

## Core Strategy Topic Paper: Stroud District Infrastructure Position Statement

February 2010



## Background

The Council has published a series of background papers to accompany the Core Strategy – Alternative Strategies consultation (February 2010). These cover a range of issues and provide more technical or detailed information than is contained in the consultation document itself. They also provide links to the various published sources of evidence on which the development of the housing and employment options has been based.

The background papers are:

1. District Profile: a Portrait of Stroud District
2. Climate change
3. Housing land availability
4. Employment and economic growth in Stroud District
5. Alternative Strategies Consultation: how we developed the seven strategy options
6. Summary guide to our evidence base
7. A summary of townscape analysis and urban design strategies
8. Rural settlement classification
9. Infrastructure position statement
10. Preliminary habitat regulations screening work
11. Summary of responses to the Issues consultation
12. Sustainability Appraisal / Strategic Environmental Assessment on the alternative strategies

These background papers can be downloaded from the Council's website or are available from the Council in hard copy at a charge to cover photo copying and postage/packing.

Should you wish to make comments on the contents of this document, please write to

Planning Strategy Team,  
Stroud District Council,  
Council Offices,  
Ebley Mill,  
Westward Road,  
Stroud,  
GL5 4UB

or email [ldf@stroud.gov.uk](mailto:ldf@stroud.gov.uk)



## 1. Introduction

- 1.1 This Infrastructure Position Statement documents on-going dialogue with bodies involved in the regulation and delivery of infrastructure relevant to Gloucestershire County, Stroud District and the Local Development Framework.
- 1.2 To ensure that the Core Strategy is ultimately sound it is important that the Plan puts forward a strategy that can be delivered. This means that the Core Strategy will need to be underpinned by evidence of: infrastructure capacity; the impact of new development on existing infrastructure; and the level of additional provision required and mechanisms which can be put in place to secure the new infrastructure at the appropriate time. It is important therefore that infrastructure providers can plan and align their own strategies and budgets to integrate with the development proposed through the Local Development Framework. This can only be achieved through the continuing development of close working relationships and an early and continued dialogue.
- 1.3 Following on from our issues Consultation in Spring 2009 the Council has started speaking to a number of bodies that advise on and deliver infrastructure. These initial discussions have been as part of the Gloucestershire Strategic Infrastructure Delivery Partnership (SIDP). The SIDP is a strategic infrastructure delivery plan, process and programme. Its purpose is to co-ordinate and integrate the delivery of infrastructure required to serve new and existing development in Gloucestershire in the period to 2026 and beyond; and in so doing to provide a sound evidence base to underpin the Local Development Frameworks of the district councils. Those involved comprise a partnership of the six district councils and the county council, the LSPs (via the Gloucestershire Community Strategy Executive Board) and a wide variety of stakeholders ranging from public and semi-public bodies (including the local PCT, Gloucestershire Police Constabulary, the Environment Agency the Highways Agency and Natural England) to private-sector utility providers (including Severn Trent, Wessex Water and Central Networks).
- 1.4 The SIDP process will comprise three distinct phases:

### A. First Phase

1. Identify what infrastructure exists and short-term proposed provision (based upon the existing capital programmes of infrastructure providers).
2. Identify existing standards of infrastructure provision;
3. Use the agreed standards to identify current and short-term capacity of infrastructure (surpluses and deficits in provision) for each Core Strategy plan area, ignoring any proposed or forecast growth.

### B. Second Phase

1. Identify development/growth proposals for Core Strategy plan areas (how much development is proposed, where, when...).
2. Identify what infrastructure will be needed to serve particular Core Strategy plan areas (what, where, how, by when...), taking into account growth proposals.



### C. Third Phase

1. Identify whether and how the development/growth proposals may be revised to optimise, rationalise or economise the infrastructure provision identified in Phase B.2;
2. Identify whether and how the proposed infrastructure provision can and should be modified in accordance with the requirements of development/growth proposals
3. Finalise development and infrastructure proposals.

Phase 1 of the project has been establishing baseline information and contacts. In accordance with PPS 12 Phase 2 will focus on infrastructure needs and delivery in Gloucestershire concerning:

- existing capacity constraints and planned infrastructure provision;
- the extent to which all can meet the capacity demands arising to 2026, and
- other relevant issues.

- 1.5 A primary role of the SIDP is to support the emerging Core Strategies. A key role will be to rationalise and co-ordinate developer contributions to infrastructure provision. Developer contributions under the current planning system should be used to meet the needs associated with development rather than addressing existing deficits – a feature that will be retained in the proposed Community Infrastructure Levy. Infrastructure works based in service strategy which are not just driven by future population growth projections may have implications spatially for future growth. Developer contributions may, perhaps in combination with other funding streams present opportunities for efficient enhancement of existing communal facilities in a manner that will benefit both present and future populations. The infrastructure needs of new development are never in fact met by a discrete and exclusive infrastructure package and investment in development-related infrastructure should in theory therefore always be co-ordinated with infrastructure investment more broadly.

## 2. Summary of Infrastructure Position

- 2.1 Each Infrastructure Agency has provided information to SIDP relating to the current situation concerning infrastructure and sometimes any known issues concerning future levels of growth. The following provides a summary of the responses relevant to this District (as initially set out by the respective agency) together with a brief outline of the implications for our Core Strategy.

### (A) Transport Infrastructure

- 2.2 The County Council as local highway authority has statutory responsibility for preparation of a Local Transport Plan (LTP). This identifies strategic priorities for investment in transport infrastructure across the County and specific major schemes for which funding are to be sought (Major Scheme Bids). LTP's cover a five year period, with the LTP currently under preparation (LTP3) covering the period 2012-17. The County Council has commissioned a Central Severn Vale Transport Study (CVTS). This will identify key transport interventions that would be needed to support growth forecast in the RSS.



## Rail

- 2.3 Network Rail is responsible for the majority of Gloucestershire's rail infrastructure, excluding its stations (which are managed by service providers). All proposed rail development affecting the network (including new stations) must gain approval from Network Rail, with this process involving an appropriate business case. Infrastructure investment by Network Rail is undertaken over five year periods and expenditure to 2014 has already been agreed. Network Rail also has longer term infrastructure plans known as Route Utilisation Strategies (RUS's). A consultation draft of the latest RUS for the Great Western Region has been published for the next decade set within an indicative strategy until 2030.
- 2.4 New station proposals within Gloucestershire are unlikely to be supported by Network Rail unless a strong business case can be made and it can be demonstrated that there will not be an adverse impact upon priority services. The methods and data used for forecasting of service need and use through the RUS may not dovetail with SIDP ones. The rail element of SIDP will have to be consistent with the RUS Control Period phases for Network Rail's infrastructure planning.

## Road

- 2.5 The strategic road network (motorways, key A roads etc.) are managed by the Highways Agency. They publish information on projects relating to its network at [www.highways.gov.uk/roads/RPSearch.aspx?REGION=1](http://www.highways.gov.uk/roads/RPSearch.aspx?REGION=1) M5 Junctions 9-15 Route Management Strategy (RMS) – Final Report (Dec. 2003) identified the following problems within or adjacent to the District including:
- the complex layout and development pressure at junction 11a;
  - limited access and development pressure at junction 12; and
  - safety issues at junction 13.
- There is a proposed scheme for improvement to junction 12 being progressed with the County Council in partnership with the Highways Agency.
- 2.6 The role of the Highway Agency in SIDP will be advisory and as a consultee. They will have increasing technical and data input as SIDP develops.
- 2.7 The remainder of the (adopted) road network in the District is managed by Gloucestershire Highways on behalf of the County Council as Local Highway Authority. They are a partner in the SIDP process and hold extensive data concerning capital projects. Due to the status of the County Council as Local Highway Authority, all infrastructure projects on the County network have to be entered in the Capital Programme in order to be delivered. Gloucestershire Highways also produces a Transport Asset Management Plan (TAMP) containing relatively detailed information on intentions for the management of highways. The last TAMP was published alongside the LTP2 and covered the period 2006-10. A new TAMP will be prepared by the County Council in 2009/10. The next capital programme period (4-5 Years) is currently being finalised. There will be variance between the statutory deadline for LTP3 production and Core Strategy milestones leading to a lack of certainty of full requirements for infrastructure schemes and their costs in the absence of a preferred strategy and detailed development proposals. The SIDP schedule phases need also to tie in with GCC Capital Programme Periods.



## Walking and Cycling

- 2.8 Whilst there are allocated cycle lanes and routes throughout the District, cyclists generally share infrastructure with other road users. Some detailed and easy-to-use information is available concerning the cycle friendliness of the existing network. On-line they can be viewed at: [www.stroudvalleycyclecampaign.org.uk/cyclemap.htm](http://www.stroudvalleycyclecampaign.org.uk/cyclemap.htm) and [www.cycle-route.com/routes/Gloucestershire-Routes-77.html](http://www.cycle-route.com/routes/Gloucestershire-Routes-77.html)
- Several routes within the national network being developed by the charity Sustrans are within the District (and County) and can be viewed at: [www.sustrans.org.uk/sustrans-near-you/south-west/569](http://www.sustrans.org.uk/sustrans-near-you/south-west/569)
- The Adopted Stroud District Local Plan Policy TR4 protects existing cycle routes and proposed routes shown on the Proposals Map. Furthermore the successful Cotswold Canal Phase 1a restoration bid anticipated a cycle link to the Gloucester Sharpness Canal.
- 2.9 In terms of the pedestrian network, there is a variety of information on leisure routes. The County Council has a complete GIS schedule of Public Rights of Way (the definitive map). The County Council has commissioned consultants to provide a study of possible developer contribution levels for transport infrastructure, focussing upon public transport, walking and cycling.

## Public Transport

- 2.10 Bus services within the District are generally provided by private companies such as Stagecoach for example. A systematic bus service map is available online at: [www.gloucestershire.gov.uk/index.cfm?articleid=9179](http://www.gloucestershire.gov.uk/index.cfm?articleid=9179)
- There are park and ride sites within the District at Waterwells and Cam Station. There are a number of “community transport” services available for those who cannot access other forms of transport. An overview of community transport services is available online at: [www.a2binfo.net/england/gloucestershire/transport\\_detail.asp?submitted=yes&CountyID=9&sel\\_village=4894&usertype6=on&journeytype=10&submitForm=SEARCH](http://www.a2binfo.net/england/gloucestershire/transport_detail.asp?submitted=yes&CountyID=9&sel_village=4894&usertype6=on&journeytype=10&submitForm=SEARCH)
- The data associated with this search service can be accessed separately in map form. Dorset County are leading on a transport strategy for rural areas that aims to reduce the need to travel and distance travelled by providing key services and collective transport opportunities locally – through community travel exchange centres associated with a village hall or church for example. Such an approach will be influenced by which strategy is preferred.

## Airport

- 2.11 Gloucestershire Airport enhancement is supported by the emerging RSS. However, a strategic steer from our politicians would be required on a potentially controversial issue on environmental, economic, social and sustainability grounds.

## Canals & Rivers

- 2.12 British Waterways has responsibilities for infrastructure associated with the Gloucester Sharpness canal. The SIDP work recognises that the range and variety of scales of infrastructure for which they have responsibility, data on agreed asset improvements/schemes have not been requested from BW. They will emerge from the second phase of the project. One of the main ‘physical infrastructure’ topics to which BW may contribute, for



example, is analysis of the extent to which canal freight opportunities are currently underexploited within the county, and district. The 'Cotswold canals' are managed by a separate group of organisations (in particular the Cotswold Canals Partnership). Stroud District leads this partnership and has retained the Heritage Lottery Funding on Phase 1a (The Ocean, Stonehouse to Brimscombe Port). There are also schemes being developed for comprehensive redevelopment of the Gloucester/Hereford canal route by other parties. These canal routes are likely to be of chief significance to the Green Infrastructure group and with respect to tourism, as they are highly unlikely to accommodate any significant freight movements currently. However, they may have a role to play in relation to flooding and drainage strategy.

## Water Treatment

- 2.13 Primary responsibility for providing and maintaining these kinds of infrastructure in Stroud falls to two companies, each effectively operating a monopoly within certain geographical catchments: Wessex Water and Severn Trent. Water companies undertake forward planning for infrastructure through a combination of Asset Management Plans (five year horizon) and Strategic Direction Statements (25 year horizon). These documents contain a variety of baseline data concerning existing water infrastructure. Any infrastructure needs emerging from the SIDP process would have to be formalised through Asset Management Plan formulation unless developer contributions are to be used.

## Flooding & Drainage

- 2.14 Responsibilities for the infrastructure associated with flooding and drainage issues are spread across a number of parties. The water companies have the obligation under the Water Industry Act 1991 to ensure that areas for which they are responsible are 'effectually drained' through provision and maintenance of the sewerage system and yet other bodies have legal drainage obligations, such as the Highways Agency and Local Highway Authorities under the Highways Act 1980. The legal framework for flooding and drainage responsibilities is likely to change in the future through proposed legislative changes such as the Flood and Water Management Bill (developed following the Pitt Review 'Learning Lessons from the 2007 Floods') where Local Authorities will have greater responsibilities.
- 2.15 The Environment Agency has primary responsibility for flood defences, in addition to its role as advisory/regulatory body on a broader range of flooding issues. The agency will not, as a general rule, support any new development which would require protection from fluvial/coastal flooding by new flood defences. Its schemes for flood defences, including maintenance, are significant to the SIDP, however, as important measures by which existing development is to be protected from flooding. The local authority are considering a response to the draft Severn Estuary Shoreline Management Plan Review 2 (currently under consultation) contains an extensive focus upon flood defences, including consideration of 'managed retreat' of these in order to address rising water levels. The SIDP project team is currently considering what may be required in terms of partner liaison to determine the implications of this Plan for the SIDP and LDF. The Lower Severn Internal Drainage Board has a number of drainage areas within the District and has responsibility for a variety of flooding and drainage-related infrastructure items including raised embankments and water level control structures. The Drainage Board are also to be involved in the Green Infrastructure Working Group and associated strategy that may propose a River Severn Regional Park. The various bodies involved in managing canals and other waterways could also play a variety of roles in flood and drainage terms.



2.16 Infrastructure necessary to protect new development is likely to be identified through the Strategic Flood Risk Assessment (SFRA) process. A desk-based SFRA ('level 1') has already been completed, focussing largely upon fluvial flooding. If sites come forward through the Strategic Housing Land Availability Assessment (SHLAA) process in certain zones of risk, and our preferred strategy suggests consideration of these sites for housing delivery, the particular risks to the sites will be studied in more detail through the SFRA 'level 2' process. This will include greater consideration of surface water, flood risk mitigation measures and the content of developer-produced Flood Risk Assessments (FRAs). Surface Water Management Plans (SWMP) feature in the Pitt Review and the Flooding and Water Management Bill, and are being piloted across the country. One SWMP project for Gloucestershire currently covers a sizeable portion of Gloucester City, and has involved development of a model which can systematically analyse flooding risk for identified locations. The County Council is currently considering, subject to funding, a programme for rolling out a second round of SWMPs across the county where Stroud District had a number of potential sites.

## Energy

2.17 Forward planning processes within the energy industry are generally not particularly suited to spatial planning over long spans of time. The spatial input into forward planning for energy (e.g. in terms of forecasting demand) tends to be limited, and planning periods are much shorter than those of LDFs. Key gas infrastructure (i.e. the distribution network) is provided in Gloucestershire by a combination of National Grid and Wales and West Utilities. Forward planning by these companies is undertaken through a combination of reinforcement plans (one year horizon) and long term development statements (5 year horizon). The gas distribution network is, however, generally adapted/extended to serve particular developments as and when a developer requests (dependent upon viability, which is tested when the request is made).

2.18 The majority of renewable energy infrastructure types are associated with heat and other energy generation by sources other than gas. The electricity distribution network is managed by Central Networks and Southern Electric, but can be used by a variety of energy suppliers. Some of these suppliers may utilise or own energy generation infrastructure, including renewable energy sources such as wind turbines. Renewable energy resources may be connected to the distribution network, but this can require strengthening of the network where insufficient capacity exists. A countywide study is shortly to be commissioned which will provide an overview of options for 'decentralised' renewable energy supply within the county. This project will assist in the delivery of certain objectives of Gloucestershire First's countywide Energy Strategy, and will provide an evidence base for further planning policy development by ourselves. Some of the baseline data about the existing network, needed to facilitate the research, is publicly available through Central Networks and Southern Electric's Long Term Development Statements (five-year forward planning horizon).

## Waste

2.19 Waste infrastructure is chiefly planned for by the County Council through a statutory LDF process. A Joint Municipal Waste Management Strategy exists, covering the period from 2007-2020. A Joint Waste Partnership, involving the county and all district councils, has also been created, with its Partnership Agreement and Terms of Reference having been published in July 2009. Whilst the SIDP project may be able to provide data to this latter body, and to minerals and waste policy planners at the County Council, the SIDP should not



attempt to act as an additional vehicle for the planning of waste facilities and waste collection, which will continue to be undertaken through the established processes and governance arrangements. There will need, however, to be an interface between the energy study work undertaken through the SIDP and the Waste Strategy work undertaken by other parties. This District is keen to explore greater waste disposal, re-use and recycling at source at the local community level. This could compliment other climate change actions placed at the heart of the proposed Core Strategy.

## B. Social & Community Infrastructure

2.20 Social & community infrastructure covers a wide range of services and facilities that aim to support the well-being of living and working communities. Key sectors within this category include: -

- Library services;
- Museums;
- Emergency 'blue light' services;
- Education;
- Health & social care; and
- Youth services.

Significant progress has been made with Phase 1 of SIDP by the partner organisations involved in shaping and delivering social & community infrastructure services.

### Libraries

2.21 The County Council has a statutory responsibility to provide a 'comprehensive and efficient' public library services for Gloucestershire. GCC's Libraries & Information Service (L&I) currently in Stroud District operates 8 libraries; 2 rural mobile library services; 1 specialist mobile libraries (*Share-a-Book* and *Homelink*); Library Services for Education; and a 'virtual library' website in operation across Gloucestershire. For 2008-9 nearly 3million library visits were recorded at the county's static libraries (equivalent to over 5000 visits per annum per 1000 population). For 2009-10 new start projects include the replacement of Berkeley library with a dual-use library (£210,000) in this District. No library schemes have been agreed beyond 2009 – 2010.

2.22 The County's Property Services is currently using a formulaic / 'standards-based' approach in relation to planning obligations. This might also be used as part of the SIDP assessment process. This approach also includes a review of surpluses and deficits in provision within the existing service. Until 2008, national Public Library Service Standards<sup>27</sup> provided a clear and robust methodology. However, these have now been dropped in favour of single performance target related to 'use'. Recently the Museums, Libraries and Archives Council (MLA) has published guidance on a standardised charging approach for library and archive provision<sup>28</sup>, which may prove applicable to assessing future need. The MLA Public Libraries, Archives and New Development (June 2008) can be viewed at: [http://www.mla.gov.uk/what/~media/Files/pdf/2008/standard\\_charge2008.ashx](http://www.mla.gov.uk/what/~media/Files/pdf/2008/standard_charge2008.ashx)

### Museums

2.23 The Museums, Libraries and Archives Council (MLA) is a national non-departmental body, sponsored by the Department for Culture, Media and Sport (DCMS). Its role is to promote best practice and advises government on policy and priorities for the sector. The MLA operates an accreditation scheme with agreed standards for museums in the UK and the Museum in the Park in Stroud and Dursley Heritage Centre are accredited. In achieving



accreditation participating museums must operate an acceptable governance structure; have secure occupancy arrangements; satisfactory arrangements concerning the ownership of collections; operate a forward plan; have in place an emergency plan; have appropriate staffing and management arrangements; and meet all other legal requirements, including safety and planning regulations. In terms of infrastructure planning for future growth, the MLA has prepared specific guidance, which covers provision requirements in terms of space and costings for the museum sector<sup>29</sup>. The guidance sets out a national space benchmark of 28m<sup>2</sup> per 1,000 population for museums that are publicly owned and managed, or regularly funded (*for at least 3 consecutive years*). It also identifies an average fit out cost of £3,262 per m<sup>2</sup>. This will be kept under review.

## Emergency Services

### - Fire & Rescue

2.24 Gloucestershire Fire & Rescue Service (GFRS - part of the County Council) is the Fire and Rescue Authority (FRA) for Gloucestershire. The service has statutory responsibilities to: - promote fire safety; ensure preparedness for fighting fires and protecting people and properties from fire; rescuing people from road traffic accidents; and dealing with other specific emergencies such as flooding or terrorist attacks. Stroud District has five Fire Stations at Stroud, Dursley, Nailsworth, Painswick and Wotton-under-Edge. Emergency calls to the service are dealt with through a dedicated control room (Firefighter control), which is based at the TriService Emergency Centre in Quedgeley, Gloucester. A key work area for SIDP Phase II is an assessment of existing surplus and deficits in capacity at GFRS' existing station network linked to future development options across the districts. The overriding influences on the assessment include; the 'eight-minute' response time to life-threatening incidents; and the priority risk sites as set out in the Gloucestershire Integrated Risk Management Plan (IRMP) 2009-12. The Severn Area Rescue Association (SARA) provides In-shore rescue boat and land search services for the Severn Estuary and upper reaches of the River Severn. They are now the largest independent rescue boat organisation in the UK, second only to the RNLI. In our District they operate from Sharpness where two boats are stationed.

### - Police

2.25 Gloucestershire Constabulary is the county's police force. It is made up of three geographically based Basic Command Units also known as Divisions and Cotswold and Stroud Division applies to this District. As of 2007 – 2008, 1,338 Police Officers were deployed across Gloucestershire, alongside 162 Police Community Support Officers (PCSOs) and 143 Special Constables. 45,685 crimes were recorded by Gloucestershire Constabulary during 2007 – 2008. This was a sizeable decrease (13%) on the previous year<sup>35</sup>. The Crime detection rate for 2007-8 was 32%, slightly better than the 30% target set by the Constabulary for detections at the start of the policing year. The Constabulary is primarily funded from local taxation, but also receives grant funding from the Government (i.e. Home Office). Setting the Police's annual budget is the responsibility of the Gloucestershire Police Authority (GPA), which is an independent body made up of elected Councillors; independent members drawn from the local community and at least one Magistrate. The Constabulary have expressed a keen interest to be involved in SIDP and have begun assessing their existing service coverage. The constabulary will apply its standardised charging methodology for infrastructure requirements generated by major new development established by the Thames Valley Police.



## - Ambulance

- 2.26 The Great Western Ambulance Service (GWAS) NHS Trust covers the former counties of Avon and Wiltshire, and Gloucestershire. The Trust is responsible for delivering a range of health services including A&E ambulance services, to over 2 million people in an area covering nearly 3,000 square miles. Stroud and Dursley are static ambulance stations in the District. GWAS is assessed against national (Department of Health) service delivery targets: - 75% response rate for 'category A' (life threatening) calls within 8 minutes; and 95% response rate for 'category B' (non-life threatening) calls within 19 minutes. GWAS are keen to establish what impact future strategic-level development might have on the delivery of ambulance services within Gloucestershire.

## Children's Centres (Services for Under 5 Years)

- 2.27 Children's Centres are service hubs where children under five years old and their families can receive seamless integrated services and information. The Government 10-yr strategy for childcare; *Choice for Parents, the Best Start for Children*, states that every community should be served by a Children's Centre by 2010 – up to 3,500 centres. In Gloucestershire, the delivery and co-ordination of the Children's Centre programme is the responsibility of the County Council, through the Children and Young People's Directorate - CYPD. The delivery of Children's Centres in Stroud District has been taken forward in three phases, commencing in 2004. Phase 1 (2004-6) included new centres at: - Dursley (TreeTops). The second phase of the project (2006-2008) included further centres at: -Whaddon, Forest View, Stonehouse, Cashes Green, Nailsworth, Quedgeley, And the third phase (2008 – 2010), proposes further centres at: - Painswick, Wotton, and Winchcombe. Capital funding for Children's Centres is direct from the Government via the Department of Children, Schools and Families (DCSF). For period 2008 – 2011 a total of £4.25million has been allocated to Gloucestershire through the Sure Start, Early Years & Childcare Capital Grant (SSEYG). Revenue funding is also sourced directly from DCSF. Long-term funding for Children's Centres is still to be finalised. Nevertheless, the Apprenticeships, Skills, Children and Learning Bill, which is currently being heard through parliament (*anticipated to receive Royal Assent by the end of 2009*), will give Children's Centres a statutory basis. This should ensure capital and revenue funding on a similar basis to schools.

## Education (Services for 5-16 yrs)

- 2.28 Gloucestershire County Council is the Local Education Authority and has a statutory duty to ensure sufficient school places are available to meet local needs. Education services are administered through the Children and Young People's Directorate – CYPD. Whilst the Government's aspiration is that parents should gain a place for their child at their preferred school, this cannot be guaranteed. Furthermore, local authorities are not obliged provide a place in a particular or nearest school. However, there are statutory maximum walking distances of 2 miles for pupils aged up to 8 years and 3 miles for over 8s. In terms of occupational capacity, Gloucestershire's secondary schools were operating at 93% as at January 2008. This is well within the Government's preferred level of surplus places, which stands at 10%. However, 14% of secondary schools were also recorded with the highest level of surplus places (25% plus). Revenue funding for Gloucestershire's schools is provided for by through DCSF and the Dedicated Schools Grant (DSG). Funding is based upon a guaranteed amount of funding per pupil and has been provisionally allocated up to 2011. For 2009-10, the total allocation for county is around £315million. For the period 2010-



2011, the estimated total allocation is just under £325 million. Capital funding for Gloucestershire's schools is primarily sourced through DCSF and a number of funding streams. Focused allocations have also been made available to Gloucestershire's schools through the Special Educational Needs (SEN) and disabilities provision (£8million), and direct funding for modernisation (£8.12million) specifically for the county's Voluntary Aided (VA) Schools. Gloucestershire County Council is involved in a number of major capital initiatives, including Building School for the Future (BSF). This is a Government sponsored programme for rebuilding or renewing every secondary school in England over the next 10-15 years. The BSF programme for Gloucestershire has prioritised work on the first of these projects which includes Maidenhill, Stonehouse; and Shrubberies (also in Stonehouse). A project submission, known as 'Readiness to Deliver' was sent to the DCSF in Autumn 2009 (waiting for DCSF feedback). The initial BSF timetable is for construction to take place during 2012 – 2013 with completion by the end of 2014 – 2015.

### Education (*Services for 16-19yrs*)

2.29 The Learning and Skills Council (LSC) are currently responsible for funding all learning for young people aged 16-19 in colleges, schools and through other training providers. For 2007– 2008 just under £35million of funding was awarded to Gloucestershire for 16-19 provision. From 2010 it is anticipated that most of the responsibilities of the LSC will be transferred to respective local education authorities (i.e. Gloucestershire County Council). Post-16 provision will need to be assessed through SIDP Phase II with capacity issues linked to changing local populations as the main issues of concern. The transfer of administrative responsibility to the County Council in 2010 offers a new opportunity to undertake a more comprehensive, countywide review of provision for future. However, any such review must be carried out in partnership with the main providers (*e.g. the colleges*), who will be taking charge of their own strategic development.

### Education (*Higher Education*)

2.30 Higher education (HE) is the generic term that covers qualifications at a higher level than A Levels, or advanced GNVQ qualifications. Participation is voluntary and is usually open to adults aged 18yrs and over. There are five key assessment themes for HE; Higher National Certificates (HNCs), Higher National Diplomas (HNDs), Foundation degrees, Honours degrees (*e.g. BScs, MScs*), and Postgraduate awards (*e.g. MBAs, MAs, MScs*). In Gloucestershire, higher education is primarily provided at two HE establishments -University of Gloucestershire; and University of the West of England – *Hartpury Campus*. However, several of the County's FE Colleges provide a limited range of HE opportunities including HNCs, HNDs and Foundation degrees. There are a range of funding sources for HE including: - direct capital and revenue funding from the Higher Education Funding Council for England (HEFCE), a non-departmental government body (*working through the Department for Business, Innovation and Skills*), which is responsible for distributing public money to universities and colleges providing HE for teaching, research and related activities; targeted grants mainly for research activities from the UK's seven Research Councils<sup>51</sup>; 'top-up' fees generated from participant students; funding generated from other commercial activities; and other private sources. For infrastructure planning and the SIDP project, HE does not represent an asset, which could be satisfactorily served at the local level, with a significant proportion of business heavily influenced beyond the local administrative sphere. Nevertheless, the provision of HE has a significant influence on policy preparation, particularly in supporting local economic and employment strategies. Furthermore, major development decisions taken by local HE establishments will need to be carefully assessed against the wider picture of spatial planning and future development. In



many circumstances HE schemes, can act as a facilitator or key project anchor (*e.g. large-scale student accommodation in urban centres often supports other regeneration initiatives and the development of night-time economies*).

### Youth Provision (*Services for 13-19 yrs*)

- 2.31 Gloucestershire County Council has a statutory responsibility for youth provision with the primary purpose of; 'delivering social education, informal education and training, voluntarily entered into, which prepares young people for adulthood and which complements the formal education received in schools and colleges. In 2008 the County Council's Youth Service underwent organisational change and became the Integrated Youth Service (IYSS) with leadership and management provision contracted to Prospects Services Ltd. The new IYSS provides a wide range of services alongside youth provision, including: - the youth offending service, youth housing, youth crime prevention, and the connexions services (education, career, housing, money, health and relationships for 13-19yr olds). SIDP assessment work may also support a more comprehensive service review currently being considered by IYSS.

### Health Services (NHS Gloucestershire)

- 2.32 NHS Gloucestershire is the Primary Care Trust (PCT) covering the county. The main function of the PCT is to commission high quality health services to meet the needs of the local population, working with partner organisations in the NHS, local authorities and the voluntary sector. A key action for NHS Gloucestershire is to coordinate the planning and funding of local NHS service contractors which includes: - 100 community pharmacies; 84 GP practices; 75 dental practices; and 63 optometric services. The trust also operates as a provider of healthcare services in its own right (Gloucestershire Care Services) with responsibility for: - 10 community hospitals; community nursing; public health nursing; health visiting; school nursing; therapy services; and a range of specialist community services.
- 2.33 The PCT's strategic plan *Achieving Excellence - 2009 to 2014* defines the organisation's key strategic priorities and informs its future investment decisions<sup>53</sup>. The overarching message is that NHS Gloucestershire seeks to support locally focused, patient centred healthcare with reduced reliance upon the services of the acute hospitals (*e.g. Gloucester Royal, Cheltenham General*). The plan also identifies a number of development principles for future community facilities. These include a '20-minute drive time' to access the county's community hospitals, and a '20 minute access time' for minor injuries units. NHS Gloucestershire is funded directly by the Government, through the Department of Health (DoH). The latest DoH settlement for 2009 – 2010 totals £826million. This figure is set to rise to £868million for the following year<sup>54</sup>. During 2008 – 2009 NHS Gloucestershire purchased over £750million of healthcare services<sup>55</sup> and incurred capital expenditure of just under £12million. A capital resource limit of £22 million has been approved for 2009-10. During 2008-9 NHS Gloucestershire undertook a number of service improvement / development projects across its estate, particularly at the community hospitals sites such as Stroud, For 2009-10 new projects have been identified at Stroud Hospitals. The Berkeley Vale scheme proposes the replacement of Berkeley Hospital and Sandpits Clinic with a new health and social care campus in the Dursley / Cam area. The new campus is set for completion by August 2012.

### Health Services (Gloucestershire Hospitals NHS Foundation Trust)

- 2.34 Gloucestershire Hospitals NHS Foundation Trust (GHFT) delivers acute health services to the local communities of Gloucestershire and the surrounding counties. Services include



emergency care (A&E) and elective care, where patients are usually referred for specialist treatment by their GP. GHFT primarily operates from two district general hospitals – Cheltenham General and Gloucester Royal. GHFT's operating costs for 2008 – 2009 were a little over £380million. This figure is set to rise to just under £400million by 2011-12. A significant proportion of income for GHFT is received from NHS Gloucestershire and other Primary Care Trusts, which are responsible for funding the provision of healthcare, via GPs for patients within their respective area. Other income streams include accommodation services. Gloucestershire Hospitals NHS Foundation Trust (GHFT) is focused on delivering acute care such as A&E and specialist elective surgery. It primarily operates out of several centralised, larger hospital sites based in Gloucester and Cheltenham. GHFT is performance managed against a series of national service targets including waiting times for A&E admissions and the length of stay by in-patients. Underperformance has been identified in some area, with future actions identified.

## (C) Green Infrastructure

### What is Green Infrastructure?

- 2.35 Green Infrastructure (GI) is a strategically planned and delivered network of high quality green spaces and other environmental features. It should be designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits for local communities. Green Infrastructure includes parks, open spaces, playing fields, woodlands, allotments and private gardens. Natural England is promoting the concept of Green Infrastructure as a way to deliver a wide range of benefits for people and the natural environment together. Green Infrastructure should be delivered via the spatial planning system, as an integral part of new development everywhere. It should also form a key part of proposals to regenerate existing urban areas.

### Why is it important?

- 2.36 Green Infrastructure can provide many social, economic and environmental benefits close to where people live and work including:
- Places for outdoor relaxation and play
  - Space and habitat for wildlife with access to nature for people
  - Climate change adaptation - for example flood alleviation and cooling urban heat islands.
  - Environmental education
  - Local food production - in allotments, gardens and through agriculture
  - Improved health and well-being – lowering stress levels and providing opportunities for exercise

Green Infrastructure should be provided as an integral part of all new development, alongside other infrastructure such as utilities and transport networks.

- 2.37 A number of meetings have been held over the past 3 months with the county and district councils, Natural England and the Gloucestershire Wildlife Trust. The need to include sports providers in these discussions has been identified. A great deal of data is already available from a number of sources and one of the main challenges is drawing it together. At a recent meeting of the GI working group, the use of certain elements of the highway network, particularly cycleways and white roads was identified as an important component of GI. Consequently a sub group has been set up to explore this issue. In particular, it appears at present that there is no comprehensive resource concerning cycle



access to, from and within GI across the county. Some preliminary work has been carried out to identify key cycling and pedestrian routes out of Cheltenham, Gloucester and the market towns into the wider countryside. Also, clusters of horse riding activity adjacent to the main urban areas have been identified. Barriers to routes such as major road junctions and gradients will be looked at to see if measures can be introduced to allow greater movement. Alternatively, routes round these obstacles will be examined as appropriate. A key element of the GI strategy is likely to be the designation of a 'regional park' based upon the tributaries and flood plain of the River Severn. In essence, people living in the central areas of the County would look to accessing the park as a larger area of 'green resource'. Those living in the eastern areas would look to the Cotswold AONB for recreational opportunities.

2.38 The combined landscape character assessment for the whole of Gloucestershire has identified a total of 38 landscape character types. This unusually large number of types for a county wide assessment is a reflection of the great diversity of the Gloucestershire's landscape as a consequence of the remarkable range of the underlying geology and the pattern of social, economic and cultural responses to this diversity. Gloucestershire has one of the most diverse landscapes of any county in England. What makes the county's landscape so diverse was assessed in 2006. Landscape Character Assessments have been produced for Stroud District in 2000 and for the wider Cotswolds Area of Outstanding Natural Beauty (AONB) (2004).

2.39 SDC uses GIS-based information on internationally and nationally designated sites available on the 'Magic'65 website as GIS files. Natural England has a range of data on sites at the national and international level. With regard to Locally Designated Sites, the Gloucestershire Centre for Environmental Records (GCER) has a range of data, although some of it is becoming out of date. A new study of Key Wildlife Sites will be reported on in 2010. Whilst a Phase 1 Habitat Study will be carried out for several 10km<sup>2</sup> 'sample squares' to contrast with earlier data to assess change. Findings will also be fed into ongoing work to update Nature Map, which sets out a strategic vision at a 'landscape scale' for habitat creation and restoration. The Gloucestershire Wildlife Trust has set up a Living Landscape project in the Severn Vale. They are working with farmers and local communities to restore the typical lowland wet grassland habitat that is important for wildlife. The project area spreads across 11,000 hectares and the long term aim is to restore up to 60% of the area (6,600 hectares) to good quality wildlife habitat. It is hoped that marketing and green tourism opportunities in the Severn Vale will be developed along with promoting a greater understanding of why the Severn Vale is important. It is apparent that for a lot of the asset types at the local level such as populations of notable species and priority habitats that new/additional survey work is needed. Consultants have already been given the opportunity to express interest in such work and the potential timescales for a District wide assessment.



2.40 Working with Natural England & County three stages have been identified to bring forward Green Infrastructure:

<b>Table 1: Green Infrastructure (GI) Process in Gloucestershire</b>			
	<b>What's Involved</b>	<b>Output</b>	<b>Timescale</b>
<b>Stage 1</b>	Involves gathering baseline data, establishing what data is readily available, and carrying out a SWOT analysis to establish strengths, weaknesses, opportunities and threats of existing GI.	A series of GIS layers with different aspects of green infrastructure Including: - Footpaths - National Nature Reserves - Floodplain - Open space - AONBs - Country Parks etc	September 2009 – (ongoing)
<b>Stage 2</b>	Analyse where the gaps are in GI provision from studying the GIS layers compiled as part of stage 1.	Propose a series of interventions and realistic policy initiatives with related actions.	December 2009 - February 2010
<b>Stage 3</b>	Issues to be considered at this stage include carrying out a viability assessment, phasing, delivery mechanisms, costs/ funding estimates and related matters.	A schedule of works that sets out how the aspects of GI that have been identified as being required can be delivered, at what cost and when.	Spring/Summer 2010

A series of meetings of the Gloucestershire GI working group will be held over the coming months to progress the work set out above.



### 3. Conclusion

- 3.1 Planning Policy Statement (PPS) 12 stresses the importance placed on the Core Strategy "*making it clear how infrastructure which is needed to support the strategy will be provided....*"(para. 4.45). As the Council develops and refines its preferred spatial development option, following the current consultation, it will need to able "*to state clearly who is intended to implement different elements of the strategy and when they will happen*" (PPS12 para. 4.45). Recent advice from the Planning Inspectorate also emphasises the importance of identifying who is going to deliver the necessary infrastructure and confirming its timing complements the timescale of the strategy. Where actions required are outside the direct control of the Local Planning Authority, the Planning Inspectorate may seek evidence that there is the necessary commitment from the relevant agency to the implementation of the policies. Developing a multi-agency plan for Stroud District and the County will be a critical part over the next stages of the Core Strategy process as we move to a preferred strategy and its refinement. This document will continue to be updated as we move through the planning process. The County in 2010 has just produced an initial draft scenario for possible strategic development in Gloucestershire in the period to 2026. Its purpose is to support infrastructure providers and spatial planners in the first stage of an assessment of possible future strategic infrastructure requirements for the county. Development of spatial planning policy involves various stages of formal public consultation on policy options. The "soundness" of a development plan document depends *inter alia* upon transparent and thorough consideration of those options. Planners should have to undertake technical testing of the various possible options or scenarios on a "without prejudice" basis prior to the local authority in question making a decision about which options to put forward formally for public consultation at any stage.



## Appendix One - Infrastructure types and categories

**Table A1: Infrastructure types and categories**

Infrastructure Category	Specific Facility
Transport	Airports Ports Canals Road network Cycling and walking infrastructure Rail network Bus services
Housing	Affordable housing Gypsy and Traveller Provision
Education	Further and higher education Secondary and primary education Nursery schools
Health	Acute care and general hospitals Health centres/primary care trusts Ambulance services
Social Infrastructure	Supported accommodation Social and community facilities Sports centres Open spaces Parks and play space
Green Infrastructure	Parks and gardens Natural and semi-natural urban green space Green corridors Outdoor sports facilities Amenity green space Provision for children and teenagers Allotments Churchyards Accessible countryside in urban areas River corridors Canal corridors Green roofs and walls Biodiversity and Geological Sites
Public Services	Waste Management and disposal Libraries Cemeteries Emergency services (police, fire, ambulance) Places of worship Prisons Drug treatment centres
Utility Services	Gas supply Electricity supply Heat supply Water supply Waste water treatment Telecommunications infrastructure
Flood Defences	SuDS River embankments Watercourses and Canals Weirs and Sluices Ditches and dykes Wet woods and meadows



## Appendix 2 - Infrastructure Agencies

**Table A2: Infrastructure Agency Responsibilities**

Infrastructure Type	Infrastructure Agency
<b>Transport</b>	
Strategic Highway Network (Trunk Road – M5, A 417/419)	Highway Agency
Non-strategic Highway Network	Gloucestershire County Council
Rail Network	Network Rail
Rail Service	Great Western
Community Bus Operators	
Canals	Cotswold Canals Partnership British Waterways
Sharpness Docks	British Waterways
<b>Education</b>	
Education - Primary Schools	Gloucestershire County Council
Education - Secondary Schools	Gloucestershire County Council
<b>Health</b>	
Health Care - Strategic Health Care	
Health Care - Local Health Care	
Health Care - NHS Hospital Trust	
<b>Public Services</b>	
Waste Planning	Gloucestershire County Council
Emergency Services Ambulance Police Fire and Rescue	
<b>Utility Services</b>	
Transmission (electricity and gas)	
Gas supply (local distributor)	
Electricity supply (local distributor)	
Water supply	
Water Regulation	Environment Agency
Wastewater treatment	
<b>Flood Defences</b>	
Flood protection/Flood defences	Stroud District Council Gloucestershire County Council Lower Severn Internal Drainage Board
Canals	British Waterways Cotswold Canals Partnership
Ditches	Landowners and Stroud District Council
SuDS	Environment Agency Stroud District Council



[blank page]

## Core Strategy Consultation:

Alternative Strategies for shaping the future of Stroud District  
8<sup>th</sup> FEBRUARY – 22<sup>nd</sup> MARCH 2010

This background paper has been published to support the main 'Alternative Strategies' consultation document: a discussion paper, which looks at seven alternative spatial strategies and proposed policies. You can see this online at [www.stroud.gov.uk/core](http://www.stroud.gov.uk/core) and at the following locations during their normal opening hours:



- Town and parish council offices that open to the public: Berkeley, Cainscross, Cam, Chalford, Dursley, Minchinhampton, Nailsworth, Painswick, Rodborough, Stonehouse, Stroud, Wotton-under-Edge



- Public libraries at Berkeley, Brockworth, Dursley, Nailsworth, Minchinhampton, Painswick, Quedgeley, Stonehouse, Stroud, Wotton-under-Edge

- The customer service centre at Stroud District Council offices, Ebley Mill. There are computers for public internet access here as well.



- The Tourist Information Centre at the Subscription Rooms, Stroud

You can print out **consultation response forms** from our website or take a photocopy from APPENDIX 1 of this document. Please return your completed form to the address given on the back of this document by Monday 22<sup>nd</sup> March 2010.

The Planning Strategy Team  
Development Services  
Stroud District Council  
Ebley Mill  
Stroud  
Gloucestershire  
GL5 4UB

01453 766321  
core@stroud.gov.uk

visit [www.stroud.gov.uk/core](http://www.stroud.gov.uk/core)