needs of its residents can be assessed, it might be necessary to amend or add additional criteria to support the community's health.

The **Design Guide** sets out the expectations and aspirations for the delivery of high quality and sustainable developments. Regarding healthy environments, the Design Guide sets out the following Design Quality Questions:

4. *'Demonstrate how the proposals will facilitate social interaction and help improve the physical and mental health of residents and visitors.*
7. *How will the proposals extend and enhance the network of Green Wedges, Green Fingers and open spaces? How do these vary in character and in what ways are they usable?*
10. *How will the proposals establish and contribute to an attractive walking and cycling network that people will want to use, including access to the Super Greenways?*

11. *How will the proposals encourage a behavioural change to facilitate the overall modal shift towards sustainable travel required across the Garden Town?'*

Similarly, the health profile of the current local population would suggest that the following additional questions would be positive additions to the Design Guide:

- *How does the proposal support the physical and mental wellbeing of children, teenagers and young adults?*
- *How does the proposal address the needs of older people, both in terms of the design of buildings and the design of the public realm?*

Again, over time, as HGGT is populated and the health needs of its residents can be assessed, it might be necessary to amend or add additional criteria to support the community's health.

The preparation of this Framework has been informed and is supported by a health needs assessment undertaken at the time of its preparation. This can be viewed as an Appendix to this document. (This document is not yet finalised – but will be completed and published in time for the consultation and engagement exercise).

Healthy Garden Town Framework and Elements

The Healthy Garden Town Framework is structured around nine elements, as set out below. It is aligned with the Vision for the Garden Town and provides a framework for ensuring that the health-related aspects of the Vision are delivered, and that evidence of the population's current and future health needs are used to inform, supplement and amend the Vision.

The Framework is complementary to the Design Guide, and in alignment with local plan policies and planning for health guidance from Essex and Hertfordshire.

The elements seek to help achieve specific health and wellbeing outcomes. Achieving these is dependent on a wide range of partners, including local authorities, developers, landowners and others, collaborating from the outset and as the creation of HGGT progresses, and each delivering their respective elements.

It takes a RAG (red / amber / green) approach when used against each of the proposed indicators and considerations.

- **RED** indicates lack of compliance/ consideration
- **AMBER** indicates limited level of compliance/ consideration
- **GREEN** indicates evidenced compliance/ consideration

-  **1. PLAN AHEAD COLLECTIVELY**
-  **2. INTEGRATED HEALTH SERVICES**
-  **3. PEOPLE AND COMMUNITIES**
-  **4. COMPACT NEIGHBOURHOODS**
-  **5. ACTIVE TRAVEL**
-  **6. HEALTHY EATING AND FOOD**
-  **7. HOMES AND BUILDINGS**
-  **8. PLAY AND LEISURE**
-  **9. NATURAL ENVIRONMENT**

1. Plan ahead collectively

Objective: Creating healthier new places is only possible if a wide range of people and organisations collaborate from the outset, including: council planners and public health teams, health commissioners and providers, developers and housing associations, community organisations, residents and businesses. Public health evidence and involvement in masterplans and proposals must be used to focus effort where it is most needed in order to help reduce health inequalities.

Five healthy indicators and considerations

		R	A	G
1.1	Developments support the delivery of health and care priorities as set out in the STP, local Health and Wellbeing Strategies, or otherwise highlighted by public health evidence and placemaking priorities.			
1.2	Health and care needs set out in the two Herts and Essex joint strategic needs assessments including any health assets, are taken into account, and developments will address these needs.			
1.3	Local communities, the voluntary sector, public health, planners, developers etc are informed about and contribute to updating the Vision for a healthy HGGT, based on information from the latest local health needs assessments			
1.4	A governance structure or steering group incorporating the above organisations set up to oversee creation of healthy new town.			
1.5	The proposals to deliver the healthy new place will be reviewed periodically, ideally within 5 years, informed by new health data and community feedback.			

Delivery mechanisms

- All partners to be involved in master planning and development design.
- Health Impact Assessment to be carried out on the proposal/s with a focus on vulnerable and disadvantaged groups, including children and young people.
- HGGT Vision statement updated periodically based on future evidence of community health needs and priorities.
- Governance structure including key organisations and community representatives established to take forward the Vision.
- Healthy garden town champion appointed to 'own' and deliver the vision.
- Workplan for delivering healthy garden town agreed, with funding identified.

References

'Health Impact Assessment: a practical guide'. WHIASU

https://whiasu.publichealthnetwork.cymru/files/1415/0710/5107/HIA_Tool_Kit_V2_WEB.pdf

'City leadership for health'. World Health Organisation. (2008).

www.euro.who.int/data/assets/pdf_file/0004/98257/E91886.pdf

'The State of the Union: reuniting health with planning in promoting healthy communities', TCPA (2019).

www.tcpa.org.uk/healthyplanning

For an example of a healthy new town delivery plan see: Bicester Healthy New Town Delivery Plan:

<http://modgov.cherwell.gov.uk/documents/s34959/Healthy%20New%20Town%20-%20Delivery%20Plan.pdf>

2. Integrated and accessible health and community services

Objective: Creating a new place provides an opportunity to rethink the provision of health and social care services, based on a shared vision for health provision. As well as planning for the new population, consideration must be given to helping to integrate services for the existing population. Primary care will be redesigned to create a more joined-up and patient-centred approach, made possible by the creation of multi-functional uses and spaces that bring together primary care, the voluntary sector, and other community facilities close to where people live and work and accessible through active travel.

Five healthy indicators and considerations

		R	A	G
2.1	Local health and care providers, local authorities and the voluntary sector will develop a shared vision for health and care provision in HGGT within a year of the date of publication of this Framework.			
2.2	Talk to local people to understand their health needs and barriers to accessing current health and care provision and involve them in to co-designing new provision.			
2.3	Maximise the potential of the hospital redevelopment to improve health and wellbeing of local and neighbouring communities and environments and its potential as an 'anchor' institution e.g. for local jobs and purchasing.			
2.4	Include local health and community centre/s in HGGT to provide flexible spaces for a range of services e.g. GPs, community groups, clinics, libraries, healthy cafes, social prescribing etc easily accessible by active travel / public transport and phased to be built at same time as homes.			
2.5	Plan new affordable homes for health and care workers as part of HGGT to support workforce retention.			

Delivery mechanisms

- Agreed vision for health and social care provision in HGGT.
- STP estates strategy
- Masterplans
- Housing strategy
- Consider seconding someone from CCG, public health, or the STP into the Harlow and Gilston Garden Town team in the role of 'health and wellbeing planner'.

References

'Some assembly required: implementing new models of care'. The Health Foundation. (2017). www.health.org.uk/publications/some-assembly-required-implementing-new-models-of-care

'Places, spaces, people and wellbeing'. What Works Centre for Wellbeing (2017) <https://whatworkswellbeing.org/product/places-spaces-people-and-wellbeing/>

'New care models and prevention: an integral partnership' NHS Confederation. www.nhsconfed.org/resources/2016/05/new-care-models-and-prevention

3. People and communities

Objective: Strong communities provide support for individuals, can encourage healthier behaviours, and can make positive things happen in their areas, including helping to shape the management and development of the place. Current and new residents will be supported to co-design the HGGT, drawing on their local knowledge and diverse skills to play an active role in its creation and long-term stewardship. Marginalised groups, including young people, will be supported and encouraged to play an active role. Places that are well looked after encourage a sense of local pride and identity, which supports wellbeing.

Five healthy indicators and considerations

		R	A	G
3.1	Current and new residents will be actively involved in the planning process from the earliest stages, including those from sections of society that are often marginalised e.g. young people and unemployed.			
3.2	A community activation strategy must be produced as part of major planning applications to secure community cohesion and involvement in the planning and delivery of community programmes and services across the Garden Town.			
3.3	Garden Town designed to provide community assets and resources (green spaces, places to meet, community cafes, spaces for voluntary sector).			
3.4	Community stewardship organisation established by the time of the occupation of the first new homes at the site, to manage community assets (link to stewardship workstream).			
3.5	Revenue-generation must be designed into community assets to ensure long-term funding for green spaces, community centres etc.			

Delivery mechanisms

- Community engagement and co-creation strategy
- Masterplans
- Community stewardship organisation established
- Planning and design mechanisms such as Section 106; CIL; etc considered to create and secure long-term funding to pay for community assets and infrastructure.

References

'A Connected Society: a strategy for tackling loneliness'. DCMS. (2018). www.gov.uk/government/publications/a-connected-society-a-strategy-for-tackling-loneliness
 Community Planning Toolkit: www.communityplanningtoolkit.org
 Big Local programme: <http://localtrust.org.uk/our-work/big-local/about-big-local>
 'Guidance for Delivering New Garden Cities: Guide 9, Long-term Stewardship'. TCPA. www.tcpa.org.uk/guidance-for-delivering-new-garden-cities

4. Compact neighbourhoods

Objective:

Compact neighbourhoods in which a range of local amenities - including shops, employment spaces, green spaces, community facilities, schools and community spaces - are all located close to homes to encourage people to be physically active by walking or cycling, and enable them to meet informally and build strong social connections.

Five healthy indicators and considerations

		R	A	G
4.1	Masterplans locate wide range of amenities in well-connected locations within 10 minute walk (500m) of homes.			
4.2	Spaces for shops, small businesses, home working, voluntary organisations and local health care must be provided .			
4.3	Outdoor spaces must be inclusive and accessible for all abilities and ages and encourage interaction and cultural and civic life e.g. markets, festivals, events.			
4.4	Economic strategies will encourage small businesses / start-ups to locate in well-connected neighbourhoods building on the strengths of being located in the LSCC UK Innovation Corridor.			
4.5	Parks, green spaces and play areas will be provided throughout HGGT as an extension of Harlow's Green Wedge network and 'play on the way' routes designed into green active travel networks.			

Delivery mechanism

- Masterplans
- Design code
- Green infrastructure strategy
- Health and care strategy
- Economic / employment strategy
- HGGT sustainable transport strategy

References

- 'Everybody active, every day: a framework for physical activity'. Public Health England. (2014).
www.gov.uk/government/publications/everybody-active-every-day-a-framework-to-embed-physical-activity-into-daily-life
- 'Active Design: Planning for health and wellbeing through sport and physical activity'. Sport England, 2015.
www.sportengland.org/media/3426/spe003-active-design-published-october-2015-email-2.pdf

References to relevant local plans' policies

Harlow Council	East Hertfordshire District Council	Epping Forest District Council
HGT1 Development and Delivery of Garden Town Communities in the Harlow and Gilston Garden Town	Policy GA1 The Gilston Area	Policy SP 4 Development & Delivery of Garden Communities in the Harlow and Gilston Garden Town
Policy PL1 Design Principles for Development	Policy CFLR9 Health and Wellbeing	Policy SP 3 Place Shaping
Policy WE2 Green Wedges and Green Fingers		

5. Active Travel

Objective: Creating places where it is easy to walk and cycle, even for the least fit, improves health, increases social connections, and reduces air pollution as fewer journeys made by car. Well-planned neighbourhoods make walking, cycling and public transport the easiest and most attractive choice for everyone. Good signposting makes active travel easier.

Five healthy indicators and considerations

		R	A	G
5.1	Masterplans must extend existing active travel networks into HGGT in line with the Design Guide.			
5.2	HGGT must be designed so that active travel is the easiest and most attractive option; needs of pedestrians and cyclists prioritised over those of vehicles.			
5.3	Wayfinding must be considered throughout HGGT to help people know where they are by distinctive character / design of buildings and places (including sculpture and public art); walking and cycling routes must be clearly signposted, perhaps with active travel journey times as well as distances.			
5.4	Travel co-ordinator will be employed to create travel plans for residents, schools and businesses to encourage the use of active travel routes and facilities.			
5.5	Benches and public toilets must be provided along routes / in neighbourhood centres to ensure the least fit and healthy are confident to walk rather than drive.			

Delivery mechanism

- Movement framework / masterplans to encourage active travel.
- HGGT Design Guide
- HGGT sustainable transport strategy
- Wayfinding strategy
- Travel plans / travel planning co-ordinator

References

‘Design Guidance: Active Travel (Wales) Act 2013’. Welsh Government, 2014.

<https://gweddill.gov.wales/docs/det/publications/141209-active-travel-design-guidance-en.pdf>

‘Active travel: a briefing for local authorities’. PHE, 2016. www.gov.uk/government/publications/active-travel-a-briefing-for-local-authorities

‘Hertfordshire’s Local Transport Plan’. Hertfordshire County Council, 2018. www.hertfordshire.gov.uk/media-library/documents/about-the-council/consultations/lt4-2018.pdf

References to relevant local plans’ policies

Harlow Council	East Hertfordshire District Council	Epping Forest District Council
HGT1 Development and Delivery of Garden Town Communities in the Harlow and Gilston Garden Town	Policy GA1 The Gilston Area	Policy T 1 Sustainable Transport Choices
Policy IN1 Development and Sustainable Modes of Travel	Policy TRA1 Sustainable Transport	Policy SP 3 Place Shaping
Policy WE2 Green Wedges and Green Fingers	Policy CFLR9 Health and Wellbeing	Policy SP 4 Development & Delivery of Garden Communities in the Harlow and Gilston Garden

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6. Healthy eating and food

Objective: Poor diet is the biggest avoidable cause of ill health in England and people on low incomes are more likely to suffer from, and die from, diet-related illness. Enabling people to eat a balanced and healthier diet, and making it easy and affordable to do so, are key to tackling health inequalities. Careful design and planning can give residents easy access to nutritious ingredients for home cooking and to healthier food when they eat out. Improving people’s ability to access and afford healthier food requires a systems-based approach that includes a wide range of actions and stakeholders including planners, public health teams, schools, businesses, community groups, health and wellbeing boards, clinical commissioning groups and local residents.

Five healthy indicators and considerations

		R	A	G
6.1	Set up a local food partnership, potentially as part of the stewardship arrangements, bringing together a wide range of stakeholders (see above) to agree strategies and actions.			
6.2	Ensure that masterplans include allotments and community gardens that are easily accessible from homes and spaces for fresh food markets.			
6.3	New homes must be built with kitchens large enough to: store / prepare fresh food; have a freezer; have a dining table.			
6.4	Public health will work with local businesses to encourage the sale of healthier options in cafes and take-aways.			
6.5	Public health will work with schools to encourage a ‘whole school’ approach to food and diet.			

Delivery mechanism

- Consider policy / SPG to restrict hot food takeaways.
- Consider creating a healthy food strategy.
- Masterplans
- Building space standards
- Food partnership

References

‘Healthier food environment’: www.gov.uk/guidance/health-and-wellbeing

London Food Strategy: www.london.gov.uk/what-we-do/business-and-economy/food/london-food-strategy-0

References to relevant local plans’ policies

Harlow Council	East Hertfordshire District Council	Epping Forest District Council
Policy L1 Open Spaces, Play Areas and Sporting Provision and Facilities in Major Development	Policy GA1 The Gilston Area	Policy E 3 Food Production and Glasshouses
Policy L2 The Provision and Loss of Recreational, Sporting, Cultural and Community		Policy SP 2 Spatial Development Strategy 2011-2033

Facilities

7. Homes and buildings

Objective: People spend most of their lives indoors and the quality of buildings is a major factor determining whether or not they enjoy good health. It is estimated that illness and injuries caused by poor housing cost the NHS £1.4bn a year. Buildings must have enough space for their intended uses and occupants; be energy efficient; provide daylight and natural ventilation; and good digital connectivity to enable new ways of delivering health care.

Five healthy indicators and considerations

		R	A	G
7.1	Buildings must be located close to public transport / active transport networks, and neighbourhood facilities including green spaces, and have bike storage and EV charging points..			
7.2	New buildings to be energy efficient to Energy Performance Certificate A, B or C standard, have natural daylight and natural ventilation. Existing buildings, including homes, to be retrofitted with double glazing, insulation and energy-efficient condensing boilers.			
7.3	Homes to meet or exceed 'nationally described space standard' by at least XX percent and include space for home working.			
7.4	Homes must be designed to be flexible and adaptable to people's changing needs.			
7.5	All buildings to have good digital connectivity.			

Delivery mechanisms

- Masterplans
- HGGT Design Guide
- Landlord accreditation scheme

References

World Health Organisation: Housing and Health: www.euro.who.int/en/health-topics/environment-and-health/Housing-and-health

Lifetime Homes: www.lifetimehomes.org.uk

WELL Building Standard: www.wellcertified.com/en/content/well-building-standard

BREEAM: www.breeam.com

Nationally described space standard: www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard

References to relevant local plans' policies:

Harlow Council	East Hertfordshire District Council	Epping Forest District Council
Policy HOU6 Specialist Housing for Older and Vulnerable People	Policy GA1 The Gilston Area	Policy H 1 Housing mix and accommodation types
Policy HOU7 Accessible and Adaptable Homes	Policy HOU1 Type and Mix of Housing	Policy DM 10 Housing Design and Quality
HGT1 Development and Delivery of Garden Town Communities in HGGT	Policy HOU6 Specialist Housing for Older and Vulnerable People	Policy Dm 9 High quality design
		Policy SP 3 Place Shaping
		Policy SP 4 Development &

8. Play and leisure

Objective: Play and leisure is essential to children’s mental and physical health and development, but also vital for creating happy, healthy and cohesive communities. Parks and green spaces are particularly effective in supporting mental and physical health and reducing health inequalities. HGGT to have formal and informal opportunities for people of all ages and abilities to gather together, be active and enjoy leisure time.

Five healthy indicators and considerations

		R	A	G
8.1	Neighbourhoods must provide places and spaces for people of all ages and abilities to take part in informal and formal play and leisure activities.			
8.2	The needs of different ages and abilities must be specifically addressed, including teenagers and people less able to be active.			
8.3	Outdoor places for play and leisure should be designed so that they are in well-used locations, overlooked, and feel safe through ‘passive surveillance’.			
8.4	HGGT will have spaces for formal community, cultural and sporting activity such as performance spaces, sports studios and pitches, spaces for festivals and events.			
8.5	Opportunities for ‘incidental’ play and leisure should be created throughout e.g. ‘playable’ landscape features; public art; natural playgrounds.			

Delivery mechanism

- Masterplans
- Healthy play and leisure strategy
- Design and access statement
- Playing pitch strategy / Culture strategy
- Section 106 and/ or Community infrastructure levy
- Sport England ‘Active Design’ principles.
- Stewardship strategy.

References

- Northstowe ‘Healthy Living and Youth and Play Strategy’, 2018.
<https://static1.squarespace.com/static/5a8ffb80e74940793fe11531/t/5b30a2df0e2e7265f30877ca/1529914097183/The+Northstowe+Phase+2+Healthy+Living+and+Youth+%26+Play+Strategy.pdf>
- ‘Design for Play’. Play England, 2008. www.playengland.org.uk/media/70684/design-for-play.pdf
- ‘Local action on health inequalities: Improving Access to Green Spaces’. Public Health England, 2014.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/355792/Briefing8_Green_spaces_health_inequalities.pdf
- ‘Active Design’. Sport England (2015) www.sportengland.org/facilities-planning/active-design/

References to relevant local plans’ policies

Harlow Council	East Hertfordshire District Council	Epping Forest District Council
Policy L1 Open Spaces, Play Areas and Sporting Provision and Facilities in Major Development	Policy GA1 The Gilston Area	Policy D 4 Community, Leisure and Cultural Facilities
Policy L2 The Provision and Loss of Recreational, Sporting,	Policy CFLR2 Local Green	Policy DM 6 Designated and

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Cultural and Community Facilities		Undesignated Open Spaces
Policy HS3 Strategic Housing Site East of Harlow	Policy CFLR1 Open Space, Sport and Recreation	Policy DM 10 Housing Design and Quality
Policy WE2 Green Wedges and Green Fingers	Policy BISH12 Retail, Leisure and Recreation in Bishop's Stortford	Policy SP 3 Place Shaping
		Policy SP 4 Development & Delivery of Garden Communities in the Harlow and Gilston Garden Town

9. Natural environment

Objective: Green space is linked to mental and physical health benefits and a reduction in health inequalities. Green infrastructure, such as street trees and green roofs, can help mitigate the effects of climate change. HGGT neighbourhoods will allow people from all social-economic groups to enjoy networks of high quality, multi-functional and well-maintained green and blue spaces that improve physical and mental wellbeing.

Five healthy indicators and considerations

		R	A	G
9.1	Landscape-led masterplans that protect and enhance existing assets, such as Green Wedges, while creating new green infrastructure throughout HGGT.			
9.2	A green infrastructure strategy designed to maximise the health benefits of the existing and new green and blue spaces will be created and implemented.			
9.3	HGGT will be designed, built and managed to meet green infrastructure standards such as Building With Nature; Green Flag Awards; and SuDs.			
9.4	A hierarchy of green spaces will be integrated throughout HGGT including private gardens; green paths and cycle routes; local small green spaces; larger parks and green spaces. Public and private spaces to be differentiated.			
9.5	A plan for the governance, funding and delivery of long-term management and maintenance of new and existing green spaces and parks for community benefit will be created and implemented by the time of the occupation of the first of the new homes.			

Delivery mechanisms

- Masterplans
- Green infrastructure strategy
- Section 106 and/or Community infrastructure levy
- Stewardship strategy

References

- Building With Nature: www.buildingwithnature.org.uk
- Green Flag Award: www.greenflagaward.org.uk
- TCPA, Practical Guides for Creating Successful New Communities. Guide 7: Planning for Green and Prosperous Places, 2018: www.tcpa.org.uk/PlanningForGreenandProsperousPlaces

References to relevant local plan policies

Harlow Council	East Hertfordshire District Council	Epping Forest District Council
Policy WE1 Strategic Green Infrastructure	Policy GA1 The Gilston Area	Policy SP 3 Place Shaping
Policy HGT1 Development and Delivery of Garden Town Communities in HGGT	Policy NE4 Green Infrastructure	Policy SP 4 Development and Delivery of Garden Communities in the HGGT
Policy WE2 Green Wedges and Green Fingers	Policy CFLR2 Local Green Space	Policy SP 5 Garden Town Communities
		Policy SP 7 The Natural Environment, Landscape
		Policy DM 5 Green and Blue

Infrastructure
Policy DM 6 Designated and Undesignated Open Spaces

Delivery, implementation, health assessment and monitoring

There is a menu of options available to Local Planning Authorities, developers and health consultees for delivery and implementation of this Framework. This section describes their application and who should be leading on their development or assessment.

Tool	Description	Lead
HGGT Health Vision	Setting out the aspirations to be achieved as part of the Healthy Garden Town	HGGT Team
Health Framework Action Plan	List of action points required to deliver the framework	HGGT team
Design Guide	Published November 2018	HGGT Team
Health Impact Assessment (HIA)	To be carried out on all development proposals.	Health partners
Environmental Impact Assessment (EIA)	To be carried out on all development proposals within the scope of the appropriate regulations.	Developers and planning authorities
Joint Health and Wellbeing Strategy	Essex Health and Wellbeing Strategy Hertfordshire Health and Wellbeing Strategy	Essex County Council Herts County Council
Joint Strategic Needs Assessment (JSNA)	Hertfordshire JSNA Essex JSNA	Herts County Council Essex County Council
Masterplans	Masterplans of each site as they are created	Developers and planning authorities
Green infrastructure strategy	Strategy setting out the quality, quantity, functionality and distribution of GI across HGGT and how it will be managed and maintained (cross referenced with Stewardship Strategy)	HGGT and partner Councils
Travel plan	Setting out the travel aspirations and how they will be achieved in relation to each development scheme	Developers
Travel planning co-ordinator	Assessing the impact of development proposals on Transport Strategy aspirations across the Garden Town	Partner Councils
Stewardship strategy	Strategy setting out the quality, quantity and location of community assets and how they will be managed and maintained (cross referenced with GI strategy)	HGGT and partner Councils
Transport strategy	Transport strategy that prioritises active travel, and public transport, over car use.	HGGT and partner Councils
Strategic Housing Plan	To support the delivery of key worker and affordable housing	HGGT and partner Councils
Review of this Healthy Town Framework	To update in accordance with changed circumstances and to address new health priorities as they are identified through future JSNAs.	All partners.

Further information and annexes

In addition to the references highlighted under each of the elements, there are strategic references which should help to inform projects and decisions. These are:

- Essex Planning and Health Guidance
- Hertfordshire County Council, Hertfordshire's Health and Wellbeing Planning Guidance May 2017
- NHS England, Putting Health into Place. Introducing NHS England's Healthy New Towns programme, 2018
- Ministry of Housing, Communities and Local Government (MHCLG), National Planning Policy Framework, July 2018
- MHCLG, Planning Practice Guidance: Health and Wellbeing, 2019
- Public Health England, Spatial Planning for Health An evidence resource for planning and designing healthier places, 2017
- TCPA, Practical Guides for Creating Successful New Communities. Guide 8: Creating Health-Promoting Environments, 2017

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Harlow and Gilston Garden Town Quality Review Panel

Report of Chair's Review: Harlow and Gilston Healthy Garden Town Framework

Friday 3 May 2019

Frame Projects, 44-48 Wharf Road, London, N1 7UX

Panel

Peter Maxwell (chair)
Roland Karthaus

Attendees

Julia Thrift	Town and Country Planning Association
Kevin Steptoe	HGGT / East Herts District Council
Tara Gbolade	HGGT / Epping Forest District Council
Ione Braddick	HGGT / Epping Forest District Council (dial-in)
Allison De Marco	Frame Projects
Sarah Thwaites	Frame Projects

Apologies / copied into

Claire Hamilton	Harlow and Gilston Garden Town
Alison Blom-Cooper	Epping Forest District Council
Deborah Denner	Frame Projects

Confidentiality

This is a review of a strategic framework document in draft format, and therefore confidential. As public organisations Harlow District Council, East Hertfordshire District Council and Epping Forrest District Council are subject to the Freedom of Information Act (FOI) and Environmental Information Regulations (EIR), and in the case of an FOI/EIR request may be obliged to release project information submitted for review.

1. Project name

Harlow and Gilston Healthy Garden Town Framework

2. Aims of the Quality Review Panel meeting

The Quality Review Panel provides impartial and objective advice from a diverse range of highly experienced practitioners. This report draws together the panel's advice and is not intended to be a minute of the proceedings. It is intended that the panel's advice may assist project and development management teams in making design improvements where appropriate and in addition may support decision-making, in order to secure the highest possible quality of development.

3. Background

The Town and Country Planning Association were asked to undertake an analysis of existing health policies, including their strengths and weaknesses – it suggested a framework be developed – specifically for the Harlow and Gilston Garden Town. Public Health England has identified that healthcare makes a broad contribution of about 10% to health outcomes – with a wider range of determinants influencing health. The built environment has a significant impact on health outcomes, with planners, architects, designers all having influence. The Marmot Review, an independent review to propose evidence-based strategies for reducing health inequalities in England, articulated this almost ten years ago – identifying the need to focus on supporting those who are unhealthy to have healthy lives.

The Harlow and Gilston Healthy Garden Town Framework ('the Framework') covers the wide range of issues that have an impact on health and sets out who should be involved and what should be considered at each stage, from master-planning onwards. It seeks to respond to today's health problems, many of which are avoidable and life-style related.

The panel is asked to comment on how much weight the Framework should be given, as well as thoughts on ensuring the successfully implementation of its 'indicators / considerations'.



4. Quality Review Panel's views

Summary

The Quality Review Panel enthusiastically welcomes work undertaken on the Harlow and Gilston Healthy Garden Town Framework. It thinks it is an exemplar of holistic thinking, demonstrating how the Garden Town should be treated as an interconnected place – where the needs of both existing and future communities are considered. Whilst strongly supporting the overarching approach, it recommends the following refinements as well as urgent work to evolve a governance approach and project plan. The panel thinks it will be critical to ensure political buy in – and recommends identifying executive and officer level champions. There is also scope to more explicitly describe who has responsibility for specific tools, including the role developers and landowners should play. It would be helpful to refine the language used, as well as defining priorities, to be clear about those ‘indicators / considerations’ that are fundamental to the Framework, against those that are preferred. As work develops across the suite of strategic Garden Town documents the panel highlights the risk of dispersing requirements too broadly – and recommends considering whether these can be consolidated. Further details on the panel’s views are provided below.

Approach

- The panel offers its warm support as work progresses on the Harlow and Gilston Healthy Garden Town Framework (‘the Framework’). It particularly applauds the holistic approach underpinning this work.
- It commends the Framework as an exemplar of how Harlow and Gilston Garden Town should be treated as an interconnected place, rather than a series of urban extensions.
- The panel likes the way that the Framework considers the needs of existing and future communities – and the role the Garden Town project can play in cohesively bringing these communities together.

Governance and project plan

- Political buy in will be critical. The panel strongly supports prioritising work to evolve a governance approach and project plan for implementing the Framework. It will be important to accelerate these workstreams given the advanced stage of many of the Garden Town’s strategic sites.
- The panel strongly recommends the Garden Town team identify champions to promote the Framework, both at executive and officer level. There are risks that without a champion to defend the Framework’s laudable ambitions, its objectives may be eroded by deliverability and viability arguments.



Responsibilities and education

- It will be important that developers, landowners and planners are able to pick up the document and clearly understand what is expected of them. The panel supports further work on the matrix set out at page 20, to ensure the Framework is clear about who has responsibility for specific tools – at differing phases.
- There will be value in considering the role advocacy and education can play. The panel thinks it will be particularly important to consider how the Framework's objectives are communicated to developers and landowners – as well as providing them with support in taking forward its objectives on their sites.

Enforcement and relationship with other Garden Town documents

- The panel recommends being clear about the Framework's weight – and defining upfront who will have responsibility for monitoring its implementation.
- As work develops across the suite of strategic Garden Town documents, the panel recommends considering how dispersed objectives and requirements can be readily understood, applied and enforced on specific sites.

Healthy new towns

- The panel suggests engaging with the ten Healthy New Towns, such as Ebbsfleet Garden City, to see how the 10 healthy new town principles are being translated and delivered.

Healthy Garden Town Framework – the 'nine elements'

Overall priorities and tone

- It will be important to articulate priorities, defining those 'indicators / considerations' that are fundamental to the Framework, against those that are preferred. It also recommends considering the timeframes for realising the objectives proposed – and identifying 'quick wins'.
- The panel supports the positive and constructive tone of the document and understands the Framework has been carefully worded. However, it recommends looking to strengthen language where necessary to ensure the nine elements are sufficiently robust.
- There is a risk that without greater precision, including measurable indicators, that the document will be too widely open to interpretation – and its efficacy diluted. For example, instead of suggesting that outcomes be 'supported' or 'enabled', the document could say 'ensured'.



Plan ahead collectively (1)

- It will be important to articulate how collective action specifically applies for each development / strategic site. For example, by clarifying expectations on individual landowners.

People and communities (3)

- The panel strongly supports including community engagement and co-creation within the Framework's nine elements. It points to successful examples, such as LB Newham's work at Customs House where the community has been embedded in developing masterplans with developers and authorities.
- It suggests further thinking be undertaken to clarify how the specific indicators and considerations will apply to key Garden Town sites with already lengthy pre-application histories, such as Gilston.
- While the panel understands the Garden Town team have commissioned work on community stewardship models it recommends accelerating work to establish legacy stewardship organisation/s.

Compact neighborhoods (4)

- While density should not be a specific indicator, considerations such as: land use efficiency; proximity of amenities / public transport nodes from homes will also encourage people to be physically active by walking or cycling, rather than driving.
- The panel recommends considering additional indicators that encourage the densities required for compact neighbourhoods.
- The panel likes the references to cultural and civic uses activating outdoor spaces through activities such as markets, festivals and events – encouraging interaction. It thinks this will help design teams, providing specific activities, when testing spaces. It also supports indicators enabling dispersed play spaces i.e. 'play on the way'.

Active travel (5)

- The panel thinks the Framework can play an important role discouraging unhealthy, car-based, travel behaviours – it will be critical to use a full range of tools to secure the 'active travel' outcomes described in the Framework.
- The panel understands the challenges of pursuing maximum parking standards. It recommends considering a full range of levels for enabling ambitious modal shift targets, including management and design.
- The panel also welcomes references made to supporting infrastructure for active travel, such as benches and toilets. It highlights the need to urgently understand the likely stewardship organisations that will maintain these.



Healthy eating and food (6)

- The panel supports indicators to ensure kitchens are large enough – and highlights the need for functional kitchen layouts that consider circulation and zones for specific tasks i.e. cooking, preparation and storage (6.3).

Homes and buildings (7)

- The panel suggests exploring whether the government's 'nationally described space standards' could be exceeded and supports being clear about what standard is set. It highlights the role flexible well-planned homes play in promoting community cohesion by reducing population churn.
- It points to the approach taken by the London Legacy Development Corporation (LLDC), as promoter, in championing the delivery of exemplar homes and neighbourhoods. The 'LLDC Design Quality Policy' encourages minimum space standards be exceeded. The panel also recommends looking at the Design Quality Policy's guidance on liveability.
- It will be critical to be clear about the standards and metrics in respect of energy efficiency and other sustainability indicators. For example, general requirements such as 'buildings to be energy efficient' may not be specific or measurable enough to have impact (5.2).

Next steps

- The panel would welcome commenting on project plan and governance work at an appropriate point in the future.

