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## Chelmsford City Council - Chelmsford Policy Board

19<sup>th</sup> December 2022

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### Chelmsford Garden Community – Strategic Growth Site 6 Stage 1 Masterplan Framework

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#### Report by:

Director of Sustainable Communities

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#### Officer Contact:

Karen Short, Principal Planning Officer – [karen.short@chelmsford.gov.uk](mailto:karen.short@chelmsford.gov.uk)

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#### Purpose

The report seeks the Policy Board's agreement to recommend to Cabinet, the approval of Chelmsford Garden Community Development Framework Document (DFD), which forms part of the Stage 1 Masterplan Framework, and note progress on the other elements of the Framework.

#### Recommendations

1. That Policy Board recommend to Cabinet that the Development Framework Document (DFD) attached at Appendix 1 be approved subject to agreement of an amended active travel network; inclusion of an appropriate process to agree Site-wide Design Principles; Domsey Lane access arrangements and the principles of the community stewardship arrangements.
2. That Policy Board delegate the Director of Sustainable Communities in consultation with the Chair, Vice Chair and Cabinet Member for Sustainable Development, to make any final changes to the Development Framework Document (DFD), including any arising from matters set out in recommendation 1, ahead of consideration by Cabinet.
3. That Policy Board note the Planning Framework Agreement (PFA) Summary attached at Appendix 2 and the commentary on the preparation and monitoring of the Infrastructure Delivery Plan (IDP) set out at Section 10 of this report.

## 1. Background

- 1.1. The Stage 1 Masterplan Framework presented in this report relates to Strategic Growth Site Policy 6 – North-East Chelmsford. The site was given formal status as a Garden Community by Homes England in summer 2019 through the National Garden Communities Programme. The Chelmsford Garden Community encompasses all the land included within Strategic Growth Site 6 in the Chelmsford Local Plan as well as the emerging communities of Beaulieu and Channels.
- 1.2. The Garden Community will be delivered over a period of approximately 20 years by a consortium of developers and promoters; these comprise Countryside L&Q (North-East Chelmsford) LLP ('CLQ'), who are currently delivering the Beaulieu development, Ptarmigan Land Ltd who are delivering the residential-led development at Channels and Halley Developments Ltd, all working in partnership with Chelmsford City Council, Essex County Council and Homes England.
- 1.3. The Chelmsford Garden Community will create a community of around 10,000 new homes and new employment opportunities in North-East Chelmsford building upon the success of recent development at Beaulieu and Channels and designed to meet the Garden City Principles, set out by the Town and Country Planning Association (TCPA), as detailed in paragraph 3.4 of this report.
- 1.4. The formal determination of the stage 1 masterplan consists of two stages: (i) consideration by Chelmsford Policy Board and (ii) approval by the Cabinet.

### Local Plan Position

- 1.5. Strategic Policy S7 of the Chelmsford Local Plan sets out the spatial strategy for new development over the plan period; in allocating sites for strategic growth, the policy confirms that Strategic Growth Sites will be delivered in accordance with masterplans to be approved by the Council. The approach seeks to ensure the creation of attractive places to live and the successful integration of new communities with existing. Masterplans are required to demonstrate how a site will satisfy the requirements of the respective site policies.
- 1.6. The site policy for Strategic Growth Site 6 – North-East Chelmsford allocates land for a high-quality, comprehensively-planned, new sustainable Garden Community that will provide a significant amount of new housing and employment, whilst maximising opportunities for sustainable travel in a landscaped setting. The policy requires the following:

### *Amount and Type of Development*

- Around 3,000 new homes of mixed size and type to include affordable housing and specialist residential accommodation (*as set out in the Local Plan the site extent allocated in the adopted Local Plan has been drawn to accommodate approximately 5,500 new homes, but 3,000 new homes programmed for delivery in the current Plan period up to 2036*).
- 45,000sqm of floorspace in a new office/business park providing a range of unit sizes and types.
- Travelling Showpeople site for 9 serviced plots.

### *Supporting On-Site Development*

- A new Country Park.

- Single carriageway road (or Phase 1) of the Chelmsford North-East Bypass within the site boundary.
  - An outer vehicular access Radial Distributor Road (RDR2) from Essex Regiment Way.
  - Neighbourhood Centres incorporating provision for convenience food retail, community and healthcare provision.
  - Provision of a new secondary school.
  - Provision of two new primary schools with co-located early years and childcare nurseries.
  - Provision of two new stand-alone early years and childcare nurseries.
  - Appropriate provision of community space and significant new multi-functional green infrastructure.
- 1.7. The Council's Masterplan Procedure Note updated in October 2019 sets out the purpose of masterplans and what the documents should contain. The note recognised that Strategic Growth Site 6 – North-East Chelmsford would follow a different masterplanning approach than other strategic sites; this was on account of (i) its size, being significantly larger than any other site in the Local Plan, with delivery expected to continue beyond the Plan period and (ii) its formal inclusion within the National Garden Communities Programme. The Procedure Note referenced the significantly different delivery structure already in place for the Garden Community, which differs from other strategic sites, and the successful Homes and Infrastructure Bid (HIF) for the new Railway Station and Chelmsford North-East Bypass, both of which have a separate delivery governance.
- 1.8. The Garden Community masterplanning has followed a bespoke process to achieve the same objectives. The masterplan process has followed a similar process as followed by the other strategic sites. Due to the scope and scale of the Garden Community proposals, this has involved more widespread consultation with more detailed supporting evidence. However, the approval process from the City Council is the same as the other strategic sites within the Local Plan.

#### Stage 1 Masterplan – Framework

- 1.9. The Stage 1 Masterplan Framework is comprised of three core documents:
- **Development Framework Document (DFD)** – The DFD sets out the vision and framework for the Garden Community; at its heart are two Framework Parameter Plans (Land Use & Access and Green Infrastructure). The plans in turn inform an illustrative masterplan. The document is intended to provide a robust and comprehensive framework for delivering the whole Chelmsford Garden Community, which will guide and inform all future planning applications.
  - **Infrastructure Delivery Plan (IDP)** – The IDP sets out the framework for infrastructure delivery, when this needs to be delivered, by whom and at what cost.
  - **Planning Framework Agreement (PFA)** – The PFA will be the overarching legal agreement for the entire Garden Community to ensure comprehensive development across the three separate landownerships. This will provide the legal framework for the Site Specific s106 Agreements for individual outline planning applications.
- 1.10. The Stage 1 Masterplan is supported by a range of technical evidence-based documents; these are inter-related and intended to ensure seamless, consistent, and comprehensive delivery, community stewardship, and design quality across the whole Garden Community.
- 1.11. The Stage 2 Masterplans will comprise three outline planning applications to be submitted by each member of the Developer Consortium. The first outline application,

which is a hybrid application with full details of highway works, has now been submitted for Zone 1 (Ptarmigan Land Ltd) and is currently in the consultation stage. The applications for Zones 2 and 3 are expected later in December 2022 / early January 2023. The outline applications will need to be in broad conformity with the approved Stage 1 Masterplan documents. The Stage 1 Masterplan will be a significant material planning consideration in the determination of these planning applications. In accordance with the Local Plan Strategic Growth Site Policy 6, decisions on planning applications will not be considered ahead of all components of the Stage 1 Masterplan Framework being formally approved by the Council

## 2. The Journey to this Stage

### Overview

- 2.1. The DFD was commissioned by the Developer Consortium and has been produced in partnership with the City Council, Essex County Council and Homes England, led by masterplanners JTP, working alongside planning consultants and other environmental and technical consultants. The purpose of the DFD, IDP and PFA is to ensure that the CGC is developed in a comprehensive manner, in accordance with the TCPA Garden City Principles and with place making at its heart.

### Engagement & Governance

- 2.2. Following its formal status as a Garden Community, a governance structure for the project was established.
- 2.3. The Chelmsford Garden Community Delivery Board set up in 2019 has continued to meet regularly and provide strategic guidance and oversight, as well as acting as a resolution forum to ensure the timely delivery of the Garden Community and its supporting infrastructure. The Board meets at least three times a year and comprises senior representatives from CCC, chaired by the Chief Executive with the Leader, the Cabinet Member for Sustainable Development and the Director for Sustainable Communities, ECC Cabinet Member for Economic Renewal, Infrastructure and Planning, ECC Head of Planning and representatives from Homes England and the Developer Consortium.
- 2.4. A Steering Group also continues to meet on a regular basis and comprises officers from CCC, ECC and the Developer Consortium.
- 2.5. A Community Liaison Group (CLG) established in 2019 provides updates to local interest groups. The CLG comprises CCC members and officers, ECC officers, local ward councillors, representatives of the local Parish Councils and representatives from other local interest groups including Boreham and Broomfield Neighbourhood Plan Groups, the Channels Residents' Association, local Cycling Action Group, Essex Wildlife Trust, Essex Bridleways Association, Beaulieu Churches and Beaulieu schools.
- 2.6. Following the recommendations of a Community Governance Review undertaken by CCC and concluded in March 2022, a new Parish Council for the Garden Community will come into force from 1 April 2023. A Shadow Chelmsford Garden Community Council has been formed to help aid the transition of responsibilities.

### Community & Technical Stakeholder Workshops

- 2.7. Development of the DFD has been shaped by wide-ranging stakeholder and community engagement; this has included some face-to-face meetings pre Covid-19 and a series

of technical and masterplanning workshops and design charettes from June 2021 to October 2022. Meetings have been topic basic, including transport and movement, green and blue infrastructure, and stewardship. A series of eight masterplan workshops were held with CCC and ECC officers and their consultants between May to November 2021. The workshops have taken place alongside member and Parish Council briefings.

#### Technical Studies

- 2.8. A series of strategies and studies have been developed by CCC in collaboration with ECC and the Consortium; these have been funded by the capacity grant awarded to CCC by the then Ministry of Housing, Communities and Local Government (MHCLG) through Homes England or through the Planning Performance Agreement (PPA) agreed and funded by the Developer Consortium.
- 2.9. CCC also commissioned external consultants to provide independent specialist advice to inform the DFD and supporting documents in relation to energy and sustainability, sustainable transport, masterplanning and stewardship in addition to infrastructure planning/viability and legal support.

#### Communication & Branding

- 2.10. The Delivery Board agreed that the Garden Community should have its own unique and recognisable identity throughout its communication and engagement. Joint branding has been developed and all parties have used this branding across consultation material and documents associated with the Garden Community. A website was created for the Garden Community <https://chelmsfordgardencommunity.co.uk/> and this includes information for the Community Liaison Group, a document library and project plan.

#### Public Consultation

- 2.11. The draft DFD was submitted to the City Council in May 2022. A detailed consultation leaflet was posted to 5,500 properties and businesses within the area covered by the Chelmsford Garden Community (including Beaulieu and Channels) and to properties within parts of North Springfield, Beaulieu Park and abutting the strategic site, in advance of the submission of the DFD.
- 2.12. The leaflet contained a copy of the illustrative masterplan and outlined its key components, as well as providing residents with the opportunity to (i) view a virtual exhibition summarising the main elements of the Masterplan, to (ii) attend a public exhibition held at Beaulieu Community Centre and/or (iii) to attend a virtual presentation and Q&A. The leaflet signposted residents to the CCC website and outlined how they could respond to the public consultation on the masterplan. Online briefings have been held with members, local residents and the CLG.

#### Essex Quality Review Panel (EQRP)

- 2.13. The masterplan was reviewed by the Essex Quality Review Panel on 8th June 2022. The panel recognised that the site is challenging and appreciated that considerable work had been undertaken to develop the proposals to their current stage.
- 2.14. The Panel's main comments and suggestions for the masterplan stage were as follows:
  - The 15 minute neighbourhood concept is supported.
  - Demonstrate the provision of a distinctive character to each of the four villages.

- Encourage the ambition of creating multi-purpose spaces with the potential to create increased activity such as pop-up usable spaces.
- Promote higher density living by reducing building footprint and proximity distances.
- Ensure integration of the eastern and western sides of the Garden Village.
- Alternative treatments such as land bridges to enable greater cohesiveness and connection between neighbourhoods to be explored.
- Movement strategy considered a positive element demonstrating sustainable Garden City principles; opportunities to allow for greater east-west movement and to ensure healthy and modal shift opportunities are maximised and can flex and change over the lifetime of the masterplan to be explored. Walking and cycling routes to be attractive and convenient.
- Promote areas which are exclusively for pedestrians and cyclists to further encourage active travel and sustainable green links.
- Safe and convenient links beyond the Garden Community should be provided.
- Bus routes could operate within the development at 6m as suggested.
- Reduced parking provision and inclusion of EV charging for all bays supported.
- The re-purposing of parking bays should be considered at an early stage.
- Chelmer Valley Park and Ride is a missed opportunity and could be used for other opportunities as it is not working at full capacity.
- Position and layout of the Northern RDR creates a section of isolated housing to its north.
- All Through School in a central location welcomed; greater clarity required regarding connections to show their overall legibility. School to be an exemplar in design.
- Open space strategies should reference playable spaces and contain commentary on how recreational and leisure spaces connect people with their homes.
- Masterplan should be sufficiently flexible to include temporary and meanwhile recreational spaces within the green infrastructure, with the option for temporary sports pitches and opportunities for communal areas within open public zones.
- Community growing must be a key deliverable of the masterplan.
- Further demonstrate how heritage contributes to all aspects of the future masterplan and design codes; review how the bridge and other built forms could be created as a progression of a heritage narrative.
- Potential to utilise the zones which have already been excavated for minerals within the emerging proposals to be explored.
- Vibrant circular economy important in promoting the strength of the future community, by encouraging people to co-habit and live together within a special Garden Community.
- Greater ambition required in relation to the delivery of net zero in the residential and non-residential elements of the scheme. Further details on a climate change resilience plan should be provided.
- 100% waste diversion from landfill is supported.
- Stewardship/governance of the three key open spaces identified within the masterplan should be explored.
- The implementation of a design code outlining the key deliverables and objectives of the Garden Community, and which embeds future stewardship by the community to be created.
- Encourage targets to be achieved with firm and definite commitments.

2.15. The Developer Consortium have made changes to the masterplan, in response to the comments made by the Quality Review Panel in addition to other consultation responses from residents and stakeholders.

### Amendments to the DFD

- 2.16. The DFD has been the subject of extensive discussion and amendment in response to comments made by officers and consultees. A comprehensive summary of officers' comments, which took full account of all the consultation responses, the Consortium's response to those comments and the agreed position is set out at Appendix 3. A summary of the consultation responses and representations from local residents and neighbouring landowners is set out at Appendix 4.
- 2.17. The key changes made to the DFD have comprised (i) development of primary/secondary active travel routes and a wider route connections plan to areas beyond the Garden Community, (ii) update to road and active travel route cross-sections, (iii) development and reinforcement of the Heritage and Landscape strategies, (iv) inclusion of a plan detailing the approach to Domsey Lane with an accompanying technical note, (v) inclusion of a plan explaining the 15 minute neighbourhood concept, (vi) additional justification for the position of village centres, (vii) updates to the parking, design code, energy, sustainability and phasing strategies, (viii) updated diagrams detailing the Travelling Showpeople site, (ix) additional pedestrian/cycle crossings over the future Chelmsford North-East Bypass, (x) a review of the proposed school site locations and (xi) the inclusion of road and street typologies.
- 2.18. Letters of representation and a petition has been received from the residents of Domsey Lane; their concerns, along with those from other residents / interested parties are set out in detail at Section 9 – Public Consultation of this report. The concerns raised by the residents of Domsey Lane were also echoed at two resident workshops organised by the Consortium in relation to the future outline planning applications for Zones 2 and 3. The DFD now contains a dedicated section on Domsey Lane, at officers' request. A targeted re-consultation has commenced with residents of Domsey Lane and the City Council has written to them providing them with the opportunity to review the technical note and character area section as set out at pages 144 and 145 of the DFD. In accordance with recommendation 2 of this report, further responses arising from this targeted consultation will be considered and reported to Cabinet to inform the decision making process.

### Member Presentation

- 2.19. Prior to the Chelmsford Policy Board meeting all City Council members, members of the new Shadow Chelmsford Garden Community Council and relevant ECC members were invited to a briefing by the Consortium on 8<sup>th</sup> December 2022 setting out the content of the final draft masterplan.

### Community Liaison Group Presentation

- 2.20. Members of the Community Liaison Group were invited to a briefing by the Consortium on 13<sup>th</sup> December, again setting out the content of the final draft masterplan.

## 3. Vision

### A Shared Ethos & Vision based on Garden City Principles

- 3.1. The ambition for the Chelmsford Garden Community is that it becomes exemplary; this means that it exceeds what has typically been achieved in other major development schemes within the city area to date.

- 3.2. The DFD sets out the shared vision, at pages 25-49; this is one of a shared place, displaying an ethos of equality that reflects the collaboration behind its development; every element of the vision is informed by the need to become carbon zero and to minimise the impact of the new community on climate change. The shared ethos has five key pillars, which permeate through every part of the DFD and are encapsulated within the masterplan; these are:
1. Rewilding Everyday Life – Green and blue infrastructure everywhere.
  2. Participatory Governance – Pro-active community.
  3. Promoting Active Travel – Walkable, cyclable, connected.
  4. Inclusive Villages – Accessible, affordable, liveable.
  5. 15 Minute Neighbourhoods – Circular economy.
- 3.3. The five key pillars have informed the Guiding Framework Principles; these are shown diagrammatically in a wagon wheel, which appears on each page of the DFD.
- 3.4. The Town & Country Planning Association (TCPA) Garden City Principles were used as a starting point and informed the basis of the ethos of the Garden Community; these principles are set out below:
1. Land value capture for the benefit of the community.
  2. Strong vision, leadership and community engagement.
  3. Community ownership of land and long-term stewardship of assets.
  4. Mixed-tenure homes and housing types that are genuinely affordable.
  5. A wide range of local jobs in the Garden City within easy commuting distance of homes.
  6. Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food.
  7. Development that enhances the natural environment providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience.
  8. Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods.
  9. Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

#### Key Targets & Metrics

- 3.5. The vision is underpinned by a series of key targets and metrics:
- 50% Green Infrastructure.
  - 20% Biodiversity Net Gain.
  - 1 Job per Dwelling.
  - 15 Minute Villages – Create neighbourhoods where day-to-day needs are accessible by an active journey of less than 15 minutes.
  - The Power of 10+ - Clustering complementary mixed uses and facilities such that they become greater than the sum of their parts.
  - 100% Working Towards Waste Diversion from Landfill.
  - 3 Trees per Dwelling.
  - At Least 60% of Trips by Non-Car & Active Modes of Travel.
- 3.6. The development will deliver the following:
- Around 5,500 new homes of mixed size and tenure, of which 35% will be affordable.



- 9.19ha of dedicated employment land.
  - Four new mixed use Village Centres.
  - A new all-through school (including primary with co-located early years, secondary and potentially a sixth form), up to three further primary schools (with co-located early years) and at least two standalone early years facilities, as demand requires.
  - 238.5ha of green and blue infrastructure (including the 108.8ha Dukes Wood Nature Park).
  - 17.3ha of new outdoor formal sports facilities.
  - Comprehensive infrastructure to support sustainable travel modes.
  - New Radial Distributor Road 2 from Essex Regiment Way.
  - Safeguarding of land for the future expansion of the Chelmer Valley Park and Ride.
  - Safeguarding of land for Chelmsford North-East Bypass and provision of future bridge crossings.
  - Travelling Showpeople Site for 9 serviced plots.
- 3.7. The Vision is expanded upon in greater detail in pages 25-49 of the DFD and within Section 4 of the report below.
- 3.8. The development has been designed to follow the concept known as the Power of 10+, whereby a well-planned and visited place can effectively become greater than the sum of its parts, by providing people with ten or more reasons to visit a place. Four villages are provided across the development; these are intended to become 'community anchors' offering a rich range of facilities and services as expanded upon in Section 4 of this report.
- 3.9. The shared ethos, as set out in the Vision seeks to ensure that each of the villages which make up the Garden Community are inclusive, delivering a wide mix of homes of varying tenures, types and sizes and catering to a range of needs. 35% of the dwellings are to be delivered as affordable housing with the mix of housing to be provided in accordance with the most up to date planning policies (presently Policies DM1 and DM2 of the Chelmsford Local Plan), the Strategic Housing Market Assessment (SHMA) and the Council's Housing Strategy. The Garden Community will deliver appropriately accessible and adaptable housing, which meets the Building Regulations applicable at the time, as well as specialist housing. Financial contributions towards specialist housing will be made, where appropriate, where the form of specialist housing would be better delivered in a city centre location for example.
- 3.10. The mix and density of development will vary having regard to local context, heritage and landscape considerations and sensitivities. Self-build and custom build housing will be provided in line with planning policy. Phasing and delivery of this type of housing will form part of the discussion at outline planning application stage.
- 3.11. The DFD refers to the provision of around 5,500 dwellings. The agreed scoping reports for each of the outline planning applications have an envelope of up to 6,500 dwellings; this is because it is necessary for the Environmental Impact Assessments for each outline planning application to consider a maximum scenario to ensure the impact of development is robustly assessed.

#### 4. Overview of the Masterplan and the Guiding Framework Principles

- 4.1 The DFD details a series of Guiding Framework Principles, these encapsulate the vision and are intended to act as the 'golden rules' for the development outlining how the requirements of Policy SGS6 (Strategic Growth Site 6) are to be translated, to achieve a high-quality, well designed, sustainable, and successful place. The Guiding Framework Principles each comprise a core objective and a series of guiding principles.
- 4.2 The DFD sets out the vision and framework for the Garden Community; at its heart are two Framework Parameter Plans (Land Use & Access and Green Infrastructure). The plans in turn inform an illustrative masterplan. The masterplan is based upon an indicative development specification which illustrates how the Garden Community can deliver the vision and ethos.
- 4.3 The DFD is intended to provide a robust and comprehensive framework for delivering the Chelmsford Garden Community, which will guide and inform all future planning applications.

#### Land Use & Development Parcels

- 4.4 The site is heavily constrained, not least by the Chelmsford North-East Bypass, which runs through the centre of the site; this divides the Garden Community into two parts. Land is to be safeguarded within the western part of the site for an extension to the existing Chelmer Valley Park & Ride site, which will be enhanced to deliver a comprehensive transportation hub.
- 4.5 No designated heritage assets are contained within the site itself, however, there are several listed buildings, which lie adjacent; these include Channels Farmhouse and Belsteads Farmhouse and Barn to the south-west, Powers Farm, Hobbits, Shuttleworth and Shoulderstick Haul to the north, Pevelers Farmhouse on Domsey Lane, Mount Maskells to the south-east on Generals Lane and New Hall to the south.
- 4.6 The area of land to the east of Domsey Lane, principally forming Zone 2 of the Garden Community, is designated as minerals safeguarded land; this is either restored, forms part of an active mineral extraction area or part of an area for future extraction. Sand and gravel are currently being extracted at Bulls Lodge Quarry pursuant to extant planning permissions. The phasing of the Garden Community has been designed to allow for the continued mineral extraction at the quarry. A 51 hectare lake, which forms part of the restoration scheme for the excavated area of the Boreham Airfield site, would be incorporated within one of the Garden Community's Destination Parks; Dukes Wood Nature Park.
- 4.7 Previous and future mineral extraction has, and will, shape the topography of the site. The site is mostly gently undulating and falls from north-west to south-east, towards Park Farm Brook, which runs through the site.
- 4.8 The constraints have heavily influenced the masterplanning of the site.

- 4.9 The Chelmsford Garden Community is comprised of the existing Channels and Beaulieu communities along with four newly proposed village centres and hubs. Park Farm Village would be located in the geographical centre of the Garden Community and at the crossroads of the key bus routes and major primary travel routes. The principal centre, along with the existing Beaulieu Neighbourhood Centre (Beaulieu Square) and future Beaulieu Station Hub to the south, would be supported by two secondary centres at Great Belsteads Village and Hawthorn Village, as shown on the plan at page 128. Smaller hubs are located at Willow Hill, Park Farm Community Hub, Beaulieu Local Facility (north of New Hall School), Regiment Way Business Park and the Channels Complex. The four village centres are positioned alongside the All Through School Campus (Park Farm) and the proposed standalone primary schools. The diagram at page 129 illustrates that over 95% of homes within the residential parcels would conceivably be within a 10 minute walk (800m) of a village centre.
- 4.10 Three employment hubs are situated across the Garden Community; two of these have been positioned at key gateway and high profile locations adjacent to the existing / future strategic road network. The third hub is formed by the existing Channels Complex where it is intended to become part of a village extension accommodating small business or co-working space within a small collection of barns. The CGC Innovation Hub has been positioned to also take advantage of the parkland setting of the future Channels Discovery Park (CGC Innovation Hub), which will comprise former golf course land, and reads as a natural extension of the green spaces provided as part of the Channels residential-led development to the south.
- 4.11 The Garden Community is fundamentally landscape led, using existing and historical hedgerow alignments and trees to define the development parcels. The trees and hedgerows provide the core of the green infrastructure for the masterplan as well as framing the landscape. Three substantial new Destination Parks (Channels Discovery Park, Dukes Wood and Park Farm Meadows) will be provided in locations evenly distributed across the site; these connect with multi-functional greenways which seek to protect, restore, enhance and create nature-rich habitats through a connected habitat mosaic. The greenways embrace the existing landscape, ecological and historical assets.
- 4.12 A Travelling Showpeople Site is proposed to the north of the Garden Community; this has been positioned to enable ready access to both the future Chelmsford North-East Bypass and the Northern RDR. The site has also been located to also ensure it falls within a 10 minute walking distance of Willow Hill Village Centre and an approximately 15 minute walking distance of Hawthorn Village, both of which are served by primary schools. The site is also close to Dukes Wood Sports Hub and Destination Park.

#### Movement Strategy

- 4.13 Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport are a key principle of delivering a successful Garden Community. The vision for the Garden Community embraces this principle. A key concept advanced through the masterplan is the 15 minute walkable neighbourhood; by carefully positioning village centres and developing a strong network of new pedestrian and cycle routes within the Garden Community, residents should be able to access a range of services and facilities by walking or cycling. Additional work has been undertaken to test the number of dwellings which are within a 10 minute walk (one way) of the village centres, as that is the distance recommended by the TCPA; in this respect, it is of note that the vast majority of properties would be within this walking distance.

- 4.14 A sustainable Garden Community cannot be predicated on the use of the car; the development in this respect is underpinned by a modal share target of at least 60% of all trips originating within the development to be by non-car means upon completion of the scheme. Active modes of travel represent the majority mode of travel for trips within the Garden Community; these account for walking, including wheelchair and mobility scooter use, cycling including e-bikes, tricycles and adapted bikes and other user propelled micro-mobility options. The target is to be realised through a comprehensive, inter-connected, direct and secure network of new pedestrian and cycle routes within the Garden Community, but of equal importance, to key destinations outside of the development, this includes the city centre, Broomfield Hospital, Anglia Ruskin University, Beaulieu Park Railway Station, Beaulieu Exchange (employment area) and the Springfield Business Park. Improvements to existing routes to Little Waltham and north as far as Braintree are also proposed.
- 4.15 Officers have spent considerable time focussing on the movement network, establishing a series of primary and secondary routes, considering the position of those routes, their function, the destinations they serve and ensuring that they are as direct as practically possible, avoiding scenarios where pedestrian and cycle routes are interrupted or take users off clear desire lines and force them to stop, or navigate awkward junctures; these are shown on pages 63 and 64 of the DFD. Work is ongoing between CCC and ECC officers, the Consortium and their transport consultants to agree the alignment of routes both within the development and off-site; this is a critical piece of work in ensuring delivery of a comprehensive active travel network. In accordance recommendation 1 of this report, the Policy Board is asked to delegate the Director of Sustainable Communities in consultation with the Chair, Vice Chair and Cabinet Member for Sustainable Development, to make final changes to the Development Framework Document once the matters in relation to the active travel network have been resolved and agreement reached.
- 4.16 A key element in securing sustainable connections off-site is Essex Regiment Way; this currently acts as a barrier for pedestrians and cyclists with the exception of the east-west Pegasus crossing at Bridleway 18 Broomfield. Following the opening of the Chelmsford North-East Bypass, it is proposed to reduce the existing speed limit on a substantial part of the carriageway to 40mph; this would enable the introduction of additional pedestrian and cycle crossings, as shown on the plan at page 64, to assist in reducing cross-valley severance and enable provision of a new active travel route from the Garden Community to a new cycleway along the Chelmer Valley Road, connecting with existing active travel routes to the city centre.
- 4.17 The Beaulieu development has secured a circular bridleway route as depicted on the plan at page 65 of the DFD. The existing route would be connected with a newly proposed multi-user route leading up to, and around the Dukes Wood Nature Park to be delivered within Zone 2. Provision of the route would mean that equestrians would be able to ride from Broomfield, across Essex Regiment Way via the Pegasus crossing at Bridleway 18 Broomfield through the Beaulieu development to one of the Garden Community's key destination parks. The provision of the route responds to comments raised by the Essex Bridleway Association.

- 4.18 The provision of an integrated, well connected high quality new and expanded bus service forms a key objective of the DFD and is a critical component in delivering a sustainable Garden Community, which discourages use of the private car. The proposal for bus provision is intended to build upon the success of the existing bus service at Beaulieu and Channels, where patronage has been particularly high. The proposed bus service routes along the primary road network and is set out at page 68 of the DFD, with the connection to the wider network shown at page 69. A series of bus gates are incorporated across the proposed bus network; these ensure a competitive advantage for buses over the private car, dependent on where people wish to go, and mean that it is a more efficient way of navigating the development. All dwellings would be located within a 400m walk of a bus stop. The outline planning applications will each be accompanied by a bus strategy to demonstrate how they will contribute towards meeting, or exceeding modal share targets as set out at page 59 of the DFD.
- 4.19 An integral part of achieving the modal share target and active mode target is the Parking Strategy. The Parking Standards, which are set out at page 74 of the DFD, have been the subject of extensive discussion with the Consortium ensuring a phased reduction in parking provision. The approach taken has been pragmatic, recognising that the network of mobility enhancing measures will not all reasonably be available from the first occupation, whilst at the same time accepting that they must be far more stringent than existing levels of parking provision at Beaulieu and Channels from the outset, if the modal shift is to be delivered. The standards limit provision on-plot whilst allowing additional off-plot parking in parking clusters within walking distance of, but not adjacent to residential properties; the intention is that the parking clusters can be genuinely repurposed for alternative uses, for example residential development, green space provision, as car ownership reduces. Cluster parking spaces should be leased on a short term basis, to provide the genuine opportunity for these to be relinquished and genuinely repurposed. Parking clusters should be placed within the control of the stewardship body to offer a continued source of income. The parking standards will be tested through the outline planning applications with the final parking standards approved via determination of these applications. On-street parking and unplanned will need to be carefully controlled and enforced through appropriate Traffic Regulation Orders, where appropriate.
- 4.20 The approach to parking is complemented by a network of primary and secondary mobility hubs, which are situated within 800m of every home. The hubs allow for the interchange between active travel modes and bus services; these include the provision of cycle storage and facilities which align with non-car living, for example, e-scooter hiring / parking / charging, cycle stands and a repair shop, car club parking, EV car charging and bus stops.
- 4.21 All dwellings with an on-plot parking space will be provided with EV charging points with provision for EV charging in communal parking clusters too; the approach will be set out in the outline planning applications. Access will be provided to a car club, with a target maximum walking distance of 400m to the nearest club vehicle.

Green & Blue Infrastructure

- 4.22 The Garden City Principles require development to enhance the natural environment providing a comprehensive green infrastructure network and net biodiversity gains. The Garden Community is fundamentally underpinned by a strong green and blue infrastructure network, which creates multi-functional green spaces and corridors, building upon existing landscape features, celebrates and connects important heritage assets through a network of discovery trails, and prioritises active travel through the delivery of approximately 20km of safe multi-functional greenways.

*Landscape*

- 4.23 The multi-functional greenways vary in width and function, dependent upon their location, with many exceeding the width of the existing Linear Park at Beaulieu in places. The routes are intended to accommodate shared cycle and pedestrian surfaced routes, equestrian use, where appropriate, native hedgerows, existing and new tree planting, incidental 'play on the way' features / trails, alongside informal sport in the form of outdoor gyms / fitness trails. The greenways connect to three substantial new Destination Parks; these are evenly distributed across the Garden Community and are intended to fulfil a multitude of functions, providing publicly accessible, high quality green and natural open spaces within an 800m walking distance of all homes. The larger destination parks will be supplemented by village greens.
- 4.24 Existing trees and hedgerows underpin the green infrastructure of the masterplan and frame the landscape. The fundamental premise of the development is to retain existing trees as these enhance the appearance of the Garden Community, whilst also providing rich habitats for a range of wildlife. The development is to be enriched by new planting with a target of delivering a 3 new trees per dwelling. New tree planting will be accommodated across the development within the new Destination Parks, the linked greenways, village greens and within streets, where feasible and where issues of adoption can be overcome. Woodland planting and landscaped areas will be used to frame open spaces, provide buffer planting, screen road noise, and improve air quality with an area of historic woodland reinstated at Dukes Wood Nature Park. Hedgerows will be used to support the movement of ecology across the development and to connect to the wider area.
- 4.25 Comprehensive nature recovery is proposed throughout the site in the form of Green Infrastructure; in this respect the DFD sets an aspirational target of 20%, to be delivered within the Garden Community itself, or off-site. The outline planning applications will each contain a Biodiversity Statement setting out a framework approach to delivering their respective parts of the site wide nature recovery. The matter is addressed in the Planning Framework Agreement to ensure a consistency of approach across all three outline planning applications.
- 4.26 A network of sustainable drainage measures is proposed across the Garden Community to build in resilience to climate change. The approach is multi-functional providing landscape, biodiversity and health and wellbeing benefits to local residents through their dual role as an amenity space and drainage resource; this has already been achieved effectively at Beaulieu and is referenced on page 32 of the Government's National Design Guide as a good practice example. The outline planning applications will each be required to submit a Surface Water Drainage Strategy based upon existing Greenfield run-off rates and a Framework SuD's Maintenance Plan.

- 4.27 Formal and informal sports facilities and recreational open spaces are to be evenly distributed across the site. The DFD sets out the level of provision to be incorporated based on Appendix B – Development Standards of the Local Plan; this equates to 4ha of allotments, community gardens and orchards, play space in the form of 5 Neighbourhood Equipped Areas of Play (NEAP's), 10 Local Areas of Equipped Play (LEAP's) and Local Areas of Play (LAP's) and informal 'play on the way', over 150ha of Destination Parks (Discovery Park, Park Farm Meadows and Dukes Wood Nature Park), over 17ha of formal sports provision at Great Belsteads and Dukes Wood with co-located provision at the All Through School Campus and over 78ha of natural and semi-natural open space including amenity green space.
- 4.28 The formal sports provision has been the subject of extensive discussion with officers including the Parks & Green Spaces team; the areas set aside for provision at Dukes Wood and Great Belsteads as shown on the illustrative masterplan at page 54 of the DFD have been tested to ensure they are of a size where they could each accommodate 3 no. senior football, 3 no. junior football and 1 no. cricket pitch seasonally located over the football pitches together with a sports pavilion including sports club rooms, toilets, 6 dual changing rooms and a groundsman's store and yard, equipped play space and a minimum number of parking spaces to be agreed at outline planning stage. 4.49ha of formal sports provision equating to 4 no. senior football pitches would be secured at the All Through School campus.
- 4.29 An all-weather 3G floodlit pitch will be provided at the All Through School and a second at the Dukes Wood Sports Hub. The final sports pitch provision including 3G pitch provision will be determined at outline planning application stage and secured through the Site Specific s106 Agreements. All three outline planning applications will need to be supported by an Outdoor Sports Strategy, masterplans, Parameter Plan and phasing plans detailing clearly, the size of the proposed sports provision, the accompanying facilities and the timetable for delivery.
- 4.30 The DFD confirms that a four court sports hall will be provided at the All Through School Campus and this will be sized to Sport England standards. A community use agreement, similar to that adopted at the existing Beaulieu Park School Campus would be secured through the Site Specific s106 Agreement. Scope exists, as acknowledged in the DFD to accommodate community fitness elsewhere within the Garden Community via commercial gyms and community halls, similar to the approach at the Beaulieu Community Centre, where there are multiple hirings for fitness classes.
- 4.31 All three outline planning applications will be accompanied by a Productive Landscapes Strategy for community gardens and allotments.

#### *Heritage*

- 4.32 The site has a rich and diverse historic environment with several historic farmsteads, lanes and trackways and hedgerows; these provide opportunities for enhancement and the creation of a sense of place, which is shaped by local heritage. Features of the historic landscape will be retained and enhanced, where feasible; these include aspects of the New Hall Estate and Boreham Airfield. Historic hedgerows will be preserved and reinstated. The area is also known to be rich in buried archaeological remains; these will be preserved in situ, where encountered, or the design will ensure avoidance of harm.

- 4.33 The masterplans for each outline planning application will build upon the guiding framework principles set out at page 78 of the DFD to ensure that the area's heritage is embedded within the Garden Community. Detailed Historic Setting Assessments will be undertaken of the key heritage assets, both designated and non-designated, within and surrounding the site where the development has the potential to cause harm. The Assessment will be particularly important in the context of development north of the Northern RDR; see Section 5 – Character Areas of this report.
- 4.34 A strong concept of the masterplan is the creation of a series of Discovery Trails, which are proposed to extend across the Garden Community within the Greenways and Destination Parks. The trails would be waymarked where they pass through, or close to sites of historic and environmental interest, with interpretation boards and public art and/or landscape features incorporated at points along the routes to aid interpretation of the site's rich history. The indicative location of the Discovery Trail is shown on the Green Infrastructure Plan at page 80 of the DFD. One of the notable Discovery Trails will reinstate and interpret the postulated line of the earlier Parks and Ride from New Hall by using landscape features, tree planting and, where appropriate, public art. The approach builds upon the compensatory measures being delivered at Beaulieu, as set out in the approved Landscape Design and Management Plan.
- 4.35 Areas of buffer planting are proposed at a series of points, as shown on page 81 of the DFD to screen views of the Garden Community from adjacent heritage assets. Areas of lower scale development have been identified; these include alongside Domsey Lane, north of the Northern RDR and adjacent to the Channels Complex.

#### Waste, Utilities & Energy

##### *Waste*

- 4.36 The vision for the Garden Community focuses on the concept of a circular economy; fully integrated sustainable waste management is at the forefront of this approach. A key objective in this respect, is to ensure the prevention, re-use, and recycling of waste, reducing its impact on the environment and facilitating the more sustainable use of resources.
- 4.37 The DFD states that each outline planning application will be required to set out a road map, detailing core targets to ensure that materials used reduce waste, offering a long and functional lifespan, with easy maintenance when necessary. The location of waste storage, collection and processing facilities will be designed having careful regard to the implications for the street scene, building in capacity, in acknowledgement that the range of recyclable or bio-degradable materials is likely to increase, in line with progressive government policy.
- 4.38 The Garden Community will deliver a range of education, training and awareness initiatives in relation to good waste management; it is anticipated that stewardship will underpin education and help foster a better understanding.

##### *Utilities*

- 4.39 Foul water drainage strategies are to be developed in accordance with relevant legislation and policy. Early engagement with the local planning authority and Anglian Water will be a requirement of each outline planning application. The drainage network will be offered for adoption as a publicly maintained sewerage system.



- 4.40 The delivery of sustainable utilities and services is integral to the Garden Community in order to enable the delivery of high efficiency connections across the development; these are required to support smart homes, low carbon heating, water efficiency, electric vehicle charging and superfast connectivity broadband through the installation of Fibre to The Premise for all homes and businesses on site. Use of a high efficiency electrical network eliminates the need for gas in residential homes and will reduce its demand in other buildings within the development. Outline planning applications will comprise a high level utilities layout demonstrating that the Garden Community will have sufficient capacity to enable high efficiency electric heating methods such as air source heat pumps, EV charging for each dwelling as well as localised communal charging locations within mobility hubs.

### *Energy*

- 4.41 Policy DM25 of the Chelmsford Local Plan sets out an expectation that all new dwellings and non-residential buildings will incorporate sustainable design features; whilst it does not prescribe that, residential dwellings are designed to be net zero, there is an expectation in the site-specific policy, Policy SGS6, as referenced above, that the Garden Community will be comprehensively planned and sustainable and underpinned by Garden City Principles. The TCPA principles in this respect, advise that development should use zero-carbon and energy positive technology to ensure climate resilience.
- 4.42 The DFD sets out an objective to ensure a clear pathway to achieving a net zero carbon development, one where low carbon energy production and minimised consumption are placed at the heart of sustainable development and which sets high standards, that embrace innovation and demonstrate the flexibility to respond to emerging technological advances. The approach to Energy is set out in detail at pages 98 to 102 of the DFD.
- 4.43 The timescale for the implementation of higher sustainable design and construction targets over the development lifetime of the Garden Community has been the subject of a number of meetings between the Consortium and CCC and ECC officers, including specialist advice from the County and its appointed consultant. The time taken to agree the approach recognises the importance of this issue, noting in particular that the City Council declared a climate and ecological emergency in 2019.
- 4.44 The approach set out below is ambitious but does factor in a necessary level of pragmatism noting that delivery of the programme requires advances in construction practices, technology and market supply, which are not within the Developer Consortium's direct influence, albeit there is a clear scope for learning through the development as outlined below.
- 4.45 During the period 2025-2029, residential and non-residential buildings will be required to meet the requirements of the Future Homes Standard and Future Buildings Standard, plus the space heating target recommended by the statutory, independent, UK Climate Change Committee. A space heating target of 15-20kWh/m<sup>2</sup>/yr has been agreed, to be calculated using a predictive energy modelling tool recognising that it is vital to ensure that the fabric of the buildings is the best they can be noting that it is easier to add solar pv at a later date, but far more difficult to retrofit the air tightness of the buildings. No fossil fuels will be provided, with heating delivered via heat pumps. Solar PV will be installed on all dwellings, with roofs designed to maximise the area available for PV. An identical space heating/cooling demand target will be secured for non-residential buildings, and again no fossil fuels will be provided. Non-residential buildings over 1,000m<sup>2</sup> will need to achieve the BREEAM Excellent operational energy requirement as a minimum.

- 4.46 The DFD sets out an expectation that the Consortium will look to support employment and skills training during this time period, to assess and monitor embodied carbon, with targets as per RIBA 2030, and to commit to a post occupancy evaluation of up to 10% of dwellings being built within this period, with the evaluation to cover a minimum of 2 years.
- 4.47 The Carbon Framework in respect of Years 2025-2029 is intended as a baseline for consideration against which future planning applications will be assessed, cognisant that technology and solutions to the net zero challenge are evolving over time. The Framework would be tested throughout the outline and reserved matters planning application stages, based on deliverability, which would include viability considerations, with the final Carbon Framework to be approved via the determination of the outline planning applications. The PFA will ensure the Carbon Framework is consistent across the Garden Community. Amendments to the Carbon Framework in respect of Years 2025-2029 will only be considered when justified circumstances are demonstrated, with evidence provided.
- 4.48 Residential and non-residential dwellings are expected to target net zero, for both regulated and unregulated use (excluding energy used for EV charging), during the period 2030-2034, or to meet the requirements of future Government or Local Plan net zero policy, whichever is the greater. Energy use intensity targets of <math>50\text{kWh/m}^2/\text{yr}</math> and space heating demand targets of  $15\text{kWh/m}^2/\text{yr}$  are set out; at this stage, in addition to the targets set out in years 2025-2029, renewable energy technologies, such as PV are to be installed with the aim of matching/balancing the predicted annual amount of energy consumed by the homes (excluding EV charging).
- 4.49 Non-residential buildings are to be net zero and to meet higher energy use targets. The requirements for space heating, the method of heating and renewable energy technologies would be the same as for residential buildings. An identical commitment to post occupancy evaluation is set out. Pilot projects, which go beyond net zero ready, in terms of operational energy, and which target lower air tightness and greater energy savings are to be progressed; to include up to 5% of homes within this timeframe. The pilot projects will aim to help improve construction skills, and investigate opportunities to involve local charities, or educational organisations to support people in delivering low carbon housing.
- 4.50 During the phase of development, 2035-2039, all residential and non-residential buildings would target full net zero delivering the equivalent of PassivHaus levels of energy performance, meeting targets to limit total energy consumption and to achieve an on-site energy balance where renewable energy generation matches annual average residual energy demand. Residential dwellings would be net zero, reducing total emissions to zero. The same approach would be followed for non-residential buildings.
- 4.51 Residential and non-residential buildings built between the period 2040-2042 would be fully net zero in order to deliver the equivalent of PassivHaus levels of energy performance, meeting targets to limit total energy consumption and to achieve an on-site energy balance, where renewable energy generation matches annual average residual energy demand.
- 4.52 All outline planning applications would contain a Sustainability and Energy Statement. The reserved matters would update the strategy to demonstrate progress against the targets set out, and incorporate accurate updated calculations based upon the final design and specification of the development.

- 4.53 A specific character area has been established, in addition, for any development north of the Northern RDR; there is a clear commitment as set out at page 142 of the DFD that this aspect of the Garden Community would be delivered as net zero/PassivHaus from the outset. Development in this part of the site could therefore act as a demonstrator site and early learning platform for other parts of the Garden Community.
- 4.54 The approach as set out is well considered and suitably ambitious.

#### Health & Community Infrastructure

- 4.55 A fundamental tenet of a Garden Community is the establishment of strong cultural, recreational, and shopping facilities in vibrant, sociable neighbourhoods which importantly are walkable; this coupled with a strong network of primary and secondary footpath and cyclepath routes as set out in paragraph 4.15-4.16 of this report, helps foster the creation of a healthy community. The development in this respect is underpinned by an extensive range of health and social infrastructure following the concept known as the Power of 10+ as previously outlined in this report.
- 4.56 The four village centres each seek to realise this concept, by becoming the community anchors of the development, offering a range of reasons for people to access them, not just for grocery shopping, but to access primary healthcare, a café, community space at Great Belsteads and Park Farm villages, a post box, places of worship, gallery space, indoor sports provision, art and cultural facilities and which promote an evening economy through targeted floorspace for the inclusion of a variety of use classes, attractive and safe public spaces and well-designed lighting.
- 4.57 Phases 1 and 2 of the development will largely be serviced by either the Great Belsteads or Willow Hill Villages whilst the southern portion of Zone 2, to be delivered in Phase 1 will be served by bridge crossing of Beaulieu Parkway (RDR1), which would also form part of a primary footpath/cyclepath route to the new Beaulieu Park Railway Station. The phasing is intended to ensure that no residents are left without a sustainable means of accessing local services and facilities.
- 4.58 Indoor sports provision and some community, arts/cultural uses will be based in facilities such as schools. The expectation is that these will be subject to a Community Use Agreement, as is the case with the Beaulieu Park All-Through School, as this is where the vast majority of the indoor sports provision is likely to be based.
- 4.59 The development indicates a potential demand for approximately 8GP's once fully complete however there is the scope to accommodate interim provision, co-located within village centres, in line with growth and demand, subject to the needs of the Integrated Care Board (NHS). Discussions will take place with the ICB as part of the outline planning applications, and the Infrastructure Delivery Plan will be revised accordingly, to ensure the Garden Community provides the necessary primary healthcare capacity to meet demand.

### Education

- 4.60 The allocation of school sites and early years and childcare provision will be secured as part of the outline planning applications, with the detailed design to form part of the subsequent reserved matters. Great Belsteads, Willow Hill and Hawthorn Villages would each contain a primary school with co-located early years provision. An All Through School, similar to that delivered at Beaulieu, will be provided at the Park Farm Village, incorporating, primary, co-located early years and secondary school provision. The potential also exists to provide a sixth form centre at this school site as per the Beaulieu model.
- 4.61 Extensive discussions have taken place with the Consortium and officers to ensure there is space to achieve the correct level of early years and childcare provision, in the appropriate form and locations across the Garden Community. All three primary school and the All-Through School Campus will each accommodate a 56 place early years and childcare facility with two further standalone facilities. Flexibility also exists to accommodate a further two standalone facilities within the village centres across the Garden Community (ECC's preference is for three facilities); this will be monitored through the IDP. The exact number of early years and childcare facilities will be determined at outline planning application stage based on precise unit numbers. Children with special educational needs who can be educated in mainstream environments will be catered for on-site; those with more specialist needs will be educated off-site within the County's existing SEN schools via a developer contribution as referenced in the IDP.
- 4.62 Detailed discussions have also taken place regarding the locational requirements of the education sites; in this respect the Consortium has been able to successfully demonstrate that the All Through School Campus can be accommodated on a single level site.
- 4.63 Having full regard to the Garden City Principles and the need to achieve walkable neighbourhoods, the school sites have been located so that they are situated within a targeted 800m walking distance of homes. Extensive work has taken place to develop a cohesive and strong walking and cycling network as set out at paragraphs 4.15 and 4.16 of the DFD ensuring that children can travel to school via active travel means. The secondary school occupies a central location to ensure it is best placed to serve the Garden Community; on account of its position, the school will be designed to enable the community use of facilities via a Community Use Agreement.
- 4.64 The process for delivering each of the school sites is detailed at page 114 of the DFD.

### Employment

- 4.65 The Garden Community seeks to provide high quality, amenity rich employment space, which serves the emerging local and wider population and accommodates a range of uses, which facilitate a self-sustaining and mixed community, minimising the need for external travel. A key element of the vision is the concept of a circular economy; this centres on providing flexible high quality spaces to encourage the local economy, delivering a mix of flexible employment spaces and supporting increased working from home and smart residential and commercial technologies.

- 4.66 Strategic Policy SGS6 allocates 45,000sqm of high-quality office/business park employment floorspace, with the prospect for an Innovation Park, which could potentially attract leading businesses in the Research and Development and High Technology Sectors. The North-East Chelmsford Garden Community Employment Study demonstrates that there is capacity for approximately 57,000sqm of dedicated employment floorspace within the three proposed employment hubs. The employment hubs as outlined at paragraph 4.10 above have been carefully located to respond to two key gateway and high profile locations adjacent to the existing / future strategic road network and, in the case of the CGC Innovation Hub to provide an outlook for future employees over a parkland setting.
- 4.67 The CGC Innovation Hub, 4.79ha in size, is intended to deliver employment space for the office/high technology sectors, as well as other key growth areas such as creative, digital, media and business and professional services. The siting of the hub, adjacent to Essex Regiment Way, ensures close access to a key transport corridor, which includes the adjacent Park and Ride site and ease of access to public transport services.
- 4.68 The Willow Hill Employment Hub occupies a position close to the Northern RDR and the Chelmsford North-East Bypass, providing ease of accessibility to the strategic highway network, enabling the hub to integrate within the wider regional economy. The strategic location means that the hub is well placed for logistics activities to enable it to connect with customers within the Chelmsford Garden Community and the wider city area.
- 4.69 Smaller scale flexible employment space, which could take the form of a small collection of barns, ideally suited to co-working and small businesses, is proposed at the existing Channels complex. Each of the four village centres are intended to accommodate approximately 250-500sqm of co-working and small-scale workspace hubs.
- 4.70 The approach to employment builds upon existing employment provision at Regiment Gate Business Park and Beaulieu Square (Neighbourhood Centre) and future provision at Beaulieu Exchange (Business Park) and Beaulieu Station Hub, addressing both the need for a strategic employment offer as well as achieving more local functions, which enable the provision of jobs close to new residents. Flexibility and adaptability will be important attributes to consider in the provision of employment uses beyond the dedicated hubs, this is necessary to provide premises for start-ups at the right price point for example, to ensure buildings can adapt, and to allow changes between uses, to offer a choice of premises from serviced plots to completed buildings of different sizes and to create opportunities for temporary uses given the long-term phasing of the Garden Community.
- 4.71 The final quantum and location of employment floorspace will be established by the Stage 2 Masterplan outlined planning applications, with the detailed designed delivered at reserved matters stage. The approach is considered sound.

#### Community Stewardship

- 4.72 Facilitating and implementing governance structures, which provide for the funding and long-term management of Garden Communities allowing land value capture for the benefit of the community, community ownership of land and long-term stewardship of assets and incorporate a strong vision, allow leadership and community engagement so as to ensure residents have ownership over decision making and place keeping are key facets of any Garden Community as set out in the TCPA principles. Ensuring the new Garden Community Council is central in this process will also be key.

4.73 The DFD recognises that it is critical that long term management and stewardship is considered early in the planning of the Garden Community and hardwired into delivery, financial and governance arrangements. The document recognises that if left until late on, there is a risk that a patchwork of management and maintenance approaches to the various public assets within the community. Currently the DFD proposes that a Stewardship Statement is submitted at outline planning application stage and that it should detail the approach to delivering:

- One stewardship body across the Chelmsford Garden Community (excluding Beaulieu and Channels unless otherwise agreed by the respective entities).
- Promotion of community-led development ensuring high levels of community participation and engagement.
- The new stewardship body being a not-for-profit entity.
- Minimised and capped service charges (subject to democratic changes).
- The inclusion of income generating assets (e.g: community buildings, sports provision, community housing, broadband, car parking clusters).

4.74 Officers are particularly cognisant of the need to see an integrated stewardship strategy for the Chelmsford Garden Community, which incorporates the TCPA Garden City Principles; with this in mind it commissioned Anthony Collins Solicitors to prepare an assessment in relation to stewardship options for the new Garden Community.

4.75 Officers are currently considering the content of this report and further discussion will be required with the Development Consortium ahead of the finalisation of the Development Framework Document for approval at Cabinet. In accordance with recommendation 1 of this report, the Policy Board is asked to delegate the Director of Sustainable Communities in consultation with the Chair, Vice Chair and Cabinet Member for Sustainable Development, to make final changes to the Development Framework Document once the matter has been resolved and agreement reached.

## 5. Character Areas

5.1 The masterplan comprises a series of linked, but distinct neighbourhoods, or villages, each of which has its own identity and character; these are outlined in detail at pages 128 to 158 of the DFD. Two character areas are worthy of particular note: the Northern RDR and Domsey Lane.

5.2 Land to the north of the Northern RDR has been the subject of detailed discussion with officers, including the Council's Heritage Officer. Residential development was initially proposed across a much larger expanse of the site north of the Northern RDR; this raised heritage and landscape sensitivity concerns and issues of severance, given that residents would have been reliant upon crossing a strategic road in order to access all of their day-to-day needs.

5.3 A specific character area has since been established for this part of the Garden Community, as expanded upon in Section 5 of this report following extensive discussions with officers. The area is expected to comprise uses, which by their nature are less co-dependent upon access to services and facilities, in order to address concerns associated with severance; this could include a hospice, private or specialist care, co-located housing (Community Trust) or suitable uses in combination. A detailed analysis of the eastern and western parcels, labelled 2 on the plan included on page 142 of the DFD is expected to be undertaken at outline planning application, informed by the Site Specific Heritage Assessment and Landscape and Visual Impact Assessment. Officers will carefully consider these assessments so that the decision regarding the nature, form and extent of development of these parcels to the north of

the Northern RDR is informed and evidence based. Officers have made clear that any development of these land parcels must be net zero carbon / PassivHaus; in this way the site can act as a demonstrator site and learning vehicle for development of net zero carbon homes within the remainder of the Garden Community.

- 5.4 Domsey Lane is referenced as a specific character area at pages 144 and 145 of the DFD. The document details how the Design Framework intends to minimise the impact of development on the existing community and the character of Domsey Lane, whilst creating meaningful links to and from the sections of the Garden Community either side of the lane. A targeted consultation with residents of Domsey Lane has commenced. Comments from residents will be accepted up until the Cabinet meeting on 24<sup>th</sup> January 2023. Residents of Domsey Lane will have further opportunity to submit representations to each of the outline planning applications, where further detail of the impact of development on the Domsey Lane will be provided. Officers are willing to work with the local residents to fully understand their concerns.

## 6. Delivery & Phasing

- 6.1 The Garden Community is proposed to be delivered in four phases as set out at pages 161 to 169 of the DFD; these are likely to be divided into sub-phases to expedite delivery. Integral to ensuring early establishment of sustainable travel behaviours, the attainment of excellent placemaking and the cohesive and effective delivery of the Garden Community is the prioritisation of infrastructure. Key accesses and primary streets are to be delivered first, with green open spaces and neighbourhood centres provided as early as possible and concurrently alongside housing. Natural boundaries are to be established to development plots and surrounding landscaped areas to minimise disruption to established and establishing communities.
- 6.2 A Site Wide Phasing and Delivery Strategy will support each outline planning application; these will set out the indicative timeframes for the delivery of each phase and sub-phase and trigger points for the construction of specific facilities or infrastructure. The Planning Framework Agreement, as discussed in Section 11 of this report will be responsible for agreeing triggers for various elements such as the timing of establishing a Stewardship Body.
- 6.3 A large part of the Garden Community is affected by extant mineral planning permissions; in this respect phasing strategies will need to be developed, which allow for extraction to be completed and land restored, whilst ensuring that relevant land is made available to deliver the overarching phasing strategy and requirements of the Infrastructure Delivery Plan.

## 7. Future Proofing

- 7.1 A fundamental consideration in development of the Stage 1 Masterplan has been the need to ensure the Garden Community is future proofed, given its delivery is likely to span a period of approximately 20 years. The Garden Community, in this respect must be able to adapt to changing policy, technology, demographics, environmental and cultural behaviours. Adaptation methods include the need, for example, for future outline planning applications to respond to changes in development plan policy, street typologies to be updated at reserved matters stage to respond to national and local design and safety standards, and employment floorspace to be secured via planning conditions, to avoid any future changes of use, which may become permitted development by virtue of amendments to the General Permitted Development Order.

- 7.2 Development of the Garden Community is predicted to extend until 2040; within this time period there will undoubtedly be advances in technology, which the scheme must respond to. Examples include travel plans, which will need to be undertaken at three yearly intervals to take account of emerging technologies, the need to secure a sufficient electricity supply to cater for future modes of electric vehicle travel and ensuring the Garden Community is at the forefront of implementing modern sustainable drainage measures.
- 7.3 The size and demographic of the Garden Community will undoubtedly change, to accommodate this, the development has been designed to ensure that cycle and walking routes have the capacity to accommodate an expanding community, that the land allocated for schools is sufficient to enable them to expand in response to demand, and to provide housing to meet a range of size needs as well as needs for accessible and specialist housing.
- 7.4 The DFD is particularly mindful that the City Council declared a climate and ecological emergency in 2019; in this respect sustainable development principles run throughout the document and there is a clear acceptance that the development must be resilient to change. Examples of resilience include the need for a diverse planting palette of native and non-native species as part of the Green Infrastructure network, buffer zones with drainage attenuation features, and buildings to be required to meet high sustainability standards.
- 7.5 People's behaviours will also change over time and the Garden Community needs to be able to respond. Measures are proposed to allow this to happen, including monitoring parking provision to allow alternative uses in place of cluster parking areas to come forward, village centres designed to allow for the flexibility for future outdoor community events, gatherings and local needs, the inclusion of meanwhile uses in the early phases of development and the ability for spaces to be used flexibly, so that they can adapt to the groups and organisations who wish to use them and the inclusion of flexible and resilient employment floorspace.

## 8. Design Coding & Implementation

- 8.1 The approach to design coding and the process of agreeing a Site Wide Design Principles Document is still the subject of discussion between the Developer Consortium and CCC officers. Reference to a Site Wide Design Principles Document was contained within the draft DFD, but now has been effectively removed by the Developer Consortium. In accordance with recommendation 1 of this report, the Policy Board is asked to delegate the Director of Sustainable Communities in consultation with the Chair, Vice Chair and Cabinet Member for Sustainable Development, to make final changes to the Development Framework Document once the matter has been resolved and agreement reached.

## 9. Public Consultation – Main Issues

- 9.1 The public consultation ran for a period of 4 weeks during May and June 2022. The City Council displayed site notices, undertook extensive consultation and leaflets were sent to residents.
- 9.2 The comments received from the public consultation have been summarised and are attached at Appendix 4.
- 9.3 The representations have included a petition from the residents of Domsey Lane; this requests that the road is closed off in order to allow for the continued and safe use of



the lane for pedestrians, cyclists and horses. The masterplan explains how Domsey Lane will be dealt with as part of the garden community at pages 144-145. The masterplan indicates that the DFD seeks to minimise the impact of the development on the existing community and that to ensure the character of Domsey lane is retained, traffic will be regularly monitored and, if necessary, traffic features will be regulated. A technical note has been prepared and provides more information on how Domsey Lane will be managed has also been submitted; see Appendix 5.

- 9.4 A targeted re-consultation has commenced with residents of Domsey Lane and the City Council has written to them providing them with the opportunity to review the technical note and character area section as set out at pages 144-145 of the DFD. The letter makes clear that the decision taken at the Policy Board meeting on 19<sup>th</sup> December is a recommendation to Cabinet and a final decision on whether to approve the masterplan will not be made until consideration by the Council's Cabinet at its meeting on 24<sup>th</sup> January 2023. Comments from residents will be accepted up until the date of the meeting and will be incorporated within the report to Cabinet and the update paper circulated at the meeting.
- 9.5 Residents will also be provided with a further opportunity to submit comments as part of each outline planning application and detailed planning application and this has been clarified in the neighbour notification letter.
- 9.6 Representations from Domsey Lane residents and other neighbouring residents have also raised a series of other matters as addressed below.
- 9.7 The Garden Community is an allocated site within the Local Plan, which is fundamentally underpinned by a strong green and blue infrastructure network. The report outlines the approach to landscaping and heritage at paragraphs 4.23 to 4.35. The site location is considered sound and highly sustainable connecting with the established and establishing communities at Beaulieu and Channels via a network of primary and secondary footpaths and cyclepaths which provide access to the future Beaulieu Park Railway Station.
- 9.8 Matters of housing design and layout will be addressed at reserved matters stage. The provision of solar PV panels is a fundamental component of achieving net zero carbon. EV charging points would be required for each dwelling in accordance with development plan policy.
- 9.9 A series of points have been raised in relation to traffic levels and transport matters; these will be addressed within the transport element of the Environmental Statement which is a requirement of each outline planning application. A Transport Assessment or Statement will also be required in support of each detailed planning application for highway works. Significant consideration has been given to the network of primary and secondary footpaths/cyclepaths within the site and how these connect with the existing movement network within Beaulieu and Channels, serve key destinations such as existing and future schools, village centres and leisure provision and the future Beaulieu Park Railway Station. The north-eastern corner of Hawthorn Village abuts an Essex Police facility; officers have considered the prospect of an access being created from this facility into the Garden Community for use by the police in the event of an emergency, which could be gated or subject to a Traffic Regulation Order. The road is a private road and as such it is not possible for the Consortium to commit to a vehicular access road, however the potential for a future active travel connection will be explored.
- 9.10 Health provision is addressed at paragraphs 4.55 – 4.59 of the report.

- 9.11 Comments have been raised in response to the location of the proposed innovation hub adjacent Regiment Business Park; the distribution of employment provision is addressed in detail at paragraphs 4.65 to 4.71. Contamination has been scoped into the Environmental Impact Assessment and the ground conditions are understood.
- 9.12 The DFD provides notable detail on each village centre, with a character area established for each. The document confirms that a mix of uses will be accommodated within each centre as set out in paragraph 4.56 of the report. No objections are raised to the form and siting of the employment provision.
- 9.13 The Council has carried out extensive consultation as summarised in section 2.7 of the report.

## 10. Infrastructure Delivery Plan (IDP)

- 10.1 The Infrastructure Delivery Plan sets out the framework for infrastructure delivery, when this needs to be delivered, by whom and at what cost. The IDP seeks to ensure co-ordination of key infrastructure between all parties, that all items of infrastructure are accounted for and that all outline planning applications deliver their fair apportioned share.
- 10.2 The IDP contains a schedule detailing each infrastructure item, its cost and delivery trigger together with the assumptions behind cost and delivery. The IDP will need to be updated as the outline planning applications are prepared, and further technical information becomes available; it is therefore intended to function as a living document, to be developed as part of the detailed assessments of the three outline planning applications. The review of the IDP will be undertaken through the IDP Working Group; this will be controlled and governed by the PFA as set out in detail below.
- 10.3 A viability assessment of the proposed development has been prepared on behalf of the Consortium by Turner Morum. The viability assessment been independently reviewed by CCC's consultants Gerald Eve who are satisfied that the Garden Community is potentially capable of being viable and deliverable within the estimates set out in the IDP; having regard to sensitivity testing. The conclusion is reliant on sensitivity due to the level of detail provided by the Consortium in regard to infrastructure costs. The review emphasises the importance of having due regard to site specific costs on comparable benchmark land value, which dictates viability. The assessment makes allowance for an additional £2,000 per dwelling for stewardship and in the region of £3,000 per dwelling in relation to additional s106 items. The assessment assumes the delivery of 5,500 dwellings but recognises that the IDP will need to be updated should this number change significantly. A further review would also be needed to ensure the scheme remains viable and deliverable.
- 10.4 The detailed breakdown of the IDP items is included within the IDP scheme.
- 10.5 Elements of the infrastructure will be delivered by CCC or ECC, for example the education and skills provision. All land required to be transferred would be secured by an option agreement and fully serviced, with ECC/CCC then assuming responsibility for delivery of this infrastructure using financial contributions paid by the Consortium.

- 10.6 Land equalisation has been factored into the IDP to ensure a proportional split between the development partners. The secondary school, for example forms part of the All Through School Campus, which falls exclusively within Zone 2. The developers of Zones 1 and 3 therefore benefit from developable land within their respective parcels, which they would otherwise have had to contribute towards this infrastructure item. On that basis, and in other similar situations eg: delivery of the Northern RDR, there is a requirement to rebalance the provision, so in the example of the secondary school provision, the Zone 2 developer would receive a credit and the Zones 1 and 3 developers would make up the difference by paying additional monies.
- 10.7 Discussions are on-going with the Developer Consortium as to the whether a mechanism be included within the PFA to allow the HIF contribution to be adjusted where costs exceed the estimate in the IDP. The Council is taking advice on the most appropriate mechanism for assessing how any adjustment can be made and this will also need to be subject to the discussions taking place with ECC and Homes England (see paragraph 10.10 below) on the HIF Recovery and Recycling Strategy.

#### Housing Infrastructure Fund – Recovery and Recycling Contributions

- 10.8 The delivery of the Chelmsford North-East Bypass (CNEB) and Beaulieu Park Railway Station are jointly funded through a £218 million Housing Infrastructure Fund award. The HIF Grant Determination Agreement (GDA) includes a Recovery and Recycling Strategy completed in March 2021, and sets out a per dwelling tariff, secured through the s106 Agreement. This is applied to each of the sites (residential element) dependent on the infrastructure secured through the HIF award.
- 10.9 The HIF Recovery and Recycling Strategy shows the potential to recover a total of £95.5 million, across all of the relevant sites, with the Chelmsford Garden Community site contributing towards £55.5 million of this total. The recovery monies were intended to be recycled into another infrastructure scheme to bring forward additional residential development, with the dualling of the Chelmsford North-East Bypass identified as a potential recipient.
- 10.10 The IDP assumes a HIF Recycling contribution of £10,004 per dwelling to be paid on an equal basis across the delivery of the Garden Community.
- 10.10 It is possible that the actual construction costs of the CNEB will increase due to the cost of materials and inflation. The tendered construction costs will be known early in 2023. Officers from ECC and CCC are in communication with colleagues at Homes England to update the HIF Recovery and Recycling Strategy in light of any changes.

### 11. Planning Framework Agreement (PFA)

- 11.1 The Planning Framework Agreement will be the overarching legal agreement for the entire Garden Community that provides the framework, which the Site Specific s106 Agreements for individual outline planning applications will need to comply with.
- 11.2 The PFA is intended to secure the following, as set out in greater detail within the Heads of Terms – Planning Framework Agreement Summary Note set out at Appendix 2:
- Linkages – The outline planning applications and the Northern RDR to be brought forward in broad conformity with the approved DFD. Access to each other's land to be facilitated.
  - Infrastructure Delivery Plan Working Group – Establishment of a working group to monitor and review the operation of the IDP, delivery of infrastructure and to make

necessary updates to the IDP. The working group to have a reporting function to the Progress Delivery Group. Any material changes to the IDP and/or approval of actual infrastructure costs as part of any update to the IDP to remain with the City Council to approve.

- Progress Delivery Group – Establishment of the PDG comprising representatives of the developers, City and County Councils to act as a non-decision making forum to share information and act collaboratively in respect of the planning and delivery of the site and to provide a monitoring function.
- Monitoring – Provision of quarterly monitoring reports; details to be further identified within the PFA.
- HIF Recycling Contributions – The full HIF Recycling Contribution of £55,022,000 to be split between each outline planning application area and paid in a series of instalments.
- Education – The outline planning applications to be in broad conformity with the education principles specified in the approved DFD. A requirement upon the Consortium to ensure provision is made across the Garden Community to accommodate the proposed level of development, integrated across the site and delivered in accordance with the approved IDP and completed Site Specific s106 Agreements.
- Northern RDR – The developer of Zone 3 (Halley Developments Ltd) to bring forward the detailed planning application for the road and to ensure its construction. The developers of Zones 1 and 2 to ensure land is safeguarded and retained for its delivery. The detailed arrangement for provision of the Northern RDR to be set out in the Site Specific s106 Agreement.
- Design Code – Secure a Design Code at outline planning application stage, which is substantially in accordance with the Design Code Framework in the approved DFD.
- Sustainability Standards – The PFA to set out the approach to setting sustainability standards.
- Biodiversity Net Gain – Submission of a site wide Biodiversity Net Gain Strategy for approval by the City Council prior to the determination of the first outline planning application; reasonable endeavours to be used to achieve 20% biodiversity net gain across the entirety of the site in its end state.
- Public Open Space – Development of compatible strategies to deliver the open space principles in the approved DFD. The Site Specific s106 Agreements to include obligations for the specification, ownership and stewardship arrangements for open space provision.
- Stewardship – The outline planning applications to reflect the stewardship principles in the approved DFD. Prior to determination of the first outline planning application, the Consortium to submit for approval (i) the governance structure of the proposed stewardship vehicle, (ii) the business plan for the proposed stewardship vehicle and (iii) a programme for the establishment and operation of the proposed stewardship vehicle.
- Community Facilities – Outline planning applications to reflect the community facilities principles in the approved DFD. The Site Specific s106 Agreements to include obligations for the specification, ownership and stewardship arrangements for community facilities.
- Transport Infrastructure & Sustainable Travel – Development of compatible strategies to reflect the transport infrastructure / sustainable travel principles in the approved DFD.
- Affordable Housing – The Garden Community to provide a minimum of 35% affordable housing in each outline planning application areas unless otherwise specified in the Site Specific s106 Agreements and to ensure that the type and tenure mix of the affordable housing accords with the City Council's adopted policy. The Site Specific s106 Agreements to include (i) submission of an Affordable

Housing Scheme, (ii) delivery triggers for the affordable housing and (iii) provision for the transfer of the affordable housing units to a Registered Provider where applicable.

- Other Financial Contributions – Any other financial contributions sought by the City or County Council to be provided for within the Site Specific Agreements.
- Employment – The PFA to secure a mechanism/approach to develop compatible strategies for delivering employment across the site in accordance with the employment principles in the approved DFD and to report and monitor site-wide progress in relation to those strategies.
- Third Party Land – The Consortium to collaborate with each other in securing third party land to the extent required for the proposed development.

11.3 The PFA is in the process of being agreed and it is proposed that the Stage 1 Masterplan is referred to Cabinet with a recommendation that authority to complete and agree the framework be delegated to the Director for Sustainable Communities.

## Conclusion

The ambition for the Chelmsford Garden Community is that it becomes exemplary; exceeding what has typically been achieved within other major development schemes both nationally and within the city area to date by some significant margin. The DFD sets out a vision, which is one of a shared place displaying an ethos of equality that reflects the significant level of collaborative working behind its development. All elements of the vision are informed by the need to become carbon zero and to minimise the impact of the new community on climate change. The vision is considered highly ambitious as befits a Garden Community.

Chelmsford Garden Community provides the opportunity to deliver an exemplar, high quality and comprehensively planned development, comprising new homes, employment, schools, community, retail and health facilities connected by a strong green and blue infrastructure network, which respects and celebrates local landscape character and heritage and incorporates destination parklands and significant areas of green space. The Garden Community is underpinned by a substantial new active travel network and a series of sustainable travel measures, which extend far beyond those delivered on any other strategic site to date including the provision of mobility hubs and access to the future Beaulieu Park Railway Station

The Garden Community is intended to lead the way in moving towards a net zero carbon development with an ambitious timescale for the implementation of higher sustainable design and construction targets over the development lifespan; these go beyond current policy requirements and include for early delivery of fully net zero carbon development north of the northern RDR.

The DFD is the culmination of two years of collaborative, pragmatic and pro-active working with the Developer Consortium, ECC and statutory and non-statutory consultees. The document demonstrates how the requirements of Strategic Growth Site Policy 6 will effectively be delivered.

The Stage 1 Masterplan is presented to Chelmsford Policy Board with recommendations that it be referred to Cabinet for approval subject to the agreement of an amended active travel network; inclusion of an appropriate process to agree Site-wide Design Principles; and finalisation of the community stewardship arrangements and any final changes to the Development Framework Document (DFD, including any arising from the focussed consultation on Domsey Lane access arrangements).

## List of Appendices:

Appendix 1 – Stage 1 Masterplan: Development Framework Document  
Appendix 2 – Planning Framework Agreement Summary Note  
Appendix 3 – Summary of Officer Comments, Consortium Responses and Final Position  
Appendix 4 – Consultation Summary – Statutory and Non-Statutory Consultees and Neighbour Representations  
Appendix 5 – Technical Note: Domsey Lane

## Background Papers:

Garden City Standards for the 21<sup>st</sup> Century: Practical Guides for Creating Successful New Communities  
Guide 1 – Locating and Consenting New Garden Cities  
Guide 2 – Finance & Delivery  
Guide 3 – Design & Masterplanning  
Guide 4 – Masterplanning for Net Zero Energy  
Guide 5 – Homes for All  
Guide 6 – I'd Love to Live There! Planning for Culture and the Arts  
Guide 7 – Planning for Green & Prosperous Places  
Guide 8 – Creating Health Promoting Environments  
Guide 9 – Long Term Stewardship  
Guide 10 – 'Edible' Garden Cities  
Guide 11 – People, Planning & Power  
Guide 12 – Modern Methods of Construction  
Guide 13 – Sustainable Transport  
Guide 14 – Building Climate Resilient Large Scale New Communities

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## Corporate Implications

### **Legal/Constitutional:**

The creation of a new stewardship body and its interaction with the new Chelmsford Garden Community Council will require further legal advice. CCC has commissioned legal advice for the preparation of the future s106 agreement and further advice regarding stewardship matters.

### **Financial:**

CCC's work on the Garden Community is being funded through the Garden Community Capacity Fund administered by Homes England for Government and Planning Performance Agreements (PPAs) agreed with the Developer Consortium. Further income will be forthcoming through planning application fees.

### **Potential Impact on Climate Change and the Environment:**

The DFD is particularly mindful that the City Council declared a climate and ecological emergency in 2019; in this respect sustainable development principles run throughout the document and there is a clear acceptance that the development must be resilient to change. Examples of resilience include the need for a diverse planting palette of native and non-native species as part of the Green Infrastructure network, buffer zones with drainage attenuation features, and buildings to be required to meet high sustainability standards.

### **Contribution toward Achieving a Net Zero Carbon Position by 2030:**

The DFD sets out an objective to ensure a clear pathway to achieving a net zero carbon development, one where low carbon energy production and minimised consumption are

placed at the heart of sustainable development and which sets high standards, that embrace innovation and demonstrate the flexibility to respond to emerging technological advances.

The proposed carbon framework is set out within the report and is ambitious whilst factoring in a necessary level of pragmatism noting that delivery of the programme requires advances in construction practices, technology and market supply, which are not within the Developer Consortium's direct influence, albeit there is a clear scope for learning through the development as outlined below.

During the period 2025-2029, residential and non-residential buildings will be required to meet the requirements of the Future Homes Standard and Future Buildings Standard, plus the space heating target recommended by the statutory, independent, UK Climate Change Committee. Residential and non-residential dwellings are expected to target net zero, for both regulated and unregulated use (excluding energy used for EV charging), during the period 2030-2034

**Personnel:**

A specific new Garden Community Team has been established in Spatial Planning Services in the summer of 2022 comprising four full-time officers substantially funded through Planning Performance Agreements (PPAs).

**Risk Management:**

A number of risk considerations exist when dealing with such a large and complex development site. Recent increases in material costs and inflation will likely have an impact on construction costs, however, this needs to be balanced with the build-out period likely to be at least 20 years. A Progress Delivery Group and Infrastructure Delivery Group are being constituted by the PFA Legal Agreement to among other matters monitor these risks.

**Equality and Diversity:**

An Equalities and Diversity Impact Assessment has been undertaken for the Chelmsford Local Plan.

**Health and Safety:**

None

**Digital:**

The Chelmsford Garden Community will be required to have a strong digital presence. The Developer Consortium have set up a website, which will need to be further developed as the project moves forward, which will also involve the new Parish Council and future Stewardship bodies.

**Other:**

None

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**Consultees:**

ECC – Planning - Major Developments and New Communities  
CCC – Spatial Planning

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**Relevant Policies and Strategies:**

The report takes account of the following policies and strategies of the City Council:

Chelmsford Local Plan 2013-2036

Our Chelmsford, Our Plan, January 2020  
Chelmsford Climate and Ecological Emergency Action Plan