

STROUD DISTRICT LOCAL PLAN: PROPOSED MODIFICATIONS MAY 2005

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Proposed Modification M/09/15/T: Modify paragraph 9.1.2 to provide a factual update.

9.1.2. In Stroud District a number of different agencies provide transport facilities. The Highways Agency is responsible for trunk roads and motorways, while the County Council, as the local highway authority, is responsible for the majority of highway building, improvement and maintenance. Increasingly, the private sector is becoming involved in the provision of roads and other transport infrastructure required to serve particular developments. Since bus deregulation, bus services have primarily been operated by the private sector, with the County Council and the District Council (by means of concessionary fares) directly and indirectly subsidising a considerable number of services. Stagecoach and Badgerline are two of the main bus operators. **Stagecoach is the main bus operator.** The main operators involved in the provision of rail services through the District are Great Western, Virgin and ~~Wales and West Wessex Trains.~~

Proposed Modification M/09/13/T: Modify paragraph 9.1.3 to provide a factual update.

9.1.3. That part of the District within the Central Severn Vale and the main urban areas of the District are likely to experience fairly significant growth over the next 12 years. It is particularly important to resolve the transport challenges facing these areas in a way that allows for new development, but has least impact on the environment. The District already faces a number of traffic related problems. The main towns of Stroud and Dursley and, to a lesser extent other settlements, face congestion in and around the town centres at peak times. Failure to deal with the problems could lead to further loss of confidence in the town centres of Stroud and Dursley; a declining quality of life for those living in the towns, increased road safety and pollution problems; and the towns becoming unable to cope satisfactorily with the requirements of the Structure Plan. The District has one of the highest levels of car ownership in the country, with an average of ~~4.29~~ **1.41 cars/vans** per household. There is significant out commuting by car to settlements such as Gloucester, Cheltenham, Bristol and Swindon. This contributes to congestion and pollution in these areas and greater effort will be required in future to achieve a *co-ordinated* sustainable transport policy with all relevant

authorities. There is an increasing amount of commuting by car along rural roads and at the same time, problems of poor public transport provision between our main towns and villages. Failure to deal with these problems could prejudice the ability of the Local Plan to fulfil its overall strategy.

Proposed Modification M/09/19/T: Modify paragraph 9.3.2 to provide a factual update.

~~9.3.2 The 1998 Transport White Paper introduced further measures to improve the integration of transport modes and allow local authorities to finance local solutions to local transport problems. The Government states in the White Paper that its overall approach to planning is aimed at containing the dispersal of development, so reducing the need to travel, and improving access to jobs, leisure and services. It wants to promote regional strategies for planning that are integrated and sustainable, which will provide the context for 'local transport plans' and development plans. The Paper states that the Government will update planning guidance to ensure that the right framework exists to deliver integrated transport policy at the local level.~~

9.3.2 The 2004 White Paper "The Future of Transport" looks at the factors which will shape travel, and our transport networks, over the next 30 years. It sets out how the Government will respond to those pressures, safeguarding our economic and social well being and our environment.

The White Paper identifies the challenge:

Travel offers benefits and is important in building an inclusive society. But mobility comes at a cost, we need to ensure that we can benefit from mobility and access while minimising the impact on other people and the environment, now and in the future. As the economy grows so does the need and desire of people to travel. We need to recognise this and plan ahead to get the best out of the transport system without damaging our overall quality of life. The way travel is changing needs to be taken into account. People are used to commuting further due to shortages of affordable housing near their place of work. The

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transport strategy has to recognise that demand for travel will increase in the future

The strategy is built around three key themes:

- Sustained investment over the long term. In the White Paper the Government confirms its commitment to deliver sustained improvements to transport networks through its spending review.
- Improvements in transport management. Reorganisation of the rail industry to improve performance, legislation to be put in place where the Government sets the strategy and control public expenditure. Better traffic management to ease congestion on our road network.
- Planning Ahead. The government acknowledges in the White Paper that it cannot build its way out of transport problems, however it intends to lead the debate on road pricing. The White Paper also states that the Government is committed to sharing decision making with regional and local stakeholders to ensure that transport decisions are taken alongside those for housing and economic growth.

The paper points out that underlining these themes and important underlying objective of the strategy is to balancing the need to travel with the need to improve quality of life.

Proposed Modification M/09/01/T; Modify paragraph 9.5.1 and add paragraph 9.5.1a to reflect recommendation 9.4 of the Inspectors Report.

~~9.5.1 The strategic context is set out in the Adopted Gloucestershire Structure Plan; Second Review and the Gloucestershire Local Transport Plan. This Plan's strategy section provides advice on the relationship of the Local Plan to the Local Transport Plan. The strategic context is set out in the Adopted Gloucestershire Structure Plan : Third Alteration and the Gloucestershire Local Transport Plan (LTP). The LTP is the County Council's statement of policy and strategy for transport, and the bid document to Government for transport capital funds.~~

The Plan was developed jointly by the County and District Councils.

9.5.1a. It includes an implementation programme for the 5 years 2001/2002 – 2005/2006. The 2006/2007 – 2010/2011 version is currently in its consultation draft form. Strategies have been developed for specific elements of transport – walking, cycling, public transport, highway maintenance, highway improvements, social exclusion, road traffic reduction. Also, strategies have been developed for spatial elements. In this respect, of particular relevance to Stroud District are the Central Severn Vale Area, the Stroud Valleys Area and the Market Towns Strategies.

Proposed Modification M/09/14/T; Modify paragraph 9.6.2 to provide a factual update.

9.6.2. Land use decisions have, to some extent, contributed to high car dependency, particularly by allowing the separation of home, work, education, shopping and leisure activities. It is arguably the willingness of many to live in the District's attractive villages and market towns, and commute longer distances to work, that has contributed most to high car dependency in this District. This in turn has led to smaller numbers of people using public transport, particularly buses, to travel to work. The policies in this Plan provide a change in direction in anticipation of a future in which car usage is more limited than it is today. This will also help to tackle the considerable disadvantage suffered by a substantial minority in the District (8534 out of 40,532 households – 1991 Census) (7241 out of 44,617 households 2001 Census) who do not have access to a car.

Proposed Modification M/09/02/P; Modify Policy T1 to reflect recommendation 9.5 of the Inspectors Report.

POLICY T1

Permission will be granted to development that deals satisfactorily with all of the following issues:-

1. the need to minimise travel, by locating complementary uses close together,

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focusing development in the Central Severn Vale, Stroud Urban Area and Principal Settlements, and locations highly accessible by public transport (**except in the case of those uses which are considered appropriate for rural locations in Policy E1A**);

2. the need to provide access to development via a wide choice of transport modes, including walking, cycling and public transport (with appropriate provision for disabled people, pedestrians and cyclists);
3. the need to design site layouts and the provision of facilities with the aim of encouraging walking, cycling and the use of public transport;
4. the need to provide for traffic calming measures, through layout and design wherever possible;
5. the need to provide for highway improvements; and
6. the need to provide appropriate levels of parking in accordance with the Council's Parking Standards.

Proposed Modification M/09/11/T: Modify paragraph 9.6.6 to allow for anticipated changes to the Legal Agreement process.

9.6.6. Where improvements to roads or public transport are required as part of a development, developers may be required to enter into Section 106 Legal Agreements (**or their successor**) in order to achieve the improvements

Proposed Modification M/09/16/T: Modify paragraph 9.7.1 to provide a factual update.

9.7.1. Traffic management is the use of physical and legal measures to control traffic movement, in order to improve safety and convenience for vulnerable road users such as pedestrians, cyclists and disabled people and reduce traffic congestion; in particular, by reducing the speed of traffic and discouraging non-essential traffic. Opportunities also arise to improve the street environment and introduce planting. The Local Transport Plan (LTP) for the Stroud Valleys which covers the period 2001/2-2005/6, contains a range of measures of this sort that will be considered. The LTP will be produced on a five year rolling programme **and**

the 2006/2007 – 2010/2011 version is presently in its consultation draft form.

Proposed Modification M/09/17/T: Modify paragraph 9.7.5 to provide a factual update and to include reference to Cycle Route 45.

9.9.5. Sustrans are implementing the National Cycle Network, with Route 41 Bristol - Stratford crossing the Severn Vale through Berkeley and Frampton **and Route 45 Salisbury – Chester linking Nailsworth and parts of the A419 with Stroud.** ~~in the District.~~ Parts of ~~this route~~ **these routes** will be useful for local journeys as well as for recreation, and the District Council, in conjunction with the County Council, will investigate connecting links with ~~this route~~ **these routes** (some are already partially in place) from the Stroud Valleys and Cam and Dursley. Policies T3 and T4 will contribute directly to the sustainable transport objectives of the Plan.

Proposed Modification M/09/18/P: Modify paragraph 9.7.5 to provide a factual update and to include reference to Cycle Route 45.

POLICY T4

Development will not be permitted where it will harm an existing cycle route or the implementation of the following routes shown on the Proposals Map:-

1. The Ebley Mill to Chalford cycle route.
2. The Cam and Dursley cycle route.
3. The National Cycle Network Route 41 (Bristol to Stratford) **and Route 45 (Salisbury to Chester)** which crosses the District and connecting routes to and from the Stroud Valleys Pedestrian Cycle Trail and the Cam and Dursley cycle route.
4. Any part of the cycle network highlighted through the Local Transport Plan.

Proposed Modification M/09/03/T: Modify paragraph 9.9.1a to reflect recommendation 9.11 of the Inspectors Report.

9.9.1a. A Home Zone is a street or group of streets where pedestrians have priority and cars travel at little more than walking pace. Home zones have tended to be applied to existing streets. Within the zone there are a range of features that force drivers to drive

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slowly and safely, such as speed tables, road pinching, together with planting, extended pavement areas with seats and for children's casual play, and often small equipped play areas. Home zones are common in Western Europe, however, the legislation necessary to allow their introduction in this country is not yet in place. The Council wishes to ensure a better quality of life in new developments by reducing traffic speeds in residential streets and **converting making them to public spaces for residents safe and attractive for non-motorists**, thus creating a better living environment and fostering community spirit. Although there is no current legislation for the creation of home zones, new developments are able to incorporate the principles within their layouts from the outset, such as short lengths of street, angles in the road layout that reduce forward visibility and planting, that will keep traffic speeds in these areas to a low speed **between 10 and 20 m.p.h** and give priority to the use of streets by residents.

Proposed Modification M/09/03/P; Modify Policy T5A to reflect recommendation 9.11 of the Inspectors Report.

POLICY T5A

~~Proposals for larger new residential developments will not be permitted unless the layout ensures that, away from the main through routes, 'home zones' are created where road design ensures motor traffic speeds are kept below 10 mph.~~

All proposals for housing will be assessed to establish whether there is a need to provide a Home Zone as an integral part of the development. Such provision will depend on factors including location, form, scale, density and local traffic conditions.

Proposed Modification M/09/04/P Modify Policy T6 to reflect recommendation 9.12 of the Inspectors Report.

POLICY T6

Development proposals should cater for the needs of bus and taxi operators, where

appropriate, Layouts should encourage operational efficiency, maximise likely bus passenger traffic, and include ancillary facilities such as shelters and seating. Contributions will be sought to secure appropriate public transport provision ~~for developments attracting large numbers of people.~~

Proposed Modification M/09/05/T; Modify paragraph 9.11.4 to reflect recommendation 9.14 of the Inspectors Report.

9.11.4. The success of the re-opening of the station at Coaley Junction (Cam and Dursley railway station) since May 1994 has shown the value of re-openings in reducing longer car journeys for all types of trip. Discussions are taking place to open up the station at Charfield (in South Gloucestershire but close to Wotton-under-Edge and Kingswood), **this station would provide commuters in the south of the District with easy rail access to both Bristol and Gloucester.** ~~and c-~~ Consideration is also being given to a the provision of a new passenger station within the mixed use allocation (MU1) at Hunts Grove. The Council would also like to see the opening of the Stonehouse station on the Bristol line. This would provide a much better public transport link to the south of the District from the Stroud valleys – a connection that is very poor at present. The re-opening of the Ebley halt would also help reduce congestion and improve the environment by allowing people to take short journeys to and from Stroud town centre by rail as well as further afield. The Council supports the provision of these new stations as they will provide an alternative mode of transport for existing and new residents in the localities.

Proposed Modification M/09/06/T; Modify paragraph 9.12.1 to reflect recommendation 9.17 of the Inspectors Report.

9.12.1. Waterborne transport accounts for over a quarter of national freight movement. However, Gloucestershire has limited potential for major expansion of this form of transport although Stroud District does contain the County's main port at Sharpness. The port is on the River Severn at the head of the Bristol Channel Navigation and the seaward end of the

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Gloucester and Sharpness canal. This canal connects Gloucester with the Severn Estuary. However, the majority of commercial shipping is catered for at Sharpness and therefore does not progress along the canal to Gloucester. **The re-establishment of the rail link to Sharpness Port does offer the potential for a trimodal facility, and the increased use of water will therefore be encouraged. The restoration of the Stroudwater and part of the Thames and Severn canals to full navigation through the Stroud area and beyond will also provide the potential for the movement of freight.** The canals in the District are used predominantly for recreation and Policy R8 within the Recreation and Leisure chapter relates to the need to retain and improve the canals and their towpaths for navigation and public access.

Proposed Modification M/09/07/T; Modify paragraph 9.13.1 and Table B of Appendix 8 to reflect recommendation 9.18 (in part) of the Inspectors Report.

9.13. Parking Standards

9.13.1. The need for new parking to serve development must not conflict with the Council's objective of reducing traffic congestion and encouraging other non car modes of transport - the greatest potential for this being within the major allocations at Hunts Grove and Brockworth, the Stroud Valleys and in Cam and Dursley. ~~Previously, parking standards were expressed as minimum standards and some developers have often been keen to provide as much parking as physically possible on a site. PPG13 paragraph 4.5 advises that standards in Local Plans should be set as a range of maximum and operational minimum requirements. The District Council's parking standards are set out in this form in Appendix 8: Parking Standards. The Council intends to amend these standards in line with the revised PPG13 at the earliest opportunity after it has been published. The Council's parking standards are set out in Appendix 8. These standards are broadly in line with those promoted by Gloucestershire County Council in the Gloucestershire Local Transport Plan 2001/2-2005/6.~~

Proposed Modifications M/09/07/T & M/09/10/T; Modify paragraph 9.13.2 to reflect recommendation 9.18 of the Inspectors Report but with the chapter re-written for clarity

9.13.2. The Council wishes to promote the use of under-used buildings, particularly upper floors of shops and offices for residential use in town centres to assist in revitalising them, however, such buildings often do not have the benefit of any parking provision. The Council will consider housing developments without on-site parking provision, in the town centres of Stroud and Dursley (as defined on the Proposals Map). Residential Parking Standards may not be reduced in other town centres, depending on the level of public parking provision and public transport provision. The Council is concerned, however, that lower levels of parking provision for new housing development in town centres could

lead to pressure for on-street parking in both commercial and nearby residential areas, and therefore will consider large housing development proposals very carefully in this respect. This is particularly the case in the town of Wotton-Under-Edge, where there is a shortage of public parking provision. Housing proposals in such towns, where parking problems exist, will be expected to meet the parking standards, unless it can be clearly shown that the benefits of the development outweigh the need to meet these standards.

Proposed Modification M/09/12/T; Insert paragraph 9.13.3 to address parking problems which exist in parts of the district.

9.13.3 The vehicle parking standards laid out in Appendix 8, require development proposals involving the construction of C3 dwelling houses to provide an average of 1.5 parking spaces per dwelling unit. This provision shall be provided for all developments, unless it can be demonstrated, through a supporting parking study, that a greater parking provision would assist in alleviating an existing, on-street parking problem.

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Proposed Modification M/09/08/T; Delete paragraph 9.14.2 to reflect recommendation 9.20 of the Inspectors Report.

9.14.2. The Council allocates an area of land for a new road, that will relieve town centre congestion in Dursley, as part of a new supermarket and housing development. This road scheme will be a privately funded project, and will help the regeneration of Dursley town centre. It will improve the shopping environment of the town centre and create safer conditions for pedestrians and cyclists. The supermarket, housing and road scheme is likely to be completed towards the middle part of the Plan period.

Proposed Modification M/09/08/P; Delete Policy T13 to reflect recommendation 9.20 of the Inspectors Report.

PROPOSAL T13

Land between Castle Street and Uley Road, Dursley, as defined on the Proposals Map, is allocated for the Dursley Relief Road, in conjunction with a new supermarket and housing development.

Proposed Modification M/09/08/T; Delete The reasoned justification to Policy T14 to reflect recommendation 9.21 of the Inspectors Report.

9.15. Motorway Service Stations Areas

9.15.1. Central Government guidance on Motorway Service Areas (MSAs) is contained in Annex A of PPG13. However, this guidance has been supplemented by a Parliamentary Statement made on 31 July 1998. This statement outlines a policy based on the provision of MSAs approximately every thirty miles, to provide drivers with adequate opportunities to stop and rest. Services at closer intervals will not be ruled out completely, but the Government expects to approve them only where there are exceptional need and safety grounds for doing so.

9.15.2. There has been pressure in the past from developers in Stroud District for the provision of a MSA. Provision currently exists in the south of the District at Michaelwood. The nearest provision along the M5 to the north is then at Strensham, some 53 kilometres away. Tewkesbury Borough Council proposed an allocation of land at Hucclecote for a MSA within its Tewkesbury Borough Local Plan, Draft for Deposit to 2011, November 1998. However, on 4th April 2000, the Borough's Executive Committee resolved to recommend the deletion of this proposal when the Plan is revised for its Revised Deposit period, which is due to take place later this year. The site is also the subject of a current planning application for a MSA, that differs from the Deposit Plan's allocation in that it also makes provision for a Park and Ride facility on an adjacent site. This site is 24 kilometres from Strensham services. The site would also cater for drivers using the A417(T). Tewkesbury Borough Council is awaiting information from the Highways Agency on its view in relation to the junction 11A upgrade proposed in association with the planning application. Whether this site is deemed acceptable or not by DETR under the July 1998 guidelines, or is retained as a proposed allocation by Tewkesbury Borough Council, this District Council considers that there are not exceptional need and safety grounds for the location of a MSA along the M5 corridor in the north of Stroud District.

9.15.3. The distance between Michaelwood and Strensham is not sufficient to justify the harm to landscape that another MSA would cause in this District. Three planning inquiries in the 1990s considered and rejected proposals for MSAs in the Hardwicke and Brookthorpe areas. In each case the compelling need for a MSA was not demonstrated to the satisfaction of the Inspector or the Secretary of State, and was outweighed by the harm done to the landscape. As the M5 runs entirely through the countryside within Stroud District, any proposal for an MSA within the District is bound to conflict with the advice in PPG 7 to protect the countryside for its own sake. Notwithstanding the possible allocation of a MSA site at Hucclecote by Tewkesbury Borough Council within its Local Plan, or its granting of the current planning application, and, more particularly, the July 1998 government guidelines, it is considered that no provision should be made for any

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~~further MSAs within Stroud District during the Plan period.~~

Proposed Modification M/09/08/P; Delete Policy T14 to reflect recommendation 9.21 of the Inspectors Report.

~~POLICY T14-~~

~~Permission will not be granted for a Motorway Service Area, additional to the existing Michaelwood Services, in the M5 corridor within Stroud District. unless there are exceptional need or safety grounds for permitting a MSA at an interval of less than 48 kilometres.~~