

October 2016

# **Paper 9: Infrastructure Delivery**

**Gloucester City Plan**

Background Topic Paper for Policy Development

## **Nationally**

The National Infrastructure Plan provides a national strategic overview for infrastructure needs.

The NPPF recognises the need to provide sufficient infrastructure to enable and support sustainable development and economic growth. Infrastructure is referenced frequently throughout the NPPF. In particular the NPPF commits us to support high quality communications infrastructure such as broadband equipment.

The NPPG commits us to consider the use of the Community Infrastructure Levy (CIL) for the collection of funds to support strategic infrastructure needs. This process of developing our CIL is ongoing at the current time.

## **Locally**

Part 5 of the JCS addresses infrastructure comprehensively. Policies include:

- INF1: Access to the Transport Network
- INF2: Safety and Efficiency of the Transport Network
- INF3: Flood Risk Management
- INF4: Green Infrastructure
- INF5: Social and Community Infrastructure
- INF6: Renewable Energy/Low Carbon Development
- INF7: Infrastructure Delivery
- INF8: Infrastructure Contributions

Many of the above topics are also covered and referred to in the City Plan Natural Environment Topics Paper. Of particular relevance for infrastructure delivery in the City Plan are JCS Policies INF5, INF7 and INF8.

The JCS is underpinned by an Infrastructure Delivery Plan (IDP) which provides the detailed evidence base of infrastructure needs in the JCS area. At an appropriate time when we know the strategic direction of the JCS, this IDP will be extended to provide the appropriate level of infrastructure evidence base for the City Plan. This is expected to be completed in early 2017.

## **Local challenges/ issues in Gloucester**

The current policy position:

- Chapter 11 of the 2002 draft plan addresses community services, but there was no specific Infrastructure section to the 2002 plan. Community services policies are covered in a separate chapter of this document.

Information from Ward Area Profiles:

- This will be assessed as part of the City Plan IDP production which is a required piece of evidence base. The IDP work will involve contact with all the infrastructure providers to assess the need for infrastructure in the city.

## Past responses to City Plan Part 1 and 2 Consultations

Some of your comments included:

*“All successful planning applications require the proper and timely contributions to the necessary investments in infrastructure.”*

*“There is a lack of critical infrastructure (such as schools and a sewerage system) in some locations of the city and this should be addressed properly in the City Plan and Infrastructure Delivery Plan.”*

*“City infrastructure will need to be expanded to address and service the increased population.”*

*“Housing developments need social/cultural amenities like Libraries Museums and Art Galleries, to help the construction of some community spirit.”*

*“Need sufficient additional doctors, dentists, schools to support the amount of people living in and around Quedgeley.”*

*“More play areas, green sites i.e. Clearwater Drive open space.”*

*“Stop allowing developers to build houses before the infrastructure is set up. Kingsway being the perfect example – buildings such as shops and community facilities should be built at the same time as the first houses not after most of them are built.”*

## Proposed City Plan Policies

The JCS already provides a sufficient level of policy context for the City Plan in Part 5 Infrastructure Policies, and particularly INF7 and INF8. The City Plan will therefore have to address site / project specific issues more than the strategic infrastructure policies, as this is covered in the JCS.

Whilst the City council does not generally deliver infrastructure improvements directly, the emphasis is on working closely with the infrastructure delivery agencies such as the County Council and the private sector. This is also set out in the transport section where it will be important to work with the County and in the context of the LTP. However, where appropriate we will identify specific sites / locations that are required for infrastructure and transport provision and improvements in the City Plan.

At the City Plan level ongoing updates to the infrastructure delivery needs and ongoing liaison with the key infrastructure providers including Gloucestershire County Council, the Environment Agency and health providers is important. Infrastructure delivery at the local level is fundamental for the soundness of the City Plan and through investigations so far with major sites and key providers we have identified a number of key infrastructure issues including:

- Flooding infrastructure – especially protection from the River Severn in the vicinity of the Blackfriars regeneration site and the city centre, through the Quayside flood alleviation scheme and Housing Zone funding.

- Schooling infrastructure – in the short term to cater for housing growth in the south of the district, and the shortage of primary school places, and in the medium term to cater for growth to the north of Gloucester being provided through the JCS and the impending shortage of secondary school places.
- Health care facilities – for an expanding population and changing health care environment and demands (see separate section on health care).
- Transport infrastructure – mainly improvements to the existing transport network to help facilitate the growth provided through city centre urban regeneration initiatives, and the peripheral urban extensions to the north of Gloucester at Innsworth and Churchdown and to the south of Gloucester at St Barnabus roundabout and at the Hunts Grove urban extension (see separate paper on sustainable transport).
- CIL pooled funds regime introduction, and the continuation of the s106 mechanism for site specific infrastructure requirements.

The IDP evidence base will be progressed with Consultants at a suitable time in the context of the JCS. The JCS is providing a significant level of the additional infrastructure requirements for the city and the surrounding JCS area and it makes sense to progress the Gloucester IDP update when the JCS examination has progressed to a point of strategic clarity with regard to the views of the JCS Inspector, so that the strategic planning context for Gloucester is clear and a solid infrastructure planning context is available for Gloucester specific infrastructure issues and costs to be progressed further.

The JCS has two key policies on Infrastructure Delivery (INF7) and Developer Contributions (INF8). The City Plan policy is putting forward two additional policies at this stage for consultation purposes:

### **Policy I1: Infrastructure**

***Infrastructure provision in Gloucester will reflect the council's priorities for infrastructure set out in the JCS, LTP and the Infrastructure Delivery Plan. The council will focus on the delivery of infrastructure for the following:***

- ***new primary and secondary school capacity to the north and south of Gloucester;***
- ***new health care facilities to support an expanding population;***
- ***new transport infrastructure projects contained within the Gloucestershire LTP;***
- ***new and enhanced green infrastructure, playing pitches and open space;***
- ***new flood defence infrastructure capacity in the city centre and at Blackfriars;***
- ***and***
- ***other infrastructure items identified over time and through the IDP.***

***Public and private sector infrastructure providers should work closely with the council to deliver local infrastructure needs. The council will aim to refresh the IDP on a regular basis, and this will require the cooperation and involvement of all the local infrastructure providers.***

### **Justification/ background**

Infrastructure provision is a fast moving and changing activity and closely linked to strategic planning and ongoing local delivery activities. Setting separate policies in the city plan for each specific piece of potential infrastructure is not considered necessary. The draft policy sets out the key priorities for Gloucester, and a list of the priority infrastructure projects will be included in the Regulation 123 list for funding through the CIL mechanism. Our CIL charging schedule will be examined separately in the context of the strategy and policies of the JCS.

## **Policy I2: Schools and Other Education Needs**

***Within the plan period, there is a particular need for new primary and secondary schools in Gloucester. The Council intends to work with the County Council and other partners to ensure that these needs are met.***

***New school buildings should be located in sustainable locations and the co-location of other services and facilities with schools will be encouraged.***

***The Council will also look to meet Gloucester's needs for: Nurseries, Pre-schools, Special schools, Free schools, Community learning and life long learning facilities, Further and higher education facilities and other facilities which provide for education and promote the development of skills.***

Guided by the County Council as LEA, the provision of new schools and the growth plans of existing schools in Gloucester will be supported in line with good planning and sustainability objectives. It is recognised that good schools, which are appropriately located, have a vital role to play in maintaining and improving the quality of life of communities across the City.

The Council will seek to ensure that the design of new schools is flexible enough to accommodate the changing needs of students and nearby communities. Out of hours, the use of school/college buildings and land will be encouraged to support learning among the wider community and to increase access to opportunities for recreation and sports.

The Council will support proposals for a new University Technology College which is proposed on Site SA09 on Great Western Road. This is regarded as an opportunity to strengthen the education and skills base of the City.

### **Justification/background**

#### **Primary provision:**

The County Council intends that the site at Clearwater Drive (a 2.1 ha site and a City Plan allocation) will accommodate a new 2FE free primary school in the south of the City. The County Council is also looking for another site for an additional FE free school in Gloucester. There are pressing needs in the Westgate / St Oswalds / Hempsted area for a new primary school, but at present there are no obvious site option available. It is hoped that the 'call for sites' through the City Plan consultation in early 2017 or potentially through the SALA process might bring something forward.

### Secondary provision:

In the medium term there is a need for more secondary provision in the Gloucester. The development of the Strategic Allocations in Tewkesbury Borough will affect school capacity at Churchdown and Chosen Hill and children from Gloucester City who currently are bussed to these schools will need to have places in the city. A new secondary school somewhere in Longlevens or the northern part of the city would be preferable.

### **Objectives met**

City Plan Part 1 Key Development Principles:

- To ensure that delivery of growth is supported by necessary infrastructure provision including transport, schools, medical and health centres, community facilities and youth provision.

JCS:

- Strategic Objective 5: Ensure that all new developments are valued by residents by integrating them well with existing communities and provide well located infrastructure which meets the needs of residents.

### **Useful references**

- JCS Submission Document
- JCS Infrastructure Delivery Plan
- JCS Inspector's Interim Report
- Gloucestershire Local Transport Plan
- JCS Transport Strategy

### **Monitoring**

The JCS Monitoring indicators for transport infrastructure are set out in the City Plan Sustainable Transport Topic Paper. The JCS does not contain other monitoring indicators for Infrastructure but policy officers will nevertheless continue to undertake the appropriate consultation with the important local infrastructure providers on an as needed basis (including the County Council, Health and Environmental authorities) to inform on-going plan making and other planning projects and proposals in the city.