

# Chelmsford Policy Board Agenda

29 September 2022 at 7pm

Council Chamber, Civic Centre, Chelmsford

## **Membership**

Councillor I Fuller (Chair)

## **and Councillors**

H Ayres, D Clark, N Gulliver, G B R Knight,  
R Massey, G H J Pooley, I C Roberts, A Sosin, A Thorpe-Apps,  
N Walsh, R T Whitehead and T N Willis

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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)

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# CHELMSFORD POLICY BOARD

29 SEPTEMBER 2022

## AGENDA

### PART 1

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

#### 1. 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 meeting on 14 July 2022

#### 4. Public Questions

Any member of the public may ask a question or make a statement at this point in the meeting. Each person has two minutes and a maximum of 20 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.

#### 5. Chelmsford Cathedral Precinct Enhancement Plan

6. A12 Chelmsford to A120 Widening Scheme – Development Consent Order Draft Local Impact Report

7. Policy Board Work Programme

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 14 July 2022 at 7:00pm

Present:

Councillor I Fuller (Chair)

Councillors H Ayres, K Bentley, D Clark, N Gulliver, R Massey, G H J Pooley,  
R J Poulter, A Sosin, M Steel, A Thorpe-Apps, N Walsh and T N Willis

Also present: Councillors M J Mackrory and R Moore

### 1. Apologies for Absence

Apologies for absence had been received from Councillors J Galley, I C Roberts and R T Whitehead. They had appointed Councillors M Steel, K Bentley and A Thorpe-Apps respectively as their substitutes. Apologies were also received from Councillor G B R Knight.

### 2. Declarations of Interest

Members were reminded that they must disclose any interests they knew they had 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 became aware of the interest. If the interest was a Disclosable Pecuniary Interest they were also obliged to notify the Monitoring Officer within 28 days of the meeting. Any declarations are recorded in the relevant minute below.

### 3. Minutes

The minutes of the meeting on 26 May 2022 were confirmed as a correct record.

### 4. Public Questions

The following questions and statements had been received from members of the public:

1. A question on whether the Council would consider removing the development sites south of Sandford Mill as part of the review of the Local Plan. The questioner pointed to the unpopularity of the developments with local residents, the ecological and leisure value of the area around Sandford Mill, the pressure further development

would place on an over-congested road network, and the possibility that further development on the floodplain would increase the risk of flooding.

The Policy Board was informed that Sandford Mill was not part of the proposals for the development of Strategic sites 3a to 3d East Chelmsford. Those sites, part of which had formerly been in the green wedge, had been allocated in the adopted Local Plan, which had been found to be acceptable by an Inspector after several rounds of public consultation and an Examination in Public. As well as allocating parts of the sites for housing and business use, a larger part had been allocated as a new country park, which would create greater access for the public for recreation and leisure use. With regard to flood risk, the Flood Risk Assessment carried out in conjunction with the Environment Agency as part of the preparation of the Local Plan had indicated that the development sites were not within a high risk flood zone. This too had been considered at the Examination.

The sites were now in the adopted Local Plan and masterplans had been approved for each. Planning applications in respect of the sites were now coming forward and the public was urged to comment on them during their consultation periods.

2. A statement about the comments made by the current Leader of the Council before the last local elections about the inclusion of the Manor Farm development sites in the draft Local Plan, references to excessive development and the need for infrastructure in advance of new developments. The member of the public expressed the view that the current Administration was now following the policies of its predecessor.

A member of the Board said that he could not speak for the Leader in response to the criticism expressed in the question but he pointed out that had the present Administration not adopted the Local Plan drafted by its predecessor it would have left Chelmsford without a means of preventing unfettered development in the City. The member questioned the accuracy of some of the comments made by the member of the public but said that the present Administration stood by its previous comments on the need not to “choke Chelmsford” and this was reflected in the Issues and Options consultation on the review of the Local Plan. The reality was that the Council did not have the power to insist that infrastructure came forward before development took place but it made every effort to negotiate with developers its timely provision.

(7.03pm to 7.15pm)

## 5. National Grid East Anglia Green Energy Enablement (GREEN) Project – Consultation Response

The Policy Board considered a proposed response to National Grid's GREEN project for a new high voltage network reinforcement between Norwich, Bramford and Tilbury. The proposed response was to object strongly to the proposal on the grounds that the consultation was considered to be premature and all potential options had not been fully explored and assessed. Notwithstanding the objection in principle, the response set out serious concerns about the preferred route for the high voltage network.

In response to questions from members of the Board, officers said that:

- A refreshed Networks Options Assessment had been published. It included the East Anglia GREEN project in the form of two new 400kV double circuits in East Anglia. These were considered as essential. National Grid would continue their work reviewing consultation feedback and developing their proposals.
- Pylons were tall (45-50m high) because transporting electricity on uninsulated overhead lines at high voltage required high clearance for safety reasons. Tall pylons also enabled the wires to easily straddle roads, rivers and railway lines. Such pylons were usually 350 meters apart. Two types of lower pylons were used by National Grid to mitigate for landscape effects. These were approximately 35 metres tall. They had pros and cons: whilst the lattice style pylon was bulkier, the T-pylon was harder to change direction. They also needed to be closer together to maintain ground clearance. UKPN's pylons were also smaller since they carried lower voltage.

The view was expressed during the discussion on the report that National Grid was not complying with its duty under the Electricity Act 1989 to act in an efficient, co-ordinating and economical way with regard to the desirability to preserve amenities. If the Board felt that the legislation was not sufficient to ensure that National Grid had due regard to the environment, the Council should be urging the MPs for Chelmsford to press for it to be strengthened. Officers said that in responding to the consultation the Council's role was to assess the environmental and planning impacts of the proposal. It was for National Grid to justify to the government the costing of the proposal but until officers had looked at whether the 1989 Act had any bearing on the planning aspects of the proposal they could make no further comment. The principle of writing to MPs about the issue was agreed, however. It was also agreed to send the Council's consultation response to local MPs.

The Board concluded that the suggested response reflected closely members' views on the National Grid proposal and was content to endorse it.

RESOLVED that the consultation response to National Grid's GREEN project set out in Appendix 1 to the report to the meeting be approved submitted to National Grid by mid-July, following an extension offered by National Grid to their advertised 16 June 2022 deadline.

(7.15pm to 7.37pm)

## 7. Review of Adopted Chelmsford Local Plan – Options and Issues Consultation

The report to the meeting presented for the Policy Board's consideration the review of the adopted Local Plan Issues and Options Document and sought approval to publish it for public consultation. Issues and Options was the first formal stage in the preparation of the review of the adopted Chelmsford Local Plan, and the first opportunity for residents, businesses, developers, and other interested parties to become involved in the review.

The report also presented the emerging key findings of the Issues and Options Consultation Integrated Impact Assessment (IIA) and the results of recent consultation on the IIA Scoping Report. The IIA brought together into a single framework four different strands of assessment - Sustainability Appraisal (SA), Strategic Environmental Assessment (SEA), Health Impact Assessment (HIA) and Equalities Impact Assessment (EqIA) - in order to assess the socio-economic and environmental effects of the Local Plan.

The IIA Scoping Report reviewed over 100 relevant national and local policies and programmes, gathered and analysed baseline information, and identified the key sustainability issues for the review of the Local Plan. This would then feed into a framework which would appraise the potential environmental, social, economic and health performance of the Local Plan and any reasonable alternatives, helping to ensure it contributed towards sustainability.

A Green Sheet of additions and alterations to Appendix 1 had been distributed before the meeting

During the discussion on the report, the following questions were asked and comments made:

- Long term plans needed to include protection of the water supply.

The Board was told that the current Local Plan required tighter water consumption standards and that an updated water cycle study would inform the review of the Local Plan. The IIA also covered water as an indicator.

- The consultation document included reference to 500 additional homes in South Woodham Ferrers but no indication was given to where or how they would be accommodated. There was also the danger that development at Hammonds Farm would create an urban island without the necessary infrastructure.

Officers said that at this point in the review process a broad spatial approach was being taken to the principle of new development. Available land was being promoted and would be assessed but no consideration was being given to specific sites at present. The reference to 500 homes in South Woodham Ferrers was in addition to



any numbers mentioned in the Local Plan and the masterplan for the town's present strategic site. Hammonds Farm had been identified as it was the only large, free-standing settlement currently being promoted. Others may emerge as a result of the consultation but it was emphasised that no decisions were being made on potential development sites at this stage.

- A digest summarising the main points of the consultation document would be helpful, as would a foreword by the Cabinet Member for Sustainable Development setting out a vision for the document.

Officers said that a foreword could be provided and that they would look at producing a type of digest, possibly by adapting the non-technical summary leaflet and public exhibition boards.

- Bearing in mind parish councils' decision-making cycles, it would be helpful if the consultation timetable was extended well beyond the summer holiday period to enable them to agree their responses.

The Board was told that the current timetable allowed for a five week period outside of the summer holidays and needed to be adhered to in order to meet the overall timetable for the review. Consideration would be given, however, to allowing some flexibility on the timing of parish council responses, where necessary.

- On a question about protecting local agriculture, officers said that the adopted Local Plan covered agricultural issues and endeavoured to protect productive land where possible and that opportunities would continue to be explored for enhancing biodiversity and other environmental benefits and policies.
- The intention to promote tree-lined streets was supported but should avoid any disruption to the operation of solar panels on roofs and take into account damage to properties caused by tree roots and the cost to the Council of sweeping up leaves of deciduous trees.

Officers agreed that all those issues would need to be considered and the detail would be set out at a later stage of the review.

- Regarding a lack of reference in the consultation document to last-mile deliveries, officers said that this was probably best explored as part of the planning design policies to encourage measures that reduced the use of motor vehicles.
- In response to a question as to whether work on the review would include an up to date strategic housing market assessment, it was confirmed that this and the other main evidence base documents would be prepared before the stage at which the preferred options were considered.

- There was a need to work closely with the County Council on the provision of infrastructure, and particularly sustainable transport, and further efforts needed to be made to push for that as part of the review of the Local Plan.

The Board was informed that the consultation document included suggestions on promoting active and sustainable transport. Views on what more could be done in this regard would be welcomed. As part of the duty to co-operate, the City Council would be liaising with Essex Highways on the transportation element of the review.

- Whilst no target had been set for the number of responses the consultation aimed to achieve, the consultation would include a range of engagement activities aimed at a broad audience and officers were looking to produce some core metrics for measuring its effectiveness. Experience showed that the public tended to refer to consultation documents online and there was little demand for paper copies in, for example, libraries, but copies would be available at the Civic Centre and the offices of parish councils, if the latter wished to have them.
- It was not clear yet what the government's plans were for updating the National Planning Policy Framework. It was always possible that national policies would change and affect the review but it was not anticipated that the awaited information on how the NPPF would be updated would impinge on this review.
- It would be made clear in the consultation document that the Council had a duty to meet targets set nationally for the provision of new housing in Chelmsford over the Plan period and that to refuse to entertain growth was not an option. The Council could, however, influence where that growth could best be accommodated and that was part of the purpose of the review.

RESOLVED that

1. the publication of the review of the adopted Local Plan Issues and Options Document attached at Appendix 1 to the report to the meeting, as amended by the Green Sheet of alterations, be approved for public consultation in accordance with the requirements of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended);
2. the Director of Sustainable Communities in consultation with the Cabinet Members for Sustainable Development and Connected Chelmsford be authorised to: (i) make any necessary minor amendments, including any changes considered appropriate in order to take account of government announcements relating to changes to national planning policy, to the review of the Local Plan Issues and Options Document before publication; and (ii) prepare all necessary documentation to support the planned programme of public consultation including the accompanying Issues and Options Integrated Impact Assessment consultation document;

3. the outcomes of consultation on the Integrated Impact Assessment (IIA) Scoping Report consultation be noted; and
4. the emerging findings of the Integrated Impact Assessment (IIA) of the Issues and Options consultation document in the technical report attached at Appendix 3 be noted.

(7.37pm to 8.48pm)

## 8. A Plan for Improving the Rivers and Waterways in and around Chelmsford

The Policy Board received a report on options and opportunities to improve the appearance, attractiveness and recreational use of the rivers and waterways in and around Chelmsford and to promote schemes and activities that enhanced their habitat, ecological and biodiversity value. The report arose from the work of the Waterways Working Group, which had prepared a comprehensive Plan for Improving the Rivers and Waterways in and around Chelmsford, having engaged with a variety of individuals and organisations with an interest in these matters. The draft Plan comprised 38 potential actions that would be delivered over the next 10 years. Those actions were expected to make significant improvements to the environmental quality, attractiveness and recreational potential of rivers and waterways and associated green spaces.

Questions had been received from a member of the public on this item. The first was a suggestion that the Plan should identify bridges that currently restricted use of the waterways due to headroom and have a strategy for raising them; the second was that the Plan should identify strategic paths that got blocked by flooding requiring long backtracking and discouraging sustainable active travel; and the third the suggestion that cycle route from Chelmer Waterside/Moulsham Mill towards Manor Farm be negotiated during the window of opportunity with landowners as part of the Army & Navy scheme. A route via the subway near Meadgate School was not desirable because the link routes had insufficient width to segregate cyclists from traffic or pedestrians.

In responding to those questions, officers informed the Board that Action E xxix in the Plan referred to the replacement of the foot/cycle bridges that crossed the Chelmer and Can and linked Chelmer Waterside to the City Centre and wider footpath and cycle network. These were substandard and no longer fit for purpose. Essex County Council had committed to replace the bridge over the River Chelmer adjacent to the Sea Cadets site and the City Council was responsible for replacing the bridge between Badow Road Car Park and Meadow Walk. The anticipated cost was in the region of £1.1m.

Action E xxx in the Plan (Replacement of the Mallard Bridge connecting Waterloo Lane car park/Riverside to Tesco) was expected to be secured as part of the planning obligations associated with the development of the former Riverside swimming pool site.

With regard to the point about paths/cycle routes being occasionally blocked by flooding, this was inevitable given the location of those routes and the natural environment in which they

were set. It would not be appropriate to introduce an engineered solution to maintain access at all times. These were temporary situations, usually as a result of extreme weather events. There were alternative routes available, albeit less convenient

On the point about the cycle route referred to by the questioner, Essex County Council was developing an outline business case for the Army and Navy Sustainable Transport Package. This included a junction improvement, enhancements to park and ride at Chelmer Valley and Sandon, and improved cycling and walking connectivity in the immediate vicinity of and through the junction. The estimated cost at this stage of the project was £67m and the business case should be submitted to the Department for Transport (DfT) this summer, with a planning application expected in early 2023 and construction scheduled to start in winter 2024. DfT required a 15% local contribution to be identified as part of the business case (about £10m). The City Council, in partnership with Essex County Council, had been asked to fund the local contribution, with the City Council providing a £4m capped contribution from the Community Infrastructure Levy (CIL). Its contribution was conditional upon the County Council working with the City Council to develop proposals for additional cycling and walking connectivity between the new developments in East Chelmsford and the City Centre. A further £1.5m CIL was identified for this purpose. Council approval would be needed for those proposals to proceed.

The City Council was also working with the developers of East Chelmsford and the City Centre to ensure, where appropriate, the provision of walking and cycling routes within development sites that could allow connections to potential future off-site cycle and pedestrian routes.

In response to the clarification sought by members on several of the actions set out in the Action Plan, officers said that the suggestion that consideration be given to painting the walls of canalised Chelmer/Can was implicit in an action xviii; that the addition of horse riding or horse pulling boats along river banks had not been identified as a priority by the Working Group and in practice would be hard to achieve in consistent and useful way; and that the issues with the footbridge near Sanford Mill water works from Sandford Mill Lane to Sandford Road had been identified and there was an ambition to eventually put in place an upgraded crossing in this location, although the new and upgraded river crossings identified elsewhere in the plan were considered to be higher priorities at present.

The Board was informed that the wording of the document would be amended to strengthen the wish and intention to incorporate green energy initiatives into the development proposals for the Waterside and Lockside sites. Members were also told that the inclusion of a fish run would be considered as part of the next stage of the feasibility study for the lock, which would also look at green energy initiatives associated with the lock's provision. With regard to the reference in action D xxviii, reference would be included to the discharge of untreated sewage and chemicals from businesses. The Council was also speaking to the Environment Agency about flood resilience and the management of upstream water management issues and it was hoped that ideas for that could be developed over the coming months and that the work on flood resilience could be merged with the wish to expand tree planting.

With regard to a suggestion that the potential for energy generation along the rivers and obtaining external investment for that be explored, members were informed that this had been considered but found to be unviable along most parts of the river and any further studies would need to look at the feasibility and practicality of such schemes. On the question of obtaining external funding for the navigation, the feasibility study would need to be completed before any scheme could be finalised and sources of funding sought.

The Board was informed that this was a general plan for the rivers and waterways to which various interested bodies had contributed and with which they would continue to be involved. The Council would lead on its implementation but others would play a part in its delivery. It could not be regarded as a plan to be delivered over a particular period of time but should be seen as an aspiration for the rivers and waterways and a set of ambitions for them.

RESOLVED that the plan to improve the environmental quality, attractiveness and recreational potential of the rivers and waterways in and around Chelmsford attached as Appendix B to the report to the meeting be endorsed and approved.

(8.48pm to 9.56pm)

## 9. Chelmsford Policy Board Work Programme

The Board received the latest version of its Work Programme for 2022-23. It was informed that no items had yet been identified for its meeting on 29 September 2022 and it was possible that it may be rescheduled for October so that some of the business earmarked for its November meeting could be considered earlier.

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

(8.24pm to 8.29pm)

## 10. Urgent Business

There were no items of urgent business.

The meeting closed at 9.57pm

Chair



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## Chelmsford City Council Policy Board

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29 September 2022

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### Chelmsford Cathedral Precinct Enhancement Plan

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Report by:  
Director of Sustainable Communities

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Officer Contact:  
Michael Hurst, Principal Heritage Officer  
[michael.hurst@chelmsford.gov.uk](mailto:michael.hurst@chelmsford.gov.uk)

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#### Purpose

This report is to update the Policy Board on the Enhancement Plan for the Cathedral Precinct, setting out the background, the proposals and the next steps.

#### Recommendations

1. The Policy Board endorse the Cathedral Precinct Enhancement Plan.
  2. That the Policy Board delegate the Director of Sustainable Communities, in consultation with the Cabinet Members for Sustainable Development and Greener Chelmsford, responsibility to progress with the detailed design of the scheme.
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#### 1. Background

- 1.1. The cathedral precinct is a highly significant public space at the core of the city centre. The grade I listed St Mary Cathedral is at its heart and the churchyard is

surrounded by listed buildings to the south and east and is also within the Central Conservation Area.

- 1.2. The extent of the cathedral precinct for the purposes of this study is defined by the building frontages surrounding the cathedral, therefore taking in parts of Church Lane, Church Street and New Street. The cathedral office courtyard to the northeast and the public space on Duke Street to the southwest are also included.
- 1.3. The churchyard is owned by the cathedral. It is crossed by a number of public footpaths. As the churchyard is closed, maintenance responsibilities have passed to the City Council under section 215 of the Local Government Act 1972.
- 1.4. The churchyard has a mixed function, serving the ceremonial functions of the cathedral, acting as a busy thoroughfare to the city centre and providing an urban park type space. It is arguably the most attractive space within the city centre, in part due to the quality of the green space, mature trees and historic buildings.
- 1.5. The cathedral precinct however is undermined by the poor quality of paving materials and street furniture. There are also issues with competing objectives due to the different users and emergency maintenance issues which arise from time to time. In the past it has therefore been difficult to co-ordinate works as there is no overarching management plan.
- 1.6. The pedestrianisation of Tindal Square, currently in progress, gives a stronger pedestrian link between the cathedral and the High Street and the city centre beyond. Improvement of the cathedral churchyard and its setting is a logical next step to the recent public realm improvements at Half Moon Square and Tindal Square.
- 1.7. The works in Tindal Square remove the loading laybys, which have historically served the cathedral for weddings and funerals. The pedestrianisation scheme therefore removes all vehicular servicing for the cathedral from Tindal Square, which needs to be re-provided.
- 1.8. The City Council have statutory duties to maintain the churchyard and also to prepare enhancement proposals for the Conservation Area.

## 2. The journey to this stage

- 2.1 The City Council and the Cathedral have been working in partnership and jointly appointed a landscape architect to prepare an enhancement plan for the precinct area.
- 2.2 There were a series of workshops held in 2021, which involved key stake holders, including Essex Highways, Historic England and the Cathedral's

Faculty Advisory Committee (FAC). This feedback informed the design process.

- 2.3 The enhancement plan was prepared based on a brief agreed between the City Council and the Cathedral, included the provision of improved hard surfacing materials, maintaining the desire lines through the churchyard, a new ceremonial route to the west door, public spaces to the south, east and west of the cathedral, improved street furniture and landscaping, the creation of a grassed public park space and new tree planting. The enhancement plan is included at appendix 1.

### 3. Proposed Scheme

- 3.1. Early design options considered creating a new turning area for servicing within the churchyard, accessed via Church Lane, Church Street or Duke Street. However, these options have been discounted due to the desire to make the space pedestrian friendly and avoid excessive areas of hard surfacing and other implications resulting from removing historic boundary walls, trees and archaeology, together with feedback from the highway authority.
- 3.2. The current plan provides a through route from New Street via Church Street and out via Legg Street for servicing the cathedral. This will be used infrequently for around 29 days a year (based on the use of the cathedral over the past 5 years) when weddings, funerals or special events take place.
- 3.3. The bollards on Church Street were changed in January 2022 to provides access for the cathedral ahead of Tindal Square closing, which has been successfully implemented.
- 3.4. The enhancement plan makes provision to alter the northern boundary wall and provide pedestrian access to a dropping off point on Church Street.
- 3.5. The plan provides a new ceremonial route to the west door of the cathedral, enlarged public spaces to the west and south of the cathedral and a new public space to the east.
- 3.6. Existing routes through the churchyard would be maintained. The principal route between Tindal Square and New Street would be widened. A new paved route would be created from the existing steps (to be widened) adjacent New Street/Waterloo Lane to formalise the desire line towards the cathedral. There is sufficient space to accommodate a fire escape stair to facilitate the re-use of Shire Hall in the future.
- 3.7. The existing pedestrian access onto New Street is dangerous due to the stepped access and poor visibility, so would be closed off.
- 3.8. The hard surfacing would be a mixture of bound gravel and Yorkstone paving to give a high quality and maintainable finish.



- 3.9. Landscaping would be simplified with the removal of non-native species and an informal layout to allow the cathedral to be the primary feature. New tree planting and soft landscaping would be a key part of the scheme.
- 3.10. Beyond the churchyard, improved paving would be undertaken, including the space on Duke Street adjacent to the bus stops.
- 3.11. Improved street furniture would be provided throughout. Two areas of cycle parking would be provided near to the churchyard entrances.

#### Next Steps

- 3.12. The next step is to prepare a detailed design scheme and cost analysis. This will be informed by further workshops with stakeholders and public consultation.
- 3.13. The detailed design will allow funding to be sought to implement the scheme. This could involve developer contributions, Community Infrastructure Levy (CIL) bids, a capital bid and/or charitable funding available to the cathedral. This report seeks no financial commitment. The detailed design preparation can be funded with existing CCC resources and a 50% contribution from the cathedral.
- 3.14. The detail design will include sufficient information to apply for FAC approval and other statutory approvals to allow the scheme to progress.
- 3.15. Detailed design would deal with matters including heritage interpretation, public art, lighting, drainage and planting schemes.

#### 4. Conclusion

- 4.1. The enhancement plan provides a framework to improve a key public space within the city centre. The provision of improved paving materials and street furniture, together with new public spaces and improved routes would enhance both the cathedrals ceremonial and the public park functions.
- 4.2. The scheme would deliver an enhanced public realm, being the next step beyond the current works to Tindal Square.
- 4.3. The plan also allows for a co-ordinated approach to the management of the churchyard in the future, as the proposals are implemented in part or full.
- 4.4. The enhancement plan is presented to Chelmsford Policy Board with recommendations that it progress to a detailed design stage.

List of appendices:

1. Enhancement Plan Document – July 2022

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Corporate Implications

Legal/Constitutional:  
None

Financial:  
None

Potential impact on climate change and the environment:  
The plan will incorporate new landscaping and tree planting, as well as cycle parking and sustainable drainage.

Contribution toward achieving a net zero carbon position by 2030:  
The plan will incorporate new landscaping and tree planting, as well as cycle parking and sustainable drainage solutions.

Personnel:  
None

Risk Management:  
None

Equality and Diversity:  
None

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

# Chelmsford Cathedral Precinct Enhancement Plan

Prepared for: Chelmsford Cathedral & Chelmsford City Council

July 2022



wynne-williams associates  
landscape architects & arboricultural consultants





<b>1</b>	<b>Background Information</b>	<b>3</b>
1.1	Background	
1.2	Guiding Principals for the Cathedral Precinct Masterplan	
1.3	Potential Tree Removals Plan	
<b>2</b>	<b>Design Options</b>	<b>6</b>
2.1	Enhancement Plan - Routes & Spaces	
2.2	Enhancement Plan	
2.3	Materials Palette	
2.4	Planting Strategy	

## 1.1 Background

Chelmsford Cathedral is one of the youngest cathedrals in England and stands at the heart of one of the newest cities. Originally a parish church, the first recorded service dates back to 1223, and the earliest stonework discovered here is from Norman times.

The Cathedral precinct, for the purposes of this study, includes the area defined by the buildings fronting onto the churchyard in New Street, Church Lane, Church Street and the back of Tindal Square, also including the approach spaces off of Duke Street, adjacent Shire Hall, the Chapter House and the courtyard adjacent the Cathedral Offices.

The Cathedral is a thriving religious and cultural center for the city. Its churchyard acts as an important public open space and thoroughfare.

The churchyard is maintained by the City Council and is dissected by a number of public footpaths.

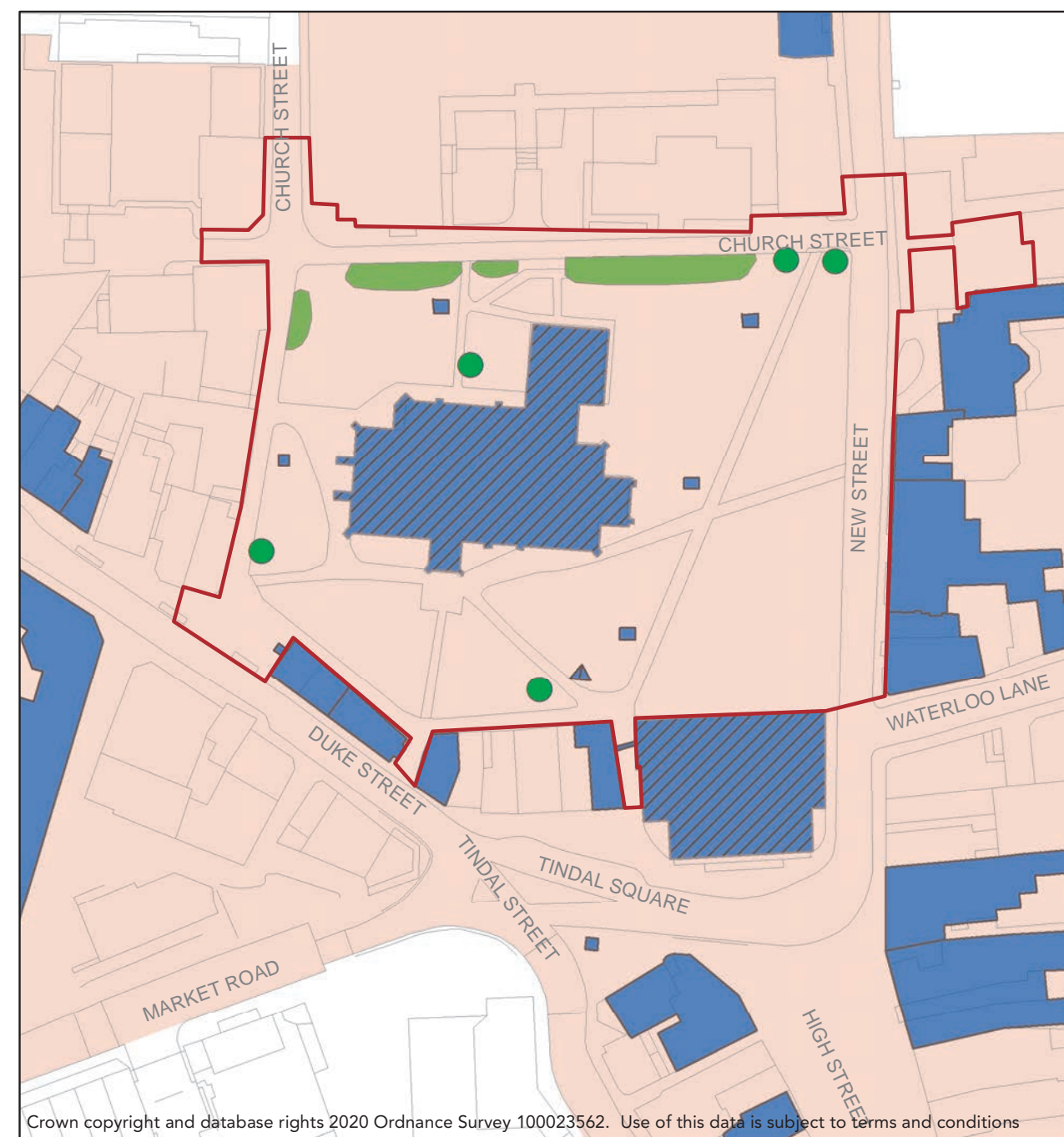
The Cathedral makes use of the outside space during events, such as university graduation ceremonies. There are pedestrian routes to the chapter houses to the northwest and the Cathedral Offices to the northeast. The area north of the nave is used to house the builders' compound during repair works. To the northeast of the nave, there is an area where in the long term there is potential for a further extension.

The Cathedral is classified as a grade I listed building, with a number of the monuments within the churchyard classified as grade II listed. Shire Hall, located to the south, is grade II\* listed. The buildings to the south and east of the precinct are grade II listed. The whole site is within the Chelmsford Central Conservation Area.

The City Council and Essex County Council are working on a scheme to pedestrianise Tindal Square, which will help to link the Cathedral with the High Street and provide an enhanced public space. As part of this scheme, which commenced early 2022, the current loading bays within Tindal Square will form part of the pedestrian space and will no longer be available for use by the Cathedral. It is therefore essential the Cathedral use the north-eastern access to the church yard for all vehicle movements, including ceremonial and maintenance. This requirement is the catalyst for enhancement of the churchyard.

The churchyard is currently well maintained with colourful planting schemes, but lacks a ceremonial route to the west end and a focal public space, it has a mixed quality of surfacing materials and street furniture and some inappropriate trees. There is therefore an opportunity to enhance the space, providing a befitting setting for the Cathedral.

A master planned approach will allow the phased enhancement of the churchyard.



- Central Conservation Area
- Listed Buildings
- Protected Trees
- Study Area





## 1.2 Guiding Principals for the Cathedral Precinct Masterplan



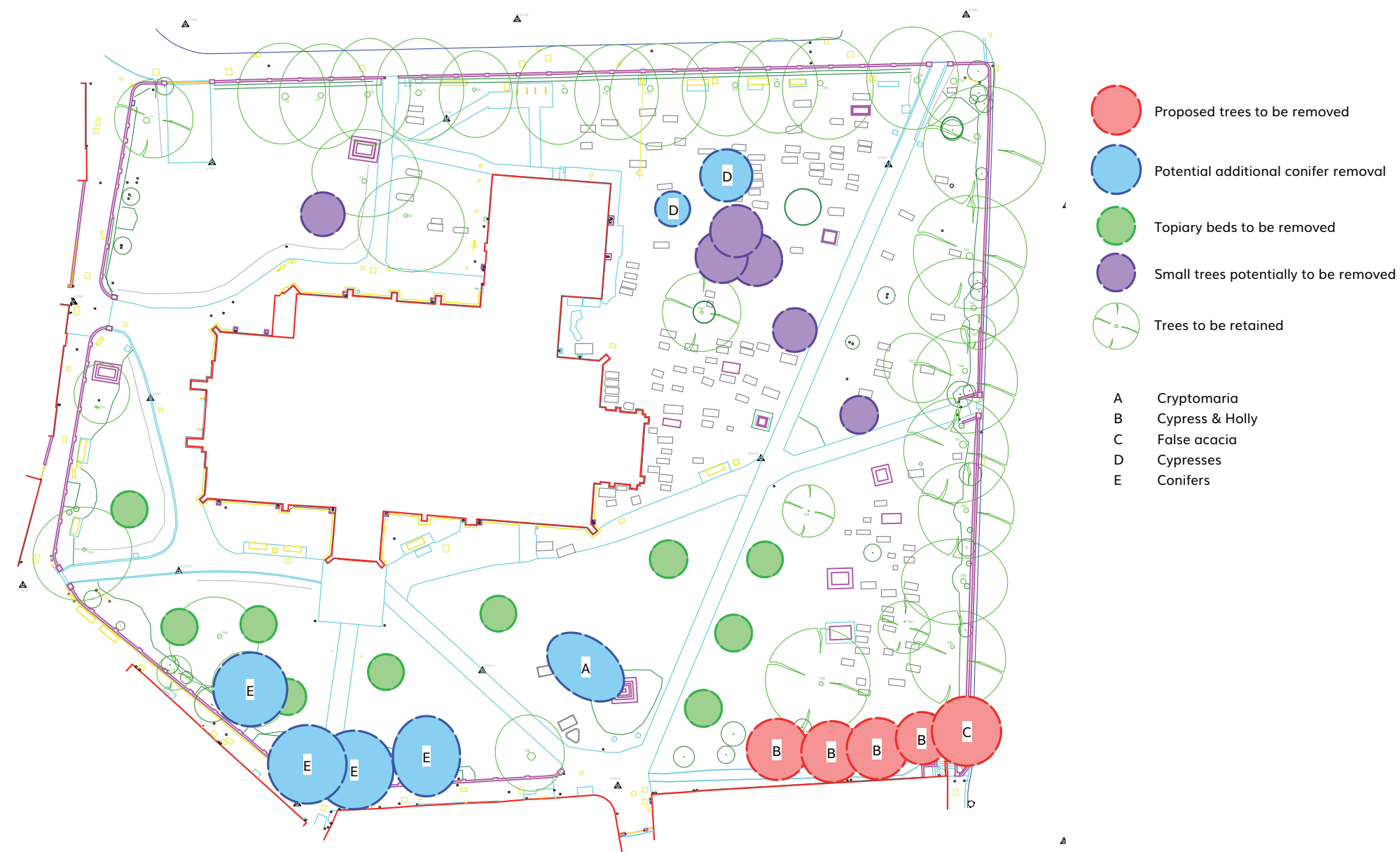
### The masterplan study has a number of guiding principles:

- Level access to the Cathedral and managed subtle change of levels across the site, to ensure access for all.
- Vehicle access from the north of the site
- Turning provision for hearses and ceremonial vehicles within or adjacent site, or via a route through the site.
- A new ceremonial route to the west door.
- A new public space to the east of the Cathedral, potentially incorporating a maze/water feature/public art/interpretation feature.

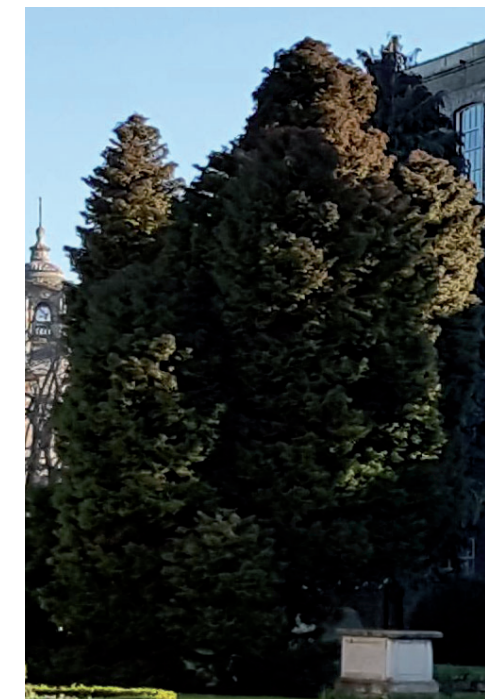
- Enlarged hard surfaced public spaces to the south and west entrances to the Cathedral.
- An open, unclutter, informal grassed public park type space.
- A clear area for fire evacuation assembly.
- Maintain desire lines through the churchyard.
- High quality and durable, hard surfacing.
- Retention of an area to the northeast of the Cathedral for a compound during repair programs.
- Safeguarding of an area to the north of the Cathedral for a further extension and for temporary structures.
- Retention of the monuments within the churchyard.
- Avoid/minimise disruption to graves.
- Retention of significant trees and removal of inappropriate trees.
- Planting scheme.
- Phased tree planting and replacement.
- Provision of public seating.
- Improved cycle parking.
- Recommendations for lighting of the churchyard.
- Recommendations for public art and heritage interpretation.
- Options for the rear of Shire Hall
- Enhancement of the entrance space off of Duke Street (southwest side)
- Consideration of closing up the pedestrian access midway along New Street.
- Consideration of the spaces and building facades fronting onto the precinct.
- Options for the Cathedral office courtyard.



### 1.3 Potential Tree Removals Plan



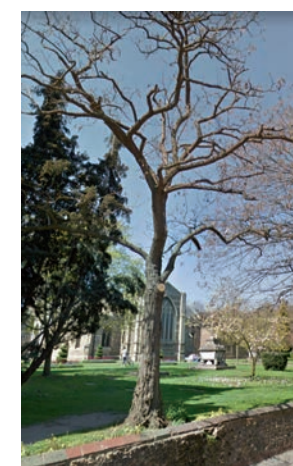
A - Cryptomaria



B - Cypresses



E - Conifers

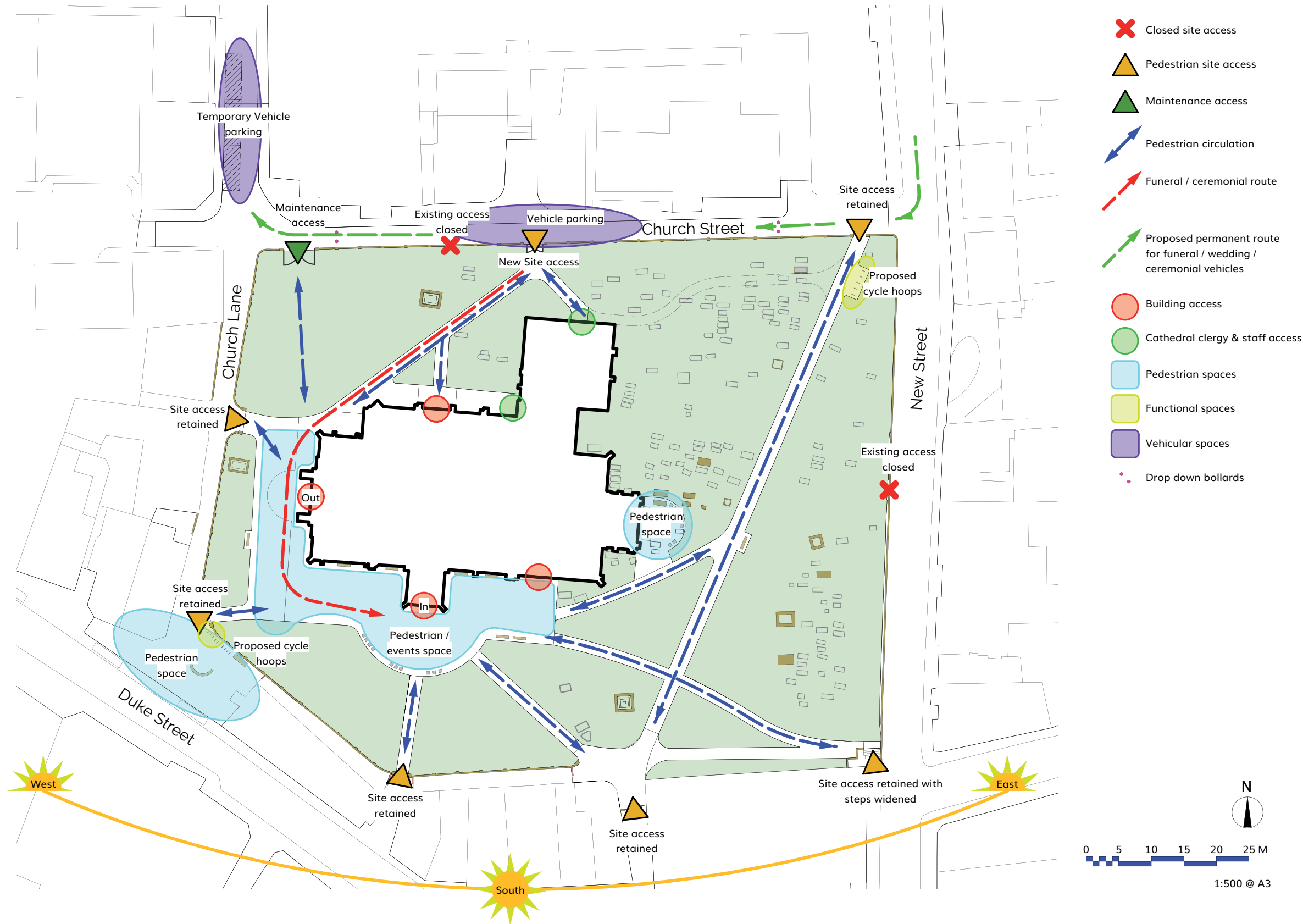


C - False acacia



D - Cypress

2.1 Enhancement Plan - Routes & Spaces





2.2 Enhancement Plan



## 2.3 Materials Palette

### Building Fabric



### Proposed Surface Options



Yorkstone Flag Paving



Gravel Dressed Asphalt



Grass jointed stone paving

### Proposed Site Furniture Options



Packham Bench seat (Perimeter seating)



Marshalls - Bench (Formal South Entrance Seating)



Artform - Cobra Bench (Formal South Entrance Seating)



Marshalls - Integrated bench seat (Formal South Entrance Seating)



2.4 Planting Strategy

Cathedral Meadows



- Re-connection to river & countryside history
- Informal tree planting
- Bulb & meadow flowers in East churchyard
- Rain garden features
- Topiary beds removed

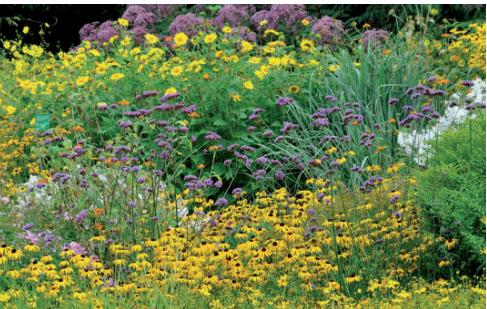
- Proposed tree species:
- Liquidambar styraciflua
  - Prunus serrulata
  - Acer campestre 'Elsrijk'
  - Syringa vulgaris
  - Tilia cordata
  - Pyrus communis 'Beech hill'



Wildflower meadow



Bulbs



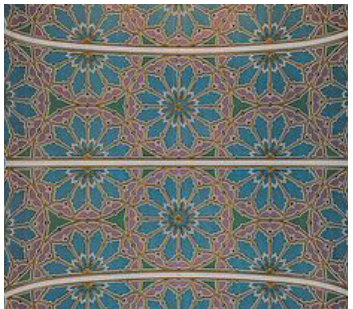
Perennial planting



Rain garden



Perennial drift planting



Cathedral ceiling used to inspire plant palette



## Chelmsford City Council Chelmsford Policy Board

29 September 2022

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### A12 Chelmsford to A120 Widening Scheme - Development Consent Order Draft Local Impact Report

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#### Report by:

Director of Sustainable Communities

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#### Officer Contact:

Ruth Mabbutt, Senior Planning Officer [ruth.mabbutt@chelmsford.gov.uk](mailto:ruth.mabbutt@chelmsford.gov.uk), 01245 606441

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#### Purpose:

The purpose of this report is to outline the Council's draft Local Impact Report following the acceptance of the A12 Chelmsford to A120 Widening Scheme Development Consent Order by the Planning Inspectorate and to request the necessary Officer delegations for the Council's future involvement in the forthcoming Independent Examination.

#### Recommendations:

1. To consider the draft Local Impact Report set out in **Appendix 1** and to recommend that the Director of Sustainable Communities in consultation with the Cabinet Member for Sustainable Development finalise the Local Impact Report to enable its submission to the Planning Inspectorate by the submission date which is still to be confirmed.
2. To authorise the Director of Sustainable Communities and his appointed Officers to engage within and respond on behalf of Chelmsford City Council on all matters relating to the Examination and subsequently thereafter.

## 1. Introduction

### Scope and Purpose of the Consultation

- 1.1. The A12 Chelmsford – A120 Widening Scheme Development Consent Order, a Nationally Significant Infrastructure Project, has been accepted by the Planning Inspectorate for examination. The proposal is currently within the pre-examination process where the examining authority is appointed and the date for the preliminary meeting, setting out procedural decisions on how the application is to be examined, is expected to be in Winter 2022.
- 1.2. Chelmsford City Council as one of five host authorities that will be automatically registered as a Statutory Party, the others being Braintree, Colchester, Maldon and Essex County Council.
- 1.3. As part of the process Chelmsford City Council will be invited to submit a Local Impact Report (LIR) giving detail of the likely impact of the proposed development on the authority's area.
- 1.4. The Local Impact Report must be submitted to the Planning Inspectorate by a given deadline which is yet to be confirmed. It will be considered by the Examining Authority; a single Inspector or a panel of Inspectors, who will examine the application. After the examination has been concluded, the Examining Authority will make a recommendation to the Secretary of State, who will make a decision on whether or not to make a Development Consent Order (DCO) authorising the project. In coming to a decision, the Secretary of State must have regard to any Local Impact Reports that are submitted by the deadline.
- 1.5. The Examining Authority will hold a preliminary meeting before the commencement of the examination and will circulate a procedural note concerning the details and timetables in respect of various aspects of the examination. This will specify the deadline for the final submission of Local Impact Report and the period within which interested parties will have the opportunity to make comments on them.
- 1.6. In practice, as the Local Impact Report will be required early in the examination process, with the deadline for submission of the LIR to be set very soon after the preliminary meeting, a draft version of the LIR is presented to members now for consideration and comment.
- 1.7. The Planning Inspectorate recommends that Local Authorities should ensure that any necessary internal authorisation processes are in place to meet the examination table and it is entirely a matter for local authorities to determine whether or not a LIR requires approval by Members and what form (paragraph 3.7 of PINS Advice Note One Local Impact Reports).
- 1.8. In order to comply with the likely early submission deadlines, and to ensure that the examining authority and Secretary of State take into consideration

Chelmsford City Council's views, it is recommended that the Director of Sustainable Communities submits the final version of the LIR to the Planning Inspectorate at the requested date.

- 1.9. As other documentation, including the Statement of Common Ground is also likely to be subject to early submission deadlines, it is recommended that the Director of Sustainable Communities submit all other relevant reports and representations on the A12 Chelmsford – A120 Widening Scheme at the requested date.
- 1.10. Details of the application can be found on the Planning Inspectorate's website <https://infrastructure.planninginspectorate.gov.uk/projects/eastern/a12-chelmsford-to-a120-widening-scheme/#>

## 2. Proposal

- 2.1. The proposal comprises improvements to the A12 between junction 19 (Boreham Interchange) and junction 25 (Marks Tey Interchange), a distance of about 24 km or 15 miles.
- 2.2. Full details of the proposal can be found within the Draft Local Impact Report attached at **Appendix 1**.

## 3. Background and Context

- 3.1. In relation to Chelmsford, the Applicant commenced non-statutory options consultation from 23rd January 2017 to 3rd March 2017. Formal statutory consultation took place from 22nd June 2021 – 16th August 2021, with a further supplementary consultation taking place between 9th November 2021 from 19 December 2021. Further targeted consultation, specifically within the City Council's area, took place between 11th February to 18th March 2022.

### Location

- 3.2. The A12 runs in parallel and to the south of the Great Eastern Main Line (GEML) for most of its length between junctions 19 and 25. The existing carriageway is predominantly a dual two-lane carriageway with a limited length of three lane carriageway between Junctions 19 (Boreham Interchange) and 20a (Hatfield Peverel South Interchange).
- 3.3. The land falls within the administrative areas of Braintree District Council, Chelmsford City Council, Maldon District Council, Colchester Borough Council and Essex County Council.

### Operation



- 3.4. The proposed scheme involves widening the existing A12 to three lanes throughout in each direction, where it is not already three lanes. This would mainly involve online widening of the carriageway with offline bypasses created between Junctions 22 and 23 (Rivenhall End Bypass) and between Junctions 24 and 25 (Kelvedon to Marks Tey). This would be accompanied by junction improvements (Junctions 19 and 25), construction of new junctions catering for traffic movements both north and southbound (Junctions 21, 22 and 24) and removal of existing junctions (Junctions 20a, 20b and 23).
- 3.5. The proposal is split into design sections of which design section 1 is within Chelmsford City Council's administrative area. Junction 19 is already being improved as part of the Beaulieu development and the changes are being made by and funded by the developer. Construction is due to be completed by mid-2023. As construction of the improvements required for Beaulieu is due to be completed before the construction of the DCO development, the works are accounted for in the design proposals of the A12 widening scheme.
- 3.6. In addition, to the developer's improvements to Junction 19, the proposed alterations within the DCO include additional lanes on the Boreham roundabout (symmetrical widening), additional traffic lights added to the southern roundabout, additional lanes on various roundabouts at the junctions, their approaches and exit roads.
- 3.7. The Highways England traffic modelling improvements take into account development growth within the adopted Chelmsford Local Plan. Therefore the proposed improvements to Junction 19 do not include changes to connect to a full dual carriageway Chelmsford North East Bypass.
- 3.8. A new controlled crossing and new walking, cycling and horse riders bridge (Payne's Lane Bridge) are proposed to the north of junction 19. Associated other works and alterations are proposed.
- 3.9. To the north-east of Boreham, within Braintree District, the proposal involves the closure of junctions 20a and 20b to the north of Boreham at Hatfield Peverel and their replacement with a new junction 21 (Witham South Interchange), to provide access to the A12 northbound and southbound.

#### Construction, operation and management

- 3.10. Construction is scheduled to commence in 2024. The proposed scheme would take about four years to construct with an assumed opening year of 2027. The scheme would be constructed as a single project, split into several phases of development.
- 3.11. Two main construction compounds would be formed around existing Junction 20b and at Junction 22. A satellite compound would be formed at Junction 19 (Boreham Interchange) which would be utilised for local works and accessed from Junction 19. The compound would be powered by generator.

- 3.12. At Junction 19, it is anticipated that 24/7 narrow lanes with speed restrictions would be installed. Occasional full carriageway closures would be put in play to allow for demolition of existing bridge parapets, installation of new beams and associated works.
- 3.13. More widely, the proposal aims to maintain two running lanes on the A12 for public access across the proposed scheme during construction at weekday peak traffic hours (06:00 and 21:00). Where construction activities such as online bridge demolition or construction prohibit safe road operation, road closures would be required at nights and weekends. When road closures are required, the strategic diversion route would be (from west to east) along the A130, A131 and A120.

#### 4. Policy Context

- 4.1. The proposal is classified as a Nationally Significant Infrastructure Project (NSIP). As such it is required to follow the Development Consent Order (DCO) process under the Planning Act 2008.
- 4.2. DCO applications are made to the Planning Inspectorate (PINS) who manage the application on behalf of the relevant Secretary of State. In this case it would be the Secretary of State for Transport who will be the final decision maker.
- 4.3. The proposal will be assessed against relevant national and local planning policies, including the National Planning Policy Statements (NPPS), National Planning Policy Framework (NPPF) and the statutory Development Plans for the host authorities Councils.

##### National Planning Policy

- 4.4. The overarching National Policy Statement for Transport is known at the National Policy Statement for National Networks, published in 2014. The statement sets out national policy for the delivery of nationally significant highways infrastructure and include assessment principles for judging impacts of national network proposals. It is a material consideration when considering development proposals.
- 4.5. The National Planning Policy Framework (NPPF, chapter 9, promoting sustainable transport, is supportive of large-scale transport facilities, although the environmental impacts of traffic and transport infrastructure should be identified, assessed and taken into account.

##### Local Planning Policies

- 4.6. Relevant adopted local planning policies and guidance, include:
  - Chelmsford Local Plan 2013-2036, May 2020
  - Essex County Council and Southend-on-Sea Waste Local Plan, 2017



- Essex County Council Minerals Local Plan, July 2014
- Made Neighbourhood Plans
- Making Places Supplementary Planning Document (SPD)
- Planning Obligations SPD

## 5. Environmental Impact Assessment

- 5.1. An Environmental Statement (ES) has been prepared as part of the Development Consent Order application.
- 5.2. This considers the proposals environmental impact upon a range of matters including, but not limited to landscape and visual impact, cultural heritage, ecology, trees and biodiversity, flood risk, noise and vibration and transport and access.
- 5.3. The ES describes the national and local planning policies that are relevant to the assessment, but it does not assess the proposal. The assessment forms part of the applicants Planning Statement to the DCO application.
- 5.4. The ES considers the impacts resulting from the construction, operation (including maintenance) and decommissioning of the scheme. It considers measures to avoid, reduce, or mitigate any significant adverse effects on the environment, and where possible enhances the environment. It also identifies any 'residual' impacts following the implementation of any mitigation measures.
- 5.5. A full consideration of the ES will be undertaken as part of the Final Local Impact Report

### Key Local Issues

- 5.6. The key local issues are the following:
  - The principle of development
  - The effect on Boreham
  - The design and construction of Paynes Lane Bridge.
- 5.7. Further consideration is set out in the attached Draft Local Impact Report. In summary, it is considered that:
- 5.8. The A12 is at capacity and there a recognised need for improvements, so Officers support in principle its upgrading and improvement.
- 5.9. The proposals would not directly impact upon Chelmsford City Centre and would be beneficial to the growth of Beaulieu and Chelmsford Garden Community. This is given significant weight in favour of the proposal.
- 5.10. Due to the closure of Junctions 20 and 20b and the construction of a new Junction 21, the proposal is likely to lead to an increase in users along the B1137 Main Road, Boreham.

- 5.11. It appears from junction modelling that B1137 Main Road/Waltham Road would, by 2042, be significantly over capacity in both the weekday AM and PM hours. Officers have concerns related to this junction and are investigating the data further with ECC Officers as the baseline needs to be clarified and whether the projection includes the completion of the Chelmsford North East Bypass.
- 5.12. The proposal to implement only standard mitigation, is not considered to be enough to manage and mitigate against likely effects on the living environment of Boreham residents and businesses who may experience higher levels of congestion and associated noise, disturbance and vibration than they are accustomed to on Boreham. What is required is a package of measures to make the route unattractive for through traffic and for road users wishing to access the A12 to use the new Junction 21.
- 5.13. The proposed Paynes Lane Bridge would provide a continuous Walking, Cycling and Horse Riders (WCH) route across the A12, side roads and railway. The bridge would connect all users to the proposed Beaulieu Park Station and proposed Beaulieu Business Park from the Boreham area without negotiating Junction 19 which is welcomed.
- 5.14. The proposal would comply with City Council's key objective to ensuring a high-quality pedestrian, cycle and equestrian route which connects Boreham with the new railway station, the Beaulieu Business Park and the wider Chelmsford Garden Community as well as reconnecting the currently severed bridleway. However, the proposed design of the bridge is considered inadequate, having a functional, rather than an aesthetic appearance, such that a design of a higher standard is required to integrate the bridge with the wider Chelmsford Garden Community development.
- 5.15. A full consideration of the ES will be undertaken as part of the Final Local Impact Report. At the time of writing of this report, Officers considered that overall within Chelmsford, there may be some significant adverse effects upon landscape and visual amenity within the immediate locality, but this must be taken in the context that this is construction of road infrastructure and the identified wider need for improvements.
- 5.16. There would be likely significant adverse effects for some residential and other receptors within Boreham and these cannot be mitigated against. The effect will need to be balanced against the overall need for the proposal.
- 5.17. If appropriate and reasonable mitigation can be secured to Boreham and the Paynes Lane Footbridge can meet the Council's design aspirations, then it is likely that the overall benefits of the A12 Chelmsford – A120 Widening Scheme will be greater than the localised harm identified.
- 5.18. Chelmsford City Council will continue to engage with the applicants and further comments will be made throughout the examination of the proposal.

## 6. Next Steps and Timetable

6.1. The timetables for the DCO have not been set. However, Officers are expecting the following:

- Pre-examination and meeting – September 2022 – January 2023
- Examination – January 23 – July 23
- Decision – Autumn / Winter 23

6.2. In the meantime, Officers will continue to collaborate with Highways England, Essex County Council, Braintree District Council, Colchester Borough Council and Maldon District Council in responding to the proposal.

### List of appendices:

Appendix 1 – Draft Local Impact Report

### Background papers:

None

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### Corporate Implications:

#### Legal/Constitutional:

CCC will be a statutory consultee the DCO process. Failure to respond would reduce the Council's ability to influence the development process and the legacy of planning decisions which could have an impact on its area.

#### Financial:

The cost of responding to the consultation has been in officer time. Highways England have a policy of not entering into a PPA for the consideration of the DCO as they consider it to be a statutory function. Although there is no formal duty to engage with the proposal, failure to not engage could prejudice Chelmsford City Councils interests.

The DCO submission and examination will involve significant officer-time so additional funding from the Councils' own resources may be required to continue to effectively engage in the process. There could also be a need for legal support associated with the DCO examination and for drafting S106 agreements in connection with associated development within the CCC area. These costs are currently unknown.

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

Consideration of the environmental implications and mitigation will occur as part of the DCO planning process.

Contribution toward achieving a net zero carbon position by 2030:

As a road widening/improvement, the proposal offers limited opportunities towards achieving net zero carbon by 2030. However, the upgrading and replacement of existing old infrastructure and the introduction of biodiversity and other such improvements would deliver modest environmental benefits that would offset xxx

Personnel:

The cost of responding to this consultation has been in officer time. Additional officer time will be required to effectively engage in the process going forward.

Risk Management:

CCC risks not being able to influence the development proposals and the impacts it will have on its area and local communities if it does not respond to the consultation.

Equality and Diversity:

It is the responsibility of Highways England to satisfy itself that requirements for equality impacts assessments have been undertaken.

Health and Safety:

There are no Health & Safety issues arising directly from this report.

Digital:

There are no IT issues arising directly from this report.

Other:

None.

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Consultees:

Development Management

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Relevant Policies and Strategies:

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

- Chelmsford Local Plan 2013-2036 (Adopted on 27 May 2020)
  - Draft Planning Obligations Supplementary Planning Document
  - Statement of Community Involvement, 2020
  - Climate and Ecological Emergency Action Plan, January 2020
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## A12 Chelmsford – A120 Widening Scheme Development Consent Order Draft Local Impact Report

September 2022

### Chelmsford City Council Response

#### 1. Introduction and terms of reference

##### Introduction

- 1.1 This report comprises Chelmsford City Council's draft Local Impact Report (LIR) to the A12 Chelmsford to A120 Widening Scheme Development Consent Order (DCO). The report has been prepared in accordance with the advice and requirements set out in the Planning Act 2008 (as amended) and Advice Note One (Local Impact Reports (Version 2) issued by the Infrastructure Planning Commission in April 2012.
- 1.2 The Advice note states that the LIR is a report in writing giving details of the likely impact of the proposed development on the authority's area. The LIR should centre around whether the Local Authority considers the development would have a positive, negative or neutral effect on the area.

##### Scope

- 1.3 The proposed site extends principally through the Braintree District and Colchester Borough administrative areas, with smaller parts located within the Chelmsford City and Maldon District administrative areas.
- 1.4 The proposal comprises improvements to the A12 between Junction 19 (Boreham Interchange) and Junction 25 (Marks Tey interchange), a distance of about 24 km or 15 miles.
- 1.5 The proposal put forward by the applicant; Highways England on behalf of the Department for Transport, includes:
  - Widening the A12 to three lanes throughout the distance (where it is not three lanes)
  - Bypass between Junctions 22 and 23 (Colemans to Kelvedon South)
  - Bypass between Junctions 24 and 25 (Kelvedon North to Marks Tey Interchange)
  - 6 new bridges for walkers, cyclists and horse riders.
  - Safety improvements including closing off private and local direct accesses onto the main carriageway and providing alternative provision for walkers, cyclists and horse riders.
  - Associated works comprising side road upgrades to connect to the A12, new or improved drainage, new signs and technology, utility improvements and resurfacing of the A12 carriageway in some areas.

1.6 Within Chelmsford City Council's administrative area, the works would comprise the following:

- Improvements to Junction 19 (Boreham interchange) through introduction of additional lanes on Boreham Bridge and additional lanes to its roundabouts (including approaches and exit roads).
- Construction of new signal-controlled crossing at Junction 19 to allow walkers and cyclists to cross safely.
- Construction of new bridge link on the north side of Junction 19 (new Paynes Lane Bridge) for use by walkers, cyclists and horse riders.
- Signage improvements, overhead gantry works and road surface improvements to the southbound carriageway.
- Mitigation within Boreham Settlement, including the proposed reduction in speed limit to 30 mph.

1.7 As the A12 moves towards Hatfield Peverel, which is within Braintree District, the works would comprise the following:

- Widening the road to three lanes in each direction at Hatfield Peverel.
- Closure of Junctions 20a and 20b and replacement with a new Junction 21 (Witham South Interchange). The new junction 21 would provide access to the A12 both northbound and southbound and would take traffic from all directions from Hatfield Peverel and Witham.

1.8 The LIR relates to the impacts of the proposed development as it affects the administrative area of Chelmsford City Council. Separate, but complimentary LIR's will be produced by Braintree District Council, Maldon District Council, Colchester Borough Council and Essex County Council on the impacts of the proposed development as it affects their respective administrative areas.

### **Purpose and Structure of Report**

1.9 The Local Impact Report's primary purpose is to identify the policies in the Local Plan in so far as they are relevant to the proposed development and the extent to which the development accords with those policies. The key issues are identified, following by commentary on the extent to which the applicant addresses those issues. Finally, the adequacy of the application/ Development Consent Order is considered.

1.10 The LIR gives a brief overview of the description of the site and surroundings and a general review of the details of the proposal to highlight particular features. However, the applicants Environmental Statement (ES) provides sufficient description and details of the proposal.

1.11 This LIR covers areas where Chelmsford City Council as a statutory function or holds particular expertise. CCC defers to Essex County Council on all other matters, to that set out in this Local Impact Report.

1.12 A Statement of Common Ground (SoCG) is under preparation with the applicants and the LIR does not intend to duplicate this, however, there may be some matters, for example, 'requirements' where there is overlap.

## 2. Description of site and surroundings

### Order limits

- 2.1 A full description of the site and surroundings is given in the applicant's Environmental Statement (ES). It is noted that the applicant is using the 'Rochdale Envelope' approach to provide flexibility in the development.
- 2.2 The land falls within the administrative areas of Braintree District Council Chelmsford City Council, Maldon District Council, Colchester Borough Council and Essex County Council.
- 2.3 The A12 runs in parallel to the south of the Great Eastern Main Lane (GEML) for most of its length between junctions 19 and 25. The existing carriageway is predominantly a dual two-lane carriage way with a limited length of three lane carriageway between junctions 19 (Boreham Interchange) and 20a (Hatfield Peverel South Interchange).

### Surrounding Area and allocations

- 2.4 A number of settlements lie within the vicinity of the Order limits including Boreham, Beaulieu, Springfield and Hatfield Peverel, the latter of which is located within Braintree District Administrative area.
- 2.5 A number of residential properties, comprising individual houses, lie on or close to the boundary of the Order limits.
- 2.6 The majority of the site is located within Flood Zone 1.
- 2.7 There are no designated heritage assets within the Order limits, although several listed buildings are located close to the Order edges including Grade I listed Boreham House and its Grade II listed Park and Gardens.
- 2.8 There are no ancient woodlands or trees protected by Tree Preservation Order (TPO's) within the Order limits.
- 2.9 The proposed site allows space for landscaping, habitat enhancement and mitigation.
- 2.10 Land to the north-east of the site is allocated in the Chelmsford Local Plan for the North East Chelmsford urban extension to form a new Garden Community. The site will create a community overall of around 10,000 new homes and would include employment opportunities, community facilities and a new country park.
- 2.11 Highway improvements within the locality that are due to be completed prior to construction include the Boreham Interchange Improvements, the Radial Distributor Road (RDR) and phase 1 of the Chelmsford North-East Bypass (CNEB).

2.12 Highway schemes expected to be completed after or during the construction phase include, CNEB Phase 2 and the Northern Radial Distributor Road (RDR2).

2.13 As defined in the Chelmsford Local Plan (2020) the site falls within the Rural Area beyond the Green Belt.

### 3. Details of the proposal

3.1 The proposed scheme involves widening the existing A12 to three lanes throughout in each direction, where it is not already three lanes. This would mainly involve online widening of the carriageway with offline bypasses created between Junctions 22 and 23 (Rivenhall End Bypass) and between Junctions 24 and 25 (Kelvedon to Marks Tey). This would be accompanied by junction improvements (Junctions 19 and 25), construction of new junctions catering for traffic movements both north and southbound (Junctions 21, 22 and 24) and removal of existing junctions (Junctions 20a, 20b and 23).

3.2 The proposal is split into design sections of which design section 1 is within Chelmsford City Council's administrative area.

3.3 Junction 19 is already being improved as part of the Beaulieu development and the changes are being made by and funded by the developer. Construction is due to be completed by mid-2023. As construction of the improvements required for Beaulieu is due to be completed before the construction of the DCO development, the works are accounted for in the design proposals of the A12 widening scheme.

3.4 In addition, to the developer's improvements to Junction 19, the proposed alterations within the DCO include additional lanes on the Boreham roundabout (symmetrical widening), additional traffic lights added to the southern roundabout, additional lanes on various roundabouts at the junctions, their approaches and exit roads.

3.5 The Highways England traffic modelling improvements takes into account development growth within the adopted Chelmsford Local Plan. Therefore, the proposed improvements to Junction 19 do not include changes to connect to a full dual carriageway Chelmsford North East Bypass.

3.6 A new controlled crossing and new walking, cycling and horse riders bridge (Payne's Lane Bridge) are proposed to the north of junction 19. Associated other works and alterations are proposed.

3.7 To the north-east of Boreham, within Braintree District, the proposal involves the closure of junctions 20a and 20b to the north of Boreham at Hatfield Peverel and their replacement with a new junction 21 (Witham South Interchange), to provide access to the A12 northbound and southbound.

### Construction, operation and management

3.8 Construction is scheduled to commence in 2024. The proposed scheme would take about four years to construct with assuming opening of year 2027. The scheme would be constructed as a single project, split into several phases of development.



- 3.9 Two main construction compounds would be formed around existing Junction 20b and at Junction 22. A satellite compound would be formed at Junction 19 (Boreham Interchange) which would be utilised for local works and accessed from Junction 19. The compound would be powered by generator.
- 3.10 The proposal aims to maintain two running lanes on the A12 for public access across the proposed scheme during construction at weekday peak traffic hours (06:00 and 21:00). Where construction activities such as online bridge demolition or construction prohibit safe road operation, road closures would be required at nights and weekends. When road closures are required, the strategic diversion route would be (from west to east) along the A130, A131 and A120.
- 3.11 At Junction 19, it is anticipated that 24/7 narrow lanes with speed restrictions would be installed. Occasional full carriage closures would be put in place to allow for demolition of existing bridge parapets, installation of new beams and associated works.
- 3.12 The approximate size of the workforce is expected to be at peak 1500 staff on site per day, of which about two thirds would be site based and the remaining one-third would be site office based on working from home. Staff would stay overnight in the local area using settlements such as Chelmsford, Witham, Braintree and Colchester.
- 3.13 Standard working hours would be between 07:30 and 19:00 between Monday to Friday and between 07:30 and 18:00 on Saturday. During the summer months, the working hours would extend to 07:00 to 21:00 to make use of longer daylight hours. In addition, there would be an hour before and after these times for site set up and site close down.
- 3.14 Off peak working would take place during night times, weekends and bank holidays for a limited number of prescribed purposes. Whilst operational, activity across the site would be minimal and restricted to monitoring.
- 3.15 Once operational, works would be limited to basic maintenance and landscaping aftercare. It is highly unlikely that the proposed scheme would be demolished and decommissioned.

## **4. Planning History**

- 4.1 There is no relevant planning history relating to the A12.
- 4.2 A scoping opinion was adopted by the Secretary of State.

## **5. Relevant planning policy**

### **National Planning policy**

- 5.1 The overarching National Policy Statement (NPS) for Transport is known as the National Policy Statement for National Networks, published in 2014. The statement sets out national policy for the delivery of nationally significant highways infrastructure and include assessment principles for judging impacts of national network proposals. It is a material consideration when considering development proposals.

- 5.2 The Government is reviewing and updating the NPS for National Networks, with publication expected in 2023.
- 5.3 The Environment Act 2021 contains legislation to protect and enhance the UK's Environment for future generations and contains a series of principles to guide future policy making to protect the environment. It contains legally binding environmental targets that will be enforced by law through a new independent Office for Environmental Protection (OEP).
- 5.4 The National Planning Policy Framework (NPPF, chapter 9, promoting sustainable transport) is supportive of large-scale transport facilities, although the environmental impacts of traffic and transport infrastructure should be identified, assessed and taken into account.

### Local Planning Policy

- 5.5 The adopted Chelmsford Local Plan 2020 and Making Places Supplementary Planning Document (SPD) set the key principles for development within Chelmsford. There are several local planning policies that are relevant to the consideration of the proposal.
- 5.6 Strategic Policy S1 seeks to ensure that existing and planned infrastructure is used effectively. Strategic Policy S9 seeks to set out priorities for infrastructure provision or improvements including junction improvements on the A12 and other main roads to reduce congestion. Strategic Policy S10 sets out how infrastructure provision will be secured and mitigated.
- 5.7 Several other local plan policies are relevant to the consideration of proposals including:
  - Strategic Policy S2 – Addressing climate change and flood risk.
  - Strategic Policy S3 - Conserving and enhancing the historic environment,
  - Strategic Policy S4 - Conserving and enhancing the natural environment,
  - Strategic Policy S7 – The spatial strategy,
  - Strategic Policy S11 - The role of the countryside,
  - Policy DM8 - New buildings and structures in the rural area,
  - Policy DM10 - Change of use (Land and buildings) and Engineering operations.
  - Policy DM13 - Designated heritage assets,
  - Policy DM14 - Non designated heritage assets,
  - Policy DM15 - Archaeology,
  - Policy DM16 - Ecology and biodiversity,
  - Policy DM17 - Trees, Woodland and landscape features,
  - Policy DM18 - Flooding / SUDs
  - Policy DM23 - High quality and inclusive design,
  - Policy DM27 - Parking standards,
  - Policy DM29 - Protecting living and working conditions,
  - Policy DM30 - Contamination and pollution.
- 5.8 Other relevant adopted local planning policies and guidance include:

- Chelmsford Local Plan 2013-2036, May 2020

- Essex County Council and Southend-on-Sea Waste Local Plan, 2017
- Essex County Council Minerals Local Plan, July 2014
- Chelmsford Surface Water Management Plan (SWMP) 2018
- Chelmsford City Strategic Flood Risk Assessment (SFRA) 2019
- Made Neighbourhood Plans
- Emerging Making Places Supplementary Planning Document (SPD)
- Emerging Planning Obligations SPD

5.9 The Council has started its review of the local plan to consider changes to National Policy and ensure it stays up to date. The reviewed Local Plan will have a plan-period from 2022- 2041. As it is at early stages of preparation, the Local Plan Review is not yet material to the consideration of the proposal, but further information will be provided on the status of the document during the examination period.

## 6. Principle of development and likely significant effects

### Introduction

6.1 The following are identified as main issues / key areas of concern.

- Principle of development
- Effect on Boreham settlement
- Construction of new bridge
- Acceptability of the Environmental Statement

### Principle of the development

#### Chelmsford Local Plan (2020)

6.2 Policies S1, S9, S10 apply. These seek to ensure that existing and planned infrastructure is used effectively and support in principle, improvements to the A12 to reduce congestion, subject to appropriate mitigation,

### Key Local Issue

6.3 Whether the principle of development is acceptable.

### Consideration / Adequacy of the DCO

6.4 Chelmsford City Council (CCC) recognises that the improvements to the 15-mile section of the A12 between Junctions 19 and 25 will help remove traffic from the outskirts of the City; in turn this will limit traffic travelling through the Centre to avoid congestion on the A12, by providing more reliable journey times on the trunk road network.

6.5 Suggestions within the Transport Assessment (TA) submitted within the Environmental Statement (ES) indicate that the A12 currently experiences high levels of traffic flow and congestion. As a two-lane carriageway, traffic levels are close to or exceeds the recommended

limits that a new two-lane road could support (TA 3.2.3). As the road has become closer to its capacity, queues and delays have become more regular and severe and are expected to increase in the future, leading to increased journey times (TA 3.2.4). The section of the road is now within the worst performing 10% of links on the National Highways network in the East of England.

- 6.6 In relation to Chelmsford, due to the introduction of the Chelmsford North East Bypass (CNEB), there are expected to be some reductions in traffic movements along Essex Regiment Way and other local routes, however, these are the exception.
- 6.7 Without improvements, Junction 19 has been identified in particular to experience a worsening in congestion and by 2027 is expected to experience heavy congestion and up to 20 minutes of delays at the Boreham Interchange roundabout, and three minutes on the existing dumbbell roundabouts.
- 6.8 With improvements to the A12 in place, Junction 19 would operate satisfactorily, with queues of up to one minute by 2027 and 2042 (TA 4.3.4 refers).
- 6.9 CCC welcomes the commitment to ensuring that the A12 remains fully functioning during the course of the works, as this will be vital to supporting Chelmsford's economy over the four-year construction period.

### **Effect on Boreham Settlement**

#### **Chelmsford Local Plan (2020)**

- 6.10 Policies S1, S9, S10 apply. These seek to ensure that existing and planned infrastructure is used effectively and support in principle, improvements to the A12 to reduce congestion, subject to appropriate mitigation.
- 6.11 Policy DM29 - Protecting living and working conditions and Policy DM30 - Contamination and pollution also apply.

### **Key Local Issue**

- 6.12 The development should not have an unacceptable and harmful significant effect on the living and working conditions on the settlement of Boreham.

### **Consideration/ Adequacy of the DCO**

- 6.13 The proposed alterations to Junction 19 (Boreham) and the construction of the Paynes Lane bridge are not expected to harmfully and unacceptably impact upon Boreham settlement.
- 6.14 However, the closure of Junctions 20a and 20b to the north of Boreham at Hatfield Peverel and their replacement with a new junction 21 (Witham South Interchange), to provide access to the A12 northbound and southbound, is expected to impact upon Boreham settlement.

- 6.15 The closure of the junction 20A access which currently allows vehicles to travel southbound along the A12 towards junction 19 and Chelmsford is expected to lead to a traffic increase along Main Road (B1137) towards Boreham.
- 6.16 The reason for this is that most traffic who used this route would be required to travel north towards the new junction 21 to access the south bound carriageway. Whilst most traffic which previously used this route is expected to join the A12 at the new junction 21, due to human behaviour/nature, some traffic is expected to travel southbound along Main Road (B1137) to access the A12 southbound at Junction 19. This would lead to a traffic increase on the B1137 through Boreham village, particularly within AM travel times.

### *Traffic*

- 6.17 The Transport Assessment submitted with the proposal considers that although traffic levels are predicted to increase along Main Road, the increase in traffic can be safely accommodated (TA 5.2.4).
- 6.18 Within Boreham, modelling has been undertaken for B1137 Main Road/Church Road, B1137 Main Road/Plantation Road and B1137 Main Road / Waltham Road junctions (TA 5.3.3).
- 6.19 In relation to Church Road, it states that the junction operates satisfactorily in 2027 and 2042 in AM and PM peak hours and there would be minimal queuing and about 20 seconds of delay.
- 6.20 In relation to Plantation Road, the junction is expected to operate satisfactorily in 2027 with minimal queues and up to 40 seconds of delay. By 2042, the junction is close to capacity in the AM peak hours, but queues are only about 10 vehicles and delays up to two minutes. The PM peak hour is satisfactory.
- 6.21 At Waltham Road, the junction operates satisfactorily in 2027 but by 2042, would be over capacity in both weekday AM and PM peak hours, with queues up of to 100 vehicles and delays over 20 minutes. However, the TA considers this to be an improvement without the proposal scheme in place. Officers have concerns related to this junction and are investigating the data further with ECC Officers as the baseline needs to be clarified and whether the projection includes the completion of the Chelmsford North East Bypass.

### *Air Quality*

- 6.22 In relation to Air Quality, this is presently under consideration by the Council's Public Health team. An Air Quality Assessment has been submitted as part of the Environmental Statement (ES) and has considered both the construction and operational impacts of the development with regard to both human health and ecology.
- 6.23 One residential property, and one receptor lying between the B1137 Main Road and A12 carriageway were expected to experience high levels of Nitrogen Dioxide (NO<sub>2</sub>) (ES 6.9.19 refers), however, the effect is not considered to be significant (ES 6.11.7).
- 6.24 There would also be a change in levels at Boreham Road Gravel Pits Local Wildlife Site (Table 6.17 of ES chapter 6 refers).

6.25 To mitigate against the effects of air quality, Standard Mitigation in line with legislative requirements or standard sector practices is proposed.

### *Noise and Vibration*

6.26 The impact of Noise and Vibration is also under consideration by the Council's Public Health team.

6.27 Sensitive noise receptors within Boreham include residential dwellings and Boreham Primary School. During the construction of the development, some receptors including the Premier Inn, are expected to experience likely significant effects, but these would be temporary and could be mitigated.

6.28 During operation. Increases in traffic volume and speed on the A12 may result in increase in road traffic noise at the closest sensitive receptors to the A12, yet these increases are expected to be minor (Noise Assessment 12.9.41).

6.29 Along Main Road (B1137), there would be a minor increase in noise due to an increase in traffic volume. Some of the sensitive receptors that front onto the road would experience some noise levels above the Significant Observed Adverse Effect Level (SOAEL), with the proposed scheme in place. (12.9.42).

6.30 For the remainder of Boreham, there would be a negligible increase in noise (12.9.96).

6.31 To mitigate against the impacts of noise from the A12, Standard Mitigation is proposed, together with additional mitigation in the form of Additional Mitigation Surfacing (AMS) between Junction 19 and existing Junction 20a on the southbound carriageway (AMS1 – 12.10.17).

6.32 Consideration was given to the use of noise barriers alongside the A12 in Boreham, but this was ruled out because their installation would likely create adverse environmental effects on landscape visual and biodiversity as they would require large amounts of vegetation.

6.33 Overall, there would be 28 dwellings along Main Road (through Boreham to Junction 20a) where there would be minor increase in noise (between 1dBA and 2.9 dBA where it would not be possible to mitigate against the significant adverse effects. The reasons for this are stated in the Noise Assessment 12.11.31 as follows

- A low noise surface is only considered effective when average speeds are above 75 km/h. The predicted speeds along Main Road are between 48 and 62 km/s and would be so low not to be effective.
- To be effective, a noise barrier needs to be unbroken. In an urban situation such as Main Road, where access is required to the residential receptors along Main Road, it is not possible to have a barrier that is unbroken.
- The proposal would reduce the speed limit from 40 mph to 30 mph which is considered acceptable mitigation.

### *Human Health*

- 6.34 An assessment of Human Health and population has been prepared and is under consideration by Officers.
- 6.35 The assessment considers that the construction of the proposal is considered to have a neutral impact on Boreham settlement, with disruption resulting from the indirect impacts of road closures and other works on local residents and business expected to be temporary and intermittent (13.10.3).
- 6.36 There would be major disruption to walking and cycling routes across Boreham Bridge and Generals Lane Roundabout, with diversion routes being less direct resulting in a moderate adverse effect in walkers, cyclist and horse riders. However, these effects would be temporary (13.10.26) and once the works are completed, would result in a moderate beneficial effect (13.10.48).
- 6.37 No reference is made within the assessment to the overall impact upon quality of life arising from the day-to-day impact of the increased AM traffic flow in Boreham.

### *Conclusion*

- 6.38 Chelmsford City Council have previously raised concerns regarding the impact of the proposal on Boreham settlement and the position of new Junction 21 and the nature of the proposals.
- 6.39 Whilst traffic, noise and air quality modelling indicate that the effect of the development on Boreham is largely acceptable, it does not negate the fact that the proposal would lead to a change in the residential living and working environment of Boreham residents and businesses, who will experience higher levels of congestion and associated noise, disturbance and vibration than they are accustomed to.
- 6.40 The proposal to implement only Standard Mitigation as suggested within the Environmental Statement, and the introduction of a 30-mph speed limit whilst welcomed, is not considered to be enough to manage and mitigate against the above identified effects on Boreham settlement. What is required is a package of measures to make the route unattractive as a through route for those seeking to travel southbound from or via Hatfield Peverel and to encourage those road users to use the new Junction 21.
- 6.41 Any package of measures needs to be agreed with Essex County Council and Highways England including potential speed cameras and other associated works. The package of measures is also likely to lead to residual impacts on Boreham which would need to be managed.
- 6.42 The City Council will continue to engage with Highways England and Essex County Council Highways to ensure that an acceptable level of mitigation is proposed. Ongoing discussions will continue as part of the Statement of Common Ground (SoCG).

## Construction of new bridge

### Chelmsford Local Plan (2020)

6.43 Policies S1, S9, S10 of the Chelmsford Local Plan apply. These seek to ensure that existing and planned infrastructure is used effectively and support in principle, improvements to the A12 to reduce congestion, subject to appropriate mitigation.

6.44 Policies DM23 – High Quality and Inclusive design, DM29 - Protecting living and working conditions and Policy DM30 - Contamination and pollution also apply.

### Key Local Issues

6.45 The proposal will need to integrate with Chelmsford Garden Community and comply with its aspirations, designs and values as set out in the emerging Chelmsford Garden Community Development Framework Document (Masterplan).

### Consideration /Adequacy of the DCO

6.46 Junction 19 is being improved as part of the Beaulieu development, with changes being made by the developer, Countryside Zest. Construction is due to be completed in mid 2023 and includes the completion of the Radial Distributor Road (RDR) which will serve the business park and residential development.

6.47 The main works to Junction 19 are listed above and include the formation of additional lanes on Boreham Bridge through widening the existing bridge, the installation of additional traffic lights to the southern roundabout, additional lanes on various roundabouts, their approaches and exit roads and a dedicated link from the A131 onto the northbound A12.

6.48 For walkers, cyclists and horse riders, a new controlled crossing and a new bridge on the north side of Junction 19 (Paynes Lane) is proposed.

6.49 Paynes Lane is an existing Public Right of Way (PRoW) 213\_45) located south of the existing A12 and leads to but is not connected to the public footpath network to the north of the Great Eastern Main Line (GEML) railway.

6.50 The proposed new bridge would link the two bridleways/footpaths and would provide a continuous Walking, Cycling and Horse Riders (WCH) route across the A12, side roads and railway. The bridge would connect all users to the proposed Beaulieu Park Station and wider Chelmsford area from Boreham without them negotiating Junction 19.

6.51 The bridge has been the subject of protracted discussions between Highways England, Chelmsford City Council, Essex County Council and Countryside Zest during Spring / Summer 2022.

6.52 At the time of submission, the principle and location of the bridge had been informally agreed, but the final design had not.



## APPENDIX 1

- 6.53 The proposed bridge would cross horizontally from Paynes Lane in Boreham over the A12 and GNEL railway line. Access ramps and stairs would be provided either side of the bridge extending in a north-east/southwest configuration parallel to the A12 and railway line.
- 6.54 The Design and Access Statement and Engineers Drawings submitted with the application indicate that the bridge would form part of a family of bridges that would share similar site consideration, characteristics and requirements. Therefore, the optioning and choice of bridge applies to each WCH bridge (7.4.1 of the Design and Access Statement refers).
- 6.55 The preferred option is known as a 'Warren Truss' bridge, comprising a lightweight structure with angle asymmetrical truss formation. It would comprise two spans (100.7 metres wide into total) and would be formed of multiple welded hollow section members supported on reinforced concrete column piers.
- 6.56 On Paynes Lane, the Design and Access Statement states that the surfacing would be specialised rubber matting designed for equestrian use with water proofing beneath. The colour of the painted finish to the steel trusses would be determined at detailed design stage.
- 6.57 The bridge would be served by two long ramps allowing users to enter and access the bridge. The southern ramp would comprise a series of multi span hollow section decks supported on reinforced concrete piers on pad form foundations forming part of the upper ramp. The lower ramp would comprise an earth work embankment. To the north the lower ramp would be supported on concrete.
- 6.58 The structural engineer's drawings (found at 2.12 Structures and Engineering drawings and sections (Part 2) of the submission) form **Appendix one** to this report.
- 6.59 The City Council's key objective is to ensure a high-quality pedestrian, cycle and equestrian route which connects Boreham with the new railway station, the Business Park and the wider Chelmsford Garden Community as well as reconnecting the currently severed bridleway.
- 6.60 The elevations and design of the bridge have not been shared with CCC prior to submission of the DCO. It is understood from discussions with Highways England, that the design of the bridge has not been fixed and a detailed design review at stage 5 of their development process (implementation) will form a separate part of the proposal.
- 6.61 However, in accordance with Development Consent Order Procedures, the DCO proposal is made on the basis of the 'Rochdale envelope' with maximum parameters applied.
- 6.62 The initial design of the bridge can at best be described as adequate, based on principles of functionality rather than aesthetic.
- 6.63 The provision of long ramps is an inevitable consequence of the available space, levels and the need to achieve an acceptable gradient for all users. The ramps will be a distinguishing element and so high-quality materials will be required. The arrangement appears to allow the footpath/cycle path to continue past the Business Park as it can go beneath / to the sides of the ramps.

6.64 Countryside Zest's Business Park is proposed to the north of exit ramps on the station side and as they have yet to design the scheme, they do have the option of being able to landscape the boundary to offer some visual screening which would help to integrate the scheme into the development.

6.65 Whilst in principle the bridge layout is welcomed, it is clear that that substantive works are needed to ensure that the design of the bridge integrates and recognises the important linkage to Chelmsford Garden Community and adjoining new railway station are required before the design of the bridge can be agreed. In the past, options such as providing a green bridge have been considered and this and other options will need to be explored prior to finalising the bridge design.

6.66 The City Council will continue to engage with Highways England and Essex County Council Highways to ensure that an acceptable level of mitigation is proposed. Ongoing discussions will continue as part of the Statement of Common Ground (SoCG).

### **Environmental Statement**

#### **Chelmsford Local Plan (2020)**

6.67 The Policies listed at section 5 of this draft LIR apply and for brevity are not repeated here again.

### **Key Local Issues**

6.68 The Environmental Statement (ES) is a key tool in assessing the significance of harm on an application and Chelmsford City Council's main concern is to ensure that the proposal will not lead to unacceptable significant adverse harm.

### **Consideration**

6.69 A full consideration of the ES will be undertaken as part of the Final Local Impact Report. At the time of writing consideration has been had to the Non-Technical summary and those specific parts of the Environmental Statement where they relate to Boreham and Chelmsford generally.

6.70 The Environmental Statement covers the following environmental aspects: air quality, cultural heritage (including archaeology and built heritage), landscape and visual amenity, biodiversity, geology and soils, material assets and waste, noise and vibration, population and human health, road drainage and the water environment, climate and cumulative effects.

6.71 All construction work would be undertaken with appropriate environmental controls in line with an Environmental Management Plan. Construction Traffic Management Plans are also proposed.

6.72 Overall within Chelmsford, there may be some significant adverse effects upon landscape and visual amenity within the immediate locality, but these will need to be taken in the context that this is an industrialised form of development relating to the construction of infrastructure, which has a functional, rather than an aesthetic design.

- 6.73 There would be likely some significant adverse effects for some residential and other receptors within Boreham settlement as identified above and these cannot be mitigated against. The effect will need to be balanced against the overall need and benefit of the proposal.
- 6.74 The proposed requirements (conditions) will be reviewed as part of discussions on the Statement of Common Ground (SoCG).

### **DCO Obligations and impact upon the local authority's area**

- 6.75 Chelmsford City Council will continue to work Highways England and the Host Authorities to refine and agree the proposals and to ensure that appropriate mitigation is provided for Boreham settlement and to ensure that a high-quality designed bridge is provided.

## **7. Conclusions**

- 7.1 The A12 is at capacity and there a recognised need for capacity improvements and Chelmsford City Council support in principle its upgrading and improvement.
- 7.2 The proposals would not impact upon Chelmsford City Centre, and would be beneficial to the growth of the Beaulieu development and Chelmsford Garden Community. This is given significant weight in favour of the proposal.
- 7.3 Due to the closure of Junctions 20 and 20b and the construction of a new junction 21, the proposal is likely to lead to an increase in users along Main Road, Boreham.
- 7.4 The proposal to implement only Standard Mitigation and reduce the speed limit to 30 mph along Main Road Boreham is not considered to be enough to manage and mitigate against the effects on the living environment of Boreham residents and businesses who may experience higher levels of congestion and associated noise, disturbance and vibration than they are accustomed. What is required is a package of measures to make the route unattractive and to encourage road users to use the new Junction 21.
- 7.5 The proposed Paynes Lane Bridge would provide a continuous Walking, Cycling and Horse Riders (WCH) route across the A12, side roads and railway. The bridge would connect all users to the proposed Beaulieu Park Station and wider Chelmsford area from Boreham without negotiating junction 19.
- 7.6 The proposal would comply with City Councils key objective to ensuring a high-quality pedestrian, cycle and equestrian route which connects Boreham with the new railway station, the Business Park and the wider Chelmsford Garden Community as well as reconnecting the currently severed bridleway. However, the proposed design of the bridge is considered adequate, having a functional, rather than an aesthetic appearance, such that a design of a higher standard is required to integrate the bridge with the wider Garden Community development.
- 7.7 A full consideration of the ES will be undertaken as part of the Final Local Impact Report. At the time of writing, it is considered that overall within Chelmsford, there may be some significant adverse effects upon landscape and visual amenity but this would be limited to the immediate locality.

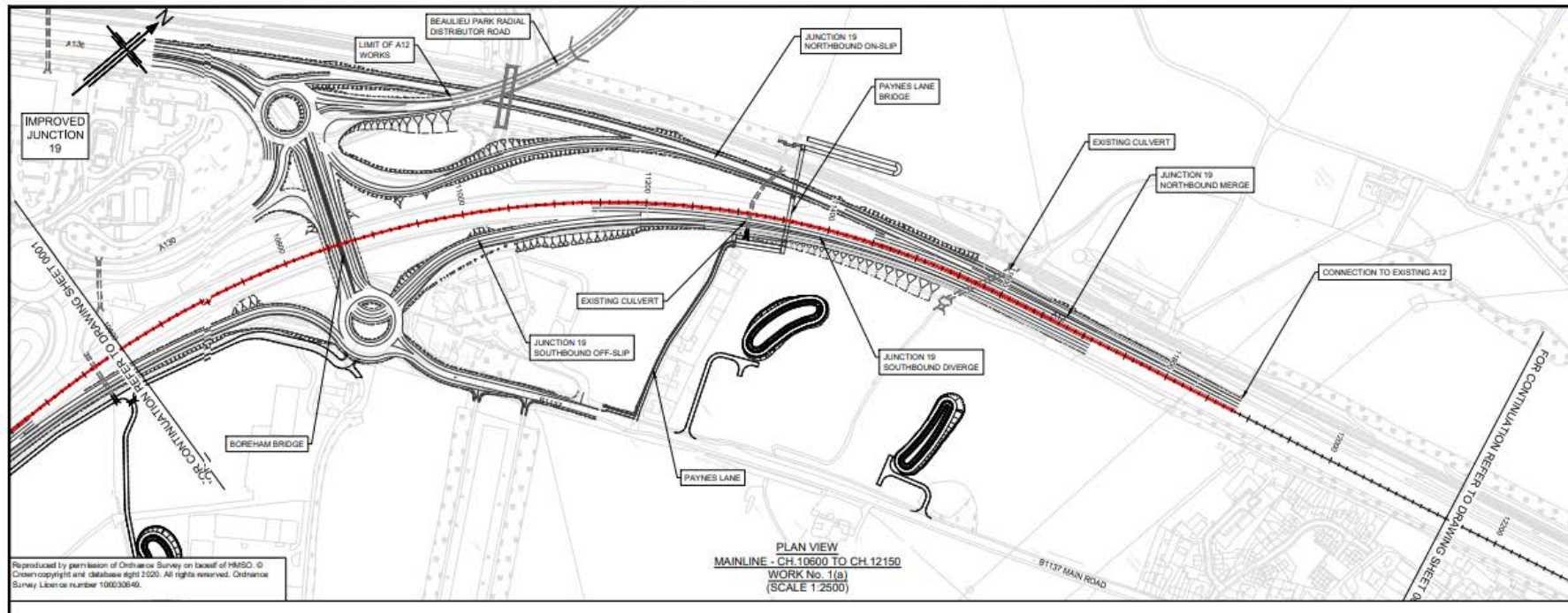
- 7.8 There would be likely significant adverse effects for some residential and other receptors within Boreham and these cannot be mitigated against. The effect will need to be balanced against the overall need and benefit of the proposal.
- 7.9 If appropriate and reasonable mitigation can be secured to Boreham settlement and the proposed Paynes Lane footbridge can meet the Councils design aspirations, then it is likely that the overall benefits of the A12 Chelmsford – A120 Widening Scheme will be greater than the localised harm identified.
- 7.10 Chelmsford City Council will continue to engage with the applicant and other stakeholders and further comments will be made throughout the examination of the proposal.

### **Appendices:**

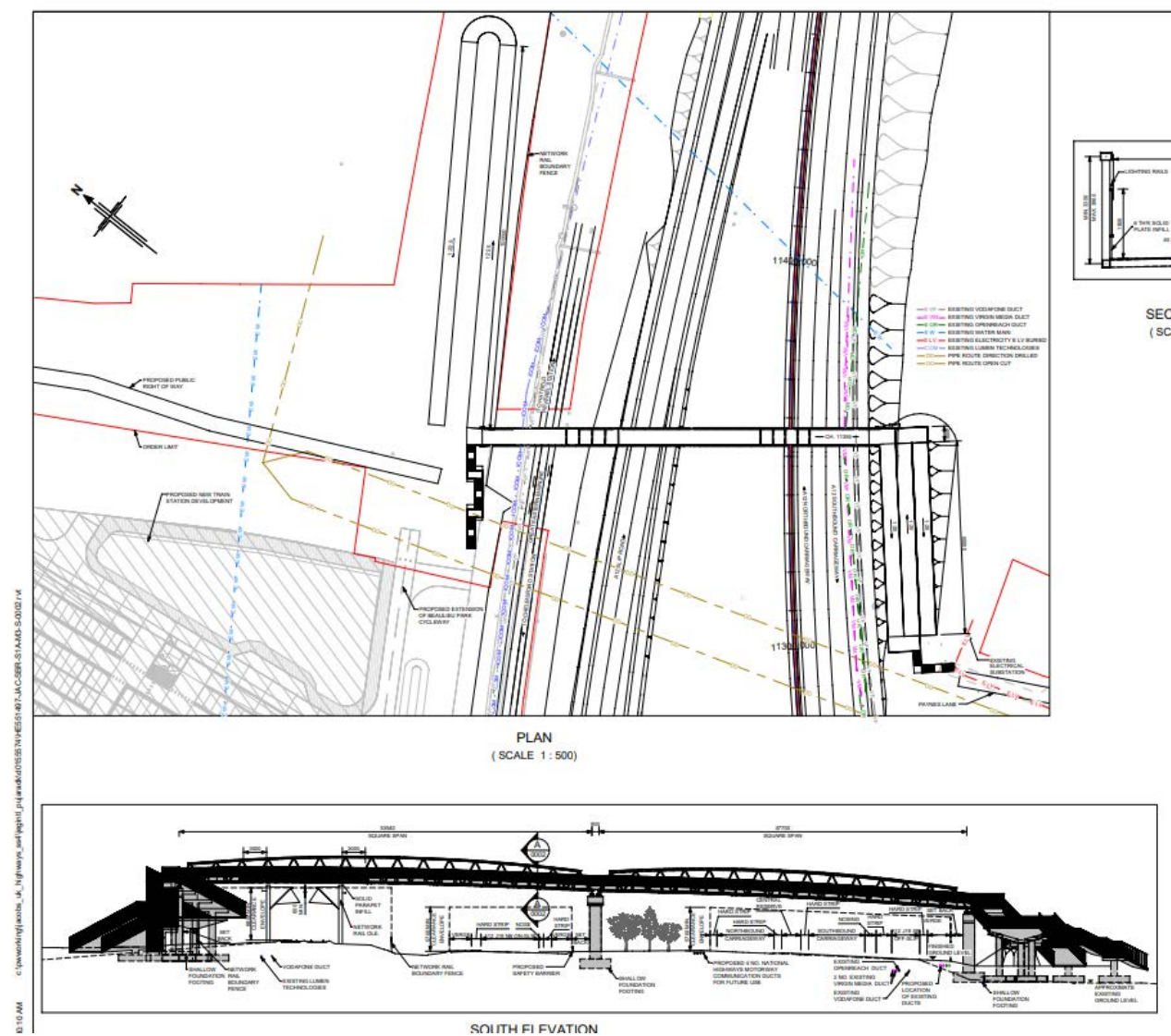
Appendix one: Proposed Paynes Lane Bridge designs.

## Appendix One: A12 Widening

Proposed alterations to Junction 19: Engineering sections (plans and profiles). Mainline sheet 2 of 19



## Structures Engineering drawings sections. Paynes Lane Bridge work No.5 – CH -11355 (proposed structure sheet 2 of 30)





## CHELMSFORD POLICY BOARD WORK PROGRAMME

29 September 2022

Date of Meeting	Report Subject
29 September 2022	<b>Chelmsford Cathedral Precinct Enhancement Plan</b> – To approve the enhancement plan and authorise further work on the detailed design
	<b>A12 Widening Development Consent Order</b> – To delegate authority to finalise the Council's response to consultation on the Development Consent Order
3 November 2022	<b>Chelmsford Garden Community - Development Framework Document (Masterplan), Infrastructure Delivery Plan and Planning Framework Agreement</b> – For consideration before referral to Cabinet for decision
19 January 2023	<b>Masterplan for Land at Great Leighs</b> - To consider final masterplan of site allocated in Local Plan ahead of consideration by Cabinet  <b>Strategic Housing and Employment Land Availability Assessment (SHELAA)</b> – Annual Assessment
<i>Standing or other items not currently programmed</i>	<b>Review of adopted Chelmsford Local Plan / Integrated Impact Assessment</b> – Issues and Options Consultation Feedback.  <b>Public Realm SPD</b> – New replacement SPD for consultation  <b>Updates for Working Groups</b> – Chairs of the Working Groups to report on their recent activities