

### **Examination of the Chelmsford Draft Plan**

# <u>Submission for Matter 6a – Housing Provision in Growth Area 1 – Central and Urban Chelmsford</u>

### Growth Site 1c - North of Gloucester Avenue (John Shennan) - Moulsham Lodge

<u>Submitted by Chris Gutteridge – represented by Cllr Mark Springett</u>

Moulsham Lodge has always had a strong local community and until 2006 had a community centre which had been meeting the needs of local residents for nearly 40 years. Through no fault of our own, the community centre closed down and was reclaimed by Essex County Council (ECC). In the following years planning permission was requested, refused (Ref Y), then further requested and granted to a developer to build on the site. We residents, disappointed by lack of understanding of our use and need of the community building, formed a passionate group Moulsham Lodge Community Trust (MLCT) which still exists today. The refusal by the Planning Inspector on 9<sup>th</sup> Sept 2009 recognised the "high degree of public interest" and that the draft business plan had "involved a great deal of work and commitment by local people and organisations".

During the years from 2006 to 2014 we looked at alternative sites on which to build a new community centre, we even had a tentative offer from the local high school, but this was unworkable due to safeguarding issues and availability of the facilities during the day.

One of the alternative sites considered by the campaign group was John Shennan Playing Field, however, this was immediately discounted and Mr Gutteridge is happy for me to explain why that is.

### **Cllr Mark Springett**

I became a Councillor in 2011 and the viability of John Shennan for building a Community Centre was a very specific question I asked of officers during our search for sites, they said at the time "no development will take place for 50 to 100 years because of the contamination of being a landfill site".

At the time the latest Gas Monitoring Reports were showing high levels of methane and other gases. So it was deeply upsetting that the site appeared in the draft Local Plan without warning. The main questions was, what about the methane, it has since transpired that the last Gas Monitoring Report in 2015 reported negligible levels of methane. The Borough Council was aware that there was a requirement for a community centre and that the projected cost was estimated at around £2 million, and registered it on the Section 106 list for funding. We did try and register it as a Village Green, but were told as it was already identified in the draft Local Plan this could not happen. Move forward to 2018 and MLCT now lease an old police station, which doesn't completely meet the needs of the local community – we are frequently asked if we have availability for various classes which we are unable to accommodate due to lack of space.

Back to Mr Gutteridge's own words supported by data obtained by Cllr Springett

With regards to his 1st paragraph:

### **Traffic Issues**

When we found out that John Shennan was identified in the Local Plan we were extremely concerned that the 200 houses would result in an estimated additional 400 cars using Gloucester Avenue. In addition to this "Baddow Bus Gate" which is part of the "Chelmsford Growth Package" (Ref X) which is a range of schemes that went to consultation will cause considerable problems on Moulsham Lodge. The recent closure of the Army and Navy roundabout for crucial repair work gave us an indication of the likely effects evidenced by a considerable amount of extra traffic. There were unprecedented heavy vehicle jams in Loftin Way and Gloucester Avenue which were dangerous to children going to and from the local schools and the air quality was likely significantly reduced. Traffic counts were carried out in May 2017 on Gloucester Avenue this being the road in which the entrance and exit for this development would be located. Those traffic counts reported (Ref R):

- Over 50 thousand cars over a 7 day period
- 1,500 cars were speeding during the school commute
- Over 10,000 cars in total speeding over the 7 days period

Any development will only exacerbate the traffic related issues we currently face, and if this development is allowed to stay in the plan, contributions must be included to address these issues.

ECC already recognise (Ref Z) that the capacity of the road network during peak hours (see graphic below) is at 100% and will move well beyond that by 2036 (increasing by around 25%) and the timescales of this local plan.



The fact that we are already at a point of full capacity calls into question whether the totality of the local plan is sustainable, let alone on this site. These predictions by the local highway authority call into question whether the infrastructure identified in the plan is achievable, as the funding identified in the evidence base provided by Chelmsford City Council (Ref W) suggests a considerable shortfall in funding (see table below source Ref W),

Table 12.2: Summary of known infrastructure costs and funding to demonstrate funding gap

Item	Known infrastrucure costs	Known funding	Funding gap
A12 Chelmsford to A120 widening scheme (inc. j19 improvements)	£250,000,000	£250,000,000	93
A131 Chelmsford to Braintree Route-Based Strategy	£7,320,000	£7,320,000	03
Allotments	£1,880,280	03	£1,880,280
Beaulieu Park railway station	£150,000,000	£34,000,000	£116,000,000
Broomfield Hospital access road	£1,100,000	93	£1,100,000
Bus priority/Chelmsford Rapid Bus Transit (ChART)	£3,600,000	93	£3,600,000
Bus services and infrastructure	£850,000	93	£850,000
Chelmsford Growth Package	£15,000,000	£15,000,000	£0
Children's play and youth facilities	£5,327,460	£0	£5,327,460
Community centres	£2,250,000	93	£2,250,000
Cycle and footway links/improvements/crossings	£2,391,304	93	£2,391,304
Cycle/foot bridge over Essex Regiment Way	£3,000,000	93	£3,000,000
Cycle/foot bridges to ARU site and Springfield Hall Park	£3,200,000	93	£3,200,000
Early Years and Childcare - stand alone provision	£11,800,000	£0	£11,800,000
Indoor sports facilities	£6,700,000	93	£6,700,000
Chelmsford North East Bypass – single carriageway section	£13,200,000	93	£13,200,000
Chelmsford North East Bypass - NE Chelmsford to A131 single carriageway section	£25,500,000	93	£25,500,000
Outer Radial Distributor Road (RDR2)	£10,400,000	93	£10,400,000
Chelmsford North East Bypass - full dual carriageway	£272,000,000	93	£272,000,000
Outdoor sports and changing facilities	£3,875,000	93	£3,875,000
Park and Ride - Widford area	£9,000,000	03	£9,000,000
Potable water - local enhancement	£1,000,000	£1,000,000	£0
Primary education	£41,500,000	£0	£41,500,000
Road junction improvements <sup>1</sup>	£36,000,000	93	£36,000,000
Sandford Mill Access Road	£1,000,000	93	£1,000,000
Secondary/6th form education	£45,700,000	93	£45,700,000
Total cost	£923,594,044	£307,320,000	£616,274,044

<sup>&</sup>lt;sup>1</sup> This figure includes an estimate for unknown junction improvements

These funding gaps do not suggest sustainable developments can be achieved. One particular gap relative to John Shennan is Primary and Secondary education, with the addition of 200 dwellings comes additional strain on our local education facilities, in fact there is now no room for additional classrooms at either the infant, junior and secondary schools located in Moulsham lodge without using up green sports field space and previous discussions have already ruled this out. Further more, the totality of this local plan identifies around 4000 to 5000 extra school spaces, but, the number of homes generated by this plan and existing planning approvals will generate around 8000 people of school age, this is calculated based on predicted population by the year 2036 and the current age profile existing in Chelmsford at the last census. So again, I question whether this is sustainable development.

### **Green Space**

The references to loss of green space is particularly concerning given that green space analysis has identified that Moulsham Lodge is effectively negative in all types of green space and in particular (Ref V) "Park & Recreation Ground" see table below from Chelmsford City Document:: EB101D Green Space Area Profiles (Part 2 of 2)

			Park, Sport									
			and									
			Recreation									
			Ground									
			(Public and	Park and	Outdoor	Outdoor	Outdoor					
		Amenity	Private	Recreation	Sport	Sport	Sport	Play Space	Play Space			
Wards	Allotments	Green Space	Combined)	Ground	(Pitches)	(Fixed)	(Private)	(Children)	(Youth)			
GoatHall	-1.71	-1.18	5.43	5.43	0	0	0	-0.19	-0.28			
Marconi	-0.91	-0.43	-4.52	-5.49	0.97	0	0	0.16	-0.36			
Moulsham and Central	0.62	0.35	11.66	7.76	0.52	0.29	3.09	0.2	-0.22			
Moulsham Lodge	-1.74	-3.65	-10.37	-10.37	0	0	0	-0.2	-0.5			
Patching Hall	0.74	-0.78	-1.81	-2.85	0.93	0.11	0	-0.1	-0.34			
St Andrews	4.96	-0.85	8.68	0.17	5.04	3.31	0.16	-0.18	-0.3			
The Lawns	-0.68	2.09	6.44	3.31	3.13	0	0	0	-0.27			
Trinity	2.64	-0.64	0.43	-5.97	2.46	0.46	3.48	-0.06	-0.31			
Waterhouse Farm	3.37	-1.96	5.35	4.62	0	0.09	0.64	-0.11	-0.24			

Table 5 Supply of green space (hectares) for each ward within the Chelmsford City centre study area

Therefore the measure of a Sustainable Development that is, "development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (ref the definition set out in Our Common Future, a report by the UN World Commission on Environment and Development (the Brundtland Commission) in 1987, is immediately challenged as the green space analysis already recognises a lack of current (the present) provision, so future generations will never be able to meet their needs.

Faced with the prospects of poorer air quality, deteriorating road safety and the loss of more green space, if additional accommodation in John Shennan is crucial it seems more sensible to build independent/supported living flats to provide housing for older residents of Moulsham Lodge/Tile Kiln. This will leave quite a bit of green space – for use by the community produce less traffic and free up larger properties in the area for families, and we can also consider the possibility of building a new purpose built community centre on that site. This would better accommodate the increasing demand for local activities which our existing centre cannot meet, we are often asked about the provision of facilities such as fitness classes, drama and choir rehearsals, classes which require space which we don't currently have. In addition John Shennan did host football and cricket in years gone by - the school now provides much of this so the field could be used for less structured activities such as skateboard and parkour, also the existing limited children's play area could be enlarged. This would ensure the green space is maintained for the benefit of all residents.

These comments by Mr Gutteridge do consider a pragmatic view that suggests a level of development appropriate to the site999 which recognises a level of provision that the local community would benefit from, by giving something up. Mr Gutteridge's ideas could be expanded in line with what is identified in the local plan so far i.e the Supporting on-site development, Site development principles, Design and layout & Site infrastructure requirements. Could the development meet the principles of "sustainable development", even taking away up to an additional say 3 hectares of green space (1/2 the current green space)?

John Shennan could provide a unique opportunity to enhance community provision, BUT, not at the cost of poorer quality of life for the people that live in it and the people who will live in it in the future, therefore if it is allowed to remain, the plans must consider how to mitigate the loss of green space, traffic issues and provision of statutory education requirements. It must consider whether infrastructure requirements CAN be realistically funded, if the answer is no then this site can't be considered as sustainable and must be removed from the plan.

I do believe that there is an option that could benefit our local community, but that involves a great deal of communication and consultation, putting the community first and not the developers, sustainability must be at the forefront of any decisions that have the potential to shape the community in future generations.

Regards

Cllr Mark Springett

Member for Moulsham Lodge.
on behalf of Chris Gutteridge.

### References

Ref Y: Appeal Decision

The full appeal decision is attached as Appendix 1

see Appeal Ref: APP/W1525/A/09/2104429 dated 9th Sept 2009

Ref X: Chelmsford Growth Package -

https://www.essexhighways.org/highway-schemes-and-developments/major-schemes/chelmsford-city-growth-package.aspx

specifically https://www.essexhighways.org/uploads/CCGP/CCGP\_Vol4\_Web.pdf pages 7 to 11

Ref V: Open Green Space

Source Ref 1 : EB101D Green Space Area Profiles (Part 2 of 2) – Page 21 <a href="https://www.chelmsford.gov.uk/">https://www.chelmsford.gov.uk/</a> resources/assets/attachment/full/0/63709.pdf

Ref Z: Traffic Congestion: Chelmsford's Future Transport Network Public Engagement Document – February 2017

https://www.essexhighways.org/uploads/Highway-Schemes/Major-Schemes/Chelmsford-Future-Transport-Network/Chelmsford-Future-Transport-Network.pdf

Ref R: Traffic Count - attached as Appendix 2

Traffic Count: 17166-01. Gloucester Ave MOULSHAM . MAY 2017 (PV2).xls provided by ECC, produced by Ringway Jacobs

PROJECT 17166 MOULSHAM LOCATION Gloucester Ave, Moulsham

SURVEY DATE Wed 03 May 2017





Ref W: – Infrastructure Funding

<u>EB018B Chelmsford Infrastructure Delivery Plan June 2018 Update – Page 114</u> <u>https://www.chelmsford.gov.uk/\_resources/assets/attachment/full/0/1399049.pdf</u>

# <u>Appendices</u>

Appendix 1 - Appeal Decision

<u>Appendix 2 - Traffic Count</u>



# **Appeal Decision**

Site visit made on 24 August 2009

by Paul Jackson B Arch (Hons) RIBA

an Inspector appointed by the Secretary of State for Communities and Local Government

The Planning Inspectorate 4/11 Eagle Wing Temple Quay House 2 The Square Temple Quay Bristol BS1 6PN

☎ 0117 372 6372 email:enquiries@pins.gsi.g ov.uk

Decision date: 9 September 2009

### Appeal Ref: APP/W1525/A/09/2104429 Moulsham Lodge Community Centre, Waltham Glen, Chelmsford, Essex CM2 9EL

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a grant of planning permission subject to conditions.
- The appeal is made by Essex County Council against the decision of Chelmsford Borough Council.
- The application Ref 08/01626/FUL, dated 8 September 2008 was approved on 11 November 2008 and planning permission was granted subject to conditions.
- The development permitted is change of use of the existing building to use within class D1 (non-residential institution) and/or use as a community centre.
- The condition in dispute is No. 5 which states that: This permission in so far as it relates to use of the building for part D, Class D1 of the Town and Country Planning (Use Classes) Order 1987, (or in any provision equivalent to that Class in any statutory instrument revoking or re-enacting that Order), shall be limited to use as a public hall within (g) of Class D1 only and for no other purposes save in accordance with an express grant of planning permission in that behalf.
- The reason given for the condition is: In accordance with Policy DC37 of the Core Strategy and Development Control Policies Development Plan Document 2001 - 2021 and specifically: Criterion iii and iv - as the building's use as a Community Centre including Class D1(g) use as a public hall serves an established residential area, the need for such a use continues to exist, its loss cannot be adequately supplied or met elsewhere in existing facilities in the locality and no new replacement facilities are proposed. Furthermore, this facility also meets the social and community needs generated by the adjacent new housing areas (known as Proposal H1 - Land off Princes Road - in the Chelmsford Borough Local Plan - adopted April 1997). This area at that time was the largest available housing site within Chelmsford's urban area and has now been fully developed with an addition of development of part of Moulsham School Playing Fields for housing. A new footpath access to the application site was safeguarded in the planning permission of the adjacent site granted for housing development to improve access to this community facility. The relevant grants of planning permission relied upon this established facility to meet the social and community needs of the new development and accordingly made no provision for additional community hall facilities within the new residential area (in accordance with superseded Policy REC1 and Strategic Objectives of the Chelmsford Borough Local Plan - adopted April 1997)

### **Decision**

1. For the reasons given below, the appeal is dismissed.

### Reasons

2. The appeal property consists of a large community hall including a stage, together with a separate wing containing a kitchen, office, bar area and toilets. The building was erected in 1972 and is set in spacious grounds providing a

- substantial area for parking and access for deliveries. It is located in an existing residential area south of Chelmsford. Although neglected for several years, the building appears structurally sound and is largely watertight. Following vandalism, it has been boarded up and security fencing has been erected by the County Council, which is the freeholder and appellant.
- 3. As background, the community centre enjoyed around 30 years of continuous use by local groups for various purposes until 2005. Activities included dance classes, amateur dramatics, exhibitions, private functions, indoor sports, a crèche/toddlers group and as a meeting place for local organisations. It fell vacant when the then existing Community Association experienced financial difficulties and did not renew the lease. After a period during which the County Council unsuccessfully sought a continuation of community use, it looked to achieve best value for the building but including the possibility of community use continuing. That process included clarification of what would be an acceptable use of the building under the most recent development plan policies. Indicative plans submitted with the application for D1 (non residential institutions) use show conversion of the building as a medical surgery centre (class D1(a)) for which interest had been expressed. This would subdivide the hall and in effect, prevent any other kind of community use for the foreseeable future. The main issue in the appeal is whether the condition subsequently imposed, which has the effect of restricting the use of the building to a public hall, has a useful planning purpose.
- 4. Policy DC37 of the Chelmsford Core Strategy and Development Control Policies Development Plan Document 2001-2021 (CS), adopted in 2008, resists proposals to redevelop or change the use of premises that provide facilities which support the local community; and sets out criteria which must be satisfied if such changes are to be permitted. The supporting text to the policy advises that the provision and protection of community uses such as health, education, places of worship and community halls is an important element of sustainable development. The building in question is a community hall. It is not redundant or incapable of repair; that is demonstrated by the proposal to convert it for another purpose.
- 5. In my view, regarding economic viability, it has not been clearly demonstrated that there is insufficient demand from the local community to make the centre viable. There is a high degree of local public interest in seeing the centre restored. The submissions include a draft business plan which has clearly involved a great deal of work and commitment by local individuals and organisations. The reasons why the centre closed in 2005 are rather obscure but do not persuade me that future use by a different group of local residents or another group such as the Royal British Legion would be similarly unsuccessful; particularly given new residential development in the vicinity which has been completed recently. I do not discount the likelihood that there would be a continuing burden on ratepayers for a few years but that alone is not a good reason to remove a facility which has clearly received very significant public support in the past, or to justify a departure from the aims of planning policy, in particular the community support objectives of policy DC37. The appellant draws attention to the lack of firm funding in the business plan but to my mind, sufficient potential sources of support and finance have been

- identified to persuade me that community use of the hall has long term prospects. I give the draft business plan considerable weight.
- 6. Moreover, although the County Council and the Borough Council sought means of continuing the community use, the offers received were considered against the value of the building for other purposes within the D1 class as well as against its value as a continuing community resource. Accepting the obligation placed on the County Council to obtain best value for money, I am uncomfortable that the highest valuation should determine its future, if that would lead to the community hall being removed. It seems inevitable that community groups would find it difficult to match a valuation for commercial use. A medical surgery centre, whilst within the Part D (D1) use class, would only support the local community in an extremely limited way. Whilst accepted by Council officers as according with the precise terms of development plan policy, I consider that it would prevent many other uses that local residents and Councillors have expressed a strong preference for.
- 7. I also give weight to the submission that no provision was made for community facilities in a large area of new housing to the north of the hall because the appeal property was already in existence. Policy REC1 of the now superseded Chelmsford Borough Local Plan, in force at the time, also resisted redevelopment of community facilities for other purposes.
- 8. The possibility of community use on the site would still remain without the condition in dispute, but another new building would almost certainly be necessary. There is nothing to suggest that additional resources would be available or that there is a reasonable likelihood of such a facility coming forward. It is unclear to me whether the proposed conversion to a medical surgery centre would leave sufficient space for a comparable new community hall on the same site.
- 9. I have had regard to all the other matters raised including the efforts made by the County Council over several years to retain community use, which for various reasons have been unsuccessful. However, the proposed conversion would effectively remove a hall of considerable size which is the main asset of the building and an important community resource. I do not regard the failure of the local community at this time to provide the degree of financial certainty sought by the County Council to overcome the policy objective of retaining the community hall for the purpose for which it was built. The disputed condition ensures that it would remain available for public use. As such, I consider it conforms to the aims of policy DC37 of the CS and serves a useful planning purpose; and the appeal should be dismissed.

Paul Jackson

**INSPECTOR** 



# **Appeal Decision**

Site visit made on 24 August 2009

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- The reason given for the condition is: In accordance with Policy DC37 of the Core Strategy and Development Control Policies Development Plan Document 2001 - 2021 and specifically: Criterion iii and iv - as the building's use as a Community Centre including Class D1(g) use as a public hall serves an established residential area, the need for such a use continues to exist, its loss cannot be adequately supplied or met elsewhere in existing facilities in the locality and no new replacement facilities are proposed. Furthermore, this facility also meets the social and community needs generated by the adjacent new housing areas (known as Proposal H1 - Land off Princes Road - in the Chelmsford Borough Local Plan - adopted April 1997). This area at that time was the largest available housing site within Chelmsford's urban area and has now been fully developed with an addition of development of part of Moulsham School Playing Fields for housing. A new footpath access to the application site was safeguarded in the planning permission of the adjacent site granted for housing development to improve access to this community facility. The relevant grants of planning permission relied upon this established facility to meet the social and community needs of the new development and accordingly made no provision for additional community hall facilities within the new residential area (in accordance with superseded Policy REC1 and Strategic Objectives of the Chelmsford Borough Local Plan - adopted April 1997)

### **Decision**

1. For the reasons given below, the appeal is dismissed.

### Reasons

2. The appeal property consists of a large community hall including a stage, together with a separate wing containing a kitchen, office, bar area and toilets. The building was erected in 1972 and is set in spacious grounds providing a

- substantial area for parking and access for deliveries. It is located in an existing residential area south of Chelmsford. Although neglected for several years, the building appears structurally sound and is largely watertight. Following vandalism, it has been boarded up and security fencing has been erected by the County Council, which is the freeholder and appellant.
- 3. As background, the community centre enjoyed around 30 years of continuous use by local groups for various purposes until 2005. Activities included dance classes, amateur dramatics, exhibitions, private functions, indoor sports, a crèche/toddlers group and as a meeting place for local organisations. It fell vacant when the then existing Community Association experienced financial difficulties and did not renew the lease. After a period during which the County Council unsuccessfully sought a continuation of community use, it looked to achieve best value for the building but including the possibility of community use continuing. That process included clarification of what would be an acceptable use of the building under the most recent development plan policies. Indicative plans submitted with the application for D1 (non residential institutions) use show conversion of the building as a medical surgery centre (class D1(a)) for which interest had been expressed. This would subdivide the hall and in effect, prevent any other kind of community use for the foreseeable future. The main issue in the appeal is whether the condition subsequently imposed, which has the effect of restricting the use of the building to a public hall, has a useful planning purpose.
- 4. Policy DC37 of the Chelmsford Core Strategy and Development Control Policies Development Plan Document 2001-2021 (CS), adopted in 2008, resists proposals to redevelop or change the use of premises that provide facilities which support the local community; and sets out criteria which must be satisfied if such changes are to be permitted. The supporting text to the policy advises that the provision and protection of community uses such as health, education, places of worship and community halls is an important element of sustainable development. The building in question is a community hall. It is not redundant or incapable of repair; that is demonstrated by the proposal to convert it for another purpose.
- 5. In my view, regarding economic viability, it has not been clearly demonstrated that there is insufficient demand from the local community to make the centre viable. There is a high degree of local public interest in seeing the centre restored. The submissions include a draft business plan which has clearly involved a great deal of work and commitment by local individuals and organisations. The reasons why the centre closed in 2005 are rather obscure but do not persuade me that future use by a different group of local residents or another group such as the Royal British Legion would be similarly unsuccessful; particularly given new residential development in the vicinity which has been completed recently. I do not discount the likelihood that there would be a continuing burden on ratepayers for a few years but that alone is not a good reason to remove a facility which has clearly received very significant public support in the past, or to justify a departure from the aims of planning policy, in particular the community support objectives of policy DC37. The appellant draws attention to the lack of firm funding in the business plan but to my mind, sufficient potential sources of support and finance have been

- identified to persuade me that community use of the hall has long term prospects. I give the draft business plan considerable weight.
- 6. Moreover, although the County Council and the Borough Council sought means of continuing the community use, the offers received were considered against the value of the building for other purposes within the D1 class as well as against its value as a continuing community resource. Accepting the obligation placed on the County Council to obtain best value for money, I am uncomfortable that the highest valuation should determine its future, if that would lead to the community hall being removed. It seems inevitable that community groups would find it difficult to match a valuation for commercial use. A medical surgery centre, whilst within the Part D (D1) use class, would only support the local community in an extremely limited way. Whilst accepted by Council officers as according with the precise terms of development plan policy, I consider that it would prevent many other uses that local residents and Councillors have expressed a strong preference for.
- 7. I also give weight to the submission that no provision was made for community facilities in a large area of new housing to the north of the hall because the appeal property was already in existence. Policy REC1 of the now superseded Chelmsford Borough Local Plan, in force at the time, also resisted redevelopment of community facilities for other purposes.
- 8. The possibility of community use on the site would still remain without the condition in dispute, but another new building would almost certainly be necessary. There is nothing to suggest that additional resources would be available or that there is a reasonable likelihood of such a facility coming forward. It is unclear to me whether the proposed conversion to a medical surgery centre would leave sufficient space for a comparable new community hall on the same site.
- 9. I have had regard to all the other matters raised including the efforts made by the County Council over several years to retain community use, which for various reasons have been unsuccessful. However, the proposed conversion would effectively remove a hall of considerable size which is the main asset of the building and an important community resource. I do not regard the failure of the local community at this time to provide the degree of financial certainty sought by the County Council to overcome the policy objective of retaining the community hall for the purpose for which it was built. The disputed condition ensures that it would remain available for public use. As such, I consider it conforms to the aims of policy DC37 of the CS and serves a useful planning purpose; and the appeal should be dismissed.

Paul Jackson

**INSPECTOR** 

PROJECT LOCATION SURVEY DATE Appen MOULSHAM Gloucester Ave, Moulsham Wed 03 May 2017





## CDPV2 result

 $0.102 \times 10^8$ 

CDPV2	0.102
Basic PV2	0.10825
Difficulty factor	0.945
Collision factor	1.000

The location is described as Gloucester Ave, Moulsham, LC13, 40m E of j/w Brian Close, with a 30mph speed limit.

The collision factor multiplied by the difficult factor, further multiplied by the original PV2 value, provides the CDPV2.

Where the value of CDPV2 is between 0.2 and  $0.7 \times 10^8$ , then a controlled crossing would not be recommended and alternatives such as a pedestrian refuge or zebra crossing should be considered.

Where the value of CDPV2 is below 0.2, then a crossing facility would not normally be justified, but the site may be reviewed on its merits with regard to local and/or special needs and may be considered subject to funding.





# Collision data (C)

	Fatal	Serious	Slight	TOTAL
Cyclist	0	0	0	0.00
Pedestrian	0	0	0 .	0.00
Other	0	0	0	0.00
COLLISION FA	CTOR			1.00

In order to produce the updated CDPV2, non-motorised collision numbers from the past 36 months within a reasonable distance from the site are factored.

# Difficulty factor (D)

	30
Speed limit (mph) FACTORED WIDTH VALUE	0.9

The level of difficulty in crossing the road is determined from the posted speed limit, the road width and number of lanes.

# Basic PV2 calculation

	Peds	Vehicles	PV2
07:00	5	435.0	
08:00	58	680.5	0.27
09:00	9	469.0	
10:00	7	375.5	
11:00	10	350.5	
12:00	1	430.5	
13:00	23	377.5	
14:00	2	409.5	
15:00	144.5	614.5	
16:00	29	680.5	0.13
17:00	2	789.5	0.01
18:00	4	666.0	0.02
AVERAG	E		0.11

The traffic volumes from the four busiest hours are selected and squared. This figure is then multiplied by the corresponding factored pedestrian count, then divided by 10^8 to produce an hourly PV2.

Generated Tue 16 May, 2017





WEATHER (am)
WEATHER (pm)
INCIDENTS PROJECT LOCATION SURVEY DATE

Light passing showers, min 7°C Drizzle clearing, some sun, max 12°C No reported incidents Appen MOULSHAM ATCix - Gloucester Ave, Moulsham Wed 03 May 2017



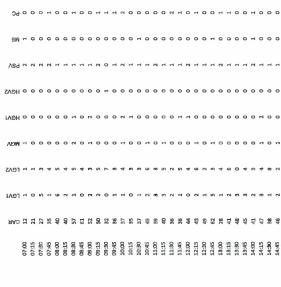
# PEDESTRIAN crossing count

TRAFFIC link count

EASTBOUND →

# SOUTH TO NORTH ↑

PED: School unaccompanied



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	02:00	07:15	07:30	07:45	08:00	08:15	08:30	08:45	00:00	09:15	09:30	09:45	10,00	10:15	10:30	10:45	11:00	11:15	11:30	11:45	12:00	12.15	12:30	12:45	13:00	13:15	13:30	13:45	14:00	14:15	14:30	14:45	15:00	15:15	15:30	15:45	16;00	16:15	16:30	16:45	17:00	17:15
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17:30 17:45 18:00 18:15 18:30 18:45 TOTAL

NORTH TO SOUTH ↓

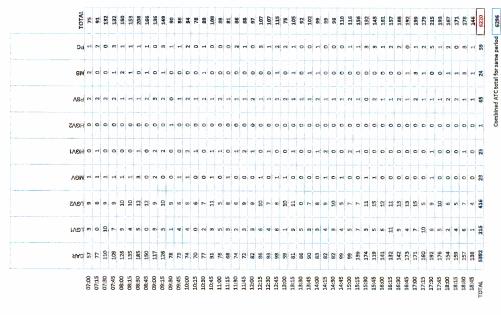
PEDESTRIAN crossing count

COMBINED PEDESTRIAN TOTALS

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PROJECT

Appen MOULSHAM ATCix - Gloucester Ave, Moulsham LOCATION LOC. DESC. LC13, 40m E of j/w Brian Close

START DATE Wed 03 May, 2017 END DATE Tue 09 May, 2017 30mph SPEED LIMIT

SURVEY TYPE 7-day ATC, 15min periods, 10 veh. classes





A 7-day automatic traffic count on Gloucester Ave, Moulsham, commencing Wed 03 May 2017, recorded a total of 48,904 vehicles. The posted speed limit of 30mph was exceeded by 22.0% of vehicles, and the seasonally adjusted, combined AADT value is 7,145 (see Equipment & Methodology below).

### **SUMMARY**

Total recorded volume	48,904
Avg dally volume (based on 7 days)	6,986.3
Average daily speed (7 days)	27.9mph
Average daily 85%ile (7 days)	31.5mph
AADT (annual average daily traffic)	7,145
Avg weekday volume (Mon-Fri. 24hrs)	7.522.8
Avg weekday speed (Mon-Fri, 24hrs)	27.8mph
Avg 12hr weekday volume (Mon-Fri 0700-1900)	6.214 6
Avg 12hr weekday speed (Mon-Fri, 0700-1900)	26.7mph

The combined summary on the left shows the total volumes, average speeds, AADT and 85%iles recorded in both directions from all the recorded data. Speeding vehicles are defined as those travelling 31mph and above.

The summaries below provide directionalised details including speeding percentages and weekday daytime details.

### EASTBOUND ->

Total recorded volume	25,119
Avg daily volume (based on 7 days)	3,588.4
Average daily speed (7 days)	27.8mph
Average daily 85%ile (7 days)	30.8mph
% of vehicles exceeding 30mph	18.7%
Avg weekday voluma (Mon-Fri, 24hrs)	3,865.8
(Avg weekday speed (Mon-Fri, 24hrs)	27.5mph
Avg 12hr weekday volume (Mon-Fri, 0700-1900)	3,178.8
Avg 12hr weekday speed (Mon-Fri, 0700-1900)	26.5mph
Avg 12hr weekday 85%tle (Mon-Fri, 0700-1900)	30,3mph

### WESTBOUND 4

Total recorded volume	23,785
Avg daily volume (based on 7 days)	3,397.9
Average dally speed (7 days)	28.1mph
Average daily 85%ile (7 days)	32.1mph
6 of vehicles exceeding 30mph	25.3%
Avg weekday volume (Mon-Fri, 24hrs)	3,657.0
Avg weekday speed (Mon-Fri, 24hrs)	⊒8 Jmph
lvg 12hr weekday volume (Mon-Fri, 0700-1900)	3,035.8
Avg 12hr weekday speed (Mon-Fri, 0700-1900)	26.0mph
Avg 12hr weekday 85%ile (Mon-Fri, 0700-1900)	-31.1mph

Location

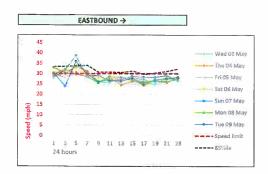
### SITE LOCATION

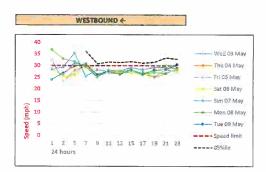


Desc. LC13	LC13, 40m E of j/w Brian Close				
OSGR	570856, 204874				
Lat, ing.	51.716571, 0.471909				
Project & site	Appendix				
PSL	30mph				
Bus route	Yes				
Direction 1	Eastbound→				
Direction 2	Westbound←				

Gloucester Ave, Moulsham

### **DAILY SPEEDS**

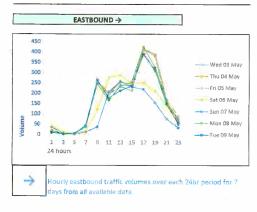


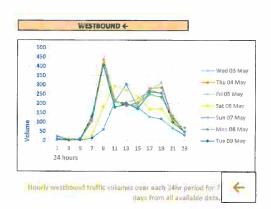


Average daily speeds (solid thin colours) and 85%ile (dashed black) compared against 30mph posted speed limit (dashed red). The 85%ile is the speed at which 85% of all vehicles are observed to travel under free flowing conditions. A minimum of ten vehicles per speed bin is required for this calculation, hence the overnight low-volume 85%ile values may be zero.

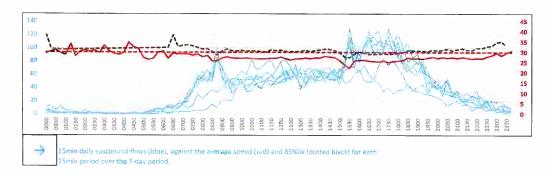
The peak average eastbound daytime speed was 32.4mph at 07:45 on Sun 07 May, whilst the peak average westbound speed was 30.4mph at 13:30 on Tue 09 May (based on 15min averages between 0700 & 1900).

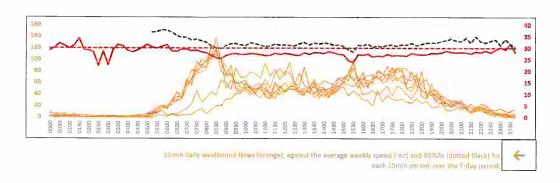
### **HOURLY VOLUMES**



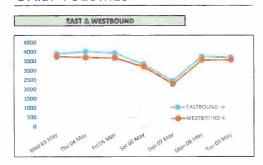


### 15min VOL & SPEED





### **DAILY VOLUMES**



Total 24hr eastbound (blue) and westbound (orange) traffic volumes over 7 consecutive days from all available data.

As can be expected, the lowest volumes were recorded on the Sunday, whilst the highest was on the Thursday.

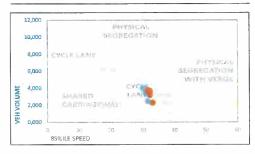
### 7-DAY AVERAGE CLASSES

TIME	MOTOR	CARS / LGV1	LGV2 / MGV	HGV	HGV ARTIC'D	TOTAL	
0000	0.1	17.6	0.9	0.0	0.0	18.6	
0100	0.0	5.9	1.3	0.0	0.0	7.1	
0200	0.0	5.4	0.3	0:0	0.0	5.7	
0300	0.0	2.6	0.0	0.0	0.0	2.5	
0400	0.0	3.4	0.1	0.0	0.0	3.6	
0500	0:0	9.1	5.0	0.0	0,0	14.1	
0600	0.1	25.7	6.9	0.0	0.0	32.7	
0700	1.0	96.6	8.4	0.0	0.1	106.1	
0800	1.1	196.3	10.3	0.3	0.0	208.0	
0900	0.7	174.7	12.1	0.3	0.1	188.0	
1000	1.9	187.9	12.6	0.4	0.0	202.7	
1100	1.0	204.7	10.7	0.0	0.0	216.4	
1200	2.0	230.9	12.3	0.6	0.0	245.7	
1300	2.6	209.1	9.7	0.1	0.3	221.9	
1400	2.7	221.9	12.0	0.3	0.4	237.3	
1500	3.3	286.7	15.7	0.4	0.3	306.4	
1600	3.7	341.4	14.0	0.1	0.1	359.4	
1700	5.9	357.1	11.1	1.3	0.1	375.6	
1800	4.9	281.9	9.0	0.1	0.0	295.9	
1900	2.1	205.6	7.6	0.1	0.0	215.4	
2000	1.9	137.9	3.6	0.0	0,0	143.3	
2100	0.7	87.1	2.6	0.0	0.0	90.4	
2200	1.0	58.3	1.9	0.0	0.0	61.1	
2300	0.6	29.3	0.4	0.0	0.0	30.3	
12hr TTL	30.7	2789.1	138.0	4.0	1.6	2963.4	
24hr TTL	37.3	3377.0	168.4	4.1	1.6	3588.4	
	1%	94%	5%	0%	0%		

TIME	MOTOR	CARS /	LGV2/	HGV	HGV	TOTAL
	CYCLES	LGV1	MGV	RIGID	ARTIC'D	10174
0000	0.0	11.0	0.4	0.0	0.0	11.4
0100	0:0	6.6	0.7	0.0	0.0	7.3
0200	0.0	2.7	0:9	0.0	0.0	3.6
0300	0.1	3.3	0.7	0.0	0:0	4.1
0400	0.3	6.1	0.1	0.0	0.0	6.6
0500	0.9	32.4	1.6	0.0	0.0	34.9
0600	2.9	78.7	6.0	0.0	0.1	87.7
0700	5.3	216.6	13.0	0.0	0.0	234.9
0800	3.4	320.9	9.1	0.4	0.6	334.4
0900	3.6	228.4	9.4	0.0	0.0	241.4
1000	1.6	203.0	7.6	0.1	0.3	212.6
1100	1.4	204.3	6.4	0.0	0.0	212.1
1200	1.9	212.6	7.7	0.0	0.0	222.1
1300	2.1	188.9	6.4	0.0	0.0	197.4
1400	1.6	189.0	6.4	0.0	0.0	197.0
1500	1.7	248.7	8.4	0.0	0.1	259.0
1600	1.6	223.4	7.4	0.0	0.1	232.6
1700	2.9	248.4	5.6	0.4	0.0	257.3
1800	2.4	225.1	4.9	0.3	0.0	232.7
1900	1.4	164.6	3.1	0.1	0.0	169.3
2000	1.3	97.6	1.7	0.0	0.1	100.7
2100	0.7	66.0	1.6	0.0	0.0	68.3
2200	0.4	48.1	0.1	0.0	0.0	4B.7
2300	0.0	21.4	0.3	0.0	0.0	21.7
12hr TTL	29.4	2709.3	92.4	1.3	1.1	2833.6
24hr TTL	37.4	3247.9	109.7	1.4	1.4	3397.9
	1%	96%	3%	0%	0%	

Average daily eastbound and westbound volumes by class (condensed to the AQMA scheme), including 12hr totals for 0700-1900 and overall average percentages. Calculated from all available data over 7 days.

### **CYCLE PROVISION**



The diagram compares total daily traffic flow (vertical axis) against the average daily 85%ile speed (horizontal axis) to demonstrate cyclist and vulnerable user considerations.

The guidelines are based on the Sustrans Design Manual (Apr 2014); Understanding User Needs, part 2.

Valid 85%iles are required to plot the graph.

### **METHODOLOGY**

### Equipment & methodology

Automatic traffic counts are undertaken using a pair of pneumatic tubes installed securely across the carriageway, one metre apart, recording air pulses to determine vehicle speed, class and volume. The ATC equipment generally remains in place for a consecutive seven day period, and the data analysed post-survey.

In queuing conditions, the accuracy of ATC recording equipment will reduce as

- · 20 30mph: potential reduction of 9% accuracy in volume values
- · 10 20mph; potential reduction of 26% accuracy in volume values
- · 00 10mph: potential reduction of 39% accuracy in volume values

These figures are based on multiple ATC results compared against accepted reference values from resilient manual counts.

AADTs are calculated using the seasonal COBA methodology; DMRB Vol. 13, Pt 4: Traffic Input To COBA, with formulae available in the (hidden) config worksheet

### Roadworks & events

Equipment damage & failure

equipment due to theft and vandalism.

Where possible, roadworks checks are made 10 days before, and 48 hours before, the survey commences. Additionally, influencing major local events are also monitored, covering the immediate vicinity of the surveys and any routes likely to

Although checked intermittently the equipment remains unmanned for much of the

duration of the survey, and can potentially be interfered with, vandalised, damaged

The equipment is located in accordance with the details provided by the client and Essex Highways cannot be held responsible for the accuracy of the data or loss of

or stolen and Essex Highways cannot be held responsible for any periods where data has not been captured.

### Weather & environmental

inclement conditions during winter months or outbreaks of unseasonable weather may affect survey data collection. This can result in distorted traffic flows or unusable data and should be considered prior to survey approval. Although forecast checks are made prior to the survey commencing, Essex Highways cannot be held responsible for the forecast accuracy.

CLASS	ABBREV.	DESCRIPTION	LENGTH	COBA	AQMA	MANUA
1	мс	Motorcycle	SHORT Up to 5.5m MEDIUM 5.5m to 14.5m	N/A	MC	MC
2	sv	Cars, taxis, 4WD, vans				CAR &
3	SVT	Class 2 plus trailer		CAR & LGV	CAR	£GV1
4	TB2	2 axle truck / bus		v/20	EGV & MGV	LGV2 &
5	ТВЗ	3 axle truck / bus		OGVI		MGV &
6	T4	4 axle truck			HGV RIGID	HGV1
7	ARTS	3 axle articulated	LONG 11.5m to 19.0m		HGV ABTIC.	RGV2
8	ART4	4 axle articulated		OGV2		
9	ART5	5 axle articulated				
10	ART6	6+ axle articulated				

affect the outcome of the survey.

Vehicle classifications

# Vehicles recorded by the ATC are placed into one of ten classes based on axle spacing and pattern. This scheme is

based on the AustRoad 94 algorithm and modified for UK traffic, referred to as ARX. The table on the left aligns the ARX classifications with the COBA Chapter 8 (Vol 13, Sec 1) classifications, AQMA (air quality management standard) and the Essex 9-class, as used in manual junction counts undertaken by Essex Highways.

Under adverse conditions the accuracy of ATC classifications will deteriorate and an appropriate link count should be used for validation.

### Disclaimer

Although every attempt is made to achieve accuracy, neither Essex County Council nor Essex Highways may be held liable for errors of fact or interpretation.

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