



Essex County Council

Cabinet

09:30	Tuesday, 15 March 2022	Council Chamber County Hall, Chelmsford, CM1 1QH
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For information about the meeting please ask for:

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Meeting Arrangements

In accordance with paragraph 14.7 of the Council's Constitution, the Leader has agreed that all members may take part in the meeting and vote if they are present via Zoom. The link to the Zoom meeting has been sent to members separately. Members of the public may watch on YouTube and there will of course be the normal public access to the Council Chamber, from which any member of the public may observe the meeting and make representations.

1	Membership, apologies, substitutions and declarations of interest	6 - 6
2	Minutes: 15 February 2022	7 - 12

3 Questions from the public

A period of up to 15 minutes will be allowed for members of the public to ask questions or make representations on any item on the agenda for this meeting. No statement or question shall be longer than three minutes and speakers will be timed.

On arrival, and before the start of the meeting, please register with the Democratic Services Officer.

4 Army and Navy Sustainable Transport Package: Preferred Option for the Junction Improvement (FP/274/01/22) 13 - 122

The Equality Impact Assessment is available [online](#) - please scroll to bottom of page, below Meeting Documents

5 Essex Housing Annual Delivery Plan 2022/23 (FP/156/09/21) 123 - 129

The Equality Impact Assessment is available [online](#) - please scroll to bottom of page, below Meeting Documents

6 Freeport East - Submission of Full Business Case to HM Government (FP/282/01/22) 130 - 139

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7 Enhanced Partnership Plan and Scheme (FP/226/11/21) 140 - 170

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8 Better Care Fund Plan and Arrangements 2022/23 (FP/286/01/22) 171 - 179

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9	Procurement of Accommodation-based Support for People with Mental Health Needs (FP/285/01/22)	180 - 192
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The Equality Impact Assessment is available [online](#) - please scroll to bottom of page, below Meeting Documents

10	Procurement of a new Integrated Community Equipment Service contract for 2023-2028 (FP/237/11/21)	193 - 204
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The Equality Impact Assessment is available [online](#) - please scroll to bottom of page, below Meeting Documents

11	Decisions taken by or in consultation with Cabinet Members (FP/292/02/22)	205 - 207
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12	Date of Next Meeting
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To note that the next meeting of the Cabinet will take place at 10.00am on Tuesday 19 April at County Hall, Chelmsford, CM1 1QH

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

Exempt Items

(During consideration of these items the meeting is not likely to be open to the press and public)

The following items of business have not been published on the grounds that they involve the likely disclosure of exempt information falling within Part I of Schedule 12A of the Local Government Act 1972. Members are asked to consider whether or not the press and public should be excluded during the consideration of these items. If so it will be necessary for the meeting to pass a formal resolution:

That the press and public are excluded from the meeting during the consideration of the remaining items of business on the grounds that they involve the likely disclosure of exempt information falling within Schedule 12A to the Local Government Act 1972, the specific paragraph(s) of Schedule 12A engaged being set out in the report or appendix relating to that item of business.

14 Confidential Appendix: Essex Housing Annual Delivery Plan 2022/23 (FP/156/09/21)

- Information relating to the financial or business affairs of any particular person (including the authority holding that information);

15 Confidential Appendix: Procurement of a new Integrated Community Equipment Service contract for 2023-28 (FP/237/11/21)

- Information relating to the financial or business affairs of any particular person (including the authority holding that information);

16 Urgent Exempt Business

To consider in private 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.

Committee: Cabinet

Enquiries to: Emma Tombs, Democratic Services Manager
Emma.tombs@essex.gov.uk

Membership, Apologies, Substitutions and Declarations of Interest

Recommendations:

To note:

1. Membership as shown below
2. Apologies and substitutions
3. Declarations of interest to be made by Members in accordance with the Members' Code of Conduct

Membership
(Quorum: 3)

Portfolio

Councillor K Bentley	Leader of the Council (Chairman)
Councillor L McKinlay	Deputy Leader and Community, Equality, Partnerships and Performance (Vice-Chairman)
Councillor T Ball	Education Excellence, Life Long Learning and Employability
Councillor M Buckley	Waste Reduction and Recycling
Councillor G Butland	Devolution, the Arts, Heritage and Culture
Councillor B Egan	Children's Services and Early Years
Councillor L Scott	Highways Maintenance and Sustainable Transport
Councillor J Spence	Adult Social Care and Health
Councillor L Wagland	Economic Renewal, Infrastructure and Planning
Councillor C Whitbread	Finance, Resources and Corporate Affairs

Minutes of a meeting of the Cabinet that took place in the Council Chamber at County Hall on Tuesday 15 February 2022

Present:

Councillor	Cabinet Member Responsibility
Councillor K Bentley	Leader of the Council (Chairman)
Councillor T Ball	Education Excellence, Life-Long Learning and Employability
Councillor M Buckley	Waste Reduction and Recycling
Councillor G Butland	Devolution, the Arts, Heritage and Culture
Councillor B Egan	Children's Services and Early Years
Councillor L Scott	Highways Maintenance and Sustainable Transport
Councillor J Spence	Adult Social Care and Health
Councillor L Wagland	Economic Renewal, Infrastructure and Planning
Councillor C Whitbread	Finance, Resources and Corporate Affairs

Councillors M Mackrory, D King, P Schwier, M Platt, and M Durham were also present. Councillors C Pond and D Harris attended remotely, via Zoom.

1. Membership, Apologies, Substitutions and Declarations of Interest.

The report of Membership, Apologies and Declarations was received and the following were noted:

1. There had been no changes of membership since the last report.
2. Apologies were received from Councillor McKinlay, Deputy Leader and Cabinet Member for Community, Equality, Partnerships and Performance, and Councillor Henderson, Leader of the Labour Group, for whom Councillor Harris substituted.
3. There were no declarations of interest.

2. Minutes of Previous Meeting

The Minutes of the meeting held on 18 January 2022 were approved as a true record and were signed by the Chairman.

3. Questions from the public

There were no questions from members of the public.

4. Approval to place 2022/23 contractual task orders with Ringway Jacobs for values of £2m and over (FP/235/11/21)

The Cabinet received a report containing matters related to the submission of business cases for the delivery of Essex Councils projects as part of the Colchester Town Deal programme for their consideration and approval.

The Cabinet Member for Highways Maintenance and Sustainable Transport responded to questions from Councillors Mackrory, Pond, and Harris in respect of the ordering and priority afforded to the various works, funding for cycleways, assurance around the quality of the work delivered, and how efficiencies may be identified and delivered in relation to Task Order 21.

Written responses would also be provided to:

Councillor Pond in relation to Task Order 28 and how the local overheads were determined, and the total breakdown of spend across a number of task orders related to footways, cycleways and highways;

Councillor King providing statistics on the number of times repairs to works were required and confirmation that these were delivered at no further cost;

Councillor Harris in respect of the position on liability for claims as referenced at paragraph 3.7 in the report.

Resolved:

1. Agreed that the Director, Highways and Transportation may issue the task orders to Ringway Jacobs as outlined in Table 1, Appendix 1 of the report after taking legal advice about the form and content of the task orders.
2. Agreed that the Cabinet Member for Highways Maintenance and Sustainable Transport, may change the work to be undertaken under the task orders.

5. Integrated Residential Nursing (IRN) Framework Annual Refresh and Placement Price Uplifts for 2022 (FP/262/12/21)

The Cabinet received a report containing matters related to the Integrated Residential Nursing (IRN) Framework Annual Refresh and Placement Price Uplifts for 2022 for their consideration and approval.

The Cabinet Member for Adult Social Care and Health responded to questions from Councillors Mackrory, King and Pond in respect of the checks undertaken for new providers, whether gap analysis and lobbying to government regarding further relaxation of immigration rules in this area would be of benefit and assurances in relation to the supply of care to rural areas. A written response would also be provided to Councillor Harris regarding what the 6.1% and 6.4% increases in the price bands for residential care and residential care with nursing meant in monetary terms and whether testing on the impact this may have on the industry had taken place.

Resolved:

1. Agreed to vary the price matrix in the IRN Framework Agreement with effect from 1 June 2022 so that each price band is increased by:
 - 6.1% for residential care as set out in Appendix A

- 6.4% for residential care with nursing as set out in Appendix A.
2. Agreed to undertake the annual Preferred Supplier Ranked List Review Process in accordance with the processes set out within the IRN Framework Agreement, to allow new providers on to the IRN Framework and existing IRN Framework providers to resubmit prices that will apply to new placements from 1 June 2022.
 3. That subject to the Executive Director, Adult Social Care being satisfied that it is lawful in each case to do so, to increase the weekly rate of all existing care home placements in place on 31 March 2022 and delivered via the IRN Framework Agreement by 6.1% for Residential and 6.4% for Nursing, capped at £685.72 per week for residential and £835.03 per week for nursing placements, with effect from 1 April 2022.
 4. Agreed to vary the IRN Framework Agreement to permit the changes set out in recommendation 2.3 above.
 5. That subject to the Executive Director, Adult Social Care being satisfied that it is lawful in each case to do so, agree to increase the weekly rate of all existing care home placements in place in the administrative area of the Council on 31 March 2022 commissioned by the Council pursuant to a spot purchase contract by 6.1% for Residential and 6.4% for Nursing, capped at £685.72 per week for residential and £835.03 per week for nursing placements, with effect from 1 April 2022.
 6. Agreed that the Executive Director, Adult Social Care is authorised, following the conclusion of the annual Preferred Supplier Ranked List Review Process set out in 2.2, to:
 - agree the terms of the variation to the IRN Framework Agreement referred to in paragraphs 2.1 and 2.4 above.
 - award IRN Framework Agreements to new providers;
 - award new providers on the IRN Framework an IRN Call Off Contract;
 - to agree the terms of the contract variations required for existing contracts referred to in paragraphs 2.3 and 2.5 above; and
 - re-rank providers in accordance with the published criteria in the IRN Framework Agreement.
6. **Live at Home Framework Agreement Pricing Refresh and Pricing Increase for Domiciliary Care Placements (FP/261/12/21)**

The Cabinet received a report containing matters related to the Live at Home Framework Agreement pricing refresh and pricing increase for Domiciliary Care Placements for their consideration and approval.

Resolved:

1. Agreed to vary the Live at Home Framework Agreement by increasing the hourly rates by 7.1% for all care types excluding target supply area rates,

as set out in Appendix B of the report, with such change taking effect from 3 April 2022.

2. Agreed to commence the Annual Review Process in the Live at Home Framework Agreement to allow existing providers to amend their framework prices with such price increases to be effective from 3 April 2022 until the next pricing refresh.
3. That subject to the Executive Director, Adult Social Care being satisfied that it is lawful in each case to do so, to increase the hourly rate as set out below for all existing placements in place on 2 April 2022 delivered via the Live at Home Framework Agreement with such price increase coming into effect from 3 April 2022 until the end of such placement:
 - a. an increase of £1.44 per hour for personal care (including carer's support, carer's break and night awake) placements;
 - b. an increase of £0.92 per hour for night sleeping placements; and
 - c. an increase of £0.92 per hour for 24-hour live-in care placements.
4. Agree to vary the Live at Home Framework Agreement to permit the changes set out in 3. above.
5. Subject to the Executive Director, Adult Social Care being satisfied that it is lawful in each case to do so, to increase the hourly rate as set out below for all existing placements commissioned by the Council in the administrative area of the Council for domiciliary care, in place on 2 April 2022, delivered via spot purchase contracts with such price increase coming into effect from effect from 3 April 2022 until the end of such placement:
 - a. an increase of £1.44 per hour for personal care (including carer's support, carer's break and night awake) placements;
 - b. an increase of £0.92p per hour for night sleeping placements; and
 - c. an increase of £0.92p per hour for 24-hour live-in care placements.
6. Agree that the Executive Director, Adult Social Care is authorised:
 - a. to agree the terms of the variation to the Live at Home Framework Agreement referred to in 1. and 4. above
 - b. following the conclusion of the Annual Review Process set out in 1., to re-rank providers in accordance with the published criteria set out in the Live at Home Framework Agreement; and
 - c. to agree the terms of the contract variations required for existing placements referred to in 3. and 4. above.

7. Replacement of temporary accommodation and enhancement of provision at Cedar Hall School, Benfleet (FP/278/01/22)

Cabinet received a report containing matters related to the replacement of temporary accommodation and enhancement of provision at Cedar Hall School, Benfleet, for their consideration and approval.

The Cabinet Member for Education Excellence, Life-Long Learning and Employability responded to questions from Councillor Mackrory regarding the proportions of the price / quality split, and the condition and standard of the site whilst the works were underway.

Resolved:

1. Agreed to replace temporary classrooms, and provide additional new accommodation in a new, permanent building, to be net-zero in operation, at Cedar Hall School, Benfleet.
2. Agreed to enter into a Pre-Construction Agreement with the successful contractor following completion of the first stage tender process in the Essex Construction Framework.
3. Agreed that the Head of Infrastructure Delivery is authorised to agree the terms of the Pre-Construction Agreement.
4. Agreed that the Head of Infrastructure Delivery is authorised to award a construction contract to the successful contractor, following the completion of the second stage tender process in the Essex Construction Framework, when he is content that the following conditions have been met:
 - 4.1. A satisfactory planning permission has been granted; and
 - 4.2. The construction costs are within the agreed budget and represent value for money.
5. Approve the capital budget for construction and associated project fees, as per the profile stated in the Confidential Appendix.

8. Decisions taken by or in consultation with Cabinet Members (FP/270/01/22)

The report was noted.

9. Date of the next meeting

The next meeting of the Cabinet would take place on Tuesday 15 March 2022, and was expected to be held in the Council Chamber at County Hall, Chelmsford.

10. Urgent Business

There was no urgent business.

11. Confidential Appendix: Replacement of temporary accommodation and enhancement of provision at Cedar Hall School, Benfleet (FP/278/01/22) (Public and press excluded)

The confidential appendix to report FP/278/01/22, to which minute 7, above, refers was agreed.

12. Urgent exempt business (Public and press excluded)

There was no urgent exempt business.

There being no further business, the meeting closed at 10.46am.

Forward Plan reference number: FP/274/01/22

Report title: Army and Navy Sustainable Transport Package: Preferred Option for the junction improvement.	
Report to: Cabinet	
Report author: Councillor Lesley Wagland, Cabinet Member for Economic Renewal, Infrastructure and Planning	
Date: 15 March 2022	For: Decision
Enquiries to: Andrew Cook, Director, Highways and Transportation email andrew.cook@essex.gov.uk or Hannah Neve, Principal Transportation and Infrastructure Planner hannah.neve@essex.gov.uk	
County Divisions affected: All Chelmsford Divisions	

1. Everyone's Essex

- 1.1 The Army and Navy junction in Chelmsford is a key gateway into and out of the city and was being used by up to 70,000 vehicles a day and 72 buses an hour prior to the COVID-19 pandemic. The junction consists of a five-arm roundabout, which until 2019 had a tidal flyover that carried one-way traffic (cars only) to and from the A1060/A1114 over the roundabout. The junction is already over capacity during the morning and evening peak times. As a result, it suffers from severe congestion and bus passengers, pedestrians, cyclists and drivers regularly experience delays. This also results in it being a poor-quality environment for all road users. The situation is expected to get worse in the future unless we do something differently.
- 1.2 We cannot continue to build additional capacity for vehicles by building more new roads. Instead, we need to provide better options for people to travel, especially for shorter journeys where we want walking or cycling to be the natural choice. The Army and Navy Sustainable Transport Package is an opportunity to develop a long-term and sustainable solution for Chelmsford with the re-design of the Army and Navy junction alongside the provision of sustainable and active travel infrastructure to encourage people to travel around the city in safer, greener, and healthier ways, improving journeys for everyone.
- 1.3 Identifying a preferred option for the junction will enable us to progress the development of an Outline Business Case for the Department for Transport (DfT) to bid for Major Road Network (MRN) funding.
- 1.4 The Army and Navy Sustainable Transport Package would deliver benefits in line with the Environment: Transport and Built Environment commitments set out within Everyone's Essex; to deliver a step change in sustainable travel across the county and encouraging active and sustainable travel to reduce pollution and congestion. This will be achieved with the investment in walking, cycling and bus priority facilities such as replacing the current subway and creating accessible walking and cycling connections at ground-level at the

junction, providing new bus lanes on Parkway and providing new cycle routes in the vicinity of the junction. It also aligns with the aims in Everyone's Essex of a strong and sustainable economy because it involves delivery of high-quality infrastructure to improve opportunities for people living in Essex.

2 Recommendations

- 2.1 Agree that the Hamburger Roundabout option is taken forward as the preferred option for the junction improvements.
- 2.2 Agree that the Director, Highways and Transportation, in consultation with the S151 Officer, should develop an Outline Business Case for this option and submit it to the Cabinet Member to approve for submission to the Department for Transport (DfT) for funding from Major Road Network (MRN) fund.

3 Background and Proposal

- 3.1 The Army and Navy junction is a critical part of the Chelmsford transport network and a vital gateway into and out of the city. It was being used by up to 70,000 vehicles a day and 72 buses an hour prior to the COVID-19 pandemic. The junction consists of a five-arm roundabout, which until 2019 had a tidal flyover that carried one-way traffic (cars only) to and from the A1060/A1114 over the roundabout. In normal times the junction is already over capacity during the morning and evening peak times. As a result, it suffers from severe congestion and bus passengers, pedestrians, cyclists and drivers regularly experience delays. This also results in it being a poor-quality environment for all road users. The situation is expected to get worse in the future unless we do something differently.
- 3.2 We cannot continue to build additional capacity for vehicles by building more new roads. Instead, we need to provide better options for people to travel, especially for shorter journeys where we want walking or cycling to be the natural choice. The Army and Navy Sustainable Transport Package is an opportunity to develop a long-term and sustainable solution for Chelmsford with the re-design of the Army and Navy junction alongside the provision of sustainable and active travel infrastructure to encourage people to travel around the city in safer, greener, and healthier ways, improving journeys for everyone.
- 3.3 A dedicated Army and Navy Taskforce, made up of elected members of Essex County Council, Chelmsford City Council and Great Baddow Parish Council and the local MP, has been supporting in driving forward the project and lobbying the Government for funding.
- 3.4 The Chelmsford Future Transport Network Strategy sets out a vision for Chelmsford to have a transport system which is best in class, offering enhanced connectivity, access and choice to residents, commuters, visitors and businesses. It also sets the approach to the city's transport network to give people real choice in the way they travel, helping keep the city moving, improve

people's health and wellbeing, protect the environment, and support economic growth. It focuses on the type of journey – short, medium, and long distance – and, through a zonal approach, prioritises specific modes of transport in different areas of Chelmsford, with an increasing focus on sustainable travel towards the city centre. The Army and Navy junction is on the border of the central and mid zones, meaning any scheme must include sustainable travel measures such as walking, cycling and buses.

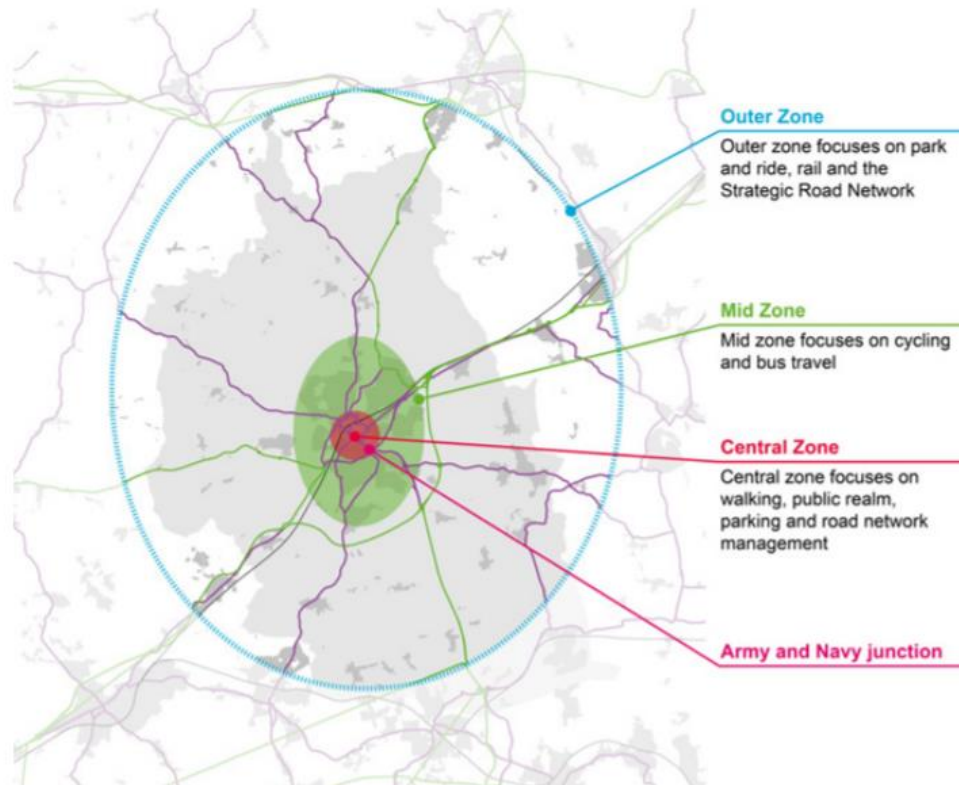


Figure 1: Chelmsford Future Transport Strategy

- 3.5 The Department for Transport (DfT) has also stressed the need for any scheme bidding for Major Road Network (MRN) funding to include sustainable transport improvements and this will be vital in successfully securing funding for the project.
- 3.6 The stated vision for the project is: To provide a sustainable solution which maximises the level of people throughput into and out of the City and which provides a gateway to the City befitting of the 21st Century.
- 3.7 The objectives of the project are to:
- Offer inclusive, attractive, and safe active travel measures (walking and cycling) across an improved and comprehensive network to encourage increased use for all
 - Positively manage resilience and journey time reliability, improving journey times for passenger transport services travelling into/ out of the City Centre Core

- Provide enhanced connectivity for communities within and beyond Chelmsford to support and promote sustainable housing and economic growth and regeneration both now and in the future
 - Increase the attractiveness of the gateway into the City Centre through design and public realm enhancements
 - Improve safety and the perception of safety for all users on the Chelmsford City network to enhance and promote a safe travelling environment
 - Manage environmental conditions (Air Quality and Noise)
 - Actively manage resilience and journey time reliability for private transport trips within the core urban area of Chelmsford and in particular management of through trips.
- 3.8 After a thorough assessment of a number of potential junction layouts and sustainable transport improvements (which is detailed in section 5 below), an eight-week public consultation was held in Summer 2021 between 9 August and 3 October 2021 to consult on the following proposals:
- Two junction options –
 - a Hamburger Roundabout (a roundabout with a road through the centre of it) and
 - Separate T-junctions – two new T-junctions would be created –one linking Essex Yeomanry Way and Chelmer Road, and the other linking Essex Yeomanry Way/Parkway and Van Diemens Road/Baddow Road. Traffic signals would be used to control traffic flow at the junctions.
 - A 350-space expansion of Sandon Park and Ride.
 - A new Park and Ride site in Widford (two site options are being considered).
 - Wider connectivity improvements across the walking and cycling networks
- 3.9 This decision relates specifically to the preferred option at the junction and the recommendation that the Hamburger option is taken forward as the preferred option for the junction improvements. This is in response to the public consultation where there was significant support for this option and is consistent with the technical work which illustrates its significant benefits.
- 3.10 The need to identify a Preferred Option for the junction improvement is to enable us to progress the development of the Outline Business Case for the Department for Transport (DfT) to bid for Major Road Network (MRN) funding. The Outline Business Case should be based on one option. The submission of the Outline Business Case is anticipated for Autumn 2022.
- 3.11 The Army and Navy Sustainable Transport Package would deliver benefits in line with the Environment: Transport and Built Environment commitments set out within Everyone's Essex; to deliver a step change in sustainable travel across the county and encouraging active and sustainable travel to reduce pollution and congestion.

4 Links to our Strategic Ambitions

4.1 This report links to the following aims in the Essex Vision

- Develop our County sustainably
- Connect us to each other and the world

4.2 Approving the recommendations in this report will have the following impact on the Council's ambition to be net carbon neutral by 2030: Although the proposed scheme could increase greenhouse gases by 0.03 million tonnes (MtCO₂e) over 60 years, it will provide significantly improved walking and cycling facilities and further prioritise public transport. These measures, combined with the ability to better manage traffic flows at the junction in the future, will support the Council's net carbon neutral ambitions.

4.3 This report links to the following strategic priorities in the emerging Organisational Strategy 'Everyone's Essex':

To deliver a step change in sustainable travel across the county and encouraging active and sustainable travel to reduce pollution and congestion.

5 Options

5.1 Extensive work has been carried out to help identify the right long-term solution for Chelmsford for this project. Significant work was undertaken to reduce a number of ideas to five initial options, which were shared with the public in November 2019. These were:

- Minor Road Layout Improvements
- Two-way Flyover
- Hamburger Roundabout – a roundabout crossed by a road as shown in figure 4 below
- Enlarged Roundabout and
- Separate T-Junctions – two new T-junctions would be created –one linking Essex Yeomanry Way and Chelmer Road, and the other linking Essex Yeomanry Way/Parkway and Van Diemens Road/Baddow Road. Traffic signals would be used to control traffic flow at the junctions.

5.2 The initial options were upgraded to include improved walking and cycling facilities at the junction and were evaluated to look at the effects on congestion, journey times, the economy and use of sustainable modes of transport, as well as environmental and construction impacts. During the various stages of the assessment process, lower performing options have been ruled out.

5.3 In April 2020 the **Minor Road Layout Improvements** option was ruled out because it would not go far enough in reducing congestion and delays at the junction or in helping to create additional capacity for pedestrians, cyclists and buses.

- 5.4 In January 2021 the **Two-Way Flyover** option was ruled out because it would increase city centre traffic and congestion the most, have the most damaging visual impact on the landscape and would not support the Park and Ride or walking and cycling aspirations of the Chelmsford Future Transport Network Strategy as well when compared with the other options.
- 5.5 In July 2021, the **Enlarged Roundabout** was ruled out because it would not meet the project objectives as well as the other two options. When accompanied by enhanced walking and cycling facilities at the junction, it would not sufficiently improve the junction for motorised vehicles and would be unlikely to secure funding.
- 5.6 The two remaining junction options - **Hamburger Roundabout** and **Separate T-Junctions** were taken forward to public consultation (August - October 2021).
- 5.7 Due to uncertainty about restrictions caused by the ongoing COVID-19 situation, it was decided that the consultation would have a strong digital focus, complemented by some more traditional approaches to help ensure it was as accessible as possible. The exhibition contained a series of information boards outlining the background to the project and details of our current options and proposals, as you would expect to find at a traditional consultation event. The virtual exhibition had a total 5,847 visitors during the consultation period.
- 5.8 In total, 850 responses to the consultation were received, including 842 survey responses, with the majority (76%) of those from residents of Chelmsford. Among the key findings were:
- More than half of participants agreed that the proposed package would have a positive impact on Chelmsford (18% strongly agree and 37% agree) while a further 24% described their views on this as neutral.
 - 60% of respondents indicated they preferred the hamburger roundabout option, compared with 21% who preferred the separate T-junctions option; 18% were undecided/no preference.
 - 20% of respondents said the hamburger roundabout option, together with the wider measures proposed, would encourage them to travel through the junction using a different mode of transport in the future – compared with 16% for the Separate T-junctions option.
 - Almost half of respondents agreed the ‘proposed walking and cycling improvements would create a more coherent network for pedestrians and cyclists in Chelmsford’ (12% strongly agree and 35% agree), while a further 32% described their views on the statement as neutral.
 - Most respondents (67%) had no preference about their preferred site for a proposed new Park and Ride in Widford, with slightly more respondents preferring the Greenbury Way site (18%) over the London Road site (13%).
 - The majority of respondents (60%) supported the idea of expanding Sandon Park and Ride before work got underway at the Army and Navy junction to help manage disruption and improve travel options during construction.

- 99 respondents commented that they would prefer a new flyover to either option. This option was not the subject of consultation for the reasons set out in paragraph 5.4 and these comments do not change our view that a new flyover should not be progressed.

5.9 In terms of notable qualitative feedback

- There was a good level of support for the proposed junction options and the impact they would be likely to have, however there were also a number of respondents who felt a flyover would be a better option for the junction. Concerns were also raised about certain elements of the junction options, notably the potential for confusion, the increase in the number of traffic signals, perceived worsening of congestion and traffic flow and the negative impact of proposals to remove existing permit parking bays in Van Diemens Road.
- Some respondents felt the proposed walking and cycling measures did not go far enough and there was mixed feedback about proposals to remove the existing subway and replace it with ground-level crossings.
- There was good support for the proposed expansion of Sandon Park and Ride and a proposed new Park and Ride site in Widford, although some questioned the demand for these measures, particularly in light of the impacts of the COVID-19 on passenger numbers. A number of concerns were raised about the safety of pupils regularly walking to a school playing field neighbouring the London Road site and needing to cross the road at the proposed entrance to the site.

5.10 The consultation provided a valuable insight into the public's views about the proposed Army and Navy Sustainable Transport Package. The feedback received plays an important role in informing the decisions made on the project including supporting the identification of a preferred junction option, as well as helping inform detailed design and highlighting points to be considered. However it is one factor of various other factors which form part of the decision-making process such as benefits and costs, environmental considerations, construction and objectives (see Figure 2 below).



Figure 2: Decision Making Process

5.11 The benefits of the Hamburger Roundabout and Separate T-Junctions are outlined below, focusing on the Safer, Greener Healthier elements:

- **Walking and cycling** – Both options would enable quicker and safer journeys for cyclists, reducing average peak period journey times through the junction by 35% (Hamburger Roundabout) and 22% (Separate T-Junctions). Improved pedestrian facilities would provide a safer and more attractive walk through the junction, with all crossings at ground level rather than in a subway. Walking through the junction at ground level would be about 11% quicker (Hamburger Roundabout) and 4% quicker (Separate T-Junctions) on average, while average walking times would be similar (Hamburger Roundabout) and slightly slower (Separate T-Junctions) to those where the subway is currently used.
- **Health and wellbeing** – More people walking and cycling would result in health benefits, such as reduced illness and increased life expectancy, valued at £19 million*¹ (for both the Hamburger Roundabout and Separate T-Junctions)
- **Park and Ride** – Would result in a 28 - 32%* increase (Hamburger Roundabout) and 38 - 45%* increase (Separate T-Junctions) in total Park and Ride passenger numbers by 2041
- **Bus improvements** – New bus priority measures would reduce peak period bus journey times through the junction by about 24% on average (Hamburger Roundabout) and average peak period bus journey times through the junction would be marginally quicker (0.2%) with the Separate T-Junctions.

5.12 Detailed evaluation of the junction options, using predicted future travel levels to assess the likely impacts of the option across a range of categories, has been undertaken. The results of which are:

- **Economic Growth:** Positive impact on the economy, resulting in an estimated £62m - £73m* increase (Hamburger Roundabout) and £12m - £27m* increase (Separate T-Junction) in GDP (Gross Domestic Product) over 60 years
- **Travel Time:** Large travel time and journey time reliability improvements, with benefits valued at about £245m - £284m* (Hamburger Roundabout) and £86m - £144m* (Separate T-Junction)
- **Traffic:** Reduced congestion at the Army and Navy junction, with an average reduction in travel time through the junction at peak times for motorised vehicles of about 49% (Hamburger Roundabout) and about 7% (Separate T-Junction) in the opening year (2026).

For the Separate T-Junction no U-turns would be possible at the junction. No direct turns from Baddow Road to Essex Yeomanry Way or Chelmer Road and Van Diemens Road to Baddow Road. The movements would instead be made by performing a U-turn at the Odeon roundabout.

¹ * All monetary values are net present value (2020 prices). Any range in values reflects which Widford Park and Ride site is chosen (Greenbury Way or London Road respectively)

- **Objectives:** Both schemes meet the project objectives well and are also in line with wider Government objectives, such as improving access and productivity. However, the Hamburger Roundabout scores more highly across the objectives than the Separate T-Junction.
- **Costs:** The overall cost of the Army and Navy Sustainable Transport Package varies by just 2%, depending on which junction layout option is chosen, however the Hamburger Roundabout is estimated to cost less than the Separate T-Junction.

5.13 Other impacts

5.13.1 Air Quality: The Air Quality Management Area (AQMA) between the Army and Navy junction and the Odeon Roundabout is not expected to be an AQMA by the opening year of the scheme (2026). For both the Hamburger Roundabout and the Separate T-Junctions no exceedances of annual mean nitrogen dioxide (NO₂) Air Quality Objectives (threshold levels set to protect human health) are predicted at sensitive receptors (areas where the occupants are more susceptible to adverse effects of exposure to air pollutants) within the current Air Quality Management Area with the scheme in place.

5.13.2 Carbon Emissions: Increase in greenhouse gases of 0.03 million tonnes (MtCO₂e) over 60 years (0.003% of total surface transport emissions in the wider Essex area) for the Hamburger Roundabout and 0.05 million tonnes (MtCO₂e) over 60 years (0.005% of total surface transport emissions in the wider Essex area) for the Separate T-Junction, although this could potentially be lower in the future with parking strategy changes, vehicles switching to more efficient fuels or changing travel behaviours. These increases are relatively low for schemes of this type and ECC will have the opportunity, with a fully signalised junction in place, to far better control and prioritise traffic flows through the junction. The vastly improved pedestrian and cycling facilities at the junction, in association with the improved bus priority measures will encourage active travel and support the Council's net carbon neutral ambitions.

5.13.3 Construction: Construction is estimated to take approximately 18 - 22 months for the Hamburger Roundabout and approximately 22 - 26 months for the Separate T-Junctions. The economic impact of the traffic delay caused by the construction of the option is valued at about £7.3 million (2010 prices) for the Hamburger Roundabout and about £5.3 million (2010 prices) for the Separate T-Junctions. The economic impact of the Separate T-Junctions is lower than the Hamburger Roundabout option because more of the construction is away from existing roads.

5.13.4 Noise: Change in noise levels would be likely to be experienced throughout our study area, although the change in levels would generally be minor or negligible (+ or – 2.9dBA). Some homes would be likely to experience a minor noise increase due to increased traffic flows/speeds, primarily those along Princes Road and Van Diemens Road for the Hamburger Roundabout option and those along Essex Yeomanry Way in Meadgate and parts of Great Baddow and Moulsham for the Separate T-Junctions option. Other properties would be likely to experience a minor noise decrease, including those along Longfield Road, Gloucester Avenue and Maldon Road in Great Baddow, and within the Old Moulsham Estate for the Hamburger Roundabout option and

those along Baddow Road, Longfield Road, Gloucester Avenue and Maldon Road in Great Baddow, and within Moulsham for the Separate T-Junctions option. Noise mitigation measures, such as noise barriers, could reduce these adverse impacts, where possible.

- 5.13.5 **Landscape:** The Hamburger Roundabout option would largely be within the footprint of the existing roundabout, and it is likely that some of the existing trees would be lost within the roundabout. The reconfiguration of the Separate T-Junctions would move traffic away from residential properties at the northern end of Baddow Road and listed buildings (Hamlet Terrace and Moulsham Mill). Both options would have a localised impact on the Chelmer and Blackwater Navigation Conservation Area West, including loss of vegetation along Essex Yeomanry Way, however there are opportunities for replanting in this area. With the Separate T-Junctions option there would also be the opportunity to improve pedestrian circulation and could include extending the green space next to the Chelmer and Blackwater Navigation Conservation Area West to soften views of the road from the conservation area and listed buildings at Moulsham Mill.
- 5.13.6 **Historic Environment:** For both options, no impact on historic landscape is expected. The proposals could have an effect on the setting of individual Grade II listed buildings and on non-designated heritage assets, however, further assessment would be required.
- 5.13.7 **Flooding:** Certain elements of the options, such as the new left-turn slip road from Chelmer Road to Essex Yeomanry Way for the Hamburger Roundabout option and the realignment of Chelmer Road for the Separate T-Junctions, would be within an area of floodplain and would be likely to have an adverse impact of flood risk. However, with both options, mitigation measures would be included within the design to avoid or minimise the impact. Further assessment is required.
- 5.13.8 **Biodiversity:** Both options could result in adverse impacts on local habitats, including Chelmsford Water Meadows Local Wildlife Site and protected species. There would also be a loss of trees (approximately 80 for the Hamburger Roundabout and approximately 60-70 for the Separate T-Junctions). Mitigation measures would minimise any adverse impacts and ecological enhancement opportunities would be explored. There will be a biodiversity 'net gain' target, with habitat compensation either on or off the site of the scheme.
- 5.13.9 **Safety:** Both options would provide a safer junction than the existing one for private vehicles, although total accidents would increase by 1.2-1.9%* for the Hamburger Roundabout and by 0.9-1.8%* for the Separate T-Junctions simply because of the additional traffic currently predicted to travel through the junction (using the DfT's growth forecasts) and the creation of a new access junction for a proposed Widford Park and Ride site. The package of sustainable transport measures included within the Army & Navy scheme will provide ECC with the tools needed to be able to further encourage active travel, which should help to control traffic growth at the junction.

- 5.14 In summary, when assessed against the DfT's key business case criteria (as set out in Figure 3, below), the Hamburger Roundabout option performs better than the Separate T-Junction option because it:

- Fits better with project specific and wider Government objectives

- Would have a much greater positive impact on the economy
- Represents far better Value for Money
- Would have a more positive impact on Well Being
- Would be quicker to build, with fewer risks
- Has greater public acceptability

5.15 The preferred option for the junction improvement is therefore the Hamburger Roundabout option illustrated diagrammatically below (Figure 4).



Figure 4: Hamburger Roundabout option (visualisation)

6 Issues for consideration

6.1 Financial implications

6.1.1 The estimated overall cost of the Army & Navy Sustainable Transport Package is expected to be £67.660m including an allowance for risk of £14.17m and the implications of a Compulsory Purchase Order of land, should it be required, for the junction improvements. The table below sets out the anticipated expenditure and funding profiles and no increase to the borrowing requirement of ECC is required as a result of this investment decision. However some uncertainty remains over the external funding streams as set out below and this position may change over time.

	Historic spend £000	2021/22 Forecast £000	2022/23 £000	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000	Total £000
Expenditure	2,420	1,355	2,541	1,951	10,955	20,764	17,393	10,281	67,660
ECC	2,420	1,355	1,160	139	1,074	-	-	-	6,149
CIL (CCC)	-	-	-	1,812	2,188	-	-	-	4,000
DfT (MRN)	-	-	1,381	-	7,692	20,764	17,393	10,281	57,511
Total	2,420	1,355	2,541	1,951	10,955	20,764	17,393	10,281	67,660

6.1.2 The project is expected to be funded as follows, subject to confirmation and agreement with DfT and CCC:

- (a) £57.511m from the Department for Transport via the Major Roads Network (MRN) programme. This is an increased ask of the MRN funding and will be subject to approval following the submission of the OBC. The DfT have recently issued a letter dated 18 January 2022 that sets out it is not able to fund all schemes currently in their programme to the full scale and timing. This scheme meets the requirement of the MRN funding and has recently received confirmation of a successful SOBC on 1 February 2022. However should the full funding not be agreed, ECC will be required to either reduce the scope of the project to match the available budget envelope or to seek alternative funding.
- (b) £10.149m via the 15% minimum required local contribution to be split between Essex County Council capital funding at £6.149m and Community Infrastructure Levy (CIL) contributions at £4m held by Chelmsford City Council.

6.1.3 Major Roads Network (MRN) Funding: Officers are currently working on securing the MRN funding for delivery. The project has been successful at the Pre-Strategic Outline Business Case in 2019 and the Strategic Outline Business Case in early 2022, with approval to progress to the next stage – submission of an Outline Business Case (OBC). Officers are currently working with the DfT on the progression of the OBC and envisage submission of this in Autumn 2022, where approval in principle would be obtained (subject to Final Business Case (FBC) approval). It is worthy of note that the DfT have awarded ECC £1.381m towards the cost of developing the OBC.

6.1.4 Community Infrastructure Levy (CIL) Monies: In October 2018 Chelmsford City Council (CCC) approved the identification of the Army and Navy junction as a key strategic infrastructure priority for the allocation of CIL monies. CCC have sent written confirmation to contribute £4m to the project.

6.1.5 ECC Capital Commitment: Up to a maximum £8.150m of ECC capital funding has already been allocated to this project, to date £3.304m of costs have been incurred. This funding has been allocated for: all stages of design for A&N Sustainable Transport Package elements; public consultation; communications; planning applications; land purchase; development of business cases for DfT; tender documentation.

6.1.6 The DfT changed the MRN funding criteria to allow for awards of more than the initial cap of £50m, providing the 15% local authority contribution is made.

Should ECC be awarded the full allocation from both DfT and CCC there may be scope to reduce the ECC contribution from £8.150m to £6.149m.

- 6.1.7 The expansion of the existing park and ride sites is not expected to result in a significant increase to the revenue costs of its operation. The usage of the sites will be carefully monitored, with additional buses and staffing to be instated when sufficient demand is created. There will likely be a small increase to the site maintenance. The progression of the park and ride proposals will come forward internally with sensitivity analysis modelled.

Financial Risks:

- 6.1.8 ECC will be responsible for any cost escalation that emerges and may be required to descope or find alternative external funding to contain this.
- 6.1.9 Both MRN and CCC funding are yet to be confirmed, therefore ECC continues to spend at risk on this project. If this scheme were not to progress
- 6.1.10 The expenditure forecast has allowed for £5.315m for inflation related to CPO impacts (on top of the £14.17 risk allowance), but with no specific allowance for CPO. If a CPO is not required, the spend profile included above will change.

6.2 Legal implications

- 6.2.1 The construction of any junction will need careful consideration of many legal issues including:
- 6.2.1 It is understood that the hamburger roundabout cannot be constructed without acquiring land. Should we be unable to acquire the land by agreement then the council will need to use compulsory purchase which could delay the programme and involve expensive legal advice and compensation.
 - 6.2.2 What level of environmental assessment is required
 - 6.2.3 The risk of claims from the owners of property nearby
 - 6.2.4 Planning permission
 - 6.2.5 Relocating equipment belonging to statutory undertakers
 - 6.2.6 Procurement of a contract for the construction
 - 6.2.7 Ensuring that the design minimises the risk of liability for accidents
- 6.2.2 These issues cannot be resolved until more detailed work is undertaken but they will be an important consideration in assessing how long the scheme will take to deliver and how much it will cost.

7 Equality and Diversity Considerations

- 7.1 The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:
- (a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful

- (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
- (c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

7.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).

7.3 The equality impact assessment indicates that the proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

- Although the recent public consultation had a strong digital focus this was complemented by some more traditional approaches to help ensure it was as accessible as possible, including an audio version via Chelmsford Talking Newspaper.
- The design of the scheme has to be compliant to design standards and LTN1/20 guidance so all users of the network are considered.
- Improvements for sustainable transport measures (bus, walking and cycling) will offer a positive impact to all ages accessing education, employment, health, retail and leisure. However this would specifically positively impact the younger and older generation.
- Improvements for sustainable transport measures (bus, walking and cycling) will offer a positive impact to those with a physical impairment. The improvements to the walking and cycling options, which would be LTN1/20 compliant, would help facilitate journeys. Or, if using the bus services, the improvements here would also offer benefits.
- For those who are either elderly or have a physical disability who are unable to walk, cycle or use the bus, the car can continue to be used and the package provides improvements to vehicles travelling through the junction too.

8 List of Appendices

8.1 Equality impact assessment

8.2 Consultation Report

9 List of Background papers

9.1 Army and Navy Sustainable Transport Package Public Consultation Brochure



Army and Navy Sustainable Transport Package

Public Consultation Report

January 2022

Army and Navy Sustainable Transport Package

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Executive summary

The Army and Navy junction is a critical gateway in and out of the city of Chelmsford but is operating significantly over capacity during morning and evening peak times, meaning users regularly experience congestion and delays.

Supported by the Army and Navy Task Force, Essex County Council has explored a variety of potential improvements and developed a proposed Army and Navy Sustainable Transport Package, featuring junction layout improvements (two junction options – hamburger roundabout and separate T-junctions), alongside walking and cycling measures, expansion of the existing Sandon Park and Ride and a new Park and Ride site in Widford (two site options – London Road and Greenbury Way).

An eight-week public consultation took place between August and October 2021 to support the identification of a preferred junction option, inform detailed design and highlight any points for consideration before final decisions are made. Because of uncertainty caused by the ongoing COVID-19 situation, the consultation had a strong digital focus, complemented by more traditional approaches to make it as accessible as possible.

In total, 850 responses to the consultation were received, including 842 survey responses, with the majority (76%) of those from residents of Chelmsford.

Among the key findings were:

- More than half of participants agreed that the proposed package would have a positive impact on Chelmsford (18% strongly agree and 37% agree) while a further 24% described their views on this as neutral.
- 60% of respondents indicated they preferred the hamburger roundabout option, compared with 21% who preferred the separate T-junctions option. 18% indicated they were undecided or had no preference, while 1% did not answer the question.
- 20% of respondents said the hamburger roundabout option, together with the wider measures proposed, would encourage them to travel through the junction using a different mode of transport in the future – compared with 16% for the separate T-junctions option.
- Almost half of respondents agreed the ‘proposed walking and cycling improvements would create a more coherent network for pedestrians and cyclists in Chelmsford’ (12% strongly agree and 35% agree), while a further 32% described their views on the statement as neutral.
- Most respondents (67%) had no preference about their preferred site for a proposed new Park and Ride in Widford, with slightly more respondents preferring the Greenbury Way site (18%) over the London Road site (13%).

- The majority of respondents (60%) supported the idea of expanding Sandon Park and Ride before work got underway at the Army and Navy junction to help manage disruption and improve travel options during construction.

In terms of notable qualitative feedback, there was a good level of support for the proposed junction options and the impact they would be likely to have, however there were also a number of respondents who felt a flyover would be a better option for the junction. Concerns were also raised about certain elements of the junction options, notably the potential for confusion, the increase in the number of traffic signals, perceived worsening of congestion and traffic flow and the negative impact of proposals to remove existing permit parking bays in Van Diemens Road.

Some respondents felt the proposed walking and cycling measures did not go far enough and there was mixed feedback about proposals to remove the existing subway and replace it with ground-level crossings.

There was good support for the proposed expansion of Sandon Park and Ride and a proposed new Park and Ride site in Widford, although some questioned the demand for these measures, particularly in light of the impacts of the COVID-19 on passenger numbers. A number of concerns were raised about the safety of pupils regularly walking to a school playing field neighbouring the London Road site and needing to cross the road at the proposed entrance to the site.

The consultation has provided a valuable insight into the public's views about the proposed Army and Navy Sustainable Transport Package. The feedback received will play an important role in informing the decisions made by the Army and Navy Task Force and Essex County Council, including supporting the identification of a preferred junction option, as well as helping inform detailed design and highlighting points to be considered.

1. Introduction

The Army and Navy junction is a critical part of the Chelmsford transport network and a vital gateway into and out of the city. The junction consists of a five-arm roundabout. Under normal circumstances, up to 70,000 vehicles a day use the junction and it is already operating significantly over capacity during morning and evening peak times. As a result, the junction suffers from severe congestion and delays, which impact on safety and resilience, productivity and the potential future growth of the city. It also results in a poor-quality environment for all road users.

The issues at the junction were compounded by the closure and removal of the previous flyover for safety reasons. The situation at the gateway is expected to get worse in the future unless we do something differently. We cannot keep building new roads and need to instead provide better options for people to travel, encouraging safer, greener and healthier ways of getting around the city, especially for shorter journeys, where we want walking or cycling to be the natural choice. Through the proposed Army and Navy Sustainable Transport Package, Essex County Council is seeking to do just that.

A dedicated Army and Navy Taskforce, made up of elected members of Essex County Council, Chelmsford City Council and Great Baddow Parish Council and the local MP, has been supporting us in driving forward the project and exploring options. The views of the community are very important to us and we have also held workshops and meetings with community groups, businesses, transport groups and local councillors as the project has developed, as well as regularly updating the wider public on progress.

Having explored and assessed a variety of potential improvements, residents, businesses, and other interested parties were encouraged to have their say on two remaining junction options and a wider package of sustainable transport measures as part of a public consultation in summer/autumn 2021.

The proposed Army and Navy Sustainable Transport Package, as consulted on, has four key elements:

- 1) Improvements for all users of the Army and Navy junction:
 - Two distinct new junction layout options (Hamburger Roundabout and Separate T-Junctions)

Hamburger Roundabout

Resembling the look of a hamburger, this type of roundabout has a main road running through it. Traffic would be able to travel straight through the centre of the junction between Essex Yeomanry Way and Parkway. Other movements would be made using the roundabout, with traffic signals used to manage flows and priority. A left-turn slip road would be created between Chelmer Road and Essex Yeomanry Way.

Separate T-junctions

Two new T-junctions would be created – one linking Essex Yeomanry Way and Chelmer Road, and the other linking Essex Yeomanry Way/Parkway and Van Diemens Road/Baddow Road. Traffic signals would be used to control traffic flow at the junctions.

- Significantly enhanced walking and cycling facilities

Both options include significantly improved walking and cycling facilities at ground-level at the junction, replacing the current subway and creating attractive, safe and accessible routes. Fully segregated cycle lanes and direct crossings are proposed, in line with Department for Transport's latest guidance. Optimised signal timings would help ensure pedestrians and cyclists can travel across the junction safely and quickly.

- Improved bus priority measures

New bus lanes and bus priority measures would be added on Parkway and existing measures would be maintained on Essex Yeomanry Way and into the junction.

2) Improvement and expansion of Sandon Park and Ride

We are proposing an upgrade and approximate 350-space expansion of the Sandon Park and Ride site to meet increased demand, both now and in the future. It is hoped that initial works at the Park and Ride site can begin before any improvements at the Army and Navy junction so that additional capacity is available to meet the predicted increase in demand during construction and help minimise disruption. It is also hoped that new Park and Ride users will continue to use the service once construction is complete.

3) A new Park and Ride site in Widford

A new Park and Ride in Widford has been a long-standing aspiration for both Essex County Council and Chelmsford City Council and is now being proposed as part of the Army and Navy Sustainable Transport Package to provide greater travel options and enable sustainable growth of the city. We are considering two potential sites in Widford – one off the A414 London Road and one off the A414 Greenbury Way.

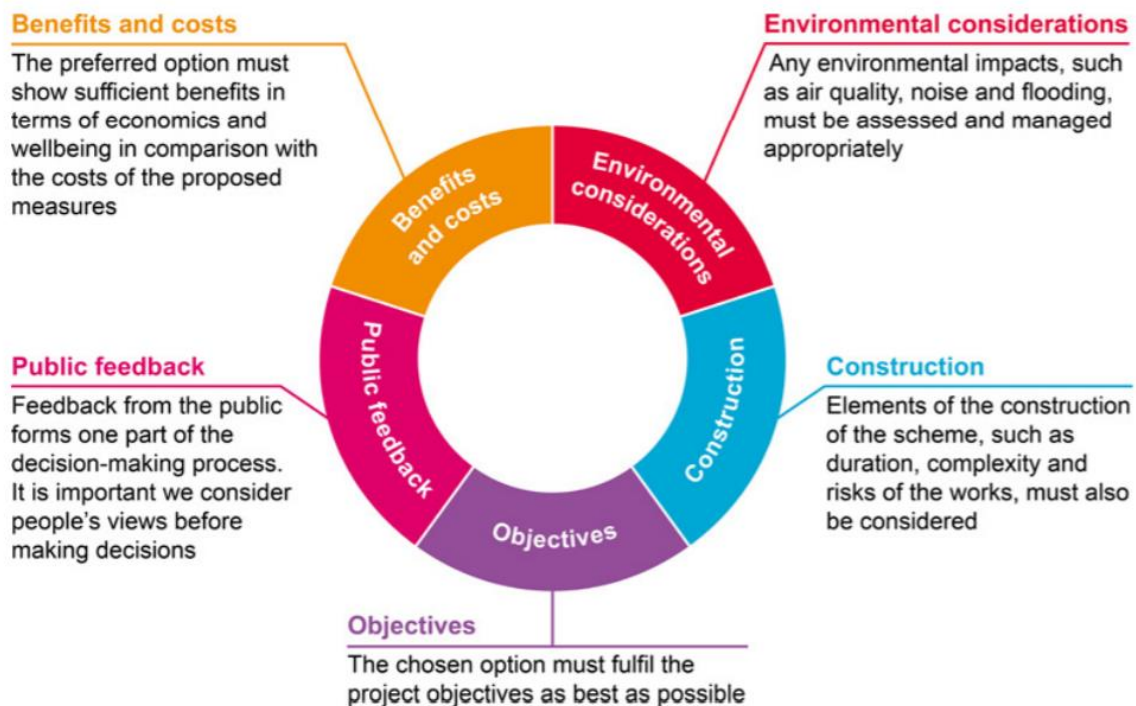
4) Additional connectivity improvements across the walking and cycling networks

- New pedestrian and cycling facilities on Baddow Road
- New cycle route through Meadgate Avenue and a new cycleway alongside Essex Yeomanry Way, providing an improved route through to the junction and city centre from Great Baddow
- Connection to existing Chelmer Road to Chelmer Village cycle route
- Fully segregated two-way cycle route on eastern side of Van Diemens Road, connecting to the Moulsham to city centre route

- New segregated cycleway into the city centre via the Parkway/River Chelmer route
- Potential new cycle route from Sandon Park and Ride site to the city centre (route options are still under consideration)
- Potential new cycle route from Widford Park and Ride site to the city centre (route options from both sites are still under consideration)

In line with the Department for Transport's transport appraisal process, the public consultation provided an opportunity to seek feedback on the options being considered. This is good practice when a scheme has reached a stage in which local people can meaningfully review and comment on proposals. We have not made any final decisions and, as shown below, responses to the consultation will be considered alongside other key factors to help support our decision-making processes, including the identification of a preferred junction option.

Figure 1 - Considerations as part of the decision-making process



This report sets out our approach to consultation and summarises the feedback received through the consultation process.

2. Methodology

The public consultation period ran from Monday 9 August 2021 to Sunday 3 October 2021. The aim of the consultation, which was non-statutory, was to allow the public to provide feedback on the proposals presented as part of the Army and Navy Sustainable Transport Package.

Given the public consultation started during the summer holidays, we made the decision to run the consultation for eight weeks, rather than the typical six-week consultation period, to help ensure people had plenty of opportunity to respond.

Two junction layout options were presented to the public - a Hamburger Roundabout option and the Separate T-junctions option – alongside the proposed expansion of Sandon Park and Ride, a new Park and Ride at Widford (two site options) and various wider walking and cycling improvements.

At this stage, all proposals and options outlined as part of the Army and Navy Sustainable Transport Package are considered viable and no preferred junction option or Widford Park and Ride site were stated. With proposals still at a formative stage, consultation at this point in the project can demonstrate levels of support, inform detailed design and highlight points for consideration, as well as helping to inform our decisions.

To capture people's feedback on the proposals, a consultation survey was developed and included a mixture of questions to assess levels of support for the different elements of the proposed sustainable transport package and capture public feedback (see 2.2 Survey).

A series of online and in-person events and activities were also organised and took place during the consultation period (see 2.4 Consultation events).

2.1 Consultation materials and access

Due to uncertainty about restrictions caused by the ongoing COVID-19 situation, it was decided that the consultation would have a strong digital focus, complemented by some more traditional approaches to help ensure it was as accessible as possible.

A virtual exhibition (see Appendix C) was created and open 24/7 throughout the consultation, allowing people to visit at a time to best suit them. It was felt this additional flexibility would help accommodate those who have other commitments during typical working hours and may otherwise not have time to participate and could attract engagement from a broader demographic. The exhibition contained a series of information boards outlining the background to the project and details of our current options and proposals, as you would expect to find at a traditional consultation event. The virtual exhibition had a total 5,847 visitors during the consultation period.

A series of visualisations showing how the two junction options would look and work for different users, including pedestrians, cyclists and buses, were also produced. Using estimated future traffic levels at morning and evening peak times and our latest designs for both options, the videos allowed people to experience realistic journeys through the junction from the perspectives of the different users. An overview video also summarised how the two options would work, the key design features and the journey time improvements they would provide. Visualisations, showing the proposed layouts of the expanded Sandon Park and Ride and two Widford Park and Ride site options, were also produced. The visualisations were available to watch within the virtual exhibition, as well as uploaded to the [Essex Highways YouTube channel](#). Within the exhibition, the visualisation videos were clicked on more than 25,000 times. Snippets of the visualisations were also included in an animation video, which provided an overview of the background to the project and the proposals being considered as part of the Army and Navy Sustainable Transport Package.

Figure 2 - Image showing visualisation of the Army and Navy junction



In addition to these wholly digital elements, a [consultation brochure](#) was also produced. The brochure was available to view and download on the project webpage, while printed copies were also available upon request or to collect from County Hall, the Civic Centre and all Chelmsford libraries to help ensure those without internet access or who are uncomfortable online were not excluded. To make the consultation as accessible as possible, we also worked with local charity, Chelmsford Talking Newspaper, which recorded audio read-throughs of our consultation boards and brochure. The recordings were sent out via Chelmsford Talking Newspaper to its regular listeners and also made available via our webpage, helping enable our consultation to be accessed by people who are blind or partially sighted.

Finally, we also produced an easyread consultation brochure to make the information easier to understand for children and people with learning disabilities. The brochure was available on our webpage, with printed copies again available on request or from County Hall, the Civic Centre and all Chelmsford libraries.

2.2 Survey

The consultation survey contained 22 questions regarding the proposed Army and Navy Sustainable Transport Package and was split into various sections, focusing on each junction option, the proposed walking and cycling improvements, and the Park and Ride proposals (see Appendix A for full survey questions). Both quantitative and qualitative data was gathered through a range of closed and open-ended questions to gauge support for the various elements of the sustainable transport package and provide a better understanding of respondents' opinions about the proposals.

To analyse the qualitative feedback, an emergent coding approach was used with every consultation response read and reoccurring themes and trends identified. Where comments given have been used in this report to demonstrate points raised, please note they have been corrected for grammar and spelling if required. In devising the consultation questions, particular effort was made to help ensure respondents could provide feedback on the various individual elements of the sustainable transport package. However, comments were not always provided only in those sections and there was notable repetition of themes across the responses to different questions.

Personal information and demographic questions were also included to improve our understanding of who had responded and to help ensure the continued development of our equality and diversity monitoring. Where personal information was requested, it was made clear that the information provided was confidential, would be protected in line with our responsibilities under the GDPR (General Data Protection Regulation) and would solely be used for the purposes of the Army and Navy Sustainable Transport Package project.

The following privacy statement was included in the consultation brochure.

This survey is for you to provide information to be used by the Army and Navy project. Under the GDPR we have a legal duty to protect any information we collect from you. The information will only be used for the purposes of this project and will not be kept longer than is necessary to do so, up to a maximum of five years. We share this information with our partners Jacobs and Ringway Jacobs but we will not share your personal details with any other agency unless we have concerns that you or another individual may be at risk of harm or if it is required by law. We do not collect personal information for commercial purposes. If you would like to find out more about how Essex County Council uses personal data, please go to: www.essex.gov.uk/privacy or call: 03457 430 430. Essex County Council has a Data Protection Officer who makes sure we respect your rights and follow the law. If you have any concerns or questions about how we look after your personal information, please contact the Data Protection Officer at DPO@essex.gov.uk or by calling 03457 430 430 and asking to speak to the Data Protection Officer.

2.3 Methods of responding

The consultation had three official channels for submitting consultation responses.

Online survey: Available on the Essex County Council consultation portal and via the scheme webpage.

Freepost address: Details were included in the consultation brochures and on the webpage, enabling people to send in paper copies of the response form located at the back of the consultation brochures or their own written responses without charge.

Email address: Details of the project email address were included in the consultation brochures and on the website.

2.4 Consultation events

We hosted a series of both face-to-face and online events during the consultation period to enable people to find out more about the proposals and ask the project team questions.

The following table provides a full list of the various events.

Table 1 - List of events

Event type	Location	Date	Time
Live web chat	Live chat session within the virtual exhibition	Tuesday 17 August	6pm-9pm
Live webcast	Video call-style webcast on Microsoft Teams	Wednesday 25 August	7pm-8pm
Live web chat	Live chat session within the virtual exhibition	Friday 3 September	10am-1pm
Live webcast	Video call-style webcast on Microsoft Teams	Thursday 9 September	8pm-9pm
In-person drop-in event	High Street, Chelmsford	Saturday 11 September	12pm-4pm
In-person drop-in event	High Street, Chelmsford	Thursday 16 September	1pm-5pm
Live web chat	Live chat session within the virtual exhibition	Saturday 18 September	2pm-5pm
School careers event	Moulsham High School	Wednesday 22 September	8am-4pm

Live web chats

A series of three-hour live web chat sessions took place during the consultation to provide the opportunity for the public to 'chat' live with the project team through a chat function in the virtual exhibition. The messaging function was also available within the virtual exhibition throughout the consultation, however, it was made clear that any messages sent outside of the specific web chat sessions would not be responded to instantly and would instead be managed like other project enquiries. Although the live web chats were not particularly well attended, they provided another opportunity for people to ask questions about the project and did result in some detailed questions and conversations about proposed elements of the Army and Navy Sustainable Transport Package.

Live webcasts

Two live webcast meetings were held on Microsoft Teams during the public consultation period. These provided the chance for people to find out more about the proposals and allowed the project team to set the scene for the consultation, explain the background and context to the project, and outline the different elements of the proposed sustainable transport package. The online events also enabled attendees to submit written questions which were then answered live by the project team during a question-and-answer session. Up to 127 people attended the events and the questions asked included topics such as timescales, safety, traffic modelling, park and ride demand and elements of the proposed walking and cycling measures. Any questions that were unable to be answered during the events were added to the questions and answers section of the project webpage, with written answers provided for each.

In-person drop-in events

Two face-to-face drop-in events were held in Chelmsford city centre where the public could come to talk to the project team. The events took place in a central location in the High Street and allowed people to discuss the proposals with us and ask any questions. Consultation brochures were also available for people to read and take away with them. In total, about 90 people approached the project team to ask questions during the events, while others took the opportunity to collect printed brochures.

School careers event

Members of the project team also took part in a STEAM (Science, Technology, Engineering, Arts and Maths) careers event at Moulsham High School in Chelmsford during the consultation. The event was run as a careers workshop and provided an opportunity to explain the different roles involved in delivering projects such as the Army and Navy Sustainable Transport Package and the skills and qualifications needed to pursue those careers. About 280 students across years 10 and 12 were involved in the sessions, which provided an insight into roles in transport planning, environment, engineering, stakeholder engagement and communications, and geographic information system, digital and visual media.

Students were also given a brief overview of the Army and Navy Sustainable Transport Package and shown the options being considered as part of the project. They were then given the opportunity to identify their preferred junction option. Of the 280 people who participated, 197 identified the Hamburger Roundabout as their preferred option, compared with 83 for the Separate T-Junctions. Consultation brochures were also left at the school to encourage further participation in the consultation by the wider school community.

2.5 Other engagement

In addition to the public consultation events, other engagement took place both ahead of, and during, the consultation period. This included briefing sessions with partners in advance of the public consultation to update them on the final options and package of measures being consulted on, share the consultation plan and request support in promoting the consultation and encouraging participation. Briefings included sessions with community groups, businesses, transport groups and local councillors (Chelmsford City Council and Essex County Council).

In addition, members of the project team had a video call meeting with the headteacher of Widford Lodge and met a group of residents of Van Diemens Road on site to discuss their respective concerns about the London Road site option for a new Widford Park and Ride and proposals to remove the existing permit parking bays in Van Diemens Road to accommodate walking and cycling improvements.

2.6 Promotion of the consultation

We used a variety of different communications channels to publicise the consultation as widely as possible and encourage people to participate by completing the consultation survey, visiting the virtual exhibition, or attending events. A summary of the channels can be found below.

Project webpage – The [project webpage](#) (see Appendix D) was used as the main landing page for all communications and signposted people to both the virtual exhibition and the consultation survey. The page was updated with latest information about the project background and proposals, consultation dates, events, and other key information. A series of questions and answers, covering questions about the project, proposals, and consultation, were published and regularly updated to help manage the number of incoming enquiries. The consultation brochure, easy-read brochure and an audio readthrough of both documents were published on the webpage, where they could be viewed, downloaded and printed.

More detailed information on the proposals and scheme was provided through supporting documents. These included local junction modelling results, and design drawings showing the locations and finer details of the Widford Park and Ride site options and current proposals for Van Diemens Road.

Project e-newsletter – Four editions of the Army and Navy Sustainable Transport Package e-newsletter were issued during the public consultation (see Appendix F). The e-newsletters were each sent to approximately 1,700 people who had specifically subscribed to receive the latest updates on the project and provided an opportunity to highlight key features of the proposals, encourage people to participate in the consultation and to remind them about the various consultation events.

Other e-newsletters – Content about the public consultation was also included in other e-newsletters managed by Essex County Council, including Your Essex – a countywide weekly news update from the council – and the Smarter Travel for Essex newsletter. These channels helped to widen our reach and promote the consultation to a larger audience (see Appendix G).

Emails to stakeholders – Emails were sent to various stakeholders at key milestones in the consultation to encourage participation and request support in sharing information about the consultation. Emails were sent to notify people about the start of the consultation, in advance of upcoming events and ahead of the end of the consultation period.

Letters – Letters were sent to approximately 6,100 residents and businesses within about an 800m radius of the Army and Navy junction (based on a 10-minute walk from the junction). Tailored letters were also sent to a small number of residents and businesses in London Road and Greenbury Way regarding the Widford Park and Ride proposals to highlight the sites under consideration and encourage participation in the consultation survey. Finally, letters were sent to residents in Van Diemens Road to specifically highlight the proposals in that area, including the potential removal of existing permit parking bays to provide the space needed to accommodate proposed segregated walking and cycling facilities and the existing lanes for general traffic. All letters were posted at that start of the consultation.

Social media – Content was posted across the Essex County Council and Essex Highways social media accounts, including the Major Transport Projects Facebook page (see Appendix I). These posts focused on encouraging participation in the consultation, promoting the virtual exhibition and various consultation events, and outlining the different elements of the sustainable transport package. Visual content included still images from visualisations of the options, images of the virtual space and an [animation](#) explaining the project and proposals.

Posts were shared on popular local Facebook groups to increase their reach and also boosted (advertised) to audiences within a certain distance of the Army and Navy junction, primarily focused on the Chelmsford area but also other parts of the county where users of the junction typically travel from. In total, posts on the Major Transport Projects Facebook page (including both organic and boosted posts) reached more than 186,000 people during the consultation period.

Press releases – Three press releases were issued to media during the consultation, resulting in local print and broadcast news coverage. The press releases announced the launch of the consultation, detailed upcoming consultation events and reminded people about the consultation ahead of the deadline for responses. Articles were also included in hyperlocal magazines, such as the Moulsham Times, City Times and Danbury Focus, as well as various parish publications. See Appendix E for the launch press release.

Outdoor advertising – Advertising appeared for eight weeks on 31 digital passenger screens throughout Chelmsford and the surrounding area (see Appendix H), including larger screens outside the Meadows Shopping Centre in High Street and at Sandon Park and Ride and Chelmer Valley Park and Ride. The other locations included bus stops/shelters in Parkway, Broomfield Road, London Road, New London Road, Westway, Wood Street, Duke Street and Springfield Road, as well as outside Chelmsford Railway Station, Chelmsford Bus Station and in Danbury and Boreham. The adverts were displayed 14,400 times a day and a total of 806,400 times throughout the full campaign period, with the messaging encouraging people to find out more about the proposals and participate in the consultation. Digital passenger screens were chosen as an additional advertising channel because of the prominent locations of many of the screens and also to specifically target those using passenger transport. The screens rotate between displaying advertising and live bus and rail timetables and information, increasing the likelihood that people look at the screens and for longer amounts of time.

Media advertising – A double-page advertorial feature was placed in the Essex Chronicle during the first week of the public consultation, summarising the options and proposals and encouraging people to participate. Two half-page print adverts were also published in the Essex Chronicle later in the consultation (Thursday 2 September and Thursday 16 September). A sponsored article was also published on Essex Live at the start of the consultation, supported by Facebook advertising. The article received 5,300 page views, while the Facebook post reached 36,019 people. This mixture of online and print advertising helped ensure we reached different demographics, including those who do not access news online (see Appendix J).

Posters – A4 and A3 posters were used to promote the consultation (see Appendix K). Copies were sent to parish councils, libraries and Park and Ride sites, as well as being provided to the Meadows Shopping Centre, High Chelmer Shopping Centre and businesses close to the Army and Navy junction, including Marriages, Evans Cycles, Aldi and B&M. Digital versions were also sent to other partners.

Partner channels – We engaged with various partners to encourage them to amplify the message by sharing information about the consultation via their channels. This included promotion via social media, webpages and e-newsletters. Among those to promote the consultation were the Federation of Small Businesses, Essex Chambers of Commerce, Chelmsford City Council, the Meadows Shopping Centre, One Chelmsford and various parish councils (see Appendix L). Chelmsford Talking Newspaper also sent an audio read-through of our consultation materials to its regular listeners and made it available on its website.

3. Data Analysis and Interpretation

This section presents the results from the online and paper consultation responses. This includes a summary of who responded, and analysis of the main themes and issues raised in the responses.

3.1 Sample

In total, 850 responses to the consultation were received. These included:

- 839 online responses
- 4 written responses (three responses to the survey and one general response)
- 7 email responses (all general responses)

Of the 842 respondents who submitted an online or written survey response, 57% identified as male, 37% as female and less than 1% in another way. 4% preferred not to say and 2% did not answer the question.

It should be noted that respondents to a consultation are a self-selecting sample made up of those who have chosen to respond, that is to say a non-scientific sample. Responses, therefore, reflect the views of only those who respond. Responses to consultation provide an invaluable insight into the concerns, themes and issues surrounding proposals, although these views may be skewed towards a particular viewpoint and thus should not be considered a fully representative sample of the population. Regardless of this, all responses and comments have been duly noted and considered.

As part of the public consultation, about 550 targeted stakeholders, including some statutory consultees, were informed about the proposals and provided with the opportunity to provide a formal response to the consultation.

Respondents to the consultation included Chelmsford City Council, Chelmsford Civic Society, Cycling UK, Chelmsford Cycling Action Group, Road Haulage Association, Helping Hands Essex, Widford Lodge School, Boreham Parish Council, Stock Parish Council, Broomfield Parish Council, Great Baddow Parish Council, Runwell Parish Council, South Woodham Ferrers Town Council, Little Waltham Parish Council, Danbury Parish Council and various local businesses.

3.2 Response maps

Figure 3 (below) shows a plot map of the locations of the respondents of the survey, based on the postcodes given. This shows that a significant number of responses were from people Chelmsford, but responses were also received from across other parts of Essex in Harlow, Braintree, Colchester, Basildon and Brentwood. There were also some in Southend and London.

Figure 3 - Plot map of all response locations

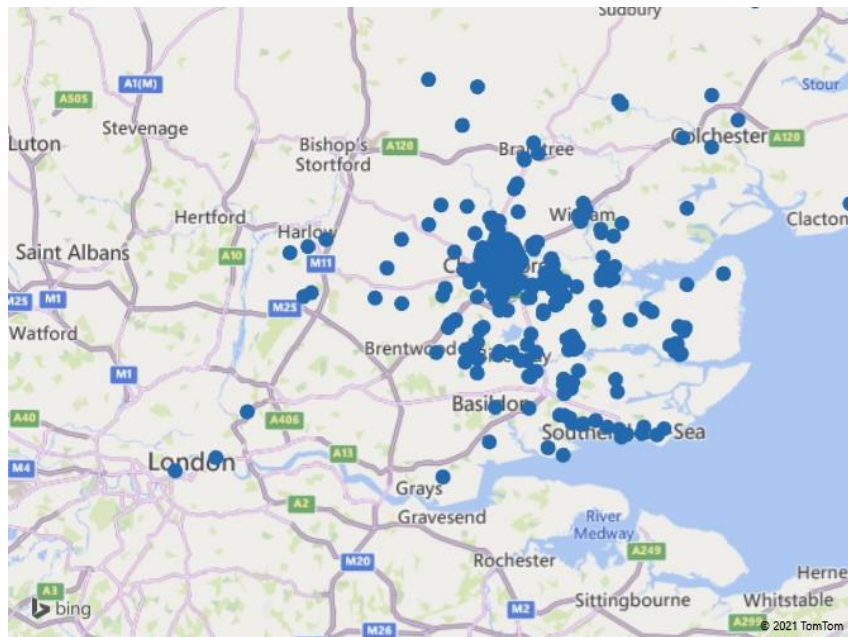


Figure 4 (below) shows a heat map of the areas of respondents. The areas where greater numbers of responses were received are shown in yellow and orange, centred around Chelmsford, with smaller numbers shown in green and blue.

Figure 4 - Heat map of all response locations

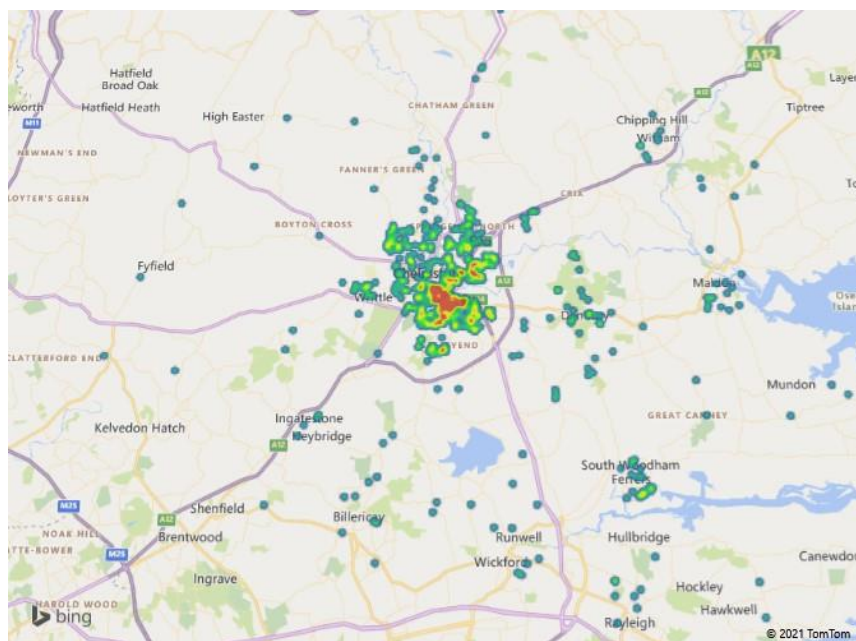


Figure 5 (below) shows a close up of the Chelmsford area, providing an indication of where higher numbers of responses came from. These areas included Great Baddow, Moulsham, Broomfield, Boreham, Little Baddow, Galleywood, Widford and Writtle.

Figure 5 - Plot map of Chelmsford and surrounding areas

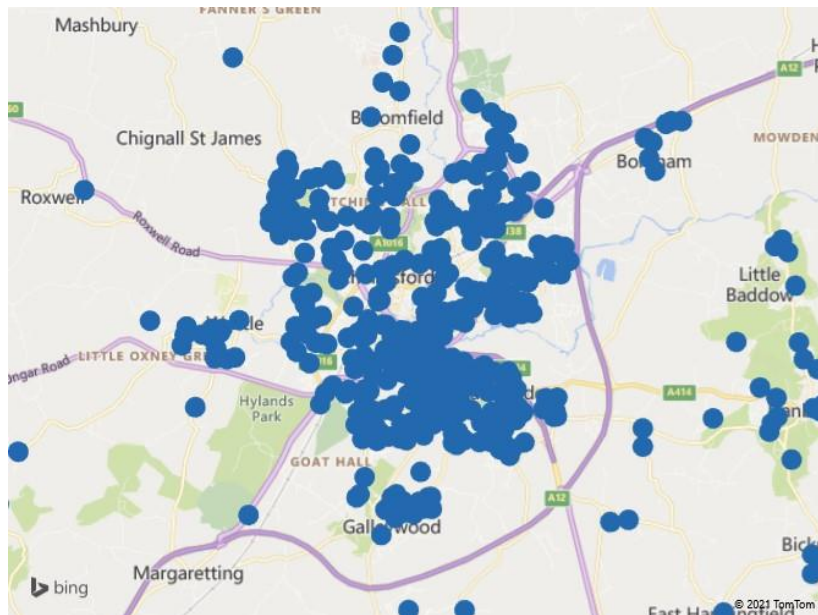
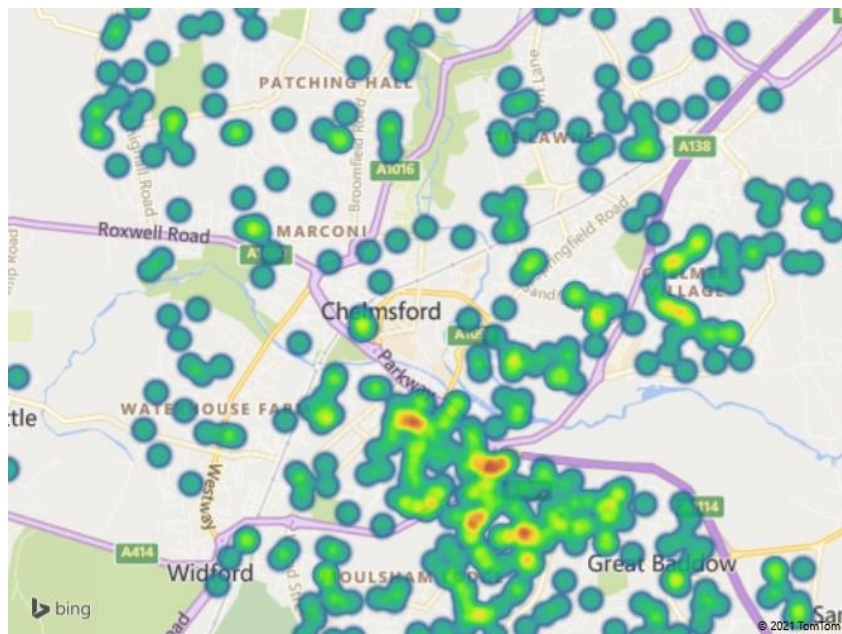


Figure 6 (below) shows a heat map of these areas, with a greater number of responses coming from the residential areas of Great Baddow and Moulsham, relatively close to the Army and Navy junction.

Figure 6 - Heat map of Chelmsford and surrounding areas



3.3 Respondent data

Nearly all respondents to the consultation survey indicated that they travel through the Army and Navy junction (99%), showing the proposals and consultation were highly relevant to them.

As part of the survey, people were asked to indicate how they would best describe themselves from a list of given options, as outlined in table 2. The majority of respondents

selected they live in Chelmsford (76%), with the next highest percentages indicating they work in Chelmsford (10%) or visit Chelmsford (10%). Therefore, most responses to the survey are from residents.

Table 2 - Respondent category

Which of the following best describes you?	Percentage
Someone who lives in Chelmsford	76%
Someone who works in Chelmsford	10%
Someone who visits Chelmsford	10%
Someone responding on behalf of a business organisation based in Chelmsford	2%
Someone responding on behalf of a business organisation based outside Chelmsford, but which travels or operates in the area	1%
Another interested party	1%
Not answered	0%

Asked what mode of transport they most commonly used (pre-COVID) when travelling through the junction, the vast majority of respondents indicated they travelled by car, van or lorry (86%), followed by walking (4%) and cycling (4%), as shown in table 3.

Table 3 - Mode of transport most commonly used (pre-COVID)

What mode of transport do you most commonly use (pre-COVID) when travelling through the Army and Navy junction?	Percentage
Bicycle	4%
Walking	4%
Bus	2%
Park and Ride bus	1%
Mobility scooter	0%
Motorcycle or moped	0%
Taxi	0%
Car, van or lorry	86%
Other	1%
Not applicable	0%
Not answered	2%

Regarding the purpose of their most common journey through the junction, 32% of respondents said their most common journey was for travel to/from work, with leisure and visiting friends or family following at 16% and 13% retrospectively. Although slightly lower percentages when categorised, shopping accounted for a combined 23% (grocery shopping – 9%, other essential shopping – 8%, non-essential shopping – 6%).

Table 4 - Purpose of your most common journey

What is the purpose of your most common journey through the Army and Navy junction?	Percentage
Travel to/ from work	32%
Travel to/from college, university or other form of adult education	0%
Business travel	4%
School run	2%
Grocery shopping	9%
Healthcare (including pharmacy)	3%
Other essential shopping	8%
Non-essential shopping	6%
Visiting family or friends	13%
Accompanying children (excluding to/from school)	1%
Leisure	16%
Other	5%
Not applicable	0%
Not answered	1%

As shown in table 5, there was a good spread of ages that responded to the consultation survey, with the highest percentages in the 35-44 (20%) and 45-54 (20%) age groups.

Table 5 - Age

Age	Percentage
Under 18	1%
18-24	3%
25-34	17%
35-44	20%
45-54	20%
55-64	17%
65+	16%
Prefer not to say	5%
Not answered	1%

3.4 Junction Layout Options

This section specifically relates to the two junction options (hamburger roundabout and separate T-junctions) and comments respondents had about the junction proposals, including any preference between the options.

3.4.1 Junction Option Preference

Preferred junction layout option

Respondents were asked to state their preferred junction layout option from the two remaining options shared at consultation. As shown in table 6, 60% of respondents

indicated they preferred the hamburger roundabout option, compared with 21% who preferred the separate T-junctions option (21%). 18% indicated they were undecided or had no preference, while 1% did not answer the question

Table 6 - Junction preference

What is your preferred junction layout option?	Percentage
Hamburger Roundabout	60%
Separate T-junctions	21%
Undecided or no preference	18%
Not answered	1%

3.4.2 Junction Comments

Alongside selecting their preferred junction option, the first open-ended question in the survey asked respondents for any comments they had on the junction proposals. This helped to steer the comments towards the junction aspect of the Army and Navy Sustainable Transport Package, gain an understanding as to why the respondent chose the specific option in the question prior and get feedback about the junction options as a whole. The comments provided by the respondents were themed and have been summarised below. Examples have been chosen to illustrate the key themes and issues that arose.

Sentiment

There was a relatively even split of positive sentiment (59 comments) and negative sentiment (66 comments) in response to this question. Those who supported the proposals mentioned the particular benefit for those travelling into and out of Chelmsford, the improvement from the current design and their general happiness that proposals were being made to improve the junction. Those who opposed the proposals raised concerns the options would not work or make a difference, would have a negative traffic impact, particularly for certain movements, and featured too many traffic signals. Comments were also made that the options appeared confusing and would have a negative impact on residents in Van Diemens Road, where existing permit parking bays are proposed to be removed.

Support

Benefits for those travelling in and out of city:

“Both options look good from my selfish perspective as I tend to travel on the A130 into and out of the city.”

“It looks good in terms of people travelling from outside Chelmsford...”

Improvement from current design:

“Both alternative junction layouts should be an improvement over the existing layout.”

"I think the two options are both very good."

Improvements for pedestrians and cyclists:

"Both proposals are very good for pedestrians and cyclists, and that is to be applauded."

"I'm very pleased to see the improved cycle lanes."

"Both options look like a huge improvement, and the improvements for cycling in particular will be very important in the future (when oil runs out, petrol vehicles no longer exist, and climate change hits harder - all of which are likely to happen within the lifetime of whatever infrastructure is installed now)."

Pleased improvements to junction being proposed:

"I feel that it is superb that something is finally being done about the worst roundabout in Chelmsford"

"I'm glad to see something being done about the junction"

Oppose

Would not work or make a difference:

"Neither would solve the problem, more investment needed for an ambitious solution which would last for decades"

"I struggle to understand how any of the proposed options will improve traffic flow and assume that you don't consider that to be a priority."

"Both of your current options are very weak. For the amount of money you'll likely spend, you may as well do a job properly and make sure it's sustainable for the traffic now and for the inevitable rise in future traffic for years to come."

Look confusing:

"Both proposals look confusing. I am mainly concerned about how to navigate from Van Diemens Road to B1009 using either proposal."

"The ideas you have proposed are a cheap option and one that will undoubtedly cause confusion, which will most certainly lead to accidents, and will not ease the amount of traffic that passes through it..."

Concerns about traffic impact:

"Both junction layouts rely on interrupting traffic flow into the town centre to allow the other routes to join this flow. Surely this will continue to cause queueing along Essex Yeomanry Way during peak times? I find it hard to believe either layout will be able to manage the traffic volumes seen here."

"Living as close as I do to the junction, sadly I fail to see how any new scheme which prevents continuous flow of traffic with the use of traffic lights, will alleviate the congestion which is currently evident."

"Both of these final options have built in congestion problems as they do not provide free flowing traffic in any direction."

"Both appear to increase congestion and traffic being at a standstill increasing co2 emissions."

Lack of benefit for certain movements:

"Neither of the proposed solutions does anything to help the congestion on Van Diemens Road. If anything, it's going to make it worse."

"Both solutions encourage travel to the town from out of town by making the priority route from the A1114 to the A1060 and vice versa. This doesn't help central Chelmsford residents."

"Both options fail to adequately address the travel north to south, i.e. to/from Van Diemens Lane to Chelmer Road."

Concerns about number of traffic signals:

"Both options have too many traffic lights, hard to imagine that either option would be easier for people who have to use cars - in my case my children go to a school 40 minutes away on foot."

"Either way on both options it is going to cause traffic backing up at the lights."

Impact on residents of Van Diemens Road:

"For the residents of Van Diemens Road the removal of all parking lay-bys - when there are no other options - will adversely impact their quality of life."

"Access to my property is already impaired by the road furniture associated with the pedestrian crossing. Reducing the space available still further is dangerous and unacceptable."

Suggestions

Many comments were putting forward specific suggestions or outlining key considerations for the junction (102 comments). A number of these comments focused on suggested additional slip roads, sequencing and positioning of traffic signals, the need to accommodate local trips, potential walking and cycling changes, notably a bridge, and the suggestion that certain vehicle movements should be limited.

Slip road suggestions:

"There definitely needs to be a few lanes like the slip road next to Aldi up to Chelmer Village on each side where possible."

"It would be further improved by a slip lane from Baddow Road to Van Diemens Road, and another slip lane from Van Diemens Road to Parkway."

"Please do not make use of the considerable land in front of Travelodge hotel. This could be used to give a filter to left (town centre direction)."

Traffic signals suggestions:

"A well sequenced set of traffic lights installed at ALL junctions coming into the roundabout, and in use ALL the time, is the most important update that the roundabout requires."

"The pedestrian and cyclist phases need adequate prioritisation to make them useful. If the crossings are installed like the rest along the Parkway corridor (to solely prioritise motor vehicles) then this will not deliver modal change."

"There has to be a traffic lights system including Baddow Road exit, on the way from Great Baddow, otherwise it will be still impossible and dangerous to get out onto new junction in future."

Need to accommodate local trips:

"It's important to realise that despite the heavy amount of traffic coming in and out of Chelmsford via Essex Yeomanry Way / Parkway, this is not the only important route and is largely only busy at rush hour, as opposed to the other junctions which have a consistent flow of traffic all day. Slowing the other junctions would create more issues than opening EYW/Parkway solves."

"More priority should be given to people living in Chelmsford coming via the Van Diemens and Baddow road entrances as these are always the slowest routes to the junction. Local residents have to deal with the junction every day and have no alternative transportation options when using the roundabout such as the park and ride."

Limit movements:

"Both options will work much better if the Baddow Road entrance prevented cars from entering the army and navy as planned years ago."

"..whilst it is important to enable business and commercial traffic into the city, encouraging local people to leave their cars at home and travel in by alternative means is also a key factor in promoting a greener sustainable environment. Therefore, the restriction of local traffic via Baddow Road and through the Old Moulsham area is a must in my view, unpopular as such a thing would be."

"Reducing standing and slow-moving traffic and air pollution for the residents of Baddow Road should be a priority - shut off the end of Baddow Road to all traffic apart from walking and cycling. Prevent rat running through Meadgate."

Pedestrian and cyclist improvements:

"Given my experience of cycling in London, junctions need to be safe, but also fast for cyclists to achieve good uptake. I'd suggest to consider a flyover for pedestrians/cyclists."

"I would prefer either a subway or bridge over these busy roads like the one near Moulsham School."

"...remove all pedestrian crossings but install underpasses or bridges."

"Subways or footbridge are needed!!"

Option specific comments

Expressing preferred option

Many comments expressed a preferred option (110 comments). A significant number of those who preferred the separate T-junctions focused on the junction being easier to navigate or less confusing than the hamburger roundabout option. Others felt the cycle route would be better and that it would be safer, more attractive and would specifically benefit certain movements. Those who preferred the hamburger roundabout focused on the appearance of the option, along with improved journey times and greater traffic flow.

Separate T-junctions

Easier to navigate or less confusing:

"...more straightforward to navigate causing less confusion and allow motorists to have more awareness of what's going on around them..."

"The Separate T Junctions layout is preferable to the Hamburger Roundabout because it is more straightforward and easier for drivers to understand and navigate..."

"I'm not a confident driver, so for me the idea of separate T junctions is much more appealing. A hamburger roundabout would increase the complexity of the junction and be more intimidating for new drivers as well as those not so confident, in my opinion."

"Both options look extremely good for all forms of transport, but I am swayed towards the separate T-Junctions because I think the Hamburger Roundabout will be more confusing for drivers to use."

Better cycling route:

"Looks like a better route for cycling."

"I also feel this option gives bikes safer, easier passage across the junction, something which is currently not easy due to constantly flooded underpass and multiple very slow pedestrian lights."

“There are fewer cycle and pedestrian crossings with the Separate T Junctions providing quicker, more direct routes across the junction for pedestrians and cyclists.”

Safer option:

“Keeping the road/junctions as simple and straightforward as possible is key to making them safer to use and function more effectively.”

“T junction safer as vehicles tend to speed up inside the roundabout making the getting into the roundabout very dangerous.”

“Given the huge number of drivers who cannot safely negotiate even a 'standard' roundabout, I would have thought that the split junction scheme would be a safer option.”

“It will also make for by far the most attractive and safe layout for pedestrian usage.”

Better arrangement for specific movements:

“Separate 'T' junctions will allow traffic from north and south of the dual carriageway to proceed in a left-hand direction easier than a roundabout.”

“I believe the separate T junctions will give the better travel experience to people approaching from the most areas - the hamburger roundabout will not enhance the experience of people coming from the Baddow Road area.”

“Separate 'T' junctions allow greater separation of traffic to peripheral roads.”

“The slowest side to get through the Army and Navy roundabout is when you come from Van Diemens/ Princes Road, I think a T- junction will improve the waiting time if you come from this direction.”

Appearance and space:

“I think the separate T junctions will offer the best overall visual appearance.”

“... It also allows more green space, allowing paths to be further away from the junction.”

“The double junction looks like it will create nicer areas to be in as a resident/pedestrian/cyclist.”

Hamburger Roundabout

Appearance:

“... hamburger seems more attractive and looks like it will be less traffic than the t junction option.”

“The 'Hamburger' roundabout seems more aesthetically pleasing”

“It simply looks more attractive, which is important for a prominent gateway to our city and to encourage its use by pedestrians and cyclists.”

Improve journey times:

"The hamburger is the best option as it will reduce congestion and speed up journey times."

"The hamburger junctions seem to be superior to the T-junction options in most ways: length of time to build, environmental impact (particularly carbon), noise, size of footprint, cost and effectiveness on journey times / delays."

"49% quicker for motorised vehicles - these are the people that are using this system! This is where congestion comes from! Definitely the best option."

"It would make more sense to have the option that reduces the travel time for motorised vehicles since this seems to be the major problem currently."

Improved traffic flow:

"The hamburger junction makes most sense because it allows for free flow from the A130 from where I suspect most of the traffic comes from."

"Hamburger preferred as I believe it will give greater flow of traffic and less start stop than multijunction arrangement."

"I feel that the Hamburger roundabout is the best option as it allows the flow of traffic to move best; the junctions option would be terrible as just create more stop/ start queues."

Accommodates all movements:

"I favour the Hamburger system as I double back on the Army and Navy roundabout in order to travel on Parkway to get to my home address."

"The other option will force more traffic from Prince's Road and Baddow to the Odeon roundabout to then come back to get to Chelmer."

"It offers more options for traffic to make other movements, negating the need to travel further into the city to perform a U-turn at the Odeon roundabout, which is already a problematic junction in itself and will suffer from the congestion being kicked down the road from the Army and Navy."

Success of other similar junction arrangements:

"I have seen how successful the hamburger was in Harlow and so favour this design."

"The Hamburger style is located in Stansted and Town Councillors reported that this works well."

"I have used the hamburger roundabouts in other parts of the country and they work well if the traffic light system is well timed."

"I lived in Salford for a short while and they have a hamburger junction there. It works pretty well given the amount of traffic heading into and out of Manchester past Salford."

Subway or underpass

A number of comments mentioned the theme of a pedestrian subway or underpass (47 comments). Under the current proposals, the current subway would be closed and replaced with significantly improved walking and cycling facilities at ground-level at the junction. Most of the comments made questioned whether the subway should be retained in place of ground-level pedestrian crossings, citing safety, the impact on traffic and pedestrian and cyclist journey times.

Safety:

"I am concerned about the proposed removal of the pedestrian underpass. I feel safer walking in an underpass than when crossing a main road."

"...gives bikes safer, easier passage across the junction, something which is currently not easy due to constantly flooded underpass and multiple very slow pedestrian lights."

"There's lots of pupils travelling around this area on foot and cycles who will need to make many road crossings and a bridge or new subway is quicker and safer."

"There has been no consideration of possible safer 'subway' options - instead all routes have been moved to ground level and the existing subway removed - A MISSED OPPORTUNITY."

"It should not have pedestrian or cycle lanes on it, these should be by use of subways. This helps in keeping traffic moving freely and cyclists and pedestrians safer."

Impact on traffic:

"When will you learn it's the pedestrian crossings having a knock-on effect to traffic hold ups!! Subways or footbridge are needed!!..."

"Too many traffic lights to travel through because of pedestrian crossings. The underpass should be kept to get rid of some crossings and ideally more underpasses created..."

"...removal of the subway (or an equivalent) is unacceptable to me - not just because of the interaction of people and traffic which is very disappointing BUT because the crossings will demand traffic to stop and start regularly, [potentially very regularly] which I believe will impact the efficiency of the whole design AND with every start stop, release of brake particulate and emissions from acceleration..."

"The inclusion of a subway would result in fewer 'stop-starts' for both motorised and non-motorised users. Such inclusion would therefore considerably reduce the amount of pollution."

Pedestrian and cyclist journey times:

"The loss of the pedestrian underpass is a disincentive for those of us willing to walk due to the extra distance and time taken to transverse all the crossings."

"The current junction has a subway which does not require its users to stop, and this needs to a feature of the future junction otherwise statements of the junction being improved for pedestrians and cyclists are simply untrue."

"Can an underpass / overpass for cyclists and pedestrians not be considered in order to provide for a continuous flow of both. This would only encourage more desirable transport options."

"Deleting the existing underpass is a retrograde step d will increase the journey times for pedestrians and increase exposure to moving vehicles."

Flyover

A relatively large number of respondents expressed a desire for a flyover at the junction (99 comments), while a small number of others indicated that they were pleased a new flyover was not being considered.

Pro flyover:

"Should be a double flyover like Gallows Corner."

"Should be putting in a flyover or underpass to keep traffic flowing. Traffic lights will still cause the same congestion as the roundabout already does."

"Ideally I would have preferred the dual flyover option but that is no longer being considered."

"The most efficient solution is a two-lane flyover replacing the one removed, yet this seems to have been completely dismissed."

"A two-way flyover would reduce traffic flows to d from the city using Baddow Bypass and Parkway. As seen when we had a tidal flow single carriageway flyover. Now either option manes ALL traffic has to enter d leave the feature."

Anti-flyover:

"The Army and Navy traffic flow is better and safer now the flyover has been removed."

"Happy that the notion of a replacement flyover was dropped."

Cost

A small number of comments specifically mentioned cost (21 comments), with most of those focusing on the theme of cost benefit (9 comments) or suggesting the proposals are a waste of money (6 comments).

Cost benefit:

"...taking one of the cheaper options may not be the best in the long run."

"Both of your current options are very weak, for the amount of money you'll likely spend, you may as well do a job properly and make sure it's sustainable for the traffic now and for the inevitable rise in future traffic for years to come."

"It could be argued that the best things to do is not spend anything and let the congestion force motorists to choose other routes."

Waste of money:

"Total waste of time and money. Leave it as it is!"

"Unless we're going to do this properly (underpass or dual lane flyover) don't do it all. The hamburger roundabout and separate T-junctions are unpopular and a waste of public finances."

"Improving park and ride access and developing cycle and walking routes (that does not mean just coning off parts of the road) would be a far better use of time and money."

Public transport

Some comments specifically mentioned public transport or issues with public transport (43 comments), specifically buses and bus routes. The key issues raised were the need for buses to have greater priority and the need for better and cheaper bus services.

Priority for buses:

"Appears to be no improvements for buses. Buses need priority leaving the city centre and approaching from Baddow Road and Chelmer Village. More buses required to provide an alternative choice to using private cars."

"This project presents a good opportunity to consider installing bus lanes along Parkway."

"...Bus lanes that come up to the roundabout with priority."

Better and cheaper bus services:

"Unfortunately, we need to travel by car unless you provide a much cheaper and more regular bus service."

"We also need better public transport in terms of bus availability, reliability and pricing."

"To include a free bus service for local residents in the meantime whilst we wait for construction to begin seeing as it will probably cause more delays with construction. to help minimise this you could provide a free bus service to minimise amount of cars being used."

"Buses in Chelmsford are expensive and rarely have many occupants. I regularly see them completely empty of passengers. There are plenty of models in other parts of the country that could be investigated. For example, in Durham the buses are cheap and full."

Environment

A relatively large number of comments mentioned environmental themes (88 comments), with many mentioning the importance of incorporating green spaces or greenery in the junction design (24 comments), climate emergency or climate change (19 comments), air quality or air pollution (11 comments) and flooding or flood areas (9 comments).

Green spaces or greenery:

"Green spaces and separation need to be significant in the design, giving sound and visual screening as well as some environmental benefit."

"I hope the roundabout and surrounding junctions will have increased greenery to help reduce emissions."

"It also allows more green space allowing paths to be further away from the junction."

"The concept videos give the impression of green space, please try and achieve this."

Climate emergency or change:

"I personally feel these options do not go far enough in addressing the climate emergency and making public transport and cycling/walking the options of choice."

"I am also disappointed with the proposed timeline - we are already in a climate crisis and improved transport routes should be treated as a matter of urgency."

"It is in a flood risk area and in heavy rain it often floods and with climate change, the heavy rainstorms as experienced this summer will become more frequent."

Air quality or air pollution:

"...Negative impact on the environment/air quality and biodiversity."

"Both represent an increase in stationary traffic for the future meaning an increase in car exhaust and further traffic around all of Chelmsford and spilling over into major roadways."

"It is likely to lead to increased congestion on Baddow Road, reduced air quality and make sustainable options less attractive due to the potential volume of traffic."

"More traffic will only lead to higher pollution rates, stress, accidents and eventually to physical and mental health issues."

Flooding or flood areas:

"Van Diemens Road regularly floods. I see nothing mentioned to tackle this problem. I have witnessed, and have video evidence of, several cars which have broken down trying to pass through the water."

"One of the saving graces of this area of green either side of the new bridge is the fact that it is a floodplain so no building can be put on it. I am greatly concerned that the more

engineering that occurs on this natural land the more encouraged the council will be to build more.”

“It is vital that the chosen option works with developers Hopkins and Redrow to ensure better cycling routes from Great Baddow as the current ‘so called’ route is on roads such as Meadgate Avenue subject to on street parking and congestion, then directs cyclists down a subway expressly marked as cyclists dismount. Any new route needs to be useable for 365 days a year, not subject to flooding or other issues likely to impede travel.”

Safety

A number of comments focused on safety (53 comments), with the most common themes being safety specific suggestions (11 comments) and concerns the options would worsen road safety generally (9 comments).

Safety specific suggestion:

“I note that this (Baddow Road junction) is the only non-controlled junction in this layout. Please reconsider if this shouldn’t instead be a controlled crossing, like all the rest. Especially during the learning period after the changes are made, I’m concerned that road users won’t be expecting or prepared to Give Way to cyclists on an uncontrolled crossing.”
“Introducing traffic control measures at this junction would also increase the safety of road users and pedestrians.”

“I’m glad you are thinking about cycling but you need to ensure that after crossing the army and navy safely you can continue your journey safely on designated cycle paths.”
Worsen road safety:

“The ideas you have proposed are a cheap option and one that will undoubtedly cause confusion, which will most certainly lead to accidents.”

“I have a huge concern about the proposed zebra crossing at the entrance to Baddow Road on the Hamburger Junction. In short I think this is a death trap. People do not always stop for the current crossings on Baddow Road (I often have to wait for 2 or 3 cars before the crossing is safe to use as people just don’t look or stop) so I do not expect people will stop for that one when the line of sight from the roundabout is much poorer.”

“The proposal to have more traffic lights and pedestrians is terrifying! This is a dangerous part of town for drivers. Add pedestrians to this and there will be serious accidents.”
“Access to my property is already impaired by the road furniture associated with the pedestrian crossing. Reducing the space available still further is dangerous and unacceptable.”

Accessibility

A few respondents specifically mentioned accessibility issues regarding the proposals (18 comments), notably commenting about accessibility for the elderly (6 comments), disabled (5 comments) and residents (6 comments).

Lack of accessibility for the elderly:

No consideration for those who can't walk or cycle due to age and health, especially as no suitable public transport. Should an elderly person be expected to carry heavy supermarket shopping on a bus."

"Bearing in mind the large number of aged people in the Chelmsford area, walking or cycling is not a viable option they will use."

"I have heart failure and cannot ride a bike since having a total knee replacement so walking or cycling for us is not an option even from the park and ride, as is the case for most elderly people who live outside Chelmsford."

Lack of accessibility for the disabled:

"Many surgery users will have mobility issues and walking won't be viable. I would encourage all to remember that walking or cycling are not viable alternatives for all users or journeys."

"As a blue badge holder who has frequent healthcare appointments across Chelmsford I want a junction which enables those of us who have to use cars and ambulance transport to get through Chelmsford South to North and return."

"You have really helped drive people away from shopping in Chelmsford, especially people with disabilities."

Lack of accessibility for residents:

"For the residents of Van Diemens Road the removal of all parking lay-bys - when there are no other options - will adversely impact their quality of life. It is already almost impossible to have friends and family visit or contractors attend."

"I can barely reverse onto the driveway as it is, doing so would be nigh on impossible if the lay out is altered as proposed."

"Losing the laybys for those residents that do not have off-road parking will impact on their day-to-day activities."

Location focus

Many responses to this question focused on a specific location (149 comments), reflecting the complexity of the junction and the differing priorities of respondents depending on which arms of the junction they use most often. The most frequently mentioned locations were Baddow Road and Van Diemens Road – the arms of the junction providing access to and from the nearest residential areas. Those that mentioned Baddow Road largely focused on entry to and from the junction from that direction. Many of those who mentioned Van Diemens Road expressed concerns that the proposals would not reduce congestion or air pollution in the area, as well as concerns about the potential loss of permit parking bays.

Baddow Road mentions:

"Baddow Road backs up so much because it is a struggle to pull out onto the roundabout with such a heavy flow of traffic. Please consider all entry points to the roundabout equally."

"Baddow Road appears to be no better off! Traffic signals required to assist traffic exiting."

"At peak times, Baddow Road is extremely congested and it can increase journey times in a car or bus by over 20 minutes. My main priority as a Chelmsford resident would be to see improvements made to traffic flow approaching the Army and Navy from Baddow Road."

"I'm not sure either option hugely improves the position on Baddow Road in terms of driving. I also think it will increase my walk as I currently only cross Baddow Road and use the underpass but now will have to cross several roads, but I accept that is just unfortunate."

Van Diemens Road mentions:

"There is no compelling evidence to suggest that either proposals for the junction will reduce traffic volume on Van Diemens Road, consequently not reducing dangerous levels of pollution as desired/required."

"I'm disappointed that it doesn't look like much can be done to improve the queuing on Van Diemens. I know you won't clear all traffic, but it seems whichever option we get, Van Diemens is no better off than it was when the flyover was active."

"Both options fail to adequately address the travel north to south, i.e., to/from Van Diemens Lane to Chelmer Road."

"I think the plans miss an opportunity to improve traffic flow on Van Diemens Road. If the left lane approaching the junction could be physically separated off to be a left onto Parkway only lane I believe that would improve traffic flow significantly."

"Neither of the proposed solutions does anything to help the congestion on Van Diemens Road. If anything, it's going to make it worse."

"For the residents of Van Diemens Road, the removal of all parking lay-bys - when there are no other options - will adversely impact their quality of life."

3.4.3 Hamburger Roundabout

This section is specifically focused on the hamburger roundabout junction option, with respondents asked to answer questions about what impact they felt the option would have on journeys for different transport users, whether the option would encourage them to travel using a different mode in the future and, if so, what modes they would consider. People were also given the opportunity to specifically comment on the hamburger roundabout option.

Impact of hamburger roundabout option

When considering the impact of the hamburger on different transport users, 55% of respondents said they felt it would have a positive impact on journeys for cars, vans, lorries and motorcyclists (19% very positive and 36% fairly positive). However, 22% of respondents felt it would have a negative impact on these users (13% very negative and 9% negative). A further 16% stated they felt it would have little or no change and 7% were unsure.

49% felt the option would have a positive impact on journeys for people who use the bus (17% very positive and 32% fairly positive), while just 11% thought it would have a negative impact (7% very negative and 4% fairly negative), with 27% feeling there would be little or no change and 13% unsure.

45% of respondents believed the hamburger roundabout option would have a positive impact on people who cycle (15% very positive and 30% fairly positive), with 17% feeling it would have a negative effect (10% very negative and 7% fairly negative), 24% saying there would be little or no change and 14% unsure.

37% indicated they felt that the option would have a positive impact on people who walk (13% very positive and 25% fairly positive), while 19% said they thought it would have a negative impact (10% very negative and 9% fairly negative), 29% said they thought there would be little or no change and 14% were unsure.

29% of respondents believed the hamburger roundabout option would have a positive impact on mobility impaired users (9% very positive and 20% fairly positive), with 17% feeling it would have a negative effect (10% very negative and 7% fairly negative), 25% saying there would be little or no change and 29% unsure.

Table 7 - Impact on journeys for different transport users

What impact do you think the Hamburger Roundabout would have on journeys for the following transport users?	People who cycle	People who walk	People who use the bus	Mobility impaired users	Cars, vans, lorries and motorcyclists
Very positive	15%	13%	17%	9%	19%
Fairly positive	30%	25%	32%	20%	36%
Little or no change	24%	29%	27%	25%	16%
Fairly negative	7%	9%	4%	7%	9%
Very negative	10%	10%	7%	10%	13%
Unsure	14%	14%	13%	29%	7%

When asked whether the hamburger roundabout option, together with the wider measures proposed as part of the Army and Navy Sustainable Transport Package, would encourage them to travel through the junction using a different mode of transport in the future, 20% of respondents said 'yes', with 62% responding 'no' and 18% 'unsure'.

When subsequently asked to specify which modes of transport, if any, they would therefore consider in the future, 57% either did not answer or indicated the question was not applicable, with bicycle (19%), car, van or lorry (16%) and walking (14%) the top three modes of transport. More than one mode could be chosen. Of the 2% who selected 'other', the majority of alternatives were e-scooter, while others explained that they could not travel by alternative means.

Table 8 - Modes of transport considered in the future

If so, which of the following mode/s of transport would you consider using in the future?	Percentage
Bicycle	19%
Walking	14%
Bus	11%
Park and Ride bus	11%
Mobility scooter	0%
Motorcycle or moped	1%
Taxi	2%
Car, van or lorry	16%
Other	2%
Not applicable	27%
Not answered	30%

Sentiment of comments

There was a relatively even split of positive sentiment (60 comments) and negative sentiment (79 comments) for the Hamburger Roundabout option, in answer to an open question inviting any comments about the option. For those expressing support, a number of comments focused on improving traffic flow, reducing congestion or support for the proposed walking and cycling improvements. Those opposed focused on concerns about the option being confusing, negative impacts on traffic flow and journey times, the proposed walking and cycling measures or the likely road safety impacts. The comments provided by respondents were again themed and have been summarised below. Examples have been chosen to illustrate the key themes and issues that arose.

Support for Hamburger Roundabout

General support:

"It looks like a sensible solution and one that would work here given the needs of the area, volume of traffic and space restrictions."

"I believe the solution is a good one."

"In my view, it is plainly the better option and by a very considerable margin."

Improve traffic flow and reduce congestion:

"Seems to have more traffic flow options from the current entry points."

"It would seem to offer the best option - of the 2 - for free-flowing traffic."

"Significantly the best option for private car travel flows (49% v 7% for T-Junction)."

Support walking and cycling improvements:

"I'm pleased to see how well thought out the cycle and footways are."

"Think it would work. Cycle lanes being kept away from roads is good."

"I like that the cycle and walking routes would be ground level. The underpass is not pleasant to travel through."

"Broadly in favour of this due to its improved cycling and walking options."

Oppose Hamburger Roundabout

General opposition:

"It seems ridiculous as the traffic going straight across the middle section would still have to stop at lights anyway, thereby possibly having to stop twice just to get across the junction."

"Frankly ridiculous scheme which removes the slip road from Parkway towards Chelmer Village which is currently the only sensible traffic measure implemented at the Army and Navy."

"It's an extremely poor design and no thought for the car user, only advantage is for pedestrian user and cyclist, whom do not pay for the privilege of using the road."

Confusing:

"Overly complicated."

"It's not at all clear to me as to how it would function!"

"I find this type of junction really confusing and I consider myself a competent driver. I worry that older or less confident drivers could get in a real pickle with this."

"I think it looks very confusing and hectic and can foresee several accidents, especially for cyclists and people who will be unfamiliar with the area."

Negative impact on traffic flow and journey times:

"It is a poor 'solution' which will only serve to increase congestion and pollution levels through stacked vehicles."

"Fail to see how stopping traffic on all but the cross-roundabout road when in use will enhance traffic flow - I think it will just add to congestion."

"A signal-controlled roundabout will cause more stop/start motoring and be more disruptive and slower than twin 'T' junctions."

"A traffic light regulated hamburger roundabout will make the roundabout extremely congested. I believe cars coming from Van Diemens/ Princes Road will get longer waiting times with this layout."

Would worsen road safety:

"...They distract the driver/road user away from what's going on around them. They increase the risk to vulnerable road users."

"A dangerous option as not a familiar feature of UK road network."

"Not sure it is as safe an option for cyclists or vehicles due to its complexity."

Concerns about walking and cycling proposals:

"As a cyclist, there looks to be too many points where you need to wait at traffic lights before proceeding, this looks to be adding time to my commuting."

"Has more traffic lights to cross for pedestrians and cyclists than the double T and so is less good in this respect."

"I walk and cycle across the army and Navy at present. A hamburger roundabout will still be a roundabout which is difficult to negotiate by any means other than a vehicle. Walking round feels a long way, and it presents a complex start/stop/wait on a cycle."

"We feel strongly that the inclusion of a cycle/pedestrian subway should be a requirement of this option and would greatly benefit all users of this busy junction."

Cost

A small number of comments about the Hamburger Roundabout option related to cost (10 comments), with the majority of those suggesting the option would be a waste of money (6 comments).

Waste of money:

"...you're just going to waste public money the outcome will be no better than it already is, on a wet cold windy day nobody is going to get on a push bike to go to work, or take a guided tour of Chelmsford on a bus..."

“Total waste of money. Any improvements in flow only generate more traffic.”

“As per my previous comment I would just reiterate the amazing waste of public money you are proposing without any benefits to any road or pavement user.”

Traffic

Some comments specifically related to traffic signals or road signage/markings (46 comments), with quite a few offering suggestions or highlighting important considerations.

Traffic signal and road signage/markings considerations and suggestions:

“It has to be done in a way that people waiting for the traffic lights don’t block the junction.”

“It will be important that the traffic light sequence ensures that pedestrians and cyclists are not delayed in the middle of the junction.”

“Proper signage will be required so that traffic coming from the town knows it must stay left to turn right. Proper sequencing of the lights also essential to ensure flow out of Baddow Road and Van Diemens Road.”

“Yellow boxes to prevent people blocking the roundabout up for users going straight over.”

A number of comments for the Hamburger Roundabout question related to congestion or traffic flow, with some suggesting the option would worsen congestion and traffic flow (39 comments) and some saying it would improve traffic flow (20 comments).

Improve traffic flow or congestion:

“I feel it will help the flow of traffic the most.”

“Appears to keep traffic flowing better than the alternative option, less traffic waiting at junctions = less fumes/noise.”

“I feel that this option would get the traffic through faster. What you need is something that avoids people sitting and waiting to get through the junction.”

“Best one as gives a much better flow of traffic and looks safer if managed by traffic lights.”

Worsen traffic flow or congestion:

“...Lots of stopping at traffic lights for other modes of transport to cross.”

“It slows the through traffic down to a halt.”

“Not good. Will cause big tailbacks like other Hamburger Roundabouts do.”

3.4.4 Separate T-junctions

As with the hamburger roundabout section, this set of questions specifically focused on the separate T-junctions option, with respondents asked to indicate what impact they thought the option would have on journeys for different transport users, whether the option would encourage them to travel using a different mode of transport in the future and, if so, what mode or modes they would consider. Respondents were also offered the chance to specifically make any comments about the separate T-junctions option.

Impact of separate T-junctions option

For all transport users, lower percentages of respondents felt that the separate T-junctions would have a positive impact on journeys when compared with the hamburger roundabout.

37% of respondents said they thought the separate T-junctions would have a positive impact on journeys for people who cycle (12% very positive and 25% fairly positive), while 22% indicated they thought it would have a negative impact (10% very negative and 12% fairly negative, with a further 24% stating they felt it would have little or no change and 7% unsure.

For people who walk, 34% felt the option would have a positive impact on journeys (24% very positive and 10% fairly positive), while 22% thought it would have a negative impact (10% very negative and 12% fairly negative), with 29% feeling there would be little or no change and 15% unsure.

31% of respondents believed the separate T-junctions option would have a positive impact on journeys for cars, vans, lorries and motorcyclists (9% very positive and 22% fairly positive), with 43% feeling it would have a negative effect (21% very negative and 22% fairly negative), 18% saying there would be little or no change and 8% unsure.

31% also indicated they felt that the option would have a positive impact on people who use the bus (8% very positive and 23% fairly positive), while 19% said they thought it would have a negative impact (9% very negative and 10% fairly negative), 33% said they thought there would be little or no change and 17% were unsure.

21% of respondents believed the separate T-junctions option would have a positive impact on mobility impaired users (5% very positive and 16% fairly positive), with 22% feeling it would have a negative effect (11% very negative and 11% fairly negative), 26% saying there would be little or no change and 31% unsure.

Table 9 - Impact on journeys for different transport users

What impact do you think the Separate T-Junctions would have on journeys for the following transport users?	People who cycle	People who walk	People who use the bus	Mobility impaired users	Cars, vans, lorries and motorcyclists
Very positive	12%	10%	8%	5%	9%
Fairly positive	25%	24%	23%	16%	22%
Little or no change	24%	29%	33%	26%	18%
Fairly negative	12%	12%	10%	11%	22%
Very negative	10%	10%	9%	11%	21%
Unsure	17%	15%	17%	31%	8%

Asked if the separate T-junctions option, together with the wider measures proposed as part of the Army and Navy Sustainable Transport Package, would encourage them to travel through the junction using a different mode of transport in the future, 16% of respondents said 'yes', with 69% responding 'no' and 15% 'unsure'.

When asked to specify which modes of transport, if any, they would therefore consider in the future, 68% either did not answer or indicated the question was not applicable, with bicycle (14%), car, van, or lorry (13%) and walking (11%) again the top three modes of transport. More than one mode could be chosen. E-scooter was again a common alternative for the 2% who selected 'other' and other respondents explained that they could not travel by other modes.

Table 10 - Modes of transport considered in the future

If so, which of the following mode/s of transport would you consider using in the future?	Percentage
Bicycle	14%
Walking	11%
Bus	7%
Park and Ride bus	7%
Mobility scooter	0%
Motorcycle or moped	1%
Taxi	1%
Car, van or lorry	13%
Other	2%
Not applicable	32%
Not answered	36%

Sentiment of comments

A significantly higher number of responses to the specific Separate T-Junctions question were negative in sentiment (105 comments) as opposed to positive (43 comments). For those that were positive, a number referred to the option being favourable in terms of the walking and cycling proposals, while other comments highlighted road safety improvements. A number of the comments opposing the Separate T-Junctions option commented about the fact that certain movements would not be possible (e.g. no right turn possible from Baddow Road), while others expressed concerns the option would be confusing, would have insufficient journey time and traffic flow benefits, cause congestion in other areas and not be beneficial for pedestrians and cyclists.

Support for Separate T-junctions

General support:

“An uncomplicated and easy to use junction with very limited conflicting movements and very straight forward pedestrian and cyclist crossings.”

“Although setting up the traffic light phasing will be complicated (and will probably need to be adjusted until it is right) this solution seems to offer the best outcome. The junction will remain overly busy whatever is done, but this seems to offer the possibility of making access fair from all the approach roads.”

“It looks good, it maximises the green space, it will be understandable, it won’t offer any single direction an unfair advantage, you can tune the traffic flows by adjusting the lights timings, it is just 100% better in every imaginable way.”

“I think this option is far more straightforward. Lanes are clearly defined and there is better direction for where people want to go.”

Support walking and cycling improvements:

“The road layout provides less complex sight lines for people on foot or cycling with greater ability to negotiate the junctions and track approaching vehicles.”

“The T junction allows traffic to be managed appropriately and gives cyclists and pedestrians a safe walking / cycling route that is distanced from traffic. This may encourage families to bike.”

“I feel that a complete redesign will enable sustainable transport methods to be prioritised. Green and public transport should be prioritised over polluting cars and taxis.”

“It’s not a perfect solution but does appear to offer more sustainable forms of travel better routes into town thus encouraging their use. We cannot continue to favour and encourage private car use into and around the city so this option would seem a good way forward.”

“If I lived locally I would definitely be more inclined to cycle as junctions are easier and safer to navigate.”

Road safety improvements:

"Think it is a better option, down to safety and ease of use."

"...This looks like it will reduce the travel time for vehicles coming into Chelmsford and be a safer option with less etc incidents (of which I saw 2 just last week) on the roundabout. I also like that the pedestrian and cycle areas will be divided and safer than the existing ones."

"I think separate t junctions will be easier for people to work out what lane to be in making it safer for everyone."

"Safer and more controlled."

Oppose Separate T-junctions

General opposition:

"Absolutely awful proposal."

"We are stopping everyone at every point, not a good idea."

"Bad design with traffic being forced around."

Does not accommodate all current movements:

"Downside for Baddow residents, would not be able to drive direct from Baddow Road up to Chelmer Village. You would have to drive towards town/possibly encounter more traffic and loop round and come back from where you had just driven."

"I do not like that vehicles coming from Baddow Road cannot turn right."

"If it means that you cannot travel from Baddow Road to Chelmer Village, you will have uproar. Really bad move to send people all the way to the Odeon roundabout to have to navigate to Chelmer."

"Removal of journey options will only create more traffic congestion and further deteriorate situation at Odeon Roundabout or Wood Street Roundabout."

Confusing:

"A confusing layout with what appears to be a lot of areas where traffic will be held up at lights."

"Appears too complicated and restrictive, with a greater potential for delays for vehicle users."

"I think the separate T junctions would be very confusing and chaotic and would not be of benefit to all travellers."

Negative impact on traffic flow and journey times:

"I think it will just make the queues of traffic worse."

"Don't think it would help the traffic flow at all."

"I don't believe that T junctions would keep a consistent flow of traffic; or at least as much as the Hamburger option would appear to do."

Negative impacts on other areas:

"Bit silly that if you want to get to Parkway you have to find alternative routes - potentially causing traffic elsewhere and not resolving the issue."

"I think right turners from Chelmer Village direction will back up to an unacceptable extent."

"I think this option will cause more hassle than the current circumstance and cause traffic on surrounding roads due to the lesser option of coming off/on to the road needed for travel."

Concerns about walking and cycling proposals:

"This will degrade what is currently there for cycling and walking."

"It would make it very hard for pedestrians and cyclists to get round the junction as there are large stretches of open road to cross that may be scary for people."

"When compared with the Hamburger option, the benefits are not as great for walking and cycling (which was my daily use of the junction pre Covid-19), therefore this is my least preferred option."

Cost

A small number of comments focused on the theme of cost (10 comments), with the majority of those suggesting the option would be a waste of money (5 comments).

Waste of money:

"Total waste of money. May be marginal better for pedestrians if given priority."

"Not a good idea, waste of money. Won't improve the traffic flow at the army and navy."

"Stop wasting public money on private car users"

"Journey time savings for all users minimal - large waste of money. Shame as it could have been radical and innovative."

Traffic

Traffic signals and signage

A number of comments related to traffic signals or road signage/markings (41 comments), with the majority of concerns about the number of traffic signals that would be required, the impact of these on congestion and traffic flow. However, a small number of other comments were positive about the potential benefits of additional traffic signals at the junction.

Negative:

"I think the traffic lights required at each junction will slow the traffic from those approaches even more, causing worse traffic on Princes Road and Baddow Road."

"It will just be a build-up of queues at all the traffic lights. We already have too many in Chelmsford already."

"Can see this causing longer delays from the sheer amount of traffic lights. At least with a roundabout the traffic still keeps flowing to some extent."

Positive:

"It is signalised with increased safety for both drivers and pedestrians."

"Traffic flow would be improved with computer-controlled lights sensing traffic."

"Economic in land usage, with proper sequencing of traffic lights will improve traffic flow."

Traffic flow and congestion

A relatively large number of comments related to traffic flow and congestion, with the majority suggesting the option would worsen congestion or traffic flow (90 comments), although a small number of others said it would improve traffic flow or reduce congestion (8 comments).

Worsen traffic flow or congestion:

"I think it will just make the queues of traffic worse."

"This option will also slow the pace of traffic crossing across the junction north to south and vice versa to a halt."

"This option can surely only increase tailbacks."

"This option doesn't look so good for improving the flow of traffic, which is the primary reason I have not selected this one. At peak times, traffic can queue a far back on Lady Lane, blocking this side of Old Moulsham as cars struggle to get on the Van Diemens."

“Traffic flow and control appears to be more complicated and difficult to manage. Lots of stop and start actions, basically moving from one queue to another.”

Improve traffic flow or congestion:

“This option appears to separate the traffic routes more effectively, and hopefully would reduce the tail back on the 5 access routes leading to the current Army & Navy roundabout.”

“Out of the 2 suggestion this is the better and it will break up the flow of traffic by traffic lights.”

3.5 Walking and Cycling Improvements

This section focuses on the walking and cycling improvements proposed as part of the Army and Navy Sustainable Transport Package, providing an opportunity to assess overall support for the proposed measures and to gain qualitative feedback.

3.5.1 Overall agreement

The first question in this section looked at the level of agreement that the ‘proposed walking and cycling improvements would create a more coherent network for pedestrians and cyclists in Chelmsford’. Almost half of respondents agreed (12% strongly agree and 35% agree), while a further 32% described their views on the statement as neutral. 20% disagreed (8% strongly disagree and 12% disagree) and 1% did not answer the question.

Table 11 - Agreement about creation of a more coherent network for pedestrians and cyclists

To what extent do you agree with the following statement: ‘The proposed walking and cycling improvements would create a more coherent network for pedestrians and cyclists in Chelmsford’?	Percentage
Strongly agree	12%
Agree	35%
Neutral	32%
Disagree	12%
Strongly disagree	8%
Not answered	1%

3.5.2 Comments about proposed walking and cycling improvements

The first open-ended question in this section of the survey asked respondents for any comments they had on the walking and cycling proposals. This helped to steer the comments towards these specific aspects of the Army and Navy Sustainable Transport Package and provide an opportunity for the public to offer feedback and suggestions about these elements. The comments provided by respondents were themed and have

been summarised below. Examples have been chosen to illustrate the key themes and issues that arose.

Sentiment of comments

Of the comments where a clear opinion was expressed, a slightly higher number were generally positive (34 comments) than negative (27 comments). Positive comments focused on themes such as improved connectivity and safety, as well as the prioritisation being given to walking and cycling and potential for the proposed measures to encourage increased active travel. Negative comments referred to increased journey times for pedestrians and cyclists, potential conflict with traffic.

Support

General support:

“Overall, I am very pleased to see the plans for cycling and walking improvements and strongly support these.”

“As a keen cyclist I believe both options improve the cyclists experience.”

“Much better arrangement from the pedestrian, cyclists’ people with prams and mobility impaired point of view. All on one level. No subway areas that make you feel unsafe.”

“The junction itself is obviously better for pedestrians as everything is at grade without the current subway putting people off, and more direct, and nearly all walk times are reduced.”

Improved connectivity:

“Both options would provide a greater connection and safer measures than currently existing with this junction.”

“I think they are excellent and will make getting around the city and it’s environs without a car much easier.”

“A big improvement over the existing layout giving access to all parts of the junction.”

Improved safety:

“Any walking route will be better as it is unsafe to walk under Army and Navy as I have been hit by cyclists many times so to get rid of this would be an improvement.”

“Very much needed, especially for walkers’ and cyclists’ safety.”

“Good that segregated cycle facilities are being proposed, mustn't let this get downgraded to shared during the design process.”

“Anything which offers a network of safe non-vehicular routes is to be encouraged.”

Encourage increased usage:

“I live in Great Baddow and use my bike when I can. The improvements would be most welcome and I think will encourage people to use more often.”

“I think the improvements proposed appear positive and hopefully over time, encourage more people to walk and cycle shorter journeys.”

Prioritisation of active travel:

“I am very pleased that any scheme would prioritise those using sustainable or public transport.”

“About time that cycling and walking was prioritised. It just needs to join up properly and not be cut off but current roadways or obstacles.”

“It is very positive to see how much active travel is being taken into account. I think particularly as work patterns change due to the pandemic, people may be inclined to want to walk and cycle more, rather than having to commute longer distances by car. It is great to see this being facilitated.”

Oppose

General opposition:

“Both options will probably make the walk longer.”

“Removing the underpass would make crossing the entire junction an absolute mission.”

“Too many crossing points with busy vehicular traffic”

Longer pedestrian and cyclist journey times:

“They aren't improvements because they increase the transit time with multiple traffic light stops that aren't present with the current subway.”

“The cycling routes as proposed are not an improvement over current options, there is no continuous flow for either and will increase journey times for those accessing the town centre.”

“Both new options mean a much longer journey with lots of stops and starts at each of the lights. Making pedestrians more vulnerable to passing traffic and pollution.”

Greater interaction with traffic:

"I don't believe the increased interaction with traffic and walking / cycling routes is a positive, I believe this is a retrograde step which undermines the environmental and greener transport aspect of the design."

"More chance of cyclist / pedestrian conflicts and even with road traffic."

Unlikely to encourage increased usage:

"I don't think either option will encourage cycling as it will still be an extremely busy junction. Pedestrians will probably not notice much difference unless they are going from Baddow Road to Parkway or vice versa as they will have to wait for the crossing lights rather than using the subway."

"Currently walking and cycling routes are much better than the new proposals. Neither will promote alternative transport arrangements at all."

"I'm sorry none of the proposed options would make me decide to cycle into the city centre any more than what is in place now."

"People who walk through army and navy to town already will continue to do so. This is unlikely to increase people's desire to walk or change people's reasoning for driving."

Prioritisation of active travel over motorised users:

"As a crucial junction for road-going vehicles into and out of Chelmsford, the Army and Navy junction should prioritise road-going vehicles in its design."

"Although walking / cycling options need to be improved, consideration must still be given to other modes of transport in order to provide the best experience possible to all transport users."

"How many walk or cycle compared to cars?"

Not needed:

"Chelmsford already has an excellent network of cycle and footpaths to enable people to travel around. I do not believe there is a necessity to include these as part of the army and navy redevelopment."

"People can already walk and cycle but don't, it is a waste of space and money."

"Completely unnecessary. Already very easy to cross on foot or bike. I do it regularly."

"I don't think enough people cycle or walk into the centre to warrant these plans. A lot more people drive to work as they work closer to London rather than locally."

Improvements need to go further

A relatively large number of comments focused on the need for the proposed walking and cycling improvements to go further (59 comments), suggesting there is a strong demand for additional improvements. This was also reflected in the response received from Chelmsford City Council (see Appendix B). A lot of these comments focused on the need to extend the network and routes further and the need for greater separation of pedestrians, cyclists and motorised vehicles.

Not enough prioritisation over motorised vehicles:

“Significant priority continues to be given to private motorised transport. This does not go far enough to encourage active transport and the use of public transport.”

“A junction design that enables cycling and walking would prioritise those modes - the routes would be direct, and especially if you wish to segregate cyclists from motor vehicles then you have to ensure the designated cycle route is straight and with fewer stops than the car route.”

“Every proposal still prioritises the convenience of car users over other forms of transport.”

Extending routes and network:

“They don't go far enough - one junction is not a network”

“It's the tip of the iceberg. Generally cycling routes in Chelmsford are not good. We cycle a lot in the area and it is not well provided for in the city.”

“The new cycle path and pavement is a good and much needed touch but it will need to be met with improvements in the rest of the town so that the cyclists are not just forced back into the road.”

“The actual Army and Navy Junction will have fantastic opportunities for walking and cycling options. However, routes must be continued out from the junction rather than just ending as soon as you leave.”

“Wider improvements required across the whole city to enable much more coherent and safer cycling routes. Just the changes proposed in the two options do not seem to introduce any significant changes.”

“Act on opportunity to link up new routes with longer distance cycle network beyond Chelmsford city centre to surrounding towns and villages.”

Greater separation needed:

“Please keep pedestrians and cyclists completely separate from vehicles.”

“Currently there are several pinch points along parkway that bring pedestrians and cyclists into conflict, and no segregated cycle route into the town centre.”

“I think cycle routes need to be more segregated and regulated.”

Safety

Safety was a key theme of responses to this question, with a relatively large number of respondents focusing on this theme (66). Of those that mentioned safety, some made specific safety suggestions (16 comments). Many of the suggestions related to the need for separate or segregated cycling and pedestrian routes. Other comments expressed an opinion that a pedestrian and cyclist underpass or subway would be safer than the ground level facilities being proposed.

Safety specific suggestions:

“If you want to encourage people to cycle from Sandon then there needs to be a dedicated lane. I wouldn’t feel safe to cycle.”

“Cycling along Baddow Road needs to be made possible for this junction upgrade to have any meaningful difference. The current setup is highly dangerous to cycle along and approach the A+N junction.”

“I think cycle routes need to be more segregated and regulated...”

“Cyclists and pedestrians need to be kept separate and also away from the traffic.”

Underpass:

“I feel safer walking under the subway rather than crossing the main carriageway.”

“Keep the subway. It keeps pedestrians and cyclists away from traffic which is safer and less accidents.”

“Removing the underpass entirely will 100% make the aspect of walking across the roundabout not only longer but also more dangerous/unsafe.”

Suggestions

Many comments were putting forward specific suggestions for walking and cycling improvements in the area, including safe cycle storage, a walking and cycling footbridge or underpass, improved signage and early implementation of elements of the cycling improvements ahead of any junction layout changes.

Secure cycle storage:

“Provision of secure cycle storage also needs to be made within Chelmsford town centre.”

“Great improvements but needs to be supported by secure city centre / retail destination cycle parking - a major deterrent even with these enhancements as proposed.”

“I think there should be even more investment in cycling routes and initiatives such as the e-scooters (i.e., Boris bikes) and safer places for me to leave my bike in town (too many thefts to feel safe about just using a standard lock chain.”

“We need to add more - safe bicycle storage - better cycle routes through the centre.”

Footbridge or underpass:

“Would it not better to include foot bridges as well as the surface options?”

“Foot bridges or underpasses should be used.”

“The whole scheme should have considered cyclists and pedestrians as equal priority with bridges or subways rather than crossings.”

“A properly designed subway starting along the cycle track by Essex Yeomanry Way, well-lit day and night with adequate width for two direction cycle traffic would give an uninterrupted ride and be welcomed by those committed to cycling as their means of transport.”

Improved signage:

“Better signage for visitors to area with walking routes identified would be good.”

“Clear signage for all cycle and foot paths, shared or separated, is essential to the safety of their users.”

Early implementation of cycle improvements:

“The proposed new segregated cycle route into the city centre should be implemented as soon as possible to encourage modal shift before reconstruction of the junction.”

“The infrastructure around the main development area should be improved before considering any restructuring of such a major junction.”

3.5.3 Suggestions for walking and cycling route improvements

Respondents were also asked if there are any other walking and cycling connections to the Army and Navy they would like to see developed. Since these comments were suggestions, these were not coded in the same way. However, there were some notable trends in the locations and areas.

Essex Yeomanry Way:

"A cycle path alongside Essex Yeomanry Way from the Great Baddow junction to the Army and Navy. I think either options offer fantastic improvements for sustainable travel methods, however as a resident living in the Howe Green/Sandon area my biggest struggle currently (and the reason I do not cycle into the city centre more), is that there is not a safe and direct way to get to the Army and Navy roundabout from this area."

"Great Baddow Parish Council have tirelessly requested a safe, family friendly cycle path from Great Baddow to Chelmsford City centre. This is still not part of the development and needs to be included. There needs to be a new safe cycle path down the north side of Essex Yeomanry Way."

"A new cycle path should be built alongside, but protected by a barrier from, the bus lane of Essex Yeomanry Way. Access should be down Longmore Avenue via a new path by the adjacent field."

Sandon:

"I'd love to see a cycle Lane from the junction all the way to Sandon. This is all dual carriage way at the moment and leave no safe route for cyclists coming in and out of Chelmsford."

"New elevated (flood proof) route across flood plain from new Sandon development to town centre."

"I'd like to see a direct dedicated off-road cycle route from the Sandon P&R to the Army and Navy please, to help get more people onto bikes and out of their cars."

Great Baddow/Baddow Road/Meadgate Avenue:

"A completely off-road cycle route from Great Baddow into Chelmsford."

"Work to improve cycle connections along Baddow Road into town from Great Baddow."

"A better cycle track from Meadgate Ave as the road is too dangerous to cycle with speeding traffic and parked vehicles."

"I think the route from Baddow Road should be looked at and improved if possible as on the current proposals it is not great."

Chelmer Village:

"Better connections to the cycleways from Chelmer Village and Sandon."

"Chelmer Village needs a better cycle path into the town centre as currently it is not too fit for purpose."

"I think there is opportunity to consider a walking a cycling route between Chelmer Village and Great Baddow across the meads, possibly using Chelmer Road to cross the river, or alternatively the lock near to Mill Vue Road."

Princes Road:

"Some of the cycle / pedestrian routes leading to the junction desperately need improvement particularly the route along the north side of Princes Road. This is narrow with a very rough surface and intruding vegetation. Most cyclists ignore this route and stay on the main carriageway."

"The Princes Road shared path is in a terrible state and barely rideable."

"Princes Road is an absolute nightmare in the mornings for pedestrians. Due to the small overgrown path and high number of school related foot traffic."

Moulsham:

"I would like the whole of Old Moulsham to become less congested so that it's easier to cycle through to connect with the Army and Navy."

"The cycle network from the town centre out to Great Baddow High and Moulsham High Schools should be improved so that school children can safely cycle from all around their catchments. It is not safe to cycle on the roads in old Moulsham with cars parked on both sides, nor on New London Road."

"Currently there are very limited connections for cyclists between Army and Navy and the city centre and Moulsham."

Parkway:

"Continuous cycle lane along Parkway to town centre via Odeon roundabout, please."

"There is currently no connection between Parkway and the paths running along the river (the only option is to cycle, walk across the car parks)."

"...cycling paths continued down the length of Parkway (A1060)..."

3.6 Park and Ride

This section focuses on the Park and Ride proposals in the package, to gain feedback on both the new proposed Park and Ride in Widford and the preferred option, along with the expansion of the Park and Ride in Sandon.

3.6.1 Widford Park and Ride

Preferred Park and Ride site

Respondents were asked to provide their opinion on a preferred site for a proposed new Park and Ride at Widford. Most respondents were undecided or had no preference (67%), with slightly more respondents preferring the Greenbury Way site (18%) over the London Road site (13%).

Table 12 - Preferred Widford Park and Ride site

Which is your preferred Widford Park and Ride site – London Road or Greenbury Way?	Percentage
London Road	13%
Greenbury Way	18%
Undecided or no preference	67%
Not answered	2%

Respondents were asked if they had any comments about the proposals for a new Park and Ride in Widford or the sites under consideration. The comments provided by respondents were themed and have been summarised below. Examples have been chosen to illustrate the key themes and issues that arose.

Sentiment

The comments received showed a good level of support for a new Park and Ride in Widford, with most categorised as supportive/positive (50 comments) and a number of others neutral (32 comments), compared with a smaller number that were opposed/negative (24 comments).

Many of those who were supportive were quite generalised in their support, while others focused on the positive impacts on traffic. Those who opposed a new Park and Ride in Widford concentrated on concerns about congestion and traffic, environmental concerns and cost. Most of the respondents who made neutral comments felt the proposals would not affect them.

Support new Park and Ride at Widford

General support:

“Good idea for people coming into Chelmsford from the Ingatestone and Brentwood area.”

“Fully support this proposal.”

“Good idea to have a third park and ride site.”

“Positive move. Idea to incorporate cycling and walking routes to and from the park and ride sites also positive.”

Positive traffic impacts:

"More park and ride options can only help the traffic in Chelmsford, so I support either"

"Western Chelmsford is clearly a good option for a Park & Ride but routes into Chelmsford must be carefully considered to ensure the vehicles don't add to the traffic problem"

"I do think another Park & Ride is a good part of the plan, for reducing the number of vehicles coming into the town centre."

Oppose new Park and Ride at Widford

General opposition:

"Don't bother, there are enough."

"I completely oppose the building of an additional park-and-ride in the Widford area."

Increases congestion and traffic:

"Park and Ride only transfers congestion to other areas."

"A site at Widford would dramatically increase the traffic on an already heavily congested Westway. There are already problems with traffic from the A414 joining or crossing traffic from 3 Mile Hill."

"Park and Ride will not help the amount of traffic coming through army and navy."

Environmental concerns:

"Please be sympathetic to the countryside. The proposed sites are some beautiful countryside which will be lost to a car park."

"More of our limited countryside put to concrete monstrosities."

"Seems like a shame to tarmac over yet more green space near the city centre."

"I do not think encouraging people to drive, to then sit on a diesel-powered bus is particularly environmentally friendly. Surely, the use of train services, or bolstering existing bus networks and investing in electric buses, has to be a better answer than building a huge car park, on a field."

Cost of new site:

"A complete waste of council money."

"Unnecessary for Chelmsford residents. We are spending our money for out-of-town people.... I would prefer to see my council taxes being spent on improving things for myself not others from out of the area."

"White elephant?"

Neutral comments about new Widford Park and Ride

Proposals don't affect them:

"It's of no benefit to me as I already live in the city limits."

"Would not be used by me as they are the wrong side of town for me to get to."

"I'm not sure these will have a great impact from this side of town, being a resident closer to town than the park and rides, this will not be a facility I would use."

"For those who live in Old Moulsham none would be of any use."

Need for new Park and Ride

A number of comments said a new Park and Ride in Widford was not needed or they did not feel it would be beneficial (37 comments). Many of these comments suggested there would not be sufficient demand for a new site or that it would not be used. However, in contrast, other comments stated there is a need for the new Park and Ride.

Widford Park and Ride not needed:

"I am not sure how much demand there will be for the park and ride at Widford."

"Creating more Park and Ride sites is wasteful. The existing sites are not fully used and much of the use is by non-payers and non-bus user parking."

"Not sure investing in park and ride is wise. Many people are now working from home and the two current sites are currently ample."

"Not needed. Too expensive and they don't work for Chelmsford residents, they only work for commuters."

Widford Park and Ride needed:

"It's a much-needed addition to an already excellent service."

"Badly needed"

"We have needed one for a while, but it's all about the cost of the buses that will be a reason they are not used more."

"Proposed many years ago and much needed."

Suggestions

Many comments were specific suggestions (58 comments), and focused on route and bus priority ideas, environmental improvements, suggested additional transport options and features and ticket pricing.

Route and bus priority suggestions:

"Could buses run to Hylands as well as town please."

"They can be linked by an inbound bus lane along London Road, Widford from the Britvic Roundabout to the Wood Street Roundabout to link up with the current bus lane on London Road."

"Better access for buses into town bus lanes accessing junctions completely and not stopping halfway down roads..."

"I think Park and Ride is to be encouraged and further sites are welcome. Provision of bus lanes to / from the city centre is key to ensure journey times are attractive."

Environmental improvements:

"Should be made as sustainable as possible and should have as many trees as possible and ecological enhancements that make it an attractive feature."

"I would like to see additional investment in making these as 'green' as possible with hedging and trees on site instead of concrete dividers, tree and planting replacement undertaken to compensate for land lost, porous surfaces and water run off being managed and sustainable building materials used for depots and hubs."

Additional transport options and features:

"...Please also give consideration, as well as park and ride options, to Park and Cycle options as well. It is a good and green alternative to the bus (go speak to other Councils, e.g., Cambridge, who already have these if you need some research info)."

"Every parking space should be provided with an electric car-charging point which should be free to use for users of the Park and Ride service."

"Perhaps electric cycle hire could be envisaged."

"Segregated cycle lanes from all Park and Rides should be provided to encourage the use of folding cycles that fit into people's car boots. Also, extension of the electric scooter schemes out to the P&R locations."

"You must improve cycling links in the area at the same time."

Ticket pricing:

"We have needed one for a while, but it's all about the cost of the buses that will be a reason they are not used more."

"To encourage more people to car-share the cost of tickets should be per car not per passenger. Currently, if four people were sharing a car it would cost less to park at the station car park. There should be a benefit/encouragement to car share as it reduces the carbon footprint and reduced the traffic on the roads."

"I am concerned nobody is talking about committing to capping the price increases of the park and ride as part of this full package of the Sustainable Transport Package. Keeping the cost at the right level is critical to encouraging people to use it."

"I think the park and rides will need to be priced competitively compared to town centre parking to make people use them."

Site specific comments

Although a large number of respondents (67%) indicated they were undecided or had no preference of potential site, a number of the comments received expressed a clear preference (25 comments).

The comments made by those favouring London Road included traffic-related considerations and a feeling the location would attract more users, while those against the London Road site expressed concerns about safety for schoolchildren accessing a school playing field, an increase in traffic and congestion, the impact on nearby residents and whether the location would be beneficial.

The comments made by respondents preferring Greenbury Way focused on easier access to the site, the fact the site could be expanded in the future and that there would be less impact and disruption. Those against the site focused on traffic and environmental concerns.

Prefer London Road

Traffic considerations:

"Introducing more junctions onto the A414 would increase traffic further, rather than reduce it. The A414 is a considerably busier road than London Road, making a Park and Ride site on London Road a far more sensible option."

"Better for people coming in on A12 thus better reducing traffic."

"Although Greenbury Way would give good access to Writtle residents, it would increase traffic on Three Mile Hill and the roundabout. Three Mile hill is easily accessed from the A12."

More users:

"I believe that you would get more users from the A12 junction as opposed to the A414."

"London Road would be great location just off the A12 before arriving into the town."

"Three Mile Hill is regularly backed up from Waterhouse Lane/Westway, so it would seem a suitable location for P&R."

Against London Road

Safety concerns because of school playing fields:

"It is enormously worrying that you are proposing the site on London Road which would mean access to that site crossing the pathway along London road that is used by Widford Lodge School as its means of access for all of its children, several times per day, to get between the school and its playing field (immediately to the south of the proposed site)."

"The school access the playing fields all day and the cross over of students and cars is never good. This would be dangerous and potential accidents could occur."

"My overriding concern though is that of safety and I am sure you are aware that Children walk from Widford Lodge School several times per day to play sport on the field adjacent to the proposed London Road site."

"I am very concerned that the children's safety will be compromised if the Park and Ride in Widford is located at London Road, since the children will be crossing a road providing access to the Park and Ride, which will be in constant use by vehicles."

Not needed in that location:

"A site on London Road would primarily benefit road users travelling to Chelmsford from the A12/Brentwood area - a facility already exists at Sandon for these road users."

"Greenbury Way makes more sense as London Road you could just go a bit further to Sandon."

Increase in traffic and congestion:

"The London Road site will encourage more traffic to use Three Mile Hill during peak periods which is often already congested."

"Feels like the London road route enters onto a busier roadway than the Greenbury Way option, more risk of collisions."

"If/when completed it would add more traffic to a very congested road."

"The congestion on this road in the rush hours can last for hours so extra traffic would make this lot worse."

"Locating the Park and Ride site will only seek to increase both the volume of traffic and incidents in the area. It will also have a significant impact upon those leaving the City; any traffic calming measures and incidents will cause significant issues with tailbacks."

Impact on residents:

"A Park & Ride on London Road would be detrimental to myself and the other residents of London Road."

"Your intentions to close the cross-over will cause massive inconvenience to residents, local businesses and emergency services too."

"I would be able to see the Park & Ride from my house, this would be a miserable sight and no doubt reduce my house value."

"The Park and Ride will be incredibly destructive of my home life as the development of a concrete field with greatly increased noise and air pollution."

Prefer Greenbury Way

Easier access:

"I think the access to Greenbury site would be less disruptive than other site."

"The best facility for this would be located at Greenbury Way which would provide western and south western commuters a facility they could access with greater ease than the Three Mile Hill facility and would result in less congestion at the Widford Roundabout."

"Greenbury Road makes more sense in my eyes as the park and ride is on the incoming side of the city"

Opportunity to expand:

"Greenbury site seems best option as may be able to expand in the future plus roundabout makes it easier to access."

"Greenbury way is a more suitable place, away from a built-up area and with possibility to expand in the future."

Less impact and disruption:

"I think the access to Greenbury site would be less disruptive than other site."

"I think the Greenbury option will have better access and have less impact on the houses on London Road. Also provides an easier cycle route link to the city centre."

"The site on Greenbury Way would be my preference as it would not have a direct impact on the residents of London Road."

Against Greenbury Way

Traffic concerns:

"Greenbury Way would load traffic onto a relatively minor road compared to London Road"

"Although Greenbury would give good access to Writtle residents, it would increase traffic on three-mile hill and the roundabout. Three-mile hill is easily accessed from the A12."

"Introducing more junctions onto the A414 would increase traffic further, rather than reduce it."

Environmental concerns:

“Greenbury Way is countryside and should left alone.”

“Based on the information presented I prefer to London Road site as this seems to encroach less into rural land. I think a full assessment on the environmental impact of both sites should be a key factor in the decision.”

“There is also a question of the impact on the local wildlife as the area is more rural than the London Road site, which is adjacent both to the railway line and an existing building to its north-eastern side.”

“I think the London Road option is better, as there is less visual impact on the landscape of the area.”

3.6.2 Sandon Park and Ride

Respondents were asked whether they supported the idea of expanding Sandon Park and Ride before works at the Army and Navy junction. This is being considered to help manage disruption and improve travel options during the construction period. A significant proportion of respondents were supportive of this and chose ‘Yes’ (60%), with smaller percentages choosing ‘No’ (17%) and ‘Don’t know’ (21%).

Table 13 - Support for early construction of Sandon Park and Ride

Do you support the idea of expanding Sandon Park and Ride in advance of the works at the Army and Navy junction to improve travel options during construction?	Percentage
Yes	60%
No	17%
Don't know	21%
Not answered	2%

Respondents were then asked if they wished to comment on the proposed upgrade and expansion of Sandon Park and Ride. Among the comments made were a small number stressing that Army and Navy junction improvements should be prioritised over expansion of Sandon Park and Ride.

Against Sandon expansion before Army and Navy construction:

“I would get the junction sorted first as further delay is frustrating.”

“It will take too long to finish these works, therefore prolonging the works on the army and navy.”

“Do the junction first.”

“Just move forward with upgrading the army & navy, don't wait to make changes to the park and ride. Covid must be reducing its demand due to work from home anyway.”

Sentiment

More comments were positive or supportive (43 comments) than negative or opposed (19 comments), while a similar number were categorised as neutral (22 comments). Those who gave supportive comments focused on it helping to reduce cars in the city centre, while many of those who gave negative comments focused on it being a waste of money or there being insufficient demand based on current usage. Those who were neutral focused on the need for a greater understanding of the demand and usage of the site, particularly following the impact of COVID on passenger numbers.

Support for Park and Ride expansion

General support:

"Brilliant idea and plans."

"Good idea to upgrade it."

Positive traffic impacts:

"Has to happen. It would be far better for travellers to use the Sandon facility and travel in on the bus through the army and navy. 40 cars or 40 bus passengers. It's a no brainer."

"Sandon really needs expanding to reduce the number of cars entering the city."

"Very positive to discourage car drivers from going into Chelmsford."

"I think that anything we can do to prevent additional traffic coming into the City is a positive measure."

Oppose Park and Ride expansion

Cost:

"I think it's a waste of money and ridiculous idea. The money would have been better invested towards the expansion of a large car park and the second Chelmsford train station"

"What a waste of money. Nothing wrong with facilities at current site."

"This is a pointless spend in resource as it's only supposed to be a temporary measure which realistically will not yield the results needed."

Not a priority:

"Construction at Army and Navy should be the priority before any park and ride works as this is where the most urgent attention is needed."

"I don't think these will have an impact on the flow of traffic in Chelmsford. As I indicated, local people will not be using them."

“Unnecessary for Chelmsford residents. We are spending our money for out-of-town people.. I would prefer to see my council taxes being spent on improving things for myself not others from out of the area.”

Neutral comments about expansion

Uncertainty about usage:

“If the expansion can be justified in a post Covid-19 world. No point in expanding it if usage will not increase due to fears of catching Covid-19 or more commuters working from home.”

“Working practices have changed fundamentally due to the pandemic. It is difficult to predict whether pre-COVID commuter rates will return now that more flexible working approaches have been successfully adopted.”

“Expansion is only needed if it often reaches capacity.”

Suggestions

A relatively high number of the comments about Sandon Park and Ride were suggestions (64 comments). These included ideas about ticket pricing, timetable changes, extra transport options and site features, bus numbers and measures to protect passengers from adverse weather.

Ticket pricing:

“If people are to be encouraged to use the site, then you need to make it financially beneficial for them to use it. I currently don't use it because of the costs.”

“You need to do something about the cost. I'd consider using it if it didn't cost a fortune and you had to pay per person.”

“Costs of using it must not be prohibitive other such a build will be counterintuitive.”

“When compared to parking within town, fares need to be reduced to bring them into competition.”

Timetable changes:

“I would suggest exploring an earlier timetable to support commuters into London.”

“Needs to open longer hours to cater for commuters People working in London rarely finish work at 5pm. In my experience it is 7pm at the earliest.”

“Run the buses to at least 10:00 pm and 7 days a week.”

“Your park and ride service is useless to rail commuters as you stop running a regular bus service before we get home from work.”

Additional transport options and features:

"Implement cycle path from park and ride site to central Chelmsford allowing for park and pedal model to be introduced."

"Will there be an option to Park and Cycle or Scooter. More routes for the new orange scooters would be good too."

"If expanding the site, please also include a Park & Cycle option as well as just Park and bus Ride."

"Are there enough EV charge points? Presumably with a park and ride many people would be parked there all day as they go to work, this means any car charging will likely be there all day, preventing others from using it."

"Electric buses and improved wind turbine to power the site."

Weather protection:

"A large car park where people are expected to walk from their vehicle to a waiting point should have covered walkways across the site."

"Better weather protection for waiting bus passengers."

"The improvement planned to have the buses in the middle of the site is a step in the right direction but if you really want people to use park and ride then the site needs covered walkways from all parts of the site."

Increase number of buses:

"I have experienced long queues for the bus here. I presume the number of buses will be increased too."

"If expanding the number of parking spaces then the frequency and number of buses will also need to increase."

Need for expansion

Some comments referred to it not being needed or not beneficial (48 comments). However, in contrast, other comments mentioned that it is needed.

Park and Ride not needed or beneficial:

"Don't see how increasing this area will help. People like to drive their own vehicles -this is not going to change."

"Can't see why it's needed if you plan to make a new site."

"Once the new station is open, would the extra spaces at Sandon be needed?"

“The council need to be realistic that a large amount of road users will not use park and ride. If they have parking at their work for example it’s an added expense and waste of time.”

“Working practices have changed fundamentally due to the pandemic. It is difficult to predict whether pre-COVID commuter rates will return now that more flexible working approaches have been successfully adopted.”

Park and Ride needed or beneficial:

“Good and do use if going on occasional trips into city centre”

“It fills with commuters so the larger the better.”

“Surely the more car spaces available at ALL Park & Ride is a good thing.”

3.7 Army and Navy Sustainable Transport Package

In this section, respondents were asked whether they felt the overall Army and Navy Sustainable Transport Package would have a positive impact on Chelmsford and given the opportunity to make any further comments about the proposals.

More than half of participants agreed that the proposed package would have a positive impact on Chelmsford (18% strongly agree and 37% agree) while a further 24% described their views on the statement as neutral, as shown in table 14. Just over a fifth of respondents disagreed that the package would have a positive impact (10% strongly disagree and 11% disagree).

Table 14 - Agreement about positive impact of package

To what extent do you agree with the following statement: ‘The proposed Army and Navy Sustainable Transport Package, as outlined in this consultation, would have a positive impact on Chelmsford’?	Percentage
Strongly agree	18%
Agree	37%
Neutral	24%
Disagree	11%
Strongly disagree	10%

3.7.1 Comments on Army and Navy Sustainable Transport Package

Respondents were also given the opportunity to provide any additional comments they may wish to make about the Army and Navy Sustainable Transport Package. Many of the comments received reflected similar themes to the comments given in response to other questions within the consultation survey. The comments were themed and have been

summarised below. Examples have been chosen to illustrate the key themes and issues that arose.

Sentiment of comments

A number of the comments in response to this question were negative in sentiment (48 comments) and focused on themes such as the priorities of the project, the effectiveness of the proposals and the impact they would have on residents (namely the proposed removal of permit parking bays in Van Diemens Road) and the city centre and local economy. A reasonable number of the comments received were positive (29 comments), with many focusing on specific elements of the proposals and the positive impact they would have on improving traffic flow.

Oppose

Ineffective or won't work:

"Increasing traffic flow into the town centre will never fix the key issue. Too much traffic in the town centre..."

"All options are not going to improve the junction"

"I think the council should reconsider doing this properly (underpass or dual lane flyover) or don't do this at all. The remaining options will yield little benefit other than wasting public funds that could be better invested elsewhere."

"At the moment drivers actively avoid the Army and Navy at peak times (if they can). I think that, ultimately, the proposed package would encourage more drivers to come into the centre of Chelmsford, thereby negating any benefits that the package might have been intended to supply."

Against active travel measures:

"Sustainable travel is an illusion when it relies on walking and cycling to a large extent. The council has ignored the fact that we have an ageing population!"

"A significant amount of facilities are being provided on the assumption that journeys by car are generally short and can be undertaken by walking or cycling."

"The complete proposal is going to be detrimental to the area as all this had considered about is the pedestrian and cyclist, this will not improve the car journey - only make it worse..."

Wrong priorities:

"Focus should be on reducing congestion and make vehicles the main priority as they are the main road users."

"I don't understand why you're trying to make one of the busiest routes into and out of Chelmsford walk and bike ride friendly? Surely making it efficient for vehicle use should be the main aim."

"Far too focused on vehicular traffic. Start with active travel first."

"Far too little to actually attempt to be sustainable, it all seems to be green washing just to achieve housing growth at the expense of quality of life."

Impact on residents:

"Do not remove parking bays / areas for residents."

"As homeowners in Van Diemens Road we are extremely concerned that within the 'Van Diemens Road Design drawing' there is currently no indication that access to our drive will be maintained..."

"Local residents in Van Diemens losing the right to park outside their own homes is not acceptable."

Impact on the city centre and local economy:

"Very negative for car users. It's killing the centre of Chelmsford. Businesses will locate out of town where customers can park."

"The lack of long-term visibility will lead to less use by visitors to our city, compared to other locations."

"The proposals will discourage visitors to Chelmsford and I expect that footfall in the shops will suffer as a result. People are cash rich and time poor."

Support

General support:

"This seems a well thought out package apart from not providing an off-road cycle route from Great Baddow into Chelmsford."

"Overall, it is an extremely good package which I feel sure will benefit Chelmsford, and I applaud the all the effort that is being made to implement the improvements as to how people travel and get about."

"It is a vital step in the right direction - and long overdue."

"The package will improve the current situation..."

Support for specific elements:

"I strongly support the expansion and improvements of the Park and Rides for Chelmsford."

"The slip road from joining Chelmer Road to the Southend Road is brilliant and should have been done years ago!"

Help to improve traffic flow or reduce congestion:

"As long as it improves the traffic issues experienced daily in Chelmsford currently then it can only be a good thing."

"This would definitely improve traffic flow and make people happier."

"I wish the air quality in all of Chelmsford City be better for all its residents and hopefully by introducing visitor Park & Ride schemes and improving traffic flow will aid in this until such time we are using Hydrogen or Electric in all modes of transport."

Suggestions

A number of comments were suggestions (57 comments), with a number specifically focusing on the park and rides and public transport.

Park and ride suggestions:

"More drivers would use park and ride schemes if they were affordable and buses were frequent. If it's more expensive than driving in and parking then it's a waste of time as local people won't use it."

"Would have liked a park and ride at Boreham interchange side of Chelmsford as well."

"New P&R should be built before A&N improvements to reduce car usage as soon as possible in Chelmsford for the benefit of the health of all those living there."

Public transport suggestions:

"More buses please."

"City buses should be helped to be more efficient so that journey times are quicker and costs/prices are kept lower. Most of the Council's emphasis seems to be on Park & Ride buses which are not used much by residents of urban Chelmsford."

"These sorts of schemes only have a short-term impact. Building a tramway, like Manchester' would be more sustainable. Faster, cleaner etc."

"Bus lanes should be introduced."

Alternative junction options:

"I think the council should reconsider doing this properly (underpass or dual lane flyover) or don't do this at all. The remaining options will yield little benefit other than wasting public funds that could be better invested elsewhere."

"A flyover is required so traffic travelling along Parkway/Sandon bypass can cross over the roundabout without giving way."

“I think it is a shame the double fly over option has been discounted as it is important to have good transport links for the good of the city economy.”

Management of construction:

“It would be good not to have the works impact rush hour traffic while taking place as best as possible closing lanes and blocking access will be a nightmare.”

“I hope there is a good plan in place for dealing with all the construction traffic which will be needed to construct either scheme. The local area will soon become overwhelmed with the additional local traffic making life miserable for all of us living in the local area.”

“I would want there to be a prevention of traffic through Old Moulsham while the work is being carried out. I am concerned that traffic will be diverted through the area making it dangerous and polluted.”

3.8 Consultation Feedback

Finally, those responding to the consultation survey were asked a short set of questions about the public consultation itself. This included three closed questions designed to assess the effectiveness of our communications channels, usefulness of the information we provided and the appetite for our virtual exhibition, as well as an open question to allow the public to offer qualitative feedback which will help inform future consultations.

3.8.1 Public consultation engagement

Table 15 below shows that large percentage of respondents found out about the consultation through digital and direct communications channels, with social media (39%), followed by email (16%), letter (14%) and email newsletter (12%), with much fewer finding out through traditional communications such as newspaper article (5%) and newspaper advert (1%). More than one option could be selected.

5% of respondents indicated that they found out about the consultation in another way, with those including radio, local magazines and via partner organisations, workplaces, libraries, and other bodies.

Table 15 - How people heard about the consultation

How did you hear about this public consultation?	Percentage
Social media	39%
Email newsletter	12%
Email	16%
Online	11%
Letter	14%
Word of mouth	12%
Newspaper advert	1%
Newspaper article	5%
Other	5%

Respondents were also asked if they visited the virtual exhibition space for more information, with most respondents answering 'Yes' (77%), and a smaller minority answering 'No' (22%) or not answering the question (1%), as shown in table 16.

Table 16 - Virtual exhibition visitors

Did you visit our virtual exhibition space for more information about the public consultation?	Percentage
Yes	77%
No	22%
Not answered	1%

The majority of respondents said they found the information given during the consultation helpful (26% very helpful and 49% fairly helpful), with only a small percentage finding it unhelpful (3% very unhelpful and 5% fairly unhelpful', while 14% were neutral (neither helpful nor unhelpful).

Table 17 - Helpfulness of consultation information

How helpful was the information we provided to you as part of this public consultation?	Percentage
Very helpful	26%
Fairly helpful	49%
Neither helpful nor unhelpful	14%
Fairly unhelpful	5%
Very unhelpful	3%
Not answered	3%

3.8.2 Comments on public consultation

There were 235 comments made by respondents to the question about the public consultation. However, 45 of these comments were focused on the proposals, often duplicating responses to previous questions, so have not been reported again in this section of the report. Of the remaining 190 comments, 49 were negative and 40 were positive, while 101 were neutral.

Positive

A number of respondents provided general supportive comments about the public consultation (20 comments), focusing on the importance of the consultation and their appreciation at being given an opportunity to have their say.

General support:

"I applaud the effort you have made to get public views. This is very good and increases my trust in the council."

"Really well done - incredibly informative and easy to use."

"Thank you for sharing the ideas for the general public and those who be effected by the change to have a say."

"Fantastic - well done to the Communications Teams for making a complex subject easy to understand."

Positive feedback was also received about the virtual exhibition and digital approach to consultation (15 comments), while others specifically mentioned the visualisation videos (6 comments) and the consultation materials more generally (41 comments).

Virtual exhibition and digital consultation:

"I hope virtual consultations continue in future; they are very convenient to access."

"Very well-presented virtual consultation."

"I found the virtual consultation very effective."

"Virtual consultation was a very good way to look at things in your own time at your own convenience and pace - would be good to see this as a future option for other consultations."

"The digital consultation is really excellent - very clear, all the information set out at the correct level of detail and easy to engage with."

Visualisation videos:

"I really liked the computer animations which gave a good overview."

"The virtual visualisation videos on you tube made it feel very real and helped me decide which would be the best option for me as a pedestrian."

"The video explaining the different options was brilliant."

"Very good videos overall but some minor issues with the simulation."

Consultation materials:

"Excellent presentation."

"... helpful notice boards..."

"A lot of hard work has obviously gone into producing this document."

Other comments focused on the helpfulness of the drop-in in-person consultation events (8 comments).

Positive in-person event comments:

"I talked to an officer at Barclay's tent and was given additional information. Obviously an expert! Gave me plenty of time because adequate staff were there to discuss people there."

"Talking to your staff and having face to face conversations in the high street proved very helpful – plus the literature provided."

Negative

Some respondents suggested there was a lack of information or data available about both the proposed options and those discounted prior to consultation, while others felt that the visualisations lacked detail and found the virtual exhibition difficult to use or unnecessary.

More information needed:

"I think more commentary about how the options would work would be useful."

"The information provided is very high level and doesn't give a real indication of impact to the overall issues."

"Lack of clarity about why other options had been discounted."

"Didn't explain why a flyover had been disregarded."

However, in contrast to the comments about why other options had been discounted, other respondents responded positively to the information provided.

"Before considering all this, I was of the view that we should just build a larger flyover with better pedestrian and cycling access. I now see that is not the best option and agree with it being discounted."

More data needed:

"It would be useful to see the data which has been used to model the junctions..."

"No evidence of traffic survey data available to the public..."

"Current traffic flow volumes and predicted/ forecasted/ anticipated traffic flow volumes by each Option (e.g., Hamburger/ T-Junction) should be made available to understand the anticipated consequences of each design Option."

Visualisation videos:

"Video does not give enough detail about proposed road layouts. Spends more time talking about cyclists than drivers."

"There should have been more info in the videos as it's difficult to take a strong view on which might work better with the limited detail provided."

Virtual exhibition and digital consultation:

"The virtual exhibition website was unnecessary, the videos on YouTube were great on their own."

"The virtual exhibition was painful to navigate. A more traditional webpage would have made the information much more coherent."

"The virtual exhibition is a good idea but not that easy to use on a mobile phone although I did it."

A number of respondents expressed concerns about whether their views would be listened to (36 comments), while others felt that the consultation was not promoted widely enough (4 comments).

Concerns about not listening to residents:

"Actually listen to the residents of Chelmsford and don't just make us think our voice "is being heard""

"I don't know why the council never listen to the residents."

"I would like to think that the views of Chelmsford residents and wider users of the junction will be heard and taken into account."

Lack of publicity:

"I do not believe this has been publicised widely enough"

"Needs to be more promoted online."

"I was not aware of the proposed rebuilding of the Army -Navy until recently. News and public involvement should have been more aggressive so that more people could have been aware of the proposed changes."

"Not publicised widely enough. You rely on people stumbling across it. I became aware of this consultation because of a local magazine popped through the letterbox."

4. Conclusion

The consultation has provided a valuable insight into the public's views about the proposed Army and Navy Sustainable Transport Package. The feedback received will play an important role in informing the decisions made by the Army and Navy Task Force and Essex County Council, including supporting the identification of a preferred junction option, as well as helping inform detailed design and highlighting points to be considered.

Of the 842 survey responses received, more than half of the participants agreed that the proposed package would have a positive impact on Chelmsford (18% strongly agree and 37% agree), while a further 24% described their views on the statement as neutral.

In terms of a preferred junction layout option, 60% of respondents indicated they preferred the hamburger roundabout option, compared with 21% who preferred the separate T-junctions option. Asked what impact they thought the options would have on journeys for different individual transport users, a higher percentage of respondents felt the hamburger roundabout option would have a positive impact than the separate T-junctions option across all five categories of transport user. In addition, 20% of respondents said the hamburger roundabout option, together with wider measures, would encourage them to travel through the junction using a different mode of transport in the future – compared with 16% for the separate T-junctions option.

Despite the support of many respondents for the junction options that were consulted on, there were a number of respondents who indicated they felt a flyover would be a better option. Concerns were also raised about certain elements of the junction options, notably the potential for confusion, the increase in number of traffic signals, perceived worsening of congestion and traffic flow and the negative impact of proposals to remove the existing permit parking bays in Van Diemens Road.

There was strong support for the walking and cycling improvements proposed as part of the project, with almost half of respondents (47%) agreeing the improvements would 'create a more coherent network for pedestrians and cyclists in Chelmsford' and a further 32% describing their views on the statement as neutral. However, some respondents, including Chelmsford City Council, felt the measures did not go far enough and there was mixed feedback about proposals to remove the existing subway and replace it with ground-level crossings.

There was notable support for the proposed expansion of Sandon Park and Ride and a proposed new Park and Ride site in Widford, although some questioned the demand for these measures, particularly in light of the impacts of the COVID-19 on passenger numbers. Most respondents (67%) were undecided or had no preference about their preferred site for a new Park and Ride in Widford, with slightly more respondents preferring the Greenbury Way site. A number of concerns were raised about the safety of pupils regularly walking to a school playing field neighbouring the London Road site. The majority of respondents (60%) supported the idea of expanding Sandon Park and Ride before works at the Army and Navy junction to help manage disruption and improve travel options during the construction period.

5. Appendices

Appendix A – Consultation survey

Personal information

Please provide the following information

First Name:

Surname:

Postcode:

Email Address:

☐ Please tick this box if you are happy to be contacted about the Army and Navy Sustainable Transport Package project in the future

Which of the following best describes you?

- ☐ Someone who lives in Chelmsford
- ☐ Someone who works in Chelmsford
- ☐ Someone who visits Chelmsford
- ☐ Someone responding on behalf of a business or organisation based in Chelmsford
- ☐ Someone responding on behalf of a business or organisation based outside Chelmsford, but which travels or operates in the area
- ☐ Another interested party

If you are responding on behalf of a business or organisation, what is the name of that business or organisation:

☐ If you are responding on behalf of a business or organisation, please tick this box to confirm you have permission to do so

☐ If you are under the age of 18, please tick this box to confirm you have parental consent to respond to this consultation and for your data to be used for the purposes outlined

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Your travel

Do you currently travel through the Army and Navy junction?

- ☐ Yes
- ☐ No

If so, what mode of transport do you most commonly use (pre-COVID) when travelling through the Army and Navy junction?

- ☐ Bicycle
- ☐ Walking
- ☐ Bus
- ☐ Park and Ride bus
- ☐ Mobility scooter
- ☐ Motorcycle or moped
- ☐ Taxi
- ☐ Car, van or lorry
- ☐ Not applicable

☐ Other, please specify:

What is the purpose of your most common journey through the Army and Navy junction?

- ☐ Travel to/from work
- ☐ Travel to/from college, university or other form of adult education
- ☐ Business travel
- ☐ School run
- ☐ Grocery shopping
- ☐ Healthcare (including pharmacy)
- ☐ Other essential shopping
- ☐ Non-essential shopping
- ☐ Visiting family or friends

☐ Accompanying children (excluding to/from school)

☐ Leisure

☐ Not applicable

☐ Other, please specify:

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Junction options

What is your preferred junction layout option?

- ☐ Hamburger Roundabout
- ☐ Separate T-Junctions
- ☐ Undecided or no preference

Do you have any comments about our proposals for the Army and Navy junction?

Hamburger Roundabout

What impact do you think the Hamburger Roundabout option would have on journeys for the following transport users, compared with the current junction arrangement?

	Very positive	Fairly positive	Little or no change	Fairly negative	Very negative	Unsure
People who cycle	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People who walk	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People who use the bus or Park and Ride	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People who use mobility scooters or wheelchairs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cars, vans, lorries and motorcyclists	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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Would the improvements proposed as part of the Hamburger Roundabout option, together with the wider measures included in the Army and Navy Sustainable Transport Package, encourage you to travel through the junction using a different mode of transport in the future?

- ☐ Yes
- ☐ No
- ☐ Unsure

If so, which of the following mode/s of transport would you consider using in the future?

- ☐ Bicycle
- ☐ Walking
- ☐ Bus
- ☐ Park and Ride bus
- ☐ Mobility scooter
- ☐ Motorcycle or moped
- ☐ Taxi
- ☐ Car, van or lorry
- ☐ Not applicable
- ☐ Other, please specify:

Do you have any comments about the Hamburger Roundabout option?

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Separate T-Junctions

What impact do you think the Separate T-Junctions option would have on journeys for the following transport users, compared with the current junction arrangement?

	Very positive	Fairly positive	Little or no change	Fairly negative	Very negative	Unsure
People who cycle	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People who walk	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People who use the bus or Park and Ride	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
People who use mobility scooters or wheelchairs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cars, vans, lorries and motorcyclists	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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Would the improvements proposed as part of the Separate T-Junctions option, together with the wider measures included in the Army and Navy Sustainable Transport Package, encourage you to travel through the junction using a different mode of transport in the future?

- ☐ Yes
☐ No
☐ Unsure

If so, which of the following mode/s of transport would you consider using in the future?

- ☐ Bicycle
☐ Walking
☐ Bus
☐ Park and Ride bus
☐ Mobility scooter
☐ Motorcycle or moped
☐ Taxi
☐ Car, van or lorry
☐ Not applicable
☐ Other, please specify:

Do you have any comments about the Separate T-Junctions option?

35

Walking and cycling

To what extent do you agree with the following statement: 'The proposed walking and cycling improvements, as outlined in this consultation, would create a more coherent network for pedestrians and cyclists in Chelmsford'?

- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

Do you have any comments about our proposed walking and cycling improvements as part of the Army and Navy Sustainable Transport Package?

Are there any other walking and cycling connections to the Army and Navy junction that you would like to see developed in the future?
If so, please specify.

36

Park and Ride

Widford

Which is your preferred Widford Park and Ride site – London Road or Greenbury Way?

- ☐ London Road
- ☐ Greenbury Way
- ☐ Undecided or no preference

Do you have any comments about our proposals for a new Park and Ride in Widford or the sites under consideration?

Sandon

Do you support the idea of expanding Sandon Park and Ride in advance of the works at the Army and Navy junction to improve travel options during construction?

- ☐ Yes
- ☐ No
- ☐ Don't know

Do you have any comments about the proposed upgrade and expansion of Sandon Park and Ride?

37

Army and Navy Sustainable Transport Package

To what extent do you agree with the following statement: 'The proposed Army and Navy Sustainable Transport Package, as outlined in this consultation, would have a positive impact on Chelmsford'?

- ☐ Strongly agree
- ☐ Agree
- ☐ Neutral
- ☐ Disagree
- ☐ Strongly disagree

Do you have any comments about the proposed Army and Navy Sustainable Transport Package?

38

Consultation feedback

How did you hear about this public consultation?

- ☐ Social media
- ☐ Email newsletter
- ☐ Email
- ☐ Online
- ☐ Letter
- ☐ Word of mouth
- ☐ Newspaper advert
- ☐ Newspaper article
- ☐ Other, please specify:

Did you visit our virtual exhibition space for information about the public consultation?

- ☐ Yes
- ☐ No

Do you feel you had enough information to respond to the public consultation?

- ☐ Yes
- ☐ No
- ☐ Not sure

How helpful was the information we provided to you as part of this public consultation?

- ☐ Very helpful
- ☐ Fairly helpful
- ☐ Neither helpful nor unhelpful
- ☐ Fairly unhelpful
- ☐ Very unhelpful

Do you have any comments about the public consultation?

39

Demographics

In order to ensure the continued development of our diversity and equality practices, everyone that we work with is asked to complete the information below. You are not obliged to answer any of the questions, but the more information you supply, the more effective our monitoring will be. If you choose not to answer questions, it will not affect your participation.

The information you supply below is confidential and will be used solely for monitoring purposes.

Age:

- ☐ Under 18
- ☐ 18 – 24
- ☐ 25 – 34
- ☐ 35 – 44
- ☐ 45 - 54
- ☐ 55 - 64
- ☐ 65+
- ☐ Prefer not to say

Gender:

- ☐ Male
- ☐ Female
- ☐ Other
- ☐ Prefer not to say

Ethnicity:

What is your ethnic group? Choose one option that best describes your ethnic group or background

White

- ☐ English/Welsh/Scottish/Northern Irish/British
- ☐ Irish
- ☐ Gypsy or Irish Traveller
- ☐ Other Mixed/Multiple ethnic background (please specify):

Mixed/Multiple ethnic groups

- ☐ White and Black Caribbean
- ☐ White and Black African
- ☐ White and Asian
- ☐ Other Mixed/Multiple ethnic background (please specify):

Black/ African/Caribbean/Black British

- ☐ African
- ☐ Caribbean
- ☐ Bangladeshi
- ☐ Other Black/African/Caribbean background (please specify):

40

Asian/Asian British

- ☐ Indian
- ☐ Pakistani
- ☐ Bangladeshi
- ☐ Chinese
- ☐ Other Asian background (please specify):

Other ethnic group

- ☐ Arab
- ☐ Any other ethnic group (please specify):

Do you consider yourself to have a physical impairment?

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Do you consider yourself to have a sensory impairment?

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Do you consider yourself to have a learning difficulty or disability?

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

Are you responsible for caring for an adult relative/partner, disabled child or other?

- ☐ Yes
- ☐ No
- ☐ Prefer not to say

41

Appendix B – Local authority response

Chelmsford City Council

Key issues for consideration

The following are the key issues that the City Council consider should be considered by Essex County Council in selecting the preferred option and developing the full business case for the Scheme:

Scheme principles

The City Council recognises the importance of the Army & Navy junction to local and sub-regional traffic flows and supports the principle of a sustainable package of improvements that balance car usage with opportunities for active travel and public transport to maximise environmental benefits. A fully functioning Army & Navy junction is of key importance to the City's economy, reduction in congestion and improved air quality. The City Council also recognises the importance of a full sustainable package being developed if Department for Transport funding is to be secured for the Scheme's implementation. The City Council would expect the walking, cycling and public transport elements of the Scheme to be further enhanced as the preferred option is developed through its business case development.

Traffic modelling assumptions

The baseline traffic data for the options is October 2019. As this is pre-COVID 19, the City Council would expect some re-modelling will be needed to take into account changing work patterns, park and ride usage, other public transport usage and commuting patterns. In recent weeks the junction has returned to close to pre-COVID congestion levels, particularly in the pm peak period, and it is important that the preferred solution is based on the most robust and up to date data available. The traffic modelling does not take into account fully the proposed new car parks at Beaulieu Station, which are now more certain in the design process. This will need to be re-tested as a preferred option for the Army & Navy. In addition, further scheme modelling will be necessary to take into account local modelling intelligence and the expected DfT post-COVID 19 traffic forecasting data which is understood to be due for release in the next few weeks.

Park and Ride

The City Council recognises the vital role that Park & Ride plays in contributing to sustainable transport options and the reduction of traffic into the City Centre.

At the present time, the two park and rides at Sandon and Chelmer Valley have not recovered to their post-COVID 19 usage. In the light of revised traffic modelling assumptions, a clearer and up to date set of data is required to inform the demand for the expansion of Sandon Park and Ride and a new Widford Park and Ride.

The City Council recognises that a third Park and Ride at Widford is proposed within the adopted Chelmsford Local Plan. Should the demand exist for a third Park and Ride site at Widford, both of the two proposed locations require further assessment in terms of green belt impact, flood risk, landscape, heritage and ecology and impact on other uses

in the locality of each site (for example access to Widford Lodge School's playing field). At this stage, both options should be retained for further full assessment and appraisal.

Cycling and walking

The City Council supports the objective of the Scheme to enhance cycling and walking connectivity and encourage alternative methods of transport into the City Centre for shorter trips, minimising car usage. The City Council recognises that the walking and cycling routes through the junction are enhanced and this is supported.

However, the Scheme does not go far enough in terms of enhancing cycling and walking connectivity and further enhancement of this objective should be developed during the next stage of the Scheme's development, both through the junction and from the Park and Ride sites. The City Council would expect comprehensive routes for cycling and walking from the Park and Ride locations designed and delivered within the Scheme.

Specifically, the consultation lacks detail on the cycle connectivity from the City Centre and both the Sandon Park and Ride and the proposed new Park and Ride at Widford. If objectives such as "park and pedal" are to be realised, these routes should be designed in detail at the next stage. Specifically, the connection from Sandon Park and Ride should be developed as a route between the development in East Chelmsford, through the proposed new country park, along the river valley to the Army & Navy. This would be a far more attractive and safer route than through the Meadgate Estate.

Public transport

The City Council supports the objective to enable bus priority measures through the junction. Specifically, the preferred solution should not impact on buses using Baddow Road and alternative routing of services that currently use either Baddow Road or Essex Yeomanry Way may need to be considered in consultation with the bus operators.

Local impacts

The City Council recognises that the Army & Navy junction is a strategic transport hub. In considering the next stages of development of the Scheme, the County Council should ensure that the impact on the journeys of the local communities of Great Baddow, Chelmer Village and Moulsham Lodge into the City Centre are not compromised. The City Council requests that a mechanism to fully involve local residents and ward Councillors in the detailed design stages is established.

From the City Council's initial assessment of the two junction options the Hamburger roundabout is the preference in terms of impact on local journeys, particularly journeys out of the City Centre.

Appendix C - Virtual exhibition



Appendix D – Project webpage

Essex County Council

Essex Highways

SAFER GREENER HEALTHIER

Welcome to the Highways Section Information Centre

Have your say on proposals for vital Chelmsford gateway

Residents, visitors, businesses and other employees are being encouraged to have their say on an extensive package of proposals to re-design a major junction in Chelmsford and transform the city skyline in the city.

The Army and Navy junction and gateway into and out of Chelmsford, however, people using it regularly experience congestion and delay, especially during peak times.

Essex County Council has thoroughly assessed a number of potential options to improve the junction and surrounding area, and is now seeking the public to help shape the final scheme by taking part in a public consultation, which will be held on Monday 9 August.

The consultation focuses on two potential options – a flyover (built above the road) with a road through the centre of the junction, and a roundabout (a roundabout with a road through the centre of the junction).

[View more](#)



Army and Navy Sustainable Transport Package

Public consultation

We have thoroughly assessed a number of potential options to improve the junction and surrounding area, and are now asking you to help shape the final scheme by taking part in a public consultation.

The public consultation is open from Monday 9 August 2022 until Friday 10 October 2022.

The consultation focuses on two potential options – a flyover (built above the road) with a road through the centre of the junction, and a roundabout (a roundabout with a road through the centre of the junction).

We have made any final decisions, and this is your chance to help us choose between the two options.

Before completing the consultation survey, we strongly recommend you read our new website the proposed options – [View more](#).

Consultation events

We are holding a series of online and drop-in consultation events to give you an opportunity to find out more about the project and ask questions.

Live web chat sessions

Join us on our [live web chat](#) sessions during one of our live chat sessions to ask questions and get advice on the project.

The sessions will take place on the following dates:

- Tuesday 17 August – 10am – 12pm
- Friday 19 August – 10am – 12pm
- Saturday 10 September – 10am – 12pm

You can also contact us via the [live web chat](#) sessions or by email at [armyandnavy@essex.gov.uk](#).

Live webcasts

Our website has a dedicated [live webcast](#) section, which will include a live stream of the consultation events, as well as a question and answer session, which you can ask to our online experts on the project team.

Anyone can attend and you can join the live webcast via our website or by phone. You can also join the live webcast via our website or by phone. You can also join the live webcast via our website or by phone.

The sessions will take place on the following dates:

- Wednesday 27 August – 10am – 12pm
- Thursday 1 September – 10am – 12pm

Drop-in events

We are also holding a series of drop-in consultation events in Chelmsford city centre during the consultation period.

The drop-in events will be held at the following locations:

- Chelmsford City Centre – 10am – 12pm
- Chelmsford City Centre – 10am – 12pm

Army and Navy Sustainable Transport Package

The Army and Navy Sustainable Transport Package is an ambitious opportunity to re-design the Army and Navy junction – a crucial gateway to Chelmsford – while also providing better options for people to travel and encouraging safer, greener, and healthier ways of getting around the city.

Our proposals currently include:

- Two junction options – a Humberston Roundabout (a roundabout with a road through the centre of it) and Separate T-junctions
- A 350-space expansion of Sentinel Park and Ride
- A new Park and Ride site in Wilford (two site options are being considered)
- Wider connectivity improvements across the walking and cycling networks

By delivering a comprehensive package of measures that encourage increased walking, cycling and Park and Ride travel, alongside an improved Army and Navy junction, we can provide a long-term and sustainable solution, improving journeys for everyone.

More information about the proposed Army and Navy Sustainable Transport Package is available in our [Virtual exhibition](#).

Concept images

Separate T-junctions option

[View more](#)

Questions and Answers

Select a question to reveal/hide the answer:

Public consultation

[Reveal / hide all Answers](#)

1. How can I find out more about the proposals?
2. How can I have my say?
3. When does the consultation close?
4. How can I ask questions about the proposals?
5. Why did you not consult earlier in the project when more junction options were still being considered?
6. Why are you consulting now, especially during the summer holidays?

Army and Navy Sustainable Transport Package

[Reveal / hide all Answers](#)

1. Why do the proposals include sustainable transport measures, such as walking, cycling and Park and Ride improvements?
2. There is a clear strategy to try and encourage more people to walk and cycle but not everyone can do that. What about people travelling too far to walk or cycle or those physically unable to do so?
3. Has the impact of the COVID-19 pandemic, e.g. changing travel behaviours, been taken into account in assessing the options for the Army and Navy junction?
4. Have the proposed Active Travel proposals been taken into account when assessing the Army and Navy proposals?

Removal of the flyover

The Army and Navy flyover was a feature of the Chelmsford skyline for over 40 years and it is now being removed to make way for a new and improved junction in the city.

The flyover was the subject of a number of studies during the 2010s, after concerns of a supporting structure following several high speed crashes. Having been supported in its last years by a number of private contractors, the flyover was removed in September 2021, to make way for the new junction. The flyover was removed to make way for the new junction, which will be a roundabout with a road through the centre of it.

The flyover was removed in September 2021. The project started in February 2021, and the new and improved junction was opened in September 2021, after being supported by the Army and Navy. The flyover was removed to make way for the new junction, which will be a roundabout with a road through the centre of it.

A video of the flyover has been added to the Essex Highways website.



Key facts about the junction

- The Army and Navy junction is a major gateway into and out of the city.
- The junction is a major gateway into and out of the city.
- The junction is a major gateway into and out of the city.
- The junction is a major gateway into and out of the city.
- The junction is a major gateway into and out of the city.

Vision and strategy

The vision for Chelmsford is to make it a more sustainable city, with a focus on walking, cycling and public transport. The vision is to make it a more sustainable city, with a focus on walking, cycling and public transport.

The [Chelmsford Local Transport Plan](#) sets out the vision for the city's transport network, and provides a clear strategy for the future.

Through a series of measures, the plan aims to improve the city's transport network, and provide a clear strategy for the future.

The Army and Navy junction is a key part of the city's transport network, and its improvement is a priority for the city.

Consultation documents

Full Version

[Public consultation brochure – PDF, 1.1MB](#)

Public consultation brochure – PDF, 1.1MB

Easy Read

[Easy read public consultation brochure – PDF, 1.1MB](#)

Easy read public consultation brochure – PDF, 1.1MB

Documents

- [Army and Navy Sustainable Transport Package – Consultation Working Paper – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)
- [Chelmsford Local Transport Plan – 2021-10-10](#)

NewsRelease



09 August 2021

PR 7490

Have your say on proposals for vital Chelmsford gateway

Residents, visitors, businesses and their employees are being encouraged to have their say on an ambitious package of measures to re-design a crucial junction in Chelmsford and transform the way people travel in the city.

The Army and Navy junction is a vital gateway into and out of Chelmsford. However, people using it regularly experience congestion and delays, especially during peak times.

Essex County Council has thoroughly assessed a number of potential junction layouts and sustainable transport improvements and is now asking the public to help shape the final scheme by taking part in a public consultation, which was launched today (Monday 9 August).

The consultation focuses on two junction options – a hamburger roundabout (a roundabout with a road through the centre of it) and separate T-junctions, which are part of a proposed wider Army and Navy Sustainable Transport Package.

This also includes a 350-space expansion of Sandon Park and Ride, plus a new Park and Ride site to the west of Chelmsford in Widford.

In addition, the proposals feature fully segregated and significantly enhanced walking and cycling facilities at ground-level at the junction, improved bus priority measures and further improvements for walking and cycling in Chelmsford.

An Army and Navy Task Force, made up of elected members of Essex County Council, Chelmsford City Council and Great Baddow Parish Council, as well as Chelmsford MP, Vicky Ford, has overseen development of the proposals.

Cllr Lesley Wagland OBE, Essex County Council's Cabinet Member for Economic Renewal, Infrastructure and Planning, said: "The Army and Navy Sustainable Transport Package is an unmissable opportunity to provide better options for people to travel and to encourage safer, greener, and healthier ways of getting

around, especially for shorter journeys, where we want walking and cycling to be the natural choice.

“There are no perfect solutions and no scheme would remove all queuing and delays at the junction, but we now have two options which offer the best balance for all transport users. By delivering a comprehensive package of measures that encourage increased walking, cycling and Park and Ride travel, alongside an improved Army and Navy junction, we can provide a long-term and sustainable solution, improving journeys for everyone.

“A huge amount of work has gone into developing and assessing our proposals and it is important we now share them in more detail and ask the public for their views. We have made no final decisions, and this is your chance to help us choose a preferred option and refine our final proposals.”

Cllr Stephen Robinson, Leader of Chelmsford City Council and an inaugural member of the Army and Navy Task Force, said: “The Army and Navy is a key junction in Chelmsford’s wider transport network, and is under pressure at peak times. So, I’m pleased that Essex County Council is progressing options to improve it, with strong business cases. It is vital that proposals address the needs of Chelmsford’s pedestrians, cyclists and bus users, as well as cars and other vehicles. The City Council will respond to Essex County Council’s consultation and I urge residents and businesses to do so too.”

Vicky Ford MP, Member of Parliament for Chelmsford and an inaugural member of the Army and Navy Task Force, said: “The Army and Navy junction is a key part of Chelmsford’s infrastructure. Much work has been done by designers and engineers to develop new solutions that maximise traffic flows whilst also minimising noise and pollution, as well as making it easier for pedestrians, cyclists and those using buses.

“I do encourage all residents to take a good look at the proposals and give their suggestions so that we can all work together to find the best long-term plan for the junction.”

The eight-week public consultation is open until Sunday, 3 October, and details the scheme options and proposals, as well as the reasons behind ruling out other potential solutions.


A virtual exhibition, containing information about the proposals, is now live and will be available throughout the consultation. Visualisations, using estimated future traffic levels at peak times to show how the proposed junction options would look and work for different modes of transport, are also available in the exhibition.

The virtual exhibition, consultation survey and details of upcoming online and in-person consultation events are available via: www.essex.gov.uk/armyandnavy.

Printed consultation brochures can be collected at libraries throughout Chelmsford, the Civic Centre in Duke Street and County Hall in Market Road.


Appendix F - Project e-newsletters

Trouble viewing? [View this email in your browser.](#)

 Essex County Council

Army and Navy Sustainable Transport Package update

Consultation launched: Have your say on the Army and Navy Sustainable Transport Package



We are delighted to have launched the Army and Navy Sustainable Transport Package public consultation.

The [Army and Navy Sustainable Transport Package](#) is an unmissable opportunity to re-design a crucial gateway in Chelmsford, while providing better options for people to travel and encouraging safer, greener, and healthier ways of getting around the city.


Having thoroughly assessed a number of potential junction layouts and sustainable transport improvements, we want your views to help shape the final scheme.

Our proposals currently include:

- two junction options – a hamburger roundabout (a roundabout with a road through the centre of it) and separate T-junctions
- a 350-space expansion of Sandon Park and Ride
- a new Park and Ride site in Widford (two site options are being considered)
- wider connectivity improvements across the walking and cycling networks


By delivering a comprehensive package of measures that encourage increased walking, cycling and Park and Ride travel, alongside an improved Army and Navy junction, we can provide a long-term and sustainable solution, improving journeys for everyone.

Trouble viewing? [View this email in your browser.](#)

 Essex County Council

Army and Navy Sustainable Transport Package update

Join us for tomorrow's live webcast and Q&A




Have you got a question about our proposals to improve the Army and Navy junction and transform travel in Chelmsford? If so, why not join us for our live webcast from 8pm until 9pm tomorrow (Thursday 9 September)?

The video call-style event is taking place via Microsoft Teams and will include a short presentation about the proposals, as well as a question and answer session, where you will be able to submit written questions for the project team to answer on the call.

Anyone can attend and you can join via the Microsoft Teams app or online.

Joining instructions are available via [our website](#) or, alternatively, you can [join directly](#).


Park and Ride proposals a vital part of package of improvements to transform travel in Chelmsford



Park and Ride improvements are a vital part of the proposed [Army and Navy Sustainable Transport Package](#) and our plans to provide better travel options in Chelmsford.


We are proposing to upgrade Sandon Park and Ride and create about 350 extra parking

Trouble viewing? [View this email in your browser.](#)

 Essex County Council

Army and Navy Sustainable Transport Package update

Ask your questions about the Army and Navy proposals by joining tomorrow's live webcast



The first of two live webcasts as part of the Army and Navy Sustainable Transport Package public consultation takes place tomorrow evening.

The video call-style live webcast on Microsoft Teams will include a short presentation about our proposals, as well as a question and answer session, where you will be able to submit written questions to the project team.


You can join via the Microsoft Teams app, online or by phone, but will not be able to use your microphone or web camera.

The webcast will take place from 7pm until 8pm. To join, please follow this [link](#).

Further instructions and guidance on how to join the webcast is available from our [website](#).


Other virtual and in-person consultation events are also scheduled over the coming weeks, with details on our [website](#).

Don't forget to complete our public consultation survey to have your say




The Army and Navy Sustainable Transport Package is an

Trouble viewing? [View this email in your browser.](#)

 Essex County Council

Army and Navy Sustainable Transport Package update

Final week to take part in public consultation



There is just a week left to have your say on our proposals to redesign the Army and Navy junction and transform the way people travel in the city.

The [Army and Navy Sustainable Transport Package](#) public consultation ends on Sunday (3 October) and we are encouraging residents, visitors, businesses and other interested parties to take part by completing the [survey](#) before the closing date.

The consultation focuses on two junction options – a hamburger roundabout (a roundabout with a road through the centre of it) and separate T-junctions - together with a 350-space expansion of Sandon Park and Ride, a new Park and Ride site in Widford and a series of walking and cycling improvements.

The consultation is your opportunity to help us identify a preferred option and provide vital feedback as we refine our proposals to transform this critical gateway in Chelmsford.

A [virtual exhibition](#), containing information about the proposals and visualisations showing how the two junction options would look and work for different modes of transport, is accessible online.

A [consultation brochure](#) and [easy read consultation brochure](#) are also available. Printed copies can also be found at libraries throughout Chelmsford and County Hall in Market Road.

To participate in the consultation, please remember to complete our [online survey](#).

Appendix G – Other e-newsletters

Your Essex –

Have your say

Tell us about your experience of mental health support

We want to hear what good support looks like to people with mental health conditions and their carers. What you tell us will be used to help inform our all-age strategy for mental health support. [Take our mental health survey](#) to share your views.

Give your views on the Army and Navy junction proposals



We want your feedback on our proposals to improve the Army and Navy junction and transform travel in Chelmsford.

The [Army and Navy Sustainable Transport Package](#) public consultation is open until Sunday 3 October.

Smarter Travel for Essex –

New consultation coming soon



Residents, businesses and visitors will soon have a chance to have their say on ambitious proposals to transform the way people travel in Chelmsford.

Essex County Council has been thoroughly assessing a number of junction layout options for the city's Army and Navy junction, as well as developing a wider package of sustainable transport measures to provide better travel options and encourage safer, greener, and healthier ways of getting around the city.

In addition to junction layout options, the proposed Army and Navy Sustainable Transport Package includes an expansion of Sandon Park and Ride, a new Park and Ride site to the west of Chelmsford in Widford, fully segregated and significantly enhanced walking and cycling facilities at the junction, improved bus priority measures and further connectivity improvements across the walking and cycling networks in Chelmsford.

A public consultation will launch later this summer, and responses will help the council to identify a preferred junction option and refine its final proposals.

For all of the latest updates on the project, including notification of the launch of the consultation, sign up for the Army and Navy e-newsletter via: www.essex.gov.uk/armyandnavy.



@ Essex County Council
For details of how ECC processes your personal data, please access our [privacy notice](#).

To unsubscribe from this newsletter please [email us](#) and put unsubscribe as the subject of your email.



Appendix H - Outdoor advertising





Appendix I - Social media

Essex Highways - Major Transport Projects
Published by Gareth Burton · 14 September 2021 ·

There is still time to have your say on the proposed Army and Navy Sustainable Transport Package.

We are considering two junction options – a hamburger roundabout (a roundabout with a road through the centre of it) and separate T-junctions. As part of the package, we are also proposing an expansion of Sandon Park and Ride, a new Park and Ride site in Widford and walking and cycling improvements.

To find out more about the proposals, please visit our virtual exhibition at: [h...](#) See more

52,297
People reached

19,617
Engagements

[Boost again](#)

Essex County Council
7 September 2021 ·

Do you have a question about the proposed Army and Navy Sustainable Transport Package in Chelmsford?

The latest live webcast takes place from 8pm until 9pm on Thursday 9 September as part of the current public consultation.

The webcast will take place on Microsoft Teams, and will include a short presentation and a Q&A session, with attendees able to submit questions through the chat function.... See more



and healthier ways of getting around.

1.0x

4 shares

Essex Highways - Major Transport Projects
Published by Gareth Burton · 11 August 2021 ·

Have your say on proposals to improve the Army and Navy junction and transform travel in Chelmsford.

The proposed Army and Navy Sustainable Transport Package includes two new junction layout options, expansion of Sandon Park and Ride, a new Park and Ride in Widford and wider walking and cycling improvements.

Our public consultation closes on Sunday 3 October.... See more



28,325
People reached

3,263
Engagements

[Boost again](#)

Essex County Council @Essex_CC

If you want to have your say on the proposals for the Army and Navy junction, you have until Sunday 3 October, when the consultation will close.

You can have your say on the project by completing the online survey here: consultations.essex.gov.uk/essex-highways...

Essex Highways @essexhighways · Sep 28, 2021

Last chance - final week to have your say: Army & Navy junction Sustainable Transport Package #Chelmsford

@ChelmsCouncil options proposals: online survey at essex.gov.uk/armyandnavy

Ends Sunday 3 October, thank you.



Appendix J - Media advertising

EssexLive

NEWS • IN YOUR AREA • WHAT'S ON • SPECIAL FEATURES

Find out how Essex's international community sharing their experiences

[BUTTERWORTH](#)
[RUGBY](#)
[NORTH](#)
[JMS](#)
[BIOGRAPHY](#)
[ESSEX](#)
[JMS](#)
[JMS](#)
[JMS](#)
[JMS](#)
[JMS](#)
[JMS](#)

Special Features • Traffic and Travel

Have your say on the future of the Army and Navy junction

The new proposals from Essex County Council will also include walking and cycling improvements

By Joseph Dwyer

10.08.2021

ADVERTORIAL

The future of the Army and Navy junction

Have your say on the proposed new options

THE FUTURE OF THE ARMY AND NAVY JUNCTION

Residents, visitors, businesses and their employees are being encouraged to have their say on an ambitious package of measures to re-design a crucial junction in Chelmsford and transform the way people travel in the city.

The **Army and Navy junction** is a vital gateway into and out of Chelmsford. However, people using it regularly experience congestion and delays, especially during peak times.

Essex County Council has thoroughly assessed a number of potential junction layouts and sustainable transport improvements and is now asking the public to help shape the final scheme by taking part in a public consultation, which was launched on Monday, August 9.

The consultation focuses on two junction options – a hamburger roundabout (a roundabout with a road through the centre of it) and separate T-junctions, which are part of a proposed wider Army and Navy Sustainable Transport Package.

This also includes a 350-space expansion of Saxon Park and Ride, plus a new Park and Ride site to the west of Chelmsford in Withford.

In addition, the proposals feature fully segregated and significantly enhanced walking and cycling facilities at ground level at the junction, improved bus priority measures and further improvements for walking and cycling.

MOST READ

1

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News

THURSDAY, SEPTEMBER 2, 2021

Plan to convert ex-nightclub into hotel is turned down

By DANIEL SMITH

10.08.2021

A former bar and nightclub on the corner of Essex Road and Chelmsford Road has been turned down for conversion into a hotel and office space.

The plans, which were submitted to Essex County Council for planning permission, were rejected by the council's planning committee on Monday.

The plans, which were submitted by the former nightclub's owner, would have seen the building converted into a hotel and office space. The plans also included the creation of a new entrance to the building and the removal of the existing entrance.

The council's planning committee rejected the plans on the grounds that the proposed conversion would not be in the interests of the area and that the building was not suitable for conversion into a hotel and office space.

The council's planning committee also rejected the plans on the grounds that the proposed conversion would not be in the interests of the area and that the building was not suitable for conversion into a hotel and office space.

Essex Highway

Army and Navy Sustainable Transport Package Consultation

Have your say on our plans to improve the Army and Navy junction and transform travel in Chelmsford

The Army and Navy Sustainable Transport Package aims to provide better options for people to travel, encouraging safer, greener and healthier ways of getting around the city.

- Improvements for all users of the Army and Navy junction
- Expansion of Saxon Park and Ride
- A new Park and Ride site in Withford
- Additional connectivity improvements across the walking and cycling networks

You can view the proposals and have your say at www.essex.gov.uk/armyandnavy

Consultation closes **Sunday, 3 October 2021**

ADVERTISING FEATURE

Have your say on the future of the Army and Navy junction

Junction options

Hamburger Roundabout option

Resurfacing the link of a former site, this type of roundabout has a main road running through it. Traffic would be able to travel straight through the centre of the junction between Essex Highway and Parkway. Other movements would be made using the roundabout, with traffic signals used to manage flows.

THE OPTION INCLUDES:

- A full cycle way between Chelmer Road and Essex Highway Way
- Significantly improved walking and cycling facilities, including a new cycle lane and a new pedestrian crossing
- Improved signal timing to help ensure pedestrians and cyclists can cross safely and easily
- New bus lanes and bus priority measures on Parkway

Separate T-Junctions option

Two new T-junctions would be created – one linking Essex Highway Way and Chelmer Road, and the other linking Essex Highway Way and Essex Road. Traffic signals would be used to control traffic flow at the junctions.

THE OPTION INCLUDES:

- Significantly improved walking and cycling facilities at ground level at the junction, including a new cycle lane and a new pedestrian crossing
- Improved signal timing to help ensure pedestrians and cyclists can cross safely and easily
- New bus lanes and bus priority measures on Parkway

Walking and cycling improvements

Walking and cycling improvements are a key element of the Army and Navy Sustainable Transport Package.

In addition to improved walking and cycling facilities at the Army and Navy junction, wider improvements are proposed on the approaches on Bedford Road, East Chelmer Road and Essex Highway Way, as well as connections to the existing Chelmer Road to Chelmer Village and Parkway/Essex Road.

Potential new cycle corridors from Saxon Park and Ride and a proposed new Withford Park and Ride are also being considered to enable a potential Park and Ride service. Improving all of these facilities will create a more connected network for pedestrians and cyclists, helping encourage more people to walk and cycle into the city centre and reducing the journey, which has significant economic, social, health and environmental benefits.

Park and Ride proposals

To provide greater travel options, Essex County Council is also preparing to expand and upgrade the existing Saxon Park and Ride and to create a new Park and Ride site in Withford.

Saxon Park and Ride would be expanded by approximately 300 spaces and the site would feature a new covered retail building and a new cycle lane. The new site would feature a new covered retail building and a new cycle lane. The new site would feature a new covered retail building and a new cycle lane.

The proposed new Withford Park and Ride would have approximately 1,000 spaces, including some specifically for electric vehicles. The site would also feature a new covered retail building and a new cycle lane.

Have your say

A virtual exhibition, containing information about the proposals, is now live and will be available throughout the consultation period. Residents and businesses are encouraged to visit the exhibition to view the proposed junction options and to provide their views on the proposals.

The exhibition is available to view at www.essex.gov.uk/armyandnavy. The exhibition is available to view at www.essex.gov.uk/armyandnavy.

The exhibition is available to view at www.essex.gov.uk/armyandnavy. The exhibition is available to view at www.essex.gov.uk/armyandnavy.

Appendix K – Posters



Army and Navy Sustainable Transport Package Public Consultation



Have your say on our plans to improve the Army and Navy junction and transform travel in Chelmsford

- Improvements for all users of the Army and Navy junction
 - Significantly enhanced walking and cycling facilities
 - Improved bus priority measures
 - Two distinct new junction layout options
- Improvement and expansion of Sandon Park and Ride
- A new Park and Ride site in Widford
- Additional connectivity improvements across the walking and cycling networks



You can view the proposals and have your say at



www.essex.gov.uk/armyandnavy

Consultation closes **Sunday, 3 October 2021**

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Essex August 2021

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PUBLIC CONSULTATION OPEN ON ARMY AND NAVY SUSTAINABLE TRANSPORT PACKAGE PROPOSALS

Essex County Council is encouraging businesses to have their say on an ambitious package of measures to re-design the Army and Navy junction in Chelmsford and transform the way people travel in the city.

Having thoroughly assessed a number of potential junction layouts and sustainable transport improvements, the council is now running a public consultation to help shape the final scheme.

The consultation focuses on two junction options – a hamburger roundabout (a roundabout with a road through the centre of it) and separate T-junctions, which are part of a proposed wider Army and Navy Sustainable Transport Package. This also includes a 350-space expansion of Sandon Park and Ride, plus a new Park and Ride site to the west of Chelmsford in Walford.

Hamburger Roundabout

Separate T-Junctions

In addition, the proposals feature fully segregated and significantly enhanced walking and cycling facilities at ground-level at the junction, improved bus priority measures and further improvements for walking and cycling in Chelmsford, providing better options for people to travel and encouraging safer, greener, and healthier ways of getting around the city.

A virtual exhibition is available throughout the consultation, containing information about the proposals, as well as visualisations showing how the two junction layout options would look and work from the perspectives of different transport users.

For more information and to take part in the public consultation, please visit the [Essex Highways website](#). The consultation is open until Sunday, 3 October.

Light Brights

You receive this email as an FSB member. To ensure you don't miss future updates please add enquiries@essexchambers.co.uk to your email address book or safe list. View this email [online](#).

East of England

BUSINESS BITESIZE

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Experts in Business


Local News and Information

London Resort opens business registration

The London Resort has today launched a Register of Interest for businesses interested in becoming a supplier for one of Europe's most ambitious theme park projects. Businesses are set to benefit from the £50bn of gross economic activity (GVA) which will be generated in the UK over the initial 25-year period. There are many types of business that can get involved, with opportunities for a wide range of local, regional and national businesses. The information provided will help to inform The Resort's approach to supply chain engagement including how best to ensure small and medium-sized enterprises (SMEs) and local businesses have opportunities to be part of this gamechanger for the UK's entertainment and leisure industry. To register your interest visit [here](#).

Public consultation open on Army and Navy Sustainable Transport Package proposals

Businesses are being encouraged to have their say on an ambitious package of measures to re-design the Army and Navy junction in Chelmsford and transform the way people travel in the city. Having thoroughly assessed a number of potential junction layouts and sustainable transport improvements, Essex County Council is now running a public consultation to help shape the final scheme. The proposals currently include two junction options - a hamburger roundabout (a roundabout with a road through the centre of it) and separate T-junctions, a 350-space expansion of Sandon Park and Ride, a new Park and Ride site in Widford (two site options are being considered) and walking and cycling improvements. A [virtual exhibition](#) is available throughout the consultation, providing more information about the proposals. To find out more and take part in the public consultation, please visit the [Essex Highways website](#). The consultation is open until Sunday, 3 October.



Chelmsford
 for Business

Business News

17th August 2021

Business adaptations grant- further funding available

Rover County Council has announced further funding for their Business Adaptations Grant scheme, which provides grants for businesses who have spent (or intend to spend) money, to enable them to become more Covid-secure.

If you are a small or medium size business, you can apply for a one off grant of up to £1,000.

You must use this money to adapt your premises and/or operations to you can trade in a Covid secure way. These grants are only available for any eligible spending that happened after 1st June 2021 and you must have been trading on 30th November 2020.

If you have already received an adaptations grant, you cannot apply for a second grant within two months of your first payment.

You can read full details of the [Business Adaptations Funding scheme](#), including eligibility criteria.

You will need to provide proof of any expenditure for work or expenditure after 1st June 2021.




This fund runs until 1st December 2021. [Apply here.](#)

Chelmsford City Council extends pavement loanees to help local businesses

Chelmsford City Council is extending all pavement loanees until September 2022 to help local businesses to recover from months of closures. [Find out more.](#)

Army & Navy Conurbation

Business in Chelmsford are being encouraged to have their say on an ambitious package of measures to re-design a central junction in Chelmsford and transform the way people travel in the city.

Forward Plan reference number: FP/156/09/21

Report title: Essex Housing - Annual Delivery Plan 2022/23	
Report to: Cabinet	
Report author: Councillor Lesley Wagland – Cabinet Member for Economic Renewal, Infrastructure and Planning	
Date: 15 March 2022	For: Decision
Enquiries to: Paul Crick, Director, Performance, Investment and Delivery paul.crick@essex.gov.uk or Gwyn Owen, Head of Essex Housing. (03330 136120, gwyn.owen@essex-housing.co.uk)	
County Divisions affected: All Essex	

Confidential Appendix

This report has a confidential appendix which is not for publication as it includes exempt information falling within paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended.

1. Everyone's Essex

- 1.1 Essex Housing is Essex County Council's (ECC) in-house development arm which works with public sector partners across Essex. Essex Housing's purpose is to help to address housing need throughout the county by building high quality affordable, independent living and private homes. In February 2021 it started to operate partly via Essex Housing Development LLP.
- 1.2 Essex Housing LLP supports the strategic aims of Everyone's Essex by delivering more new homes and communities as part of ECC's ambition for 'a strong, inclusive and sustainable economy' and contributes to the commitment towards 'future growth and investment' by maximising the impact of public sector spend within the county by generating surpluses for reinvestment and creating new opportunities to achieve social value through development.
- 1.3 Essex Housing Development LLP is required to prepare an Annual Delivery Plan for Essex Housing that ECC will be asked to consider and approve. This report seeks approval of the Annual Delivery Plan for 2022/23.

2. Recommendations

- 2.1 Agree the Essex Housing Annual Delivery Plan 2022/23 contained in the Confidential Appendix.
- 2.2 Note that further formal decisions will need to be taken for each site for development, financing, and land disposal to Essex Housing Development LLP for 2022/23 as set out in paragraph 3.7.

3. Summary of issue

Essex Housing Background

- 3.1 Essex County Council established Essex Housing in 2016 to work with public sector partners throughout Essex to identify and bring forward land and assets for development. It is now five years into that journey and has established a significant and exciting development programme that will deliver great quality, sustainable homes and create fantastic places to live, while reinvesting returns into important public services and improved outcomes for the residents of Essex.
- 3.2 Essex Housing works with public sector partners across the county to develop land for the benefit of Essex, specifically in order to help address general, specialist and affordable housing need. By developing with a social conscience, Essex Housing enhances important assets, putting design, quality and sustainability at the forefront of what it does and shaping places that Essex can be truly proud of, all while reducing the burden on the taxpayer, generating capital receipts and delivering revenue benefits.

Essex Housing Social Value

- 3.3 Taking this approach to development allows Essex Housing to include measures that contribute to carbon reduction, such as electric car charging points, cycle storage, photovoltaic panels, high levels of insulation to improve efficiency and reduce utility costs and air source heat pumps. It also means that Essex Housing can play a role in Essex County Council's equalities agenda by providing housing to meet the needs of some of our most vulnerable residents. For example, Essex Housing supports Adult Social Care in the delivery of Essex County Council's Independent Living for Older People schemes, as well as developing schemes that include apartments for Independent Living for Adults with Disabilities.
- 3.4 Essex Housing has completed a number of successful developments, worked with a range of partners including local authorities, NHS, Essex Police and Essex County Fire and Rescue Service. Essex Housing has been recognised nationally for its innovative approach through a number of publications and has been shortlisted for awards for both its operating model and completed developments.

Essex Housing Development Limited Liability Partnership

- 3.5 In July 2020, ECC Cabinet agreed to the establishment of a limited liability partnership, Essex Housing Development LLP ((FP-692-05-20) Essex Housing Optimisation Project) to carry out development activity. ECC is a member and designated member with a 99% interest and Seax Trading Limited, a company 100% owned by ECC, is a member and designated member with a 1% interest. Surpluses generated from the Development LLP activities are to be returned to LLP members (Essex County Council and Seax Trading Limited).

3.6 As part of the Essex Housing Optimisation Project Cabinet Report, a five-year Business Plan was approved by Cabinet to outline the LLP's long-term objectives. This set out the blueprint to deliver an ambitious development programme, by building upon the work to date of the existing Essex Housing model. The purpose of the LLP is to further ECC's strategic aims and to deliver new housing and economic growth for the benefit of the area or persons resident or present in its area. Essex Housing contributes to the following priorities set out in the Council's Organisation Strategy:

- Enable more vulnerable adults to live independent of social care
- Help to secure stronger, safer and more neighbourly communities
- Help secure sustainable development and protect the environment
- Facilitate growing communities and new homes
- Limit cost and drive growth in revenue

3.7 Each year, an Annual Delivery Plan is required to set out indicative capital expenditure and the development programme for the LLP over the upcoming year. To progress a scheme identified in the Annual Delivery Plan, the following steps will be undertaken:

- The LLP Board will consider each scheme based on a set of criteria established by ECC as set out in the Annual Delivery Plan;
- Where schemes are approved for exploration, Essex Housing will undertake design, secure planning, undertake some site clearance activity and procure a building contractor (but not award the contract). If a scheme proves not to be viable then it can be abandoned at any time;
- Once the preliminary work has been completed the LLP board will consider the scheme and whether or not to ask the Council for funding and for the land to be transferred so that the scheme can proceed.
- If the LLP Board agree to this then ECC will decide whether or not to sell the land to the LLP and advance money. These are two separate decisions and will be taken by the relevant cabinet members for finance and property or by the Cabinet in accordance with the constitution.
- Once the land has been transferred and finance is in place the LLP can sign the contract if approved by the LLP Board.

3.8 It is important to note that some schemes will be developed by the Council not the LLP, for example some schemes which involve developing a site where ECC will retain ownership, or Independent Living for Older People schemes. The Annual Delivery Plan clearly lists these schemes and outlines where they remain with ECC. These ECC schemes are not included within the financial summary tables within the Annual Delivery Plan.

3.9 The effect of approving the Annual Delivery Plan is to authorise the schemes for exploration and to develop final schemes. It does not authorise any land transfer or any scheme finance to be loaned to the LLP. The sites that are listed within the Annual Delivery Plan are existing LLP schemes and new schemes have not been added into the overall programme through this report.

4. Links to our Strategic Ambitions

4.1 Essex Housing Rental LLP will act as an enabler to make new and existing opportunities for Essex Housing more viable. The wider Essex Housing programme contributes to the following aims in the Essex Vision

- Enjoy life into old age
- Provide an equal foundation for every child
- Strengthen communities through participation
- Develop our County sustainably
- Connect us to each other and the world
- Share prosperity with everyone

4.2 Approving the recommendations in this report will have the following impact on the Council's ambition to be net carbon neutral by 2030:

4.2.1 Essex Housing looks to exceed legal requirements for sustainability in all of its developments. All private sale schemes delivered to date include photovoltaic panels, insulation above building regulation requirements, electric vehicle charging ports and ample cycle storage to encourage sustainable travel.

4.2.2 Essex Housing is continually looking to build on this further and where viable, is now starting to bring forward schemes with air source heat pumps, as well as considering how we can best ensure biodiversity is unaffected, or even improved on schemes. Residential units at the next two schemes to be brought forward, Purford Green and Shenfield Library, are designed to achieve an EPC 'A' rating and a carbon neutral pilot scheme is also currently being identified. It is expected that the Future Home Standard will launch in 2025 and under this standard CO2 emissions will be at least 75% lower than homes built today and Essex Housing will continue to seek to exceed these standards wherever it can viably do so.

4.2.3 This report links to the following strategic priorities in the emerging Organisational Strategy 'Everyone's Essex': A strong, inclusive and sustainable economy:

4.2.3.1 Infrastructure: we will deliver and maintain high quality infrastructure to improve opportunities for people living in Essex as well as supporting a growing economy and the delivery of new homes and communities by investing in the region of £1bn by the end of this Council.

4.2.3.2 Future growth and investment: we will help grow existing businesses and the economic sectors of the future in Essex, including the arts, and secure high levels of new investment by working with partners to promote the County, by creating the conditions for growth and by maximising the impact of public sector spend within the county.

5. Options

5.1 Option 1 – Agree the Annual Delivery Plan 2022/23

This option would provide Essex Housing LLP with the indicative capital requirements to deliver the development programme and continue the activity to get more sites into construction and planning as set out in the Annual Delivery Plan in the confidential appendix to bring forward new and existing LLP schemes. This will also further ECC's objectives as set out in section 4 of this report.

5.2 Option 2 – do nothing

This option would not maximise the potential benefits to our communities of the Essex Housing model. Furthermore, MTRS revenue benefits would not be realised.

6. Issues for consideration

6.1 Financial Implications

6.1.1 The Annual Delivery Plan is required to set out indicative capital expenditure and the development programme for the LLP over the upcoming year. The update to the existing ECC capital programme is the LLP funding required for 2022/23 - 2026/27 financial period. This will be captured in the Provisional Outturn report as part of ECC's year-end process for 2021/22 (early May 22) when updating capital budget outturn provision for 2022/23.

6.1.2 The LLP is funded via working capital and development loan facilities from ECC. Funding of any future capital expenditure for the LLP will increase the Council's Capital Financing Requirement from borrowing. Funding received from the council will be repaid by capital receipts generated by the LLP following the sale of properties.

6.1.3 The detail of the capital and revenue budget profiling is contained in the confidential appendix to this document. The total revised LLP Annual Delivery Plan 2022/23 to 2026/27 compared to the current Annual Delivery Plan from 2021/22 to 2025/26 is set out below. Comparisons are from 2022/23 onwards only.

	Capital Programme Expenditure (£'m)					
	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Revised ADP	(19.1)	(33.5)	(40.3)	(11.7)	(6.0)	(110.6)
Current ADP	(29.0)	(37.7)	(19.5)	(6.4)	0.0	(92.7)
Variance	9.9	4.2	(20.8)	(5.3)	(6.0)	(17.9)

6.1.4 Through the activities driven by the LLP, the intention is to obtain planning permissions at the earliest opportunity, subject to development risks associated with any individual scheme.

6.1.5 In terms of project financing and associated risk to ECC:

6.1.6 ECC is expected to receive income as a result of providing loans to the LLP. ECC borrow at Public Works Loan Board rates which are lower than the rate

at which ECC lends to the LLP. Any margin between the two rates will be realised by ECC as an income stream.

- 6.1.7 In addition, the costs of any scheme that does not achieve planning consent will need to be borne by the LLP. This could place additional financial pressure on ECC in the longer term as other schemes will need to compensate and loan repayments may take longer.

6.2 Legal implications

- 6.2.1 The LLP Agreement between ECC, Seax Trading Ltd and Essex Housing Development LLP that constitutes the LLP sets out the matters that require approval by ECC. A plan that sets out the company's investment and business strategy (including the Annual Delivery Plan) is subject to approval by ECC under the LLP Agreement.
- 6.2.2 The decision of the Cabinet will take effect as a decision by ECC as Member of the LLP.

7 Equality and Diversity implications

- 7.1 The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:
- (a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
 - (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - (c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.
- 7.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).
- 7.3 The equality impact assessment indicates that the proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

8 List of appendices

A - Confidential Appendix – Essex Housing Annual Delivery Plan 2022/23

B - Equality Impact Assessment.

9 List of Background papers

Essex Housing Optimisation Project Cabinet Report

Essex Housing Five Year Business Plan 2020-2025

Forward Plan reference number: FP/282/01/22

Report title: Freeport East – Submission of Full Business Case to HM Government	
Report to: Cabinet	
Report author: Councillor Lesley Wagland, Cabinet Member for Economic Renewal, Infrastructure and Planning	
Date: 15 March 2022	For: Decision
Enquiries to: Steve Evison, Director, Sustainable Growth - email (steve.evison@essex.gov.uk)	
County Divisions affected: All Tendring Divisions	

1. Everyone's Essex

- 1.1 A strong and successful freeport in Essex will help achieve a Strong and Sustainable Economy, one of the strategic aims of 'Everyone's Essex'. Freeport East proposes the designation of sites in Felixstowe and Stowmarket in Suffolk and also in Harwich.
- 1.2 The proposed Freeport East programme includes new facilities to support clean energy generation at Harwich an enhanced Energy Skills Centre, both working towards ECC's climate change and net zero objectives.
- 1.3 Additionally, the proposed Freeport East programme supports Everyone's Essex commitments for green growth, levelling up the economy and good jobs which, through the wider investment, job creation and business rates income this could secure within Essex, would also help deliver high quality infrastructure and level up health in an area of severe multiple deprivation. The project potentially represents a once in a generation opportunity to deliver major economic growth and regeneration in Harwich, one of Essex County Council's priority places for levelling up.
- 1.4 There are two proposed Freeports in greater Essex: Freeport East, which includes proposed Tax and Customs Sites at Harwich and Horsley Cross in Tendring (as well as sites in Suffolk), and Thames Freeport, which comprises sites in Thurrock. Both Freeports could offer potentially significant economic benefits for the County. This report concerns Freeport East because, as the Upper Tier Authority, Essex County Council has been asked to provide letters of support for its Full Business Case, which is due to be submitted to HM Government in April 2022.
- 1.5 All local authorities covering the area of the proposed Freeport have been asked to provide support for the Final Business Case. This would be provided through a letter from the Leader which covers the principles for use of retained business rates income and direction of travel for decision making, both of which are detailed in this report.

- 1.6 It is important to note that there is a funding gap with the delivery of much of the Harwich part of the Freeport and the County Council's support needs to make it clear that whilst we support the delivery of the wider Freeport, the key benefit to Essex arises from the delivery of the clean energy hub on land to be reclaimed from the sea at Bathside Bay.

2. Recommendations

- 2.1 Agree that the Leader of the Council can sign a letter of support to accompany the Final Business Case ("Final Business Case") for Freeport East to HM Government, providing provisional support for the Freeport East programme, making it clear that our support is subject to it providing benefits to Essex.
- 2.2 Agree that the County Council is in principle prepared to participate in a company limited by guarantee.
- 2.3 Agree that the Cabinet Member for Economic Renewal, Infrastructure and Planning may make the final decision on participation in the Company as a member or by the appointment of a director or both, if she is satisfied that:
- (a) Participating in the Company does not expose us to disproportionate risk of cost or to the council's reputation.
 - (b) The Company has a governance model which is considered likely to deliver economic benefits to Essex by the distribution of income.
 - (c) The Freeport is likely to result in the delivery of the green energy hub at Bathside Bay.

3. Background and Proposal

Background

- 3.1 The district of Tendring has several areas of severe multiple deprivation but is now the focus of regeneration through investments including a Freeport designation, Essex Pedal Power, UK Community Renewal Fund projects, Jaywick market and commercial workspace, and the proposed Tendring-Colchester Borders Garden Community which has attracted funding to construct a new A120 / A133 Link Road and provide a Rapid Transit System.
- 3.2 In the 2021 Budget, HM Government announced the intention to designate sites in Essex and Suffolk as 'Freeport East', offering wide-ranging economic development opportunities to support economic growth and shared prosperity. HM Government hopes that freeports will attract businesses that import, process and add value, and then re-export goods. At a freeport, imports can enter certain sites with simplified customs documentation and without paying tariffs. Businesses operating inside designated areas in and around the port can manufacture goods using the imports and add value, before exporting again without full tariffs or customs procedures. If the

goods move out of the freeport into another part of UK, they must go through the full import process, including paying any tariffs.

- 3.3 It is proposed that Freeports will be part funded by retained business rates, which is the share of business rates currently retained by central government. The business rate retention system was introduced in April 2013. Under this scheme, Councils retain up to half of the rates income raised from businesses in their local area, with the remainder retained centrally by the government and used to provide grant funding for local authorities. HM Government are proposing that for Freeports the retained business rate scheme will be different and offer the opportunity for billing authorities to retain more business rates than they otherwise would have. This is effectively extra funding for the area. Much of the money must be spent on the Freeport sites themselves, but some is available to improve infrastructure in the area surrounding the freeport.
- 3.4 Freeport East is based around the Port of Felixstowe and Harwich International Port, but includes sites in Stowmarket, Suffolk. It comprises 275 hectares of space and facilities across three sites eligible for tax relief ("Tax Sites") at Felixstowe dock, Bathside Bay in Harwich, and Gateway 14 in Stowmarket). There are also seven sites eligible for customs duty relief where goods are imported, worked upon and re-exported ("Customs Sites").
- 3.5 The Harwich Tax Site is intended to be developed as a Clean Energy Hub and create 1,900 jobs. However, the boundary of the tax site is largely comprised of areas which require to be reclaimed from the sea in order to provide a development platform, and a significant funding gap of c£80m remains even after the provisional allocation of £7m of seed capital funding by HM Government. In addition, two Customs Sites in Essex are proposed as part of Freeport East in Essex; however, the site at Horsley Cross includes land that is not currently allocated for employment use and planning permission would be required for any freeport use. It will be seen that much additional funding needs to be found if Essex is to benefit from the Freeport (and officers continue to work with partners on potential solutions to meet the identified funding gap). This is not the case with the sites in Suffolk which are ready for development.
- 3.6 In September 2021, the Leader of the Council provided a letter of support to accompany the submission of an Outline Business Case to HM Government by Freeport East. A letter from the Department of Levelling Up, Housing and Communities ("DLUHC") dated 10 December 2021 approved the Outline Business Case ("OBC") submitted by Freeport East, and provisionally allocated £7m of capital funding to deliver small scale site preparation works (no land reclamation) at the Harwich Tax Site. Effective from 30 December 2021, *The Designation of Freeport Tax Sites (Freeport East) Regulations 2021* designated "Tax Site 1: Harwich Tax Site Tendring" as a special area with enhanced capital allowances and relief from stamp duty land tax.
- 3.7 The ports of Harwich and Felixstowe are both owned and operated by companies owned by companies in the Hutchison group Ltd. The Gateway 14 site is owned by Mid Suffolk District Council which is also the billing authority for that site.

- 3.8 East Suffolk District Council, as the Lead Authority, is now required to submit a Full Business Case to HM Government by 15 April 2022. The Final Business Case will continue to be developed in consultation with the local authority partners and the landowners.
- 3.9 As part of the operation of the Freeport, the lead authority and the billing authorities have to work together to monitor the site (although responsibility for giving tax exemptions etc remains with HM Revenue and Customers). We also need a mechanism for the distribution of retained rates.

Redistribution of retained business rates

- 3.10 To accompany the Final Business Case being submitted to HM Government all partners have been asked to sign a letter of support on the high-level arrangements for business rates retention. The letter will need to confirm that ECC supports the proposed high-level arrangements, under which the retained business rate monies will be divided into three pots. The proposed pots are all funded from Retained Business Rates and are as follows:
- 3.10.1 **Pot A** is the existing rates funding calculated on the same basis as would currently apply to the distribution of rates. Pot A is distributed to local authorities and is effectively neutral of freeport.
- 3.10.2 **Pot B** provides funding from retained business rates to support or accelerate development of a Tax Site if it is required. An application for funding from Pot B by Hutchinson Group Ltd could assist with the development of Bathside Bay. At present the detailed approach to distributing Pot B is yet to be determined. ECC representatives will continue to press for any decisions on spend to involve Tendring District Council, Essex County Council, alongside other representatives of the Freeport East Board once it is constituted. It should be noted that pot B cannot provide enough funding to resolve the issues previously identified
- 3.10.3 **Pot C** provides a fund for economic development within the subregion, aligned to achieving the wider Freeport Policy objectives including investment in skills, innovation, levelling up, trade, investment, infrastructure, security and net zero carbon. Applications for funding from pot C by Essex partners could fund additional projects in the area beyond the Freeport sites themselves. As with pot B, ECC representatives will continue to press for any decisions on spend to involve Tendring District Council, Essex County Council, alongside other representatives of the Freeport East Board once it is constituted.
- 3.10.4 The size of pot C will depend on the requirements of Pot B and the time taken for the Tax Sites to be delivered and occupied.

Proposed decision making

3.11 East Suffolk District Council believes that the best vehicle for decision making is via the establishment of a company limited by guarantee. A shadow board is currently established and includes a number of partners including.

- Essex County Council,
- Suffolk County Council,
- East Suffolk District Council,
- Mid Suffolk District Council,
- Tendring District Council
- education and skills providers,
- Hutchison representative
- HM Government

3.12 Under the proposed company ECC will be invited to become a member of the company and during alternate years it will be able to appoint a director – meaning that 50% of the time it will have a voice on the board. This is the same as for Suffolk CC but not the same as the billing authorities since all three of them will have a permanent position on the board.

3.13 It should also be noted that East Suffolk District Council is proposing to retain the legal ability to overrule the company.

3.14 Even in years when ECC has a vote, under the proposed arrangements Suffolk-based members will always be able to outvote Essex members. This is in contrast to the position with the South East Local Enterprise Partnership (SELEP) where voting power between the geographical areas is carefully balanced. Therefore, whilst the potential benefits to Essex that could flow from the delivery of Freeport East and use of retained business rates could be significant, there are also risks and issues that need to be considered in the setting up the company or whatever alternative model is selected.

3.15 The recommendations set out above are intended to enable the partner authorities to continue discussion of the proposed governance model, and for the Cabinet Member for Economic Renewal, Infrastructure and Planning to consider the risks and issues before making a final decision on participation in the Company.

Funding requirement

3.16 It will be seen that ECC is **not** being asked to commit capital funding to the Freeport East programme. It is being asked to support a change to the redistribution of rates in a way which does not affect its current financial position but which reduces the amount of retained business rates which could in future be available under any rate retention scheme.

3.17 Work is ongoing with partners to address the identified funding gap for Bathside Bay, including the potential use of retained business rates to provide some of the funding , as well as wider 'Pot C' investment to deliver the economic development objectives of

Freeport East (see paragraphs 3.10 above in relation to retained business rates). As part of these ongoing discussions, the intention is that local authorities including ECC would not be asked to provide any direct funding or take on any financial/borrowing risk.

- 3.18 In relation to any funding requirements for transport or other infrastructure, the detailed investment needs arising from the proposed green energy hub at Bathside Bay will become known as further details regarding the proposed uses are developed. Infrastructure requirements directly related to the green energy hub could be addressed through developer contributions as part of the planning process to gain or vary the necessary planning consents. Wider infrastructure provision could be funded through 'Pot C' retained business rates (see paragraph 3.10 above).
- 3.19 Although the business case is likely to continue to be developed until the deadline for submission in April 2022, the shadow board is due to consider it for the final time during week commencing 14 March 2022.

4. Links to our Strategic Ambitions

- 4.1 This report links to the following aims in the Essex Vision
- Develop our County sustainably
 - Share prosperity with everyone
- 4.2 Approving the recommendations in this report will have the following impact on the Council's ambition to be net carbon neutral by 2030:
- Increased chance of Government approving the Final Business Case leading to the development of new facilities to support clean energy production
 - An enhanced Energy Skills Centre in Essex
- 4.3 This report links to the following strategic priorities in the emerging Organisational Strategy 'Everyone's Essex':
- A strong, inclusive and sustainable economy
 - A high quality environment

5. Options

Option 1: Recommended Option

- 5.1 Approval of the recommendations would see ECC providing a letter of support to accompany the Final Business Case for Freeport East to HM Government, providing support for the high-level arrangements for distribution of retained business rates income and for the proposed governance model.

- 5.2 This would increase the chance of the Final Business Case being accepted by HM Government. There is a greater probability that greater / accelerated social, economic and environmental benefits would be secured for Essex residents and businesses, if the funding gap can be closed.
- 5.3 There will be no reduction in the current level of business rates income to ECC compared to the normal treatment, due to pot A as described above.
- 5.4 The pooling of other business rates income into pots offers opportunities for Essex residents and businesses to benefit from more funding and earlier within the period of the arrangement (25 years) than having separate pots for the two Counties. However, the amount of retained business rates available over time would depend upon the timing of delivery and occupation on the Tax Sites compared to the current baseline, and the share of income used to benefit Essex residents and businesses would depend on the high-level arrangements for distribution of business rates income described above. The probability of this money benefitting Essex will depend on the voting arrangements.
- 5.5 If there was no new development at the Harwich Tax Site during the business rates retention period, ECC and its partners may still be able to access retained business rates income in pot C, to share prosperity from Freeport East more widely – including to areas of severe multiple deprivation within Essex. It must be remembered that Suffolk based representatives will always be able to outvote Essex representatives and ECC will only have a vote 50% of the time.
- 5.6 If the final business case submitted to HM Government by Freeport East proposes a company limited by guarantee, and ECC decides not to take part refuses to join this, then the Council would be less visible and have less influence over the distribution of some of the retained business rates income, although the extent of ECC's influence is set out more fully in section 3 of this report.

Option 2: Do nothing (not recommended)

- 5.7 This option would see ECC not sending a letter of support and not participating in the company. It is unclear whether this would affect the designation of the freeport. ECC is not the billing authority, it is not required to take part in the company and the letter of support is not a legal requirement for the establishment of the Freeport.
- 5.8 The Council would have less visibility or influence over the distribution of retained business rates income, but it would retain its existing income.
- 5.9 If ECC does not provide a letter of support then there is a slightly increased risk of the final Business Case being rejected by HM Government, although Freeport East has already been designated by law.

6. Issues for consideration

6.1 Financial implications

- 6.1.1 Full business rates relief will be granted to all new businesses, and certain existing businesses where they expand, at the Freeport East tax sites until 30 September 2026 (and may be applied up to 29 September 2031). Central Government will provide reimbursement for this, which ECC would receive via Pot A as referred to above.
- 6.1.2 The local councils will be able to retain business rates income from the Freeport East tax sites for a period of 25 years. The total amount of retained business rates income from across the Freeport East area is proposed to be split into pots as referred to in 3.10 above.
- 6.1.3 Further detail is being produced regarding the estimation of retained business rates income into the different funding pots over time based on the arrangements above, under different growth scenarios. To date the workings and assumptions behind the estimated retained business rates or the associated capital or revenue costs have yet to be shared with ECC finance therefore no level of assurance can be provided to these numbers.
- 6.1.4 Even if retained business rates income is lower than anticipated, there would be no loss of income to ECC compared to the normal treatment, due to Pot A referred to above. While the emerging business rates income modelling is yet to be verified by ECC officers, Essex as a whole could benefit significantly from the use of retained business rates through the potential investment of 'Pot B' in the delivery of a green energy hub at Bathside Bay and wider investment of economic development projects through retained rates 'Pot C'. However, depending on factors such as the level of development achieved at Bathside Bay and wider infrastructure investment needs in other parts of the Freeport East area, Essex could, in theory, receive no income from pots B and C – reducing the potential to achieve the objectives of Freeport East within Essex.
- 6.1.5 The £7m of seed capital funding from HM Government will be the subject of a funding agreement between East Suffolk Council, as the Lead Authority, and Hutchison Ports (UK) Limited. Therefore, there will be no risk to ECC of clawback of this funding.
- 6.1.6 The latest draft of the FBC sets out an annual revenue funding requirement of Freeport East of £400,000 for revenue projects to meet the freeport policy objectives, primarily skills, innovation, and net zero. These revenue projects will be proposed and agreed by the Freeport East supervisory board once the Freeport East entity is formed. In total the commitment may amount to £800,000 to £1m of revenue prior to rates income being received in 2024/25 to cover Freeport policy objectives. It is suggested that Local Authorities could potentially fund this in the short term on a simple one-fifth share for each authority, being repaid from Pot C allocations when this rating income is realised.

6.2 Legal implications

- 6.2.1 HM Government policy is still in a formative state and further legislation may be needed in order to fully implement Freeports. The designation under the Finance Act 2021

does not itself have any direct legal effect, but it is a clear statement of intent by the Government.

6.2.2 The proposals would not result in any reduction of income for ECC but would mean that there is less retained rates available for any future distribution by the government, for example as part of a future devolution deal.

6.2.3 Participating in a company would result in a number of risks to ECC:

- There is a risk that a company may seek to expand its brief and not perform as the commissioning organisations would wish. ECC will have little ability to control this risk other than to seek to influence partner organisations.
- There is a risk that ECC takes part in the company and a failure to deliver Bathside Bay and the ability of Suffolk based representatives to outvote Essex based representatives combine to mean that the income is spent largely in Suffolk or in the port of Harwich itself, resulting in ECC's commitment not delivering any benefit to the Essex economy or our residents. To manage this risk it is suggested that we should achieve as much influence as we can in the company and not support the proposals if we think it is unlikely that benefits will be delivered.
- Although there is an expressed intention on the part of the lead authority that the company is 'future proof', it remains likely that the company will need to change significantly if its role changes. There has been only a limited analysis of the company's role meaning that there is a medium to high probability that the company may not be effective or fit for the tasks which may ultimately be entrusted to it. The partners can of course change how the company operates, but it's much harder to change something once established.
- There are significant overheads with operating a company and keeping it up to date. No option appraisal has been undertaken to see whether this is the most appropriate model given the tasks that the company has to undertake. Whilst the council is not opposing the creation of a company

6.2.4 Whilst there are currently no proposals for ECC to provide capital funding to support the delivery of Freeport tax and customs sites, that may change given the significant funding gap. Even if the council were minded to support such a request, it would need to be carefully assessed to see whether it would amount to an unlawful subsidy.

7. Equality and Diversity implications

7.1 The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:

- a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
- b) Advance equality of opportunity between people who share a protected characteristic and those who do not.

- c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

- 7.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a)
- 7.3 The proposals will not lead to a reduction in business rate income for ECC, due to pot A2 referred to in Option 1 above.
- 7.4 The objectives of Freeport East include sharing prosperity from the programme, particularly, with deprived coastal communities. The Final Business Case will propose high-level arrangements for monitoring and evaluation to ensure that distribution of retained business rates income from pot C contributes to achieving this objective. ECC intends to work alongside partners to promote investment in projects within Essex, particularly those improving skills and transport infrastructure. Overall, a positive impact is expected for groups with protected characteristics.
- 7.5 An equality impact assessment has been undertaken to inform this decision, and another equality impact assessment will be carried out as part of the Final Business Case submitted to HM Government.

8. List of appendices

- Appendix A - Equality impact assessment

9. List of background papers

None.

Forward Plan reference number: FP/226/11/21

Report title: Enhanced Partnership Plan and Scheme	
Report to: Cabinet	
Report author: Councillor Lee Scott, Cabinet Member for Highways Maintenance and Sustainable Transport	
Date: 15 March 2022	For: Decision
Enquiries to: Helen Morris, Head of Integrated Public Transport Unit, helen.morris@essex.gov.uk	
County Divisions affected: All	

1. Everyone's Essex

- 1.1 Buses benefit everyone. They enable people to get to work, school and training, to the shops, healthcare and to meet friends and family. They also help reduce congestion, improve air quality and mitigate climate change. Supporting a strong bus network is a core part of Essex County Council's (ECC) climate change commitments. Using your local bus service is an investment in your community, in the environment and in your local economy.
- 1.2 ECC and bus operators intend to work together to deliver improvements to bus services through an Enhanced Partnership between ECC and the bus operators. The Enhanced Partnership has two parts: a Plan which sets out the strategic objectives for the partnership and a Scheme which sets out the detailed commitments.
- 1.3 The proposals in the Enhanced Partnership Plan and Scheme provide a framework for quality, lower-carbon alternatives to car travel. We will work with the industry and operators to champion new bus technology in Essex and seek low carbon solutions for our routes. This will have a significant and cost-effective impact to lower carbon emission in the Essex transport sector and thereby support ECC's ambition to be net carbon neutral by 2030
- 1.4 By improving access to sustainable, affordable, and inclusive transport for Essex residents, the proposals will further the Everyone's Essex strategic priorities of:
 - A strong, inclusive and sustainable economy
 - Health, wellbeing, and independence for all ages
 - A good place for children and families to grow.
- 1.5 The proposals in the Enhanced Partnership Plan and Scheme provide a framework for quality, lower-carbon alternatives to car travel. This will have a significant and cost-effective impact to lower carbon emission in the Essex transport sector and thereby support ECC's ambition to be net carbon neutral by 2030.

2. Recommendations

- 2.1 Agree that the Enhanced Partnership Plan and Scheme at Appendix A is made and takes effect from 31 March 2022.

3. Background and Proposal

- 3.1 'Bus Back Better', the Government's national bus strategy, was published on 15 March 2021. It sets out a bold and ambitious vision for the UK's bus network and places significant expectations on Local Transport Authorities (LTA). These included:
- a request that by 30 June 2021 each authority issues a statement of intent to pursue one of two statutory routes provided to enhance the delivery of local bus networks:
 - an Enhanced Partnership (EP); or
 - Network Franchising
 - a request to issue a Bus Service Improvement Plan (BSIP) by 31 October 2021 setting out the Council's vision and timeframes for developing the local bus network in its area
 - a request to publish an Enhanced Partnership Plan and at least one Enhanced Partnership scheme by April 2022. Even if a franchise approach is adopted, an EP is still required as a first step. In January 2022 DfT revised the Enhanced Partnership request so that only a draft need be submitted by 1 April. Given the advanced state of the Essex Enhanced Partnership proposal, the recommendation is that ECC continues with the original timescale and make the scheme on 31 March 2022 as originally planned.
- 3.2 Cabinet decided on 22 June 2021 (FP/063/05/21) to pursue an Enhanced Partnership approach for Essex. The first expectation has therefore been met. Cabinet also agreed to the publication of Essex's Bus Service Improvement Plan on 15 October 2021 (FP/091/06/21), so the second expectation has also been met. This decision relates to the third expectation: the formal making of the Enhanced Partnership.
- 3.3 There is a prescribed process for delivery of an Enhanced Partnership as follows:
- Statement of intent to pursue an Enhanced Partnership – decision made by Cabinet June 2021
 - First statutory 28-day consultation with bus operators – completed 18 October 2021
 - Public consultation – completed 3 December (consultation responses considered as part of decision FP/217/11/21)
 - Second statutory 28-day consultation with bus operators – completed 1 February 2022
 - Enhanced Partnership is made – this decision.

- 3.4 An improved bus network contributes to carbon reduction by enabling more journeys to be made by bus rather than car. Modal shift (shifting your journey from car to bus or another sustainable mode of transport) represents the quickest and most cost-effective way of reducing carbon emissions from the transport sector.
- 3.5 In addition, buses contribute to the following ECC priorities:
- Help people in Essex prosper by increasing their skills
 - Enable Essex to attract and grow large firms in high growth industries
 - Target economic development to areas of opportunity
 - Help keep vulnerable children safer and enable them to fulfil their potential
 - Enable more vulnerable adults to live independent of social care
 - Improve the health of people in Essex
 - Help to secure stronger, safer and more neighbourly communities
 - Help to secure sustainable development and protect the environment
 - Facilitate growing communities and new homes.
- 3.6 The Enhanced Partnership Plan reflects the Bus Service Improvement Plan published in October 2021. This is consistent with central Government advice. Both documents set out ECC's strategy for improving the bus network. In developing the Enhanced Partnership Plan and Scheme, ECC has had regular discussions with all neighbouring LTAs, Southend Borough Council and Thurrock Council. The authorities have progressed with separate plans and schemes but intend to co-operate closely.
- 3.7 The Enhanced Partnership scheme, which is the legally binding part of the Enhanced Partnership, placing obligations on both ECC and operators, has the following key elements, where these are contingent on additional funding that is specified in the scheme:
- It exempts Transport for London commissioned services from the Enhanced Partnership scheme. This is because the wholly different model operated by Transport for London does not fit with all the obligations in the proposed scheme – for example branding. However, ECC and TfL have discussed the Enhanced Partnership proposals and further discussions will include whether a Transport for London specific scheme should be added (Enhanced Partnerships are very flexible and we expect to add to, amend, or increase the number of schemes).
 - It includes recently delivered and in-delivery schemes (annex A to the scheme) to ensure that investment in infrastructure forms a core part of the Enhanced Partnership. It will also allow partners to add obligations that link to the use of that infrastructure (such as vehicle standards) should partners agree that in the future.
 - It commits ECC to seek Government funding for the five Bus Back Better transformation projects set out in the Bus Service Improvement Plan.
 - It commits ECC and bus operators to work together to improve the quality and accessibility of information about bus services, which is one of the

significant barriers to modal shift and important for existing bus passengers too.

- It commits ECC and bus operators to work together on 12 district area network reviews to develop proposals for improving the bus network in each district. This will include everything from bus infrastructure to ticketing to service frequency to routes. The expectation is that further Enhanced Partnership schemes will be developed once these reviews have concluded.
- It commits bus operators to bring forward early Essex-wide ticketing improvements for multi-operator tickets and standardises a minimum age for child fares (with the flexibility to go above)
- It commits operators to reinvest a proportion of efficiency gains delivered through the Enhanced Partnership back into network and service improvements.
- It commits operators to consider the environmental standards of vehicles when investing.
- It sets a governance process for managing the Enhanced Partnership.

3.8 The final statutory operator consultation completed on 1 February 2022. No objections were received to the proposals. Three responses were received. Two indicated that operators were content with the proposals and one confirmed that the operator did not intend to object.

3.9 Where elements of the Enhanced Partnership Plan and Scheme may have an adverse impact on competition, ECC may only make the Plan and Scheme following consideration of the tests set in the Transport Act 2000.

3.10 Competition impacts will be considered lawful where both limbs of the stated test are met. The first limb requires that the measures must be made with a view to achieving one or more of the following:

- Securing improvements in the quality of vehicles or facilities used for or in connection with the provisions of local services
- Securing other improvements in local services of benefit to users of local services
- Reducing or limiting traffic congestion, noise, or air pollution.

Appendix A sets out the proposed Plan and Scheme links to the Bus Service Improvement Plan and the ECC organisational strategy. These elements describe the anticipated benefits of making the Enhanced Partnership Scheme.

3.11 The second limb of the test is that the effect on competition is or is likely to be proportionate to the achievement of that purpose or any of those purposes.

3.12 As a guide, the Competition and Markets Authority (“CMA”) has issued some high-level guidance based upon common themes in plans and schemes that have been submitted to date. Portions relevant to the proposed Plan and Scheme include:

- Appropriate consideration should be given to the state of competition without an Enhanced Partnership and how operators will be impacted, use of transition periods to mitigate impacts, and using outcome-based objectives. The proposed Plan and Scheme have considered the current state of the bus market (as evidenced in the Bus Service Improvement Plan), includes ongoing operator involvement, and includes outcome-based, rather than solely prescriptive, objectives.
- Standard livery and branding requirements should also include clearly visible operator brands with care given to impact on operators of cross-border routes. The branding proposal sits alongside operator branding. In moving forward, ECC will continue to be cognisant of cross-border operations.
- Appropriate consideration should be given to governance arrangements and how smaller operators will be represented. The ECC governance arrangements have dedicated representation for small operators.
- Exemptions should be defined by clear and objective criteria so there is confidence of appropriate application. The sole proposed exemption at this time is for Transport for London services, which is clearly defined.

3.13 The operator obligations established in the proposed scheme fulfil the first limb of the test in that each obligation is made with a view to achieving one or more of the objectives set out in 3.10. However, market operators would not normally be permitted to coordinate service delivery. The second limb of proportionality must also be met.

- **To improve customer information and make bus travel more accessible and attractive.** While there is an obligation to display a single brand, this measure does not remove any operator's own branding. Other actions are focused on providing customers with better access to information and stability of experience by coordinating service change dates and establishing a Bus Passenger Charter. These actions are proportionate in that they do not restrict types of changes that can be made; the coordination of change dates means that customers will have clarity on changes made to their whole journey at once rather than adjusting several times per year. The charter will establish minimum, not maximum standards. Therefore, there is minimal adverse restriction on competition.
- **To work jointly with ECC on the network, ticketing and vehicle standards review.** The proposed obligation is to work with ECC to review the bus services as a whole. The benefit to passengers of having a coordinated review with access to operator insight is significant. Measures are in place to protect confidentiality of individual bus operator information that may be shared as part of this process.
- **To make improvements to ticketing options and information.** This obligation covers both access to information as well as a standardising the minimum child fare age limit. The standardised minimum age limit is proposed with a view to enable older year 11 children to qualify and enable them to make the journey to school. This change will enable equality of access for children in this age/year category. The standardised age limit is proportionate to the benefit of enabling these journeys.

- **Reinvesting in an improved network.** This obligation is a type of in-kind return where the operators will reinvest some of the benefits they may receive from highway network improvements into the services they run. Service users will benefit from this reinvestment and it is proportionate to seek this type of return where public funds have improved the network that the operator's use.
- **Introducing cleaner vehicles.** This obligation introduces a minimum requirement, not a market standard requirement. This is a proportionate measure to reduce air pollution.

3.14 As the actions set out in the proposed Scheme are more fully developed, it will be necessary to continue to review the proportionality of the effect on competition in comparison to achieving the stated purpose.

4. Links to our Strategic Ambitions

4.1 This report links to the following aims in the Essex Vision

- Enjoy life into old age
- Provide an equal foundation for every child
- Strengthen communities through participation
- Develop our County sustainably
- Connect us to each other and the world
- Share prosperity with everyone.

4.2 Approving the recommendations in this report will have the following impact on the Council's ambition to be net carbon neutral by 2030:

- Providing lower carbon alternatives to car travel for journeys can have the most significant and cost-effective impact on carbon for the transport sector in Essex which is one of the largest contributors to carbon emissions.

4.3 This report links to the following strategic priorities in 'Everyone's Essex':

- A strong, inclusive and sustainable economy
- A high-quality environment
- Health wellbeing and independence for all ages
- A good place for children and families to grow

5. Options

5.1 **Option 1: (recommended) formally make the Enhanced Partnership Plan and Scheme to come into effect from 31 March 2022**

The proposed Enhanced Partnership Plan and Scheme at Appendix A have completed all the required statutory phases of the process. The measures proposed represent a balance between what can be agreed at pace, given the prescribed timescales and current commercial challenges, and what will

deliver real benefits for passengers and residents. No operator objections were received as part of the final 28-day operator consultation period. The recommended option is therefore to proceed to make the scheme.

5.2 Option 2: do nothing (not recommended)

ECC could choose not to pursue an Enhanced Partnership at all. This would risk the loss of substantial levels of funding to both operators and Essex as a result of the failure to meet the deadline prescribed by DfT. It would also mean that the benefits proposed for passengers and residents would not be delivered – or would be delivered more slowly or with less certainty. This option is therefore not recommended.

5.3 Option 3 (not recommended): delay the making of the Enhanced Partnership

Because the deadline for making an Enhanced Partnership has been extended by DfT ECC could delay the making of this one. This would mean ECC would have to repeat parts of the statutory consultation process and the delivery of benefits would be delayed. The recommendation is therefore that ECC proceed to make the scheme to allow the benefits to be delivered. Any additional obligations that are identified can be considered as part of future Schemes and added in due course.

6. Issues for consideration

6.1 Financial implications

6.1.1 The Cabinet decision (reference FP/091/06/21) in adopting the Bus Service Improvement Plan details the funding that has been made available to ECC in terms of developing local bus proposals as outlined in the National Bus Strategy and how these resources are being directed. Namely:

- £100,000 initially allocated as a flat rate to all LTAs
- £776,040 for 2021/22 allocated based on LTA population and Indices of Multiple Deprivation.

6.1.2 To date £627,000 of this funding has been committed to:

- Recruitment of additional LTA staff to undertake the work required;
- Procurement of consultants to support the work required;
- Other activities to support the development of LTA bus plans

6.1.3 The remaining £249,000 is expected to be applied to delivering the Enhanced Partnership arrangements.

- 6.1.4 The requirement for three additional headcount totalling £220,000 has been recognised as a pressure in the Annual Plan and Budget 2022/23 (reference FP/015/03/21) and therefore forms part of the revenue programme within the Annual Plan approved by Full Council in February 2022.
- 6.1.5 The DfT has not yet issued further guidance in respect of future funding. Indicatively, there may be two tranches of further funding; one allocated by formula to all local authorities based on the overall quality of their BSIP, together with other relevant information and a separate tranche of funding for specific larger schemes. However, funding availability has not yet been confirmed by the DfT and further announcements are awaited.
- 6.1.6 The proposed Enhanced Partnership Plan and Scheme sets out discreet packages of expenditure (capital and revenue) which ECC would aim to implement subject to affordability. There is the expectation within these bids that DfT fully fund new burdens arising from development of new services or enhancement of existing services. However, this presents a risk due to the competitive nature of the funding - analysis of bids will be weighted against the ambitions of other local authorities in their BSIPS. If there is a DfT funding shortfall, transformational projects may need to be scaled back accordingly unless alternative funding is identified.
- 6.1.7 Dependent on the outcome of funding bids for the transformational packages of work and adequacy of central government funding, ECC's ambitions within the BSIP may be constrained. This may instigate the need to consider future priorities and choices for funding within ECC. At this stage, it is difficult to expand on this in depth, however, for clarity, the future availability of funding for specific transformational projects that do not successfully achieve 100% DfT funding will require budgetary choices within future years MTRS.
- 6.1.8 Prior decisions (reference FP/063/05/21, FP/091/06/21 and FP/217/11/21) set out ECC's commitment to progress with the development of enhanced quality bus partnerships. The financial implications and associated risks for ECC of the Government's Bus Back Better strategy were set out within these decisions and remain relevant.

6.2 Legal implications

- 6.2.1 The production of an enhanced partnership and scheme has legally binding consequences on the council and on the bus operators and it is important that it is made following the correct statutory process.
- 6.2.2 In addition it is a requirement to consider competition law issues. The majority of the EP Plan and Scheme will not or is unlikely to have a significantly adverse effect on competition, for the purposes of Part 1 of Schedule 10 of the Transport Act 2000.
- 6.2.3 However some items in the EP Plan and Scheme, particularly related to standardisation, route timetabling, and ticketing, may to some extent have an adverse effect on competition. If these effects are significantly adverse then we

need to consider the tests in the Transport Act 2000. Any impact on competition is lawful if they are made with a view to achieving one or more of the following purposes:

- securing improvements in the quality of vehicles or facilities used for or in connection with the provision of local services
 - securing other improvements in local services of benefit to users of local services; and
 - reducing or limiting traffic congestion, noise or air pollution; and
- their effect on competition is or is likely to be proportionate to the achievement of that purpose or any of those purposes.

6.2.4 When developing proposals, continuing consideration must be given to the tests set out in Schedule 10 to the Transport Act 2000.

6.2.5 The proposals have been sent to the CMA for the purposes of consultation as required by section 138F of the Transport Act 2000. Receipt has been acknowledged and the CMA has provided some general guidance highlighting key themes they have identified for authorities to consider when progressing with enhanced partnerships schemes and plans. None of the proposals set forth are counter to these identified considerations.

6.2.6 To qualify as an enhanced partnership plan, the plan must:

- Specify the area and period to which the plan relates
- Analyse the local services provided in the area
- Set out policies relating to the local services in the area
- Set objectives pertaining to the quality and effectiveness of local services in the area during the stated period
- Describe how the enhanced partnership scheme is intended to assist in implementing the policies and stating the objectives
- Describe the intended effect of the enhanced partnership scheme on neighbouring areas
- Include information on whether the plan is to be reviewed, how it is to be reviewed, and dates by which reviews are to be completed
- Include plans for consulting local service user representatives with regard to how the plan and related scheme(s) are working

(section 138A(3)1 (4), and (8) Transport Act 2000).

6.2.7 An enhanced partnership scheme must specify:

- the area to which the scheme relates
- requirements for local services that have one or more stopping places in the area
- if, how, and by when reviews are to be completed

(sections 138A(5) and (7)).

6.2.8 The enhanced partnership plan may not be made without also making an enhanced partnership scheme (section 138A(12) TA). The recommended plan may not be made without making a scheme.

6.2.9 In determining whether to make the enhanced partnership scheme, ECC must be satisfied that the scheme will:

- Contribute to the implementation of the policies set out in the related enhanced partnership plan
- Contribute to the implementation of ECC's local transport policies and
- Either:
 - Bring benefits to those using local services by improving the quality or effectiveness of the services or
 - Reduce or limit traffic congestion, noise, or air pollution

(sections 138A(9) and (10) TA).

6.2.10 In establishing enhanced partnership plans and schemes, local transport authorities must cooperate with each other. (section 138A(13) TA). A relevant approach is addressed in the proposal and was described in prior report FP/063/05/21).

6.2.11 Before making an enhanced partnership plan, ECC must have regard to the desirability and appropriateness of making an enhanced partnership plan and scheme jointly with one or more local transport authorities. (section 138A(14) TA).

7 Equality and Diversity Considerations

7.1 The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:

- (a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
- (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
- (c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

7.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).

7.3 The equality impact assessment indicates that the proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic. Buses are disproportionately used by older and younger

people; those with a disability and women. Any improvements to the network will disproportionately benefit those individuals in these groups.

8 List of Appendices

Enhanced Partnership Plan and Scheme – Appendix A
EQIA – Appendix B

9 List of Background papers

Essex Bus Service Improvement Plan 2021 to 2026
Bus Back Better, the Government's national bus strategy

Annex A

Basildon

Improvement packages	Works
Basildon bus	Long Riding bus priority Improved bus-rail interchange Improved passenger facilities at the bus station
Bus service provision to Basildon hospital	Bus interchange enhancement (NHS funded)
Basildon to Billericay corridor	Forecourt improvements at Billericay Station (Greater Anglia funded)
Basildon to Laindon corridor	Tyler Avenue bus priority
Pitsea Bus	Pitsea High Road bus improvements
Wickford Bus	Improved bus access on Guernsey Gardens: Rail station interchange bus access improvements Beauchamps School bus access improvements Bus stop enhancements allowing two-way service provision at The Wick New stop provision on Southend Road

Braintree

Improvement packages	Works
Access for residents with no service	Investment of £1.1m for a digital demand responsive service supported by electric minibuses
Braintree bus	Braintree Bus Park, including increased capacity and improved access Braintree Manor Street car parking review
Braintree district bus stops	Provision of bus stop at Kelvedon rail station forecourt Provision of bus stop at Finchingfield Doctor's surgery Sible Hedingham bus stop improvements
Braintree to Halstead corridor	Enhancements to improve access in Bocking
Colchester to Chelmsford corridor	Bus stop in Whitham to serve new Aldi food store
Whitham Town Centre	Bus stop enhancements on Forest Road Bus stop enhancements on Laurence Avenue

Brentwood

Improvement's package	Works
Brentwood bus	Improved bus access on Doddinghurst Road Improved bus access for Kings Road/High Street junction
Brentwood Villages Bus	Improved bus access in Pilgrims Hatch

Castle Point

Improvement package	Works
Thundersley	SEEVIC College signal review
Canvey island bus	Introduction of bus priority Bus stop improvements

Chelmsford

Improvement packages	Works
Access for residents with no service	Investment of £746,500 for a digital demand responsive service supported by electric minibuses
Chelmsford City bus stop	Improved access for Waveney Drive Bus stop and stand improvements in Springfield
Supporting infrastructure for orbital services	Improved access on Writtle Road Provision of new bus stops to serve Writtle doctor's surgery
Victoria Road South	Improved bus priority on Market Road
Bus accessibility for Great Baddow	Improved access on Foxholes Road and Maltings Road
Park and Ride	Bus priority through Pump Lane roundabout

Colchester

Improvement package	Works
Colchester Town Bus	Greenstead bus stop improvements New bus stops in Myland New bus stops in Mason Road New bus stops in Hooper Avenue and William Harris Way New bus stops in Gosfield Road Improvements to bus stops in Hickory Avenue New bus stops in Stanway Improvements to bus stops in Goring Road Improvements to bus stops in Severalls Park Improvements to Shrub End bus terminal
Fares and ticketing	Improvements to the multi-operator Borough Card ticketing scheme
Colchester General Hospital	Provision of improved bus interchange (NHS funded)
Colchester to Shrub End bus corridor	Bus priority in Maldon Road and Shrub End Improved signalling phasing on Drury Road
Colchester Town Centre Bus	Access improvements in East Street Access improvements in Crouch Street Town centre bus stop reallocation Improved coach stop facility Increased capacity for Head Street bus stops Improved access in Upland Road Improvements to bus reliability on Harwich Road/St Andrew Avenue junction

	Improvements to bus reliability at Ipswich Road/Cowdray Avenue junction Nayland Road bus priority North Station Road bus priority New bus stop in Mill Road Improved access on Harwich Road/Churnwood Road junction Bus priority in Bruff Close Bus priority at Middleborough Bus priority onto Essex Hall roundabout
Colchester Town Centre to University corridor	Bus priority at Hythe Railways crossing and Hythe Hill
Rural Bus service access and stop	Improved access in Stratford Road, Dedham Improved bus stop accessibility in Crown Street, Dedham Bus stop upgrade in Dedham Heath Provision of six new bus stops in West Mersea
South Colchester Bus Corridor	Improved bus access across Southway
Wivenhoe Bus corridor	Improvements to bus interchange at Wivenhoe rail station Improved bus accessibility adjacent to Wivenhoe library

Epping Forest

Improvement packages	Works
Epping Forest Bus Stop	Improvements to Honey Lane/Farm Hill Road bus stops, Waltham Abbey
Epping Forest Station Access	Improved access to Buckhurst Hill station

Harlow

Improvement packages	Works
Harlow Bus Station	Improvements to accommodate additional capacity Provision of bus priority Velizy Avenue/Post Office Road
Harlow Bus Stop	Improved accessibility to bus stops in Partridge Rd, Traceys Rd and Tumbler Rd.

Maldon

Improvement packages	Works
Maldon District Rural Bus Access	Improved access in Bradwell on Sea village centre Improved access in Catchpole Lane, Great Totham Bus stop improvements at Heybridge Church
Maldon Town Bus Measures	Improved access on Washington Road/Viking Road estates Bus priority at Mill Road/High Street Bus stop improvements in Mundon Road

Rochford

Improvement packages	Works
Rayleigh to Southend corridor	Improvements to Bull Lane bus stop, Rayleigh
Rayleigh Town	Provision of a new bus stop opposite Rayleigh library Bus priority Rayleigh Rail Station forecourt Improved access to Rawreth Lane

Tendring

Improvement package	Works
Harwich Bus Stop	Improvements to accessibility at Abbott Road, Dovercourt Improved accessibility in Chase Lane, Dovercourt Improved accessibility at Fryatt Avenue Bus Stop, Dovercourt Improved accessibility in Hall Lane, Dovercourt
Tendring Bus Stop	Improved bus stops at Bellfield Avenue, Brightlingsea Provision of two new bus stops at Cox's Hill, Lawford Upgrading of bus stops in Mistley High Street Improved access to Naze Park Road, Walton on the Naze

Uttlesford

Improvement packages	Works
Uttlesford Bus Stop	Bus Stop improvements in Priors Green
Access for residents with no service	Proportion of £2.5m digital demand responsive service supported by electric minibuses
Access for residents with no service	Investment of £746,500 for a digital demand responsive service supported by electric minibuses

DRAFT

THE ESSEX ENHANCED PARTNERSHIP PLAN 2022-2027 AND ESSEX ENHANCED PARTNERSHIP SCHEME 1

INTRODUCTION

1. In June 2021 Essex County Council issued its formal statement of intent to proceed with an Enhanced Partnership. This Enhanced Partnership is intended to deliver the vision and ambition set out in the Essex Bus Service Improvement Plan 2021 – 2026.
2. Safer Greener Healthier (SGH) is Essex County Council's vision for travel across Essex. It aims to deliver a shift towards active and sustainable travel by encouraging Essex residents to rethink their journeys. The SGH vision is to make it as easy as possible for residents to travel more sustainably (walking, cycling, e-scooter or taking the bus or train). Bus travel is safer, greener and healthier than travel by car, both for individuals and for communities. If you travel by bus, rather than car, everyone benefits.
3. Buses also help deliver the four key objectives set in ECC's organisational strategy:
 - **A strong, inclusive and sustainable economy:** buses support strong local economic growth. They provide access to education and training to help people develop their skills; they provide employment opportunities and also get people to work; they are disproportionately used by those on lower incomes and can be critical in linking job seekers and jobs; they link people with shops and leisure and can support a vibrant night time economy; they also allow urban shopping centres to be green and attractive and to feel safe. They generate economic growth without the costs of congestion, crashes, air pollution and carbon emissions.
 - **A high quality environment:** moving your longer journeys from car to bus helps improve air quality and reduce carbon emissions. The greatest single climate change mitigation measure for the transport sector in Essex is to transfer journeys from car to bus, bike or walking. That is true even given a wholly diesel bus fleet. Bus, bike and walking as the predominant modes for urban areas enable the creation of a more attractive environment than one dominated by road space for cars and large scale often multi-storey car parking.
 - **Health, wellbeing and independence for all ages:** buses are disproportionately used by older and younger people and by people with a disability. They provide independence and an ability to access healthcare, education, training and services. For many people they are a key part of being able to live independently and successfully in their community.
 - **A good place for children and families to grow:** using the bus means you're investing in your community. You're supporting access to services and ensuring that communities are diverse and not just a good place to live for those with one or even two cars. Switching journeys to bus also helps improve air quality and reduce carbon emissions. Bus journeys are often a social occasion for regular passengers, allowing people to build friendships and networks that combat loneliness and ensure towns and villages don't feel isolated.

BSIP Objectives and Enhanced Partnership approach

4. The table below shows how the objectives set by the bus service improvement plan will be delivered in this enhanced partnership scheme.

BSIP Objectives	EP Approach
1. Rebuilding the Essex bus network to recover from the impact of the Covid 19 pandemic	<ul style="list-style-type: none">• To improve customer information and make bus travel more accessible and attractive• To develop a clear Essex identity for bus travel

	<ul style="list-style-type: none"> • To develop a single portal for information and advice
2. Developing an attractive, sustainable, affordable, bus network offering a realistic alternative to car use for as many people as possible.	<ul style="list-style-type: none"> • To invest in schemes that deliver bus network and service improvements • To seek funding for transformational projects, delivering a step change in service delivery and a zero carbon fleet; to provide better access to jobs, training and education; to provide a high quality rapid transit service; to rejuvenate market town services; and to offer digital demand responsive services to those who currently have no access to services • To make improvements to ticketing
3. Reversing the long term decline in passengers both in absolute terms and as a modal share of all journeys	<ul style="list-style-type: none"> • To undertake twelve wholesale reviews of the commercial and supported network on a district geography basis and identify opportunities for improvement • To include in those reviews the network (e.g. routes and service frequencies); the supporting infrastructure (e.g. bus priority); ticketing and vehicle standards
4. Improving public health and helping address climate change by reducing carbon emissions and pollutants such as particulate matter, nitrogen dioxide, ozone and sulphur dioxide produced by people travelling to and around Essex.	<ul style="list-style-type: none"> • To identify opportunities for improved vehicle technology and modal shift

COMPETITION TEST¹

Essex County Council has undertaken an assessment of the impacts of the EP Plan and Scheme made on 31 March 2022 on competition for the purposes of Part 1 of Schedule 10 of the Transport Act 2000 and believes that the majority of it will not or is unlikely to have a significantly adverse effect on competition, for the purposes of Part 1 of Schedule 10 of the Transport Act 2000. Portions of the EP Plan and Scheme, particularly related to standardisation, route timetabling, and ticketing, may have a significantly adverse effect on competition. However, the authority believes those portions of the EP Plan and Scheme(s) are justified because:

(a) they are made with a view to achieving one or more of the following purposes:

- securing improvements in the quality of vehicles or facilities used for or in connection with the provision of local services;
- securing other improvements in local services of benefit to users of local services; and
- reducing or limiting traffic congestion, noise or air pollution.

(b) their effect on competition is or is likely to be proportionate to the achievement of that purpose or any of those purposes.

The Competition and Markets Authority has also been consulted on the proposals as required by section 138F of the Transport Act 2000.

This competition test statement is separate to the EP Plan and Scheme and may be amended at any time without going through EP Plan and Scheme Variation Procedures.

¹ See section 8.38-8.39 of the main EP Guidance

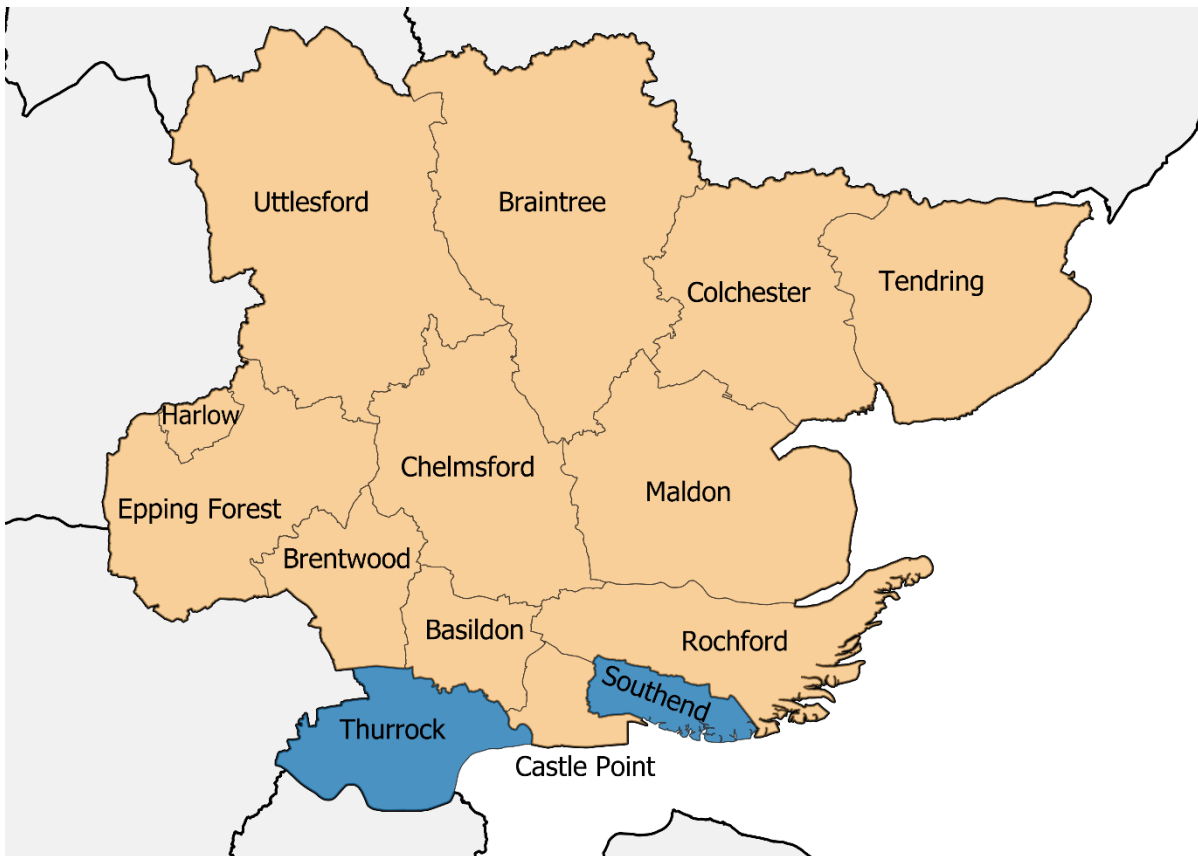
PART 1 - EP PLAN

THE ESSEX COUNTY COUNCIL ENHANCED PARTNERSHIP PLAN FOR BUSES IS MADE IN ACCORDANCE WITH SECTION 138G(1) OF THE TRANSPORT ACT 2000 BY ESSEX COUNTY COUNCIL

Enhanced Partnership Plan Area and Time Period

1. The Essex Enhanced Partnership Plan will cover the entire administrative County of Essex as shown in the Map below:

The Administrative County of Essex (the Enhanced Partnership area does not cover Southend and Thurrock Unitary Authorities).



2. The plan is for a period of five years covering the period April 2022 to April 2027.

Impacts on the local bus market

3. This section and the following sections of the Enhanced Partnership Plan are drawn from the Essex Bus Service Improvement Plan. The evidential base and assessments underpinning the following are set out in more detail there.
4. The relevant factors that will affect, or have the potential to affect, the local bus market over the life of this plan are:
 - The future commercial sustainability of the network;
 - Changes to travel patterns as a result of the covid pandemic
 - Network capacity and congestion
 - Climate change and air quality impacts
 - Local authority resourcing and capacity

Passenger Experience

5. Essex County Council invests in the annual passenger survey undertaken by Transport Focus. The key results are below:

Satisfaction (%)	2016 all satisfied	2017 all satisfied	2018 all satisfied	2019 all satisfied	2019 very satisfied	2019 fairly satisfied	2019 neither /nor	2019 all dissatisfied	2019 base size
Overall journey satisfaction									
All passengers	86	85	80	86	46	40	8	5	795
Fare-paying passengers	78	79	72	82	37	44	11	7	307
Free pass holders	95	95	90	92	58	34	5	3	485
Aged 16 to 34	75	70	70	80	21	59	12	8	96
Aged 35 to 59	85	87	79	82	48	34	10	8	159
Passengers commuting	76	73	68	80	28	51	13	7	186
Passengers not commuting	94	95	89	90	57	33	5	4	580
Passengers saying they have a disability	89	87	78	87	44	43	8	5	258
Value for money									
All fare-paying passengers	46	51	44	53	23	30	17	29	290
Aged 16 to 34	31	41	37	47	23	24	22	31	86
Aged 35 to 59	63	60	54	58	22	36	15	27	133
Passengers commuting	43	43	41	50	19	32	20	30	166
Passengers not commuting	52	67	50	59	30	29	13	28	118
Punctuality and time waiting for bus									
Punctuality of the bus	70	68	61	65	38	27	12	23	700
The length of time waited	70	68	63	69	37	32	13	18	764
On-bus journey time									
Time the journey on the bus took	85	83	81	86	53	33	9	5	795

6. Perceptions around bus service accessibility, reliability and safety also impact people's willingness to even consider using bus services. As set out above, studies by Transport Focus and undertaken through ECC's own behavioural change scheme have demonstrated a number of key perceptions that serve to limit people's willingness to even try bus services. The common perceptions that these studies suggest are below:

Barriers to using buses identified by ECC residents

Planning a journey

- Unfamiliarity and effort of planning a bus journey for the first time – finding, understanding and working out door-to-door journey times, bus routes, timetables, tickets, payment, etc. adds cognitive load
- Hassle of timekeeping and getting up earlier to factor in walking time + waiting time + journey time
- Unaware of journey planning aids such as mobile bus journey planning apps, bus stop search, walking routes, live bus times, next bus, m-tickets, contactless payment

Accessibility and experience at bus stop

- Lack of easily understandable and real-time information at bus stops – adds anxiety and stress of not knowing if the bus will arrive on time
- Confusion about bus numbers and finding the right stop/stand
- Unaware of journey planning apps with live maps, times, next bus, etc.
- Unreliable arrival times and lost time waiting with the risk of being late and sense of not being "in control"
- Uncomfortable experiences at bus stops with no seating, shelter and lighting, particularly when waiting in the cold, rain and dark
- Worries about personal safety and security on walking routes and at bus stops – heightened at night-time and for young women

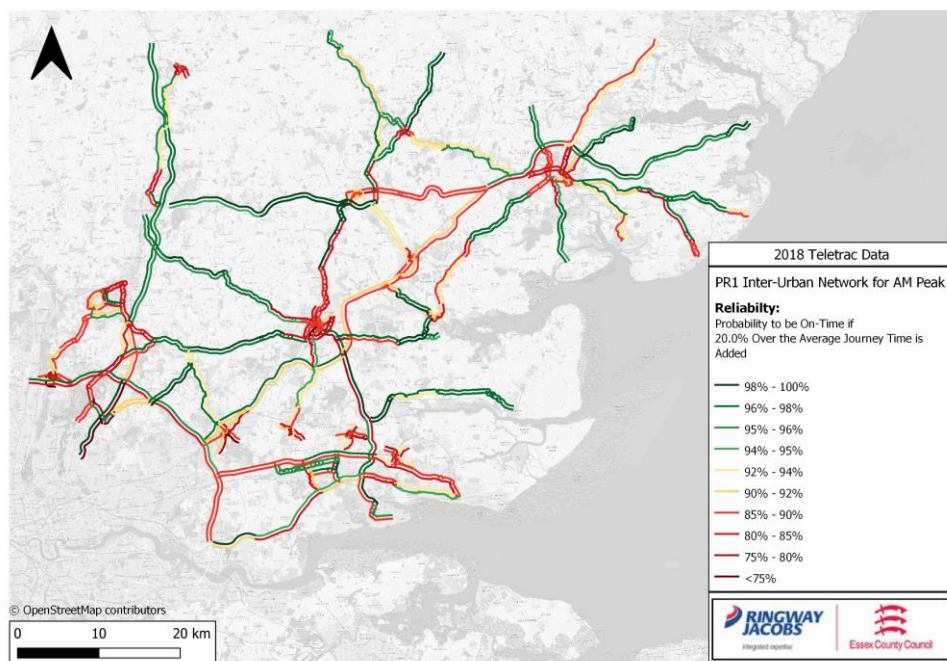
- All amplified when compared with the “home comforts” and convenience of commuting by car

On Bus Journey Experience

- Uncertainty and variability of journey times makes commuting by bus a stressful and emotionally effortful experience – car commuters crave certainty and control
- Time is of the essence – being late for work/study despite getting up earlier compounds the perceived loss of switching from car to bus
- Overcrowding at peak times and lack of available seats makes for a tiring and off-putting experience, particularly on school routes
- Lack of information inside the bus - not knowing the next bus stop and when to get off adds to the uncertainty for car commuters trialling bus for the first time

Data on journey speed and the impact of congestion

7. It is clear that increases in congestion levels have a significant impact on bus journey speeds and on reliability, punctuality and service efficiency.
8. Although we have general data on congestion and journey reliability, we do not hold separate data for buses. An indication of the general impact of congestion on the morning peak is shown below:



Outcomes

9. In order to improve local bus services we need to deliver the following outcomes:
 - Improved journey reliability rising to 95% from 92%
 - Overall passenger satisfaction of at least 86%
 - A return to annual passenger journeys of over 40 million from a covid low of just over 12 million
 - Creating a new paradigm for the delivery of services across the diversity of Essex communities
 - Delivering innovative service solutions that transform people's journeys
 - Transforming the policy framework and shapes design and decisions to deliver more sustainable travel options

- Delivering twelve wholesale network reviews to improve services and increase patronage
- Delivering better and more accessible customer information to enable modal shift
- Delivering a better overall customer experience

Interventions and Policies

10. The partnership believes the following key interventions are required:

- The development of new models for services supporting urban areas, areas of relative deprivation, new developments, rural areas and market towns;
- Better information and a clear identity for the network to support current and potential passengers
- Improved networks supported by better infrastructure, offering clearer information, better ticketing, higher quality, frequency and better integration

Review and Consultation Process

11. The Enhanced Partnership Plan will be reviewed annually alongside the Bus Service Improvement Plan (BSIP). The review process will follow that of the BSIP which is as follows:

- The Essex BSIP will be directed and overseen by two governing bodies. The First is the Essex Bus Strategy Forum (EBSF). The second is the Essex Bus Strategy Board (EBSB). These are advisory bodies and have no formal decision making powers.

12. The Essex Bus Strategy Forum will bring together representatives from a wide range of key stakeholder groups to review the progress of the BSIP annually and to give recommendations to the EBSB about the priorities for improving the bus network that it should consider for the following year.

13. The forum will meet annually, in the November of each year and will have the following composition:

- Chair: ECC Cabinet Member
- Deputy Chair: ECC Deputy Cabinet Member
- Representatives from ECCs governing and opposition political groups
- ECC officers from Highways and Transportation, Education and Finance,
- Representatives from every commercial bus service operator in Essex,
- All voluntary transport sector transport providers operating in Essex,
- Representatives from all twelve District, Borough and City Councils
- Representatives of the wider business sector in Essex (for example, Chambers of Trade, Commerce and Business Improvement Districts)
- Passenger representative bodies (Essex Transportation Representatives, Bus User Groups, Transport Focus and Bus Users UK)
- The NHS
- Representatives of - neighbouring transport authorities

14. The Essex Bus Strategy Board will be an executive board comprised of representatives from those groups and bodies that have the key delivery roles for improving the bus network. It will:

- Set future BSIP strategic aims and targets for improving bus services
- Develop policy and recommendations to steer ECC and wider planning around the shape and direction of the Essex bus network
- Make policy recommendations around climate change outcomes, health, environmental, development and parking policy from a bus network perspective to

ensure that proper weight is given to the opportunities and needs of the bus sector when these decisions are being made.

- Be embedded as a consultee into wider ECC policy and planning formulation processes including the revised Local Transport Plan

15. The EBSB will formally meet at least twice yearly, in December and June of each year (although additional meetings will be arranged as/if the need arises). It will have the following membership:

- Chair: ECC Cabinet Member
- Deputy Chair: ECC Deputy Cabinet
- Three ECC councillors representing opposition groups
- Four members representing the commercial bus industry - one from each of the three leading bus operating companies determined by the number of registered local bus service bus Km run and one nominated by small and medium enterprise bus operators.
- Three members nominated by the Essex Districts/Borough/City Councils
- One member nominated by Essex's Community Transport service providers
- One member from Transport Focus to represent passenger interests

16. The EBSB will make an annual statement to Essex County Council's Cabinet to outline progress towards its goals and make recommendations for policy or measures need to meet its aims.

17. There will also be a further Board, the Enhanced Partnership Management Board (EPMB). This group represents all the parties to the Enhanced Partnership. This is the Board which will formally make decisions on the Enhanced Partnership Plan and Scheme. The role of the EPMB will be to:

- Oversee the delivery of the Enhanced Partnership Plan and Scheme(s),
- Manage the relationship between the partners
- Identify priorities and aims/targets or future 'EP Schemes'
- Identify additional measures that the EP will need to take
- Identify any additional facilities required to meet the objectives of the EP

18. The EPMB will comprise:

- Chair: A Rotating Chair alternating annually between an ECC representative and a representative of one of the operator groups set out below.
- The Director of ECC Highways and Transportation
- The Head of Integrated Passenger Transport Unit ECC
- Three representatives from the large bus operating companies (over 250 employees or over £50m turnover)
- Three representatives from Medium sized bus operating companies (50-250 employees or under £50m turnover)
- Three representatives from the small sized bus operating companies (50 employees or less or up to £2m turnover)

Analysis of local bus services

19. Essex has a relatively extensive local bus network.



20. The four largest urban areas of Basildon, Chelmsford, Colchester and Harlow are the focus for the commercial network, with bus operations focusing on high frequency services (10 to 30 minute frequencies) between residential areas, transport hubs and employment, health and shopping centres. Commercial operations tend to focus on daytime operations, broadly between 05:00 and 19:00 and on Mondays to Saturdays.

21. There is also a strong inter-urban commercial network along the main roads linking larger settlement and other attractor sites such as Stansted Airport, including the A120, the A130, the A414, the A13, and the A127.

22. There are less comprehensive commercial networks around the smaller market towns with these being supplemented by interurban services which travel through them as an intermediate destination. However small towns and some areas in larger towns are not commercially attractive.

23. As of 1 July 2021, when data was taken for the Bus Service Improvement Plan, there were four hundred and forty (440) registered local bus services, open to the general public operating in Essex.

24. In the financial year 2019/20 overall the bus network in Essex carried 40,774,681 passenger journeys. Of these some 3,642,437 passenger journeys were carried out by Essex County Council contracted local services in 2019/20. The current estimate for 2020/21 for the overall bus network is 12.7 million passenger journeys.

25. The five largest operators in Essex carry 95.57% of passenger journeys in Essex between them.
26. Between 2015/16 and 2019/20 bus passenger use in Essex dropped by around 1.4%, from 41,342,995 passengers carried to 40,774,681 passengers carried.
27. Essex does appear to have outperformed both the national and England (outside London) trend for bus passenger use over the same period, despite the pressures set out above.
- Bus passenger use fell nationally by around **9.9%** and
 - Bus passenger use in England outside London fell by **10.7%**

Objectives of the Enhanced Partnership Plan

28. The Objectives of the Enhanced Partnership Plan are those of the Bus Service Improvement Plan:

- Rebuilding the Essex bus network to recover from the impact of the Covid 19 pandemic
- Developing an attractive, sustainable, affordable, bus network offering a realistic alternative to car use for as many people as possible.
- Reversing the long term decline in passengers both in absolute terms and as a modal share of all journeys
- Improving public health and helping address climate change by reducing carbon emissions and pollutants such as particulate matter, nitrogen dioxide, ozone and sulphur dioxide produced by people travelling to and around Essex.

Enhanced Partnership Plan and relationship to schemes

29. The first Enhanced Partnership scheme is focused on delivering the following elements of the Plan and BSIP objectives:

BSIP Objectives	EP Approach
1. Rebuilding the Essex bus network to recover from the impact of the Covid 19 pandemic	<ul style="list-style-type: none"> • To improve customer information and make bus travel more accessible and attractive • To develop a clear Essex identity for bus travel • To develop a single portal for information and advice
2. Developing an attractive, sustainable, affordable, bus network offering a realistic alternative to car use for as many people as possible.	<ul style="list-style-type: none"> • To invest in schemes that deliver bus network and service improvements • To seek funding for transformational projects, delivering a step change in service delivery and a zero carbon fleet; to provide better access to jobs, training and education; to provide a high quality rapid transit service; to rejuvenate market town services; and to offer digital demand responsive services to those who currently have no access to services • To make improvements to ticketing
3. Reversing the long term decline in passengers both in absolute terms and as a modal share of all journeys	<ul style="list-style-type: none"> • To undertake twelve wholesale reviews of the commercial and supported network on a district geography basis and identify opportunities for improvement • To include in those reviews the network (e.g. routes and service frequencies); the supporting infrastructure (e.g. bus priority); ticketing and vehicle standards
4. Improving public health and helping address climate change by reducing carbon emissions and	<ul style="list-style-type: none"> • To identify opportunities for improved vehicle technology and modal shift

pollutants such as particulate matter, nitrogen dioxide, ozone and sulphur dioxide produced by people travelling to and around Essex.	
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30. The measures and facilities to deliver these are set out in the scheme below.
31. The expectation is that future schemes will emerge from the network reviews and potentially for cross border services.
32. Discussions have been undertaken with all neighbouring authorities and cross boundary services and co-operation will form a significant part of the network reviews.

PART 2 – EP SCHEME

THE ESSEX COUNTY COUNCIL ENHANCED PARTNERSHIP SCHEME FOR BUSES IS MADE IN ACCORDANCE WITH SECTION 138G(1) OF THE TRANSPORT ACT 2000 BY ESSEX COUNTY COUNCIL

EP Scheme Content

- 1 This document fulfils the statutory requirements for an EP Scheme. In accordance with statutory requirements in section 138 of the Transport Act 2000, the EP Scheme document will set out:

Section 2 - Scope of the Scheme and commencement date

Section 3 - Obligations on the Authority

Section 4 - Obligations on Local Bus Operators

Section 5 – Governance Arrangements

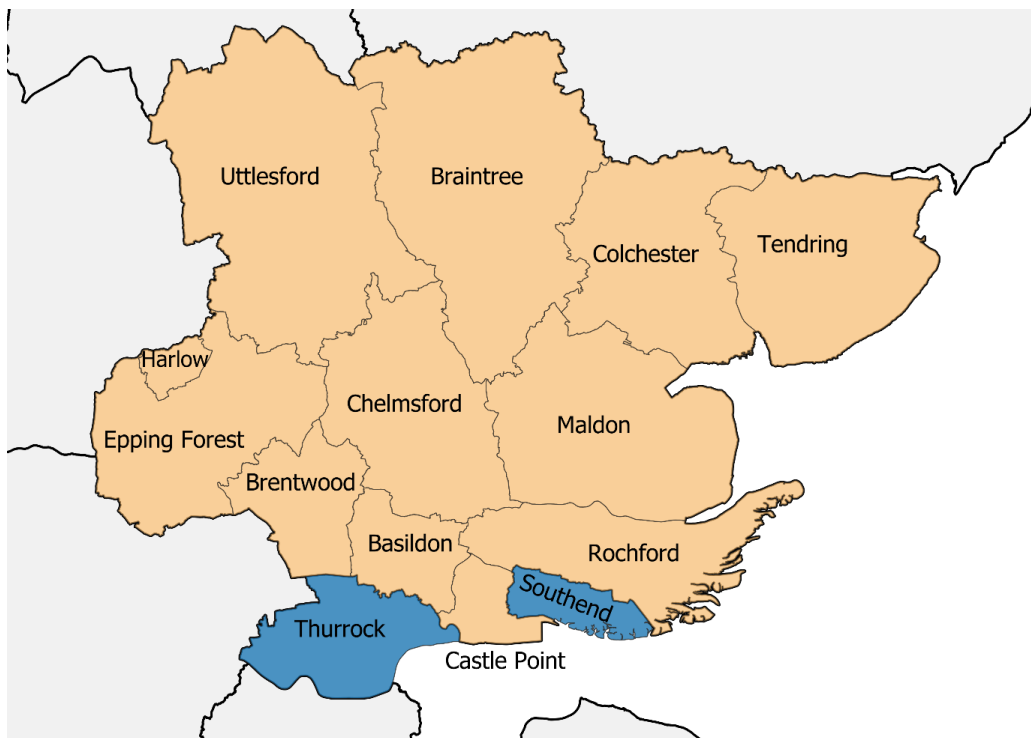
- 2 This document should be considered alongside the associated Enhanced Partnership Plan.
- 3 The EP Scheme has been jointly developed by Essex County Council and those bus operators that provide local bus services in the EP Scheme area. It sets out obligations and requirements on both the local transport authority and operators of local services in order to achieve the intended improvements, with the aim of delivering the objectives of the associated EP Plan.

Scope of the EP Scheme and Commencement Date

Description of Geographical Coverage

- 4 The EP Scheme will support the improvement of all local bus services operating in the following areas (excluding those run by Transport for London):

The administrative county of Essex as shown coloured yellow below:



5 The administrative county of Essex excludes Southend and Thurrock Unitary Authorities but includes the following City, Borough and District Councils:

1. Uttlesford District Council
2. Braintree District Council
3. Colchester Borough Council
4. Tendring District Council
5. Harlow District Council
6. Epping Forest District Council
7. Chelmsford City Council
8. Maldon District Council
9. Brentwood Borough Council
10. Basildon Borough Council
11. Rochford District Council
12. Castle Point Borough Council

6 The Enhanced Partnership Scheme covers the same geographical area as the Enhanced Partnership Plan.

Commencement Date

7 The EP Plan and scheme are made on 31 March 2022.

8 The EP Scheme will have no specific end date but will be reviewed by Essex County Council annually as set out below.

Exempted Services

Services operated by Transport for London are exempted from this scheme. Otherwise it applies to all local services which have one or more stopping places in the area of the scheme

Section 3 - Obligations on Essex County Council

9 The scheme places the following obligations on Essex County Council:

Facility	Responsibility	Action	Delivery date
A set of facilities as set out at annex A to this scheme	Essex County Council	The provision of the facilities listed at annex A	<ul style="list-style-type: none"> April 2023

Measure	Responsibility	Action	Delivery Date
A set of proposals to start to deliver Essex's Bus Service Improvement Plan	Essex County Council	ECC in partnership with operators to develop the five transformation proposals set out in part two of the investment strategy in the Bus Service Improvement Plan. ECC to seek investment from DfT. Delivery is dependent on funding from DfT.	Ongoing
Improvements to customer information and the accessibility and attractiveness of bus travel	Essex County Council	<ul style="list-style-type: none"> To develop a single Essex brand for the bus network and to use it on ECC digital and physical assets To develop a single branded portal which includes links to bus information, journey planning tools, maps, bus stop information To develop and launch a joint marketing campaign with operators 	<ul style="list-style-type: none"> July 2022 October 2022 October 2022
To progress improvements to the supported local bus network in Essex	Essex County Council	<ul style="list-style-type: none"> Develop proposals relating to the supported bus network in Uttlesford. These proposals will need to be subject to consultation. 	<ul style="list-style-type: none"> July 2023
A wholesale review of the commercial and supported networks, including ticketing and fares and vehicle standards.	Essex County Council	<p>The diversity of the Essex networks means that not all of the following will be applicable, however the reviews will consider the following and propose district level plans:</p> <ul style="list-style-type: none"> Simple flat or zonal fares within towns and cities Bus priority measures Control of roadworks Bus lanes on roads with space where there are frequent bus services and congestion Traffic signal priority Bus gates Signage Sustainable travel corridors Bus stations Park and Ride Turn up and go services on urban routes, running at frequencies at 	<ul style="list-style-type: none"> December 2022

Measure	Responsibility	Action	Delivery Date
		which no timetable is required, plus evening/Sunday provision <ul style="list-style-type: none"> • Solutions for rural areas • Hub models • Linkage to railway stations, schools, health, social care and employment, isolated housing , out of town industrial estates, factories, estates • Hub and spoke and feeder service models • Route simplification • Demand responsive models • Options for improving punctuality and reliability • Setting daytime, evening and Sunday service levels • Consistency of routes into evenings and weekends <ul style="list-style-type: none"> • Vehicle standards • Fully meeting latest accessibility standards • Provision of visible and audible information • Wifi and charging on key routes • Parking provision 	

Section 4 - Obligations on Local Bus Operators

10 The scheme places the following obligations on operators.

Measure	Responsibility	Action	Delivery Date
To improve customer information and make bus travel more accessible and attractive	Operators	<ul style="list-style-type: none"> • To engage with the development of the single Essex brand • To use the brand on digital and physical assets (e.g. buses) in a light touch way e.g. vinyls not wholesale re-livery and at a suitable and agreed scale • To provide suitable material and links as agreed to populate the Essex information portal • To develop and launch a joint marketing campaign with ECC • To develop and implement a Bus Passenger Charter • To agree a set of common network/timetable/registration change dates per year. Where cross boundary services also form the majority of services in a neighbouring local transport authority the aim 	<ul style="list-style-type: none"> • July 2022 • April 2023 • October 2022 • October 2022 • July 2022 • July 2022

Measure	Responsibility	Action	Delivery Date
		<p>would be to align these common dates. Where a neighbouring local transport authority has differing common dates exceptions would be made for cross boundary services if necessary although alignment would be preferred.</p> <ul style="list-style-type: none"> • When making registration changes to use a common name for bus stops ensuring the ECC database reflects that name and any naming conflict between the two is resolved • To remove duplicate numbering on any services that run in the same district 	<ul style="list-style-type: none"> • Ongoing • October 2022
To work jointly with ECC on the network, ticketing and vehicle standards review	Operators	<ul style="list-style-type: none"> • To work jointly on the network reviews as set out in the authority obligations summary in section above 	<ul style="list-style-type: none"> • December 2022
To make improvements to ticketing options and information	Operators	<ul style="list-style-type: none"> • To make All Essex Saver and All Essex Sunday Saver readily available on all ticketing platforms and to publicise the ticket (with a review of operation and apportionment by July 2023) • To standardise the child fare at 16 years as of 31 August in a year (to allow older year 11s to qualify) where a separate child fare is charged 	<ul style="list-style-type: none"> • July 2022
Reinvesting in an improved network	Operators	<ul style="list-style-type: none"> • Where highway network changes are made that result in resource savings as a result of faster journey times operators will reinvest a proportion of the benefits in more frequent services, or new buses, or other improvements of mutually agreed value in conjunction with local network reviews 	<ul style="list-style-type: none"> • Ongoing
Introducing cleaner vehicles	Operators	<ul style="list-style-type: none"> • All new buses are built to a minimum Euro VI emission standard. Where brand new vehicles are introduced within the County, their allocation will be cognisant of local air quality concerns as one of the factors considered within the operator's business case. 	<ul style="list-style-type: none"> • Ongoing

Governance Arrangements

- 11 There will be an Enhanced Partnership Management Board (EPMB). This group represents all the parties to the Enhanced Partnership. This is the Board which will formally make decisions on the Enhanced Partnership Plan and Scheme. The role of the EPMB will be to:
- Oversee the delivery of the Enhanced Partnership Plan and Scheme(s),
 - Manage the relationship between the partners
 - Identify priorities and aims/targets or future 'EP Schemes'
 - Identify additional measures that the EP will need to take
 - Identify any additional facilities required to meet the objectives of the EP
- 12 The EPMB will comprise:
- Chair: A Chair alternating annually between an ECC representative and a representative of one of the operator groups set out below The Director of ECC Highways and Transportation
 - The Head of Integrated Passenger Transport Unit ECC
 - Three representatives from the large bus operating companies (over 250 employees or over £50m turnover)
 - Three representatives from Medium sized bus operating companies (50-250 employees or under £50m turnover)
 - Three representatives from the small sized bus operating companies (50 employees or less or up to £2m turnover)
- 13 Guest attendees will be allowed at the discretion of the Board.
- 14 Either group (operators or ECC) may exercise a veto if it is the consensus of that group.
- 15 The Board will meet quarterly (January, March, June, September) with additional meetings at the discretion of the Board.
- 16 Papers will be circulated a week before the meeting. Action points and a summary of discussion will be recorded.
- 17 Material issues relevant to the Enhanced Partnership Plan and Scheme will be shared with all operators in advance to allow operator representatives to consult with the wider operator cohort.
- 18 Decisions of substance or with financial impacts on the authority will be subject to the Essex County Council constitution and governance policies and processes.

Review of EP Scheme

- 19 Once the EP Scheme is made, it will be reviewed by the Board every six months following publication of data on progress towards targets, as required by the BSIP – this will ensure any necessary action is taken to deliver the targets set out in the BSIP. Essex County Council will initiate each review.
- 20 The Board can also decide to review specific elements of the scheme on an ad-hoc basis. Board members should contact the Essex County Council using the following email address: passenger.transport@essex.gov.uk explaining what the issue is and its urgency. ECC will then decide whether to table the issue at the next scheduled meeting or make arrangements for all or the necessary Board members to gather more quickly.

Bespoke Arrangements for Varying or Revoking the Enhanced Partnership Scheme

- 21 Under powers at s.138E of the Transport Act 2000, Enhanced Partnership Scheme Variations where this section is quoted will be subject to the bespoke voting mechanism also as set out in this section.
- 22 Changes to or new flexibility provisions under s.138E of the Transport Act 2000 shall only be included in the made EP scheme if they satisfy the statutory objection mechanism as set out in The Enhanced Partnership Plans and Schemes (Objections) Regulations 2018.

Proposer of a variation or revocation

- 23 Consideration will be given to potential EP Scheme variations or a revocation highlighted either by a local authority, one of the organisations represented on the EPMB, or an operator of local bus services. The proposer of a variation or revocation should demonstrate how this might contribute to achieving the objectives set out in the BSIP, EP Plan and current local transport policies. Such requests should be in writing and submitted to passenger.transport@essex.gov.uk . ECC will forward all requests onto all EPMB members within 5 working days.

Decision-making Process

24. On receipt of a request for a variation or a revocation of an EP Scheme, Essex County Council will convene the EPMB, giving at least 14 days' notice for the meeting, to consider the proposed variation or revocation proposal. If the proposed variation or revocation is agreed by all bus operator representatives present, and if Essex County Council also formally agrees by taking a formal decision after the meeting, the EP Scheme variation or revocation will be made within seven working days of agreement and the revised EP scheme will be published on the ECC website; or a statement will be issued confirming that the scheme has been revoked. EPMB members that are absent or not expressing a view at the meeting (either in person or in writing) will be deemed to be abstaining from the decision.

24 .

Revocation of an EP Scheme

- 25 If the LTA or another member of the EPMB believes it is necessary to revoke the EP Scheme, the EPMB will be convened as set out in paragraph 24 above.
- 26 If at any point in the future, any area covered by this EP Scheme is included in a bus franchising scheme, the relevant requirements set out in this EP Scheme document will cease to apply to areas covered by the franchising scheme, in line with the arrangements set out in the franchising scheme.

Forward Plan reference number: FP/286/01/22

Report title: Better Care Fund Plan and arrangements – 2022/23	
Report to: Cabinet	
Report author: Councillor John Spence, Cabinet Member Health and Adult Social Care	
Date: 15 March 2022	For: Decision
Enquiries to: Peter Fairley, Director, Strategy, Policy and Integration; email peter.fairley@essex.gov.uk	
County Divisions affected: All Essex	

1. Everyone's Essex

- 1.1 Thousands of Essex residents and their carers rely on health and care services to support them. By working more closely with partners in the NHS, integrating our approaches, we can provide services in a more joined-up way. Doing this well leads to better outcomes for residents across Essex levelling up those with disabilities and chronic conditions
- 1.2 The Better Care Fund (BCF) was a programme created to help this approach by bringing together funding pooled between the NHS and, in our case, Essex County Council, to spend together on services and support, providing a more integrated approach to health and social care services. In 2021/22 this funding amounts to £165m (£108m from NHS and £57m from the Department for Levelling-Up, Housing and Communities).
- 1.3 ECC's Cabinet, and the Essex Health and Wellbeing Board, approved in November 2021 the Better Care Fund Plan for 2021/22 following the delayed publication of the national planning guidance in September 2021. This plan ends on 31 March 2022. We are awaiting publication of national planning guidance for 2022/23 so there is a need for Cabinet approval to enable interim arrangements to be put in place from 1 April 2022 to ensure continuity.
- 1.4 This paper seeks agreement to implement interim arrangements for the management of the Essex Better Care Fund (BCF) between the beginning of the financial year 2022/23 and the establishment of the new 2022/23 BCF Plan once national planning guidance has been published. This will involve varying the six BCF section 75 agreements entered into by the Council with the five Essex Clinical Commissioning Groups (CCGs) to continue the funding commitment for the financial year 2021/22 into 2022/23 unchanged.
- 1.5 There are no direct implications for climate change in these proposals

2. Recommendations

- 2.1 Agree that the BCF Plan for Essex, approved by NHS England and NHS Improvement (NHSEI) on 12 January 2022 for the financial year 2021/22, continues to be implemented in the financial year until new arrangements are able to be agreed following the publication of BCF Policy Framework for 2022/22.
- 2.2 Agree to vary the six section 75 agreements relating to the BCF entered into by the Council with the five Essex Clinical Commissioning Groups to ensure that the CCGs' funding commitments to the BCF Pooled Fund continues at the same level as approved by NHSEI for the financial year 2021/22 into the financial year 2022/23 and until such time as NHSEI publishes the 2022/23 BCF allocations for Essex.
- 2.3 Agree that the Cabinet Member for Adult Social Care and Health is authorised to agree subsequent variations to the six BCF section 75 agreements if required to reflect the BCF Policy Framework for 2022/23.
- 2.4 Agree that the Executive Director for Adult Social Care is authorised to agree the terms of the deeds of variation required to vary the six BCF section 75 agreements pursuant to paragraphs 2.2 and 2.3 above.

3. Summary of issue

- 3.1 The BCF was announced by Government in June 2013. It was intended to support local systems to deliver the integration of health and social care to promote better outcomes for people and carers and provide an opportunity to transform local services through better integrated care and support.
- 3.2 Health and Wellbeing Boards (HWBs) have been obliged to submit BCF Plans since then that meet mandated minimum financial values and demonstrate achievement of a series of NHS England's national conditions that are set out annually in the BCF Policy Framework. The BCF is overseen by the Health and Wellbeing Board and incorporates funding to support social care (the Improved Better Care Fund) that is subject to conditions that it be pooled into the BCF and used to ease pressures in the health and care system. It also includes the Disabled Facilities Grant.
- 3.3 The BCF Policy Framework contains minimum allocations that must be pooled by each CCG into the BCF. These allocations are set by NHS England and must be pooled into a section 75 agreement alongside grants paid to local government.
- 3.4 The BCF funds a range of health and care services including NHS community services and short-term support to people leaving hospital or to prevent hospital admission (such as reablement). It also provides the opportunity for collaboration between NHS and local authority partners and investment in new or integrated models of care to support HWB objectives. A summary of the key areas of expenditure of the Essex BCF is set out in Appendix 1.

- 3.5 Each year the BCF Policy Framework is published by the Department of Health and Social Care and the Department for Levelling Up, Housing and Communities and local areas are required to submit BCF plans in response. These plans include ambitions for improving outcomes and funding streams. Once the BCF plan has been approved, relevant s75 Agreements are drawn up (or amended) in accordance with the approved BCF Plan.
- 3.6 The Council is the host of the pooled funds for the Essex BCF. There are 6 pooled funds: one pooled fund between ECC and each CCG (five in total) and a multilateral pooled fund between ECC and all five CCGs. There are six s75 Agreements in place to govern these arrangements. As host of the pooled funds, the s75 agreements require that the Council is responsible for making payments to NHS-commissioned providers of BCF services on behalf of the CCGs.
- 3.7 The BCF Policy Framework for 2022/2023 has not yet been published and, in the absence of an approved BCF plan for 2022/23, and to ensure continuity of funding to NHS-commissioned providers of BCF services from April 2022, the Council requires confirmation of the funding arrangements that will be in place from April 2022. It is important that ongoing arrangements are agreed because the Council is responsible for making payments to NHS commissioned providers. It is therefore proposed that the current interim arrangements that were agreed by Cabinet in November 2021 for 2021/2022 are carried forward into 2022/2023 until such time as NHSEI produces the BCF Policy Framework for 2022/23.
- 3.8 The Improved Better Care Fund (iBCF) is also included as part of the wider BCF and is part of the county wide section 75 agreement. It is a grant provided to Adult Social Care from the Department for Levelling Up, Housing and Communities (DLUHC) worth £46.4m to the Council in 2022/23 (up from £45m in 2021/22). The grant must be used for the purposes of:
- meeting adult social care needs,
 - reducing pressures on the NHS, including seasonal winter pressures,
 - supporting more people to be discharge from hospital when they are ready, and
 - ensuring that the social care provider market is supported.
- 3.9 The Disabled Facilities Grant (DFG) also forms part of the wider BCF and is transferred directly from the Council to the twelve District, Borough and City councils to allow them to discharge their statutory duty with regard to DFGs.
- 3.10 The Spending Review in 2021 confirmed that the iBCF grant will continue in 2022/23 and will increase nationally in line with inflation. The Disabled Facilities Grant will also continue, although the value has not been confirmed. It is expected that the Policy Framework and Planning Requirements for this funding will be published in early 2022 but this is still awaited.
- 3.11 Following discussions with the CCGs, the Council has received written confirmation from each CCG that they are in agreement with the proposals in

this report and they will continue to underwrite all NHS commissioned spend with the providers and continue to make their contributions to support social care on this basis. Agreeing the interim arrangements will ensure continuity of services and payments to providers in parallel with the progression of the annual NHS planning cycle. We expect another decision will be required to ensure ongoing commitment from Integrated Care Systems post July 2022 once these new partnerships are set up.

- 3.12 Purchase orders will need to be raised for payments to providers of NHS-commissioned BCF services from 1 April 2022 to ensure continuity of provision and the Council will need to adjust its spending unless the BCF money used to fund social care continues to be received. The proposals set out in this report will ensure that interim arrangements are in place until such time as the arrangements for 2022/2023 are known and will mean that no adjustment to spending is required.
- 3.13 The CCGs have been asked to provide letters of assurance confirming that they will underwrite these purchases ahead of approval of the Essex BCF Plan for 2022/23 and provide the Council with sufficient funds to make the necessary payments. This risk is further mitigated by including the relevant funding commitments within the six BCF section 75 agreements through proposed deeds of variations.
- 3.14 It is proposed that the Cabinet Member for Adult Social Care and Health is authorised to agree subsequent variations to the six BCF section 75 agreements if required to reflect the BCF Policy Framework for 2022/23 when it is published. This may include changes to the financial contributions, changes to outcomes and metrics and changes in the commissioned services.

4. Links to our Strategic Ambitions

- 4.1 This report links to the following aims in the Essex Vision:
- Enjoy life into old age
 - Strengthen communities through participation
 - Connect us to each other and the world
- 4.2 Approving the recommendations in this report will have a neutral impact on the Council's ambition to be net carbon neutral by 2030.
- 4.3 This report links to the following strategic priorities in the Organisational Strategy 'Everyone's Essex':
- Health wellbeing and independence for all ages

5. Options

5.1. **Option 1 (recommended option):** To approve the interim arrangements and amend the six section 75 agreements to ensure the funding commitments for the financial year 2021/22 continue unchanged into the financial year 2022/23 until such time NHSEI publishes the Essex allocations for the financial year 2022/23.

5.2. This is considered the best option as:

- It allows purchase orders to be raised before the end of March 2022 and the April 2022 invoices for NHS commissioned services to be paid on time.
- The risks to the Council in adopting this approach are low as the CCGs have agreed to provide the Council with sufficient funds to pay the BCF funded providers, and the purchase orders will be raised on the basis that funds will only be released if they have been received from the CCGs.
- The risk of reputational impact on and legal challenges against the Council in not paying the NHS providers on time is high as, due to the value of the invoices, could cause considerable cash flow issues to NHS providers.

5.3. **Option 2 (not recommended):** Delay amending the six section 75 agreements and wait for NHS England to publish the final allocations for Essex.

5.4. This option is not recommended as:

- NHS England has not, at the time of writing this report, issued BCF guidance and financial allocations. It would therefore be unlikely that a draft plan would be available for consideration by Cabinet until at least May and that the final plan would not be available for consideration until after that.
- Approval by Cabinet in May 2022 would result in purchase orders not being available for NHS commissioned services until the end of May or early June and invoices for the first quarter of 2022/23 not being paid on time.
- The risk of reputational impact on and legal challenges against the Council in not paying the NHS providers on time is high as, due to the value of the invoices, could cause considerable cash flow issues to NHS providers.

6. Issues for consideration

6.1. Financial implications

6.1.1. Final estimates of the Essex BCF Plan for 2022/23 cannot be concluded until the final BCF guidance is issued by NHS England. The recommendations for 2022/23 in this report relate to the management arrangements for the part of the BCF expenditure to be funded from CCGs' financial contributions. In addition to this funding, it is also a condition of the Council's iBCF Grant (increasing to £46.4m in 2022/23) and Disabled Facilities Grant (£11.9m in 2021/22) that these too are pooled within the 2022/23 BCF plan, and so the plans for the application of these grants will be incorporated into the final BCF plan.

6.1.2. In the absence of an approved BCF plan for 2022/23, to ensure continuity of funding to NHS-commissioned providers of BCF services from April 2022, the Council requires written confirmation from each CCG partner that they will underwrite all NHS Commissioned spend with the providers and continue to make their contributions to support social care.

6.1.3. The monthly value of the purchase orders for social care and NHS-commissioned services are shown in the table below. Without any confirmed level of uplift to be applied to contributions, the values will remain the same for 2022/23 until actual values are published.

Countywide			
Monthly Schedule of Invoice Payments (Subject to amendment once final BCF is agreed and approved)			
Annual Value £		Monthly Invoice Value (Provisional) £	
Social care		Apr-22	7,224,622
Protection of Social Care	33,427,465	May-22	7,224,622
Care Act	4,193,044	Jun-22	7,224,622
Reablement	4,892,988	Jul-22	7,224,622
Carers Breaks	613,176	Aug-22	7,224,622
Sub - Total	43,126,673	Sep-22	7,224,622
		Oct-22	7,224,622
		Nov-22	7,224,622
NHS Commissioned Services		Dec-22	7,224,622
Stroke Psychology	200,249	Jan-23	7,224,622
Community Mental Health	111,158	Feb-23	7,224,622
Community Services Head of Dementia	51,084	Mar-23	7,224,622
Community Services Programme & Admin	86,640		
Community Health Services	43,119,660		
Sub - Total	43,568,791		
Total	86,695,464	Total	86,695,464
CCG			
Mid Essex	26,053,887		
North East Essex	26,248,451		
West Essex	8,895,744		
Basildon & Brentwood	19,650,535		
Castle Point & Rochford	5,846,847		
Total	86,695,464		

- 6.1.4. The £86.7m total in the invoice schedule does not include payments made directly to providers by CCGs, for example those mandated by NHS England to be paid to Essex Partnership University NHS Foundation Trust (EPUT) for community health services. Adjusting for these would add an additional £21.7m, bringing the total CCG minimum contribution to £108.4m (the 2021/22 value). Furthermore, incorporating the iBCF and DFG values shows that the BCF was worth £165.3m in 2021/22.

Better Care Fund Summary	2021/22 £m
Funding Sources	
Minimum CCG Contribution	108.4
Additional CCG Contribution	-
iBCF	45.0
DFG	11.9
Total BCF Pooled Budget	165.3

6.2. Legal implications

- 6.2.1. In Essex, the BCF is established by means of five bilateral partnership agreements under section 75 of the National Health Service Act 2006 between the Council and each of the five CCGs operating within Essex, together with a multilateral partnership section 75 agreement between all five CCGs and the Council (which contains the iBCF).
- 6.2.2. The CCGs have confirmed their commitment to the proposed interim BCF arrangements described in this report so as to ensure continuity of funding to NHS-commissioned providers of BCF services from April 2022 by way of a formal letters signed by their Chief Finance Officers.
- 6.2.3. The Section 75 agreements will need to be varied to reflect the proposals set out in this report. A further variation to these agreements may be required when the BCF Planning Requirements for 2022/23 are published.

8. Equality and Diversity implications

- 8.1 The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:
- (a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc on the grounds of a protected characteristic unlawful
 - (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - (c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

- 8.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).
- 8.3 The equality impact assessment (Appendix 2) indicates that the proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

9. List of appendices

- 9.1 Appendix 1 – BCF Expenditure Summary 2021/22
- 9.2 Appendix 2 - Equality Impact Assessment

10. List of Background papers

- 10.1 Cabinet paper FP/995/02/21 on 16 March 2021 – approved interim arrangements for the financial year 21/22, pending NHSE's approval of the Essex allocations and guidance. This decision also approved the variation of the BCF s75 agreements
- 10.2 Cabinet paper FP/180/10/21 on 24 November 2021 – approved the BCF Plan to be submitted to NHSEI and again the variation of the BCF s75 agreements
- 10.3 NHSEI approval of the 21/22 BCF Plan on 12 January 2022.
- 10.4 Letters from the CCGs confirming payment of interim arrangements.
- 10.5 Current section 75 agreements

Appendix A

BCF Expenditure Plan Summary 2021/22

Description	Expenditure £m	Detail
Live at Home	26.3	Domiciliary care services including personal care, cleaning & house care, practical & social support, minor health related tasks, administration of medication and support during the night.
Reablement	11.4	Support to individuals both in the community and on leaving hospital for a period of up to 6 weeks. Aims to increase or support people to relearn or regain daily living skills.
Care Act	4.2	To support the implementation of the Care Act 2014. Includes Carers Direct Payments and Independent Mental Health Advocacy.
Community Services	65.1	NHS commissioned, out-of-hospital services. Contractual arrangements and scope are at a local level for each CCG.
Other social care schemes	1.4	
Subtotal - Min CCG Contr'n	108.4	
Meeting social care needs	36.1	Contribute to the funding of the growing costs of meeting social care needs arising from rising costs and growing demand for services. Maintain investment in discretionary services that have a benefit to social care and NHS partners.
Care Market Quality Initiatives	0.7	Increase the quality of services and therefore increase system capacity by reducing suspended services and those that service users reject.
Falls prevention	0.6	Reduce the number of falls and improve individual confidence and capability in strength, gait and balance.
Reablement flow	0.6	Dedicated social work capacity to speed up Care Act assessment for people leaving reablement services to secure swifter move to longer term care arrangements.
In Lieu of Reablement (ILOR)	3.8	To secure alternative provision to support eligible individuals when reablement capacity is not available.
Other countywide schemes	2.6	Includes schemes to support seasonal (winter) pressures.
Locality schemes	0.7	
Subtotal - iBCF	45.0	
Disabled Facilities Grant	11.9	Transferred directly from ECC to the twelve District, Borough and City councils. The main focus is the prevention of harm and promotion of independence within the existing home setting.
Subtotal - DFG	11.9	
Total Essex BCF 2021/22	165.3	

Forward Plan reference number: FP/285/01/22

Report title: Procurement of accommodation-based support for people with mental health needs	
Report to: Cabinet	
Report author: Councillor John Spence, Cabinet Member for Health and Social Care	
Date: 15 March 2022	For: Decision
Enquiries to: Nick Presmeg, Executive Director for Adult Social Care	
County Divisions affected: All Essex	

1. Everyone's Essex

- 1.1 Everyone's Essex sets out the strategic aim of health, wellbeing and independence for all ages. Within that aim is a commitment to enabling individuals to live independently through access to suitable accommodation and effective care.
- 1.2 One way of supporting this aim is to ensure effective and recovery-focused services and accommodation for adults suffering from poor mental health. The proposed model for the delivery of Mental Health Supported Accommodation is ambitious. Through innovation and partnership, the aim is to develop a more diverse range of accommodation and support solutions to reduce reliance on traditional hospital care. The Council aims to prevent individuals with complex mental health needs having to go outside Essex for treatment and care, through extending the scale and complement of local provision.
- 1.3 This paper seeks the authority to:
 - go to market to procure the new model of services in North-East and West Essex and recommission the existing model in Mid and South Essex services; and
 - enter into new s75 agreements with our Health Partners to facilitate the delegation of Health Partner functions to the Council.

2 Recommendations

- 2.1 Agree to undertake a competitive procurement process using the open procedure to procure providers of Mental Health Supported Accommodation Services in four lots across North-East and West Essex as follows and as set out in paragraph 3.27 of the report. Volumes have been determined via historical referral data as per paragraph 3.28:
 - Intensive Assessment Beds (6 units in North-East Essex)
 - Complex needs (six units in North-East Essex and six in West Essex)

- Medium and Low North-East Essex (70 units) Medium and Low West Essex (45 units)
- 2.2 Agree that the new contracts will commence in October 2022 with a duration of five years within a budget envelope of £17.4m split between ECC and Health Partners.
- 2.3 Agree to award a 12-month contract starting on 1 October 2022 to existing providers in Mid and South Essex for new placements whilst further work is undertaken to move towards extending the new model across Mid and South Essex.
- 2.4 Agree that the Cabinet Member for Health and Adult Social Care, in consultation with the Executive Director for Adult Social Care, may award the contracts following completion of the competitive process once the necessary funding is in place.
- 2.5 Agree to enter into s75 Agreements with Clinical Commissioning Groups or, once they are established, Integrated Care Boards, to delegate the necessary health functions to the Council for the purposes of commissioning Mental Health Supported Accommodation services.

3 Background and Proposal

- 3.1 Essex County Council provides supported accommodation for people with mental health needs. The Council and the CCGs have duties to
- make provision for health, care and support for individuals leaving hospital or other institutional settings such as prison; and
 - reduce the risk of deterioration of individuals with mental health conditions. These duties remain with the Council and the CCGs until such time as the individual is deemed to no longer require this support.
- 3.2 The Council has additional duties under the Care Act 2014, which requires local authorities to assess adults who may have eligible care and support needs and to ensure that these needs are met.
- 3.3 Mental Health Supported Accommodation services provide support within accommodation for people with mental health needs. These Supported Housing services enable the Council and the CCGs to discharge their statutory duties. The support delivered in these services helps in meeting individuals' assessed needs in a manner that enables their recovery pathway and the move into independent living in the wider community.
- 3.4 Safe, secure and stable housing is central to health and wellbeing, and this is especially so for people coping with poor mental health. Commissioners worked closely with those who have accessed these services, and these

individuals are clear that the elements most important to them in their recovery and continued wellness are:

“having decent places to live (i.e. their own front door), meaningful, purposeful things to do (which could be employment), social networks, good relationships and a sense of belonging within their communities”.

- 3.5 Engagement has also highlighted a number of areas that could be improved. The feedback is that at present, the level of support is not always right, certain groups find it harder to achieve recovery, people do not always have the continuity of support they need as they recover, and people worry about recovering and losing their support.
- 3.6 The feedback and insight gained from this engagement is integral to the development and design of the new model, which has been co-produced with those who have experienced supported accommodation for themselves.
- 3.7 Whilst the new model is not being implemented immediately in Mid and South Essex, commissioners will use the insights to ensure that there is improved support within the current arrangements. Outside of these arrangements, and via a separate business case, ECC are improving support for people to move on to independence to ensure a seamless transition and recovery pathway. This will be accessible across the whole of the County, regardless of the model.
- 3.8 To improve the service further, the Council is introducing mandatory housing standards for properties used for mental health accommodation support. This includes the Council adopting the Housing Regulator’s target for social landlords of achieving a minimum energy rating of C by 2035.

The Current Model

- 3.9 Since 2018, the Council has commissioned supported accommodation through two separate contracts:
 - **Supported to Independence Framework** – Schemes providing lower levels of support to people who are learning independent living skills. They also offer the flexibility to ‘top up’ if any additional needs are identified. There are nine providers on this framework, of which four are currently active in accepting placements, the remaining five are not currently accepting placements; and
 - **Intensive Enablement Contract** - Schemes supporting people to step down from residential care or an inpatient setting. People are worked with for up to 18 months, with providers supporting them to learn the skills and gain the

confidence for greater independence. These schemes are supplied by a single provider

- 3.10 The Council has also commissioned **Intensive Enablement Plus** provision on a spot purchased basis to provide higher-level, bespoke packages to the most complex individuals.
- 3.11 There are currently 355 placements across this provision, spanning the County. This breaks down to 202 Supported to Independence, 69 Intensive Enablement and 84 Intensive Enablement Plus.
- 3.12 The current model is underpinned by NHS funding, which is provided to the Council via a legal agreement.
- 3.13 Both services commenced in 2018 for a period of 2 years. Due to the impact of the COVID-19 pandemic in 2020, both contracts were extended for 12 months until 18 November 2021, pending a re-procurement of these services. Due to the global wave of the COVID-19 pandemic and the challenges experienced by the Council, CCGs and providers of these services, the proposed engagement and due diligence necessary to inform the re-design of services and agreement of the proposed service model were impacted. For this reason, a further decision was taken in October 2021 to extend the current contracts to October 2022.
- 3.14 The current service has performed well in many areas, including in enabling discharge from hospital, the support provided within accommodation and enabling adults to meet their own individual outcomes. However, there is a recognition that we can improve things for people through implementing a new model. This new model has a strengthened focus on independent living – truly levelling up for people with poor mental health by not creating an expectation of life-long dependency, but supporting people to move on wherever possible.

The New Model

- 3.15 The Council has been working collaboratively with people who have used the services, CCG partners and the Mental Health Trust over a long period of time to develop a new, more comprehensive model. The new model of supported accommodation is ambitious; through innovation and partnership, it aims to develop a more diverse range of accommodation and support solutions to reduce reliance on traditional hospital care. The Council aims to prevent people with mental health needs having to go outside Essex for treatment and care.
- 3.16 The model is designed to achieve the following outcomes:
- Adults have good mental health
 - Adults with mental health needs recover
 - Adults are supported to maximise their potential in Education and Employment
 - Adults are able to access social networks and feel a connection to their local community or the community they want to be part of

- Adults live as independently as possible in accommodation that is suitable for their needs
- Adults are supported to determine and achieve their individual outcomes.

3.17 The new model implements a tiered service, comprising the following elements, each of which will be a separate lot under the contract:

- **Intensive Assessment Beds**

A discharge to assess service in the community for individuals discharged from hospital and inpatient settings; community support and assessment for individuals in crisis and relapses; and step down from residential care for individuals with potential for independent living. A short-stay service, which is non-clinical in nature, but with a multi-disciplinary team. These beds will all be in North East Essex but will be accessible to residents of West Essex.

- **Complex Provision**

A recovery-based model within a psychologically informed environment, with an onsite multi-disciplinary team working with the service provider supporting people with complex mental health and behavioural needs who require 24/7 support. Staff will be highly skilled and include experts by experience. Care and support will be provided for individuals with complex and serious mental health illnesses. These units will be split across West Essex and North-East Essex.

- **High Needs Provision**

Care and support for individuals with serious mental health needs that require some overnight support, with self-contained accommodation and communal areas working with people over a longer period of time to support them to recover from mental illness and support them to integrate and thrive within the community. These units will be split across West Essex and North-East Essex.

- **Medium and Low Needs Provision**

For individuals in the recovery pathway who have developed incremental independent living skills and are progressing towards moving on from needing accommodation support. The support service will focus on life skills and training onsite, with a mix of shared and self-contained accommodation. These units will be split across West Essex and North-East Essex.

3.18 Under the new model we will procure a contractor for each lot. Providers will be expected to provide accommodation in the appropriate location, although they may wish to sub-contract the provision of the accommodation itself.

3.19 There are a number of benefits of the new model, most particularly in the inclusion of intensive assessment beds and complex and high needs support. The availability of intensive assessment beds facilitates both a crisis response option and a 'discharge to assess' provision which will ensure that people are placed at a level of provision that best suits their needs. Further, the new tiered service addresses the gap for support service for people with high and complex needs with chaotic lifestyles and enables recovery in a multi-disciplinary team approach that addresses health and the social determinants of health. This improves join up across the system and facilitates good collaboration between

key partners, which promotes sustained recovery. Across the whole model, the core and flexi approach ensures that individuals are placed in a provision that gives them the right level of support for their needs, whilst allowing for the provision of individualised hours such that they can meet their own goals according to their personal care and support plans.

- 3.20 Individuals will be assessed upon entry to the service and allocated a pathway at the appropriate tier to support their recovery and will move between tiers according to need, rather than higher to lower-level services in descending order. This assessment will be ongoing for the duration of their stay within the service, with a mindful movement towards recovery and independence, working to ensure that people do not get stuck within the pathway.
- 3.21 The model is underpinned by a move-on concept and the commissioning of community-based services, to ensure that people can continue to recover and thrive independently in mainstream housing.

Implementing the New Model

- 3.22 Commissioners and operational colleagues from across the Council have been working closely with health commissioners and colleagues from Essex Partnership University Trust over the past year to develop the transformative model outlined above.
- 3.23 The CCGs across the Essex Local Authority footprint all support the model in principle, but due to their own unique demographics and transformation journeys, not all are ready to progress at the same speed. For this reason, the new model will be implemented in North-East and West Essex from October 2022 and ECC will award a new 12-month contract to the providers of existing services in Mid and South Essex. This 12-month contract relates to new placements within that 12-month period only, and existing placements will continue under the existing call-off contracts which survive termination or expiry of the existing terms and conditions of contract. It is hoped that Mid and South Essex CCGs or their successor Integrated Care Board will be in a position to join the new model in October 2023, and this will be subject to a further decision and a further procurement. It is not recommended to procure flexibility for the new contracts to cover Mid and South Essex from 2023 because different providers will have different access to accommodation, meaning that a provider who is a good fit for West Essex may not be able to make provision in Mid and South Essex.
- 3.24 It is acknowledged that this will, at least in the short term, create a different system for residents in different parts of the County, meaning that the service they receive will be dictated by the location of their GP surgery. However, operational teams are confident that they can manage this well and commissioners will continue to ensure that all individuals are receiving the very best service and support, regardless of their originating address. This phased implementation does enable the Council to test, review and refine the new model at a smaller scale, ahead of what we anticipate to be a County-wide implementation over the coming three years.

- 3.25 These services are partly funded by the NHS so we will need a new legal agreement with the NHS to agree that ECC can commission the services and for the provision of NHS funding. The contract will not be awarded unless this is in place.

The Procurement Approach

- 3.26 The model has been developed using a 'core' and 'flexi' approach. Each scheme will have a Core Support Service. The core support is defined by commissioners and is the minimum service offered to all within the Scheme. Then any additional (flexi) hours dictated by the individual's needs will be commissioned as required on an individual basis. This will enable us to both stabilise core services and ensure they are robust, and yet build in agility via flexi support to respond to individual and changing needs.

New Model in North-East Essex and West Essex (5-year contract)

- 3.27 The tender for North-East and West Essex will be run as a single stage open process, with 4 available lots as follows:

Lot 1: Intensive Assessment Beds (IAB) North-East & West (but located in North-East Essex).

Lot 2: Complex North-East & West

Lot 3: High and Medium/ Low North-East Essex

Lot 4: High and Medium/ Low West Essex

- 3.28 In developing the service, commissioners have reviewed referral and utilisation data from across Essex over the period from 2017-2020. This has been used to determine the required volumes in each locality.
- 3.29 The lots will be evaluated on a standalone basis, with evaluation based on 40% price, 60% quality (of which 10% shall be allocated to social value). Each lot will result in a separate individual contract. There will therefore be 8 contracts in total.
- 3.30 The evaluation criteria have been established at this ratio because there is limited flexibility in the overall model cost. The hourly rate will be capped for all the lots and where a core service is required the cost of the core will also be capped. Therefore there will be limited price difference between bidders. Quality has a higher allowance to reflect the need to ensure we are attracting high quality providers who can support complex individuals and achieve move on to independence through the system.
- 3.31 The mobilisation period will be gradual, with gradual increased bed numbers up to the total volumes over the life of the contract in line with transition plans and not block purchasing all units immediately.
- 3.32 The contract will contain provision for the reduction in units and core hours funded where they are not being utilised, and do not appear to be required in the

immediate future, which will allow us to reduce the fixed funding commitments to providers without jeopardising services.

- 3.33 Providers will be required to provide prices for core hours and flexi hours within the pricing submission within the tender. The intention is that core hours rates will contain the management and overhead costs related to operating the service and will therefore be higher than flexi hours. Both rates will be subject to an upper limit above which providers will not be able to bid.

Mid and South Essex

- 3.34 Contracts with a duration of 12 months will be awarded to current providers of Supported to Independence and Intensive Enablement Services in Mid and South Essex. These contracts will relate to new placements only and the 'Intensive Enablement Plus' services will continue on a spot purchase basis in line with the terms of the individual call off contracts.
- 3.35 During this 12-month period the procurement of a replacement contract to cover these areas will be completed, pending the decision referred to in 3.21. Under the terms of the call off contract for the new placements these placements can persist beyond expiry of the overarching contract.
- 3.36 Notwithstanding paragraphs 3.31 and 3.32, the intention will be to move adults across to the new model of care as soon as is possible, and this will be explored at the time of expiry of this contract.

4 Links to our Strategic Ambitions

- 4.1 This report links to the following aims in the Essex Vision
- Enjoy life into old age
 - Strengthen communities through participation
 - Connect us to each other and the world
- 4.2 Approving the recommendations in this report will have a neutral impact on the Council's ambition to be net carbon neutral by 2030.
- 4.3 This report links to the following strategic priorities in the Organisational Strategy 'Everyone's Essex':
- A strong, inclusive and sustainable economy
 - A high-quality environment
 - Health wellbeing and independence for all ages
 - A good place for children and families to grow

5 Options

- 5.1 The following, 4 options were considered in detail, with the second option preferred and recommended. All options were carefully considered and there is a collaborative view with health and EPUT that the recommended option is the right way forward:

Option 1: Do nothing new and continue with the current position

- 5.2 This option would see the current contracts being recommissioned as they currently exist. Therefore, there would be a continuation of the Intensive Enablement and Supported to Independence contracts across the County, with Intensive Enablement Plus continuing to be spot purchased. This option is not preferred as ECC and Health would continue to deliver more of the same, with a continued reliance on spot provision and the challenges this gives for quality and budget management. The current model does not promote good levels of move on for clients and is not cost-effective.

Option 2: Tiered level of service provision (RECOMMENDED)

- 5.3 The development and delivery of a tiered level of service provision provides a comprehensive suite of services to provide personalised support for people with mental health care and support needs, ranging from intensive assessment as a step down from hospital, residential and community to support crisis management, through to complex provision with on-site multi-disciplinary support, support for those with a high level of needs and more independent, dispersed support for those approaching independence. This new model will ensure that people are placed according to need and underpinned by move-on to ensure that people are on a strong trajectory towards living independently in the community.
- 5.4 Importantly, this model has been co-produced with and welcomed by those with lived experience of poor mental health, including those who have experience of mental health accommodation. There will be benefits for individuals, and the wider health and social care system. This approach will ensure that people don't 'fall' through the net' between services, it will offer opportunities to secure better value for money through having all services contracted and by using a multi-disciplinary approach it will enable good collaborative work and opportunities to take advantage of available best practice and innovation. The new model will be commissioned to include a level of flexibility, to ensure that we can continue to respond to emerging and future needs.
- 5.5 It is acknowledged that there are workforce issues in the system, and it will require a workforce that is highly skilled; however, the greater collaboration between partners and the MDT will ensure improved training opportunities to upskill staff. The model will provide intensive support, ensuring people move on and into mainstream housing more quickly.
- 5.6 It should be noted that whilst this is the recommended option for the whole County, there will be a phased approach to implementation, with North-East and West moving to this model from October 2022 and Mid and South Essex

following at a later point. The implementation of the new model in Mid and South Essex shall be subject to further governance as appropriate.

Option 3: Commission Intensive Enablement Plus under ECC terms and conditions and recommission Intensive Enablement and Supported to Independence

- 5.7 This option would see a continuation of the current model, but importantly Intensive Enablement Plus, which is currently spot purchased, would be contracted under ECC terms and conditions. This approach would not allow the collaboration between services that Option 2 provides. It would be highly likely that services would remain fragmented and may not be able to adapt to changing needs quickly, which could create a cost burden.

Option 4: Peripatetic Community Support service

- 5.8 Consideration has been given to the creation of an entirely peripatetic community support service, with no buildings-based support. This would involve support being delivered to individuals in their own homes and tenancies within the community. This option is not cost-effective, especially for those individuals who require support at night, as there are no economies of scale; it could also be potentially unsafe for people with the most complex needs and who are at risk of relapse, which could result in more hospital admissions.

6 Issues for Consideration

6.1 Financial implications

- 6.1.1 The anticipated total cost of the proposed arrangements has been modelled using the forecast demand for services for 2022/23 and kept static over the 5-year period to create a total budget envelope of £17.8m split across ECC and Health. Any increases in demand will need to be mitigated by delivering improved outcomes for other individuals, enabling them to move out of the service. Therefore, any savings opportunities within the proposed arrangements would be used to keep the budget static over this period and additional savings in relation to this have not been loaded into the budget.

North-East and West Essex

- 6.1.2 The anticipated total cost of delivering accommodation services in North-East and West Essex is £17.4m over 5 years and this forms the provisional budget envelope for that period – this is made up of £10.2m ECC budget and £7.2m of health budgets. The budget is split between the new core contracts for North-East and West Essex totalling £13.7m and the flexi budget totalling £3.7m over the 5-year period. The flexi budget is used to meet one to one support over and above the core contract and therefore is subject to some risk. The financial risk in relation to spend on these services will be managed through the Council's monthly budgetary control mechanisms - any over spend, if materialising, would need to be contained within the overall H&ASC budget. North-East CCG and

West CCG will make a combined financial contribution of £7.2m via a new S75 agreement, which is subject to further negotiation. If these amounts are not agreed, the scale of the service will need to be revisited.

6.1.3 Whilst there is not a savings target specifically attached to this work, there is an expectation that the move to a new model will achieve benefits and efficiencies within the Health sector, including through a reduction in out of area health placements and increased movement through the pathway to ensure that more individuals can benefit from receiving the right level of support at the right time.

6.1.4 Below is a table showing the anticipated breakdown of costs for North-East and West Essex across financial years. £10.2m of this is included in the Medium Term Resource Strategy (MTRS) for that period for ECC, with the remainder subject to the Health S75 agreement.

NE/West (£)	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	Total
Contract spend	1,318,000	2,750,000	2,750,000	2,750,000	2,750,000	1,431,000	13,749,000
Flexi spend	354,000	739,000	739,000	739,000	739,000	385,000	3,696,000
Total	1,673,000	3,489,000	3,489,000	3,489,000	3,489,000	1,816,000	17,445,000

Mid and South Essex

6.1.5 The estimated cost of direct award for the 12-month period totals £334,000 across ECC (£258,000) and Health (£76,000 across the 3 CCGs in this area). The cost of these new placements is planned to be mitigated by delivering improved outcomes for other individuals in the service, enabling them to move out and containing these costs within the existing MTRS and Health budgets. This spend and risk will be monitored through monthly budgetary control. If costs escalate within the flexi spend and cannot be mitigated through the above means, the pressure would need to be managed from within the Health and Social Care budget.

MSE (£)	2022/23	2023/24	Total
Contract spend	160,000	174,000	334,000

6.2 Legal implications

Procurement of new model in North-East and West Essex

6.2.1 As stated above, Mental Health Supported Accommodation services are social care services which are subject to the 'light touch' regime in the Public Contracts Regulations 2015. This means that the Council is required to undertake a competitive process before awarding any contract with a value of over £663,540.

6.2.2 The new model to be implemented in North-East and West Essex may include the movement of existing placements to a new provider and if the new model is awarded to an existing provider, individuals will be the subject of new terms and conditions. As a result, existing placements are in scope of the service to be procured in North-East and West Essex.

6.2.3 The value of the contract(s) to be procured in North-East and West Essex therefore far exceeds the Light Touch threshold of £664,540. As a result, ECC is required to undertake a competitive process in accordance with the Light Touch Regime within the Regulations.

Award of 12-month contract to existing providers in Mid and South Essex

6.2.4 This report seeks to award a 12-month contract to existing providers as a means of placing new individuals. Any spend associated with existing placements is not relevant to this 12-month period, on the basis that ECC will not seek to move individuals in an existing placement to an alternative service provider in October when existing contracts end. Therefore, existing placements would not be in scope of any procurement exercise to cover the 12 months until a new model is implemented in Mid and South Essex. It is therefore the value associated with new placements only that is relevant to the 12-month contracts.

6.2.5 Mental Health Supported Accommodation services are social care services which are subject to the 'light touch' regime in the Public Contracts Regulations 2015 (the Regulations). This means that ECC is required to undertake a competitive process before awarding any contract for light touch services with a value of over £663,540.

6.2.6 All the contracts to be awarded have an individual value below the £663,540.

6.2.7 The award of a 12-month contract, is to enable ECC to work with Health Partners in Mid and South Essex to implement a new Model, which will entail a full procurement process for future provision.

7 Equality and Diversity Considerations

- 7.1 The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:
- (a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
 - (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - (c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

- 7.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).
- 7.3 The equality impact assessment indicates that the proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

8 List of Appendices

Equality Impact Assessment

9 List of Background Papers

N/A

Report title: Procurement of a new Integrated Community Equipment Service contract for 2023 - 2028	
Report to: Cabinet	
Report author: Councillor John Spence, Cabinet Member for Health and Adult Social Care	
Date: 15 March 2022	For: Decision
Enquiries to: Moira McGrath Director for Commissioning, Adult Social Care, Moira.McGrath@essex.gov.uk Matthew Barnett, Head of Commissioning, Matthew.Barnett@essex.gov.uk	
County Divisions affected: All Essex	

Confidential Appendix

This report has a confidential appendix which is not for publication as it includes exempt information falling within paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, as amended.

1. Everyone's Essex

- 1.1. Enabling people to remain independent, and to live as full a life as they can in their own home, is fundamental to Essex County Council's approach to supporting people. One of the principal ways we do this is with the provision of community equipment to people of all ages and needs across Essex – this includes items such as commodes, shower chairs and hoists, as well as adaptations such as grab rails and chair raisers.
- 1.2. Our Integrated Community Equipment Service (ICES), which works on behalf of both local authority and NHS partners across Essex, has supported 33,000 residents with 140,000 items of equipment in the last year. The ICES is currently provided partly by the Integrated Procurement Hub (IPH), who undertake the sourcing of equipment, and partly by the Council's wholly owned trading company Essex Cares Ltd (trading as ECL), who deliver the logistics and management services. The ECL contract expires in March 2023 and the purpose of this report is to make recommendations about the future provision of this service.
- 1.3. The ICES complements other Council services such as reablement and domiciliary care support. The aims of the service are to promote independence and enable people to gain, regain and maintain skills, as well as helping prevent hospital admissions. The landscape has changed significantly in Health and Social Care in the last two years, with a sustained increase in demand for faster delivery of community equipment to support the Home First ambition and the Discharge to Assess pathway against the challenges posed by the Covid-19

pandemic, workforce pressures and climate change. This is an opportunity to procure a streamlined, cost-effective, efficient, and responsive community equipment service for Essex, which aims to deliver social value and climate action as a fundamental part of the service and will bring the service in line with the requirements of today's health and care system.

- 1.4. This accords strongly with the Everyone's Essex ambition of promoting health, care, and wellbeing for all ages, as well as the Council's aims around levelling up. It does this by promoting independence and healthy lifestyles, levelling up health, supporting carers, improving outcomes for vulnerable adults and children, encouraging green growth (minimising waste and increasing recycling of equipment) and strengthening family resilience and stability.
- 1.5. This service will uphold the Council's climate change and social value ambitions and carbon neutral pledge by aiming to reduce carbon emissions as described in section 4.2. Using equipment service business professionals in the County with their specialist experience, skills and training will enable the Council to develop this area of the economy and create jobs with social value.

2. Recommendations

- 2.1. Agree that the community equipment contract between the Council and Essex Cares Limited will terminate on the contract expiry date of 31 March 2023.
- 2.2. Agree to terminate the contract between the Council and The Mayor and Burgess of the London Borough of Croydon known as The Integrated Procurement Hub (Croydon) for the provision of community equipment with effect from 31 March 2023.
- 2.3. Agree to procure a contract for the Council, Thurrock Council, Castle Point and Rochford Clinical Commissioning Group, Basildon and Brentwood Clinical Commissioning Group, Thurrock Clinical Commissioning Group, Essex Partnership University Trust, Mid Essex Clinical Commissioning Group, Mid Essex Hospital Trust and East Suffolk and North Essex NHS Foundation Trust for the provision of an Integrated Community Equipment Service for Essex residents, to support them to live safely and/or independently in the community, for a five year contract term commencing in April 2023, with an option to extend for up to a further two years.
- 2.4. Agree that the new contract will have an expected expenditure of up to £83m over the five-year contract period (£57m for the Council and £26m for the Health and Local Authority Partners), based on forecast spend at current activity levels, which will be managed by the Council under a pooled fund arrangement with additional contributions from the partners if there is any over-spend.
- 2.5. Agree that the contract will be procured using the competitive procedure with negotiation as outlined in section 3 of this report.

- 2.6. Agree that the services will be procured using an evaluation model based on 30% price, 50% quality and 20% social value and climate action.
- 2.7. Agree to purchase up to a maximum of £1.1m of equipment owned by Essex Cares Limited which can be reused at the expiry of the current contract, which will be purchased by the successful bidder if they are not the incumbent.
- 2.8. Agree to enter into a section 75/101 partnership agreement with Thurrock Council, Castle Point and Rochford Clinical Commissioning Group, Basildon and Brentwood Clinical Commissioning Group, Thurrock Clinical Commissioning Group, Essex Partnership University Trust, Mid Essex Clinical Commissioning Group, Mid Essex Hospital Trust and East Suffolk and North Essex NHS Foundation Trust under section 75 of the National Health Service Act 2006 and section 101 of the Local Government Act 1972 (respectively) under which the Council procures and purchases and manages the community equipment services and manages a pooled fund on behalf of such partners.
- 2.9. Agree that the Executive Director, Adult Social Care, in consultation with the Cabinet Member for Health and Adult Social Care, is authorised to agree the detailed evaluation model for the procurement.
- 2.10. Agree that the Executive Director, Adult Social Care, in consultation with the Cabinet Member for Health and Adult Social Care, is authorised to approve the final terms of the partnership agreement and service contract.
- 2.11. Agree that the Cabinet Member for Health and Adult Social Care is authorised to award the contract to the successful bidder following completion of the procurement process.

3. Background and Proposal

- 3.1. The Council and its partners have a responsibility to provide equipment and adaptations free of charge to support people with an assessed need to live safely and/or independently in the community. This helps to manage resources more effectively across the whole system by delivering early intervention and prevention, support for carers, consistent good quality practice and integration. The partners are Thurrock Council, four of the Essex Clinical Commissioning Groups (Castle Point and Rochford, Basildon and Brentwood, Thurrock and Mid Essex), Essex Partnership University Trust, Mid Essex Hospital Trust and East Suffolk and North Essex NHS Foundation Trust (the 'Health and Local Authority Partners').
- 3.2. The equipment available through this service ranges from simple daily living aids, to assist service users to mobilise, bathe and toilet themselves independently, to more complex equipment and installations, such as profiling beds and hoists, which support formal and informal carers in their role.

Current Arrangements

- 3.3. This service has never been procured by the Council via any form of competitive tender process. It was delivered in-house by the Council until it was outsourced in 2009 to the Council's wholly owned trading company Essex Cares Ltd (trading as 'ECL').
- 3.4. The Council has a pooled fund s75/101 partnership arrangement with its Health and Local Authority Partners to deliver economies of scale and a consistent integrated service. The Council currently purchases for itself and its Health and Local Authority Partners via two contracts –
- 3.4.1. new equipment from the Integrated Procurement Hub (IPH) (operated by Community Equipment Service of Croydon Council);
- 3.4.2. management and logistics services from ECL, which includes delivery, installation (including minor and major adaptations to properties), maintenance, repair, collection, recycling, and decontamination.
- 3.5. The contract with ECL expires on 31 March 2023 but has an option to extend for a further two years until 31 March 2025. It is proposed that this contract is not extended and that it expires on 31 March 2023.
- 3.6. It is proposed that the Council will terminate the IPH contract at the same time as the ECL contract expires. Termination of the IPH contract is permitted under the terms of the IPH contract at no cost to the Council.
- 3.7. Community equipment services are, by their nature, complex due to the on-going management of the equipment stock and the credit/refund models which are operated in this industry. The split between IPH and ECL also makes contract management and reconciliation more time-consuming and expensive, adding costs with limited ability to negotiate or manage supply chain issues. The landscape has changed significantly in Health and Social Care in the last two years, with a sustained increase in demand for faster delivery of community equipment to support the Home First ambition and Discharge to Assess pathway against the challenges posed by the Covid-19 pandemic and climate change. This point in the contracting cycle is therefore an opportunity to put in place a redesigned provision able to meet the needs of the Essex residents and today's health and care system.

Future Arrangements

- 3.8. Benchmarking and market engagement have shown that our overall costs for these services are higher than those of most other local authorities, spend on non-standard bespoke equipment is also higher than many others and there is significant scope for improvement and advancement across the current service, such as digital innovation.
- 3.9. We want the service to deliver the right prescribed equipment at the right time in the right place from the outset. Rather than extending the current contracts, it is recommended that we ask the market to tender against a new service specification that combines the procurement and sourcing of equipment and the

management of the Integrated Community Equipment Service (ICES) in one contract.

3.10. The service must be streamlined, cost-effective, efficient, and responsive, aim to deliver social value and climate action as a fundamental part of the service and deliver efficiencies and economies of scale. The supplier must have a flexible and responsive operating model that is able to adapt to demand fluctuations and seasonal pressures, and a swift delivery, repair, and collection process which will support the discharge to assess pathway, where faster delivery speeds are now the norm. The supplier must provide:

3.10.1. dedicated professional clinical support and development at the centre of the service offer;

3.10.2. both standard and non-standard equipment and adaptations (bid against minimum standards in the specification) and not tie us into any particular manufacturers or product ranges;

3.10.3. increasing reuse and recycling through an environmentally friendly model, through a number of initiatives outlined further in section 4;

3.10.4. flexible collection and delivery processes and devolved storage to meet system demand to support hospital discharge;

3.10.5. innovative solutions responsive to changes and integration in the health and social care system;

3.10.6. continuous improvement of service outcomes, ensuring the voice of the service user is recognised, valued, and reflected;

3.10.7. clear reporting on all elements of the services and costs, with a focus on transparency, trends, and opportunities available in real time;

3.10.8. increasing sustainable local employment and promotion of social value and ethical procurement through supply chains;

3.10.9. plans to reduce carbon footprint both in storage and in transportation.

Proposed Procurement Approach

3.11. A contract duration of five years with an option to extend for up to a further two years is proposed, which will allow the successful bidder to deliver any changes in service delivery, to invest in delivering an increasingly personalised service to end users and to be innovative and creative in how services are provided.

3.12. The proposed evaluation weighting is based on 30% price, 50% quality and 20% social value and climate action. Market engagement tells us that the elements of costs may not be significantly different between bidders, so the focus will be on technical aspects including social value and climate action solutions to ensure that the whole life cost of the contract is clear. A minimum overall quality

threshold score and individual quality question thresholds will be specified in the tender documents.

- 3.13. Market research and engagement has confirmed that, while there is an established market for these services, there is no standard specification or pricing model used across the entire market. We are keen to allow bidders the flexibility to tailor their delivery model, provided they deliver value for money across the whole contract, achieve high levels of customer satisfaction with the service, are incentivised to recycle and reuse equipment (in full or in part) and create efficiencies and savings.
- 3.14. There are key elements within the costings and technical responses which may require clarification and negotiation to ensure best value will be delivered. It is therefore proposed that the new service is procured using a competitive procedure with negotiation (CPN) process in accordance with Regulations 26 and 29 of the Public Contracts Regulations 2015, due to the nature and complexity of the financial make-up for the required services and the risks attaching to them. An open or restricted procedure does not permit any negotiation of terms and is therefore not suitable for the procurement of these services.
- 3.15. Areas of negotiation are likely to include equipment transfer, credit and refund models, inflation, affordability, a 7-day model, transfer of existing stock valuations and service delivery models. Commercially sensitive matters in relation to the areas of negotiation are set out in Appendix B - Confidential Appendix.
- 3.16. The Council will reserve the right to award the contract with no negotiation where initial bids deliver the Council's requirements. Areas of negotiation will be clearly defined, and evaluation criteria published for all elements of the tender.
- 3.17. The proposed timeline to procure these services is anticipated to be: publication of the tender in April 2022; if required, one set of negotiation meetings in June/July 2022; award in September 2022 aiming to complete the contract in October 2022. Exit, transition, and mobilisation will be managed between October 2022 and March 2023, with the service commencing on 1 April 2023.
- 3.18. The Health and Local Authority Partners are in the process of undertaking their own governance to confirm they will procure their requirements via the new contract. Confirmation that the Health and Local Authority Partners are able to join the new contract will be obtained prior to publishing the tender.
- 3.19. A new s75 partnership agreement will be required prior to completion of the new contract with the successful supplier. The pooled fund arrangements are anticipated to be the same as the current arrangements and will be adjusted if necessary for the new contract. By contract completion, integrated care systems may be in place which may have an impact on the Health and Local Authority Partners identified in this report. Discussions are ongoing with organisations who may wish to become partners to this contract and any change to the tender and contract value will be adjusted accordingly, should this progress.

3.20. There is a planned mobilisation period of 3-4 months to ensure an orderly transfer of assets, service users and any employees.

Additional Resource

3.21. To support the delivery of the new model for the service, additional resource is required. A sum of up to £360,000 is being sought from within the Adult's Transformation Reserve, but has not yet been confirmed. This is the subject of a separate decision. This funding would be used to provide the capacity for Council staff to support the tender process, for completion of mobilisation and for six months post new contract start.

4. Links to our Strategic Ambitions

4.1. This report links to the following aims in the Essex Vision:

- Enjoy life into old age
- Provide an equal foundation for every child
- Develop our County sustainably
- Connect us to each other and the world
- Share prosperity with everyone

4.2. Approving the recommendations in this report will have the following impact on the Council's ambition to be net carbon neutral by 2030 by:

- Recycling – continue to increase year on year
- Environmental disposal – nothing to landfill
- Recycling of scrapped products as a revenue stream – using a partner / supplier gainshare
- Optimisation of route planning
- Increasing use of hybrid and other alternative vehicles – in service (forklift, delivery fleet) and staff commuting
- Water recycling
- Eco friendly cleaning products / methods
- More local bank stores and drop off points
- Reduction / elimination of single use plastic
- Renewable energy use
- Energy reduction through improved processes
- Trade desks for collection/delivery

4.3. This report links to the following strategic priorities in the emerging Organisational Strategy 'Everyone's Essex':

- A strong, inclusive, and sustainable economy
- A high-quality environment
- Health wellbeing and independence for all ages
- A good place for children and families to grow

5. Options

5.1. Option 1: Do nothing - let the ECL contract expire on 31 March 2023 (not recommended)

This is not recommended as the Council and its partners would be in breach of their statutory duties to ensure a community equipment service is provided which supports people to live independently in their own homes, prevents hospital admissions and supports timely discharges. The absence of this service would have an adverse impact on the health and independence of the citizens of Essex who use this service and put them at risk of harm.

5.2. Option 2: Exercise the option to extend the ECL contract for 2023 – 2025 and continue the current arrangements (not recommended)

Benchmarking and engagement with ECL and the wider market have demonstrated that a change to the current service is needed to ensure best value and deliver a simpler and more streamlined service for the benefit of service users. Continuing with the current service model, even with some improvements, will not deliver the best value for partners. Spend on this service is high when compared with other similar services nationally; extending does not offer best value or the level of transformation that would be offered by the wider market.

5.3. Option 3: Direct award a new contract to ECL (not recommended)

Engagement with ECL on redesigning the current service and cost model has not provided the level of transformation or savings which the partners require and a further contract with ECL is not recommended.

5.4. Option 4: Procure a new contract by joining an existing third-party framework or contract (not recommended)

The partners considered the PAN London consortium which could be used to procure the services. It works on a single supplier basis and, whilst it could deliver some of the changes and tailoring of the services which the partners require, it did not offer sufficient flexibility to fully deliver best value and the overall aims for the envisaged new service.

5.5. Option 5: Procure the services via a tender process in the open market (recommended)

This is a specialist logistics service provided by a niche market of three main suppliers. The Council has never tested best value of this service on the open market. Benchmarking and market engagement indicate that there is an opportunity to transform and improve the services from end to end and drive out efficiencies, resulting in better value to the partners and quality of end-user experience. The proposed commercial model for the new services set out in the Confidential Appendix is anticipated to deliver better value for money.

6. Issues for Consideration

6.1. Financial implications

- 6.1.1. The annual cost in 2021/22 of the elements of the ICES pooled fund in scope of this decision is currently forecast to be £15.5m: £10.6m for the Council and £4.9m for the partners. The actual value will vary depending on the volume and mix of equipment commissioned. As per paragraph 3.19, discussions are ongoing with other organisations that may wish to join this contract. If this is agreed forecasts will be adjusted accordingly.
- 6.1.2. The Council's Medium-Term Resource Strategy (MTRS) currently includes provision of £11m for the in-scope elements of the service for 2023/24, with a further £4.9m indicative cost for external partners. The indicative cost for 2023/24 reflects the assumptions of a different service model, change in partnership prescribing, and a combined sourcing and activity contract.
- 6.1.3. The table below sets out the costs of the pooled fund for the past three financial years and the current year forecast along with 2022/23 budget and MTRS period:

	2018/19 Actual excl PAC £m	2019/20 Actual £m	2020/21 Actual £m	2021/22 Forecast at P9 £m	2022/23 Draft Budget £m	2023/24 MTRS £m	2024/25 MTRS £m	2025/26 MTRS £m
ECC	8.6	8.9	8.6	10.6	10.9	11.0	11.2	11.4
Partners	3.6	4.2	4.4	4.9	4.9	5.0	5.1	5.2
Total equipment (in-scope)	12.2	13.1	13.0	15.5	15.8	16.0	16.3	16.6
ECC	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
Partners	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Pooled fund overheads (not in-scope)	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
ECC	8.7	9.0	8.7	10.7	11.0	11.1	11.3	11.5
Partners	3.6	4.2	4.4	4.9	4.9	5.0	5.1	5.2
Total Pooled Fund Spend	12.3	13.2	13.1	15.6	15.9	16.1	16.4	16.7

It should be noted that the overheads associated with the Council managing the pooled fund have been shown separately from the costs of delivering equipment. Additionally, the actual spend for 2018/19 has been adjusted to remove the cost of Pressure Area Care (PAC) spend, as it is now not delivered as part of the pooled fund.

- 6.1.4. Expenditure on the community equipment service has increased materially during 2021/22, due to multiple factors linked to the Covid-19 pandemic and lockdowns. There are multiple drivers behind the increasing costs, including a backlog of reviews, more adults needing equipment, rising acuity of need, and deconditioning due to lockdown, faster delivery speeds against a context of rising prices for equipment due to national and global sourcing and supply chain issues.
- 6.1.5. Future years' budgets have not been formally agreed by partners yet and will need to be agreed prior to tender and formalised in the new partnership agreement prior to completion of the new contract. The services are and will continue to be commissioned by the Council as the lead authority that manages all invoicing with the supplier and therefore the Council's VAT

regime applies. The current arrangements for managing the pooled fund and contract are proposed to continue in the new contract.

- 6.1.6. The Council's share of the cost of the current contract is allowed for within the 2022/23 budget, to be funded in part by a draw-down from the Covid Equalisation Reserve. Adult Social Care has flagged a further risk of £1.2m, but at this stage any increase in expenditure will need to be contained within existing resources. Children's and Families would have to seek additional funding from the Covid Recovery Reserve, should a pressure arise.
- 6.1.7. In light of the pressures set out in paragraph 6.1.4, there is a significant risk around forecasting future demands and costs of the service. The on-going work to ensure that prescribing activity is proportionate and effective and activities are fully understood will be a key component of managing demand and costs.
- 6.1.8. Benchmarking has indicated that the current service is more expensive than other similar local authority procured services; although this suggests that there could be potential savings, it may afford the opportunity for cost avoidance rather than cashable savings, against the context of rising prices and demand. This will be considered as part of the evaluation stage and, if further savings are considered to be achievable, they can be included in the Council's MTRS at that point.
- 6.1.9. The partners' share of expenditure is currently funded through quarterly contributions to the pooled fund governed by the partnership agreement. Where the annual budget reconciliation reveals an over-spend by any partner, that party is required to fund the shortfall. It is proposed that this arrangement will continue in the new partnership agreement.
- 6.1.10. As referenced in the table at paragraph 6.1.3 of this report, the Council receives £110,000 per year to cover the costs of managing the pooled fund. Additionally, the pool pays £8,000 for the cost of an independent chair. Pooled fund costs are split by partners' share of contributions to the pooled fund calculated on a quarterly basis. These costs will be agreed for the new partnership agreement and may need to be amended from the current levels. Based on the current activity, the Council funds 68% of the pooled fund costs, which equates to about £80,000 for 2021/22.
- 6.1.11. As set out in paragraph 3.21, additional funding of up to £360,000 may need to be sought to support the delivery of the new model for the service. This is expected to be funded by the Adult's Transformation Reserve and will be subject to a separate decision.
- 6.1.12. Further financial implications are covered in Appendix B - Confidential Appendix to this report.

6.2. Legal implications

- 6.2.1. Pursuant to section 2 of the Care Act 2014 and the National Health Service Act 2006 (as applicable), the Council and its partners must take such steps as they consider appropriate to meet the care and support needs of adults in the local area. This duty is met by providing community equipment to support people with (i) an assessed need to live safely and/or independently in the community or (ii) an eligible clinical need (as applicable).
- 6.2.2. The Council is permitted to procure on behalf of the Health and Local Authority Partners and a new partnership agreement between the partners (entered into pursuant to section 75 of the National Health Service Act 2006 and section 101 of the Local Government Act 1972) will be entered into at the same time as the Council enter into the new ICES contract.
- 6.2.3. Procurement of the proposed Integrated Community Equipment Services is subject to the full regime of the Public Contracts Regulations 2015 (the Regulations). The proposed procurement conducted in accordance with the principles set out in section 3 would be compliant with the Regulations.
- 6.2.4. Any social value considerations should be relevant and proportionate to the contract and only relate to the metrics set out in the Public Services (Social Value) Act 2012. Contracts should be awarded on the basis of the most economically advantageous tender and qualitative, environmental and/or social aspects should be linked to the subject matter of the contract.
- 6.2.5. Formal confirmation from the Health and Local Authority Partners accepting the proposals in this report will need to be in place before publication of the tender.
- 6.2.6. Notice will need to be given to terminate the existing contracts referred to in this report. The relevant contractual process should be followed when serving such notices.

7. Equality and Diversity Considerations

- 7.1. The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:
 - (a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful.
 - (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
 - (c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

- 7.2. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).
- 7.3. The equality impact assessment indicates that the proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

8. List of Appendices

- 8.1. Appendix A – Equality Impact Assessment
- 8.2. Appendix B – Confidential Appendix

9. List of Background Papers

None declared.

Report title: Decisions taken by or in consultation with Cabinet Members	
Report author: Secretary to the Cabinet	
Date: 15 March 2022	For: Information
Enquiries to: Emma Tombs, Democratic Services Manager, 03330 322709	
County Divisions affected: All Essex	

The following decisions have been taken by or in consultation with Cabinet Members since the last meeting of the Cabinet:

Leader of the Council

FP/298/02/22	Establishment of Local Nature Partnership for Essex
FP/299/02/22	Appointment of Independent Chair of the Essex Climate Action Commission & Proposal for Extension of Essex Climate Action Commission to 2025
FP/329/03/22	Getting Building Fund Award to the Princess Alexandra Hospital, Harlow
FP/332/03/22	Extension of Passenger Transport Services Dynamic Purchasing Framework Agreement

Deputy Leader & Cabinet Member for Community, Equality, Partnerships and Performance

FP/335/03/22	Household Support Fund: Funding to Support Families and Vulnerable Adults
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Cabinet Member for Devolution, the Arts, Heritage and Culture

FP/317/02/22	2022/23 Proposed Fees and Charges – Country Parks/Heritage sites car parking and site hire.
FP/333/03/22	Trading Standards: Authorisation for another authority to prosecute

Cabinet Member for Health and Adult Social Care

*FP/207/11/21	Lottery Funding Agreement for the Essex Local Delivery Pilot
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Cabinet Member for Education Excellence, Life Long Learning and Employability

FP/300/02/22	Appointment and Re-Appointment of School Governors by Essex LA - Schedule 394
FP/314/02/22	Appointment and Re-Appointment of School Governors by Essex LA - Schedule 396
FP/315/02/22	Appointment and Re-Appointment of School Governors by Essex LA - Schedule 395
FP/316/02/22	Appointment and Re-Appointment of School Governors by Essex LA - Schedule 397
*FP/215/11/21	Determination of School Term Dates for Community and Voluntary Controlled Schools 2023-2024

Cabinet Member for Finance, Resources and Corporate Affairs

FP/295/02/22	Integrated Waste Handling Contract Service Delivery - Containers Contract Award & Drawdown from Waste Reserve
FP/301/02/22	Drawdown from the Transformation Reserve: Environment & Climate Action Programme
FP/302/02/22	Everyone's Economy – Place Renewal and Partnerships 2022 to 2026
FP/310/02/22	Everyone's Economy - Employability and Skills 2022 to 2026
FP/320/02/22	Jaywick Sands Market and Commercial Space
FP/321/02/22	Essential Living Fund
FP/324/03/22	Drawdown from Waste Reserve: Development of Proposals for the Recycling Centres for Household Waste
FP/325/03/22	Statement of Community Involvement – Five Year Review
FP/331/03/22	Procurement of new energy supply contracts – proposed change in procurement approach

Cabinet Member for Economic Renewal, Infrastructure and Planning

FP/320/02/22	Jaywick Sands Market and Commercial Space
FP/322/02/22	Temporary Yellow and Black Housing signage – process and charges

Cabinet Member for Highways Maintenance and Sustainable Transport

FP/312/02/22	Application for Motor Racing Order
*FP/150/09/21	Procurement of Essex ENCTS Administrative Contracts for Concessionary Bus Passes 2022
*FP/921/12/20	Bid to the Office of Zero Emission Vehicles and Procurement of a ChargePoint Provider
FP/318/02/22	Proposed introduction of one-way bus gate order at Channels Development, Broomfield to exclude taxis, pedal cycles and motorcycles
FP/319/02/22	Proposed implementation of 'Disabled Parking Bay'
*FP/225/11/21	Concessionary Fares Reimbursement Final Settlement for 2022/23
FP/326/03/22	Proposed implementation of 30mph Speed Limit, Park Lane, Waterwick Hill and Langley Lower Green, Uttlesford
FP/334/03/22	Local Highway Panel Budget: Casualty Reduction Schemes

Cabinet Member for Waste Reduction and Recycling

FP/295/02/22	Integrated Waste Handling Contract Service Delivery - Containers Contract Award & Drawdown from Waste Reserve
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Cabinet Member for Economic Renewal, Infrastructure and Planning

*FP/137/08/21	Design standards for ECC development proposals
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*** Key Decisions 6**

Exempt from 28-day period and call in: 0

Exempt from call in: 2