



Submission Core Strategy & Development Control Policies DPD

Chelmsford LDF Background Topic Paper

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Topic Paper 5 – Infrastructure

I Introduction

- 1.1 This Topic Paper is one of five produced by Chelmsford Borough Council to provide context and baseline information to assist the Council's evidence into the Independent Examination of the Core Strategy and Development Control Policies DPD [CD/CFD/004], which will commence on 11th September 2007. Although this DPD forms two parts, for the purposes of this topic paper, the term Submission Core Strategy refers to the document in its entirety.
- 1.2 This document is structured as a series of questions or statements, which seeks to anticipate the main issues and matters that the Inspector is likely to examine, and address the representations that have been received at the Submission stage of preparing the DPD. The evidence the Council has or is in the process of preparing for the Examination will include:-
- i) The Council's *Self Assessment of Soundness* [CD/CFD/034] which sets out the reasons why it is the Council's belief that the submitted Core Strategy and Development Control Policies DPD is 'sound' in relation to each of the nine tests of soundness set out at Paragraph 4.24 of PPS12 [BD/NAT017];
 - ii) The five interrelated papers; *Topic Paper 1: Borough Wide Spatial Strategy*, *Topic Paper 2: Housing*, *Topic Paper 3 Economy/Employment*, *Topic Paper 4 Shopping* and *Topic Paper 5 Infrastructure*; and
 - iii) Written Statements of Evidence related to the matters and issues identified by the Inspector for debate at the Examination.
- 1.3 Each of the Topic Papers will provide the context and broad basis for the Council's evidence in relation to each of the topics identified. They should be treated as an inter-related suite of papers, which should be read together to give a strategic overview. Throughout the Topic Papers, references will be made in square brackets [XXX] which relate to documents referenced in the Related Documents List and held in the Independent Examination Public Library.
- 1.4 In essence, the Topic Papers will identify the existing and on-going evidence base work, which has supported the evolution of the policy or issue, assess the main issues that arose from consultation responses and examine the information and guidance provided by the Strategic Environmental and Sustainability Assessments (SEA/SA). The Topic Papers will, where appropriate, include succinct responses to the issues raised within representations made at the Submission stage. These are provided in the form of responses to a series of questions addressing the main issues that have been raised. These questions attempt to anticipate the Inspector's Matters and Issues and provide the Council's initial and general summary responses.
- 1.5 This Topic Paper (No. 5 Infrastructure) covers the following aspects of the Core Strategy and Development Control Policies DPD:
- i) policy mechanisms to secure infrastructure – Policy CP4 and the Spatial Strategy (Paras 2.63) and Delivery and Implementation (Paras 2.76 -2.81), Planning Contributions SPD
 - ii) the infrastructure trajectory – categorisation of infrastructure i.e. pre-requisites, complementary and desirable
 - iii) infrastructure funding and co-ordination – Local Delivery Mechanism (LDM), Business Plan
 - iv) The deliverability of Infrastructure – flexibility to deliver the Spatial Strategy

2 Context

- 2.1 The Borough of Chelmsford and especially Chelmsford Urban Area is continuing to experience sustained development pressure. A fundamental objective of the Borough Council's Spatial Strategy contained within the Core Strategy and Development Control Policies DPD is to accommodate growth in the Borough of Chelmsford up to 2021 in a manner which directs growth to the most sustainable locations, and which manages growth in accordance with level of supporting infrastructure. This means focusing development within and around existing built-up areas to ensure the benefit of new infrastructure is provided to existing as well as new inhabitants of the Borough. The Council wants to direct growth in a positive manner to address existing deficiencies and weaknesses in existing neighbourhoods see Explanatory Note for Inspector – Infrastructure Deficiencies North Chelmsford [BD/CFD/084]. At the earliest stages of preparing the Core Strategy, the Council had identified the need for an innovative approach incorporating both public and private sectors to provide a framework for infrastructure delivery. The term 'infrastructure' for the purposes of this topic paper and its use within the Core Strategy refers to all aspects land or development, works or facilities required to support or mitigate the impact of new development.
- 2.2 The existing system of negotiated Section 106 contributions has numerous criticisms, including the uncertainty over the quantum and type of contribution to be made, the variability between different planning authorities, the time taken to negotiate agreements, the competing priorities for funding, and the inconsistency regarding delivery of funded works and services. The publication of Planning Circular 05/2005 has supported the need for improvements to the current planning system, allowing the use of pooled contributions from developers to provide supporting infrastructure.
- 2.3 In accordance with Circular 05/2005 charges should be set based upon the combined impact of a number of developments that create the need for infrastructure. The joint supporting infrastructure needed should be specified in advance in policy documentation. Finally, the standard charges can be pooled and be based upon the community and physical infrastructure required whilst being set at a fair and reasonable scale considering the development undertaken.

Chelmsford's Proposed Approach – Securing Infrastructure

- 2.4 The Council through the Submission Core Strategy and Consultation Draft Planning Contributions SPD is proposing a new approach to securing developer contributions. The main elements of the approach are set out below:
- The use of pooled Standard Charges
 - The identification of three layers of Infrastructure (Strategic, Community and Site Related)
 - The identification of three Geographic Contributions Zones
 - A partnership approach to the co-ordination of infrastructure: co-decision/co-funding
 - New infrastructure to benefit new and existing and inhabitants.

Draft East of England Plan

- 2.5 Within the Secretary of State's Proposed Changes to the East of England Plan [CD/REG/03], the Borough of Chelmsford has been identified for a minimum additional 16,000 new dwellings, which is the 9th highest allocation in the East of England, and a share of 42,000 new jobs. Policy CH1 sets out the regional context for Chelmsford's role as a Key Centre for Development and Change with particular reference to assisting the development of more sustainable transport systems within the town and capitalise on and improve its strategic links to London and other regional centres. Policy T15 identifies the London to Ipswich Corridor as an area where further study is required as it is likely to come under increasing transport pressure. The Draft East of England Plan [CD/REG/01] specifically identified an infrastructure deficit across the Region to deliver the planned growth.

Table 1 - Chronology of East of England Plan Production and Submission of Core Strategy

Date	Stage of Production	Reference	Net Additional Dwellings (2001-2021)
Dec 2004	Draft East of England Plan Consultation	CD/REG/01	14,000
Nov 2005 - March 2006	Examination in Public (EIP)	-	14,000
June 2006	Report of the Independent Panel	CD/REG/02	Recommended increase of 2,000 to 16,000
Nov 2006	Submission of the Core Strategy and Development Control Policies DPD	CD/CFD/004	14,000 with a commitment to an early review
Dec 2006	Secretary of State's Proposed Changes	CD/REG/03	16,000

Chelmsford Tomorrow

- 2.6 The Core Strategy and Development Control DPD sets out the Council's strategic spatial planning objectives. This provides a key spatial expression of the Council's *Chelmsford Tomorrow* vision [BD/CFD/001] providing the Council's long-term vision for Chelmsford to become the economic, cultural, leisure and shopping capital of Essex and a leading regional centre in the East of England. A sustainable and integrated transport system with an increased focus on public transport is a key element of the *Chelmsford Tomorrow* vision alongside enhancing existing community facilities. The *Chelmsford Tomorrow* vision also relies on working in partnership with other stakeholders and delivery partners in order to focus new investment and growth. The *Chelmsford Tomorrow* vision is also being promoted through the Local Strategic Partnership (LSP). The *Chelmsford Tomorrow* vision and brand is a corporate policy vehicle to deliver the Council's key objectives. This will include maximising the existing locational benefits enjoyed by the Borough and to ensure that new development growth makes a positive contribution to Chelmsford. As discussed later in this topic paper, the *Chelmsford Tomorrow* vision is also underpinning the delivery of infrastructure

Core Strategy and Development Control DPD

- 2.7 The Submission Core Strategy [CD/CFD/004], provides 22 interrelated Strategic Objectives grouped into 5 themes:- Managing Growth, Environmental Protection and Enhancement, Balanced Communities, Quality of Life and Economic Prosperity. The key strategic objectives relating to the delivery of the infrastructure are as follows:

MG1: Direct growth to the most sustainable locations in the Borough and ensure new and existing neighbourhoods are easy to get to and well integrated with strategic route networks.

MG2: Manage and limit growth to that capable of being accommodated by the strategic infrastructure and the community support facilities of the Borough.

BC2: Promote social inclusion through equality of opportunity and equality of access to social, educational, health, employment, recreational, green space and cultural facilities for all in the Borough.

- 2.8 There is an identified infrastructure deficit across Essex¹ which will be exacerbated, if unchecked, by higher levels of growth within the Key Centres for Development and Change such as Chelmsford. In order to accommodate the regional growth requirements and deliver sustainable development, the Submission Core Strategy [CD/CFD/004] and its Spatial Strategy follows an infrastructure led approach. This means that the Borough-wide Spatial Strategy has been formulated having regard to the existing capacities of infrastructure in the Borough and the existing plans and opportunities for new elements of infrastructure made necessary by new development.

¹ Essex County Council Evidence to the EIP to Draft East of England Plan

2.9 Policy CP4 of the Submission Core Strategy provides the planning policy mechanism to secure contributions to necessary new infrastructure which are required to support the development and mitigate the impact of that development on existing community interests. The Council, with key partners, have reviewed the extent and nature of infrastructure required and associated costings and timescales for implementation. The need for 'necessary' infrastructure relates to its contribution towards the objectives and delivery of the Council's Borough-wide Spatial Strategy. Policy CP4 provides the policy rationale for the setting of standard charges and/or formulae to contribute towards necessary infrastructure. As a direct result of the level of development growth allocated for Chelmsford Borough, the need for infrastructure will arise from the impact of a number of developments and it is considered reasonable for contributions to be secured in a fair and equitable way.

2.10 Policy CP4 of the Submission Core Strategy, supplemented by the Infrastructure Priority List, provides the key infrastructure requirements to deliver the Borough-wide Spatial Strategy. This includes infrastructure which is programmed for delivery through a number of different means to include:

- Standard Charge contributions
- Central Government/Regional funding streams
- Government Agency funding
- Private Finance Initiatives (PFI)

2.11 The Infrastructure Priority List contained within the Submission Core Strategy sets out the infrastructure projects, their proposed delivery period, the estimated cost (where known), delivery lead and anticipated funding arrangements. In addition to the primary Core Policy CP4, there are a series of secondary Core and Development Control Policies securing specific contributions:-

Policy CP10 - Protection from Flooding

Policy CP18 - Providing New Community and Social Facilities in Major New Development

Policy DC42 - Public Open Spaces for New Development

The Consultation Draft Planning Contributions SPD

2.12 Policy CP4 of the Submission Core Strategy indicates that detailed guidance on the implementation of this policy would be via a Supplementary Planning Document (SPD) on Planning Contributions. This is identified in the Council's First Review Local Development Scheme (LDS) [CD/CFD/002]. The Consultation Draft Planning Contributions SPD is designed to provide a practical guide to the implementation of the Submission Core Strategy policies, in particular Policy CP4. The Consultation Draft Planning Contributions SPD sets out a means by which pooled standard charges are applied with a scale of charges applied to three geographic Contributions Zones. The overall rates of standard charges will also acknowledge the different land economics of 'greenfield' and 'brownfield' sites. The Local Delivery Vehicle referred to in the supporting text of Policy CP4, is further explained in the Consultation Draft Planning Contributions SPD. This will involve a three-tiered partnership between the key infrastructure delivery partners. This has already been formed entitled the Chelmsford Tomorrow – Local Delivery Mechanism (LDM) see Appendix 1 for proposed LDM structure. Further detail on the co-ordination of infrastructure delivery is set out in Section 6 of this Topic Paper.

2.13 In addition to identifying three Contributions Zones, the Consultation Draft Planning Contributions SPD seeks to classify infrastructure into three layers:- Site Related, Community and Strategic as set out below:

Layer 1 - Site Related Infrastructure – (required as part of the development)

2.14 Essential or important infrastructure to be provided on-site or directly adjacent to the site, the primary beneficiaries being the eventual direct users of the site. Examples may include local public open space such as pocket parks, means of direct access, cycleways and footpaths, and structural landscaping.

Layer 2 - Community Infrastructure Standard Charges

- 2.15 Community infrastructure includes primary and pre-school education, health, strategic public open space, leisure facilities and local highways improvements. A financial contribution should be set for each component, to form an aggregate total contribution, based on evidence provided by the Borough or County Council; and Primary Care Trust and other relevant organisations or bodies.

Layer 3 - Strategic Infrastructure Standard Charge

- 2.16 The third layer will be introduced to cover the cost of major capacity enhancing strategic infrastructure, resulting from the rapid growth of the town. This will be charged in addition to the Community Infrastructure Standard Charge. Contributions will be sought for infrastructure including highways, rail, bus and cycle routes, water management, utilities and secondary education. A contribution should be sought from all greenfield and large brownfield sites which will be linked to a costed and phased programme of strategic infrastructure. The Consultation Draft Planning Contributions SPD will be supported by a Business Plan, the draft of which is being considered by the Steering Board of the LDM. The Business Plan will set out the infrastructure priorities for a 5-year period with the proposed funding streams for each infrastructure project. The LDM supported by the Business Plan will promote a 'co-decision/co-funding' process where the capital programmes of the key delivery partners are aligned with the development growth identified in the Spatial Strategy of the Submission Core Strategy.
- 2.17 The provision of affordable housing is considered outside the scope of the Consultation Draft Planning Contributions SPD and it is proposed that the provision of affordable housing will continue as part of a negotiated planning obligation. A Supplementary Planning Document on Affordable Housing [BD/CFD/003] sets out the Council's proposed implementation of relevant affordable housing policy. The main issues raised by representations in relation to provision of affordable housing are discussed in the Housing Topic Paper [BD/CFD/090].

Diagram 1 – Infrastructure Layers

Layer		Means of Delivery
3	Strategic Infrastructure	Pooled Standard Charges / Direct Provision
2	Community Infrastructure	Pooled Standard Charges Contributions / Direct Provision
1	Site Related Infrastructure (plus Affordable Housing)	Provided as part of development through negotiation

3 Evidence Base

- 3.1 In January 2006, the Council commissioned consultants ABROS, now known as Navigant Consulting, to undertake research and make recommendations to the Council. An initial report was undertaken by ABROS entitled Planning Obligations – Infrastructure Standard Charges [BD/CFD/054] which recommended the general approach undertaken by the Council. Further, site appraisals were undertaken by ABROS to assess viability and this has been taken forward in work currently being undertaken by consultants Three Dragons.
- 3.2 The Submission Core Strategy is supported by a series of evidence base documents with regard to specific elements of infrastructure which include those set out below:

- North East Chelmsford Rail Station – Feasibility and Costings - Atkins Rail [BD/CFD/053]
- Chelmer Waterside Highway Access Testing Options - Mouchel Parkman for ECC [BD/CFD/059]
- Chelmer Waterside Army and Navy Roundabout Proposed Improvement Flyover - WSP Group [BD/CFD/061]
- Chelmer Flood Risk Study – Environment Agency [BD/CFD/067]
- Chelmsford North East Study- Essex County Council [BD/ESX/004]
- Park and Ride Case Assessment for Essex Report - Essex County Council [BD/ESX/003]
- Essex School Organisation Plan 2005-2010 – Essex County Council [BD/ESX/006]

4 Summary of Main Issues raised by Representations and Council Responses

4.1 The main issues raised in the representations to the Submission Core Strategy relating to the delivery of infrastructure focus upon Policy CP4 and other related policies. The main issues are outlined below:

- Issue 1 Compliance with Circular 05/2005
- Issue 2 The implications of non delivery of infrastructure
- Issue 3 No proper assessment of the feasibility of the proposed major infrastructure projects
- Issue 4 Infrastructure provided by Statutory undertakers should be provided regardless
- Issue 5 Infrastructure delivery is unrealistic and not good value for money

4.2 The main themes raised by representations made to Policy CP4 and a breakdown of representation numbers is set out in the Council's Revised Regulation 31 Statement [CD/CFD/033]. The following section deals with the Council's responses to each of the main issues set out above:-

Issue 1 – Is the Strategy Compliant with Circular 05/2005

4.3 The Council believes that the proposed approach is compliant with Circular 05/2005 [BD/NAT/032]. The Council is not questioning the importance or necessity to apply the provision of Paragraph B5 of Circular 05/2005. However, because of the level and scope of infrastructure required to support development the Council is promoting the use of pooled contributions in accordance with Paragraph B21 of Circular 05/2005. Circular 05/2005 promotes a fast, predictable, transparent and accountable planning obligation system.

4.4 The Council accepts that the existing system of negotiated Section 106 contributions has numerous criticisms, including the uncertainty over the quantum and type of contribution to be made, the variability between different planning authorities, the time taken to negotiate agreements, the competing priorities for funding, and the inconsistency regarding delivery of funded works and services. Paragraph B31 of Circular 05/2005 'especially encourages' the use of formulae and standard charges. Circular 05/2005 is supported by DCLG Planning Obligations: Practice Guidance (DCLG, 2006). This guidance sets out a Chapter on the use of formulae and standard charges and provides a good practice check list which the Council has had regard to when formulating this new approach.

4.5 Other issues raised in representations to the Submission Core Strategy relate to the perception that Council's proposed approach to securing infrastructure is based upon a strategy to address existing deficiencies rather than those created by new development. These issues are more fully addressed in the following paragraphs. The Council believes that Policy CP4 and associated policies are compliant with of Circular 05/2005. In particular, Paragraph B5 sets out the five tests that a planning obligation must be.

(i) relevant to planning:

- 4.6 The proposed strategy to secure infrastructure, set out in the Submission Core Strategy, directly relates to the requirements of new development growth. The Submission Core Strategy outlines the key infrastructure requirements to ensure that the proposed quantum of development will ensure that the Submission Core Strategy planning objectives are met in a sustainable and in turn the objectives of the East of England Plan are secured. Therefore, the proposed strategy for planning contributions to infrastructure provision is inextricably linked to planning.

(ii) necessary to make the proposed development acceptable in planning terms:

- 4.7 The Council is quite clear that development that is otherwise unacceptable will not become acceptable due to the scope and/or level of any planning obligation offered. Likewise, Planning obligations will not be imposed where this is solely for the purpose of securing a share of development profit for the community. However, in accordance with Paragraph B9 of Circular 05/2005, infrastructure which is secured by means of planning contributions, will in many cases also provide a benefit to the existing community and may in doing so help to alleviate an existing deficiency. In accordance with the new planning making process introduced by the Planning and Compulsory Purchase Act 2004 [BD/NAT/004] and Planning Policy Statement 12 [BD/NAT/017], the Council proposed approach outlined in Policy CP4 has a fundamental role in delivering national objectives of sustainable development.

- 4.8 The Submission Core Strategy DPD sets out a comprehensive approach to identifying and delivering infrastructure requirements in order to deliver the Council's Spatial Strategy up to 2021, therefore in planning terms, the need for 'necessary' infrastructure is to contribute towards the objectives and delivery of the Borough Council's Spatial Strategy. The Council believes that there is consequent need to consider development not just in terms of site constraints and immediate locality, but also in terms of its relationship to the proper development of the Borough as a whole. The approach taken by the former development plan, the Adopted Chelmsford Borough Local Plan [CD/CFD/001], particularly failed to take account of the incremental and cumulative effect of development. The much increased emphasis on optimising the use of land, especially previously developed land, has required a more co-ordinated approach in order to match strategic and community infrastructure to population growth.

(iii) directly related to the proposed development

- 4.9 As stated above, the Council is proposing a wider and more strategic approach to securing infrastructure provision. However, as discussed, this is not through the use of blanket 'tariffs' or a 'roof tax'. The proposed approach identifies the main areas of development growth and creates a geographic Contribution Zone, to enable all new development to contribute to key infrastructure in that zone. The Council believes that all new development in those particular zones should contribute to both localised infrastructure and strategic infrastructure projects, which benefit and relate to the entire Borough.

(iv) fairly and reasonably related in scale and kind to the proposed development

- 4.10 The Council believes that the proposed standard charges approach will provide a consistent framework for fair and reasonable contributions for infrastructure. The proposals for standard charges also allow contributions to be directly related to the intensity of development i.e. dwelling units and commercial floorspace.

(v) reasonable in all other respects

- 4.11 The Council regards the proposed approach as a means to deliver infrastructure, which is aligned with future growth in Borough, that is transparent, can provide certainty and is fair.

Issues of Existing Deficiencies in Infrastructure

- 4.12 A number of representations are also questioning the Council's approach in term of the provisions of Paragraph B9 Circular 05/2005. It is not the Council's intention for planning contributions to infrastructure to be used solely to resolve existing deficiencies in infrastructure provisions or to secure contributions to the achievement of wider planning objectives that are not necessary to allow consent of a particular development. However, as also stated in Paragraph B9 Circular 05/2005, the effect of infrastructure investment may also be to confer some wider benefit on the community. See Explanatory Note for Inspector – Infrastructure Deficiencies North Chelmsford [BD/CFD/08].

Issue 2 – What are the Implications of Non-Delivery of Infrastructure

- 4.13 The Council believes that it has a robust, yet flexible strategy for enabling infrastructure delivery. The Council published a paper [BD/CFD/075vi] for the Preliminary meeting with the Inspector on the 16 May 2007 which set out a trajectory for delivering infrastructure. The assumptions used for this process have been further refined, especially in respect to prioritising the infrastructure projects
- 4.14 The Council, through the Consultation Draft Planning Contributions SPD, is identifying infrastructure by function related to the strategic objectives of the Submission Core Strategy. For example within each of the Contribution Zones, there are transportation scheme which deliver the same strategic objectives, but by different means. The flexibility of the proposed planning contributions will allow the pooling of standard charges which will allow in the event of late or non-delivery of infrastructure, alternative schemes fulfilling the same objectives to be re-prioritised. This will be undertaken and monitored via the Business Plan that will accompany the Planning Contributions SPD.
- 4.15 In addition, Policy CP3 of the Submission Core Strategy provides the context for the phasing of the Council's Spatial Strategy. Criterion vi) of Policy CP3 makes specific reference to delivery of supporting infrastructure, among other criteria, to be a factor when the Council is assessing the release of development sites for development. Therefore, if the delivery of an element of key enabling infrastructure is delayed or not forthcoming, other sites that comply with the Council's Spatial Strategy could be re-prioritised within the Council's Housing Trajectory in order to meet development targets.
- 4.16 The Council believes that it is introducing an innovative and responsive approach to delivering infrastructure, which seeks to address the inherent problems of ensuring that the right type of infrastructure is provided at the right time to support new development. At Section 5 of this Topic Paper, Chelmsford Borough Council, in-conjunction with Essex County Council (a Key Service Provider) have identified the infrastructure which is essential enabling infrastructure schemes, those infrastructure schemes that are required to make the developments to comply with the Submission Core Strategy's Strategic Objectives and those which are desirable in order for development to function in the most advantageous manner for its inhabitants and the existing population.

Issue 3 – Assessing the feasibility of the proposed major infrastructure projects

- 4.17 A number of representations have raised concerns regarding the feasibility of the proposed major infrastructure projects. The Council has been working closely with key infrastructure providers to ensure that the robust feasibility work has been undertaken which has supported the formulation of policy. There appear to be two main sub issues within the concerns raised by representations. Firstly, will the infrastructure be delivered to support the Council's Spatial Strategy and secondly is the feasibility work and costings of the major infrastructure schemes set out in the Submission Core Strategy realistic? With regard to the first sub issue, the Council believes that these issues are substantially the same as the implications of non-delivery which have been set out above.

4.18 In relation to the second sub issue, the Council has been working with the key service providers to ensure that the feasibility work and costings are as realistic and robust as possible. This process has also been underpinned by consultants working on behalf of the key service providers. In relation to the key elements of major infrastructure projects, a programme of feasibility work has been on-going. Set out below are elements of the work which has been undertaken to support the provision of strategic infrastructure:-

i) Strategic Flood Protection Measures

4.19 Feasibility work for up-stream flood protection measures on the Rivers Wid, Can and Chelmer to protect the Urban Area of Chelmsford has continued since the Submission of the Core Strategy. This work has been led and funded by the Environment Agency through their retained consultants Halcrow Group and is being informed by the Strategic Flood Risk Assessment currently being undertaken. The latest outputs of this feasibility work has indicated that the overall cost of the scheme would be in the region of £12m which includes land acquisition costs and an overall 15% contingency. The overall cost of this scheme has reduced from £16m which was the original estimate. The final feasibility work from the Environment Agency is anticipated for completion in August 2007. For the complete list of further flood related studies being undertaken see Paragraph 2.2 of the Council's Pre-Examination Statement [BD/CFD/085].

4.20 The Council are continuing to explore potential sources of grant and other monies to help fund the scheme. However, the Council accepts that new development in the Chelmsford Urban Area Contribution Zone, especially in the areas of highest flood risk, will need to make a significant contribution to the overall cost of the scheme. The Environment Agency is a member of the LDM Steering Group, for more information see Section 6 of this Topic Paper. The Council believes that a programme of detailed work has been completed and is continuing in order to support the delivery of this high priority infrastructure scheme.

ii) Transportation Infrastructure

4.21 A programme for feasibility and technical work on the major transportation schemes is on-going and is being led by Essex County Council as Highways Authority. The detailed programme and key milestones for the four main groups of infrastructure are set out at Paragraph 14 of the paper prepared jointly by Chelmsford Borough Council and Essex County Council for the Inspector's Preliminary Meeting on 16 May 2007 [BD/CFD/075vi]. The four main groups of transportation infrastructure being:-

- 1) Chelmsford North East Study:- NE Chelmsford By-pass, NE Chelmsford Railway Station, Cross Valley Link, Boreham Interchange, housing access road.
- 2) Park and Ride:- Sites at Widford, Essex Regiment Way, and Boreham Interchange
- 3) Sustainable Travel:- Walking and Cycling, High quality passenger transport to new neighbourhoods (BART), travel planning
- 4) Waterside Development:- Medium and long-term improvements to the Army and Navy roundabout, Chelmer Viaduct replacement, new Eastern Gateway link road.

Issue 4 – Infrastructure from Statutory Undertakers should be provided

4.22 The Council's proposed approach does not intend to replace pre-requisite infrastructure which will be required by statutory undertakers. The Council's proposed layered approach to co-ordinating infrastructure delivery, includes site related requirements that make a development actually function, such as traditional infrastructure such as water and sewer provision, access roads, on-site flood mitigation. The Council is not proposing to include these infrastructure requirements within the remit of standard charges, rather, they are considered as normal development costs. However, if by virtue of the cumulative impact of new development, strategic infrastructure measures are required, then the use of standard charges has been considered i.e. strategic flood protection measures.

Issues 5 - Infrastructure delivery is unrealistic and not good value for money

- 4.23 The Council believes it has formulated a robust, realistic and innovative means to deliver the infrastructure required for the Council's Spatial Strategy. The Council has been working in partnership with key providers and enablers of infrastructure, in order to formulate a strategy that provides necessary infrastructure which is realistic to support the Spatial Strategy. The Council accepts that the identified infrastructure cost totals a significant amount of money. However, it is considered that this cost is commensurate with the quantum of development being allocated for the Borough. The Council is working with its partners to ensure that the infrastructure will offer value for money when considered the context of the overall Spatial Strategy. It is also feared that without a comprehensive approach, major elements of infrastructure will not be forthcoming.

5 Infrastructure Trajectory

- 5.1 Chelmsford Borough Council have been working with its key partners to further develop its Infrastructure Trajectory. The main transportation infrastructure projects have been identified in the Infrastructure Trajectory set out at Appendix B of the paper prepared jointly by Chelmsford Borough Council and Essex County Council for the Inspector's Preliminary Meeting on 16 May 2007 [BD/CFD/075vi]. As stated previously in this Topic Paper, further work is also being undertaken by the Environment Agency with regard to the Strategic Flood Protection scheme.
- 5.2 Set out in Appendix 2 of this Topic Paper is a table of categorised Strategic Infrastructure. These infrastructure schemes have been categorised to identify the relative importance of each scheme in delivering the Council's Spatial Strategy. This should be read in conjunction with the Infrastructure Priority List at Paragraph 2.81 of the Submission Core Strategy and the table at Paragraph 17 and Appendix I of the above referenced paper [BD/CFD/075vi]. Table I of this Topic Paper focuses upon strategic infrastructure. The Council believes the delivery of strategic infrastructure is the main issue for discussion when infrastructure is discussed at the Independent Examination. However, although not categorised in this topic paper, key elements of community infrastructure are also considered pre-requisites once enabling infrastructure has been secured. The Infrastructure Trajectory will be refined and updated before the start of the Examination.
- 5.3 A comprehensive list of pre-requisites and complementary infrastructure have been identified to unlock delivery of development planned for the Borough of Chelmsford, in the most sustainable and efficient way. It is clear that the level of growth proposed for Chelmsford Borough through the East of England Plan cannot be delivered with existing infrastructure alone. In partnership, consideration has been given to all possible solutions to deliver and effectively manage this growth. In support of the Submission Core Strategy, additional and/or improved infrastructure, demand management and travel planning go hand in hand to unlock the growth in the most sustainable and effective way. Chelmsford Borough Council and Essex County Council will continue to work in partnership to co-ordinate how this will be achieved.

Chelmsford Urban Area

- 5.4 Accommodating the planned development in the town centre, as set out in the Submission Core Strategy will require appropriate local transportation improvements to allow safe access/egress and minimise impacts on the surrounding networks. The planned retail and complementary development at Chelmer Waterside requires dedicated transport infrastructure improvements to the network as it requires the removal of High Bridge Road together with gaining access to the proposed car parking provision. The following infrastructure must be in place in order to access this new development: removal of High Bridge Road, New Eastern Gateway link Road, Improvements to the Chelmer Viaduct and Improvements to Army and Navy Roundabout which will help relieve congestion, help regenerate the eastern part of the town centre and realise greater development potential.

New North Chelmsford Neighbourhoods

West/North West of Broomfield

- 5.5 Depending on the final preferred location and number of residential developments in this area, a relatively modest package of transport improvements will be required. Local improvements to the road network to accommodate additional car trips and extended passenger transport services will be required. These measures will be local and specific in nature and directly applicable to the development sites through appropriate planning obligations. It is not anticipated that further infrastructure requirements will be necessary, however in the longer term it is expected that the completion of the North East Chelmsford Bypass will also have a positive impact on levels of through traffic in the area.

North East of Chelmsford

- 5.6 In North East Chelmsford any large scale housing release is dependant on delivering pre-requisite transportation infrastructure. Given the current conditions on the local road networks in the vicinity of the planned development, there is little spare capacity which could absorb the new trips generated by development. It could be possible to accommodate approximately 500 new dwellings within the current network conditions with potential access from Essex Regiment Way or White Hart Lane. Changes to the transport infrastructure to release more capacity by reducing through trips, such as a Park and Ride site or high quality public transport provision in this area could unlock additional housing numbers over 500 and up to potentially 1,000 additional dwellings. Again this housing could potentially be accessed off existing junctions and extension to housing roads.
- 5.7 Any development of more than 1,000 dwellings will require significant improvements to Boreham Interchange, a new housing link road and in the fullness of time completion of the North East Chelmsford Bypass. Given the extent of infrastructure improvements required accommodating the growth and the associated costs, it is clear that developer funding will not be sufficient. Regional funding is being sought to assist in the delivery of these improvements and until such time that regional funding is secured it is possible to unlock additional housing in the short and medium term with interim improvements which would include full improvements to Boreham Interchange, phased approach to build out of the Bypass and an appropriate Neighbourhood Link road.
- 5.8 The completion of the North East Bypass is essential in the long term sustainability of the Borough and the County and whilst it is possible in the short term to phase the bypass to release development, it is essential that the pursuit of the complete bypass and housing access road remains at the heart of all strategies.

6 Infrastructure Funding and Co-ordination

- 6.1 The Chelmsford Tomorrow Local Delivery Mechanism (LDM) is a partnership of the key service delivery authorities and agencies, which has been established to co-ordinate, plan and manage the delivery of infrastructure and produce a Business Plan. Further information on the Delivery Framework of the LDM is contained with the Consultation Draft Planning Contributions SPD. The LDM has a three tier basic structure with a Strategic Steering Group, and Executive Delivery Board and individual infrastructure project teams. The initial key members of the Strategic Steering Group are:-

Chelmsford Borough Council
Essex County Council
Environment Agency
Mid-Essex Primary Care Trust
East of England Development Agency (Advisory Role)
Government Office for the East of England (Advisory Role)

- 6.2 The Chelmsford Tomorrow LDM will primarily manage the pools of standard charges through its Business Plan. However, as indicated in the Infrastructure Priority Table at Paragraph 2.81 of the Submission Core Strategy, a number of key elements of infrastructure are envisaged to be delivered without the use of developer contributions.

7 Flexibility and Alternative Strategies

- 7.1 The Council believes that its Spatial Strategy and its proposed approach to securing the necessary infrastructure provides a robust yet flexible approach. Rather than focusing on the individual infrastructure, the objectives and functions of the infrastructure schemes, and how that helps deliver the overall Spatial Strategy, is that being assessed. In the case of the development of the new North Chelmsford Neighbourhoods it is clear that the strategy for delivery of the proposed growth and the associated infrastructure are intrinsically linked to ensure future sustainability beyond the life of the plan. However, as set out in Section 5 of this Topic Paper there is flexibility to deliver housing early as discussed, together with the ability to bring forward some set pieces of infrastructure in advance of others should there be unforeseen delays. Alternative or amended infrastructure proposals have been identified where possible in Appendix I of the paper prepared jointly by Chelmsford Borough Council and Essex County Council for the Inspector's Preliminary Meeting on 16 May 2007 [BD/CFD/075vi].
- 7.2 Flexibility is the key to ensuring the successful delivery of the plan and to that end Chelmsford Borough Council with Essex County Council and the Environment Agency are presently advancing detailed scheme preparation on the vast majority of the required infrastructure schemes together with involvement in ensuring that other delivery agents are driving forward with their responsibilities to ensure reduced lead in times.
- 7.3 As previously discussed, through the plan, monitor, manage process of implementing the Submission Core Strategy, review actions are required if development is not able to proceed because lack of necessary infrastructure. Criterion vi) of Policy CP3 of the Submission Core Strategy sets out that the delivery of supporting infrastructure is a factor when managing the release of development sites within the Plan period.
- 7.4 The Council acknowledges that developer contributions are one part of the overall funding regime required to secure new infrastructure. However, it is the Council's contention that through the proposed approach in the Submission Core Strategy, a more innovative and partnership-led process will enable the Council to accommodate growth in a positive manner.

8 Conclusion

- 8.1 At an early stage of preparing the Core Strategy, the Council identified with its partners that there would be a need for an innovative, robust and flexible means to secure infrastructure for the significant development growth being proportioned for the Borough. The Council has been pro-active in its drive to create a workable solution to the issue of infrastructure delivery which has in part been a result of Chelmsford's current inability to draw upon 'Growth Area' funding streams.
- 8.2 The Council with its partners have been instrumental in raising the profile of Chelmsford in order to maximise potential funding streams which can be used in conjunction with developer contributions to fund necessary pre-requisite strategic infrastructure. The Council's approach is being supported by Essex County Council, the Government Office for the East of England (GO-East), the East of England Regional Assembly (EERA), the East of England Development Agency (EEDA). The Council has also been asked to put submissions outlining its approach to HM Treasury and Secretary of State for Communities. The Council has been promoting its emerging Standard Charges approach as a potential alternative to Planning Gain Supplement (PGS) which may be introduced by the Government post 2009.

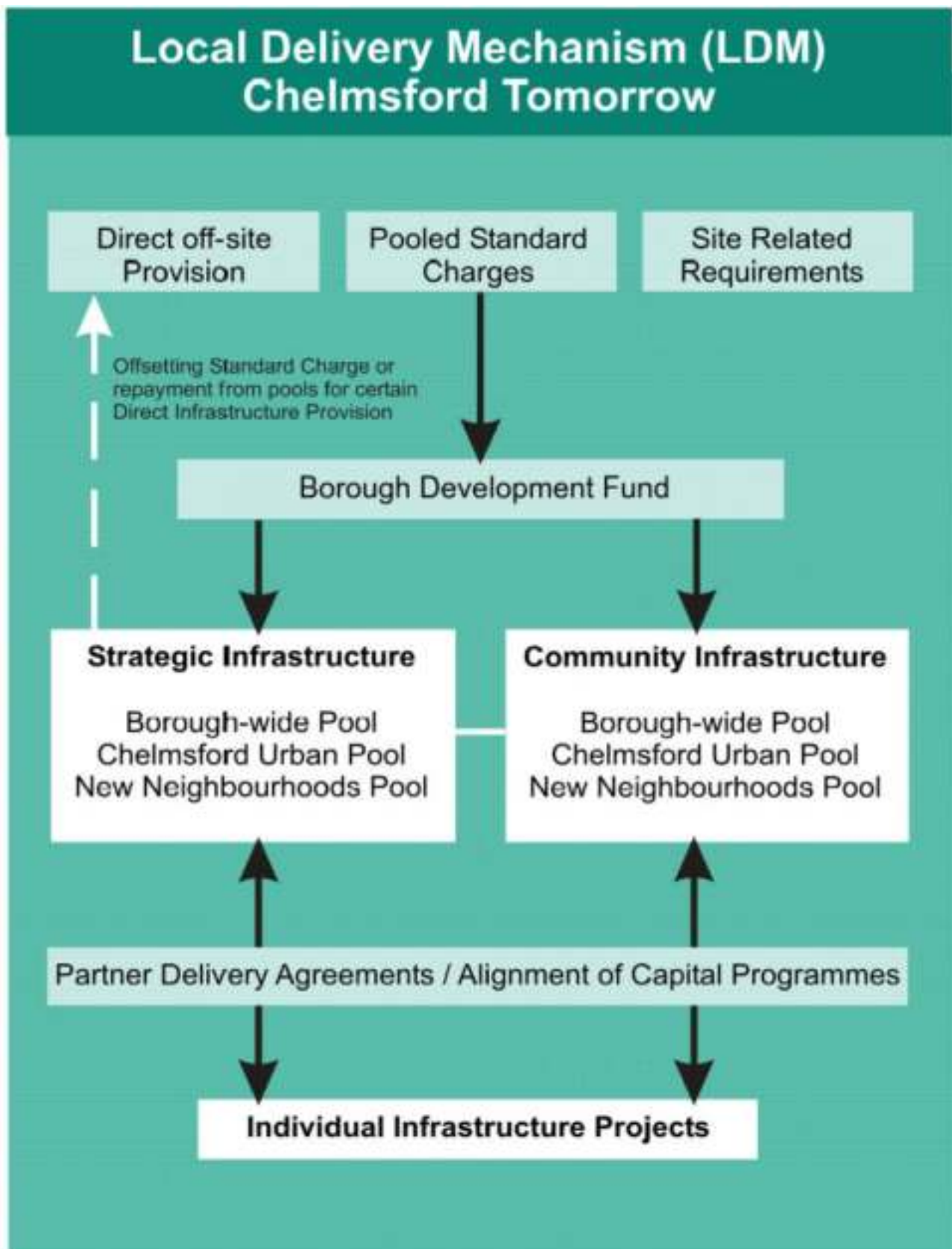
- 8.3 In response to the representations received, the Council is not promoting any material changes to its policies contained within the Submission Core Strategy in relation to securing infrastructure. A number of minor wording amendments will be proposed by the Council to Policy CP4. These do not alter the objectives or the application of the policy, but will improve its overall clarity and consistency.
- 8.4 The Council believes that its strategy is sound by virtue of its robust supporting evidence base, the in-built flexibility within the proposed approach, the partnership working that has and will continue to underpin the initiative and the support the Council has received from Key Service/Delivery providers and Government for this approach.

Appendices

Appendix 1 Local Delivery Mechanism (LDM) Proposed Structure

Appendix 2 Categorised Strategic Infrastructure Table

Local Delivery Mechanism (LDM) Proposed Structure



Categorised Strategic Infrastructure Table

Category A - Pre-requisite Infrastructure ; Category B - Complementary infrastructure ; Category C - Desirable infrastructure

Infrastructure Scheme	Category	Reason
Sub-Regional Schemes		
A12 Widening	B	An important part of the long-term transportation strategy to deliver the Council's Spatial Strategy and LTP/RSS objectives.
Chelmsford to Liverpool Street Capacity Improvements	C	A desirable part of the long-term transportation strategy to deliver the Council's Spatial Strategy and LTP/RSS objectives.
Borough-Wide Schemes		
North Park and Ride (Essex Regiment Way)	A	A pre-requisite element of infrastructure which is integral to the overall transportation strategy for retail and commercial development in Chelmsford Urban Area.
Widford Park and Ride	A	A pre-requisite element of infrastructure which is integral to the overall transportation strategy for retail and commercial development in Chelmsford Urban Area.
North East Park and Ride (Boreham Interchange)	B	A complimentary element of infrastructure strengthening the overall Park and Ride strategy.
Chelmsford Urban Area¹		
Strategic Flood Protection Measures	A	A pre-requisite element of infrastructure to protect existing and new development in Chelmsford Urban Area from flooding events.
Army and Navy Roundabout Improvements	A	A pre-requisite element of infrastructure which is integral to the overall transportation strategy for development in Chelmsford Urban Area.
New Eastern Gateway Link Road	A	A pre-requisite element of infrastructure to provide satisfactory access to development sites in the Chelmer Waterside area of Chelmsford Town Centre
Chelmsford Railway Station Capacity an Interchange Improvements	A	A pre requisite element of infrastructure which is integral to the overall transportation strategy for development in Chelmsford's Urban Area and in particular Chelmsford Town Centre.
Chelmer Road Viaduct	C	A desirable element of replacement infrastructure which could be designed into the new Eastern Gateway Link Road.
Chelmsford Leisure Centre	C	Originally identified as a New Arts/Culture Multi Purpose Venue, an improved leisure centre is desirable element of infrastructure.
New Neighbourhoods²		
Boreham Interchange Improvements	A	There is a requirement for significant junction improvements to allow satisfactory access into the development of the new NE Neighbourhood.
North East Neighbourhood Access Road - (Phase I of Chelmsford North East By-pass)	A	A pre-requisite element of infrastructure to allow satisfactory access into the development of the new NE Neighbourhood. This scheme is interrelated with, and should be considered as Phase I of the, Chelmsford North East By-pass.
High Quality Passenger Transport to new neighbourhoods (BART)	A	A pre-requisite element of infrastructure which is considered as integral to the overall transportation strategy for the new neighbourhoods.
New Secondary School	A	Pre-requisite infrastructure for the new neighbourhoods.
New Primary Schools x3	A	Pre-requisite infrastructure for the new neighbourhoods.
Chelmsford North East By-pass	B	The delivery of the complete Chelmsford NE By-pass forms an integral part of the Council's Spatial Strategy and LTP objectives.
Chelmsford North East Railway Station	B	The provision of a new NE Chelmsford railway station remains a stated aim of the Council and will strengthen and support the sustainability of the Councils' Spatial Strategy.
Cross-Valley Link	C	In order provide linkages between the two new neighbourhoods and Broomfield Hospital this element of infrastructure would strengthen and support the sustainability and connectivity of the Council's Spatial Strategy.

¹ Incorporating Chelmsford Town Centre Area Action Plan Area

² Incorporating North Chelmsford Area Action Plan Area

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