

# Chelmsford Policy Board Agenda

**15 October 2020 at 7pm**

**Remote Meeting**

**Membership**

Councillor G H J Pooley (Chair)

**and Councillors**

H Ayres, N Chambers, W Daden, I Fuller, J Galley, M Goldman,  
S Goldman, N Gulliver, G B R Knight, R Moore, R J Poulter,  
I C Roberts, A Sosin, N Walsh, R T Whitehead  
and T N Willis

Local people are welcome to attend this meeting remotely, where your elected Councillors take decisions affecting YOU and your City. There is also an opportunity to ask your Councillors questions or make a statement. These have to be submitted in advance and details are on the agenda page. If you would like to find out more, please telephone Brian Mayfield in the Democracy Team on Chelmsford (01245) 606923 email [brian.mayfield@chelmsford.gov.uk](mailto:brian.mayfield@chelmsford.gov.uk)

# CHELMSFORD POLICY BOARD

15 OCTOBER 2020, 7pm

## AGENDA

### PART 1

Items to be considered when members of the public are likely to be present

#### 1. ATTENDANCE AND APOLOGIES FOR ABSENCE

#### 2. DECLARATIONS OF INTEREST

All Members are reminded that they must disclose any interests they know they have in items of business on the meeting's agenda and that they must do so at this point on the agenda or as soon as they become aware of the interest. If the interest is a Disclosable Pecuniary Interest they are also obliged to notify the Monitoring Officer within 28 days of the meeting.

#### 3. MINUTES

Minutes of meetings on 1 October 2020

#### 4. PUBLIC QUESTIONS

Any member of the public may ask a question or make a statement at this point in the meeting, provided that they have been invited to participate in this meeting and have submitted their question or statement in writing and in advance. Each person has two minutes and a maximum of 15 minutes is allotted to public questions/statements, which must be about matters for which the Board is responsible. The Chair may disallow a question if it is offensive, substantially the same as another question or requires disclosure of exempt or confidential information. If the question cannot be answered at the meeting a written response will be provided after the meeting.

Any member of the public who wishes to submit a question or statement to this meeting should email it to [committees@chelmsford.gov.uk](mailto:committees@chelmsford.gov.uk) 24 hours before the start time of the meeting. All valid questions and statements will be published with the agenda on the website at least six hours before the start time and will be responded to at the meeting.

Those who have submitted a valid question or statement will be entitled to put it in person at the meeting, provided they have indicated that they wish to do so and have submitted an email address to which an invitation to join the meeting and participate in it can be sent.

5. REVIEW OF SYSTEM OF SPECIAL EXPENSES
6. MASTERPLAN FOR WEST CHELMSFORD (WARREN FARM)
7. CHELMSFORD GARDEN COMMUNITY DEVELOPMENT FRAMEWORK DOCUMENT (MASTERPLAN) UPDATE
8. URGENT BUSINESS

To consider any other matter which, in the opinion of the Chairman, should be considered by reason of special circumstances (to be specified) as a matter of urgency.

## PART II (EXEMPT ITEMS)

NIL

**MINUTES**  
**of the**  
**CHELMSFORD POLICY BOARD**  
**held on 1 October 2020 at 7pm**

Present:

Councillor I Fuller (Vice-Chair in the Chair)

Councillors H Ayres, W Daden, J Galley, M Goldman, S Goldman,  
D Jones, G B R Knight, R Moore, J A Potter, R J Poulter, I Roberts, A Sosin,  
M Steel, N Walsh, R T Whitehead and T N Willis

Also present:

Councillors A Davidson, C Davidson, R J Hyland, M J Mackrory and S R Robinson

### 1. Attendance and Apologies for Absence

The attendance of those present was confirmed. Apologies for absence had been received from Councillors G H J Pooley, N Chambers and N Gulliver, who had appointed Councillors D Jones, J A Potter and M Steel respectively as their substitutes.

### 2. Minutes

The minutes of the meetings on 16 and 23 July 2020 were confirmed as correct records.

### 3. Declarations of Interest

All Members were reminded to disclose any interests in items of business on the meeting's agenda and that they should do so at this point on the agenda or as soon as they became aware of the interest. They were also obliged to notify the Monitoring Officer of the interest within 28 days of the meeting, if they had not previously notified her about it.

### 4. Public Questions

No questions were asked or statements made by members of the public.



## 5. Consultation on Planning for the Future White Paper and Changes to the Current Planning System

The Board considered a suggested response by officers to the Government's consultation on the "Planning for the Future White Paper" on which it had invited comments by 29 October 2020. Comments on a technical document that accompanied the White Paper entitled "Changes to the Planning System" had been requested by 1 October 2020. The Council's views on that had been submitted by the Director of Sustainable Communities after consultation with the Cabinet Member for Sustainable Development and were included on the Green Sheet of additional information circulated before the meeting.

Members received a presentation by officers on the 24 proposals of the White Paper which covered three main elements:

- Land use planning and the preparation and examination of Local Plans
- Improving the design and sustainability of development
- Streamlining developer obligations and contributions

In the view of officers, the proposals that streamlined and speeded up the plan-making process were to be welcome but there were concerns about other aspects of the White Paper, especially in the areas of public engagement and developer contributions for infrastructure provision. Officers added that the intention to report soon to the Board on the Local Development Scheme had been put on hold pending an assessment of the effect of this and future expected consultations on changes to the planning system and Local Plans.

In discussing the White Paper members agreed that there were several key areas of concern which they felt should be emphasised in the response to the Government. They feared that the proposals would result in:

- (a) a reduction in public engagement and consultation in the production of Local Plans and the reduction or removal of the right for residents to object to subsequent planning applications near them;
- (b) the granting of automatic planning permission for developers to build on land identified as 'for growth';
- (c) the removal of section 106 payments and the Community Infrastructure Levy for infrastructure and their replacement with a national levy, to the probable disadvantage of Chelmsford;
- (d) an increase in the number of dwellings required to be built in the future per annum from 805 in the recently adopted Local Plan, which had been locally assessed, to in excess of 1,500pa using the Government's new national method, a 94% increase;

- (e) a reduction in the delivery of more genuinely affordable housing, whereas the focus should be on accelerating that delivery to meet the increasing demand;
- (f) a watering down of the importance of environmental assessments and not sufficiently taking into consideration the provisions in the Climate Change Act 2008 that addressed carbon dioxide emission standards for future housing stock; and
- (g) archaeology and heritage being put at risk by undermining pre-commencement archaeological conditions.

Other issues raised during the discussion were that the White Paper did not address the problem of developers failing to implement planning permissions in a timely manner and whether there should be penalties for their failure to do so; that it did not have sufficient regard to the importance of masterplanning in creating successful and sustainable developments; and, importantly, that it failed to provide a solution to the central question of how to ensure that more houses were built that met people's needs.

Responding to questions from the Board, officers said that

- attempts were made to integrate Neighbourhood Plans in the planning process and to collaborate with parish councils to co-ordinate those plans with the Local Plan. To what extent that would be affected by the White Paper was not clear;
- it appeared that a Neighbourhood share would be retained under the new Infrastructure levy for local infrastructure projects; and
- the reformed levy arrangements would place a greater financial burden and risk on local authorities.

The Board recognised that members may have other comments on the White Paper and asked that those be forwarded to the Director for Sustainable Communities who, with the Cabinet Member for Sustainable Development, would consider their inclusion in the official response to the consultation.

RESOLVED that

1. The proposed consultation response to the White Paper "Planning for the Future" set out in Appendix 1 of the report to the meeting be approved, subject to any changes the Director of Sustainable Communities and the Cabinet Member for Sustainable Development consider necessary to finalise it, and submitted to the Ministry of Housing, Communities and Local Government.
2. The proposed consultation responses should be amended to reflect and emphasise concerns that the proposals in the White Paper will:
  - (a) Reduce public engagement and consultation in the production of Local Plans and reduce or remove the right for residents to object to subsequent planning applications near them.
  - (b) Grant automatic planning permission for developers to build on land identified as 'for growth'.

- (c) Remove section 106 payments and the Community Infrastructure Levy for infrastructure and their replacement with a national levy which will almost certainly be to Chelmsford's disadvantage.
  - (d) Increase the number of dwellings required to be built in the future per annum from 805 in the Local Plan adopted this year, which was locally assessed, to in excess of 1,500pa using the Government's new national method, a 94% increase.
  - (e) Reduce the delivery of more genuinely affordable housing whereas the focus should be on accelerating that delivery to meet the increasing demand.
  - (f) Water down the importance of environmental assessments and not sufficiently take into consideration the provisions in the Climate Change Act 2008 that address carbon dioxide emission standards for future housing stock.
  - (g) Put at risk archaeology and heritage by undermining pre-commencement archaeological conditions.
3. The Policy Board resolves to instruct the Chief Executive and Leader of the City Council to write to the three Members of Parliament for Chelmsford setting out the Council's reservations and concerns about the proposals in the White Paper and asks them to express those concerns to the Secretary of State for Housing and Local Government in their capacity as local Members.
4. It further resolves to remind all Members of the City Council of the need to respond to the consultation individually and recommends that they copy their responses to our three Members of Parliament so that they may be aware of the concerns of the City Council.

(7.05pm to 8.31pm)

## 6. Inspector's Main Modifications to the North Essex Authorities' Joint Section 1 Draft Local Plan

Officers had prepared for the Board's consideration a suggested response to the consultation on the North Essex Authorities' Shared Strategic (Section 1) Local Plan. That Local Plan concerned the principle of development of the three new Garden Communities at the locations west of Braintree (Rayne, Gt Sailing), Colchester/Braintree Borders (Marks Tey area) and Colchester/Tendring Borders (Essex University/Wivenhoe area).

The first two locations had been withdrawn following the Examination of the Local Plan and the present consultation concerned only the location on the Colchester/Tendring border. As development at that location would have limited impact on Chelmsford, officers had few comments to make on it. However, the withdrawal of two of the development sites raised questions as to how the authorities in the north of Essex would meet their housing requirements. This would become clearer once the Part 2 Local Plan was produced and the effect of any proposals on Chelmsford was known.

RESOLVED that the consultation response to the 'North Essex Authorities Shared Strategic (Section 1) Local Plan – Section 1 Proposed Main Modifications Consultation' set out in Appendix 1 to the report to the meeting be approved.

(8.31pm to 8.35pm)

## 7. Chelmsford Policy Board Work Programme

The Board received the latest updated version of its Work Programme for 2020/21.

Officers were asked whether concerns raised by a recent study of the effect of traffic on the B1114 on people's health, and questions about whether this would be exacerbated by the proposed development area to the north of South Woodham Ferrers, would affect the timing of the Board's consideration of the Masterplan for that area. The Board was told that officers would consider that and other issues associated with the site and bring the Masterplan to the Policy Board once all relevant matters had been assessed.

RESOLVED that the latest Work Programme of the Board be noted.

(8.35pm to 8.43pm)

## 8. Urgent Business

There were no items of urgent business.

The meeting closed at 8.43pm

Chair



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Chelmsford City Council

Chelmsford Policy Board

15<sup>th</sup> October 2020

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## Review of the Special Expenses Mechanism

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### Report by:

Chairman of the Connectivity and Local Democracy Working Group – Cllr Ian Fuller

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### Officer Contact:

[Amanda Fahey, Director of Financial Services, [amanda.fahey@chelmsford.gov.uk](mailto:amanda.fahey@chelmsford.gov.uk), 01245 606401]

[Zuzana Clarke, Principal Accountant, [zuzana.clarke@chelmsford.gov.uk](mailto:zuzana.clarke@chelmsford.gov.uk), 01245 606324]

[Michael Packham, Service Accountant, [michael.packham@chelmsford.gov.uk](mailto:michael.packham@chelmsford.gov.uk), 01245 606682]

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### Purpose

To provide a recommendation to the Policy Board following the review of the special expenses mechanism and the potential changes to charges to different Parishes, after consultation with Parishes and review by the Connectivity and Local Democracy Working Group

### Recommendations

That the special expenses Review is progressed to the next stage and that the findings of the review as agreed by the Connectivity and Local Democracy Working Group are recommended to Cabinet.

The Connectivity and Local Democracy Working Group agreed to progress with special expenses to update the information and methodologies, but recognising the complexity of the mechanism intend to still explore other options for the future of special expenses such as abolition or replacement with another mechanism.

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## 1. Special Expenses Background

- 1.1. Where Parish/Town councils provide a service or function that the City Council also provides, the City Council's expenditure is described as a 'special expense'. The Local Government Finance Act 1992 states that certain items of expenditure can be treated as "special items" chargeable only to city areas that benefit from the services provided. All other expenditure is called general expenses and is charged evenly across the City Council's taxpayers. Where the Parish provides the service, this is charged for as part of the Parish precept. The special expenses mechanism therefore ensures that taxpayers in the areas which provide the services and charge for them through their Parish precepts do not get taxed twice for the same type of expenditure.

## 2. Special Expenses Review

- 2.1. Special expenses are reviewed periodically to ensure they are kept relevant and up to date. The last review took place in 2015 and focused on the principle of retaining special expenses. The review concluded that the fairness to taxpayers provided through the mechanism of charging special expenses outweighed the advantages of abolishing them. The special expenses mechanism was therefore to be maintained with the categories of expenses included to be reviewed and updated.
- 2.2. The 2020 review has therefore been progressed through several stages and presented to the Connectivity and Local Democracy Working Group on a number of occasions, as outlined below.
- 2.3. At the first stage, the group considered the following two options for the review of special expenses:

**Option 1** - Modify by adding or removing expense types charged through the special expenses' mechanism, by reviewing the basis of calculations or the method by which costs are included in an expense type.

**Option 2** - Abolish special expenses.

Option 1, that the Council shall continue to levy special expenses but needs to review the current mechanism, was agreed.

- 2.4. As the first stage in the review, officers contacted all Parishes/Town Councils, to gather information on services provided/funded from their precepts to help identify any new areas that may not have been previously considered or to establish whether any expenditure currently charged through special expenses no longer qualifies as a special expense. To date we have received responses from 24 of the 26 Parish councils (Mashbury do not charge a precept so are not included here)

which represents 92% of all Parishes in the Chelmsford area, including the five parishes with the largest precept and as such most likely to provide services that might fall under the special expense category.

- 2.5. As a result of the work undertaken and the information provided by Parishes, some changes were proposed to the previous categories included within Special Expenses. No new areas were identified compared with the 2015 Special Expenses review and so no additional categories have been added. However, following discussions with Officers and from reviewing the information provided by Parishes, it was proposed that three categories should be removed from special expenses. These categories were litter bins, hanging baskets and street cleansing and were agreed to be removed from special expenses by the Working Group.
- 2.6. The officers also reviewed the mechanism for recharge for each individual type of expense to ensure that the basis for expenditure allocations were still relevant.
- 2.7. Several of the special expenses relating to Parks and Open Spaces have had their methodology changed due to the unit cost per square metre being updated from the City Council's budgets. This now means that every category of special expense can be easily updated each year with a review of the City Council's budgets.
- 2.8. These proposals were presented to the July meeting of the working group, highlighting the main reasons for the movements in the individual Parishes' charges. The proposals for the changes in categories that were to be charged through special expenses were generally accepted by the group, but some concerns were raised about potential double charging for the strategic open spaces containing sports grounds. It was agreed that the best way forward was for individual Parishes to have the opportunity during the summer consultation to challenge the methodology and if necessary provide further evidence should they wish to update the information from their previous responses and seek any clarification from the officers on changes to their allocations.
- 2.9. The next stage of the review was a consultation period with Parish Councils on the potential changes to special expenses and the impact on their Parish. This report was presented to the Working Group in September.
- 2.10. The proposed changes to special expenses charged to each Parish were circulated to Parish Councils asking for feedback on whether the information provided was accurate, whether there were any categories included in special expenses that need to be reconsidered or whether any additional categories needed to be included.
- 2.11. Of the 27 Parish Councils contacted, initial responses were received from 16 Parish Councils, with 11 still yet to provide a response. Follow up emails have been sent to all Parishes who have not yet responded.

Of the 16 initial respondents, 12 asked for further clarification or were happy with the review and figures.

The remaining 4 respondents indicated that they were not in agreement with the review and had further queries. These Parishes were Broomfield, South Hanningfield, Galleywood and Runwell. Queries were responded to by Officers and no Parishes suggested an alternative methodology to special expenses, but instead were questioning their own charges.

2.12. The Working Group agreed to progress special expenses to the next stage and recommend them to the Policy Board with two further changes. It was felt by the group that both Public Conveniences and Christmas Trees and Lights should no longer be included within special expenses as they were argued to be of equal benefit to all residents within the Chelmsford area. All changes to methodologies included within special expenses as a result of the review have been included in **Appendix B**.

2.13. The impact of the changes of the review on each Parish and Unparished area is outlined in **Appendix A**.

### 3. Conclusion

- 3.1. The review of special expenses has progressed through initial provision of information from Parishes, changes to methodology and consultation with Parishes.
- 3.2. Given its complexity, the Connectivity and Local Democracy Working Group have resolved to look further into the potential for future abolition of the existing special expenses regime and to consider alternative delivery models to deal with double-taxation issues.
- 3.3. However, given the necessity to have a reasonable method in place for the upcoming 2021/22 budget, the Working Group recommends retention of the existing special expenses regime, updated for current information from Parishes and with amended methodologies as set out in the report and at Appendix B.
- 3.4. Appendix A outlines the potential changes based on responses received to date to each Parish and Unparished area as a result of the recommendations.
- 3.5. The Policy Board should now consider what recommendations it wishes to make to Cabinet in respect of its review of special expenses.



List of appendices:

Appendix A – The Impact of Special Expenses Review on Individual Parishes

Appendix B – Changes to Methodology and Categories included within Special Expenses

Background papers:

None

Corporate Implications

Legal/Constitutional: The Special Expenses review impacts on the Council Tax chargeable to residents within Chelmsford.

Financial: As detailed in report.

Potential impact on climate change and the environment: None

Contribution toward achieving a net zero carbon position by 2030: N/A

Personnel: None

Risk Management: None

Equality and Diversity: None

Health and Safety: None

Digital: None

Other: None

Consultees:

Parks and Green Spaces Manager

Street Care & Performance Manager

Parish Councils

Relevant Policies and Strategies:

None

Appendix A

Unparished/Parished Area	Band D Equivalents		20/21 Special Expense Costs (pre-review)	20/21 Special Expense Costs (post-review)		Difference	Effect on Band D		Difference to General Expenses	Total Effect on Band D
City Centre/Unparished	24,900.81		£1,071,232.85	£838,161.26		-£233,071.58	-£9.36		£2.95	-£6.41
Great Baddow	5,461.76		£73,242.20	£44,731.81		-£28,510.39	-£5.22		£2.95	-£2.27
Little Baddow	871.75		£11,847.08	£16,476.08		£4,628.99	£5.31		£2.95	£8.26
Boreham	1,371.25		£15,303.15	£8,021.81		-£7,281.34	-£5.31		£2.95	-£2.36
Broomfield	2,512.55		£38,442.02	£56,306.25		£17,864.23	£7.11		£2.95	£10.06
Chignal	289.51		£3,230.93	£8,859.01		£5,628.07	£19.44		£2.95	£22.39
Danbury	2,427.19		£14,635.96	£8,300.99		-£6,334.97	-£2.61		£2.95	£0.34
Galleywood	2,113.48		£51,167.35	£57,634.60		£6,467.25	£3.06		£2.95	£6.01
Good Easter	172.59		£776.66	£2,997.89		£2,221.23	£12.87		£2.95	£15.82
East Hanningfield	496.09		£5,581.01	£12,858.65		£7,277.64	£14.67		£2.95	£17.62
South Hanningfield	1,190.97		£5,144.99	£22,938.08		£17,793.09	£14.94		£2.95	£17.89
West Hanningfield	478.29		£7,619.16	£10,115.83		£2,496.67	£5.22		£2.95	£8.17
Highwood	318.04		£4,007.30	£6,211.32		£2,204.02	£6.93		£2.95	£9.88
Great & Little Leighs	1,141.34		£28,556.33	£37,082.14		£8,525.81	£7.47		£2.95	£10.42
Margaretting	387.26		£5,715.96	£7,632.89		£1,916.94	£4.95		£2.95	£7.90
Mashbury	46.39		£446.74	£805.79		£359.06	£7.74		£2.95	£10.69
Pleshey	138.88		£2,674.83	£2,412.35		-£262.48	-£1.89		£2.95	£1.06
Rettendon	770.69		£11,722.19	£18,797.13		£7,074.93	£9.18		£2.95	£12.13
Roxwell	477.07		£729.92	£0.00		-£729.92	-£1.53		£2.95	£1.42
Runwell	1,790.04		£4,994.21	£31,737.41		£26,743.20	£14.94		£2.95	£17.89
Sandon	754.85		£18,954.28	£17,323.81		-£1,630.48	-£2.16		£2.95	£0.79
Springfield	7,858.89		£271,603.24	£248,969.64		-£22,633.60	-£2.88		£2.95	£0.07
Stock	1,194.38		£15,049.19	£22,358.79		£7,309.61	£6.12		£2.95	£9.07
Great Waltham	941.98		£14,497.07	£20,346.77		£5,849.70	£6.21		£2.95	£9.16
Little Waltham	804.62		£11,948.61	£19,045.36		£7,096.75	£8.82		£2.95	£11.77
South Woodham Ferrers	6,085.04		£177,439.77	£143,485.24		-£33,954.52	-£5.58		£2.95	-£2.63
Woodham Ferrers & Bicknacre	1,234.13		£5,220.37	£22,769.70		£17,549.33	£14.22		£2.95	£17.17
Writtle	2,021.81		£20,743.77	£4,731.04		-£16,012.74	-£7.92		£2.95	-£4.97
Total	68251.65		£1,892,527.12	£1,691,111.63						

## Appendix B

<b>Special Expense Category (pre-review)</b>	<b>Special Expense (Post Review)</b>	<b>Comments</b>	<b>Methodology Changed?</b>	<b>Comments</b>
Allotments	Yes	Special items charged to Parished/non-Parished area in which situated	No	No change
Bus shelters	Yes	Special items charged to Parished/non-Parished area in which situated	No	No change
Christmas lights and trees	No	To be treated as a General Expense as of benefit to all in the City	No	N/A
Hanging baskets	No	No material provision by the City Council and of benefit to all in the City	N/A	N/A
Litter bins	No	Litter bins are treated as a General Expense as any provision from Parishes is additional to City Council provision	N/A	N/A
Dog Waste bins	Yes	Special items charged to Parished/non-Parished area in which situated	Yes	Updated the overheads charge on dog waste bins to ensure reflects the area of spend related to within the City Council
Miscellaneous Open spaces	Yes	Open Spaces over 2,000 sqm and under 10,000 sqm	Yes	Only open spaces over 2,000 sqm. are now included rather than over 1,000 sqm. It was agreed that this represents a more useable space for residents. The unit cost per sq. metre has been updated for several special expense categories relating to parks.
Parks	Yes	Parks identified to not have utility to the whole of the City	Yes	The unit cost per sq. metre has been updated for several special expense categories relating to parks.
Play Areas	Yes	Special items charged to Parished/non-Parished area in which situated	No	No change
Recreation grounds	Yes	Special items charged to Parished/non-Parished area in which situated	Yes	The unit cost per sq. metre has been updated for several special expense categories relating to parks.
Kickabout Areas	Yes	Open Spaces over 10,000 sqm	Yes	The unit cost per sq. metre has been updated for several special expense categories relating to parks.
Public conveniences	No	To be treated as a General Expense as of benefit to all in the City	No	N/A
Strategic Sports Grounds	Yes	Facilities to be treated as special items chargeable to a single area covering the whole of the City other than those Parishes where the Parish Council provides facilities to a comparable standard.	Yes	The unit cost per sq. metre has been updated for several special expense categories relating to parks.
Street cleansing	No	Any work completed by Parishes is additional to the work completed by the City Council	N/A	N/A
War memorials	Yes	Special items charged to Parished/non-Parished area in which situated	No	No change



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## Chelmsford City Council Policy Board

**15 October 2020**

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### **Strategic Growth Site Policy 2 – West Chelmsford masterplan**

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**Report by:**

Director of Sustainable Communities

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**Officer Contact:**

Matthew Perry, Senior Planning Officer

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#### **Purpose**

This report is seeking the Policy Board to recommend to Cabinet the approval of the Masterplan for the West Chelmsford Local Plan Site Allocation.

#### **Recommendations**

1.     a) The Policy Board recommend to Cabinet that the Masterplan remains substantively as presented to the Board at its meeting on 16 July 2020 (to include a bus link into Avon Road) (as shown in Appendix 1) or;  
  
       b) The Policy Board recommend to Cabinet that the Masterplan is amended to reflect the content of the Masterplan Addendum (which substitutes the bus link for two pedestrian/cycle links - as shown in Appendix 2).
2.     The Policy Board recommend to Cabinet that the Masterplan be approved once the changes from the preferred option outlined in (1) are agreed.
3.     That before consideration by Cabinet, the Masterplan is subject to independent quality and design review undertaken by the Essex Quality Review Panel.

4. That the Policy Board delegate the Director of Sustainable Communities in consultation with the Chair, Vice Chair and Cabinet Member for Sustainable Development, to negotiate the further considerations outlined in this report and any other subsequent changes to the Masterplan ahead of the consideration by Cabinet.

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## 1. Introduction

- 1.1. The background to masterplans was outlined in the Policy Board report dated 16 July 2020 (see paragraphs 1.1 – 1.7 of Appendix 3). The background is not repeated within this report; however, Members are reminded that masterplans do not secure detailed site planning or developer planning obligations.
- 1.2. This report should be read in conjunction with the previous officer report dated 16 July 2020 (Appendix 3). This report provides an analysis of the Policy Board recommendation and the content of the Masterplan Addendum.

- 1.3. On 16 July 2020 the Policy Board resolved the following:

*4. The Policy Board acknowledges the significant doubts about the safety, viability and benefits of the bus link proposed in the masterplan. It therefore refers to officers all the sustainable transport elements of this development to officers and agrees, if necessary, to convene a special meeting of the Policy Board to review the masterplan before it is considered by the Cabinet.*

(see Policy Board minutes at Appendix 4)

- 1.4. In response to the Policy Board's resolution Crest Nicholson have submitted a Masterplan Addendum (dated September 2020). The Addendum details a proposed variation to the previously submitted Masterplan. Details of the amendments are as follows:

The removal of the proposed bus link between the site and its replacement with: -

- Two footpath/cycleway connections between the site and the Chignal Estate to the north and south of the allotments;
- A contribution towards the improvement of a third footway/cycleway connection at the north end of the open space;
- A contribution towards the Melbourne Way/Avon Road cycleway;
- The revision of one of the proposed bus routes to the site to run along Roxwell Road, Chignal Road and Melbourne Avenue to connect to the city centre;
- New/improved bus stops in Avon Road and Trent Road.

- 1.5. The most significant amendment is the removal of the bus link and replacement with two footway/cycleway connections into Avon Road. The merits of these are discussed in section 3 of this report.

- 1.6. The Masterplan Addendum, in addition to detailing amendments, also outlines further detail on bus services, bus stops, wider pedestrian and cycle improvements, other sustainability measures, and other highway improvements. It also provides further commentary on the proposed Travelling Showpersons (TSP) access on the A1060 Roxwell Road.

## **2. Review of bus link**

- 2.1 In acknowledging the concerns of the Policy Board, the safety, viability and benefits of bus link are reviewed.

### ***Safety***

- 2.2 The Masterplan provided a degree of detail on the bus link, sufficient for ECC Highways to form a recommendation based on its safety aspects. ECC Highways were content with the safety aspects of bus link (see ECC Highways consultation response – 2 July 2020 in Appendix 5).
- 2.3 Chelmsford Policy Board heard representations from the resident's group (Chignal Estate Residents Association) and local Councillors about the concern with width of footways and safety of pedestrians. The developer has designed the bus link around existing constraints such as residential gardens, watercourse, flood zone, and taking into account the requirements for maintenance access to the play area and allotments. Given the known existing constraints, the design of the bus link was specifically tailored to this location, in consultation with ECC Highways. ECC Highways remain of the view that the width of footways and the safety of pedestrians would be acceptable. The developer's specialist highway consultants also share this view.
- 2.4 The Policy Board are advised that ECC Highways are satisfied that the proposed bus link would comply with highway safety standards.

### ***Viability***

- 2.5 Viability in respect to the Board's resolution is taken to be a summary word for the ability of the scheme to work successfully (taking its plain English meaning). The Policy Board minutes refer to the effect on living conditions of nearby residents, loss of green space and wildlife habitat, and visual impact of an engineered bridge.
- 2.6 In terms of residential amenity - pollution, noise and light levels are cited within the Policy Board minutes. They are all valid planning matters. However, the Masterplan document does not include analysis on environmental impact – this would be submitted at planning application stage, as part of an environmental impact assessment. The nearest properties are situated next to an existing road which is an existing bus route and the presence of vehicles in the vicinity of these houses is not therefore out of the ordinary. Likewise, street lighting is already present in the locality. It is inevitable that there would be an impact upon the occupiers of nearby residential properties. However, whether this impact would be so detrimental to withhold

planning permission would be questionable. The design of all of the elements of bus link are not finalised, as a masterplan is not a planning application, but would need to include measures to mitigate the defined impacts.

- 2.7 The visual impact of the bridge to be used in crossing the brook was also a matter of debate. The flood zone in this location would necessitate land level changes, embankments and a bridge. Their design has not been finalised and therefore neither has their visual mitigation (potentially planting, cladding to the bridge, for example). A bridge in this location is unquestionably an engineering operation of some scale. It is inevitable therefore that the landscape would change in this location.
- 2.8 The bus link would require removal of some trees and a hardening of the landscape due to the levels changes and construction of a bridge. Three allotment plots would be lost in total but can be relocated within the wider allotment site.
- 2.9 The bus link proposal necessitates the loss of four parking bays along Avon Road. The masterplan suggests that these spaces could be re-provided further north, which would result in the loss of several street trees. The trees do not need to be lost if the parking spaces are not re-provided. Other alternative locations can be explored.
- 2.10 It is Officers' view that the bus link remains a viable option to achieve the requirements of the Strategic Growth Site Policy 2.

### ***Benefits***

- 2.11 One element of the Strategic Growth Site Policy 2 requirements is to provide:  
  
*a new dedicated bus, cycle and pedestrian link into the existing Urban Area.*
- 2.12 The reasoned justification in Strategic Growth Site Policy 2- West Chelmsford states:  
  
*7.101 Opportunities for sustainable transport modes should be maximised to create neighbourhoods where alternative forms of transport to the private car (walking, cycling and public transport) are prioritised. The Council will approve a sustainable transport-led masterplan that creates a place where walking, cycling and public transport is given priority over the private car. The development will provide good accessibility for bus services including a new bus link from Avon Road and bus priority measures within the site.*
- 2.13 The clear benefit of the bus link proposal is that it would conform with the site policy requirement and the reasoned justification - a bus link into Avon Road allowing bus priority measures within the site. The content of this policy has been adopted in the Local Plan in May 2020; its basis being sound planning for maximising sustainable transport modes to allow permeation into the Chignal Estate.
- 2.14 As a secondary benefit, the bus link (and its location) would facilitate all new residents being within 400m of a bus stop, by virtue of its potential routing within the site.

- 2.15 In the alternative option to bus link proposed by Crest, in order to achieve similar bus priority measures and to provide permeability into the Chignal Estate, the proposed bus route enters and exits the site from the A1060 Roxwell Road. Although the bus routes are indicative at this point, it is likely this would be a longer route to the city centre than the one facilitated by the bus link. The alternative option would also require the buses to be added to the traffic along Roxwell Road. These disbenefits of the alternative proposal highlight the benefits of the bus link – reduced travel times to the city centre, less traffic on Roxwell Road and greater options for future strategic bus routing.

#### **Alternative locations for bus link**

- 2.16 The proposed bus link enters Avon Road between Nos. 169 and 171. It is the northernmost access to the Council owned allotments. The existing track also provides maintenance access to Avon Road play area.
- 2.17 Over the course of a number of years, alternative locations have been explored with Crest and ECC Highways. The proposed route represented the preferred option.
- 2.18 The potential for a Compulsory Purchase Order (CPO) has not been considered to be an appropriate solution to be explored by this Council. The developer has therefore been reliant on exploring routes into Avon Road within existing interventions in the built form – the three allotment access points are obvious physical breaks between houses along Avon road.
- 2.19 The main allotment access, set between Nos. 113 and 115 Avon Road, represents a potential alternative route. It was discounted however, for several reasons. Firstly, as the main allotment access it also receives the majority of vehicle and pedestrian movements associated with the allotments and would have resulted in a conflict between users and potential bus route. Secondly, a bus route through this central area would have dissected the allotments and disrupted its day-to-day operation. Thirdly, the gap between boundary fences and a garage would not have been adequate to fit a joint route – it would have necessitated the loss of a garage and most likely land negotiations with nearby landowners. Fourthly, the entry point onto Avon Road would have resulted in a more circuitous route to get to Chignal Road. Similar to the preferred route further north, there would have been some loss of trees and a relatively close proximity to residential properties.
- 2.20 The southern allotment access, between Nos. 18 and 20 Avon Road, was the other alternative explored. The route is technically feasible, with some loss of trees, reorganisation of allotment access and an impact upon residential amenity. However, it is the most southern option and therefore the furthest access away from the northern segment of the new Warren Farm development. Any incentive for new residents to use that bus route would be negated by its likely circuit time within the new site and existing bus stop locations in Avon Road which would be quicker to walk to via new pedestrian links to the north.



### **3. Review of Masterplan Addendum**

#### **Bus link alternatives**

- 3.1. The Masterplan Addendum is presented as a supplementary document to explain how the Masterplan could be altered (prior to being approved by Cabinet) to provide an alternative option to the bus link. The significant elements of the alternative are provision of two footway/cycleway connections between the site and Avon Road.
- 3.2. Within the Masterplan Addendum the bus link would be removed and replaced with a footway/cycleway connection in the same location. The design of the route is amended to reduce the extent of the (i) bridge structure and (ii) its surrounding level changes. Maintenance access to the play area and allotments would be maintained. This would remove buses in close proximity to the two properties that bound the link – 169 and 171 Avon Road. Visually, the embankments can be lower in parts than the bus link option. The maintenance access to the allotments is simplified as it would not require a turning head. The bridge is also a less substantial structure. The route would still require illumination.
- 3.3. An additional footway/cycleway connection is proposed, sited between 18 & 20 Avon Road, utilising an existing maintenance access to the allotments. A drawing is provided within the Addendum to demonstrate its route. It would require a bridge over the brook. In order to achieve levels which are above the flood zone, the land surrounding the route would need to be built up. The allotments would require alternative security arrangements. The route would require illumination.
- 3.4. The footway/cycleway connections, whilst less severe in visual terms than a bus link, would still require physical interventions across the brook and directly through vegetation, respectively. There would remain an interaction between users and residents of nearby properties.

#### **Travelling Showpersons (TSP) Access**

- 3.5. The Masterplan Addendum provides further justification for the location of the TSP access directly onto the A1060 Roxwell Road.
- 3.6. A 5-arm roundabout was ruled out by Crest's transport consultants as an unsafe option. A significantly enlarged roundabout (as would have been required) would cause disruption to the flow of traffic along Roxwell Road. It would also appear unsightly and over engineered.
- 3.7. Access taken from within the site would mix TSP traffic with residential. Due to the clearance length required before a left turn into the TSP site, the location of the TSP site would effectively take up a larger segment of the ecology zone, than is currently proposed. Aside from highway safety concerns, the layout in planning terms would be far from optimal.

- 3.8. ECC Highways confirm the access directly from Roxwell Road is acceptable in principle subject to detailed design and a safety audit. The visibility splays shown in the submitted drawings would require the removal of some hedges along the frontage – this could be reduced if the speed limit is reduced to 30mph. Any tree loss will need to be addressed with replacement and additional planting. The masterplan demonstrates a commitment from the developer for such planting (which will also aid screening of the site).
- 3.9. The Showman's Guild have withdrawn their previous objection and are now content with the location and design of the access onto Roxwell Road.

### **Policy compliance**

- 3.10. The removal of a bus link (in any form) would mean that the site policy requirement could not be fully fulfilled in line with the exact wording from the site policy, namely a 'dedicated bus link into the Urban Area' (as per the main body of the policy) or a 'bus link from Avon Road' (as per the reasoned justification for the site policy).
- 3.11. The site policy requirements are obviously the adopted planning policy, to be implemented through a masterplan process. In this case, the masterplan process has identified issues with one element of that policy requirement (through consideration of the Policy Board). The 'link' would still remain to provide a *'cycle and pedestrian link into the existing Urban Area'*. Furthermore, it would be supplemented by an additional cycle and pedestrian link to the south. Crest have also tabled other measures which they consider are, in effect, above and beyond the likely standard requirements that ECC Highways may request through a legal agreement as part of a planning application. These measures would add to the sustainability credentials of the scheme.
- 3.12. Members should balance the visual and residential amenity benefits of replacing bus link, with a less direct compliance with the site policy. If members are not convinced by the further analysis on the safety, viability and benefits of bus link, they may consider the alternative proposed in the Masterplan Addendum. Officers view is that conformity with the aspirations of the site policy to 'maximise opportunities for sustainable travel' will only be achieved through the endorsement of at least two footway/cycleway connections into Avon Road, which would be ultimately maximised if one of the routes was also a bus link.

### **4. Further considerations revisited**

- 4.1 The officer report dated 16 July 2020, included numerous 'further considerations' in order to demonstrate to the developer where changes were expected in advance of consideration by Cabinet. For ease of reference they are listed as follows:
- The secondary access road to be realigned to give a greater curvature in a northern direction

- East-west pedestrian and cycle connections to be reworked
- The developer should address each of the issues identified in the ECC Highways consultation response dated July 2020
- The northernmost block denoting 'up to 3 storeys' be reconsidered to be reshaped to more closely align with the edge of the newly created open space
- The northernmost block denoting 'medium high density' be reconsidered to focus this density more centrally to the secondary access road
- Further detail is required on phasing of residential parcels as well key infrastructure such as roads, bus link, schools, neighbourhood centre, sports pitches and travelling showperson site

4.2 Following receipt of the consultation response to the Masterplan Addendum, ECC Highways have made numerous points for further consideration (see Appendix 6). Some of the suggestions could be incorporated into an amended Masterplan, others are advice notes for a forthcoming planning application. As such an additional 'further consideration' is included in this report as follows:

- Consideration of paragraphs 3 – 13 in the ECC Highways consultation response dated September 2020

4.3 Officers will need to review both of the ECC Highways consultation responses in light of the recommendation agreed by Policy Board on 15 October 2020 (as for example some of those comments refer to bus link).

4.4 Members will note that the previous report to Policy Board did not highlight the landscape buffer to the Roxwell Road frontage as a matter for 'further consideration'. This was on the basis that despite the submission of a petition requesting a greater depth, Writtle Parish Council did not support this view. Officers consider the indicative depth shown in the Masterplan (roughly 30m) to be sufficient. Officers are balancing the request for a landscaped frontage along Roxwell Road with a wider desire to reduce traffic speeds. Furthermore, increasing the depth of the buffer may necessitate increasing the housing density elsewhere on the site.

4.5 An Independent Design Review shall be undertaken by Essex Quality Review Panel in the intervening period between Chelmsford Policy Board and Cabinet meetings. This is currently scheduled to take place on 16 October 2020. The outcome of the review will be considered by the Director of Sustainable Communities as part of the process outlined in the fourth recommendation.

## **5. Consultation Responses – summary**

5.1 The consultation responses were summarised in the previous officer report and the green sheet for that agenda item (see Appendix 3).

5.2 The following comments are summarised from public bodies and are in relation to the Masterplan Addendum:

### **Writtle Parish Council**

- Parish Council has opposed this site since it was first proposed in 2015
- Key objection has always been traffic congestion
- New proposal means that all motor vehicles will be prohibited from leaving or entering the site using Avon Road
- All vehicles will have to use the Roxwell Road including all buses travelling to and from Chelmsford
- The Parish Council has been told by Essex Highways that for a development of this size there needs to be a second exit/entry as well as the Roxwell Road
- Current Masterplan, containing the bus exit, has been agreed by Crest Nicholson and the Local Planning Authority
- Alternative never been considered in the last five years and the Avon Road bus exit has been on every plan during that period
- Consider alteration to be undemocratic and will have a long-lasting negative impact for residents in Writtle.

### **Chignal Estate Residents Association**

- Thankful that residents' concerns taken on board
- Confirm formal acceptance of Addendum
- Welcome opportunity to discuss details of the links
- Contest Writtle PC assertions on traffic levels

### **Chignal Parish Council**

To be reported.

### **Good Easter Parish Council**

To be reported.

### **ECC Highways**

The provision of a bus link between the site and Avon Road, for use by buses, pedestrians, cyclists and CCC maintenance vehicles, is still considered to be necessary to mitigate the impact of the development because it would enable provision of a bus route which would be a genuine alternative to travel for residents rather than using the private car.

The Highway Authority could support the alternative package of sustainable transport measures subject to additional comments outlined within the recommendation.

5.3 The following comments are a summary of public representations made specifically since the publication of the Masterplan Addendum:

- Housing growth – welcomed, principle of development questioned
- Community facilities – welcome introduction to area

- TSP site – Showman’s Guild objection to site access; site should be set further back; trees to frontage should be retained with bund behind; terms of sale should restrict to 5 plots; site ownership should be limited to official Guild members
- Writtle – adverse impact on infrastructure

## 6. Conclusion

- 6.1. The masterplan demonstrates how the requirements of the Local Plan can be delivered on this site. The vision is sufficiently ambitious to achieve a high-quality development which is well related to its context. The masterplan layout and other content provides a sound framework to guide successful placemaking and will support the planning application process in an appropriate way.
- 6.2. The Masterplan Addendum offers an alternative to the bus link directly into Avon Road. As set out, the Highway Authority are content that the bus link can be delivered safely and maximise use of sustainable transport and it is the Officers view that the other impacts can be mitigated. However, if Members remain unpersuaded then in the absence of a bus link the alternative package as outlined within the Addendum is capable of complying with the site policy requirements of this strategic site.
- 6.3. This report highlights that changes are expected to the masterplan document in order to align it with the Councils aspirations for this site.
- 6.4. The masterplan is presented to Chelmsford Policy Board with recommendations that it be referred to Cabinet for approval subject to the inclusion of any further necessary changes.

### List of appendices:

1. Masterplan document – dated April 2020
  2. Masterplan Addendum – dated September 2020
  3. Chelmsford Policy Board – officer report 16 July 2020 & Green sheet
  4. Chelmsford Policy Board - minutes of meeting 16 July 2020
  5. ECC Highways consultation response – 2 July 2020
  6. ECC Highways consultation response – September 2020
- 

### Corporate Implications

Legal/Constitutional:  
None

Financial:  
None

Potential impact on climate change and the environment:

New housing delivery can have a negative impact on climate and environmental change issues. Planning Policies, Building Regulations and Environmental Legislation ensure that new housing meets increasingly higher sustainability and environmental standards which will help mitigate this impact.

Contribution toward achieving a net zero carbon position by 2030:

The new Local Plan and emerging Making Places SPD will provide guidance to assist in reducing carbon emissions through development. This development will follow the published guidance.

Personnel:

None

Risk Management:

None

Equality and Diversity:

None. An Equalities and Diversity Impact Assessment has been undertaken for the Local Plan.

Health and Safety:

None

Digital:

None

Other:

None

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Relevant Policies and Strategies:

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

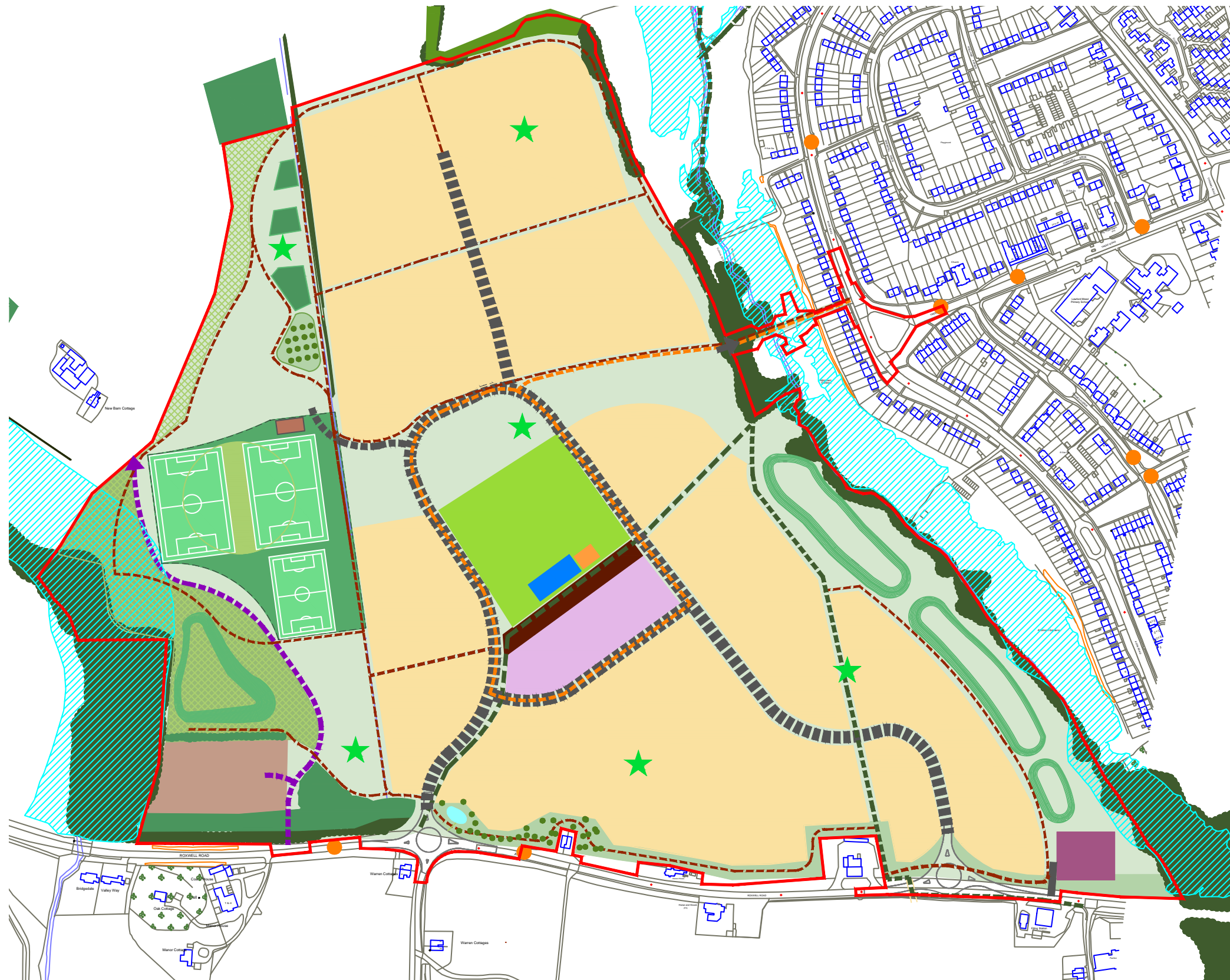
Local Plan 2013-2036

Our Chelmsford, Our Plan, January 2020

Chelmsford Climate and Ecological Emergency Action Plan

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# Chelmsford Draft Local Plan Strategic Growth Site 2 - West Chelmsford Warren Farm

Masterplan Document  
April 2020

Project Details

Client: Crest Nicholson  
Project Name: Warren Farm  
Reference Number: 15029  
Date: April 2020

This document was prepared by:



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1. Executive Summary	4	Figures			
2. Introduction	5	Figure 1: Site Location Plan	4	Figure 23: Ecology Park and Sports	31
• The Developer – Crest Nicholson – Track record	5	Figure 2: Chelmsford Draft Local Plan Modifications to Policies Map - PM14 - Chelmsford Urban Area	7	Figure 24: Illustrative Southern Boundary	32
• The Vision for Warren Farm	6				
• Local Plan Policy Context	7	Figure 3: Wider Context	8	Figure 25: Sequence of Development and Phasing	34
3. Site Location	8	Figure 4: Aerial view of the site	8		
4. Site Assets	9	Figure 5: The site in relation to the City of Chelmsford	8		
• Existing facilities and links	9	Figure 6: Existing Facilities and Links	9		
• Existing access and connectivity	10	Figure 7: Existing Links to Chelmsford City Centre	10		
• Topography	11	Figure 8: Photos from the workshop events and website consultation page	12		
• Landscape	11	Figure 9: Chelmsford Health and Well-being Plan 2016 - 2019 Chelmsford City Council	15		
• Views into and out of the site	11	Figure 10: Site Constraints	16		
5. Involvement	12	Figure 11: Development Opportunities and Connectivity	17		
• Community Engagement and Local Involvement	12	Figure 12: CCC Concept Masterplan	19		
• Sustainability and Livewell	15	Figure 13: Crest Masterplan Concept Sketches	20		
6. Summary of Site Constraints	16	Figure 14: Illustrative Masterplan	21		
7. Evaluation - Development Opportunities and Connectivity	17	Figure 15: Indicative Parameters - Land Use and Access and Movement	23		
8. Design Objectives and Evolution	18	Figure 16: Illustrative Bus Link Signal Controlled	24		
• Design Objectives	18	Figure 17: A fourth arm will be added to the existing Lordship Road/Roxwell Road roundabout so that site access can be achieved.	25		
• Place Making Principles	18	Figure 18: A new roundabout will feature a pedestrian crossing allowing pedestrians and cyclists to cross Roxwell Road.	26		
• Chelmsford Daft Local Plan Strategic Growth Site 2 - West Chelmsford master plan principles document May 2018	20	Figure 19: The Travelling Showpeople access (including access to the existing farm) and site section sketch	27		
9. Illustrative Masterplan	22	Figure 20: Indicative Parameters - Building Heights	28		
• Key Features of the Illustrative Masterplan	23	Figure 21: Indicative Parameters - Density	29		
10. Parameter Plans	24	Figure 22: Indicative Parameters - Landscape, Sports and Green Infrastructure	30		
• Land Use and Access and Movement	24				
• Building Heights	25				
• Density	26				
• Landscape, Sports and Green Infrastructure	27				
11. The Neighbourhood Centre	30				
12. Phasing and Delivery	34				

# 1. Executive Summary

- Strategic Growth Site 2 - West Chelmsford is a proposed allocation in the Chelmsford Draft Local Plan. It sits within the Plan's Growth Area 1 - Central and Urban Chelmsford and is subject to Policy SGS2. The Local Plan proposes that the allocation should be for a high quality, comprehensively - planned new sustainable neighbourhood that maximises the opportunity for sustainable travel. Development proposals are required to accord with a masterplan to be approved by the Council to provide around 800 homes, a site for Travelling Showpeople, a Neighbourhood Centre, a primary school with co-located early years and childcare nursery and a network of green infrastructure.
- The proposals will include a wide mix of house types and tenures, including affordable, to be compliant with Council policy.
- This high level Masterplan document has been prepared on behalf of Crest Nicholson to set out their approach to development for this Strategic Site, which will be referred to as 'Warren Farm' throughout this document.
- The proposals presented within have evolved through an extensive process of collaboration between Crest Nicholson, Chelmsford City Council (CCC), Essex County Council, the local community and other key stakeholders.
- This Masterplan has been prepared to satisfy the above Policy and is submitted for the approval in accordance with the Council's masterplan procedure.
- Once approved, the Masterplan will sit alongside the Local Plan, once it is adopted, and will form part of the planning framework for the Strategic Growth Site.
- The approved Masterplan will also establish the principles to guide the preparation, submission and determination of future planning applications for the site and will be a key reference document.

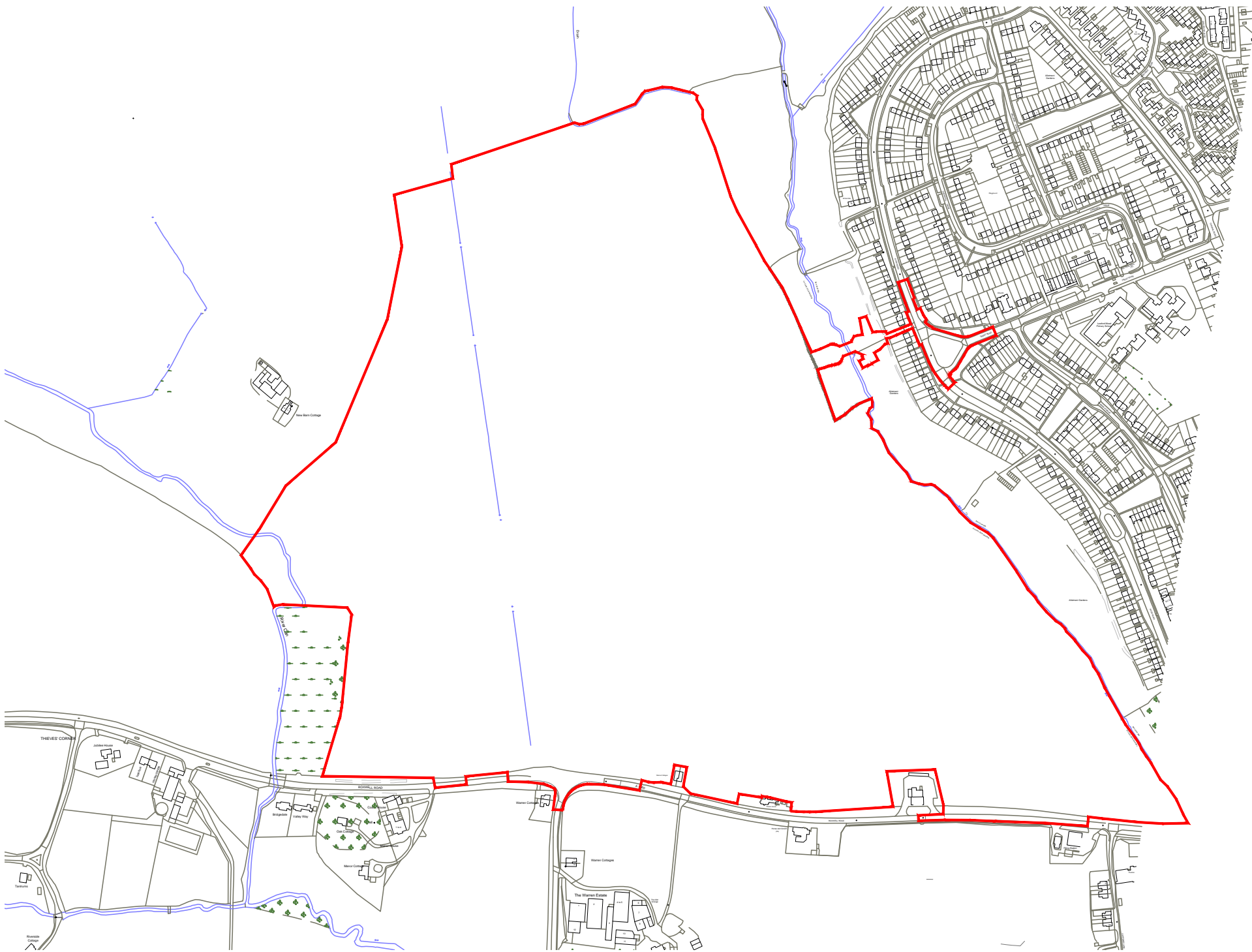


Figure 1: Site Location Plan





# The Developer – Crest Nicholson

Crest Nicholson has been building new homes for over 50 years and is firmly established as a leading developer with a passion for not just building homes, but creating vibrant, sustainable communities. Crest Nicholson aims to improve the quality of life for individuals and communities, both now and in the future, by providing high quality homes with inviting landscaped public realms, extensive green infrastructure and appropriate community facilities.

Crest Nicholson’s contribution to the built environment has been recognised with a string of awards, including The Queen’s Award for Enterprise in Sustainable Development. This award is testament to Crest’s continued emphasis on producing high quality developments that champion the very best principles in sustainability. More recent awards include winning Sustainable Housebuilder of the Year at the Housebuilder Awards 2016, and Large Housebuilder of the Year in 2015, as well as coming 2nd in the NextGeneration benchmark, which ranks the largest 25 UK housebuilders sustainability performance.

As well as awards praising sustainability at Crest Nicholson, the company has achieved awards in design, planning, community interest, landscaping and placemaking. Notably, Crest Nicholson’s Bath Riverside development located in the centre of Bath was presented with a gold award in the Best Development category at the Whathouse? Awards 2017. Judges were particularly impressed with the inherent elegance of design achieved and appropriate material use. In the same year, Crest’s Finberry development in Kent celebrated success winning the ‘Outstanding landscaping for housing’ category and named a finalist in ‘Development of the year’ award at the 2017 Sunday Times British Homes Awards. Further acknowledgment was received at the 2018 Planning Awards for Monksmoor Park, Crest’s development in Daventry, which was highly commended for its positive impact on its surrounding environment and social well-being in the category of ‘Best Housing Scheme’.





### The Vision for Warren Farm

To deliver a high-quality, comprehensively-planned new neighbourhood that has sustainable travel at its heart.

- A new development that is landscape-led and underpinned by a package of sustainable travel improvements.
- A high quality, multi-purpose green edge to Chelmsford, and an attractive and well-planned gateway into the City.
- A physical environment that promotes a balanced lifestyle, a place that supports healthy and sustainable travel choices, and provides opportunities for the community to improve their health and well-being.
- The creation of high quality, functional ecological networks to benefit biodiversity, and a variety of safe open green spaces for recreation and leisure.



Bishops Brook, Wells



Finberry



Kilnwood Vale, West Sussex



This Masterplan Document has been prepared and subsequently evolved in the context of the policy relating to Strategic Growth Site 2 - West Chelmsford and the proposed allocation shown on the Policies Map for the Chelmsford Urban Area contained in the submitted draft Local Plan and as proposed to be changed in the Main Modifications and Proposed Policies Map Changes. The report on the Examination of the Chelmsford Draft Local Plan was published on 25th February 2020. The Inspector concludes that the Plan with the main modifications is legally compliant, meets the test of soundness and is therefore capable of adoption. Chelmsford City Council are expected to adopt the Plan to become the statutory development plan in Spring 2020. The site allocation policy for the site as modified is as follows:

### STRATEGIC GROWTH SITE 2 – WEST CHELMSFORD

Land to the west of Chelmsford and north of Roxwell Road, as shown on the Policies Map, is allocated for a high-quality comprehensively-planned new sustainable neighbourhood that maximises opportunities for sustainable travel. Development proposals will accord with a masterplan approved by the Council to provide:

#### Amount and type of development:

- Around 800 new homes of mixed size and type to include affordable housing
- Travelling Showpeople site for 5 serviced plots.

#### Supporting on-site development:

- Neighbourhood Centre
- Provision of a new primary school with co-located early years and childcare nursery
- Provision of new stand-alone early years and childcare nursery.

#### Site masterplanning principles:

##### Movement and Access

- Main vehicular access to the site will be from Roxwell Road (A1060)
- Provide pedestrian and cycle connections
- Provide a well-connected internal road layout which allows for bus priority measures
- Provide a new dedicated bus, cycle and pedestrian link into the existing Urban Area.

##### Historic and Natural Environment

- Mitigate the visual impact of the development
- Create a network of green infrastructure
- Provide suitable SuDs and flood risk management
- Ensure appropriate habitat mitigation and creation is provided
- Undertake an Archaeological Assessment.

##### Design and Layout

- Provide a coherent network of public open space, formal and informal sport, recreation and community space within the site.

##### Site infrastructure requirements:

- Land (circa 2.1 hectares) for a co-located primary school and early years and childcare nursery (Use Class D1) and the total cost of physical scheme provision with delivery through the Local Education Authority.
- Land (circa 0.13 hectares) for a stand-alone early years and childcare nursery (Use Class D1) or contributions towards the cost of physical scheme provision with delivery through the Local Education Authority.
- Appropriate improvements to the local and strategic road network as required by the Local Highways Authority.
- Appropriate measures to promote and enhance sustainable modes of transport.
- New and enhanced cycle routes, footpaths, Public Rights of Way and, where appropriate, bridleways.
- Provide, or make financial contributions to, new or enhanced sport, leisure and recreation facilities.
- Financial contributions to secondary education as required by the Local Education Authority and other community facilities such as healthcare provision as required by the NHS/CCG
- Multi-user crossing of Roxwell Road.

In addition to the Chelmsford Local Plan, Writtle Parish Council is preparing a Neighbourhood Plan that will also, once made, become part of the statutory development plan. The Neighbourhood Plan, however, will have to be prepared to be in general conformity with the strategic policies in the adopted Chelmsford Local Plan.

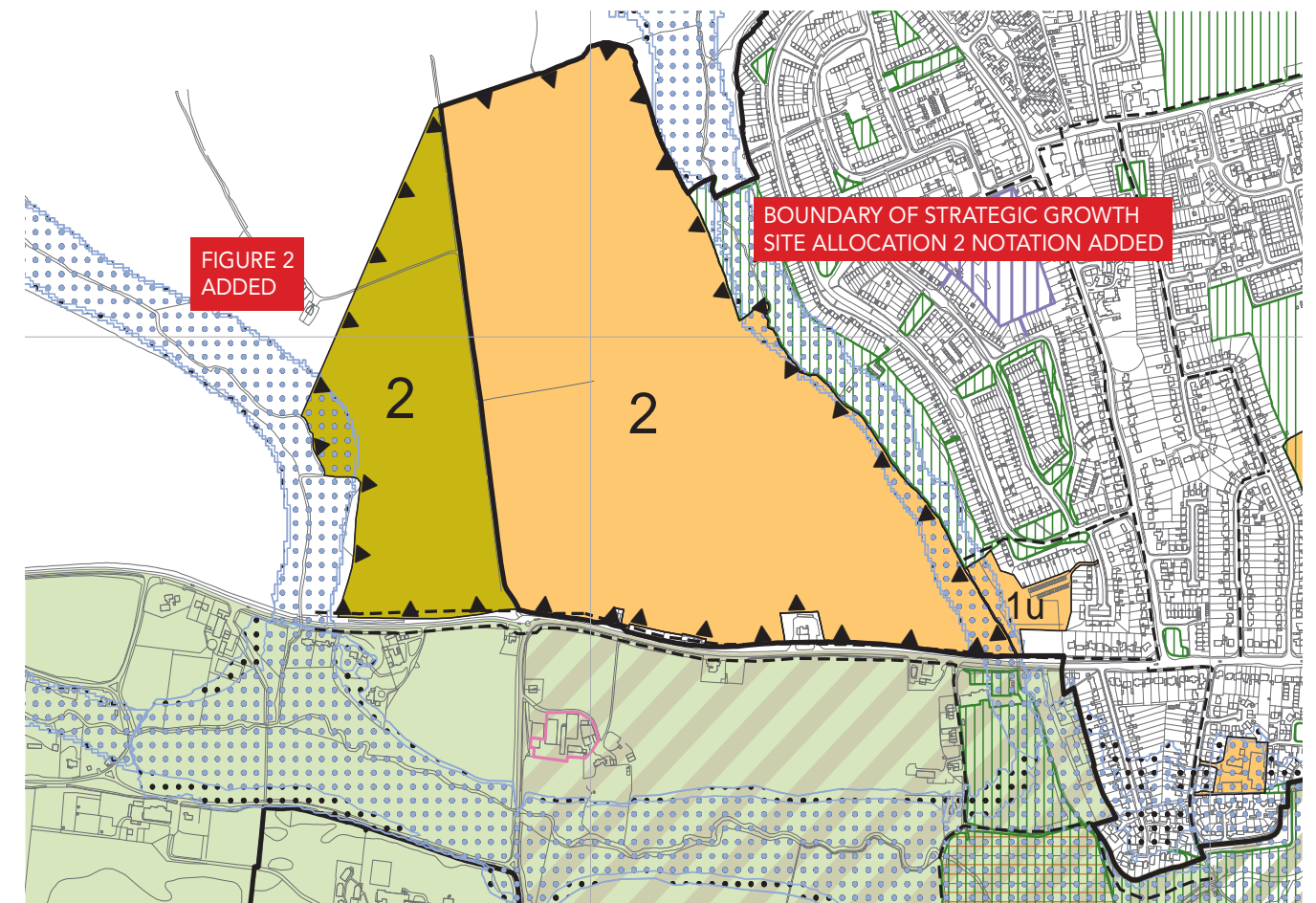


Figure 2: Chelmsford Draft Local Plan Modifications to Policies Map - PM14 - Chelmsford Urban Area

### National Design Guide

Planning practice guidance for beautiful, enduring and successful places



Ministry of Housing,  
Communities &  
Local Government

#### Other Relevant Policies

On 1st October 2019, the Ministry of Housing, Communities & Local Government published the National Design Guide. This *'sets out the characteristics of well-designed places and demonstrates what good design means in practice'*. The National Design Guide is based on national planning policy, practice guidance and objectives for good design as set out in the NPPF.

The masterplan proposals for Warren Farm embody the essential characteristics of a well designed place in accordance with the aspirations of The National Design Guide and the NPPF.



3. Site Location

Warren Farm is located within the Parish of Writtle and abuts the urban area of west Chelmsford known as Chignall. Roxwell Road (A1060) runs along the southern edge of the site and the land to the south of this road is Green Belt. Writtle Village is 1.3 km to the south. Immediately to the west of the site is the River Can and to the east is One Bridge Brook, a tributary of the River Can. To the north is agricultural land.

Key features within the site and its immediate surroundings include the existing footpath network including the Centenary Circle public right of way (PROW), the river valleys to the east and the west of the site boundary, key local facilities and important local open spaces.



Figure 4: Aerial view of the site

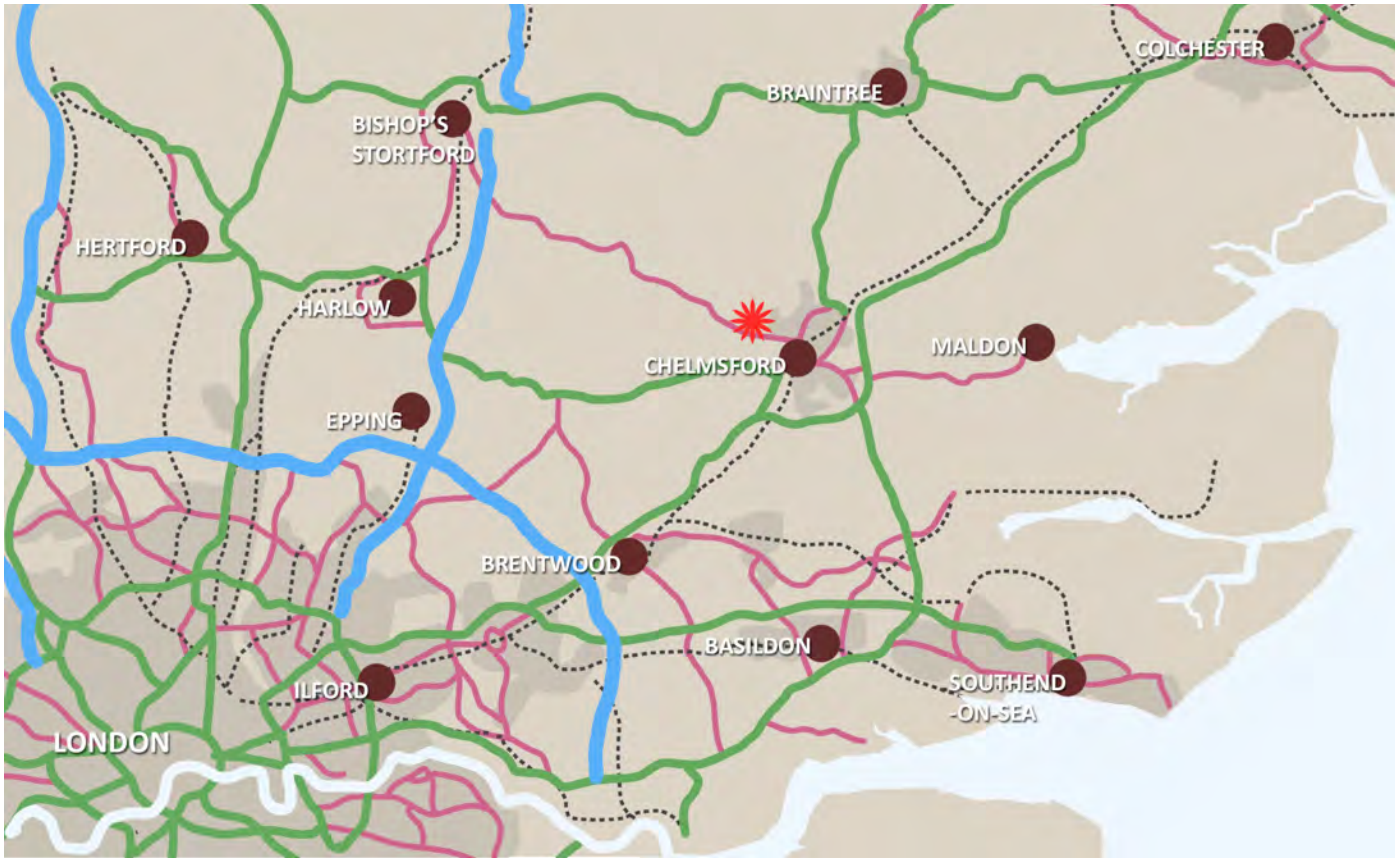


Figure 3: Wider Context



Figure 5: The site in relation to the City of Chelmsford



Figure 6 illustrates the existing links and facilities within the surrounding area of Warren Farm and beyond, including the network of sport and recreation spaces and the cycle and footpath connections to the City Centre.

The site is accessible to a wide range of facilities, all within a reasonable walking distance. The plan demonstrates that there is opportunity to connect the site to existing links and provide opportunity for sustainable travel choices.

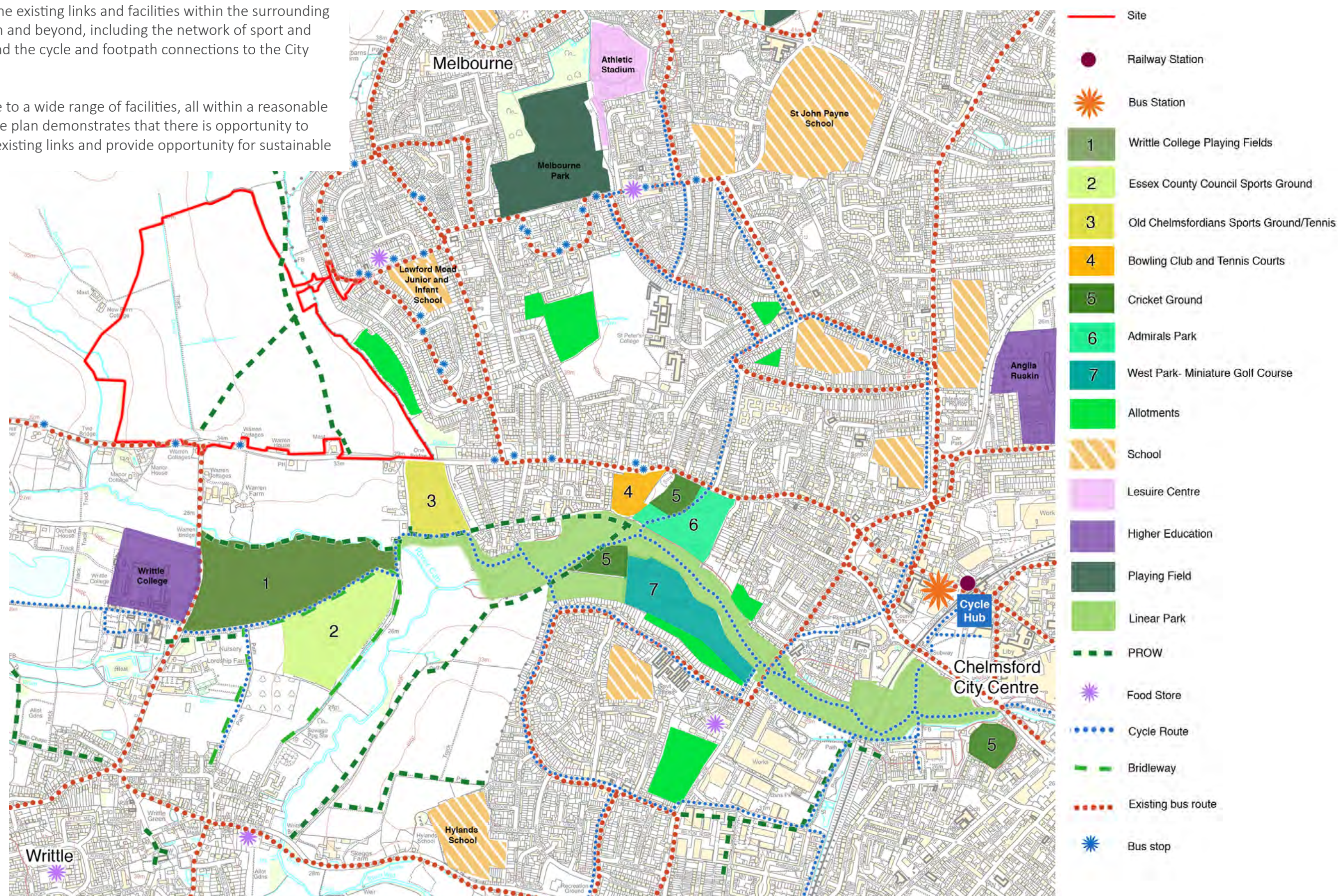


Figure 6: Existing Facilities and Links



#### 4. Site Assets - Existing Access and Connectivity

Warren Farm is in a strategic location and is close to the City Centre, railway station and bus station. As a consequence, it has significant potential for trips to be made by active modes such as walking and cycling. Warren Farm is fortunate in being close to a number of good quality walking / cycling routes. (Figure 7)

##### Existing movement network

Warren Farm benefits from the provision of existing local schools, shops, service and amenities, within walking and cycling distance. There are existing bus stops along Roxwell Road, which provide frequent services into Chelmsford City Centre and throughout Essex.

Warren Farm is located only 2.4km from Chelmsford Train Station, which provides direct trains to Central London. In addition, there is an extensive PROW network surrounding Warren Farm including NCR 1 which provides a pleasant, practical cycling route from Warren Farm to Chelmsford City Centre and train station. The route is off-road and would allow journeys from Chelmsford Train Station towards London and other destinations to be undertaken as a multi-modal cycle/train journey.

##### Proposed movement network

The accessibility of Warren Farm will increase through the implementation of the proposed development, which will increase permeability through the creation of walking and cycling routes. These new routes will provide for shorter walking and cycling distances to local services and facilities.

Development at Warren Farm seeks to increase the potential for site accessibility to public transport. The proposed development potentially could provide the infrastructure necessary to permit buses to enter and exit Warren Farm via a bus loop. With the addition of two new services between the development and Chelmsford City Centre, this will provide a sustainable alternative for commuters to Chelmsford City Centre and Chelmsford Train Station.

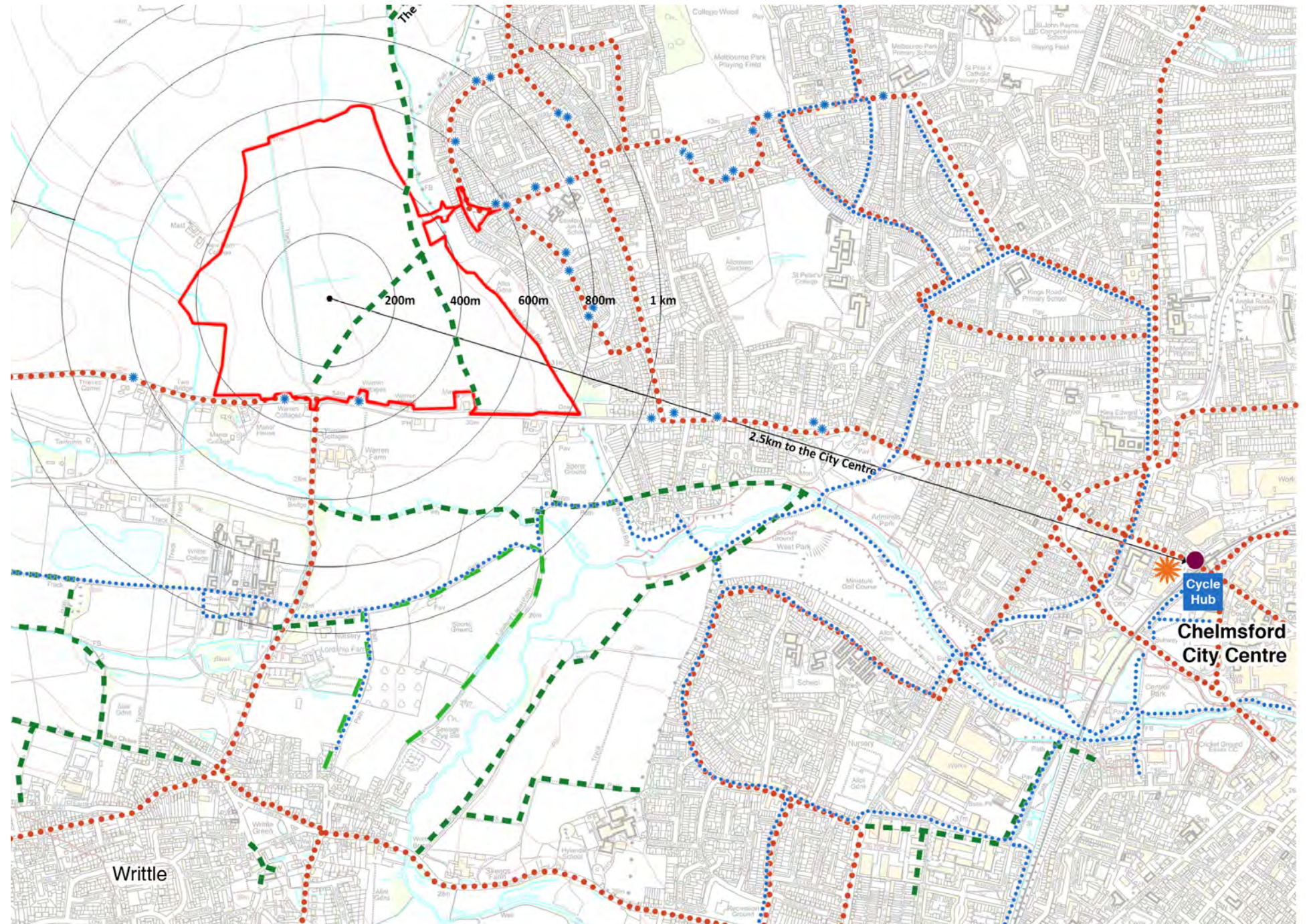


Figure 7: Existing Links to Chelmsford City Centre



Chelmsford Bus Station



Chelmsford Railway Station



Chelmsford Cycle Hub





## Topography

Warren Farm is in essentially one large field with limited internal division provided by broken remnant hedgerows and occasional trees. The site is open and has a gentle rolling shape with a central ridge.

The majority of Warren Farm lies to the north of Roxwell Road, bounded by the River Can to the west and a tributary of the River Can to the east. Private residential land associated with New Barns lies to the west of the site. Warren Farm is mostly surrounded by agricultural land dominated by arable crops with residential development associated with Chelmsford lying to the east.

## Landscape

Warren Farm lies adjacent to the built edge of Chelmsford and is not subject to any landscape designations, unlike many other areas on the edge of Chelmsford.

Green Belt and the ‘River Can and River Wid West Green Wedge’ abut Roxwell Road to the south of the site. To the north, east and west of Warren Farm, the landscape is gently rolling and land use is primarily agricultural with limited tree cover.

## Views into and out of the site

There is a strong field boundary / hedgerow network surrounding Warren Farm’s perimeter often reinforced by trees. This creates a higher level of screening within the landscape than the amount of woodland cover would suggest.

The approach to the site from the west is largely screened by existing vegetation. If the site is built out there would be views of the site from the north from the higher ground around Brickbarns Farm. Views into the site are also available from Roxwell Road to the south, albeit restricted by the hedgerow along much of the southern boundary.

The effects of the proposals for Warren Farm would be localised to an area no more than 1km from the site boundary, principally to the west and north.

There are distant views of the spire at St Mary’s Church in Widford from the ridge in the centre of the site.



Looking east towards Chelmsford from the existing track



Looking south towards Writtle from the existing track



Looking west towards New Barn Cottage and the River Can from the existing track



5. Community Engagement and Local Involvement

Public Consultation

There has been a lengthy period of public consultation, giving local residents and stakeholders the opportunity to have their say on the development of the Masterplan for Warren Farm.

The public consultation has followed the Masterplan development procedure for Strategic Growth Sites as designated in March by CCC’s Development Policy Committee.

Crest Nicholson has worked closely with CCC to ensure that the consultation has been extensive and members of the public have had considerable opportunity to have their say on the Masterplan and to make amendments to the proposals

This included two public consultation events in July 2018, one held in Writtle Village and a second on the Chignall Estate. These events were well attended by over 200 local residents and more than 100 feedback forms were submitted.


Two stakeholder workshop events were also held in September 2018; one with statutory consultees including Essex County Council, the NHS, Anglian Water as well as officers from CCC; the second with City and County councillors, Writtle and Chignall Parish Councils, local school, and community and residents groups, which focused on providing more detailed input into the Masterplan.

Throughout the consultation period, Crest Nicholson had a dedicated website for the scheme - [www.warrenfarmsite.co.uk](http://www.warrenfarmsite.co.uk) – which provides information and the ability for residents to provide feedback. Feedback has been provided online, by email, in writing, and over the phone.

Crest Nicholson has also undertaken regular engagement with Writtle Parish Council, the Village’s Neighbourhood Plan Group, and other local representatives and community groups. This has included meetings and site visits to discuss potential highways and traffic mitigation measures for the village that could be delivered alongside the development.


# Public consultation so far

## Writtle University College, 9<sup>th</sup> July




**Writtle University College****Attendees: 135****Feedback forms submitted: 70**

## Chelmsford Community Church, Trent Rd, 11<sup>th</sup> July



**Chelmsford Community Church****Attendees: 94****Feedback forms submitted: 34**

## Residents are also able to submit feedback through the dedicated website



**Dedicated website****Feedback forms submitted so far: 8**

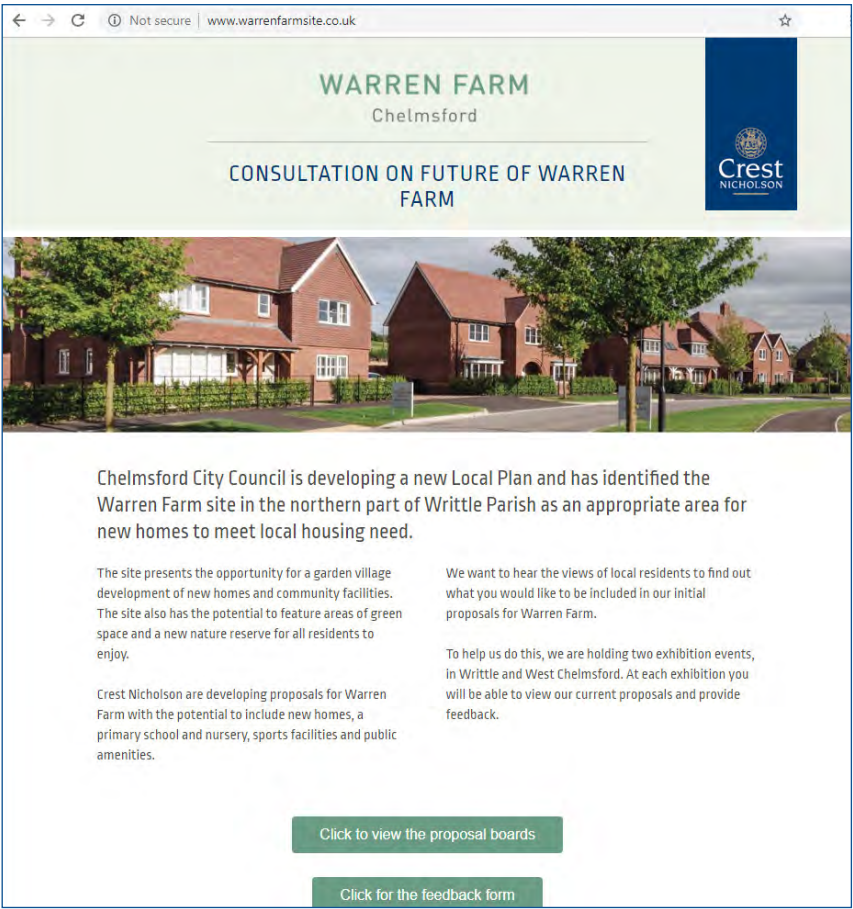


Figure 8: Photos from the workshop events and website consultation page

A further public consultation event was held at Writtle College on the 13th November 2018 to give local residents the opportunity to view the Masterplan. Members of the public had the opportunity to speak to the Crest Nicholson team and Council officers, ask questions and give their feedback. Feedback from the event was provided directly to the Council as part of the Masterplan consultation process.



Exhibition board - The Submitted Masterplan

The total number of representations made was 73 and 1 petition of 1031 signatories.

Summary of public comments on submitted masterplan:

- 1. Overall principle of development allocation/detrimental effect on Writtle
- 2. Wider landscape strip to North of Roxwell Road
- 3. Low density development to built front
- 4. Travelling Showpeople Site : oppose, or should move further North
- 5. Connections to Chignall Estate | conflict with Allotments
- Connections to Chignall Estate | conflict with Play Area
- Connections to Chignall Estate | Bus route issues
- Connections to Chignall Estate | Should be for all vehicles
- 6. Bus route along Roxwell Road
- 7. On-site health facilities
- 8. General increase in traffic issues
- 9. Access to TSP
- 10. Flood Risk
- 11. Loss of Agricultural land
- 12. Park & Ride facility required
- 13. Consultation Arrangements Flawed

Summary of Consultee comments on submitted masterplan

Consultee	Comments
Writtle Parish Council:	Confirmed opposition to development of site: will create urban sprawl; traffic issues; object to sports pitches; implications on CIL payments if planning permission granted before approval of Neighbourhood Plan; require 4 actions from CCC including confirmation of no more than 800 homes, sports facilities and TSP site; timing.
Writtle PC P&D Committee:	Confirmed opposition due to expansion and urbanisation of Chelmsford and erosion of buffer between City and Writtle; inconsistency between housing numbers in MP document and EIA Scoping Report; adverse traffic and transport issues; insufficient detail on pedestrian links; erosion of rural/urban boundary, landscape character; coalescence; loss of agricultural land; flood risk; archaeological constraints; local infrastructure provision; sports pitches; TSP site; need for tree-planting; access to Hylands School and impact of school traffic on Writtle.
Chignall Parish Council	Need to retain open farmland buffer between Chelmsford and Parish/Chelmsford; unwelcome intrusion into neighbouring Writtle Parish that will need to be mitigated by extensive landscaping; light pollution; should retain landscaped corridor to Century Circle PROW; extension of site to west justified as a landscaped ecological park, but object to 3 sports pitches, car parking, fencing, floodlights etc; various transport issues.
EA:	Site within Flood Zone 3A - will need FRA; general and detailed advice for preparation and content of application/EIA.
Natural England:	Information and likely requirements as site within Zone of Influence for one or more of the Essex Coast European designated sites which fall within emerging RAMS; general and detailed advice for preparation and content of planning application/EIA.
Essex County Fire & Rescue Service:	Comments on details for consideration in preparation of planning applications.
Essex County Council (SUDS):	Comments on details for consideration in preparation of planning applications.
Public Health & Protection Services:	Residential development should provide EV charging point infrastructure to encourage use of ultra-low emission vehicles at a rate of 1 charging point per unit and/or 1 point per 10 spaces where off-road parking is unallocated.



5. Community Engagement and Local Involvement

Amendments to the Masterplan following public consultation

Responding to the feedback received from community groups and local residents, Crest Nicholson committed to considering a series of potential changes to the Masterplan. These included:

- Further clarity on the bus link: Following consultation with residents, Crest has provided further detail on the bus link to West Chelmsford and its impact on residents in the direct vicinity of the junction between Avon Road and Trent Road in order to give residents further clarity about how the link will be constructed and its operation. Residents have been reassured that access to their homes will not be restricted by the proposals.
- Green buffer along Roxwell Road: Following resident comments, Crest committed to explore how the buffer can be further widened along Roxwell Road, in particular at the junction with Lordship Lane to create a green gateway to Chelmsford.
- Allotment access: Crest committed to remove the indicative footpaths running from the site through the allotments. Crest will also explore what improvements to the existing allotments it could fund as part of the development and provide additional footpath links with the Chignal area.
- Centenary Circle Walk: Crest committed to ensuring that at detailed planning stages the Centenary Circle Walk is integrated into the site and layout, and improved further with planting and landscaping.
- Screening of Travelling Showpersons Plots: Crest committed to exploring the position, ground modelling, landscaping and appearance of the TSP site. There is existing dense vegetation between the road and the proposed location of the TSP site and further measures could include introducing more planting along the road, acoustic fencing and a landscaped bund. Crest are exploring these options for the detailed layout.
- NHS Provision: Potential NHS provision in local centre providing for flexible uses should NHS require the space.



A selection of photos from the exhibitions held in Writtle Village and in Chignal in July 2018 and at Writtle College in November 2018.



### Livewell and Sustainability

The proposed development will be designed to embed key sustainability measures, reflective of National and Local Planning Policy. These include:

**Location and connectivity** – Warren Farm is on the edge of Chelmsford and, as such, offers easy access to existing employment opportunities and social infrastructure, and therefore reduces the need to travel. It will provide a new vehicular connection for a bus service to use to connect the neighbourhood centre and new primary school to parts of the city;

**Energy, climate change and resource use** – an Energy Strategy will be prepared that identifies measures to be built into the future buildings to ensure that carbon emissions targets in the Building Regulations are exceeded. A wider assessment of how carbon emissions can be reduced throughout construction and operation is being undertaken, as is consideration of how Warren Farm can adapt to predicted changes in climate over its lifespan;

**Wildlife and biodiversity** – The site provides an opportunity to greatly improve the biodiversity value of the local area, through provision of drainage ponds and an ecology park as well as linking green corridors. It also connects broadly with the existing green infrastructure stretching to the south east towards Chelmsford City centre.

**Enhancing health and well-being** – of new and existing residents is also a priority for the development. A Health Impact Assessment will be carried out in accordance with local requirements to support the planning application, and discussions have been had with the City and County Councils with respect to their Livewell Campaign (<https://www.livewellcampaign.co.uk/>). Some important and effective health and well-being measures will be built into the scheme, such as:

**Provision of excellent quality housing** – that will be designed to meet the needs of occupants of all ages;

**Encouragement of active travel** – Warren Farm will introduce new walking and cycling connections to the wider area, which will be signposted to encourage people to use them. The provision of a bus service will also help reduce dependency on private car use and the emissions associated with this;

**Access to open space, sports and wildlife** – the provision of sports pitches will encourage more people to do strenuous exercise, whilst access to open space and wildlife will encourage people to spend time outside and reduce stress and depression;

**Designing for the community** – Warren Farm offers a mixture of uses, spaces and connections that encourage new and existing local residents to come together and interact. The focal point of the scheme will be the new neighbourhood centre, school, and the sports pitches and pavilion, which will benefit the whole community and foster social interactions.

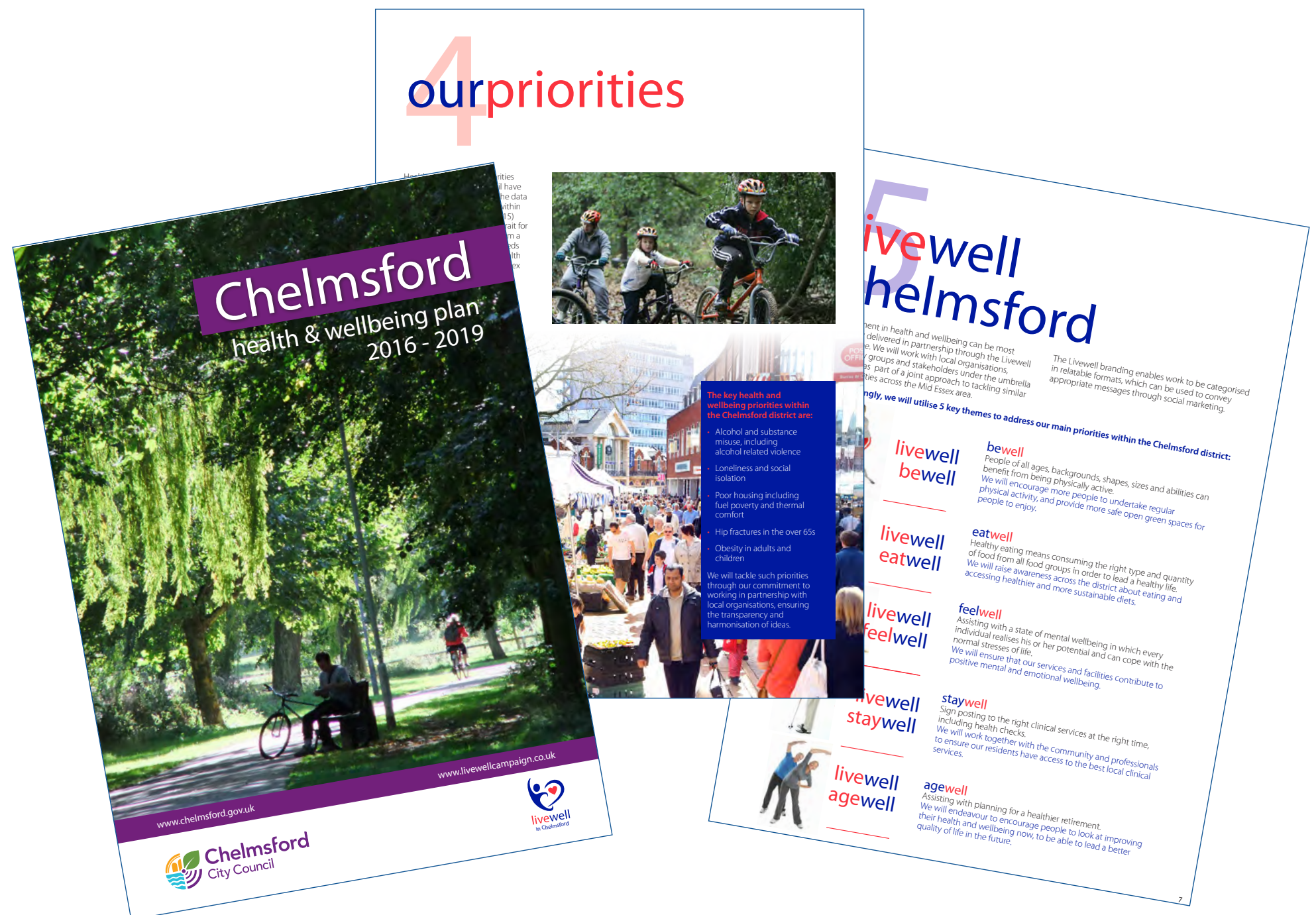
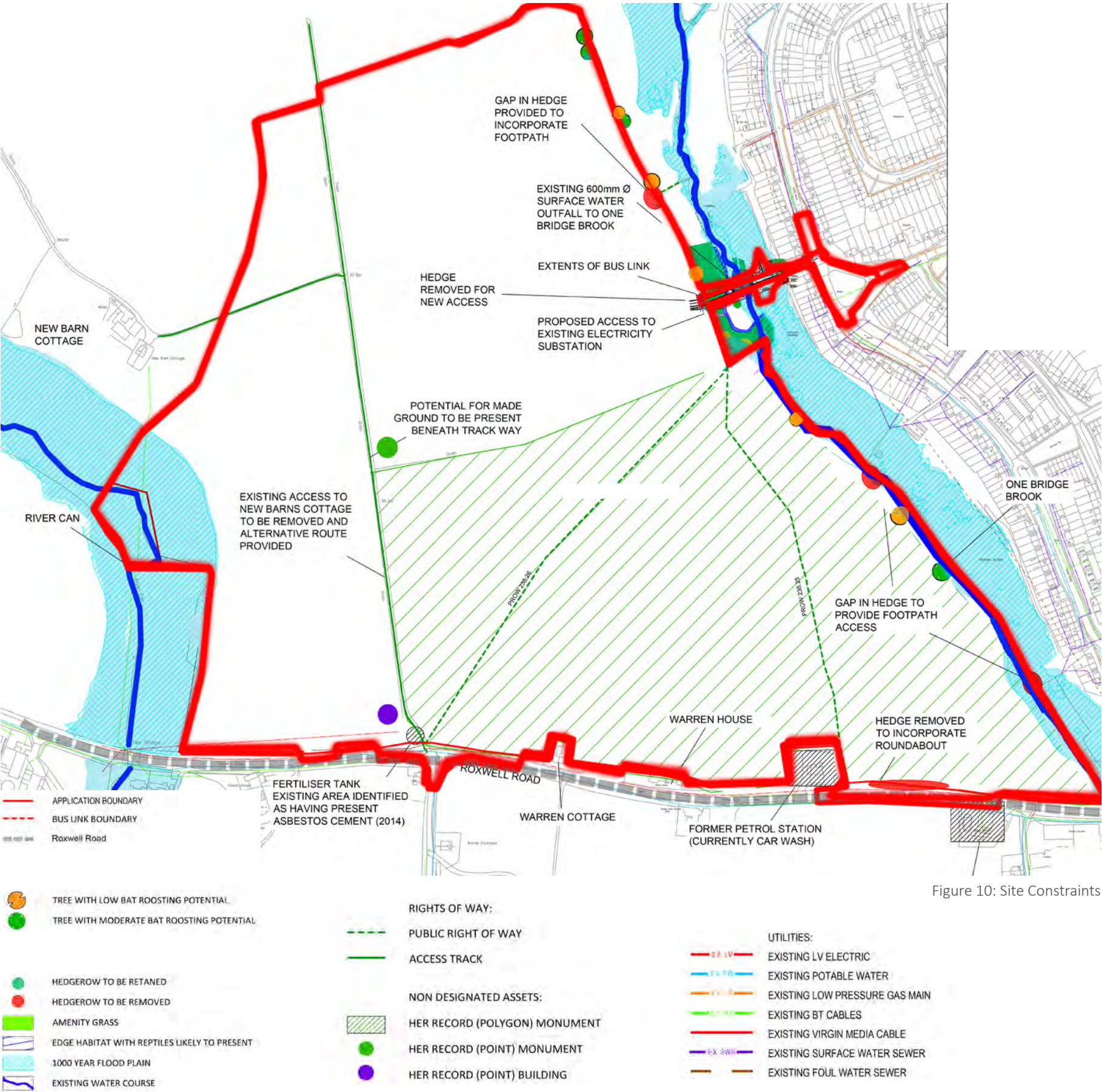


Figure 9: Chelmsford Health and Well-being Plan 2016 - 2019 - CCC



6. Summary of Site Constraints

Figure 10 identifies the key site considerations and constraints. These include significant vegetation, flood zones, adjacent properties, existing public rights of way, topography and views.



Site Considerations

Landscape

- Existing hedges and trees around the boundary of the site should be retained unless required to form new points of access.
- Existing boundary reinforcement where necessary.
- Retain and enhance public rights of way through the site, connecting to the surrounding footpath network.
- Utilise existing topography to create a natural drainage strategy.
- Enhance the existing boundary planting to the south including additional earth mounding, water features and reinforced hedgerow and tree planting.

Ecology

- Enhance biodiversity by planting new trees and vegetation within and around the edges of the site, including green corridors.
- Deliver biodiversity net gain by retaining and enhancing existing trees and hedgerows, with additional landscape planting as part of extensive provision of public open space.

Archaeology and Built Heritage

- Where archaeology is affected, it will be investigated in advance and recorded.
- Site proposals should respect the setting of the listed buildings to the north east of the site (Brickbarns Farmhouse and Crows Farmhouse) and the setting of the non-designated heritage asset to the west of the site (New Barn Farm).

Flood risk

- The parts of the site in the flood zone could remain as green open space for both biodiversity and recreation uses.
- Utilising the flood plain and adjacent areas to provide an appropriate level of green open space will provide a valuable contribution to the overall landscape and biodiversity strategies for the site.

Utilities

- Consideration to be given to the natural attributes of the site when installing drainage and utilities.
- The site is well positioned to connect into existing utilities



7. Evaluation - Development Opportunities and Connectivity

Key Opportunities

Sustainable Travel

To ensure that all homes are within a 5-10 minute walk of local facilities, providing the opportunity for sustainable travel choices. Providing new shared walking and cycling connections through the site and to the wider area.

Community Facilities

The potential to offer a mixture of uses, spaces and connections within the site that benefit the whole community and foster social interactions. New community facilities could include a new neighbourhood centre, primary school and sports pitches and pavilion.

New Homes

Opportunity to provide around 800 new, market-led homes designed to meet the needs of occupants of all ages. A new residential development that offers variety and choice; a mix of uses and tenures; a vibrant place to live with opportunity for a convenient modern lifestyle.

Biodiversity

Opportunity to greatly improve the biodiversity value of the local area through the provision of drainage ponds, an ecology park as well as linking green corridors.

Public Open Space

Opportunity to provide high quality recreation and open spaces within the development to encourage people to spend more time outside and pursue an active lifestyle.

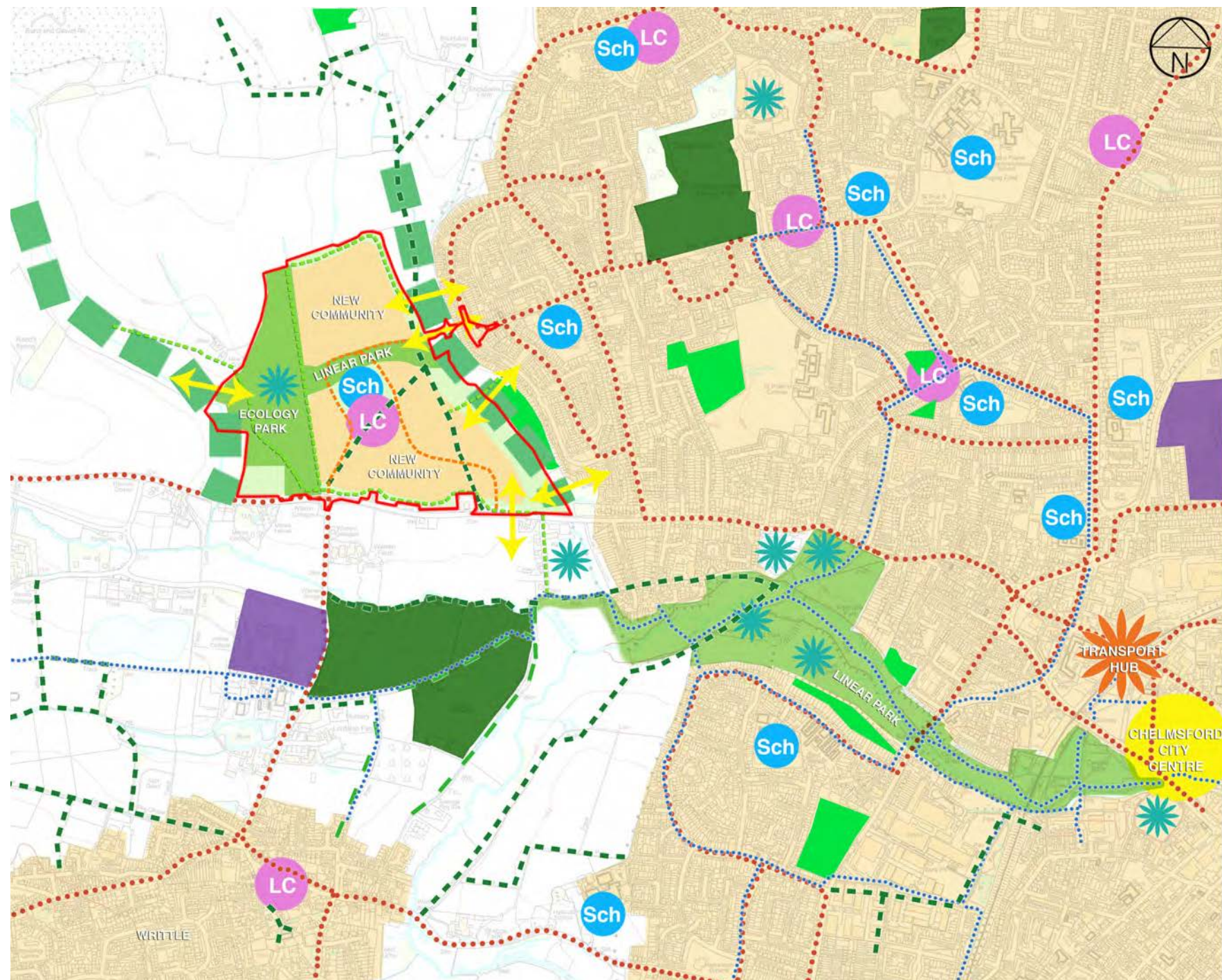


Figure 11: Development Opportunities and Connectivity





# 8. Design Objectives and Evolution

## Design Objectives for Warren Farm

- Create a high-quality, comprehensively-planned, new sustainable neighbourhood that maximises opportunities for sustainable travel.
- Provide main vehicular access to the site from Roxwell Road (A1060).
- Provide safe and pleasant pedestrian and cycle connections.
- Provide a well-connected internal road layout that allows for bus priority measures.
- Provide a new dedicated bus, cycle and pedestrian links into the existing urban area to the east and throughout the development.
- Provide a mix of market-led homes to attract a diverse population.
- Create a physical environment that promotes a balanced lifestyle, a place that supports healthy and sustainable travel choices, and provides opportunities for the community to improve their health and well-being.
- Provide new community facilities for people of all ages so that they feel supported and valued.
- Create a well connected community where people have access to good employment and work opportunities
- Create a resilient place that is adaptable to changing requirements and climate.
- Create a variety of safe open green spaces to provide opportunities for recreation, education and relaxation.

## Place Making Principles

It is envisaged that the new development at Warren Farm will embody a strong sense of place and community. The design respects the individual character of the location and the history, topography, transportation links and natural landscape are considered through design.

The following place making principles are key:

### Permeability and connectivity

Design that provides ease of access and movement through a permeable built environment, along shared footways and cycle routes. A design that promotes sustainable travel.

### Hierarchy

A clear and legible hierarchy throughout the development to assist with way finding and easy navigation.

### Scale

A varied built form of mixed density and building heights within a landscaped setting.

### Enclosure

Design that establishes clear distinctions between public and private space, thus encouraging appropriate activities within each. Encouraging safe environments and appropriate use of available space and boundary treatment.

### Community Engagement

Early involvement of the local community in order to create places that meet people’s needs and aspirations, and engender civic pride.

### Mixed use

A mix of uses to create a new residential community with access to education, retail and community facilities.

### Public realm

A quality public realm formed through extensive landscaping including the ‘Livewell Garden’ and nature park.

### Integrate health and well-being

The development will promote the physical and mental wellbeing of residents through the introduction of initiatives in the Livewell campaign.



Notley Grange, Braintree



Finberry



Kilnwood Vale



### Chelmsford Draft Local Plan Strategic Growth Site 2 - West Chelmsford master plan principles document May 2018.

Following the introduction of the Council's new masterplan procedure in March 2018, officers prepared a Masterplan Principles Document and a series of plans in order to inform and guide the detailed masterplanning process. The plans included: site context, proposed land use, movement, open space and a concept masterplan.

Based on a high level study and desk top evidence, the concept masterplan opposite (Figure 12) sets out CCC's initial key principles for Growth Site 2 and assisted in informing subsequent iterations of the masterplan

Through a process of gathering detailed technical and environmental evidence, negotiation and collaboration between CCC, Crest and other stakeholders, the concept masterplan has evolved by testing various alternatives and has informed the final Warren Farm Illustrative Masterplan set out in this document.

2

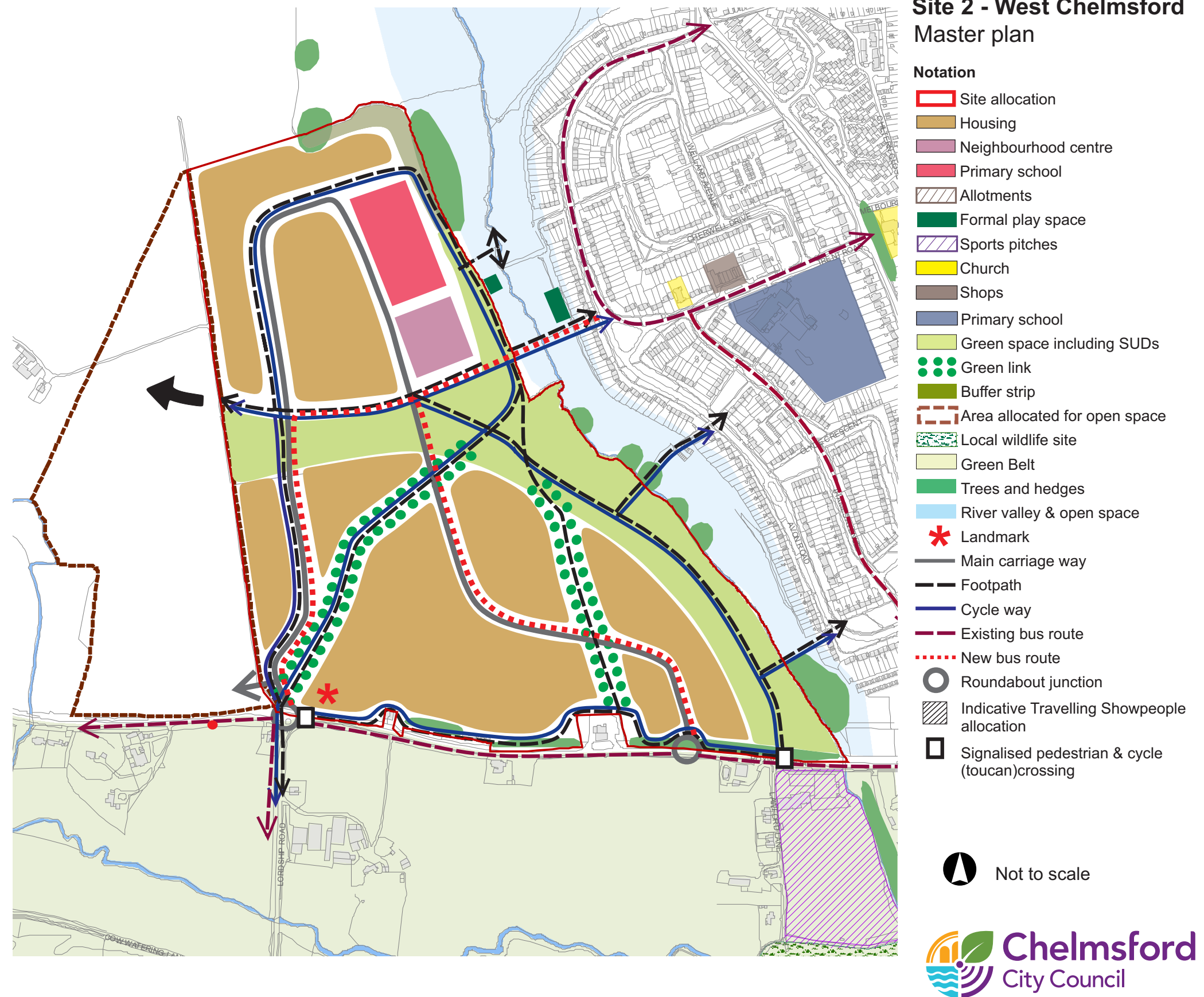


Figure 12: CCC Concept Masterplan



# 8. Design Objectives and Evolution

## Design Evolution

The four masterplan options at Figure 13 were tabled at two public consultation events in July 2018; one held in Writtle village and a second on the Chignall Estate.

The purpose was to open up a dialogue between stakeholders to consider the most appropriate layout configuration in respect of the neighbourhood centre and the Primary School.

Analysis and evaluation of the evidence base, constraints and site assets as summarised in this document resulted in a number of ‘fixes’ to future masterplanning:

For example:

- the River Can and One Bridge Brook and their associated flood plains and ecological interests.
- the agreed position for the two main access points into the site from Roxwell Road.
- existing Public Rights of Way
- the need to devise a circular bus route that connected into the site from Trent Road.
- the desire to provide convenient connectivity for pedestrians and cyclists between Chignall Estate and the new development to encourage community integration and sharing of facilities.
- the desire to protect long distance views towards St Mary’s Church, Widford; skyline trees on Chignall Road and views towards the River Can Valley.
- the need to retain and enhance the existing vegetation on the periphery of the site.
- the need to provide safe and attractive access for pedestrians and cyclists into the River Can Green Wedge.
- to meet the specific requirements of Policy SGS2 regarding the provision of a primary school, neighbourhood Centre and site for Travelling Showpeople.

Following consideration of the feedback on the various concept alternatives, the principles shown on masterplan concept 3 was regarded as the most preferred.



Figure 13: Crest Masterplan Concept Sketches



## 9. The Illustrative Masterplan

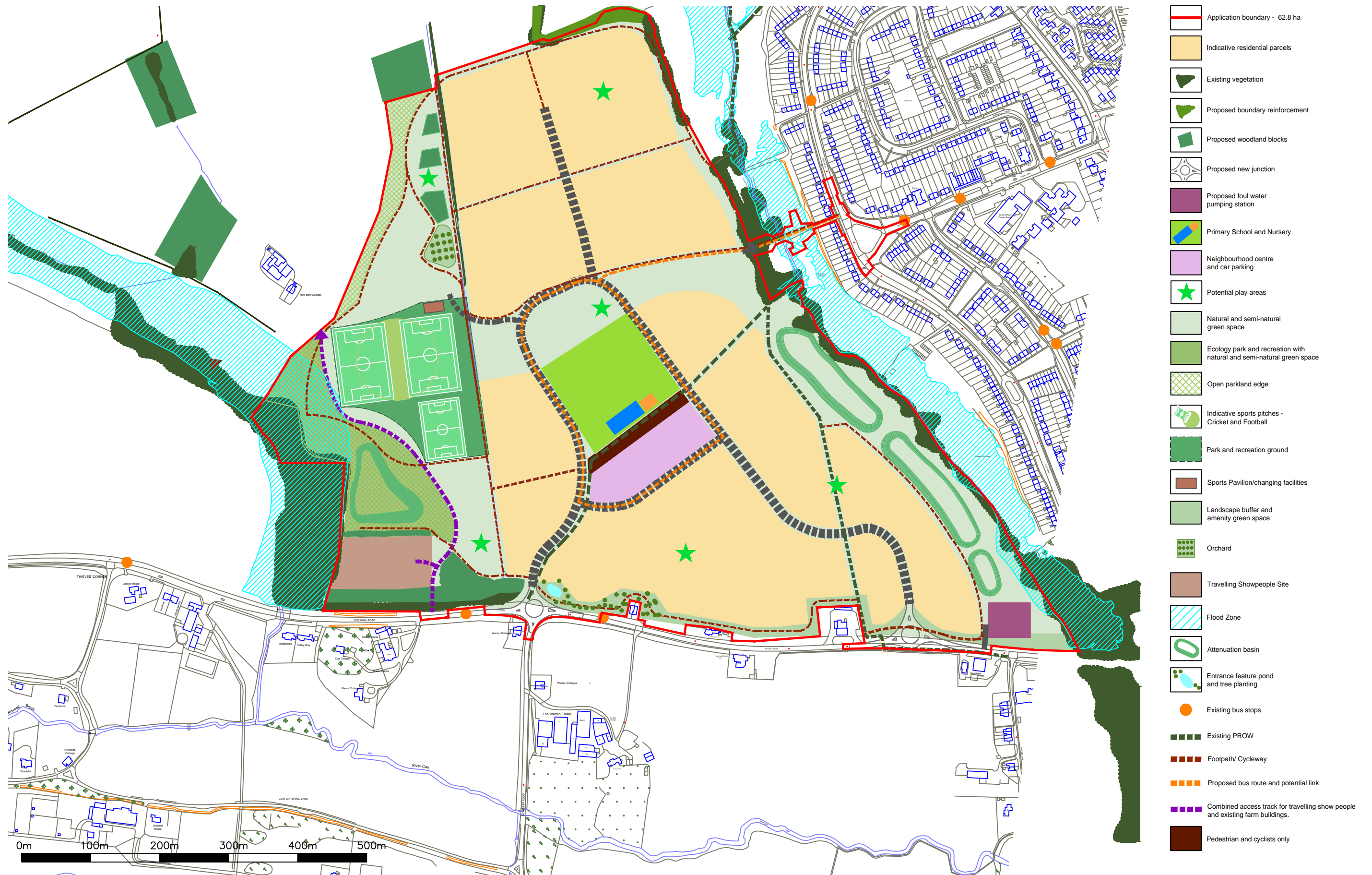


Figure 14: Illustrative Masterplan



## 9. The Illustrative Masterplan

As referred to earlier in this document, the Masterplan has been shaped by Crest Nicholson through a continuous and formal process led CCC, and with input from consultation with the major stakeholders, public and community representatives.

### Key features of the Illustrative Masterplan:

- residential development of around 800 new homes, comprising a wide mix of house types and tenures, including affordable, to be compliant with Council policy;
- a mixed use neighbourhood centre with a high quality public realm and landmark features. A central pedestrian and cycle only street between the Neighbourhood Centre and the Primary School. On site facilities include a foodstore, retail units, community centre, potential healthcare and associated parking;
- a new primary school and stand-alone nursery located within the centre of the development to ensure that all homes are within a 5-10 minute walk, providing the opportunity for sustainable travel choices;
- new bus link to connect the new development to the adjacent Chignall community and beyond;
- retaining existing public rights of way and creation of a new footpath network/trim trail and cycle routes within the development and links to the surrounding areas;
- western and eastern parkland corridors linked together by a wide green link through the development;
- two new access points into the development off Roxwell Road;
- a Sustainable Urban Drainage strategy that will provide a series of attenuation ponds within the natural and semi-natural green amenity space, to allow for surface water run off and opportunity for biodiversity enhancements;
- a landscaped buffer to the south of the development to provide an attractive footpath and cycle route set back from the Roxwell Road with a series of glimpse views through to the new development, providing an appropriate urban edge on the approach to the City centre;
- the provision of 5 Travelling Showpeople pitches with a separate access road from Roxwell Road, in the south west corner of the site;

- a nature park within the western parkland area designed with a range of features to benefit wildlife, as well as providing a pleasant place for quiet recreation and educational opportunities;
- a 3.6 ha recreation ground with sports pitches in the form of two senior football pitches, a cricket pitch with an all weather wicket, and a junior football pitch; and,
- a pavilion with changing facilities, parking and play facilities.

The key landscape elements proposed for Warren Farm include a western and eastern parkland corridor, a central spine and southern boundary.

The existing hedges and trees around the boundary of Warren Farm would be retained unless required to form new points of access.

Areas of planting reinforcement are proposed around the boundaries and within the site to replicate old field boundaries and introduce new areas of woodland. In combination, these would help to mitigate the views from the west and reintroduce a network of biodiversity corridors across the site.

Increased boundary planting along the western and eastern boundaries associated with the adjacent watercourses and water management features would provide the opportunity for biodiversity enhancements.

Within the development, the use of generous open spaces and wide tree lined streets and main avenues with hedges in front gardens would help to create the setting for a new garden village.

### Parameter Plans

Following selection of the Preferred Illustrative Masterplan, a number of detailed technical and design studies were undertaken to test the efficiency, optimisation and quality of potential housing parcels and neighbourhood centre layouts, particularly in terms of the potential to create quality placemaking, housing layouts and public realm. These studies resulted in further refinements and detailed consideration of the Parameter Plans to provide a framework for subsequent detailed design of reserved matters.



Examples of types of landscape treatments that could be applied to the site.



Vehicular Access

There are four site accesses. Vehicular access to the site can be achieved via two roundabouts on Roxwell Road, a priority junction on Roxwell Road, and a priority junction on Avon Road. Residential access will be via the two roundabouts on Roxwell Road. The easternmost access will be a new roundabout and will feature a pedestrian crossing, which will allow pedestrians and cyclists to cross Roxwell Road safely and continue onto the off-street footway/cycleway that leads to the city centre. A fourth arm will be added to the existing Lordship Road/Roxwell Road roundabout so that site access can be achieved.

A priority access is situated to the west of the Lordship Road/Roxwell Road/Site Access roundabout. This will only be for access to the Travelling Showpeople site and to the existing farm to the north. The Travelling Showpeople access has been designed to include over-runable strips so that it can accommodate large vehicles, yet high speeds are discouraged for regular traffic that will be accessing/egressing the site.

Bus Link/Bus Route

Further to the above, a bus link between the site and Avon Road is proposed to be provided on the eastern side of the site. The bus route would provide a loop around the local centre in the centre of the site, before heading back towards Avon Road. The main route will feature a 30mph speed limit and will not feature vertical traffic calming. The bus link would be reduced to a 20mph speed limit and would be signalised, and use by cyclists and pedestrians will also be allowed. Regular traffic will not be permitted to use the bus link, which will be controlled by number plate recognition cameras. Further bus services will be available from existing bus stops along Roxwell Road to the south of the site, and within the Chignal Road Estate to the east of the site.

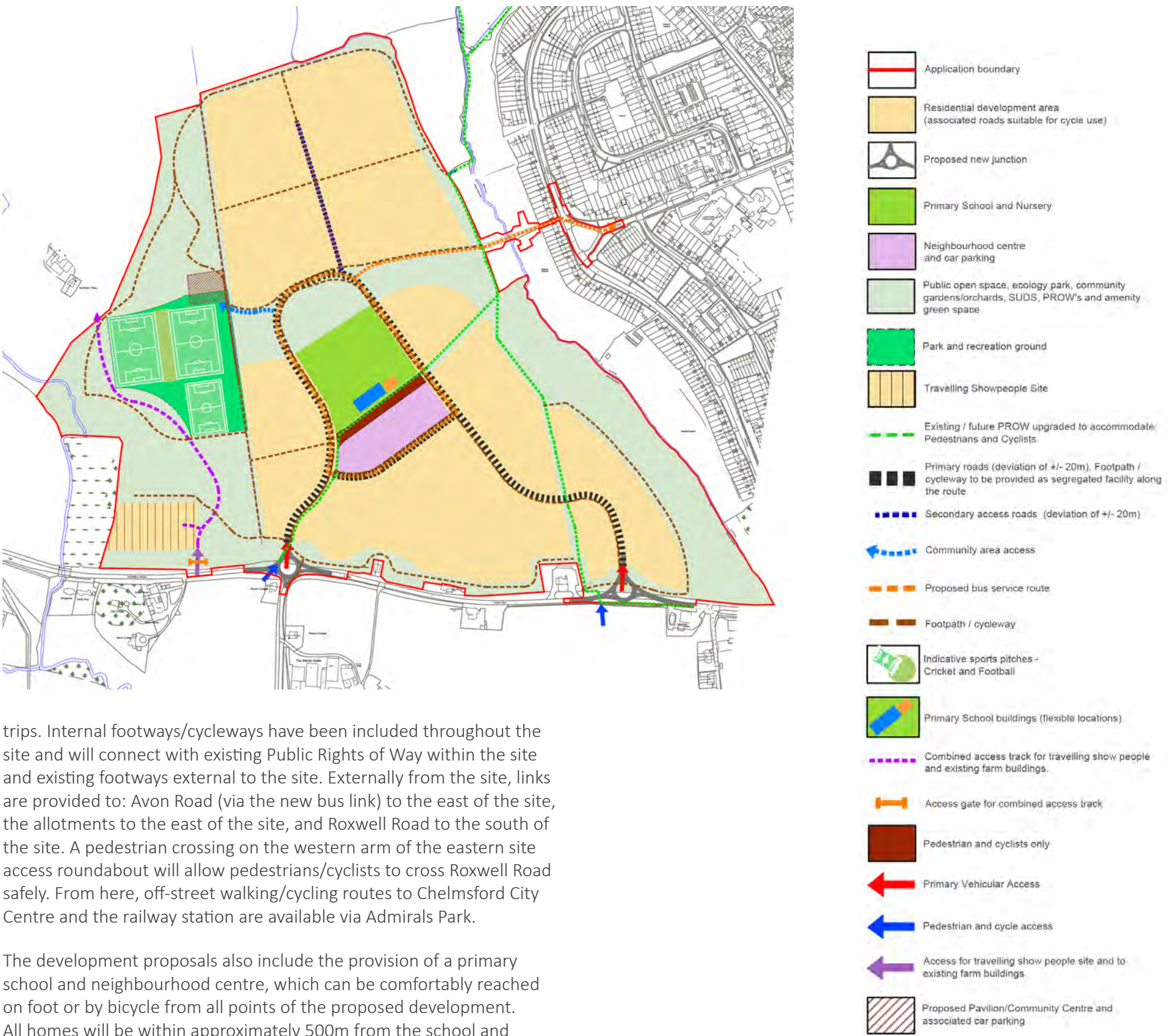
Illustrative drawings showing the access proposals can be found on the following pages.

Internal Road Layout

The internal road network will largely be made up of 20mph roads. The primary distributor road that provides a loop between the two roundabout accesses will be the only 30mph road within the site. All roads within the site will be designed in accordance with the Essex Design Guide.

Walking & Cycling

The development has been designed to encourage walking and cycling



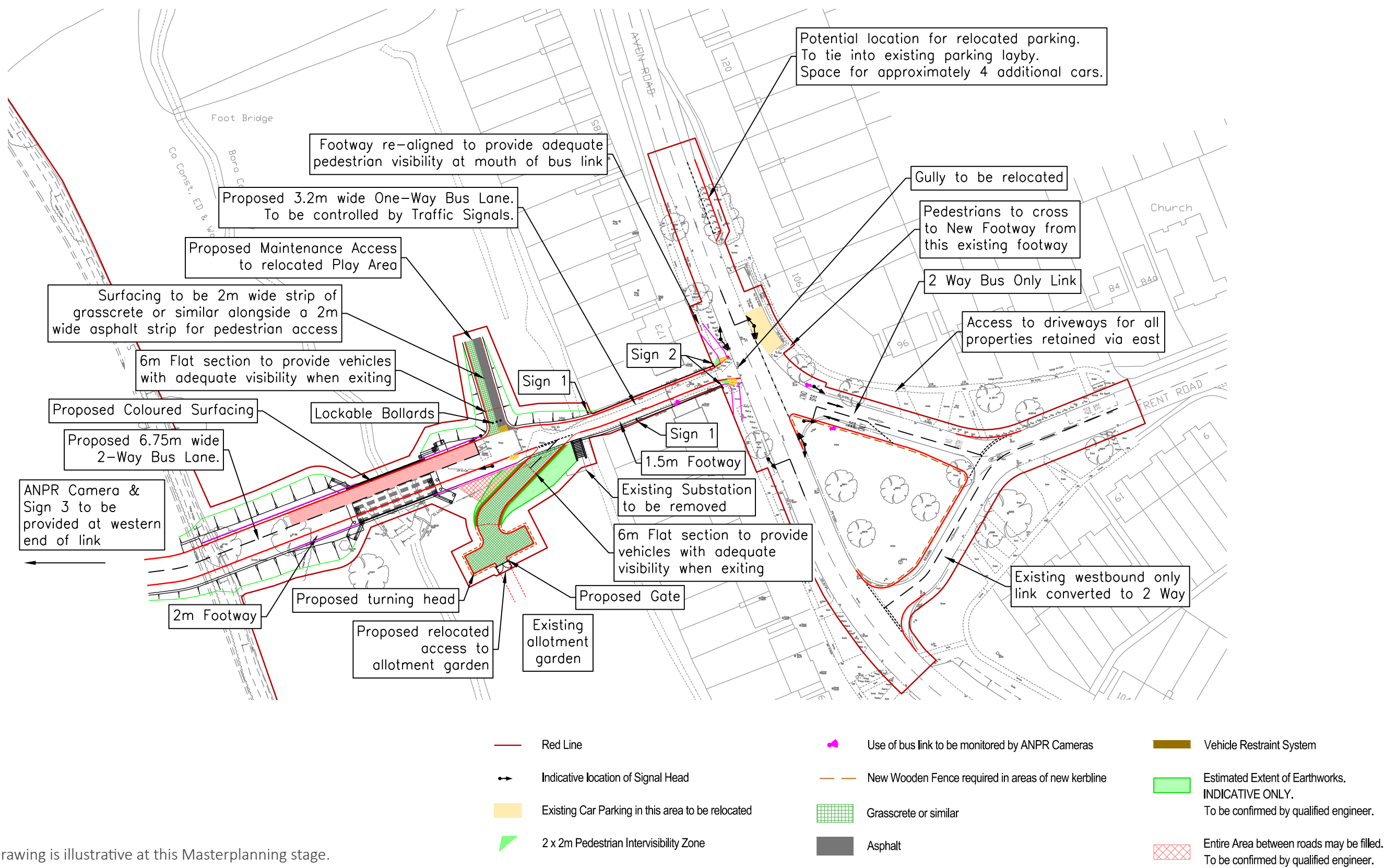
trips. Internal footways/cycleways have been included throughout the site and will connect with existing Public Rights of Way within the site and existing footways external to the site. Externally from the site, links are provided to: Avon Road (via the new bus link) to the east of the site, the allotments to the east of the site, and Roxwell Road to the south of the site. A pedestrian crossing on the western arm of the eastern site access roundabout will allow pedestrians/cyclists to cross Roxwell Road safely. From here, off-street walking/cycling routes to Chelmsford City Centre and the railway station are available via Admirals Park.

The development proposals also include the provision of a primary school and neighbourhood centre, which can be comfortably reached on foot or by bicycle from all points of the proposed development. All homes will be within approximately 500m from the school and neighbourhood centre. Given that it will not be necessary for residents to visit the primary school and neighbourhood centre via private vehicle, this will further encourage trips by active travel modes.

Figure 15: Indicative Parameters - Land Use and Access and Movement

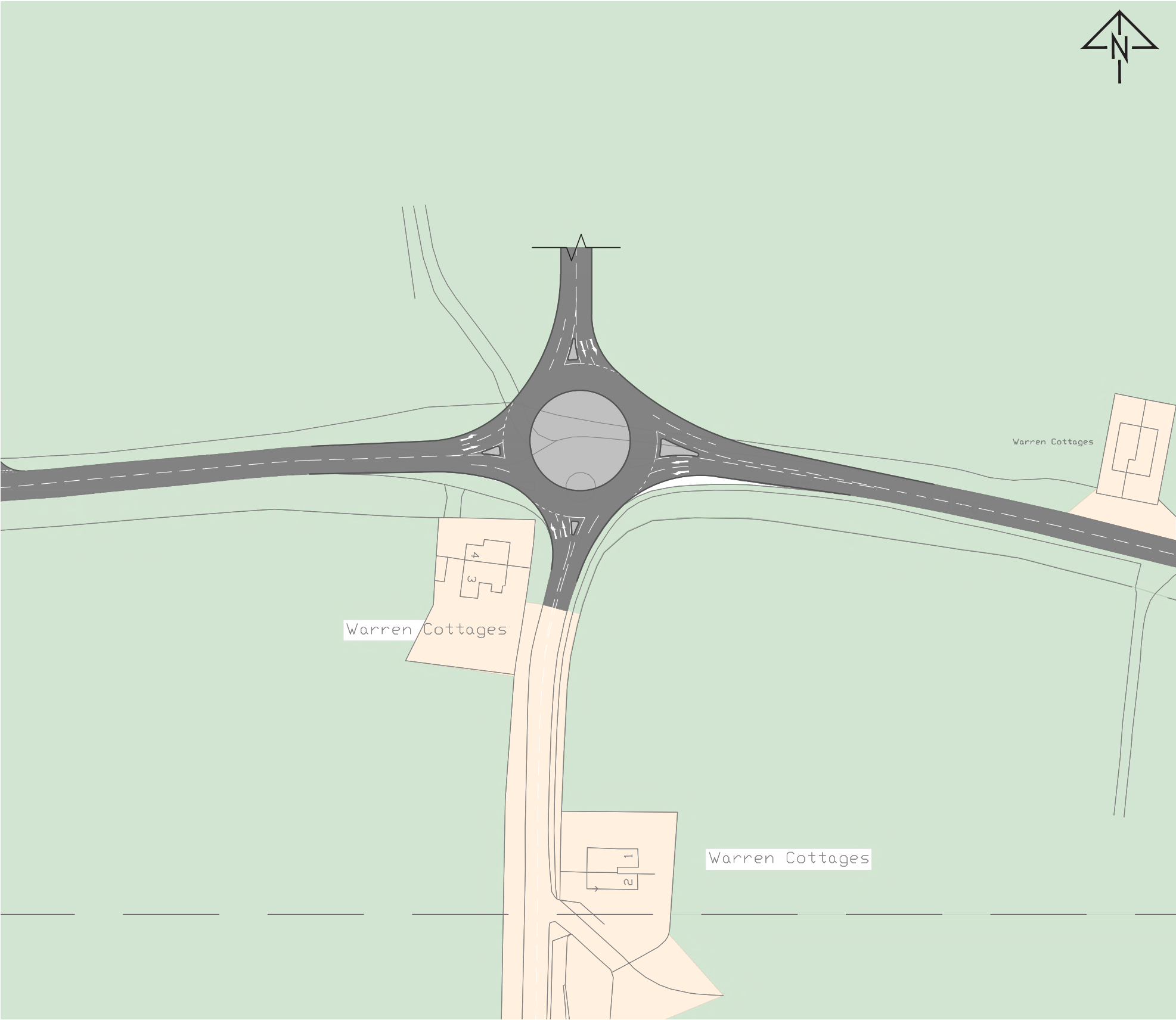


10. Parameter Plans - Land Use and Access and Movement



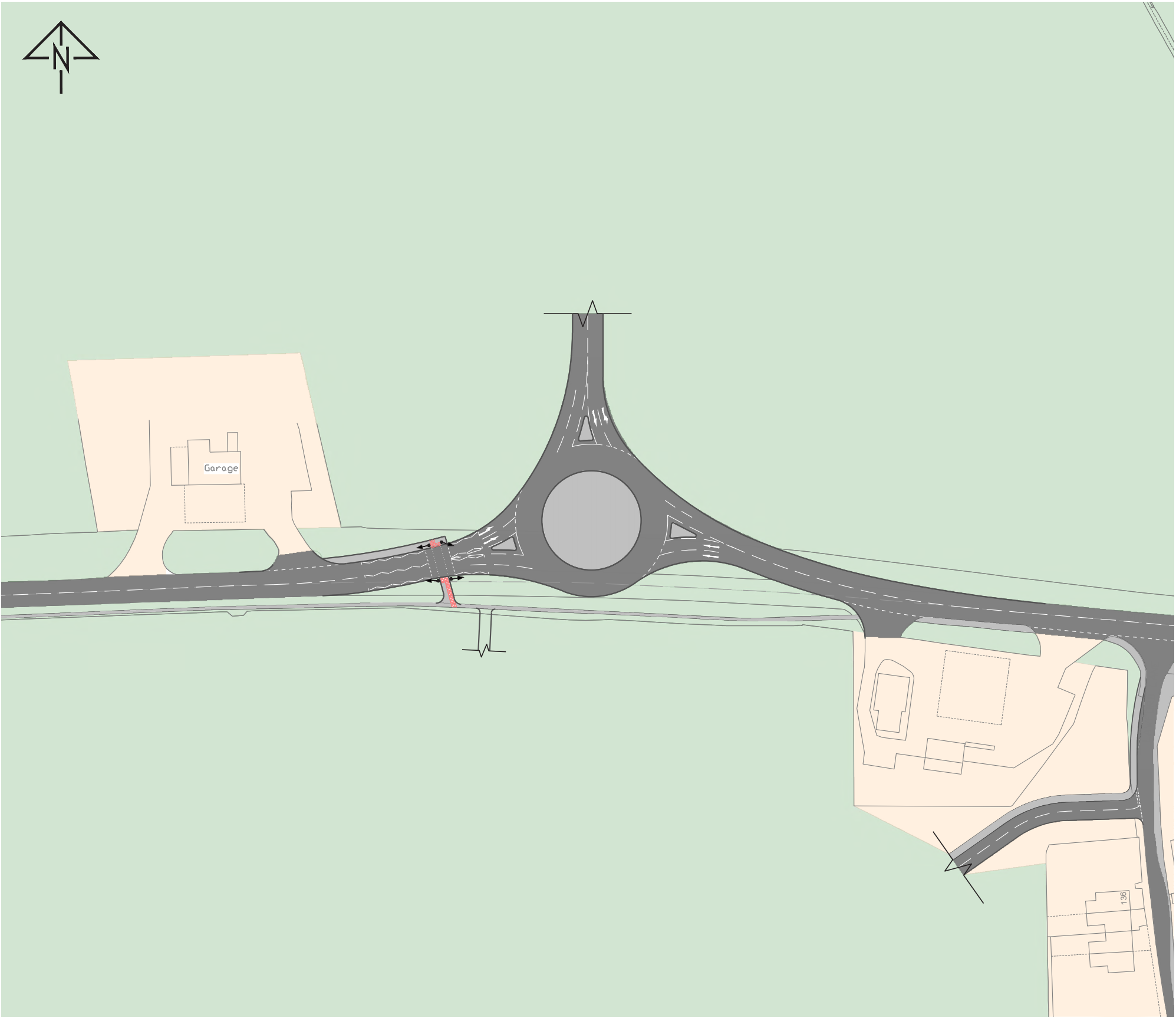
Please note that this drawing is illustrative at this Masterplanning stage. The final design of the junctions will be the subject of detailed technical assessment to be carried out as part of the planning application process and will be subject to agreement with the Highway Authority.

Figure 16: Illustrative Bus Link Signal Controlled



Please note that this drawing is illustrative at this Masterplanning stage. The final design of the junctions will be the subject of detailed technical assessment to be carried out as part of the planning application process and will be subject to agreement with the Highway Authority.

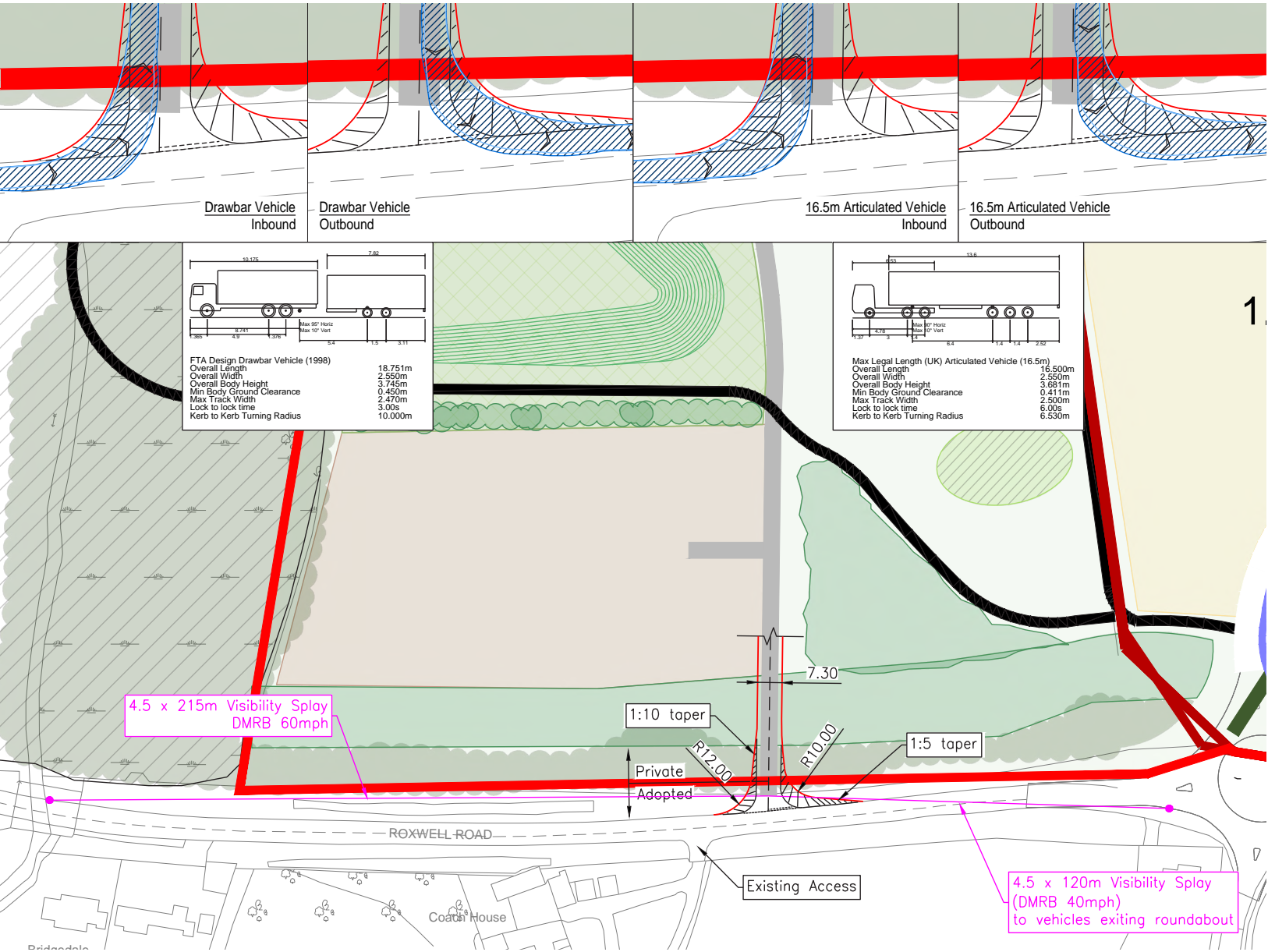
Figure 17: A fourth arm will be added to the existing Lordship Road/Roxwell Road roundabout so that site access can be achieved.



Please note that this drawing is illustrative at this Masterplanning stage. The final design of the junctions will be the subject of detailed technical assessment to be carried out as part of the planning application process and will be subject to agreement with the Highway Authority.

Figure 18: A new roundabout will feature a pedestrian crossing allowing pedestrians and cyclists to cross Roxwell Road.





Please note that these drawings are illustrative at this Masterplanning stage. The final design of the junctions will be the subject of detailed technical assessment to be carried out as part of the planning application process and will be subject to agreement with the Highway Authority.

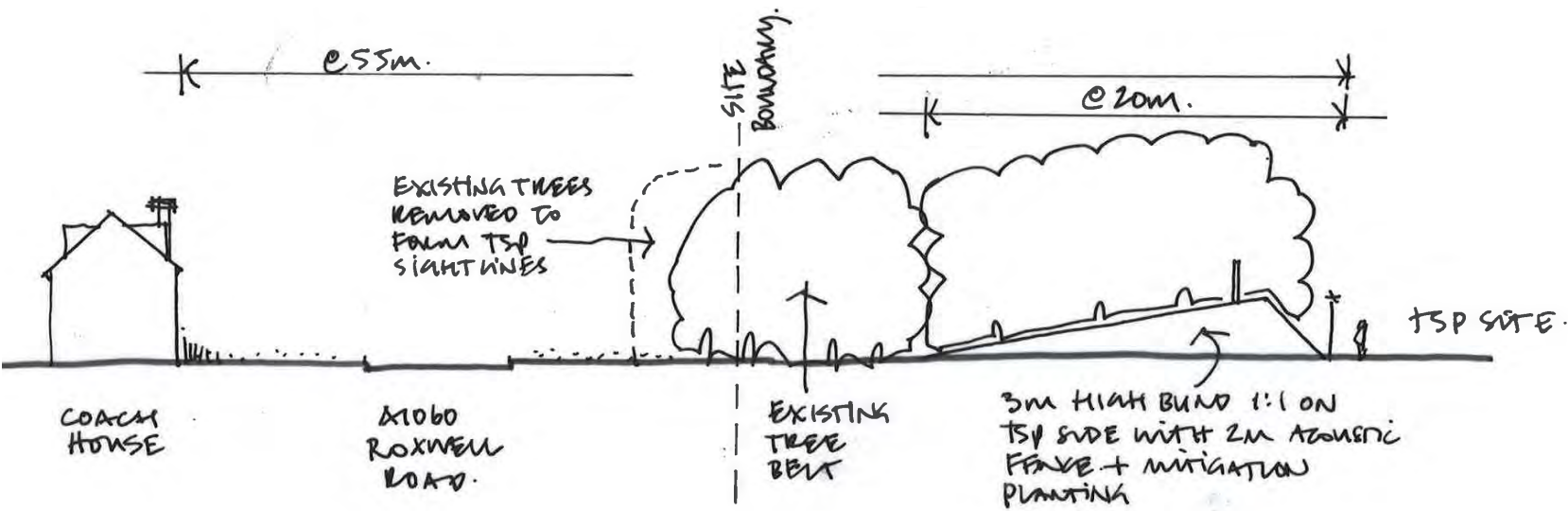


Figure 19: The Travelling Showpeople access (including access to the existing farm) and site section sketch



10. Parameter Plans - Building Heights

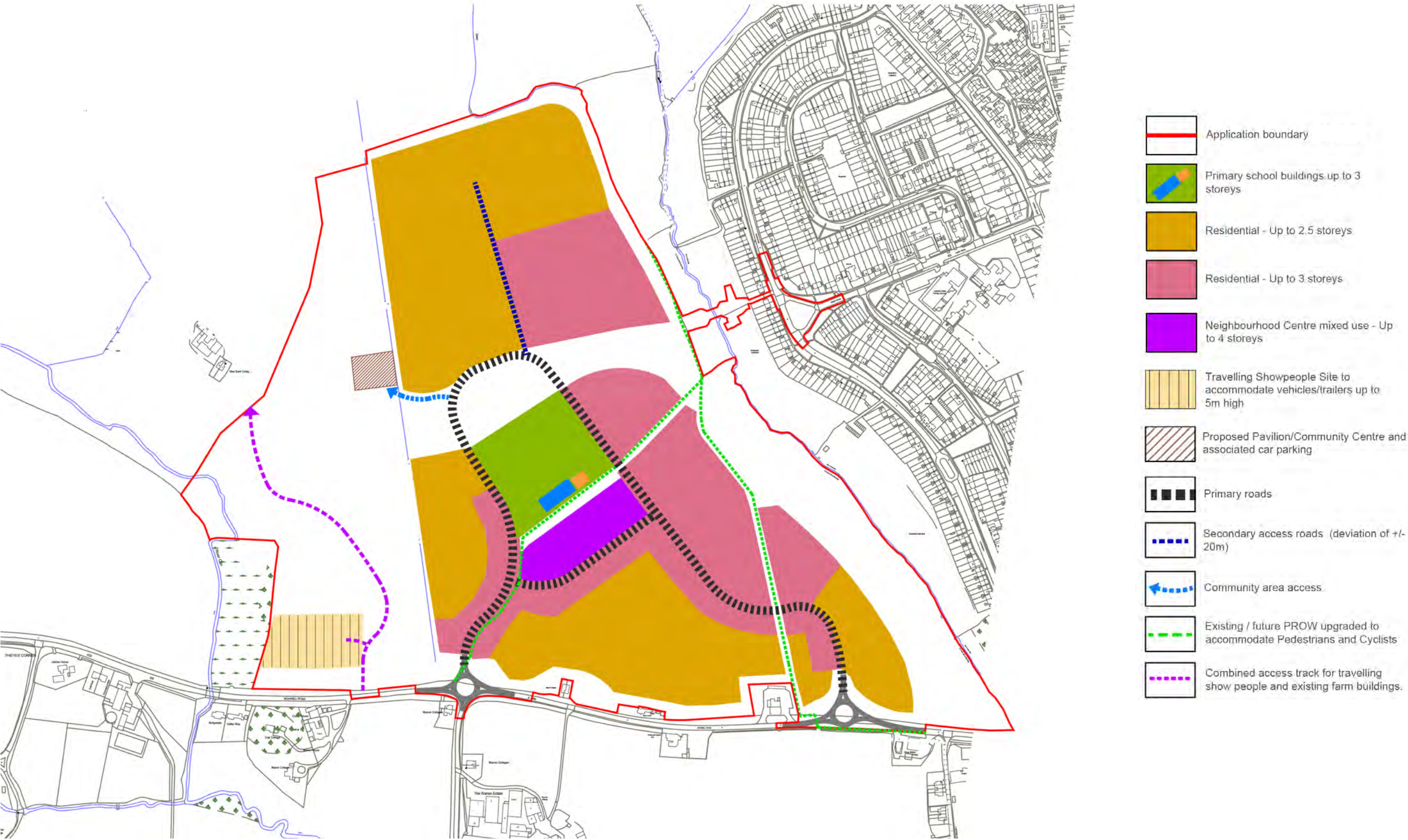


Figure 20: Indicative Parameters - Building Heights



## 10. Parameter Plans - Density

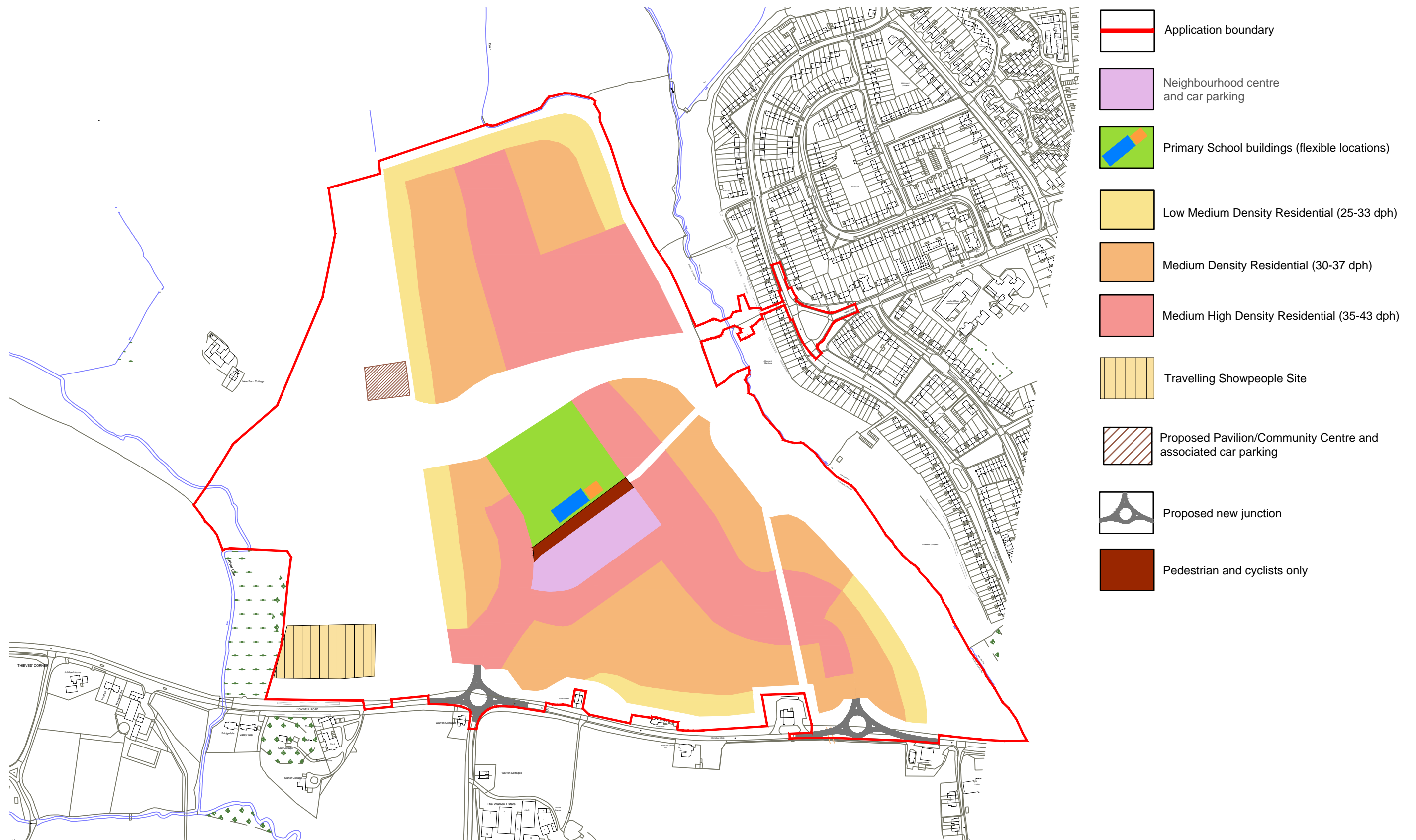


Figure 21: Indicative Parameters - Density



10. Parameter Plans - Landscape, Sports and Green Infrastructure



Figure 22: Indicative Parameters - Landscape, Sports and Green Infrastructure



### Ecology and Recreation

The Ecology Park provides a valuable buffering habitat to the River Can and an area of off-site reedbed, which is used by a range of protected species including otter, badger, and several species of bat. The Ecology Park will be designed with a range of features to benefit wildlife, as well as providing a pleasant place for quiet recreation and educational opportunities (such as Forest Schools). The Ecology Park will also be designed to screen any required lighting from the recreation ground to ensure that a dark corridor is maintained along the River Can for nocturnal wildlife. The attenuation basin within the Ecology Park will also be designed in such a way to benefit wildlife, for example, with an area of permanent water and marginal planting. This will benefit a range of species such as foraging bats, reptiles, amphibians, and invertebrates. Other ecological enhancements will be incorporated into the Ecology Park, such as bat boxes on trees, and habitat piles. Once established, the Ecology Park will be managed in the long-term to benefit biodiversity.

### Sport and Recreation

Sports pitches are provided in the form of two senior football pitches, a cricket pitch with all weather wicket, and a junior football pitch. A pavilion with changing facilities, parking and play facilities are also proposed.

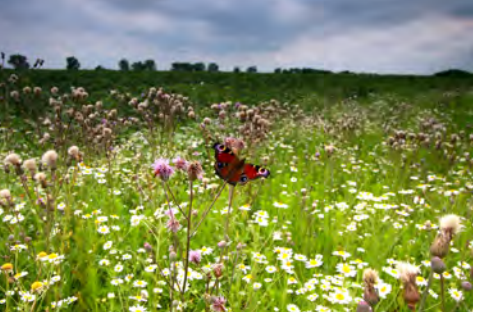


Figure 23: Ecology Park and Sports



10. Parameter Plans - Landscape, Sports and Green Infrastructure

The western parkland

This area helps to create a gentle transition from the built edge of the site into the open countryside to the north west. It contains areas of open parkland, with blocks of woodland, small copses and community orchards to break up the appearance of the development edge.

Sports pitches are provided in the form of two senior football pitches, a cricket pitch with all weather wicket, and a junior football pitch. A pavilion with changing facilities, parking and play facilities are also proposed.

The western edge of the parkland along the River Can provides an opportunity to create a nature park. This would be enclosed by the farm access and incorporate the water management basin and areas of rough grass, scrub and tree planting. This could provide the opportunity to encourage a wider range of wildlife including butterflies, dragonflies and reptiles.

There would be a mixture of new water features, enhancing plant life and wildlife around the river area.

The eastern parkland

The eastern parkland forms the link with the existing edge of Chelmsford to the east around the existing Brook.

This area would consist of informal parkland and water management basins.

The central spine

The central spine creates a link between the eastern and western parkland areas. It is a more formal space, containing formal play facilities and a robust boundary to the primary school.

The southern boundary

Development along the southern edge of the site has been set back to provide a structured setting to the site and the creation of a new gateway into the City from the west. This could include additional earth mounding, water features and reinforced hedgerow and tree planting.

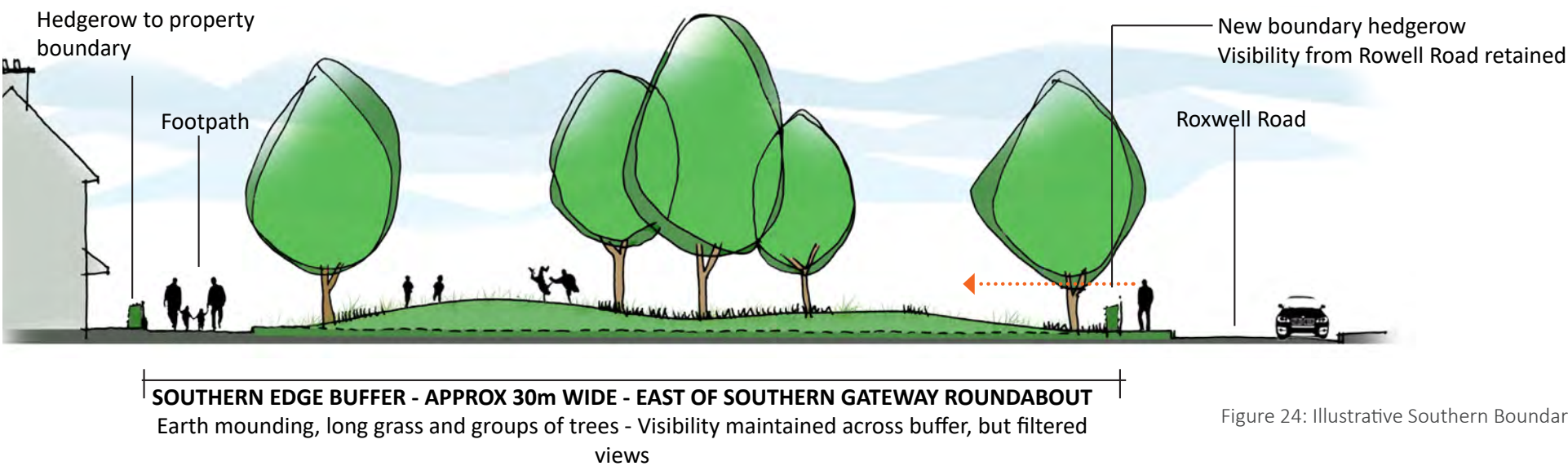


Figure 24: Illustrative Southern Boundary





### Community Hub

A mixed use neighbourhood centre is sited at the centre of the Warren Farm, which is the most sustainable location in respect of access.

All new homes will be within 5-10 minutes walk of the neighbourhood centre and a number of new green links will provide pleasant pedestrian and cycle access routes.

A new primary school with co-located early years and childcare nursery will be provided adjacent to the neighbourhood centre, with on-site parking and additional parking for the nursery within the neighbourhood centre.

A range of community facilities are proposed within this central hub, and along with the school this will be the heart of the development.

Potential facilities which could be provided within the neighbourhood centre include:

- an anchor convenience store;
- a coffee shop/ A3 use;
- a pharmacy;
- a medical centre to serve the new and existing community;
- a senior living scheme with landscaped courtyard;
- landscaped parking square
- a mix of one and two bedroom flats will be provided within the neighbourhood centre with associated parking and amenity space; and
- a pedestrian and cycle only street between the primary school and nursery and the neighbourhood centre facilities, creating a pleasant traffic free environment to making the neighbourhood centre a more attractive place to linger. It will also provide safe pedestrian access for children and parents attending the school.

Crest Nicholson will continue to liaise with the Education Authority and City Council in formulating its detailed proposals for the Community Hub. These will be included in the Design and Access Statement that will accompany the subsequent planning application.



Kilnwood Vale, West Sussex



Southborough, Tunbridge Wells



Tadpole Garden Village



## 12. Phasing and Delivery

### Overall Sequence of Development and Phasing

Crest propose to commence development by constructing the western access roundabout junction on Roxwell Road. The eastern access roundabout will follow as part of Phase 1 alongside housing in that area of the site. The detailed design of both access junctions will be considered as part of the application. The main loop spine road, surface water drainage, foul drainage, and utility services will be phased to be delivered in stages as required to service the housing parcels for the Phases. Practically, the bus link and bus route through the site will be delivered when the service is viable and discussions with the Council and bus service operators will determine timescales.

It is anticipated that development would proceed from the Roxwell Road northwards through the site, served from both the eastern and western sections of the internal loop road.

The timing of the provision of land and payment of financial contributions to the County Council to facilitate the delivery of the primary school and co-located early years and childcare nursery will be determined through the application process and will be documented within a S106 agreement. However, the location of the school and nursery is such that land they will be constructed upon can be made available in discussions with the County Council.

The location of the proposed neighbourhood centre within the scheme will mean it can be marketed relatively early on. Its' delivery will depend on interest of occupiers and it is envisaged that due to having sufficient new residents to make the neighbourhood centre uses viable.

The Travelling Showpersons site itself can also be marketed at an early stage, however its delivery, including its access onto Roxwell Road, will depend on marketing and interest of the Travelling Showpersons community.

Landscaping and open space provision will follow in sequence with the development of each housing cluster. Phase 1 will see the ecology area and play area to the west of the site delivered along with the large open space area to the east (which bounds the Brook and the Chignal Estate). The formal play pitches and associated community building together with the community orchard will be delivered alongside one another within Phase 2.

It is intended that affordable housing will be delivered proportionately across the site in accordance with adopted policy.

### The Way Forward

This masterplan document has been prepared to satisfy CCC's masterplan procedure, which is both to assist with informing the Local Plan process and to form an appropriate framework for the preparation, submission, and determination of future planning applications.

The Draft Local Plan has been found sound by the Examination Inspector, subject to the Main Modifications, and Chelmsford City Council are expected to adopt the plan as the Statutory Development Plan in Summer 2020.

Crest have been collating all necessary baseline evidence to inform the masterplan and to prepare a planning application for submission as soon as this masterplan document has been approved. The planning application will be accompanied by an Environmental Statement.

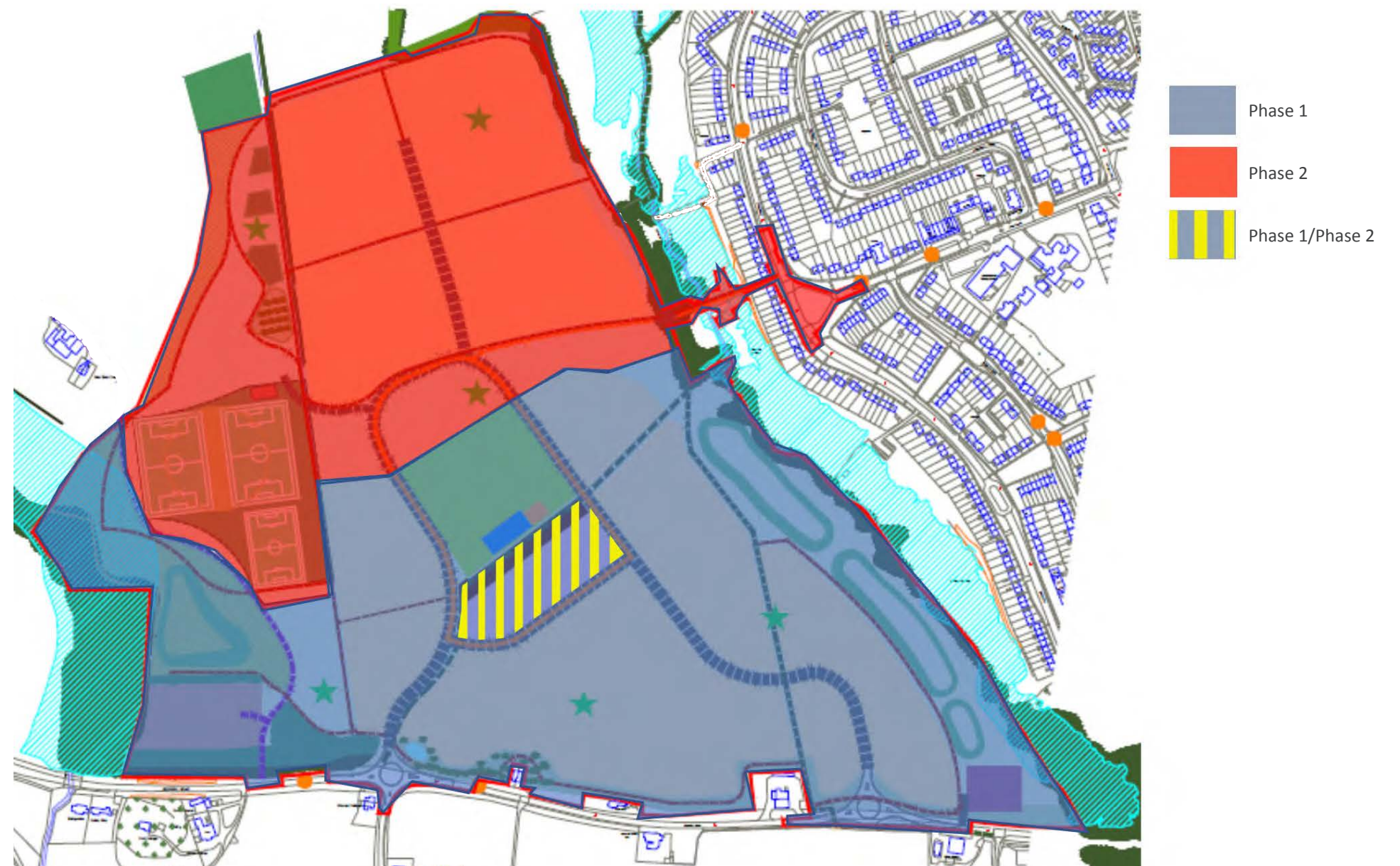


Figure 25: Sequence of Development and Phasing





## Land at Warren Farm, Chelmsford

### Masterplan Addendum

September 2020

110123/N01c

#### Executive Summary

1. This Addendum to the submitted revised Masterplan (18/00001/MAS) for the Strategic Development at Warren Farm, has been prepared in the light of the recommendations of the Chelmsford Policy Board on 16 July 2020.
2. As a result of the recommendations the Masterplan has been amended as follows:-
  - The removal of the proposed bus link between the site and its replacement with:-
    - Two footpath/cycleway connections between the site and the Chignal Estate to the north and south of the allotments
    - A contribution towards the improvement of a third footway/cycleway connection at the north end of the open space
    - A contribution towards the Melbourne Way/Avon Road cycleway
    - The revision of one of the proposed bus routes to the site to run along Roxwell Road, Chignal Road and Melbourne Avenue to connect to the city centre
    - New/improved bus stops in Avon Road and Trent Road
3. The above measures are in addition to the following measures that are proposed in association with the development of Warren Farm:-

#### Bus Services

- In addition to the route set out above, a route between the bus station and Writtle College running along Roxwell Road providing a connection to the site

#### Bus Stops

- New/improved bus stops on Roxwell Road and on Lordship Road

#### Wider Pedestrian and Cycle Improvements

- A signalled crossing on Roxwell Road close to the new eastern access roundabout
- A crossing on Roxwell Road close to the Lordship Road roundabout



- A new footway/cycleway on the northern side of Roxwell Road between the two access roundabouts extended to connect to the existing footway
- The improvement of Lawford Lane to accommodate cyclists
- Lighting and drainage improvement of the existing cycleways to the city centre through Admirals Park and to Writtle
- Improvements to the drainage at the Waterhouse Lane subway to prevent flooding
- Widening of the footway on the eastern side of Lordship Road
- A new signal controlled crossing on Lordship Road
- Improvements to the route to Hylands School through better pedestrian crossings

#### **Other Sustainability Measures**

- The consideration of flat and house designs so they are adaptable and would allow home working, such as including rooms suitable for use at studies/offices.
- Cycle parking for each property
- Electric Vehicle charging facilities
- The provision of a Mobility Hub in the Neighbourhood Centre
- The provision of Car Club vehicles (hybrid vehicles only)
- Travel information packs through Welcome Packs for new residents
- Travel Information via a Webpage and Communal Noticeboards
- Season tickets/vouchers (for buses) for new residents
- Bicycle maintenance vouchers
- Bicycle training vouchers
- Establishing a Car Sharing Database
- Offering new residents Personal Travel Planning

#### **Other Highway Improvements**

- Reduction of speed limits on Roxwell Road and Lordship Road by the extension of the existing 40 mph speed limits
- Improvement to the Chignal Road/Roxwell Road junction including the provision of an additional lane for westbound traffic to increase capacity.
- Improvements at the Parkway junction including minor road widening and white lining changes to improve lane discipline to increase capacity.
- New gateway features on A1060 Roxwell Road and Writtle Village
- New build out at Writtle Doctors Surgery to improve visibility for vehicles exiting the car park
- New splitter islands on Lordship Road to reduce vehicle speeds
- A hand-held mobile speed camera for Writtle Parish Council

#### **Travelling Showpersons (TSP) Access**

4. The TSP Access needs to safely accommodate large commercial vehicles including articulated HGVs and rigid HGVs with drawbar trailers. There are practical considerations for how the

access is provided and where it can be provided safely. A number of options were considered and the proposed solution is the optimum in terms of safety and practicality.

## **Introduction**

5. Vectos are retained by Crest Nicholson Operations Limited to provide traffic and transportation advice in relation to the Proposed Development at Warren Farm, Chelmsford.
6. In April 2020 Crest Nicholson Operations Limited submitted a revised Masterplan, following initial consultation in November 2018. The reference remains 18/00001/MAS.
7. Following the submission of this revised document, the Masterplan was considered at Chelmsford Policy Board on 16 July 2020. The recommendation of the Policy Board included an acknowledgement of the doubts about the safety, viability and benefits of the bus link. Crest's position is that the bus link as proposed in the Masterplan is safe, viable and provides benefits and is in accordance with the policy requirements of the allocation. However, in acknowledging the concerns of the Policy Board, Crest have produced this Addendum to offer an alternative proposal to the bus link.
8. This Addendum outlines the changes that have been made to the bus link and the other transport related elements of the Masterplan and provides more details on the offsite measures and improvements proposed to support the development.

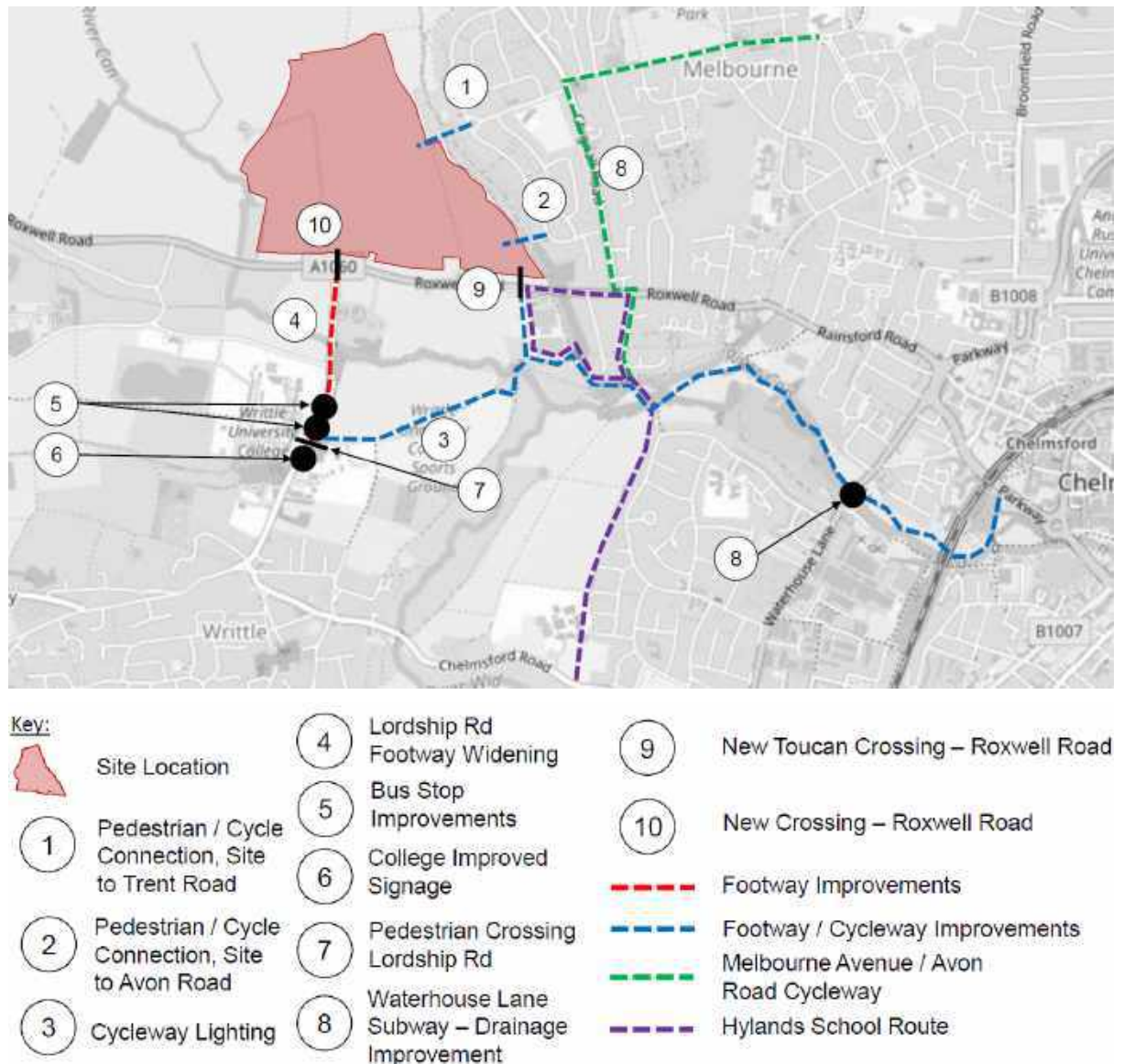
## **Changes to the Sustainability package**

9. In the light of the comments made by the Policy Board the proposed bus link has been reconsidered and has been removed from the Masterplan. Detailed consideration has been given to:-
  - Pedestrian and cycle connections to the site
  - Bus routes to the site
10. This has resulted in the following measures being identified to replace the bus link:-
  - Two footpath/cycleway connections between the site and the Chignal Estate, to the north and south of the allotments
  - A contribution towards the improvement of a third footway/cycleway connection at the north end of the open space
  - A contribution towards the Melbourne Way/Avon Road cycleway
  - The revision of one of the proposed bus routes to the site to run along Roxwell Road, Chignal Road and Melbourne Avenue to connect to the city centre
  - New/improved bus stops in Avon Road and Trent Road
11. These items are set out in more detail below.
12. These matters are in addition to the pedestrian and cycle improvements that had previously been discussed, which have now been enhanced as set out below.

### Pedestrian and Cycle Connections to the Site

13. Detailed consideration has been given to footpath, footways and cycleway to ensure connectivity to the new development. **Figure 1** below (the full version is contained in **Appendix A**) shows all the proposed pedestrian/cycle improvements associated with the proposed development. These are considered in more detail in the following sections.

**Figure 1: Proposed Pedestrian/Cycle Improvements**



### Connections to Chignal Estate

14. **Figure 2** (the full version is contained in **Appendix B**) shows the routes that have been considered and these are then detailed below:-



**Figure 2: Potential Pedestrian/Cycle Routes**



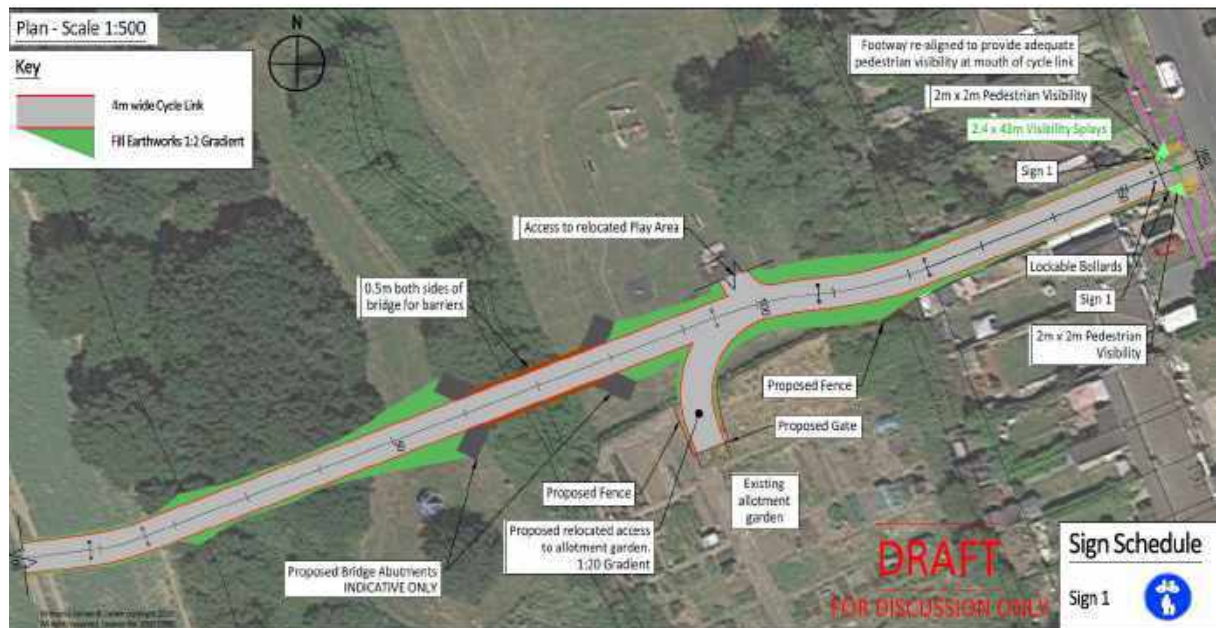
15. There are four potential options for pedestrian/cycle connections from the site to the Chignal Estate. These have been labelled for discussions as follows:-

- Route A – Northern Route - previous Bus Link
- Route B – Central Route – through the Allotments
- Route C – Southern Route – south of the Allotments
- Route D – Northern Informal Route – cuts across Avon Road play area

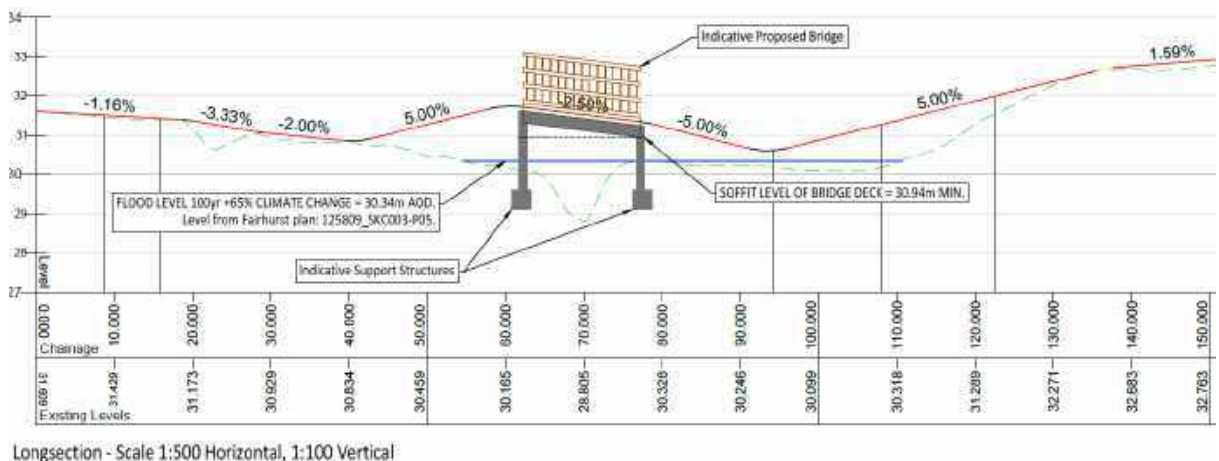
**Route A**

16. This is the route to the north of the allotments and to the south of the play area that joins Avon Road immediately to the north of the junction with Trent Road. It would replace the previous bus link route. It would pass between no's 169 and 171 Avon Road. The design of this pedestrian/cycle route is shown on the drawing contained in **Figures 3 and 4** and a scaled plan in **Appendix B**.

**Figure 3: Northern Pedestrian Route**



**Figure 4: Indicative Vertical Alignment**



17. The key elements of the route are as follows:-

- Priority route for pedestrians and cyclists
- A 4m wide footway/cycleway with hard surface
- Lockable bollards at the eastern end of the route to prevent vehicle access, but to allow for the required maintenance access for City Council vehicles to the allotments, open space and play area.
- Bollards at the western end to prevent vehicle access
- A 5m wide “rural” style bridge over One Bridge Brook - example shown in **Figures 5a and b**.
- Pedestrian access to the play area maintained

- Maintenance accesses to the allotments and play area that give way to pedestrians and cyclists
  - Footway/Cycleway height street lighting designed to illuminate the route without light spillage into gardens.
18. An example of the type of bridge that could be used on the route is shown in **Figures 5a and b** below. These are photographs taken of the bridge on the cycleway at the southern end of Lawford Lane.

**Figure 5a: Example of Potential Bridge – Photograph 1**



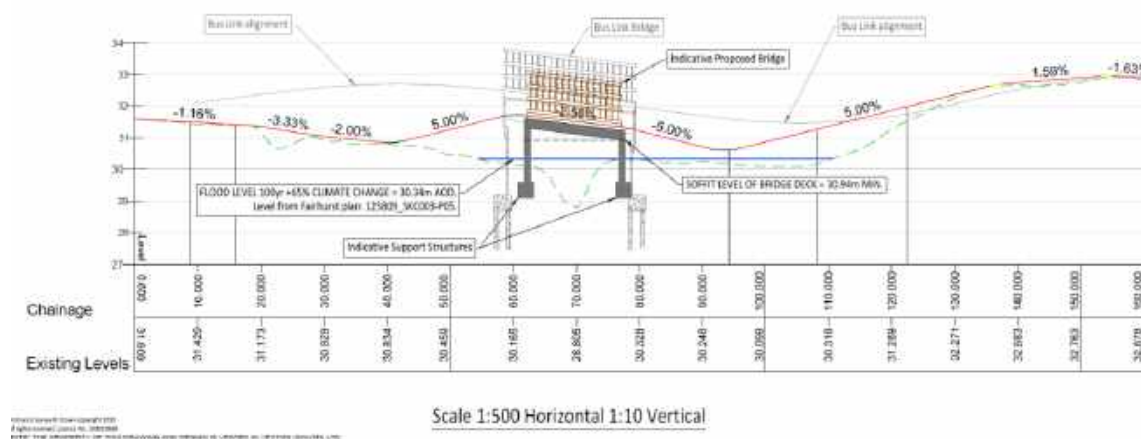
**Figure 5b: Example of Potential Bridge Type – Photograph 2**





19. The bridge would need to be above the flood level to ensure that it is available at all times and the route has a maximum gradient of 20% or 1 in 5 to ensure that it is DDA compliant and can be used by all.
20. A comparison of the vertical alignment of the route, to that of the bus link option included in the Masterplan considered by the Policy Board, is contained in **Figure 6** and a scaled plan in **Appendix B**.

**Figure 6: Indicative Vertical Alignment Comparison**



21. The impact on trees of the route has been minimised with the loss being two category B trees and some shrubs. This will be further considered during the detailed design of the route to determine whether this can be further reduced through realigning the route or construction methods, such as hand digging.

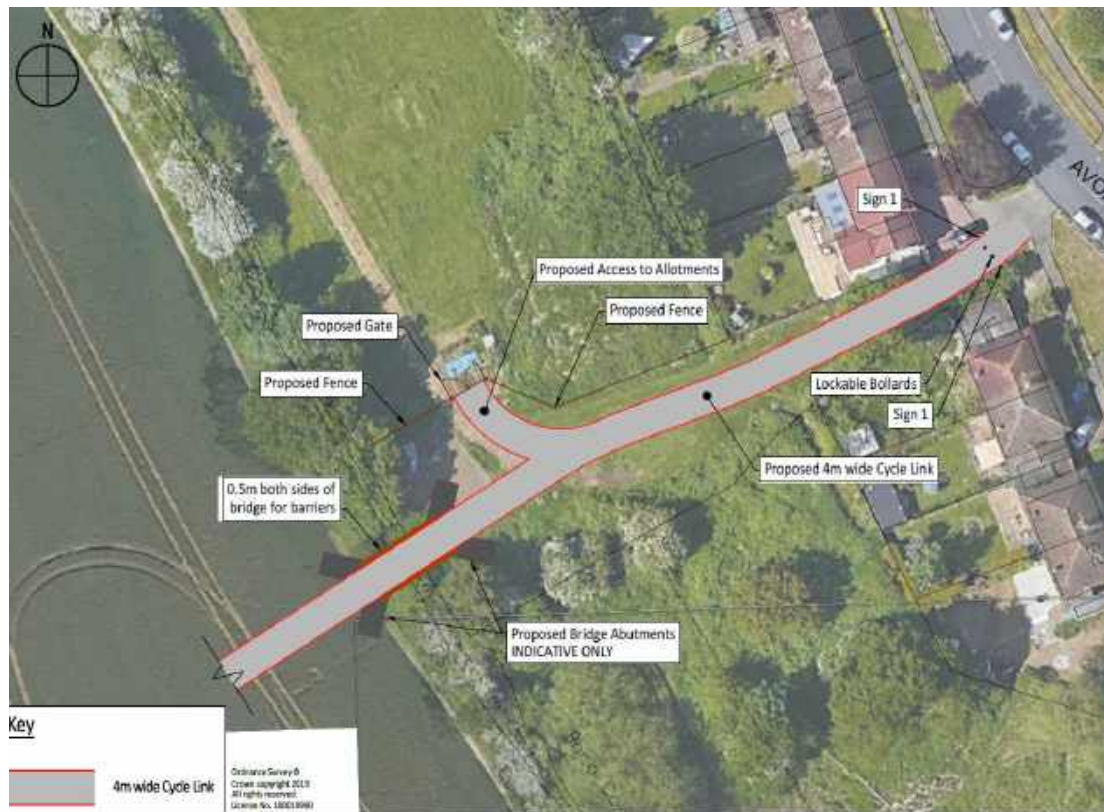
#### Route B

22. This route would pass through the centre of the existing allotments and via the existing end block garages between no's 113 and 115 Avon Road. It is currently the main vehicle and pedestrian access to the allotments.
23. This route is not proposed due to the interaction with the allotments and the potential loss of some of the garages.

#### Route C

24. This route is to the south of the allotments, using the existing southern maintenance access. It is situated between no's 18 and 20 Avon Road. The design of this proposed pedestrian/cycle route is shown on the drawing contained in **Figure 7** and a scaled plan in **Appendix B**.

**Figure 7: Southern Pedestrian/Cycle Link**



25. The key elements of Route C are similar to Route A:-
  - Priority route for pedestrians and cyclists
  - A 4m wide footway/cycleway with hard surface
  - Lockable bollards at the eastern end to prevent vehicle access, but to allow for the required maintenance access for City Council vehicles to the allotments.
  - Bollards at the western end to prevent vehicle access
  - A 5m wide “rural” style bridge over the One Bridge Brook - as shown in **Figure 5a and b**.
  - Maintenance access to the allotments revised
  - New fencing proposed on the southern boundary of the allotments to provide security
  - Footway/Cycleway height street lighting designed to light the route without light spillage into gardens.
26. As for Route A, the bridge would need to be above the flood level to ensure that it is available at all times and the route has a maximum gradient of 20% or 1 in 5 to ensure that it is DDA compliant and can be used by all. The detail of this route is being worked on, but Crest Strategic Operations Limited are satisfied that it is technically achievable.
27. Through the initial work it has been identified that this route would affect two category B trees and some shrubs. This will be further considered during the detailed design of the route to determine whether this can be further reduced through realigning the route or construction methods such as hand digging.



#### Route D

28. This is the existing informal footpath which runs from the footway that gives access to no's 203-209 Avon Road and then passes next to the existing gardens to connect to the north east corner of the open space.
29. It is proposed that this route is improved to be an informal leisure route with a hogging style surface to make it better to use in poor weather. A contribution would be made for improvements to this route and if needed, a replacement to the existing crossing of the brook.

#### **Melbourne Avenue/Avon Road Cycleway**

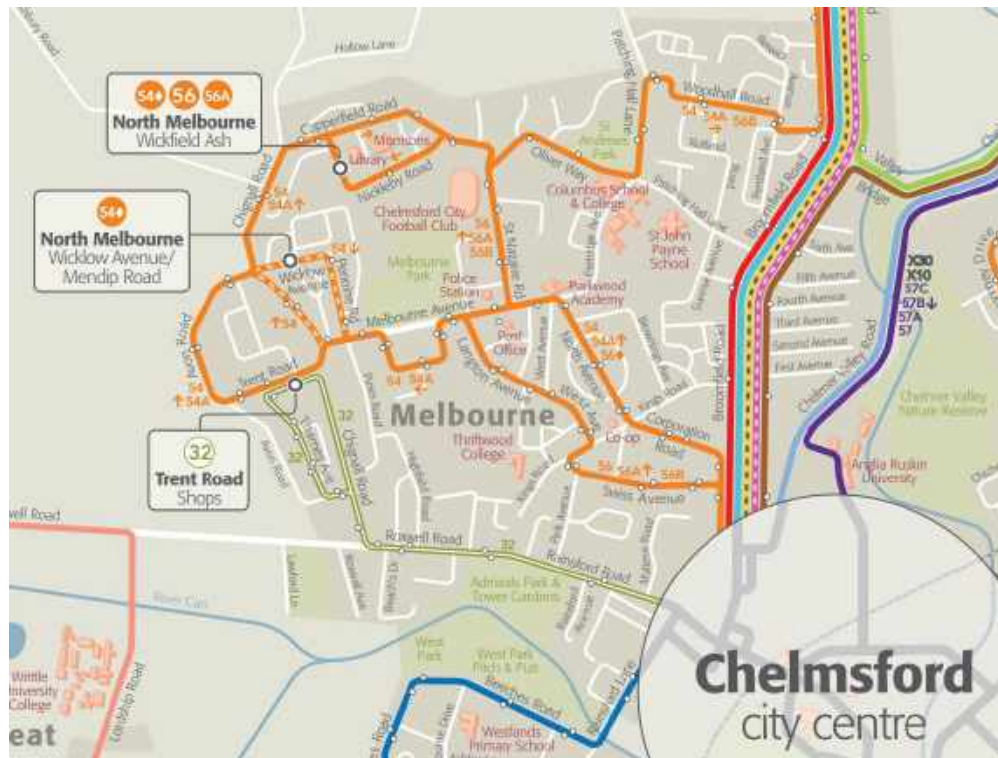
30. In association with the proposed development detailed consideration will be given to how to bring this route forward through either improvement works and/or financial contributions towards the project.
31. This route is identified in the Chelmsford Cycling Action Plan as route 5. It is described as:-  
*"Extension of off - road segregated route on northern side of Melbourne Avenue between existing route on Partridge Ave and Chignal Road. Route then crosses Chignal Road and continues down western edge to Roxwell Road where it crosses to southern side via a toucan and connects into Beachs Drive and existing route there. Cost estimate to provide a new 3.5m wide segregated off road cycle route. However, excludes changes to traffic calming measures and stats diversions. If there are any issues with the delivery of Chignal Road, the alternative would be to sign cyclists down Pines Road as an On-Road quietway and then link into the proposed Toucan Crossing on Roxwell Road"*
32. The following additional information being provided:-  
*"Melbourne currently has limited cycle provision. This link would provide a key route through the centre of the area, providing a link to shops, the sports centre and also a safe route from Melbourne to Central Park & Writtle."*
33. This project will improve the sustainable connections between the site and the local facilities along Melbourne Avenue providing benefits for both existing and new residents.

#### **Bus Routes to the Site**

##### **Bus Services**

34. The existing bus routes in the vicinity of the site are shown on the extract in **Figure 8** and on the full plan in **Appendix C** which is an extract from First Group's bus map. It is within this context that the future bus routes have been considered and discussed with First Group.

**Figure 8: Existing Bus Routes**



35. There are two new bus routes proposed in association with the proposed development:-
- Route 1: A new service that circulates within the site and uses Roxwell Road, Chignal Road, Melbourn Avenue and Corporation Road to connect to the bus station
  - Route 2: A new service between Writtle College and the City Centre running along Roxwell Road
36. These routes are shown on **Figure 9** and on the plan contained in **Appendix C**.

**Figure 9: Proposed Bus Route**





37. It would be proposed that both routes have a 15 to 20 minute frequency during peak periods.
38. A bus service into the site, and circulating the local centre, will ensure that all new residents are within 400m or 5 minute walk of a bus stop.
39. The precise route for Route 1 would be subject to further discussions as it would need to be ensured that this does not adversely affect the existing 54 and 56A services.
40. These bus services would not have any adverse impact on the operation of Roxwell Road as there would only be a maximum of 8 buses per hour in both directions between the site and the Chignal Road junction and only 4 buses an hour in both directions between the Chignal Road junction and Parkway. This is only a very small change in the number of vehicles that would use Roxwell Road. Without these buses serving the site there would be a higher number of additional vehicles on Roxwell Road associated with the development of the site as more of the new residents would drive.
41. As set out below, there are improvements proposed at the junctions on Roxwell Road to improve the performance of the road and the additional buses would be accommodated by these improvements.

#### ***Bus Stops***

42. In addition to new bus stops within the site there would be:-
- New and improved bus stops on Roxwell Road
  - Improved stops on Avon Road and Trent Road
  - New and improved stops on Lordship Road, including close to the Doctor's Surgery
43. New stops would be located close to existing and proposed pedestrian routes and include shelters, raised kerbs, electronic information boards and lighting.
44. The improvements of existing bus stops would be to enhance them as needed/feasible to ensure they have the same facilities as the proposed bus stops.
45. The locations of the proposed new and improved stops are shown in **Figure 9** and on the plan contained in **Appendix C**.

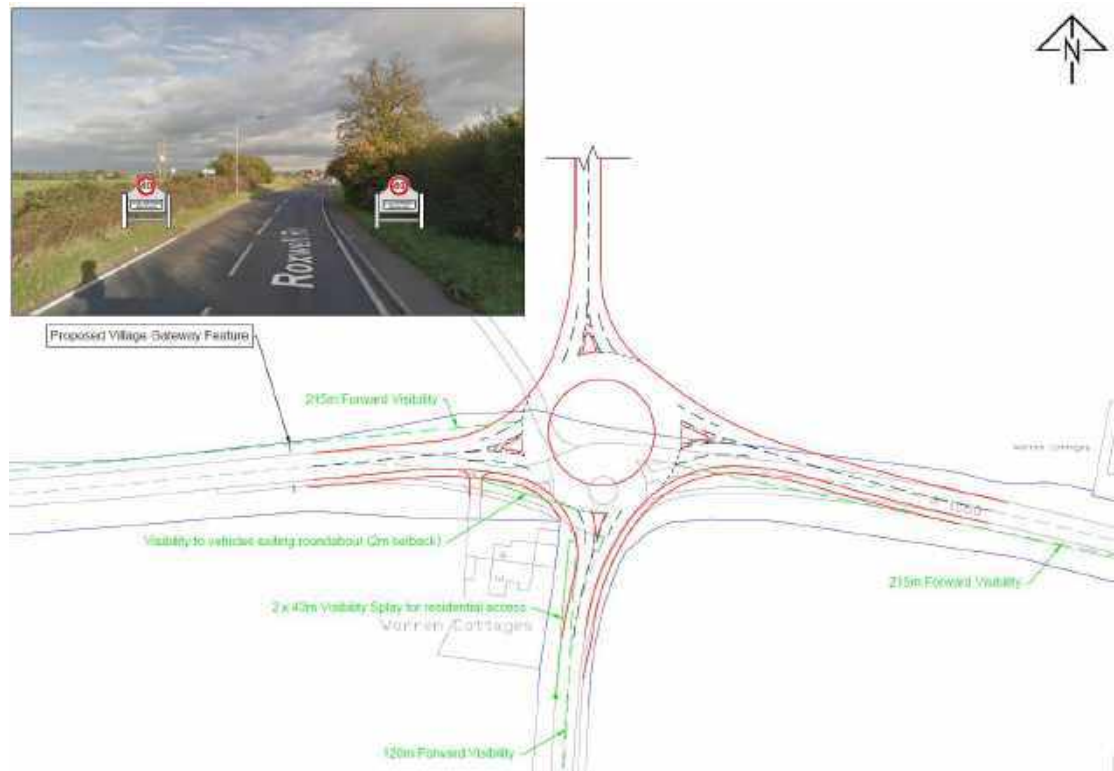
#### **Wider Pedestrian and Cycle Improvements**

46. The following pedestrian and cycle improvements have been previously discussed with officers from the City and County Councils and with local residents.

#### ***Roxwell Road***

47. The revised Masterplan included the following crossings of Roxwell Road:-
- A signal controlled Toucan crossing (pedestrians/cyclists) to the west of the new access roundabout with associated improvements to the south of the road to provide a

**Figure 11: Improved Lordship Road Roundabout including Pedestrian Crossing and extension of the 40mph speed limit**



48. Locating these crossings close to the new and existing roundabout will ensure that vehicle speeds are lower and the crossings are situated within areas where it is proposed to reduce the existing speed limit.
49. A footway/cycleway will be provided on Roxwell Road between the two accesses, with a connection to the existing footway on the northern side of the road.

#### ***Lawford Lane***

50. Lawford Lane is a very lightly trafficked road with the appearance of a rural lane that gives access to a small number of residential properties. It is proposed to improve the surfacing where needed and to provide street lighting to the existing pedestrian/cycle routes that connect to the City Centre, through Admirals Park, and to Writtle.

#### ***Routes to Chelmsford and Writtle***

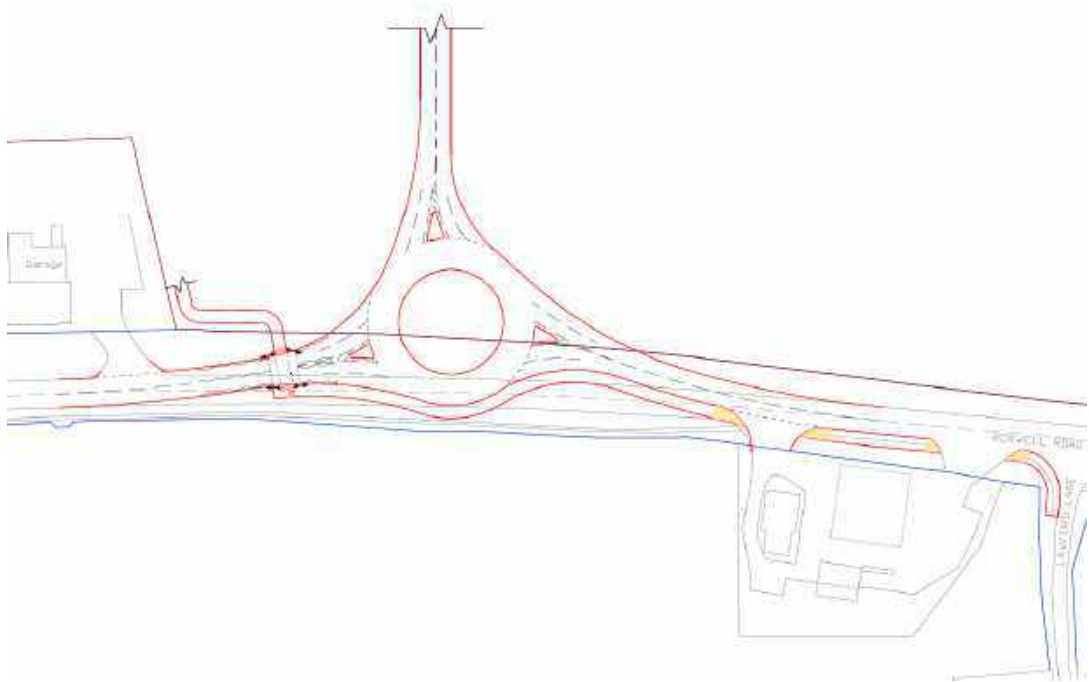
51. The existing routes for pedestrians and cyclists to the City Centre through Admirals Park and to Writtle are considered to be of a good standard, but they are unlit and there are areas where there are some drainage issues and where the surfacing can be improved.
52. It is proposed that through a combination of physical works and financial contributions that these routes are improved.



connection to Lawford Lane as shown in **Figure 10** below and on the scaled plan contained in **Appendix D**.

- A crossing for pedestrians to the east of the Lordship Road roundabout. The options for this crossing being a signal controlled Pelican Crossing or using the splitter island on the roundabout approach to cross as shown in **Figure 11** and on the scaled plan contained in **Appendix D**.

**Figure 10: New Eastern Access Roundabout including Toucan Crossing**



### **Waterhouse Lane Subway**

53. Investigation and construction of improvements to the drainage to address the existing flooding issues in this location during wet weather.

### ***Widening of the Footway on the eastern side of Lordship Road***

54. It is proposed that the existing footway is widened and the surfacing improved between Roxwell Road by the proposed crossing through to the junction with Fox Burrow Lane.

### ***New signalised crossing on Lordship Road***

55. It is proposed to install a Pelican Crossing on Lordship Road to replace the existing crossing using a splitter island to the north of Fox Burrows Lane.

### ***Route to Hylands School***

56. Detailed consideration has been given to the route from the site to Hylands School for both pedestrians and cyclists.
57. Hylands school is located approximately 1.9km to the south-east of the site, crossing through Admirals Park and Tower Gardens as follows:-
- Pedestrians would cross Roxwell Road using the new crossing and then use the footway located on the southern side of Roxwell Road and travelling eastwards. The footway is well maintained with an appropriate effective width of 1.8 to 2m.
  - The route then heads south at Roxwell Avenue, which is a residential street, whereby street lighting is provided for pedestrians. Roxwell Avenue is a dead end of vehicles, however there is a public right of way at the end of the street, leading to Admirals Park.
  - Wide pathways shared between cyclists and pedestrians are provided throughout the park. Signage and lighting is also provided, increasing the permeability of the route.
  - Admirals Park links Roxwell Avenue to Beeches Road, another residential street. Pedestrian crossings are provided along the route as it links into Rothbury Road, whereby continuing south the footway is wide and well maintained. Rothbury Road links to Sherwood Drive, which is the school access road.
58. There are some minor alterations which would improve the route, including signage at the beginning of the route which would make it easier for the pedestrians travelling from the site to locate the school. Moreover, better pedestrian crossings nearer the school would also enhance pedestrian safety. A contribution to improve these pedestrian crossings would be made in association with the proposed development of the site.

### **Other sustainability measures**

59. The following measures will either be included as part of the proposed development or as part of the Travel Plan for the site:-



- The consideration of flat and house designs so they are adaptable and would allow home working, such as including rooms suitable for use at studies/offices.
  - Cycle parking for each property
  - Electric Vehicle charging facilities
  - The provision of a Mobility Hub in the Neighbourhood Centre
  - The provision of Car Club vehicles (hybrid vehicles only)
  - Travel information packs through Welcome Packs for new residents
  - Travel Information via a Webpage and Communal Noticeboards
  - Season tickets/vouchers (for buses) for new residents
  - Bicycle maintenance vouchers
  - Bicycle training vouchers
  - Establishing a Car Sharing Database
  - Offering new residents Personal Travel Planning
60. A Mobility Hub is a location where transport facilities and services are located together in a convenient location so residents know where to walk to. This would be within the neighbourhood centre.
61. The elements of a Mobility Hub could contain the car club spaces, bus stops, cycle parking, internet hub/café etc. A diagram of a potential mobility hub is shown in **Figures 12a and b**.

**Figure 12a: Example Mobility Hub – Illustrative Layout**



**Figure 12b: Example Mobility Hub - Germany**

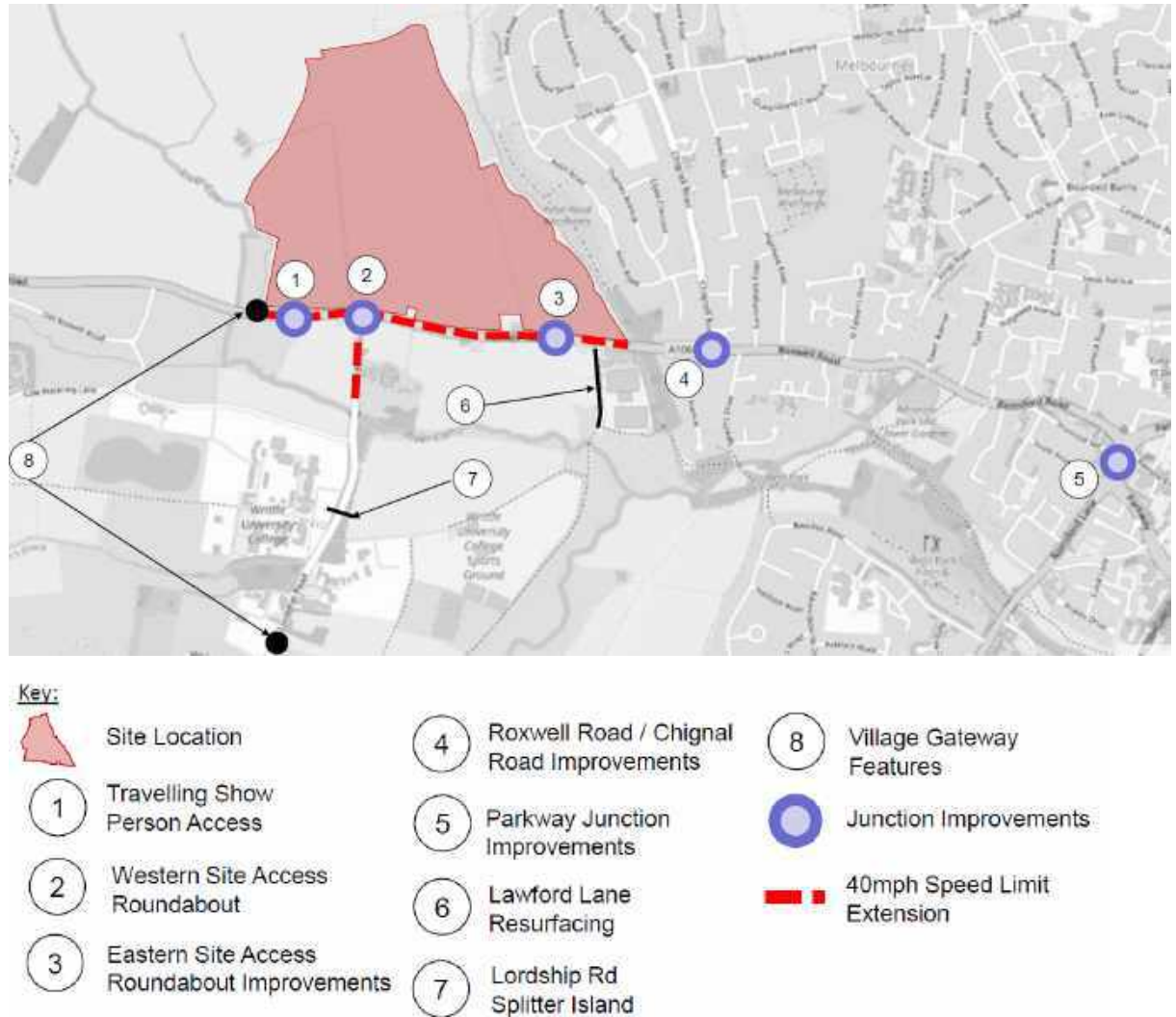


## **Other Highway Improvements**

62. The following improvements shown in **Figure 13** and on the plan contained within **Appendix D** are proposed to the highway network on the roads around the site:-
- Reduction of speed limits on Roxwell Road and Lordship Road by the extension of the existing 40 mph speed limits
  - Improvement to the Chignal Road/Roxwell Road junction including the provision of an additional lane for westbound traffic to increase capacity. The proposed improvements are shown on the plan contained in **Appendix D**.
  - Improvements at the Parkway junction including minor road widening and white lining changes to improve lane discipline to increase capacity. The proposed improvements are shown on the plan contained in **Appendix D**.
  - New gateway features on A1060 Roxwell Road and Writtle Village
  - New build out at Writtle Doctors Surgery to improve visibility for vehicles exiting the car park
  - New splitter islands on Lordship Road to reduce vehicle speeds
  - A hand-held mobile speed camera for Writtle Parish Council



**Figure 13: Proposed Highway Improvements**



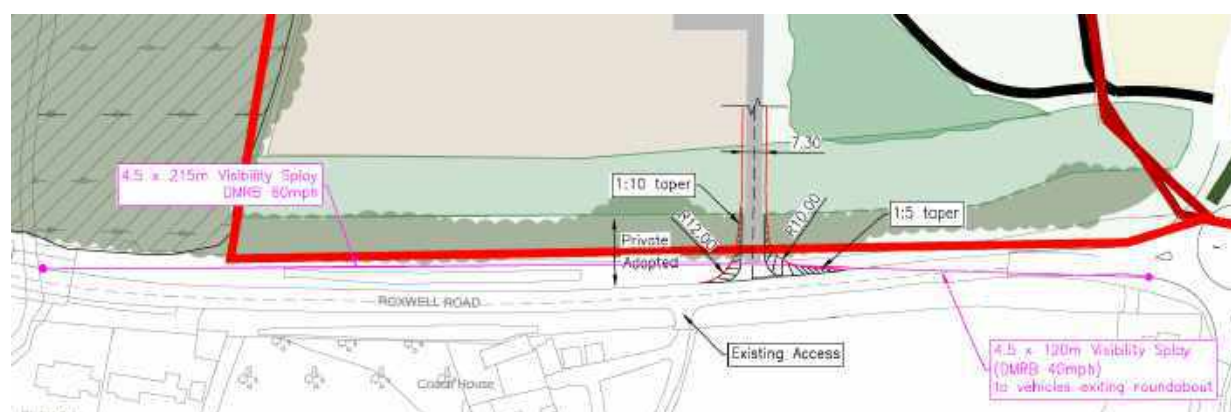
### Travelling Showpersons Access

63. The Travelling Showpersons (TSP) Access needs to be able to safely accommodate vehicles including articulated HGVs and rigid HGVs with drawbar trailers. These are large commercial vehicles and there are practical considerations for how the access is provided and where it can be provided safely. The access has been the subject of detailed discussions between the City and County Councils and Crest Nicholson.
64. The options considered for this access were:-
  - An access from within the site
  - A direct access from Roxwell Road
  - A fifth arm onto the Lordship Road roundabout
65. The option of providing an access from within what will be a residential site is not being pursued so that there is no mixing of commercial with residential traffic. This is in line with

the principle of ensuring that traffic uses the appropriate roads within the road hierarchy to ensure a safe movement of vehicles and to avoid creating safety concerns through having commercial vehicles manoeuvring in residential roads. Not only would there be concerns about vehicle conflicts, the roads to accommodate these vehicles would need to be much wider leading to potential speeding issues. This means that access needs to be provided from Roxwell Road.

66. Any access from Roxwell Road needs to both comply with the relevant highway design standards and be able to safely accommodate future traffic. The design of any access needs to be subject to independent road safety audits.
67. Having a 5 arm roundabout at the northern end of Lordship Road is not an option in either road safety or practical concerns. The roundabout would need to be significantly larger than proposed (within 60m to 75m in comparison to the 44m as proposed) to accommodate the vehicles needing to use the access and the access to the TSP site would need to be very wide (maybe as wide as 15m in opposed to 7.3m for the road width). This is both not practical or safe and would cause disruption to the operation of Roxwell Road.
68. Providing a direct, purpose-built access to the TSP site is the best option from the point of view of safety and practicalities.
69. The proposed access is shown in **Figure 14** and in the scaled plan contained in **Appendix E**. This access includes overrunable areas to accommodate the type of vehicles that it needs to serve.

**Figure 14: Proposed TSP Access**

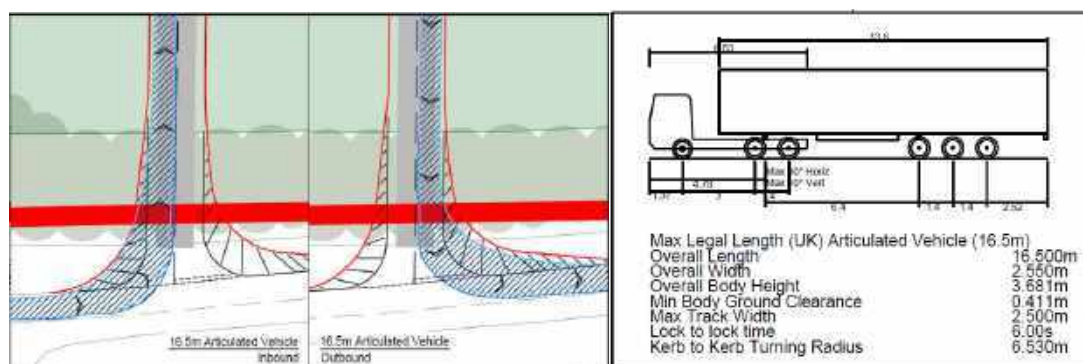


70. The location of the proposed access is in the proximity of the Lordship Road roundabout to find the balance between ensuring the access does not interfere with the operation of the roundabout, but that it is within where the speed limit will be lowered and vehicles will be travelling at lower speeds as they approach the roundabout. New signage and a gateway feature being proposed to mark the start of the new speed limit. This is shown in **Figure 11** above and on the scaled plan contained in **Appendix E**.

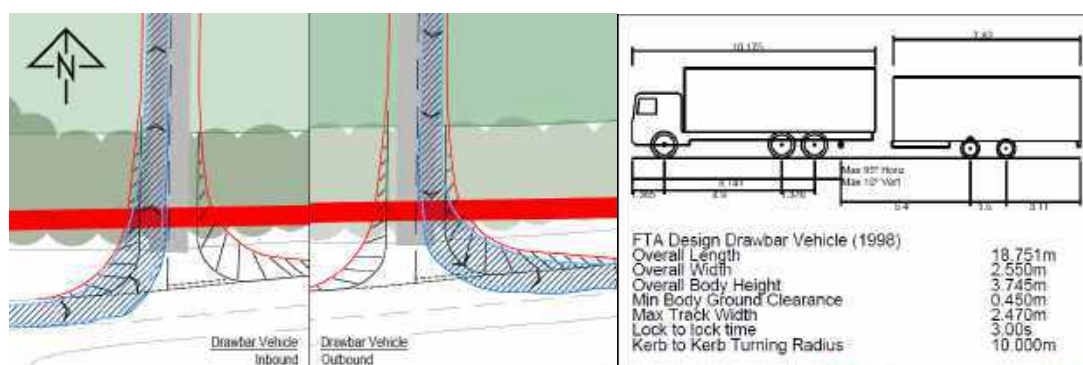


71. The proposed access complies with the relevant design standards (the DfT's DMRB and MfS) and has been subject to an independent road safety audit to ensure that it can safely accommodate all the required vehicles movements.
72. Swept path analysis has been undertaken of the proposed junction to ensure that it can accommodate the large commercial vehicles that would use it and this is shown below in **Figure 15** for Articulated HGVs and in **Figure 16** for HGVs with Draw Trailers. These swept paths also being show on the scaled plans contained in **Appendix E**.

**Figure 15: Swept Path – Articulated HGV**



**Figure 16: Swept Path – Draw Bar Trailer**



73. A purpose-built access directly from the A1060 is the safest option for providing access for these types of vehicles.

## Summary and Conclusions

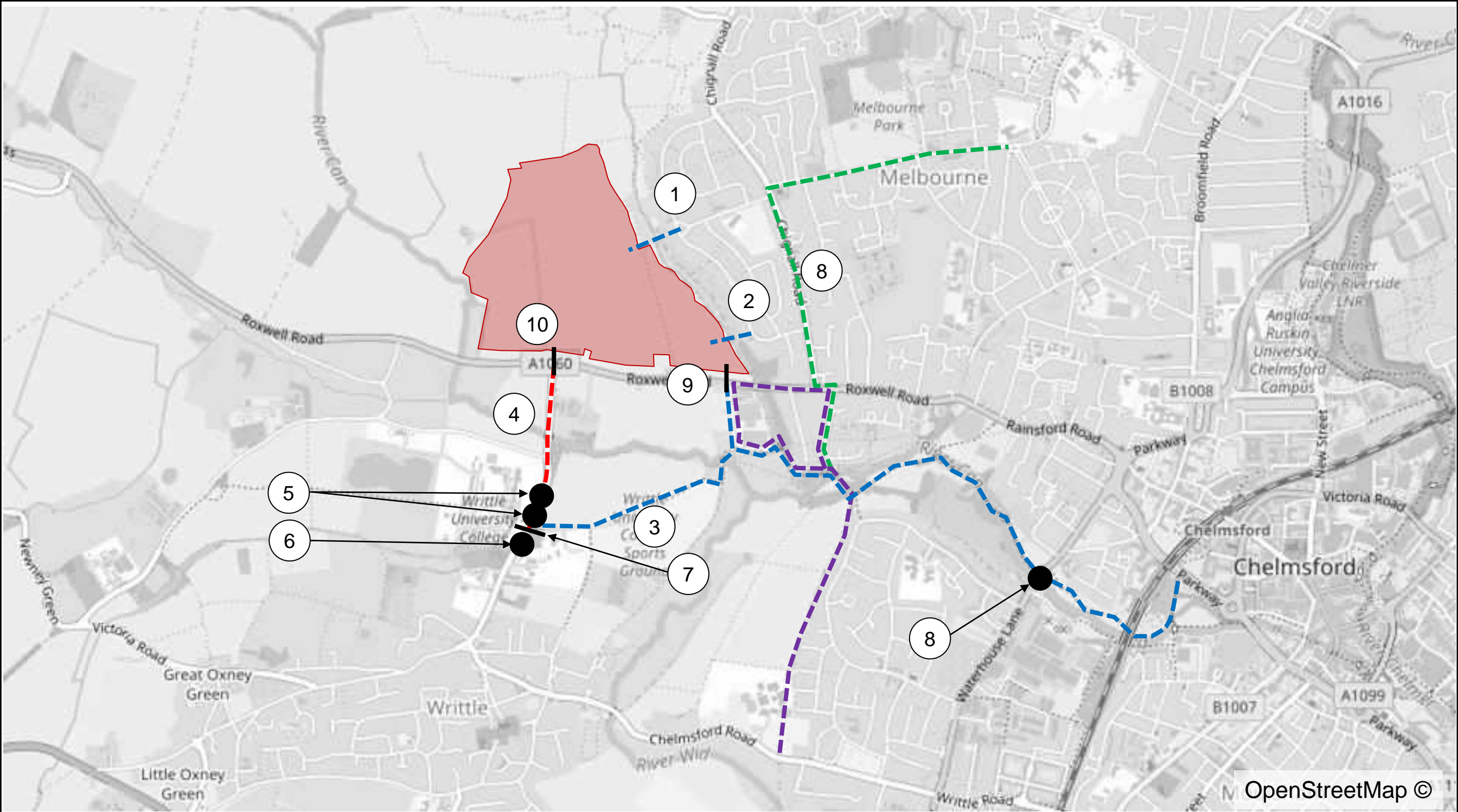
74. The revised Masterplan for the Warren Farm Site was considered at Chelmsford Policy Board on 16 July 2020. The recommendation of the Policy Board included an acknowledgement of the doubts about the safety, viability and benefits of the bus link. Crest's position is that the bus link as proposed in the Masterplan is safe, viable and provides benefits and is on accordance with the policy requirements of the allocation. However, in acknowledging the concerns of the Policy Board, Crest have produced this Addendum to offer an alternative proposal to the bus link.

75. In the light of the recommendations of the Policy Board changes have been made to the bus link and the other transport related elements of the masterplan as set out below:-
- The removal of the proposed bus link between the site and its replacement with:-
  - Two footpath/cycleway connections between the site and the Chignal Estate to the north and south of the allotments
  - A contribution towards the improvement of a third footway/cycleway connection at the north end of the open space
  - A contribution towards the Melbourne Way/Avon Road cycleway
  - The revision of one of the proposed bus routes to the site to run along Roxwell Road, Chignal Road and Melbourne Avenue to connect to the city centre
  - New/improved bus stops in Avon Road and Trent Road
76. This Addendum provides more details on the offsite measures and improvements proposed to support the proposed development.
77. The proposed Masterplan remains consistent with the Adopted Local Plan and the proposed housing would be in a sustainable location with enhanced facilities for pedestrian, cyclists and bus passengers that would benefit both existing and new residents making the site and the surrounding area more sustainable.


















## **APPENDIX A**

### **Pedestrian and Cycle Improvements**



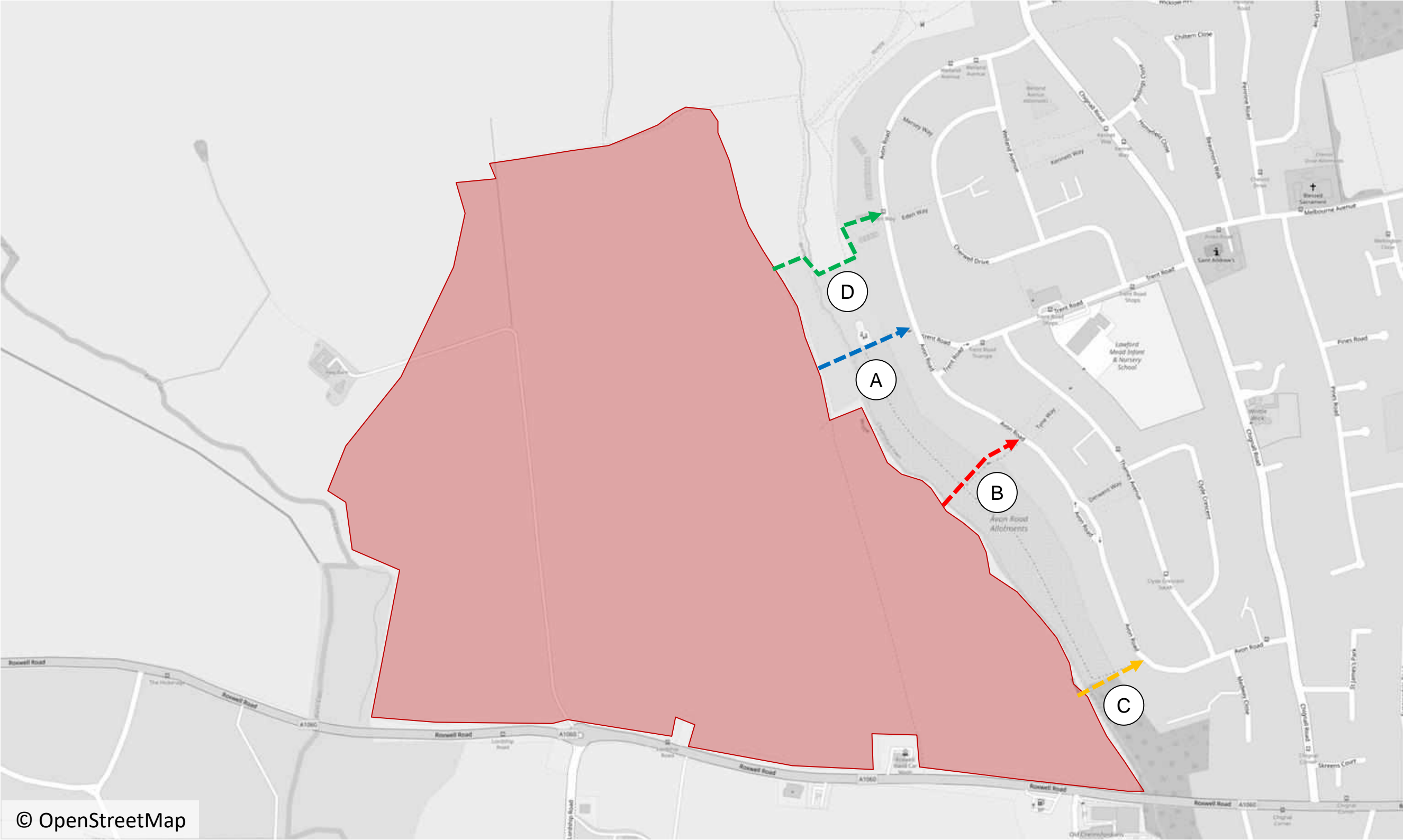
OpenStreetMap ©

Key:				Warren Farm, Chelmsford	Crest Strategic Projects
	Site Location		Lordship Rd Footway Widening	<div>Off-Site Walking and Cycling Improvements</div> <div>Network Building, 97 Tottenham Court Road, London W1T 4TP Tel: 020 7580 7373 Email: london@vectos.co.uk www.vectos.co.uk</div>	
	Pedestrian / Cycle Connection, Site to Trent Road		Bus Stop Improvements		
	Pedestrian / Cycle Connection, Site to Avon Road		College Improved Signage		
	Cycleway Lighting		Pedestrian Crossing Lordship Rd		
	Page 84 of 137		Waterhouse Lane Subway – Drainage Improvement		
			New Toucan Crossing – Roxwell Road	DRAWN: SB	CHECKED: HA
			New Crossing – Roxwell Road	DATE: 08.09.2020	SCALES: NTS
			Footway Improvements	DRAWING REFERENCE: Figure 1	
			Footway / Cycleway Improvements		
			Melbourne Avenue / Avon Road Cycleway		
			Hylands School Route		






## **APPENDIX B**

### **Proposed Pedestrian/Cycle Connections to Chignal Estate**





Key:

-  Site Boundary
-  Route A
-  Route B
-  Route C
-  Route D

Warren Farm, Chelmsford

Crest Strategic Projects

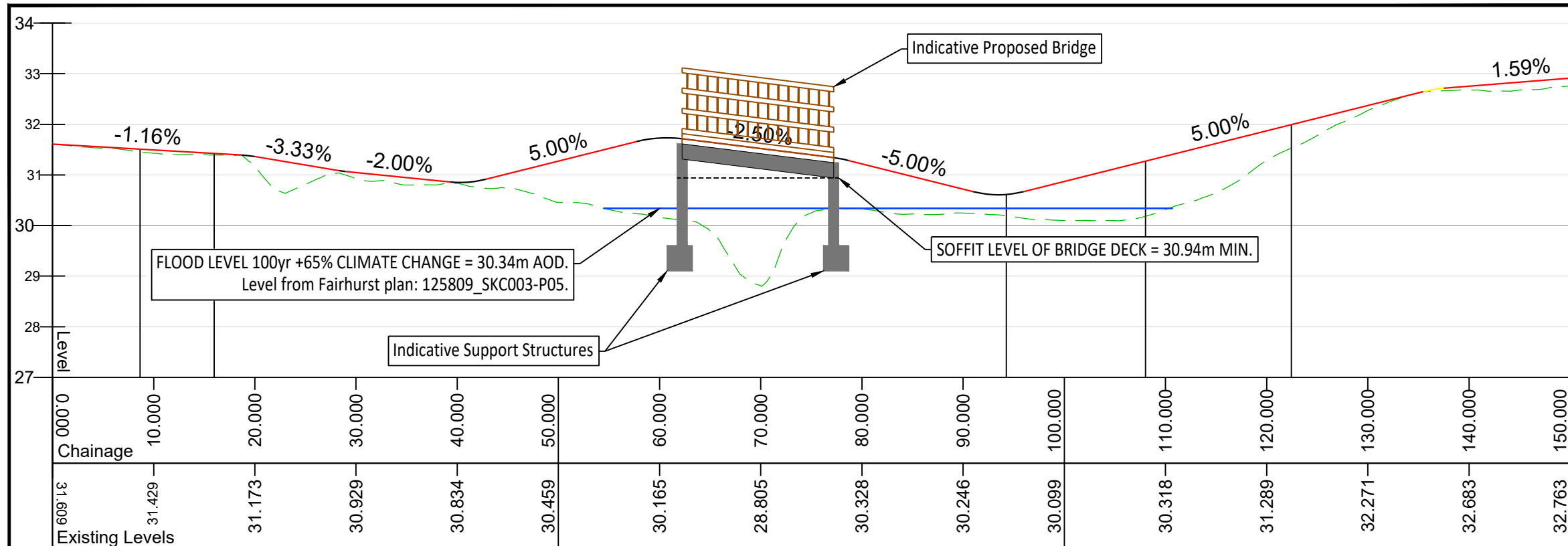
Connections to Local Area



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DRAWN:	CHECKED:	DATE:	SCALES:	DRAWING REFERENCE:
SB	HA	08.09.2020	NTS	Figure 1





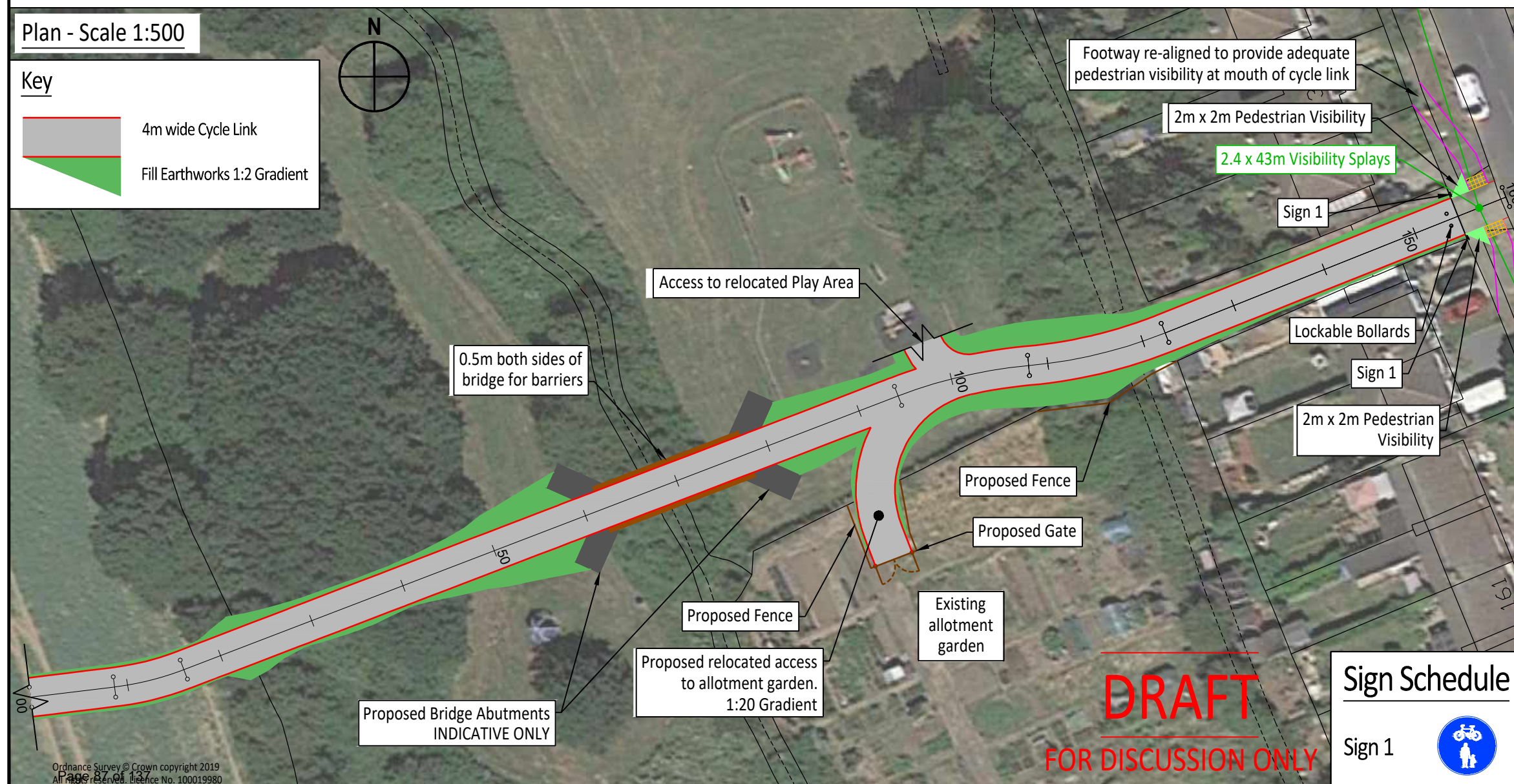
Longsection - Scale 1:500 Horizontal, 1:100 Vertical

Plan - Scale 1:500

Key

4m wide Cycle Link

Fill Earthworks 1:2 Gradient



Notes:

1. This is not a construction drawing and is intended for illustrative purposes only.
2. White lining is indicative only.

Bridge

The bridge is indicative only and has been based on parameters obtained from Fairhurst plan: 125809\_SKC003-P05



A	Playground access shown as bellmouth.	JM	ID	03.09.2020
REV.	DETAILS	DRAWN	CHECKED	DATE

CLIENT:

Crest Nicholson Operations Ltd

PROJECT:

Chelmsford

DRAWING TITLE:

Proposed Northern Cycle Link

1:500 at A3

1:500 at A3

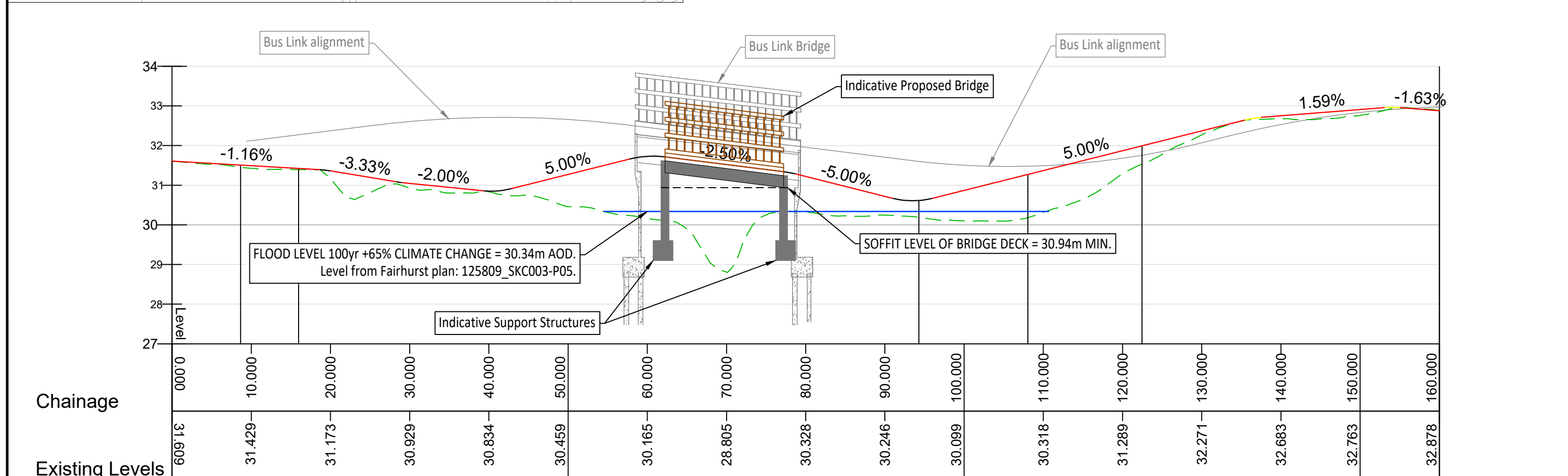
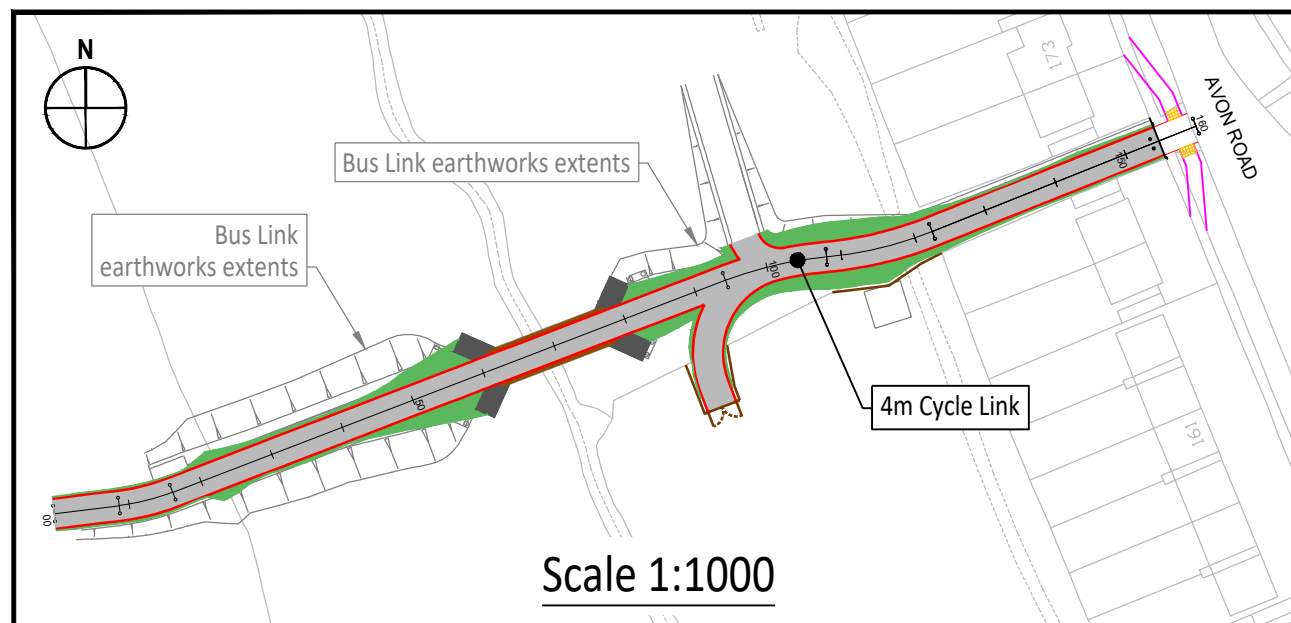
DRAWN:	JM	CHECKED:	ID	DATE:	02.09.2020
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DRAWING NUMBER:	110123/A/56	REVISION:	A
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Scale 1:500 Horizontal 1:10 Vertical

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REV.	DETAILS	DRAWN	CHECKED	DATE
A	Longsection improved, presentation clarified. Plan of Cycle Link shown.	JM	ID	25.08.2020
B	Vertical alignment of Cycle Link improved.	JM	ID	03.09.2020

Notes:

- This is not a construction drawing and is intended for illustrative purposes only.
- White lining is indicative only.
- Longsection & Plan of 4m Cycle Link from plan 110123-A-56A - Proposed Northern Cycle Link.

Chelmsford		Crest Nicholson Operations Ltd	
Proposed Longsection Northern Cycle Link		 <p>Network Building, 97 Tottenham Court Road, London W1T 4TP t: 020 7580 7373 e: enquiries@vectos.co.uk</p>	
DRAWN: JM	CHECKED: ID	DATE: 13.08.2020	SCALES: As Shown at A3 DRAWING NUMBER: 110123/A/53 REVISION: B



Bridge

The bridge is indicative only and has been based on parameters obtained from Fairhurst plan: 125809\_SKC003-P05



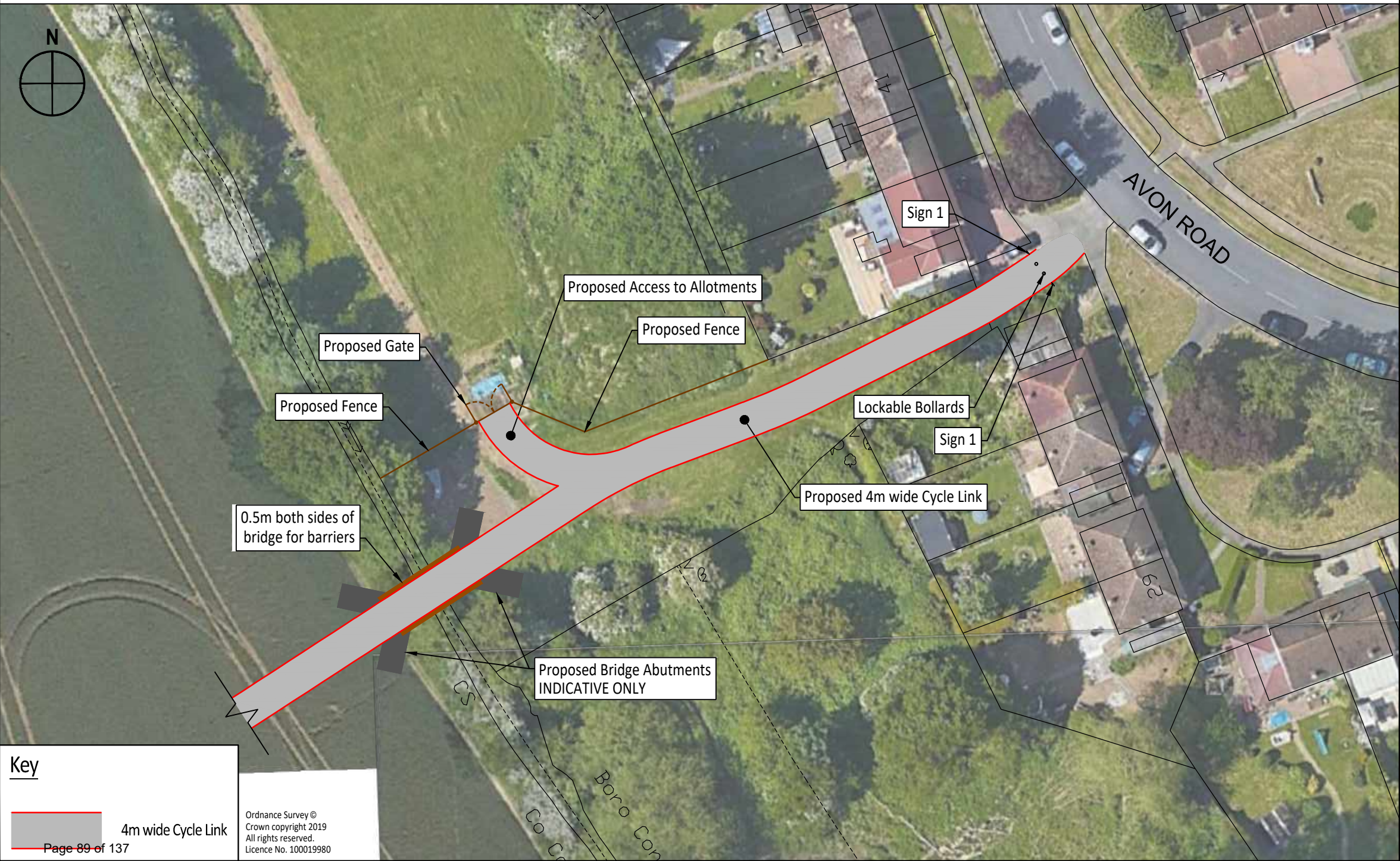
Sign Schedule

Sign 1



- Notes:
- 1. This is not a construction drawing and is intended for illustrative purposes only.
  - 2. White lining is indicative only.

DRAFT  
FOR DISCUSSION ONLY



Key

4m wide Cycle Link

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A	Connection with Avon Road improved.	JM	ID	07.09.2020
REV.	DETAILS	DRAWN	CHECKED	DATE

CLIENT:  
Crest Nicholson Operations Ltd

PROJECT:  
Chelmsford

DRAWING TITLE:  
Proposed Southern Cycle Link

SCALES:  
1:500 at A3

DRAWN:	JM	CHECKED:	ID	DATE:	26.08.2020
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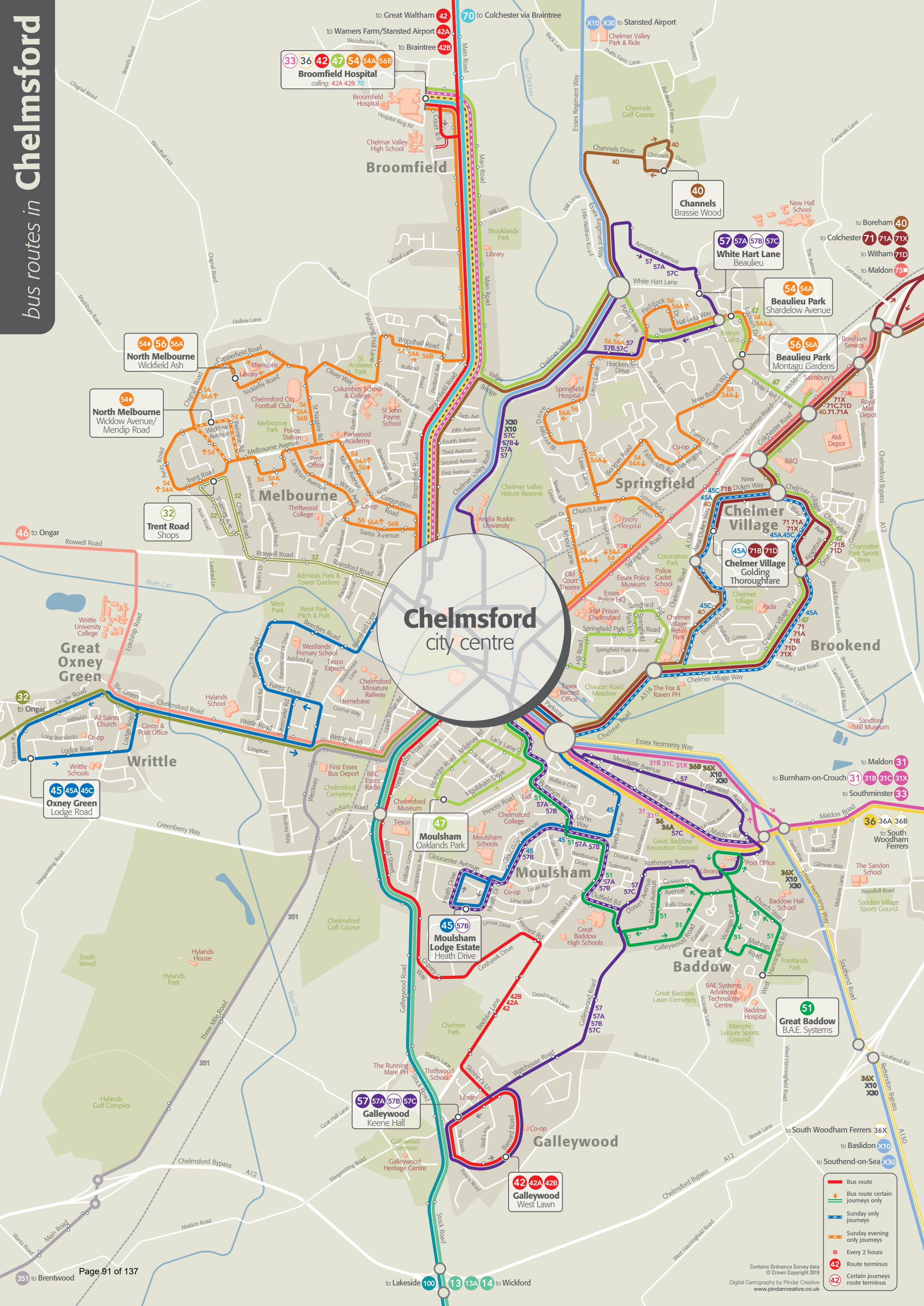
DRAWING NUMBER:	110123/A/55	REVISION:	A
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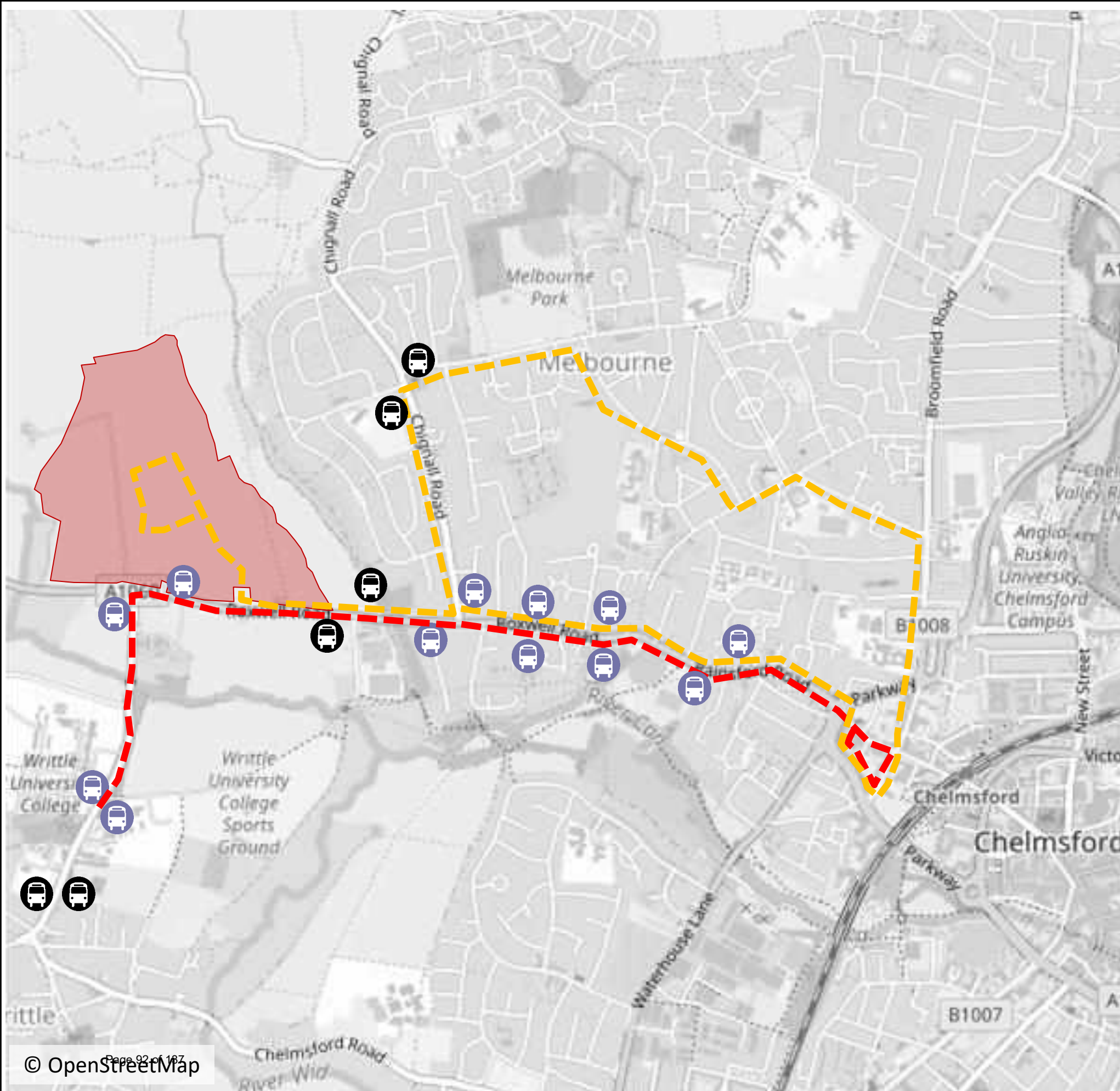
## **APPENDIX C**

### **Proposed Bus Services and Bus Stops**

bus routes in Chelmsford







**Key:**



Site Location



Proposed Route 1 via  
Chignal Rd



Proposed Route 2  
via Writtle



Proposed  
Improvements to  
Existing Bus Stops



Proposed New  
Bus Stops

Crest Strategic Projects

Warren Farm, Chelmsford

**Proposed Bus Routes**

SCALES: NTS

DRAWN:	CHECKED:	DATE:	REVISION:
SB	HA	08.09.20	.



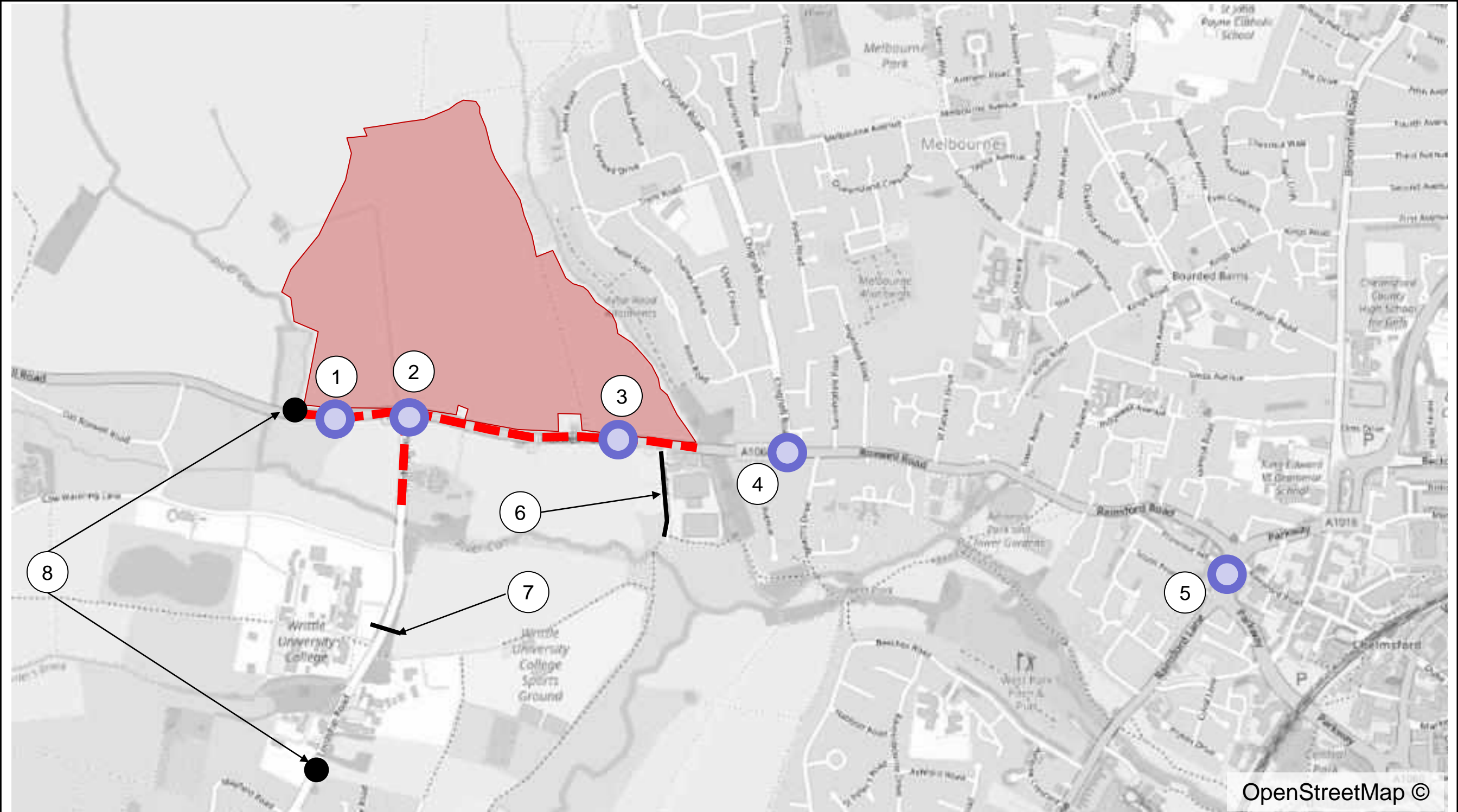
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Tel: 020 7580 7373 Email: london@vectors.co.uk www.vectors.co.uk

DRAWING REFERENCE: **Figure 1**













## **APPENDIX D**

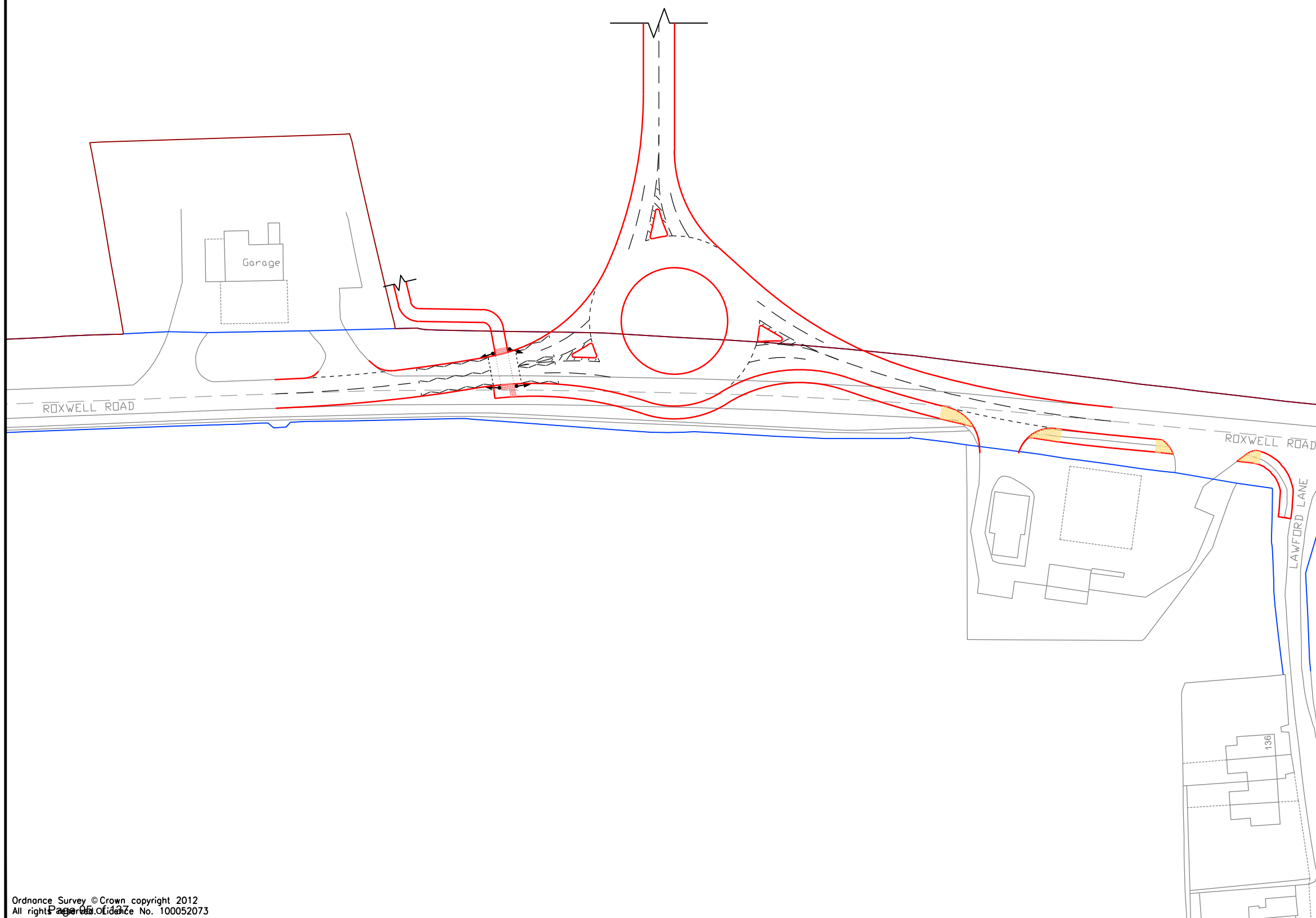
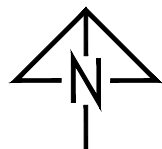
### **Proposed Highway Improvements**





OpenStreetMap ©

Key:				Warren Farm, Chelmsford	Crest Strategic Projects
	Site Location		Roxwell Road / Chignal Road Improvements		Village Gateway Features
	Travelling Show Person Access		Parkway Junction Improvements		Junction Improvements
	Western Site Access Roundabout		Lawford Lane Resurfacing		40mph Speed Limit Extension
	Eastern Site Access Roundabout Improvements		Lordship Rd Splitter Island		
				<b>Off-Site Highway Works</b>	
					
				Network Building, 97 Tottenham Court Road, London W1T 4TP Tel: 020 7580 7373 Email: london@vectos.co.uk www.vectos.co.uk	
DRAWN:		CHECKED:	DATE:	SCALES:	DRAWING REFERENCE:
SB		HA	08.09.2020	NTS	Figure 1



- Notes:
1. This is not a construction drawing and is intended for illustrative purposes only.
  2. White lining is indicative only.

### Key

- Site Boundary
- Highway Boundary

E	Minor capacity increase of western arm	JM	PW	31/01/2019
D	Footway taken along kerbline, directly into Site.	JM	PW	24/01/2019
C	Capacity of western arm increased. Circulatory carriageway widened from 7 to 7.5m. Eastern arm re-aligned.	JM	PW	10/12/2018
B	Potential Pedestrian Accesses removed. Ex narrow footpath widened. Signalised crossing widened from 2.4 to 3m.	JM	PW	21/09/2018
A	Signalised Crossing added. Public Right of Way shown. Potential Pedestrian Accesses shown.	JM	PW	24/05/2018

REV.	DETAILS	DRAWN	CHECKED	DATE
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CLIENT:  
**Crest Nicholson Operations Ltd**

PROJECT:  
**Chelmsford**

DRAWING TITLE:  
**Eastern Site Access Roundabout**

SCALES:  
**1:1000 at A3**

DRAWN:	JM	CHECKED:	CS	DATE:	08/01/2013
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Notes:  
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Key

Highway Boundary

REV.	C	Stage 1 Road Safety Audit	JM	HA	08/03/2019
	B	ICD increased to 44m.	JM	HA	12/12/2018
	A	Village Gateway Feature.	JM	PW	13/09/2018
		DETAILS	DRAWN	CHECKED	DATE

CLIENT:  
**Crest Nicholson Operations Ltd**

PROJECT:  
**Chelmsford**

DRAWING TITLE:  
**Western Site Access Roundabout  
Improve Existing Roundabout on  
Roxwell Road**

SCALES:  
**1:1000 at A3**

DRAWN:	JM	CHECKED:	CS	DATE:	08/01/2013
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Proposed Village Gateway Feature

215m Forward Visibility

Visibility to vehicles exiting roundabout (2m setback)

2 x 43m Visibility Splay for residential access

Warren Cottages

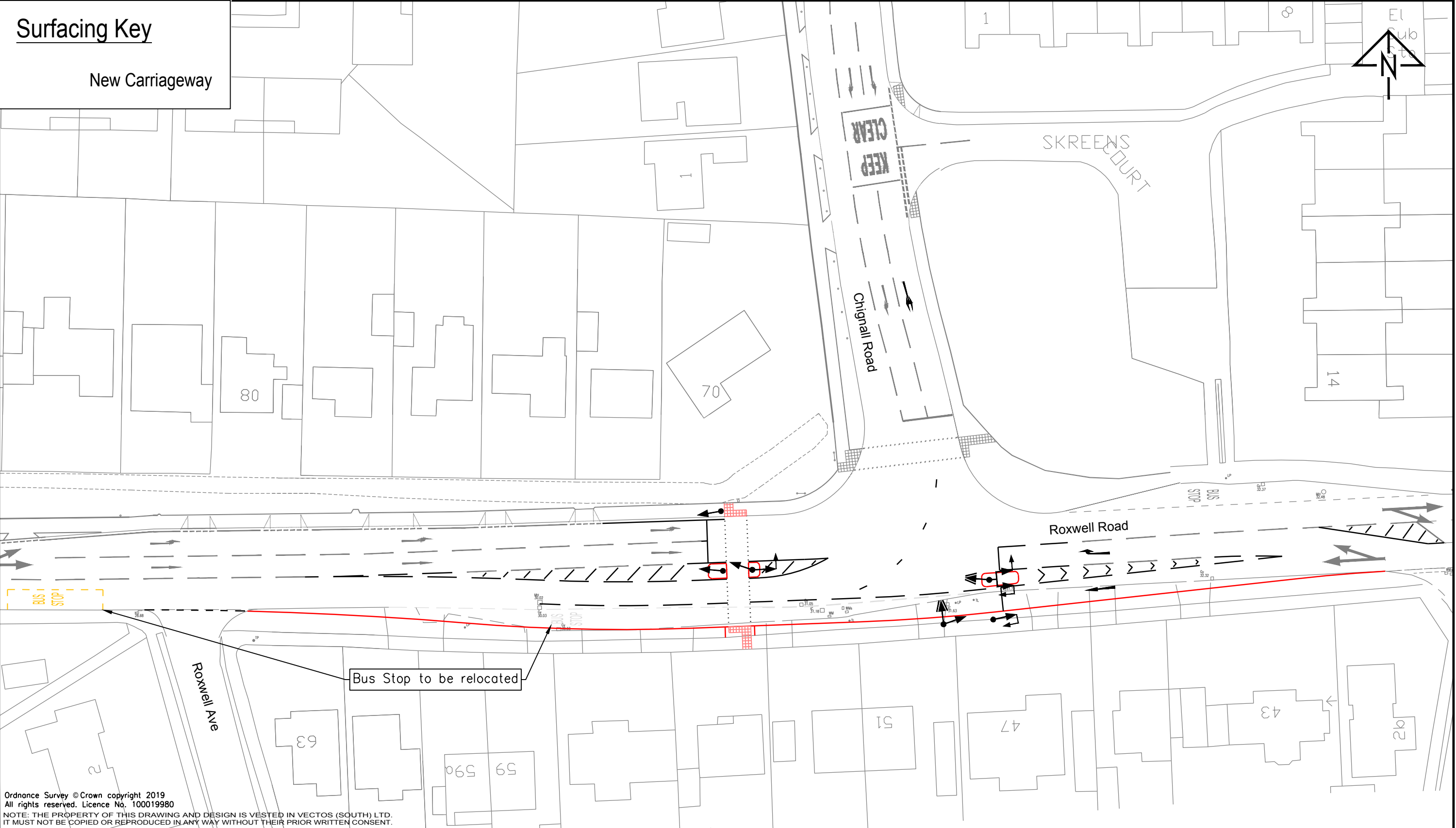
215m Forward Visibility

120m Forward Visibility

Warren Cottages

Surfacing Key

New Carriageway



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REV.	DETAILS	DRAWN	CHECKED	DATE
A	Richard Bishop comments.	JM	HA	22.01.2020

Notes:

1. This is not a construction drawing and is intended for illustrative purposes only.
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Chelmsford

Roxwell Road/Chignall Road Junction  
Proposed Capacity Increase


DRAWN: JM

CHECKED: HA

DATE: 14.01.2020

SCALES: 1:500 at A3

Crest Nicholson Operations Ltd

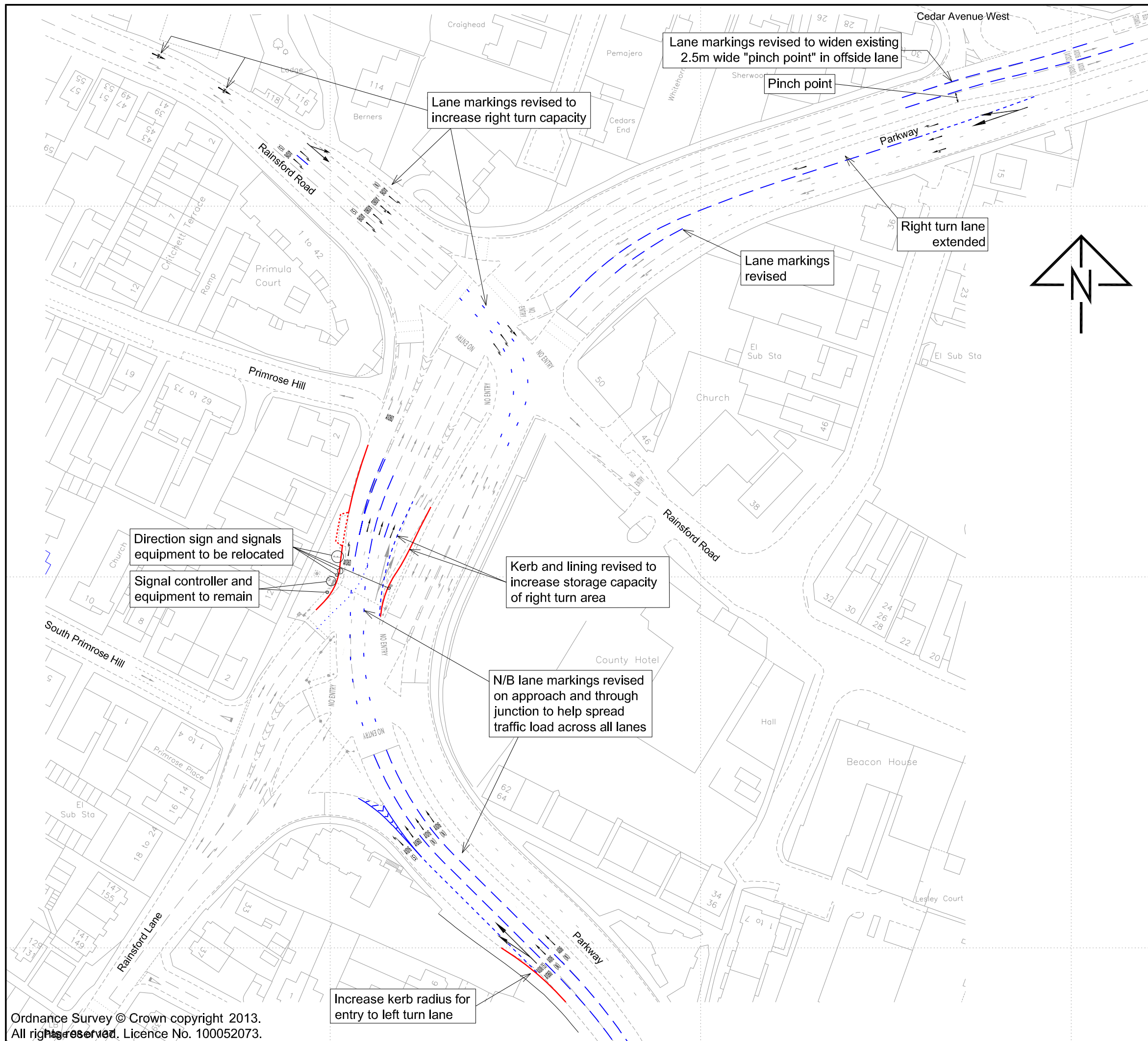


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REVISION: A





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REV.	DETAILS	DRAWN	CHECKED	DATE

CLIENT:

**Crest**

PROJECT:

**WARREN FARM  
CHELMSFORD**


DRAWING TITLE:

**Parkway / Rainsford Lane /  
Rainsford Road Junction  
Possible Capacity Improvements**

SCALES:

**1:1000 at A3**

DRAWN:	DSN	CHECKED:		DATE:	29.1.2019
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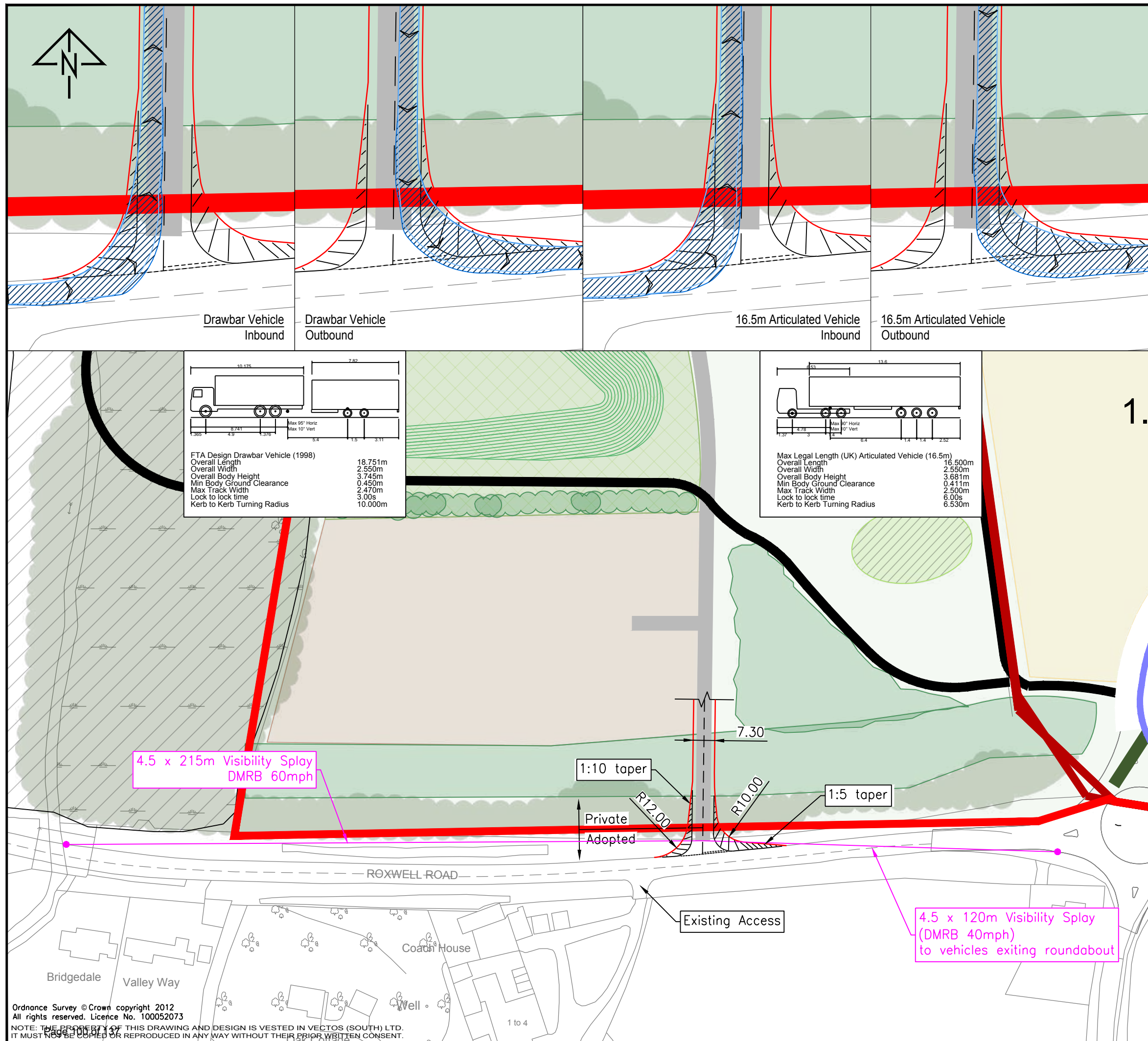
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## **APPENDIX E**

### **Travelling Showpersons Access**





**Notes:**

- 1. This is not a construction drawing and is intended for illustrative purposes only.
- 2. White lining is indicative only.
- 3. Site Plan is 15029\_29mm - Masterplan by am-plan.

F	Layout updated, access aligned with farm track and tracking amended.	KB	PW	25/10/2018
E	Layout updated, access & tracking amended to suit.	KB	ID	19/10/2018
D	Hatching plan shown.	KB	PW	17/10/2018
C	Line hatching shown. Ex access shown.	JM	PW	13/09/2018
B	Access altered and tracking amended to suit.	KB	PW	20/07/2018
A	Access narrows from 10m to 7.3m.	JM	PW	21/05/2018

REV.	DETAILS	DRAWN	CHECKED	DATE

CLIENT:

Crest Nicholson Operations Ltd

PROJECT:

Chelmsford


DRAWING TITLE:

Proposed Showperson Access  
Roxwell Road

SCALES:

1:1250 at A3

DRAWN:	JM	CHECKED:	PW	DATE:	25/04/2018
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transport planning specialists

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DRAWING NUMBER:	110123/A/26	REVISION:	F
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## Chelmsford City Council Policy Board

16 July 2020

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### Strategic Growth Site Policy 2 – West Chelmsford masterplan

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#### Report by:

Director of Sustainable Communities

---

#### Officer Contact:

Matthew Perry, Senior Planning Officer

---

#### Purpose

This report is seeking the Policy Board to recommend to Cabinet the approval of the masterplan for the West Chelmsford Local Plan Site Allocation.

#### Recommendations

1. The Policy Board recommend to Cabinet that the masterplan attached at Appendix 1 with any changes arising from the recommendations be approved.
  2. That before consideration by Cabinet, the masterplan is subject to independent quality and design review undertaken by the Essex Quality Review Panel.
  3. That the Policy Board delegate the Director of Sustainable Communities in consultation with the Chair, Vice Chair and Cabinet Member for Sustainable Development, to negotiate the further considerations outlined in this report and other subsequent changes to the masterplan ahead of the consideration by Cabinet.
-

## 1. Background

- 1.1. The masterplan presented with this report relates to Strategic Growth Site Policy 2 – West Chelmsford, which is brought forward by Crest Nicholson. The formal determination of masterplans consists of two stages: approval by Chelmsford Policy Board and then approval by Cabinet.
- 1.2. Strategic Policy S7 sets out the Spatial Strategy (i.e. the scale and distribution) for new development over the period of the Local Plan. In allocating sites for strategic growth, this policy confirms that Strategic Growth Sites will be delivered in accordance with masterplans to be approved by the Council. This is to ensure we are creating attractive places to live and to ensure the successful integration of new communities with existing.
- 1.3. Masterplans are to demonstrate how the site will satisfy the requirements of the respective site policies. Masterplans are a tool to help achieve a vision and key development objectives. They consider sites at a broad level and set a framework for the future planning applications to follow (usually Outline and Full applications). The Council's Masterplan Procedure Note, updated in October 2019, sets out what masterplans should contain. The core content of masterplans should cover:
  - A vision for the new place
  - Site and context analysis e.g. surrounding landscape, heritage, contamination, flood risk, important views, etc
  - Movement structure e.g. walking, cycling, public transport, vehicle circulation
  - Infrastructure strategy
  - Sustainable Urban Drainage (SUDS) strategy
  - A framework for landscape, spaces and public realm
  - Land use and developable areas
  - Building heights
  - Layout Principles
  - Delivery and phasing

Following the update to the Masterplan Procedure Note in October 2019, the Council also requires consideration of (i) supporting Livewell initiatives across the development and (ii) incorporating sustainable construction methods, energy efficiency and other sustainable development initiatives set out in the Council's Making Places Supplementary Planning Document.

- 1.4. Each of the masterplans will take a bespoke approach to the site it relates to. The larger of the allocated sites will differ from the smaller sites, the more complex or more constrained sites may differ from less complex and constrained sites, for example. Most masterplans will cover additional content or will look at certain matters in more detail than others, as appropriate, but all will consider similar core content.



- 1.5. The masterplan does not secure detailed site planning.
- 1.6. Developer obligations will be secured by way of a s.106 Agreement as part of the Outline planning application.

## **2. The journey to this stage**

- 2.1 Through the Planning Performance Agreement (PPA) the developer is given a set of masterplanning parameters (written and in plan form). These relate to the Local Plan policy expectations for the site. In addition, the parameters identify key site constraints and the areas where development should be avoided, where it might be preferable to situate the main site access, other key considerations such as heritage setting, flood zones, for example. These are provided at a very broad level, intended only to provide the starting parameters of site construct, and are to be subject to refinement as part of the masterplan production.
- 2.2 Throughout the period of masterplan production there are recurrent discussions between officers and the developer. These generate numerous iterations of the masterplan; each of those refining the masterplan in light of the issues which have been the subject of discussion. Complementing and strengthening that approach the process involves various forms of local engagement which ultimately shape the masterplan into something which is tailored for its locality. The key inputs of that engagement are outlined below.

### **Public Consultation**

- 2.3 Two public consultation drop-in events were held in July 2018, one in Writtle Village and a second on the Chignall Estate.
- 2.4 Crest Nicholson has also undertaken engagement with Writtle Parish Council, the Writtle Neighbourhood Plan Group, and local Councillors. This has included meetings and site visits to discuss potential highways and traffic mitigation measures for the village that could be delivered alongside the development.
- 2.5 Crest have also attended meetings with Chignall Estate Residents Association (CERA) and with local Councillors, primarily to debate the bus link.
- 2.6 A further public consultation event was held at Writtle College on 13 November 2018 to give local residents the opportunity to view the Masterplan.
- 2.7 The masterplan submission in November 2018 was subject to a public consultation by the local planning authority, similar to a planning application. The revised masterplan submitted in April 2020 was subject to a further round of consultation (four weeks as opposed to three, and a Council leaflet drop).

### **Community and Technical Stakeholder Workshops**

- 2.8 Prior to producing a draft masterplan, a round of community and technical stakeholder workshops is run. This collates local expectations for the future development and draws key concerns and suggestions to the surface so that the developer can seek to include or resolve those as part of the first draft masterplan.
- 2.9 Two stakeholder workshop events were held in September 2018; one with statutory consultees (the technical workshop) including Essex County Council, the NHS, Anglian Water as well as officers from CCC; the other (community workshop) with City and County councillors, Writtle and Chignal Parish Councils, local school, and community and residents groups.

#### Neighbourhood Plan

- 2.10 The existence of a draft Neighbourhood Plan in Writtle will help shape the masterplan and content of the planning application going forward.

#### Member Presentation

- 2.11 Prior to the Chelmsford Policy Board meeting, all Members were invited to a presentation setting out the content of the final draft masterplan and have had the opportunity to ask questions about content.

### **3. Overview of Masterplan Content**

#### **Vision**

- 3.1. The vision set out within Strategic Growth Site Policy 2 is one for *'a high-quality comprehensively-planned new sustainable neighbourhood that maximises opportunities for sustainable travel.'*
- 3.2. Crest Nicholson's vision echoes the site policy and expands upon it. No objection is raised at this stage to their current vision.

#### **Site and context analysis**

- 3.3. The masterplan provides a site and context analysis, which supplements analysis work undertaken by the Council in the first stage of the masterplan process. It represents a suitable starting point for a masterplan.

#### **Layout Principles**

- 3.4. The requirement of the site policy is to provide a coherent network of public open space, formal and informal sport, recreation and community space within the site. Whilst different bodies and groups may share aspirations for alternative layouts, the masterplan should demonstrate a coherent layout underpinned by the site and context analysis.

- 3.5. The Local Plan site allocation dictates that the western segment of the site (roughly about ¼ of the site area of the allocation) should be allocated for future recreation use and/or SUDS. The context analysis has informed the location of the SUDS attenuation basins on the lower parts of the site towards the brook. Given the proposed location of SUDS features (along the eastern boundary), recreation use is the obvious remaining choice for the western segment – this is reflected in the masterplan denoting an ecology park, parkland, green space, orchard, park and recreation ground, within this space.
- 3.6. The two major residential parcels are roughly split into two by a central green space in the form of an arc, which sweeps from the south east to the west. The green arc encompasses the drainage features along the eastern boundary before arcing roughly centrally westwards, out towards the ecology park. It is a striking concept which places a green space through the centre of the site, enabling green connections with Chignall to the east and allowing new residents a green connection to the newly formed recreation area to the west.
- 3.7. Public representations from Writtle residents have requested a larger ‘green buffer’ to Roxwell Road. The masterplan shows a 30m buffer already – any extension to this buffer has to be balanced with the aspirations to secure a speed reduction along Roxwell Road and the loss of other green space within the allocation to compensate the size of development areas which would be further squeezed from an enlarged buffer. The presence of a buffer along this route is presented within the masterplan and this is a sound principle. Officers view the buffer’s primary role is to green the route into Chelmsford rather an aspiration to separate the site from Writtle village. Writtle Parish Council do not object to the depth as a matter of principle but are keen to influence greater depth in places – rear of car wash, entrances to residential parcels and along footpaths. Such changes can be facilitated as part of ongoing dialogue with stakeholders and do not undermine the ability to recommend approval for this masterplan.
- 3.8. The neighbourhood centre (NC) and school are positioned roughly centrally within the southern development parcel – a balance between accessibility from Roxwell Road, within the site itself and Chignall to the east. They are close enough to Roxwell Road to allow the primary road to ‘loop’ over the NC and school and re-join Roxwell Road further east at a newly created roundabout.
- 3.9. The principles adopted within the masterplan are coherent, albeit that public comments raise concerns with various aspects.

### **Movement and access**

- 3.10. Main vehicular access to the site will be from Roxwell Road (A1060), via two roundabouts.
- 3.11. Pedestrian and cycle connections are provided through use of the bus link to the east and the crossing of Roxwell Road. However, the number of connections can be



expanded to allow greater permeability into the Chignall Estate and Writtle to the south.

- 3.12. The internal road layout allows for a loop around the school and neighbourhood centre to be served by buses using the bus link. The primary road from Roxwell Road will be capable of accommodating buses travelling along Roxwell Road. The provision of the bus link allows for bus priority measures to be in place and maximises opportunities for public transport and provides flexibility for future bus routing in the network. The bus link would be dedicated to bus, cycle and pedestrians. It would link into the existing Urban Area via Avon Road. The provision of the bus link would satisfy the policy requirements; however, there is concern from the residents within the Chignall Estate to its specific location. In order to address, these concerns, the masterplan has sought to detail the access arrangements and impact upon Avon Road beyond what would normally be expected within a masterplan. This matter remains contentious for the Chignall Estate Residents Association and its residents. However, the detail submitted to date demonstrates that the route is workable from a highways and safety perspective.
- 3.13. The site will also be served by the existing bus route running along Rowell Road and has the potential for buses to be diverted into the site, if bus operators choose to do so.
- 3.14. The secondary road, identified in the northern half of the site, is relatively long and straight. This will be less attractive to pedestrians (due to limited interest and lack of terminating vista) and will encourage higher vehicle speeds. The form of the road should be revised.
- 3.15. Within the northern half of the site, the central pedestrian and cycle route (east-west) does not respond to the location of the PROW to the east or the Pavilion/Community centre to the west, a likely destination – it appears to be based on dissecting the parcels of development rather than meaningfully linking destinations. The reworking of the east-west connections would mean that it makes sense to split the development parcels into six, as opposed to four blocks.

Further consideration:

- The secondary access road to be realigned to give a greater curvature in a northern direction
- East-west pedestrian and cycle connections to be reworked
- The developer should address each of the issues identified in the ECC Highways consultation response dated July 2020

### **Infrastructure strategy**

- 3.16. The site infrastructure requirements are listed within the site policy.
- 3.17. Land is shown to be designated for a co-located primary school and early years and childcare nursery. The stand-alone nursery can be accommodated within the

neighbourhood centre. The presence of these also addresses the three key bullets of on-site developments listed in the site policy.

- 3.18. Improvements to the local and strategic road network will be detailed in the planning application and secured through legal agreement or planning conditions. Crest Nicholson's transport consultants have been engaged with ECC Highways for a number of years now as part of this process. Policy Board can therefore have a degree of confidence that improvements will be secured, as well as securing measures to promote and enhance sustainable modes of transport.
- 3.19. A multi-user crossing of Roxwell Road is necessary for both pedestrians and cyclists. The masterplan shows one at the new roundabout along Roxwell Road. ECC Highways recommendations include a requirement for another crossing near to the new roundabout at Lordship Road (see Appendix 2), amongst a list of other recommendations. One of the key criticisms is the reduction of connections from the site into Avon Road compared to the original masterplan in November 2018.
- 3.20. The illustrative masterplan shows provision for new leisure and recreation facilities.
- 3.21. Financial contributions to secondary education can be secured through legal agreement at planning application stage, as required by the Local Education Authority.
- 3.22. Contributions will be secured towards mitigation measures identified in the Essex Recreational disturbance Avoidance and Mitigation Strategy (RAMS) at planning application stage.
- 3.23. The masterplan demonstrates a commitment to conform with the site infrastructure requirements.

Further consideration:

- The developer should address each of the issues identified in the ECC Highways consultation response dated July 2020

### **Land use and developable areas**

- 3.24. The masterplan successfully shows the integration of around 800 new homes to this locality. The approach taken is landscape-led and there are good opportunities for public open space as well as natural landscaping throughout the development. Neighbourhood facilities, including a new primary school, early years and childcare nursery, are focussed towards the centre of the site where they are most accessible to all areas of the new community. The central location offers opportunity for access to Chignall Estate residents via Avon Road.
- 3.25. There is sufficient open space to facilitate local recreation. These spaces are all located in accessible areas of the site for the benefit of new and existing residents. The relationship between development and public open spaces is such that safety and

security are factored in from the outset through natural surveillance from the new homes.

- 3.26. Public responses have raised concerns related to the location of the travelling showpersons' site (TSP) within the allocated recreation area, and furthermore its access being taken from Roxwell Road. Firstly, the location of urban form within the recreation zone is not ideal as a matter of principle. However, the TSP site represents a use that will favour a peripheral urban location due to the nature of its industrial/residential content. This coupled with the desire for safe and direct access to the road network has created a challenge in balancing integration within the development parcels and a location which could be highly visible from the south. The compromise was locating it in an area of the site which could be well screened from the south (masterplan shows bunding and additional planting) and secure access to the main road. Furthermore, the loss of recreation space is compensated for within the central green space. The position of the access is not stipulated within the site policy and its proposed location will need to satisfy ECC Highways in terms of highway safety – current feedback is that it is a workable solution.

### **Building heights and density**

- 3.27. Building heights are shown to be predominantly up to 2.5 storey, up to 3 storeys, along parts of the primary road and along the eastern edge next to open space, up to 4 storeys within the neighbourhood centre zone.
- 3.28. Given the lack of direct neighbouring properties, and the distance of separation from the nearest properties, the proposed building heights in principle are acceptable. However, it is apparent from the building heights plan there is a deep block of 'up to 3 storeys' to the north of the curve to the central open space 'arc'. The eastern edge of this block does not benefit from a large area of new open space and it is considered that this scale should be reshaped.
- 3.29. Up to 4 storeys is considered to be appropriate within the neighbourhood centre zone as mixed use development (shops with flats above) would be expected.
- 3.30. Densities are denoted as low (25-33dph), medium (30-37dph) and medium high (35-43dph). Low density is shown to north, west and the central part of the south edges, which is logical. Medium density is shown further within the site and fronting open space. Medium high density roughly follows the primary and secondary which is also logical given the separation of buildings by roads, however a similarly to building heights the density is shown as medium high extending eastwards on the north side of the curve to the open space. The result would be a large parcel of greatest scale and density positioned closest to One Bridge Brook – this rationale is questionable and should be reconsidered.

Further consideration:

- The northernmost block denoting 'up to 3 storeys' be reconsidered to be reshaped to more closely align with the edge of the newly created open space



- The northernmost block denoting 'medium high density' be reconsidered to focus this density more centrally to the secondary access road

### **Sustainable Urban Drainage (SUDS) Strategy**

- 3.31. Drainage approach has used existing topography to promote a natural SUDS solution, through the inclusion of several attenuation basins along the eastern edge of the site. Given the topography and position of those basins within an area of amenity space, it is considered an appropriate design solution at this stage.

### **Delivery and phasing**

- 3.32. Phasing is shown to be in two parts. Given that each phase could accommodate roughly 400 dwellings, such a phasing approach is considered to be unrealistic. The phasing plan also fails to take into account the timing of key infrastructure. Representations have been critical of the phasing of matters such as bus link, schools, sports pitches, highway works.
- 3.33. There will be other requirements, such as affordable and specialist housing, self/custom build housing, local healthcare, local highway improvements, etc. which do not have a bearing over masterplanning, but which will form part of the development and will be considered further as part of the outline planning application. These references to potential planning obligations are not to be taken as exhaustive.

Further consideration:

- Further detail is required on phasing of residential parcels as well key infrastructure such as roads, bus link, schools, neighbourhood centre, sports pitches and travelling showperson site.

### **Livewell**

- 3.34. The Livewell campaign is designed to engage communities, families and individuals with the aim of providing information about all that is on offer in Essex to improve health and wellbeing. Crest Nicholson are committed to embed the vision of the Livewell initiative within their development. The masterplan dedicates a section to discuss measures to reflect the aspirations of Livewell.

### **Sustainable development initiatives**

- 3.35. The masterplan focuses on Livewell as a means to drive sustainability. The application will be required to adhere to the Local Plan policies for sustainability. The masterplan does not include details for option for alternative means to power properties, however the absence of such facilities in this masterplan does not rule out the inclusion of community systems or other sustainable living/sustainable power generation measures on this site to meet the Council's objective of reaching a net carbon zero position by 2030.

#### **4. Consultation Responses – Main Issues**

- Principle of allocation and details within it
- Traffic impact – through Writtle, Roxwell Road, during construction, during occupation
- Travelling showperson site – principle, location, access
- Bus link – principle, highway safety, environmental impact, impact on residential amenity
- Bus routes – query extent, improvements
- Landscape buffers – position, extent
- Density and building heights – concerns, key views
- Delivery and phasing – general acceptability, detail lacking
- Open/green spaces – content, layout
- Residential parcels – detail lacking
- Neighbourhood centre – content queried
- Pedestrian/cycle connections – location, detail
- Loss of agricultural land
- Loss of ecological habitats – trees, wildlife
- Flood risk – flooding within site, pumping station
- Archaeology – extent of consideration
- Consultation arrangements – criticisms of
- Masterplan revisions – criticisms of content compared to first

#### **5. Additional Considerations**

- 5.1. An Independent Design Review shall be undertaken by Essex Quality Review Panel in the intervening period between Chelmsford Policy Board and Cabinet meetings. This verification of the masterplan allows for an independent sense-check and the outcome of the review will be considered by the Director of Sustainable Communities as part of the process outlined in the recommendations of the report.

#### **6. Conclusion**

- 6.1. The masterplan demonstrates how the requirements of the Local Plan will be delivered on this site. The vision is sufficiently ambitious to achieve a high-quality development which is well related to its context. The masterplan layout and other content provides a sound framework to guide successful placemaking and will support the planning application process in an appropriate way.
- 6.2. The report highlights that changes are expected to the masterplan document in order to align it with the Council's aspirations for this site.

- 6.3. The masterplan is presented to Chelmsford Policy Board with recommendations that it be referred to Cabinet for approval subject to the inclusion of any further necessary changes with acknowledgement of those Further Considerations as listed in the body of the report.

List of appendices:

1. Masterplan document – dated April 2020
  2. ECC Highways consultation response – 2 July 2020
- 

Corporate Implications

Legal/Constitutional:  
None

Financial:  
None

Potential impact on climate change and the environment:  
New housing delivery can have a negative impact on climate and environmental change issues. Planning Policies, Building Regulations and Environmental Legislation ensure that new housing meets increasingly higher sustainability and environmental standards which will help mitigate this impact.

Contribution toward achieving a net zero carbon position by 2030:  
The new Local Plan and emerging Making Places SPD will provide guidance to assist in reducing carbon emissions through development. This development will follow the published guidance.

Personnel:  
None

Risk Management:  
None

Equality and Diversity:  
None. An Equalities and Diversity Impact Assessment has been undertaken for the Local Plan.

Health and Safety:  
None

Digital:  
None



Other:  
None

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**Relevant Policies and Strategies:**

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

Local Plan 2013-2036

Our Chelmsford, Our Plan, January 2020

Chelmsford Climate and Ecological Emergency Action Plan

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**ALTERATIONS AND ADDITIONS TO CHELMSFORD POLICY BOARD**  
**16 July 2020**

## Item 5

Section 4 of the report should be superseded with the following text:

### **4. Consultation Responses**

#### **Consultee comments – public bodies**

##### **Writtle PC**

1. Number of dwellings – noted to be 880; increased traffic and demand on existing services
2. Traffic/highways – lack of discouragement of traffic through Writtle; no indications of improvements to Lordship Road; bus link forms part of phase 2; greater emphasis on alternative modes to car; crossing points at second roundabout unclear
3. Public footpaths – plotting inaccurate; lack of landscaping surrounding; landscaping to footpaths more important than central green space; highest density adjacent to footpaths
4. Design and Construction techniques – lack of regard to Writtle Design Guide (specifically Policy WNP D3); lack of clarity on phasing; limited information on sustainability and energy consumption; density lacks illustration
5. Landscape and ecology – question appropriateness of large green space arc, suggest smaller areas and landscaping around footpath routes; buffer to Roxwell Road broadly acceptable but may need additions, particularly at roundabouts and rear of car wash; ecology park welcomed but management and phasing queried.
6. Play Areas – more information and certainty over content required
7. Sports facilities – question amount and type; external traffic generator
8. Travelling Show People (TSP) – question evaluation of need; location inappropriate; access should be reconsidered
9. Health Centre/Neighbourhood Centre – uncertainty over provision; insufficient detail on content of NC
10. Education/Neighbourhood Centre – concern over phasing
11. Community Engagement – lack of consultation; request for further meetings
12. Timing – should be more accurately indicated

#### **Council response**

1. The allocation policy notes the number to be around 800. 880 has been mentioned within public meetings by the developer. Traffic levels and any necessary mitigation will be considered by the highway authority in the assessment of the planning application. The phasing of community facilities is subject to negotiation through the legal agreement attached to any planning permission.
2. The phasing of the bus link is subject to negotiation through the legal agreement attached to any planning permission. The further considerations in the officer report note that ECC Highways recommendations need to be addressed.
3. Plotting needs to be addressed in the next revision – to make clear any proposed alterations. The officer report recommends further consideration of densities.
4. Design Guide matters are for the planning application stage. The issues with phasing are acknowledged – see ‘further considerations’ within report. In terms of energy consumption, the developer will be bound by the local plan policy requirements and the Making Places SPD once adopted. Density plans are provided - such plans are sufficient in principle to consider the acceptability of a masterplan.
5. The masterplan does include landscaping along footpath routes. The green arc accommodate SUDs features and provides a green link between the urban area and the western recreation areas. Management of ecology park is not a detail required at masterplan stage - the Council’s preference would be a commuted sum to enable Council management. The issues with phasing are acknowledged – see ‘further considerations’ within report.
6. Noted. Further detail will follow within the planning application.
7. The sports facility provision has been influenced by the Local Plan evidence base. Traffic generation will need to be subject to a Transport Assessment.
8. The ‘need’ has been found to be sound through examination of the Local Plan. The location balances a number of factors – see report. An entrance on Roxwell Road provides direct access to the highway network.
9. The developer is committed to provision of a health centre. The composition of the NC is not yet finalised, but the masterplan provides an indication of potential uses.
10. The officer report notes that the phasing requires further consideration. Phasing will ultimately be controlled through legal agreement.
11. Officers do not accept that there has been a lack of consultation – several meetings have been held between officers, developer and Writtle representatives. Further meetings can be arranged where required.
12. This is essentially a phasing point which officers have acknowledged will be subject to further attention.

#### **Chignal Estate Residents Association (CERA)**

1. Consultation documents and sample precedents – take issue with timeline for CERA input into bus link, issue with detail within the Local Plan, highlight differences with masterplan revision, additional implications now listed in revised masterplan, other bus gate examples do not support precedent, safety standards of bus gate have been disregarded
2. Justification for Avon Road bus gate principle – lack of justification for necessity, alternative bus stops along Roxwell Road can serve those residents to be served by bus link, quicker to walk to Avon Road bus stops
3. Information supporting proposed bus gate – acoustic survey, vehicle emissions, vibrations, lighting levels, construction techniques, privacy of adjoining residents, absence of pedestrian crossing, impact during construction, adequacy of traffic survey, spatial standards compromised



4. Environmental impact – tree and landscape removal; adverse landscape alterations; loss of allotments; light pollution from lighting signals, signage; noise pollution and vehicle emissions; effects of vibration; privacy of neighbouring properties
5. Extent of traffic, cyclist and pedestrian usage – impact of bus link on each
6. Spatial and safety standards – lack of conformity with Essex Design Guide, Manual for Streets, Sustrans principles

### **Council response**

1. The Local Plan allocation policy includes a bullet point stating:  
*Provide a new dedicated bus, cycle and pedestrian link into the existing Urban Area.*  
 The allocation policy does not set the exact location or detail of the bus link. The masterplan reveals more detail but is still not detailed to the extent that would be found within a planning application. As the detail becomes more apparent then more matters form part of that discussion – a number of trees will be lost through construction of the bridge; four parking spaces along Avon Road would be lost due to the presence of the bus ‘stop line’; allotment space would be lost in order to create a revised access to the allotments; traffic signalling will be required to control the bus link. The revised masterplan does include amendments/further detail from the November 2018 submission and this is why a further public consultation has been undertaken in June 2020. The ‘precedents’ listed do not form part of the masterplan document – the Council would note that the characteristics of this bus link need to be considered on their merit. Safety standards have not been disregarded – they have been considered on their merits by ECC Highways.
2. The necessity for the bus link is borne from the desire for bus permeability into Melbourne (via a more circuitous route than the one which will serve Roxwell Road). The developer is exploring the provision of two bus routes - one serving Roxwell Road to city centre, the other serving Melbourne/Broomfield Rd via the bus link. Those new residents requiring a faster transit into the city centre are likely to choose the Roxwell Road option, which may include buses entering the new site (to be decided).
3. The masterplan document does not include analysis on environmental impact – this will be submitted at planning application stage. The concerns are relevant, but relevant to a planning application when that detail will be presented. Pedestrian crossings are not proposed, and are not being requested by Highways. ECC Highways do not consider that highway standards are being compromised to an unacceptable degree. Access to the park during construction is at present not detailed.
4. The masterplan proposal necessitates the loss of four parking bays along Avon Road. The masterplan suggests that these spaces could be re-provided further north which would result in the loss of several street trees. The trees do not need to be lost if the parking spaces are not re-provided. Other alternative locations can be explored. The bus link would require removal of some trees and a hardening of the landscape due to the levels changes and construction of a bridge. Three allotment plots would be lost in total but can be relocated within the wider allotment site. The masterplan document does not include analysis on environmental impact – this will be submitted at planning application stage. Privacy is a valid planning matter, no details of levels have been submitted – privacy can be mitigated with additional screening.
5. The bus link is not without its physical impacts –these impacts are acceptable, with mitigation measures if required.
6. ECC Highways have made a recommendation and taken a view on the standards – no objection is raised. Both national and local highway standards allow for a reduction in footway width to below the generally recommended width of 2metres, down to a minimum width of 1metre. The

footway is proposed to be 2.0m for the majority of its length along the bus link, narrowing to between 1.5 and 1.8 metres towards the eastern end, and reducing to 1.2metres where it meets the footway in Avon Road. The proposal therefore meets current standards and would be acceptable to ECC as Highway Authority for the expected level of pedestrians using this link.

### **Chignal PC**

1. Consultation – expression of surprise about consultation during Covid-19 restrictions
2. Local Plan preparation – comment on opposition to allocation
3. Masterplan (general) – disappointment that previous comments not taken on board
4. Landscape – introduction of urban intrusion into the rural area; request for planting belt to northern perimeter; query requirement for sports pitches and its associated urban features as they will compromise buffer; suggest new residents can use existing sports facilities in Melbourne or Writtle
5. Transport infrastructure – strategic traffic modelling insufficient for proposals; construction traffic should avoid junction north of Copperfield Road; lack of information on traffic generation
6. Housing density – more detail required

### **Council response**

1. Central government has encouraged Councils to continue as normal where possible. The public consultation was extended from three to four weeks. It was supplemented in this specific case by a leaflet drop, and social media posts.
2. Noted.
3. Noted.
4. There will be a physical change to the landscape, the map accompanying the allocation policy will alter the site to urban area as opposed to rural. The request for a planting belt to the northern perimeter is noted, there is a setback but not to the same degree as the south side, which will offer opportunities for planting. The sports pitches are a requirement of the Local Plan evidence base and are to serve the need created by the development. The western segment of the allocation is allocated for recreation/SUDs – it is not its specific purpose to act as buffer.
5. The planning application will supplement previous modelling for traffic impacts. Comments noted regarding Copperfield Road – this will be a detailed matter for the legal agreement on a planning application.
6. The further considerations have highlighted the need for some changes, however the presentation of densities in three ‘types’ is acceptable for the content of a masterplan.

### **Good Easter PC**

1. Traffic – impact upon parish to the west, concern over rat running through Chignals, concern over impact on local roads in Writtle
2. Healthcare provision – concern over absence of provision and impact upon appointments for Good Easter residents

### **Council response**

1. The Local Plan included traffic modelling to support the allocation. The planning application will require greater detail.
2. The developer is committed to providing a health care facility within the Neighbourhood Centre. Discussions are ongoing with the NHS.

## Representations

254 representations received on April 2020 consultation, with a total of 333 submissions overall (including 2018 consultation). The majority of submissions raise objections or queries, with some comments in support, as summarised below:

- Principle of allocation and details within it
- Traffic impact – through Writtle, Roxwell Road, Avon Road, Melbourne Avenue, Lordship Road & Lodge Road too narrow, Rainsford Road during construction, during occupation, safety of pedestrians, accommodating larger vehicles, speed restrictions, increase of cars, no encouragement for car alternatives, worsening of route to train station
- Bus link – principle, highway safety, environmental impact, impact on residential amenity, privacy concerns, traffic congestion, no environmental impact assessment or social impact assessment, wheelchair and pushchair access impacted, parking availability, access difficult
- Travelling showperson site – principle, sufficient parking, location, access, highway safety, impact on existing vegetation, not in accordance with Showmen's Guild requirements, suggest dialogue between Guild and Crest Nicholson, request for future control of site by The Guild, overcrowding potential
- Bus routes – query extent, improvements, increased buses unnecessary, increase of diesel vehicles, consider cost of fares, limited services, lack of usage
- Environmental impact – noise, air and light pollution, greenbelt land, vague green/climate change initiatives, hardening of landscape, reference to Council declaration of climate & ecological emergency, need for swift nests, need for solar panels, loss of village character
- Landscape buffers – position, extent of
- Density and building heights – concerns, key views impacted
- Delivery and phasing – general unacceptability, detail lacking, no regard to future sustainability
- Open/green spaces – content, layout, loss of green space, parks must be maintained, access to green space
- Loss of agricultural land – in principle, allotments, rural amenity, farmland
- Loss of ecological habitats – trees, wildlife
- Flood risk – flooding within site and properties along Roxwell Road, pumping station
- Archaeology – extent of consideration
- Residential parcels – detail lacking
- Neighbourhood centre – content queried, phasing queried
- Medical centre – provision of, new need to be accommodated
- Schools – query completion date, additional funding for secondary, demand, traffic congestion, query capacity
- Pedestrian/cycle connections – location, detail, lack of usage, impact on wildlife, safety
- Sporting facilities – demand for more, allocation of more space, parking provision
- Western relief road/Park and Ride – should be considered
- Housing needs – query how addressed, loss of value, needs to meet all ages, affordable, extra pressure on parking, building standards
- Writtle Neighbourhood Plan/Writtle Design Guide – needs to be reflected in the submission
- Consultation arrangements – criticisms of, limits during pandemic, website issues



- Developer consultation – question extent of
- Masterplan revisions – criticisms of content compared to first, vision inadequate, lack of connection with Neighbourhood Plan, absence of design principles

#### Support

- Plans and principles – supports the improvements
- Environmental impact – supports more nature reserves, opportunity to greatly improve
- Sustainable housing stock – supports the need
- Travelling showperson site – supports location, suitable for business

#### **Petitions**

Two petitions received, one from Chignal Estates Residents Association, one from Writtle residents, titles as follows:

- CERA – ‘Do not build a bus route between Warren Farm Estate and Avon Road’ – 657 online signatures, 142 paper signatures (03/07/20)
- Writtle residents – ‘We the undersigned residents of Writtle request, if the Warren Farm Strategic Growth Site 2 for 800 New Homes is agreed, that to reduce the visual impact & intrusion on Writtle Village and its rural setting, the following:
  1. Retain the rural character along the entire A1060 frontage of the site with the built development substantially set back a minimum of 120 metres (west side) – 90 metres (east side) with an open space green buffer between the development & the road. The existing high mature frontage hedgerow to be retained & continued along the entire frontage & the buffer to be heavily planted with native species trees.
  2. Together with low density development to the built front being no more than two stories high continued along the return quadrant western edge.’
  - 1031 signatures (December 2018)

## EXTRACT FROM MINUTES OF CHELMSFORD POLICY BOARD ON 16 JULY 2020

### MINUTES of the CHELMSFORD POLICY BOARD held on 16 and 23 July 2020 at 7pm

Present:

Councillor G H J Pooley (Chair)

Councillors H Ayres, N Chambers, W Daden, I Fuller, M Goldman,  
S Goldman, N Gulliver, G B R Knight, R Moore, R J Poulter, I Roberts, A Sosin, M Steel,  
N Walsh, R T Whitehead and T N Willis

Also present:

Councillors M J Mackrory, S R Robinson, T E Roper and M D Watson

#### 1. Attendance and Apologies for Absence

The attendance of those present was confirmed. Apologies for absence had been received from Councillor J Galley, who had appointed Councillor M Steel respectively as his substitute.

#### 2. Minutes

The minutes of the meeting on 4 June 2020 were confirmed as a correct record.

#### 3. Declarations of Interest

All Members were reminded to disclose any interests in items of business on the meeting's agenda and that they should do so at this point on the agenda or as soon as they became aware of the interest. They were also obliged to notify the Monitoring Officer of the interest within 28 days of the meeting, if they had not previously notified her about it.

#### 4. Public Questions

Statements on the Masterplans for West Chelmsford and North of Broomfield and on the Essex Coast Recreational disturbance Avoidance Mitigation Strategy had been received from member of the public, details of which are given in minute numbers 5, 6 and 7 below.

#### 5. Chelmsford Strategic Site Allocation 2 – Masterplan for West Chelmsford (Warren Farm)

The Board considered a masterplan prepared by Crest Nicholson for Strategic Growth Site Policy 2 – West Chelmsford. If approved by the Policy Board, the masterplan would be submitted to the Cabinet on 8 September 2020. A Green Sheet of additions and alterations had been distributed before the meeting setting out the Council's response to comments from consultees.

In allocating sites for strategic growth, policy required that Strategic Growth Sites be delivered in accordance with masterplans to be approved by the Council. This ensured the creation of attractive places to live and the successful integration of new communities with existing.

Masterplans were required to demonstrate how the site would satisfy the requirements of the respective site policies. They were a tool to help achieve a vision and key development objectives, considered sites at a broad level and set a framework for the future planning applications. The core content of masterplans were required to cover:

- A vision for the new place
- Site and context analysis e.g. surrounding landscape, heritage, contamination, flood risk, important views, etc
- Movement structure e.g. walking, cycling, public transport, vehicle circulation
- Infrastructure strategy
- Sustainable Urban Drainage (SUDS) strategy
- A framework for landscape, spaces and public realm
- Land use and developable areas
- Building heights
- Layout Principles
- Delivery and phasing



Following the update to the Masterplan Procedure Note in October 2019, the Council also required consideration of (i) supporting Livewell initiatives across the development and (ii) incorporating sustainable construction methods, energy efficiency and other sustainable development initiatives set out in the Council's Making Places Supplementary Planning Document.

The Board heard from representatives of the Chignal Estate Residents' Association and Writtle Parish Council, the organiser of a petition about aspects of the masterplan, and ward councillors for St Andrews and Writtle wards. Their concerns about the masterplan centred on the following issues:

- The proposed bus link from the development site to the urban area via Avon Road. In particular, there were concerns about the width of footways and the safety of pedestrians using them and possible conflict between them and cyclists; the negative effect of the link on the living conditions of nearby residents, in terms of pollution, noise and light levels; and the detrimental loss of established green space and wildlife habitat and the visual impact of the provision of a heavily engineered bridge as part of the bus link.
- The depth of the green buffer between the development and Roxwell Road, which was in places 30 metres but, in the view of those who had signed a petition, needed to be much wider to reduce the visual impact of the development.
- The need for improvements to Lordship Road at an early stage of the development to accommodate the additional traffic expected and to improve safety; the need for a bus service to serve the new development; and for an entry and exit to the site for buses via both Roxwell Road and Avon Road.
- The need for safe and sustainable access to Hylands school from the development site.
- The location of the access to the site allocated for travelling showpersons.
- The lack of plans to upgrade the play area in Avon Road.
- The failure of the developer to include plans to provide the energy requirements of residential properties from clean and sustainable sources.

In response to those issues, officers informed the Board that:

- Many of the points made by the Residents' Association concerning pollution, light levels and noise were relevant planning concerns that were best addressed at the planning application stage.
- The bus link was considered to be a vital element in making the development sustainable, would provide residents with a choice of modes of travel and there would be incentives provided to encourage them to use it.
- On the question of road safety, the proposed bus link would be used only by buses, pedestrians and cyclists, complied with minimum standards and could accommodate safely the expected level of pedestrian traffic. The swept paths for turning buses were satisfactory but if the proposed arrangements for this changed at the details stage they would need to continue to comply with the standards. Traffic orders could be used to control parking at the junctions of the bus route. Generally, any

outstanding issues arising from the road safety audit could be resolved at the planning application stage.

- Owing to its engineering requirements the bridge would have a visual impact but this could be mitigated to some extent by its design.
- As regards children walking between the school and the Park, the footway would be 1.2 metres at its narrowest point, increasing to 2 metres elsewhere, and would not be used by cyclists.
- Regarding the buffer along Roxwell Road, Writtle Parish Council had expressed no concerns about its depth and officers believed it to be sufficient, subject to the detailed design being satisfactory. Part of the reason for a 30 metre buffer was the effect a built frontage would have on helping to reduce traffic speeds on Roxwell Road. Increasing the depth of the buffer may necessitate increasing the housing density elsewhere on the site. As it was, the density had changed since the first masterplan for the site but remained broadly acceptable, subject to the suggestions outlined in the officer report.
- Works to improve Lordship Road could be carried out as part of a Section 106 agreement.
- Negotiations would take place with the developer to provide the bus link at an early stage of the development.
- Loss of parking in Avon Road could be compensated for by providing additional spaces elsewhere.
- The site for travelling showpersons could not be close to the residential area and providing access to it via the roundabout from Roxwell Road would not be possible in view of the size of the vehicles used by them. A separate access was therefore the preferred solution.

The Board was reminded that the submission of masterplans was just one stage in the development of a site, which included the wider principles regarding its allocation set out in the Local Plan and the details of its design and the mitigation of its impact as part of the submission of planning applications and Environmental Impact Assessments.

The discussion of the masterplan by the Board revealed that members had concerns about a number of its aspects. Prominent among these was the bus link in terms of its route, design and effect on the natural environment. Whilst it was desirable to provide a bus service to connect the development to the urban area, the loss of biodiversity and habitat was not acceptable, its safety for pedestrians and cyclists was questionable and the impact it would have on residents along the route was a cause for concern. On these points, the Board was informed that there would be six or eight buses an hour along the proposed route and that whilst a route could be provided via Roxwell Road, bus companies were not happy to access the site from Lordship Road and it would not be able to meet the requirement that no residents be no more than 400 metres from a bus route. Members felt, however, that the safety, viability and benefits of the bus route, and all the sustainable transport elements of the masterplan, needed to be looked at further.

Another major issue raised by members was the failure or reluctance of the developer to recognise the trend towards providing proven sustainable sources of energy as part of new developments and to anticipate likely future government policy on this. It asked that

officers continue to urge developers strongly to take this into account in the development and design of this and other strategic sites. Officers said that they would do so via the developers forum and encourage them to take follow the Making Places Supplementary Planning Document.

The comment was made that the depth of the green buffer along Roxwell Road could be the subject of further negotiation with the developer, taking into account the relationship between the presence of built up frontages and the speed limit on that road.

RESOLVED that

1. The Cabinet be recommended to approve the masterplan for Strategic Site Allocation 2, West Chelmsford (Warren Farm).
2. Before consideration by Cabinet, the masterplan is subject to independent quality and design review undertaken by the Essex Quality Review Panel.
3. The Policy Board authorises the Director of Sustainable Communities in consultation with the Chair, Vice Chair and Cabinet Member for Sustainable Development, to negotiate the further considerations outlined in this report and other subsequent changes to the masterplan ahead of the consideration by Cabinet, and that the Opposition Spokespersons be informed of any changes.
4. The Policy Board acknowledges the significant doubts about the safety, viability and benefits of the bus link proposed in the masterplan. It therefore refers to officers all the sustainable transport elements of this development to officers and agrees, if necessary, to convene a special meeting of the Policy Board to review the masterplan before it is considered by the Cabinet.



Your Ref: 18/00001/MAS  
Our Ref: PPH/HT//SD/hg/CHL/18/00001/MAS  
Date: 2<sup>nd</sup> July 2020



CC: Cllr Stephen Robinson  
Essex Highways - SMO2

Andrew Cook  
Director for Highways and Transportation

To: Fao: Matthew Perry  
Planning and Development Management  
Chelmsford City Council

County Hall  
Chelmsford  
Essex  
CM1 1QH

## Recommendation

Application No. CHL/18/00001/MAS

Applicant Crest Nicholson

Site Location Land North of Warren House, Roxwell Road, Chelmsford

Proposal Strategic Growth Site 2 – West Chelmsford

The proposed Masterplan document has been considered in detail, and discussions have taken place with the applicant's highway consultants regarding the highway and transportation elements of the proposals. The revised Masterplan appears to have taken on board some of the Highway Authority's previous comments, however there are a number of issues which need to be addressed as follows:

1. The proposed footway/cycle route, which runs along the site frontage, should run adjacent to Roxwell Road. This, together with views of the development, would create a more built up environment which would be necessary to facilitate a reduction in speed limit to 40mph in the vicinity of the site.
2. The proposal should include the reduction of the speed limit on Roxwell Road to 40mph in the vicinity of the site.
3. A controlled crossing should be provided to the east of the Lordship Road access roundabout, to link the site to Lordship Road.
4. Safe pedestrian links should be provided between the site, including the TSP pitches, and the existing and proposed bus stops on Roxwell Road.
5. Additional bus stops will be required on Roxwell Road to ensure convenient access to the propose bus route along Roxwell Road.
6. Every dwelling should be within 400m walking distance of a bus route.
7. Additional pedestrian and cycle links should be provided between the site and the Chignal Road estate, as shown on the CCC illustrative plan.

8. PROW 25 and 26 Writtle are not accurately represented in the Masterplan. Highway status search plans should be obtained from Essex Highways in order to establish the correct alignment and widths of the routes; which will then need to be incorporated into amended plans.
9. The existing public rights of way PROW, footpaths 25 and 26 Writtle, where they run through the site, should be hard surfaced and improved to accommodate cyclists as well as pedestrians. These should then form part of the adopted network of cycle and pedestrian routes which run through the site. Similarly, all proposed footway and cycle routes throughout the site should be hard surfaces and should not form part of the PROW network.
10. Only the key cycle and footway connections are shown on the Masterplan. A comprehensive network of routes should be provided so that every dwelling is easily accessible by walking and cycling. The details to be agreed at the planning application stage. Pedestrian/cycle routes should be 4.0m in width.
11. A plan of the cycle route network, including route enhancements and connections to key facilities and destinations, should be included in the Masterplan
12. Some of the proposed footway/cycle routes are not direct. For example, a more direct connection should be provided between both the TSP site and the sports pitches, and the community hub.
13. The bus link is shown as being provided in phase 2 of the development. This, together with the part of the road network which provides the bus loop within the site, should be operational prior to the occupation of the 100<sup>th</sup> dwelling so that a bus route through the site can be operational by the 100<sup>th</sup> occupation.

The following highway and transportation measures as shown in the Masterplan and are agreed by the Highway Authority as being necessary to make the proposal acceptable in highway terms:

14. Enlargement of the Lordship Road roundabout and provision of a new roundabout to provide access to the site.
15. Provision of a new access to serve the TSP site and New Barn Cottages/farm buildings, with associated closure of the existing track to New Barn Cottages.
16. The main roads through the site, including the links from the two site access roundabouts to be designed to accommodate buses.
17. A vehicle free route to be provided between the primary school and the community hub. The route to be used by pedestrians and cyclists only.
18. Provision of a bus link between the site and Avon Road, for use by buses, pedestrians, cyclists and CCC maintenance vehicles for the allotments and play area only.

In addition to the above, off-site highway improvements will be required in association with the development, to mitigate its impact. These should be included in a Transport Assessment to accompany any future planning application.

It is noted that the site access plans within the Masterplan do not include details of improvements to pedestrian and cycle facilities or links to bus stops and are indicative only. This will need to be addressed as part of any future planning application, as well as providing details of sustainable travel connections to local facilities and destinations.

  
.....  
pp. Director for Highways and Transportation

Your Ref: 18/00001/MAS  
Our Ref: PPH/HT//SD/hg/CHL/18/00001/MAS  
Date: 30<sup>th</sup> September 2020



CC: Cllr Stephen Robinson  
Essex Highways - SMO2

Andrew Cook  
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To: Fao: Matthew Perry  
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Chelmsford City Council

County Hall  
Chelmsford  
Essex  
CM1 1QH

## Recommendation

Application No. CHL/18/00001/MAS

Applicant Crest Nicholson

Site Location Land North of Warren House, Roxwell Road, Chelmsford

Proposal Strategic Growth Site 2 – West Chelmsford

The proposed Addendum to the Masterplan document has been considered in detail, and discussions have taken place with the applicant's highway consultants regarding the alternative package of sustainable transport measures put forward in the Addendum. The Highway Authority's comments on the Addendum are as follows:

1. The provision of a bus link between the site and Avon Road, for use by buses, pedestrians, cyclists and CCC maintenance vehicles, is still considered to be necessary to mitigate the impact of the development because it would enable provision of a bus route which would be a genuine alternative to travel for residents rather than using the private car. This, together with the part of the road network which provides the bus loop within the site, should be operational prior to the occupation of the 100<sup>th</sup> dwelling so that a bus route through the site can be operational by the 100<sup>th</sup> occupation.
2. The bus link would need to be accompanied by a package of sustainable transport measure as shown in the Masterplan documents but amended to take on board ECC's highway requirements in the recommendation dated 2<sup>nd</sup> July 2020.

However, should the CCC Policy Board consider that they do not wish the proposed bus link to be pursued by the developer then the Highway Authority could support the alternative package of sustainable transport measures subject to the following:

### Walking and Cycling Routes

3. The pedestrian and cycle connections to Chignal Estate (1 and 2) are acceptable in principle subject to detailed design and safety audit, as are the contributions ...



towards the northern route (4) and the Melbourne Ave cycleway scheme.

#### Bus Routes to the Site

4. The proposed bus routes are acceptable in principle but would need to be reviewed and agreed at the time of any planning application to ensure that any new routes would not affect the viability of an existing commercial service.
5. An additional bus stop would need to be provided on the southern side of Roxwell Road to the east of the Lordship Road roundabout.

#### Wider Pedestrian and Cycle Routes

6. The footway improvements on the northern side of Roxwell Road, from the Lordship Road roundabout to tie in with the existing footway to the east, are mentioned in the text but not shown on the access drawings (Fig. 10 & 11). These should therefore be amended accordingly.
7. The improvements to the crossings near Hylands school should be carried out by the developer rather than providing a contribution towards these works. This is necessary to ensure that there is a safe route from the site for secondary school pupils.
8. Some of the highway comments in the recommendation of 2<sup>nd</sup> July have been taken on board but others still need to be addressed. The Masterplan and associated drawings should be amended accordingly.

#### Other Sustainability Measures

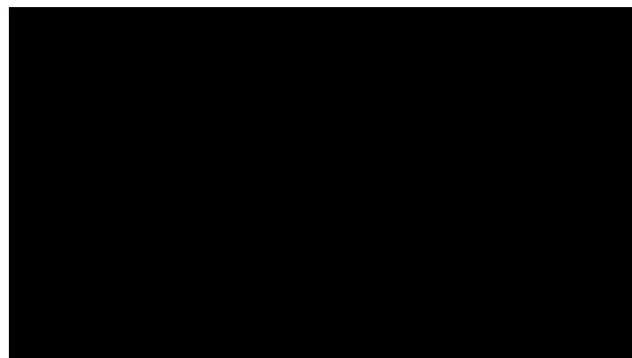
9. The car club is proposed with hybrid vehicles only, however electric vehicles would also be acceptable.

#### Other Highway Improvements

10. The reduction of the speed limits in Roxwell Road and Lordship Road should be to 30mph with provision of associated safety camera systems and commuted sums for maintenance.
11. Improvements to the Chignal Road/Roxwell Road signal junction will be required, but these would need to be examined in more detail to agree the improvements that will be necessary. Associated capacity analysis and a road safety audit will be required.
12. The improvements at the junction of Parkway with Rainsford Road/Rainsford Lane are acceptable in principle subject to detailed design and safety audit.

#### Travelling Showpersons Access

13. An access to The TSP site from the A1060 is acceptable in principle subject to detailed design and safety audit.





## Chelmsford City Council Chelmsford Policy Board

15 October 2020

### Chelmsford Garden Community Development Framework Document (masterplan) Update

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**Report by:** Director for Sustainable Communities

**Officer contacts:**

Claire Stuckey, [claire.stuckey@chelmsford.gov.uk](mailto:claire.stuckey@chelmsford.gov.uk), 01245 606475

#### Purpose

The purpose of this report is to update the Policy Board on the progress of the Development Framework Document (masterplan) for Chelmsford Garden Community.

#### Recommendation:

1. That the Board note progress on the preparation of the Development Framework Document (masterplan) for Chelmsford Garden Community.

#### 1. Background and Context

- 1.1 A Development Framework Document (masterplan) is being prepared for Strategic Growth Site Policy 6 (SGS6) – North East Chelmsford (Chelmsford Garden Community) allocated in the Chelmsford Local Plan. The masterplan is being prepared in accordance with Strategic Policy S7 and seeks to ensure we are creating attractive places to live and to ensure the successful integration of new communities with existing.
- 1.2 Masterplans demonstrate how a site will satisfy the requirements of the policies in the Chelmsford Local Plan and are a tool to help achieve a vision and key development objectives. They consider sites at a broad level and set a framework for the future planning applications to follow. The Council's Masterplan Procedure Note, updated in October 2019, sets out broadly what masterplans should contain, the stages involved,

the processes expected during their preparation and how they will be approved by the City Council.

- 1.3 The Procedure Note outlines that the masterplan for Chelmsford Garden Community will have a greater level of consultation and a wider scope than masterplans prepared for other allocated strategic sites. This is given its significant size and that it will continue to be delivered beyond the Plan period. The site also forms part of the Governments national Garden Communities programme and already has a significantly different delivery structure in place.

## 2. Masterplan Progress

- 2.1 Policy SGS6 sets out the development requirements, land uses and other policy requirements for the site which will deliver:

- Around 3,000 homes of a mixed size and type including affordable housing to 2036, together with the capacity for an additional 2,500 new homes post 2036;
- 45,000 sqm of employment floorspace with a range of unit types and sizes;
- Travelling Showpeople site for 9 serviced plots;
- Neighbourhood Centres with food retail, community and health care provision;
- A secondary school;
- Two primary schools with early-years and childcare nurseries;
- Two additional stand-alone early-years and childcare nurseries;
- New community facilities including allotments and formal sports pitches/courts, country park;
- A comprehensive network of walking and cycling routes;
- Expansion of on-site Chelmsford Area Bus Based Rapid Transit (ChART);
- Part of the Chelmsford North East Bypass (CNEB); and
- Expansion of existing Chelmer Valley Park and Ride.

- 2.2 The development is to be underpinned by the Town & Country Planning Association "Garden City Principles". These include community and stakeholder involvement in the design and delivery of the garden community, promoting the highest quality of design, providing opportunities for employment, encouraging healthy and active lifestyles, meeting the housing needs of all local people, providing integrated and sustainable transport systems, and putting in place long-term governance and stewardship arrangements for the new community infrastructure and assets.

- 2.3 The site landowners, promoters and developers collectively known as the North East Chelmsford Garden Village Consortium (Consortium) produced an initial draft masterplan for the site in 2019 to support the Local Plan Examination in Public. Subsequent to this, work has started on preparing a new masterplan (called a Development Framework Document) in collaboration with the City Council and Essex County Council (ECC) to support the planning application process. The Consortium has expressed a desire to submit the Development Framework Document for approval by Members in Autumn 2021. This will follow a series of community and technical



stakeholder workshops, public consultations and Quality Review Panels on the emerging Development Framework Document in line with the Masterplan Procedure Note.

- 2.4 Approval of the Development Framework Document could allow the first outline planning applications to be submitted in late 2021. The Development Framework Document will also be accompanied by a site Infrastructure Delivery Plan (IDP) and a Planning Framework Agreement (PFA) described below. Together these will provide a comprehensive, thorough and robust framework for delivering the Chelmsford Garden Community, set the context for all future planning applications and show how the new development will integrate with existing development of the site underway at Beaulieu and Channels.
- 2.5 A number of workstreams are underway to inform and shape the emerging Development Framework Document and supporting documents. These are summarised below. A Planning Performance Agreement (PPA) between the Consortium and Chelmsford City Council (CCC) helps fund officer time on the project and is currently being updated.

### **Garden Community Vision**

- 2.6 A key role of the Development Framework Document will be to establish a Vision for the Garden Community to shape its future growth and development building on the tested Garden Community Principles. The emerging Vision is being developed in partnership with the Consortium and follows input from the project Delivery Board, Steering Group, CCC Members and Community Liaison Group (see below). The emerging Vision seeks to create a distinctive zero-carbon, healthy, inclusive, prosperous, green and well-connected community.
- 2.7 The agreed Vision will develop further following stakeholder workshops and public consultation later this year/early 2021 providing local people with an opportunity to help shape what the new communities might look like in the future. The agreed Vision will guide development of the site, as a form of quality control to ensure the creation of a high-quality place with sustainable transport, ecological net gain, healthy living, zero-carbon development and community-led governance.

### **Technical Studies**

- 2.8 In order to effectively deliver Chelmsford Garden Community and to inform the master-planning process, a series of strategies and studies are being developed by CCC in collaboration with ECC and the Consortium and funded by the capacity grant awarded to the Council by Ministry of Housing, Communities & Local Government (MHCLG) through Homes England or through the Planning Performance Agreement (PPA) being agreed with the Developer Consortium. These will support a number of studies already completed or in preparation by the Consortium and include:

- **Employment Strategy.** This provides independent advice from consultants Lichfields on appropriate locations and demand for employment space on the site and how to make best use of the land available, considering current market signals and CCC's economic ambitions. The Employment Strategy concludes that the provision of 100,000sqm employment floorspace at Chelmsford Garden Community, in a range of types and sizes of premises, will provide a critical boost to the long term well-being of the economy of Chelmsford. It states that Chelmsford Garden Community is ideally positioned to take advantage of a number of strategic policy drivers and growth ambitions for Chelmsford and Greater Essex. Key opportunity sectors include advanced manufacturing; low carbon and renewables; life sciences and healthcare; digital and creative services and logistics; and finance and professional services. These higher value sectors align with the national Industrial Strategy and also represent sectors that have potential for growth in the post-Covid-19 context. To maximise the opportunities presented by Chelmsford Garden Community, in addition to the provision of employment floorspace within the three defined business areas, the report recommends that further provision should also be made around the site within the new district centres and community hubs. The development of smaller scale B1a/b uses in these areas will help to enhance their vitality and sustainability whilst also further enhancing the range and choice of premises for businesses. The report also recommends that the delivery of the new employment facilities should be appropriately phased and offer a range of ancillary functions that will serve businesses and those working on the site. The commission was completed in September 2020 and was funded by the Garden Communities capacity building programme;
- **Planning Strategy Advice.** The Consortium propose to prepare a Development Framework Document, Infrastructure Delivery Plan and a Planning Framework Agreement to set a framework for all planning applications for the Garden Community in accordance with the Local Plan. These will all be settled well ahead of any planning application being made. Initially the Consortium propose to submit three outline planning applications covering the Western, Central and Eastern areas of the development, followed by multiple detailed or reserved matters planning applications for different areas and phases.

The Infrastructure Delivery Plan (IDP) will confirm how and when identified infrastructure required to support Chelmsford Garden Community will be delivered and will support the Development Framework Document. It will provide a framework to ensure that development comes forward in a phased manner supported by the timely delivery of infrastructure and will be a "living" document to be reviewed both ahead of the grant of any planning permission and regularly afterwards. The IDP will be prepared by the Consortium and through the Planning Framework Agreement it will bind successors in title. The Consortium produced an initial draft IDP for the site in 2019 to support the Local Plan Examination in Public. Work has started on preparing an updated IDP which will be developed further in collaboration with the City Council and the County Council following a series of focused workshops planned for late 2020/early 2021. The IDP has four categories

of infrastructure including "Strategic" which includes the radial distributor road, "Local" which relates to infrastructure, such as allotments, required solely to support that parcel of development and "Off-Site" which covers infrastructure that will be Housing Infrastructure Fund (HIF) and Community Infrastructure Levy (CIL) funded largely outside the Garden Community. This includes the rail improvements and the North East Bypass, towards which the Garden Community is making a proportionate contribution. The Consortium have confirmed that the proposals and proposed levels and timing of infrastructure delivery is viable. The IDP and subsequent updates will all require the approval of the Councils. The Consortium propose that a Planning Framework Agreement (PFA) is entered into before the submission of the first outline application for the Garden Community. This will be entered into by all of the landowners and developers and both the City Council and the County Council will be parties as local planning authorities and will be able to enforce the planning obligations. The PFA will set out core terms that are intended to bind the land regardless both of who develops the land and any future permissions that are obtained. It will attach a template planning agreement that, subject to any site specific amendments and changes in circumstance, will be used in relation to all planning applications.

Originally a central part of the Consortium's proposals was a body, potentially co-owned by the developers, the City Council and ECC to hold land, receive funds and deliver specified major common infrastructure. The InfraCo was designed largely to co-ordinate the different delivery and land obligations entered into between the landowners and developers and will be part of the consortium agreement in the course of being settled between the land owners and promoters. The InfraCo remains a fundamental part of the Consortium's approach to delivery but in order to minimise risk to the public purse or resources it will not have direct public sector operational involvement. Provision is still proposed to be made for an InfraCo in the PFA to co-ordinate the responsibilities and rights of the landowners and developers. It will act as a "banker" holding the funds needed to deliver infrastructure and having step in rights so that it can deliver directly if necessary. The PFA has emerged instead as a more substantial element of the proposals and addresses directly the issues that would have otherwise been covered by the InfraCo arrangements.

The City Council has commissioned consultants, Dentons to provide independent planning and legal advice to examine the Consortium's planning strategy proposals and ensure that they will secure the right planning outcomes. Dentons advise that the PFA (preceded by evidence of the execution of the Consortium agreement) can be used to secure the delivery of the required obligations without the Councils participating operationally in the InfraCo. Further work will be undertaken during 2020 and 2021 to consider the provisions to be contained within the PFA.

A draft report has been prepared by Dentons and is currently being reviewed by officers and the project Delivery Board. The report concludes that subject to further development and a number of key factors being met, that the proposals are, in principle, a good model for the comprehensive development of Chelmsford



Garden Community. As with all large-scale development proposals it highlights that there are delivery risks but that with suggested refinements the proposals provide a good platform for ensuring that the Garden Community meets the Local Plan aspirations. The commission is being funded by the Garden Communities programme.

- **Energy Mapping and Renewable and Low Carbon Energy Feasibility Study.** This will provide independent advice on the predicted energy demand of the site as well as the most appropriate on-site renewable and low carbon energy schemes, including district heating. In line with the Garden City Principles, the study will also explore how the energy demand of the development can be minimised and how feasible it would be to make the buildings on site net zero carbon. Currie & Brown have been commissioned to undertake the study which is due to report initial findings in late 2020. It is also being funded by the Garden Communities programme.

### Specialist Expertise

2.9 The City Council has commissioned the following external consultants to provide it with independent specialist advice to inform the Development Framework Document and supporting documents:

- **Sustainable Transport Planning Advice.** Steer Consulting were appointed in July 2020 to provide independent advice on maximising sustainable transport opportunities on the site. The commission will include identifying new ideas and innovation to help future-proof the development; providing recommendations on target levels of modal shift; providing recommendations on alternative strategies for car parking provision and car free areas, and assessing the Consortium's sustainable movement strategy, with an emphasis on walking, cycling and public transport and integrated and accessible transport systems to inform the future development of the site and in particular the master-planning process. This work will complement the role and responsibility of Essex County Council Highways as the Highways Authority. Steer Consulting are being funded by the Garden Communities programme initially for 12 months;
- **Master Planning Advice.** AK Urbanism was appointed in 2019 to provide on-going independent master planning and design advice to help inform and assess options being proposed by the Consortium. AK Urbanism is being partly funded through a PPA with the Consortium.

2.10 ECC has also identified a part-time Principal Transportation Planner and part-time Principal Infrastructure Planner to work on the Development Framework Document to provide on-going and coordinated advice to help inform and assess options being proposed by the Consortium. These posts are proposed to be funded through a PPA with the Consortium.

## Stewardship

2.11 Appropriate arrangements to secure long-term stewardship is one of the Garden City Principles and proposals for Chelmsford Garden Community will be included within the Development Framework Document. Work is underway to identify an appropriate form of community ownership and long-term stewardship of assets that will be developed in the Garden Community. A workshop was facilitated by Homes England in June 2020 to explore different examples and models of stewardship. Further work will explore a number of key considerations, including:

- What type of stewardship body should be developed and how it will be governed, for example, whether it will have charitable status or be outsourced to a private or not-for-profit company;
- The types of assets the stewardship body will look after, for example, community facilities like village halls and meeting places, energy related infrastructure utilities related infrastructure such as Sustainable Urban Drainage Systems (SUDs) and public realm areas such as public car parks and squares;
- What funding options are feasible for funding the establishment and operational costs of the new stewardship body, for example, a cash endowment, income from property and Parish Councils precept commissioning; and
- Consultation with local groups and/or residents to gain their views and on the potential shape of a new stewardship body for the garden community.

## Engagement and Governance

2.12 Meetings are held regularly with Officers of CCC and ECC and the Consortium to discuss a wide variety of matters to inform the Development Framework Document and associated documents in line with a PPA.

2.13 A Chelmsford Garden Village Delivery Board was set up in June 2019 to provide strategic guidance and oversight and act as resolution forum to ensure the timely delivery of the Garden Village and its supporting infrastructure. The Board meets three times a year and comprises senior representatives from ECC, Homes England, the Consortium and CCC including the Leader, Cabinet Member for Sustainable Development and Director for Sustainable Communities. The meetings are currently chaired by CCC's Chief Executive.

2.14 A Steering Group has been set up to enable the open debate of issues to be addressed through the Development Framework Document or through the planning application stage. The Steering Group reports to the Delivery Board and comprises officers from CCC, ECC and the Consortium.

2.15 The City Council and Consortium have also established the Chelmsford Garden Village Community Liaison Group (CLG). This provide updates to local interest groups and fosters the opportunity for the local community to engage with the existing and emerging communities as the Garden Community develops over the next 20+ years. The CLG comprises CCC Members and Officers, ECC Officers, local

ward councillors, representatives of local Parish Councils, and representatives from other local interest groups including Boreham and Broomfield Neighbourhood Plan Groups; Channels Resident Association; local Cycling Action Group, Essex Wildlife Trust; Bridleway Association; Beaulieu Churches and Beaulieu Schools. The inaugural CLG meeting was held in September 2019 and the next is arranged for 15<sup>th</sup> October 2020.

- 2.16 Chelmsford Garden Village also has its own website for news and information ([www.chelmsfordgardenvillage.co.uk/](http://www.chelmsfordgardenvillage.co.uk/)) and the first CLG newsletter was published in September 2020.

### **Government's Garden Communities Programme**

- 2.17 In September 2020, a further bid for Garden Communities capacity funding was submitted to Homes England for around £590,000 to help advance and inform the Development Framework Document and supporting documents. This bid seeks funding for a range of areas including:
- Dedicated ECC transportation planner and ECC infrastructure planner;
  - Continuation of CCC's independent advice provided by AK Urbanism, Dentons and Steer Consulting;
  - Appointment of a Landscape and Wild Infrastructure Consultant;
  - Development of a Community Engagement Strategy (with emphasis on the opportunities of virtual consultations and website support); and
  - Development of additional technical studies including a Waste Strategy, Modular Modes of On-Site Construction and Innovation, and Mechanisms/Models for Community Stewardship and additional support for health and wellbeing.
- 2.18 Homes England are expected to announce the successful bids in October/November 2020.

## **3. Conclusion**

- 3.1 A number of workstreams are underway and governance and engagement arrangements are in place to enable the preparation of a comprehensive and collaborative Development Framework Document and associated supporting documents. Officers will continue to work with the Consortium, ECC, other statutory and local stakeholders and the local community during 2020 and 2021 to develop and finalise the Development Framework Document.

## **List of Appendices**

None.

## **Background papers**



None.

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### Corporate Implications

#### Legal/Constitutional:

There are no direct legal/constitutional implications arising from this report.

#### Financial:

There are no immediate financial implications arising from this report, although the Council is negotiating an updated Planning Performance Agreement (PPA) with the Consortium to ensure it can continue to advance the site masterplan stage as effectively as possible. The Council could benefit from additional money from Government's Garden Communities capacity funding should a 2020 bid be successful.

#### Potential impact on climate change and the environment:

New housing delivery can have a negative impact on climate and environmental change issues. Planning Policies, Building Regulations and Environmental Legislation ensure that new housing meets increasingly higher sustainability and environmental standards which will help mitigate this impact. The emerging Chelmsford Garden Community Vision also seeks to create a distinctive, zero-carbon, healthy, inclusive, prosperous, green and well-connected community.

#### Contribution toward achieving a net zero carbon position by 2030:

The new Local Plan and emerging Making Places SPD will provide guidance to assist in reducing carbon emissions through development. This development will follow the published guidance. The emerging Chelmsford Garden Community Vision also seeks to create a distinctive, zero-carbon, healthy, inclusive, prosperous, green and well-connected community.

#### Personnel:

There are no immediate direct staffing implications arising from this report, although the Council is negotiating an updated Planning Performance Agreement with the Consortium to ensure it can continue to advance the site masterplan stage as effectively as possible. The Council could also benefit from additional staffing resources through the Government's Garden Communities capacity funding should a 2020 bid be successful.

#### Risk Management:

There are no direct risk management arising from this report.

#### Equalities and Diversity:

None. An Equalities and Diversity Impact Assessment has been undertaken for the Chelmsford Local Plan.

Health and Safety:

There are no direct health and safety implications arising from this report.

Digital:

There are no immediate direct digital implications arising from this report.

Other:

None.

Consultees:

Spatial Planning.

Relevant Policies and Strategies:

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

Chelmsford Local Plan 2013-2036 (Adopted version being considered by Council on 27 May 2020)

Statement of Community Involvement, 2020

Climate and Ecological Emergency Action Plan, January 2020

Our Chelmsford, Our Plan

The above report relates to the following priorities in the Corporate Plan:

Promoting sustainable and environmentally responsible growth to stimulate a vibrant, balanced economy, a fairer society and provide more housing of all types.

Making Chelmsford a more attractive place, promoting Chelmsford's green credentials, ensuring communities are safe and creating a distinctive sense of place.

Encouraging people to live well, promoting healthy, active lifestyles and reducing social isolation, making Chelmsford a more enjoyable place in which to live, work and play.

Bringing people together, empowering local people and working in partnership to build community capacity, stronger communities and secure investment in the city.