Stroud District Council

Stroud Infrastructure Delivery Plan

Sharpness Strategic Allocation (SA5) Infrastructure Position Statement

Final Issue | April 2016

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		Name	Nick Doyle	Wayne Dyer	Wayne Dyer	
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		Name	Nick Doyle	Wayne Dyer	Wayne Dyer	
		Signature		HMMM	MMM	
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1 Summary of Infrastructure Risk

1.1 Purpose of Position Statement

This statement has been produced to set out the current position in terms of infrastructure requirements for the proposed Site Allocation at Sharpness (SA5). The statement draws upon a number of resources including the 2014 Infrastructure Delivery Plan, planning application supporting material and detailed discussions with service providers undertaken during February 2016. Through this process, this document identifies known risks to the delivery of infrastructure and create a strategy to mitigate these risks. It has not been possible to discuss infrastructure requirements with the Canal & River Trust as part of this process.

Arup has undertaken an updating exercise of the infrastructure requirements for the Strategic Allocations to reflect the fact that a number of the sites have advanced masterplan and viability assessments since Local Plan Adoption in November 2015. Pre application discussions are now actively being pursued therefore infrastructure requirements to support the proposals are better understood by infrastructure providers and developers. The costing information gathered through this exercise will importantly feed into the updating of the 2013 Plan Viability Study to support the preparation of the revised Preliminary Draft CIL charging schedule for Stroud. The Position Statements will also inform the identification of priority infrastructure for the Regulation 123 list that will accompany the CIL Charging Schedule once adopted.

The Statement does not seek to present a comprehensive cost plan for all on-site and offsite infrastructure required for each Strategic Allocation. It seeks to identify the strategic infrastructure requirements and financial contributions that will have been identified as critical, essential or desirable infrastructure to manage the impacts of the Strategic Allocation on service provision within Stroud and the wider Gloucestershire area. Normal site development infrastructure such as potable water network connections, electricity supply diversions, primary and secondary highways internally within the Strategic Allocation or onsite SUDS solutions are not specified or costed. Typical on-site development costs for infrastructure fundamental to delivery have been used within the appraisals for each Strategic Allocation informing the update of the 2013 Plan Viability Study. Through discussions with service providers we have sought to identify those infrastructure projects that are considered essential to mitigate the impacts arising from the development and make each Strategic Allocation acceptable in planning terms. These would be priority projects for planning obligations. The exercise has also identified desirable infrastructure that may contribute towards functionality or attractiveness of the District as a place to live. These items are unlikely to prevent development in the short to medium term. The process has also sought to identify the responsibility for delivery and funding route. This information is set out in the Infrastructure Project Tracker below. Where information has not been available, reflecting scheme development, infrastructure needs, triggers and costs have been estimated.

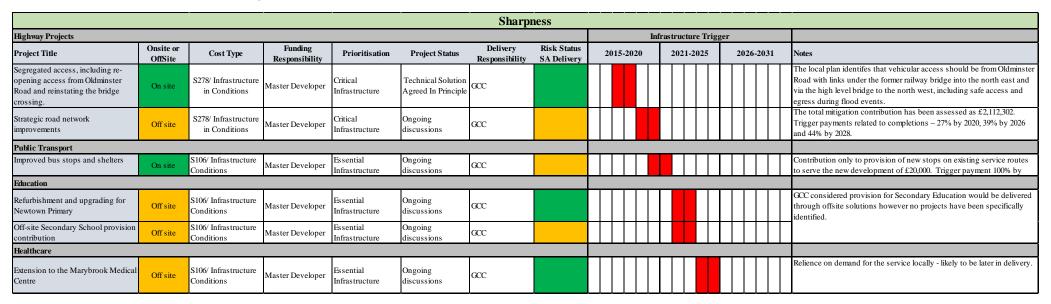
The information will be used to inform the CIL examination, setting of the Regulation 123 list for the CIL Charging Schedule and prioritisation process for funds secured through CIL once in place. The summary table overleaf summarises the estimated headline costs for infrastructure obligations via S106 or CIL over the period of the scheme delivery.

1.2 Infrastructure Contributions Summary

Sharpness SA5		Phased Payment		
Infrastructure Type	Total Financial Contribution	2015-2020	2021-2026	2027-2031
Community Centres	£158,186	100%	£0	£0
Libraries	£70,845	100%	£0	£0
Early Years Provision	£414,577	27%	39%	44%
Primary Education	£900,875	27%	39%	44%
Secondary Education	£862,391	27%	39%	44%
Further Education	£251,895	27%	39%	44%
Primary Healthcare (GPs)	£109,000	100%	0%	0%
Primary Healthcare (Dentists)	£59,514	100%	0%	0%
Healthcare Acute	£148,425	100%	0%	0%
Swimming	£170,769	0%	0%	100%
Transport (Highways Offsite)	£2,112,302	27%	39%	44%
Public Transport (Bus & Rail)	£20,000	100%	0%	0%
Emergency Services (Policing)	£70,500	0%	100%	0%
	£5,349,279			

Source: Arup 2016

1.3 Infrastructure Project Tracker



2 Context

2.1 Application History

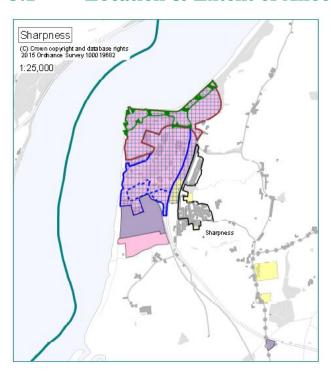
No planning applications are historical to the site.

2.2 Current Status

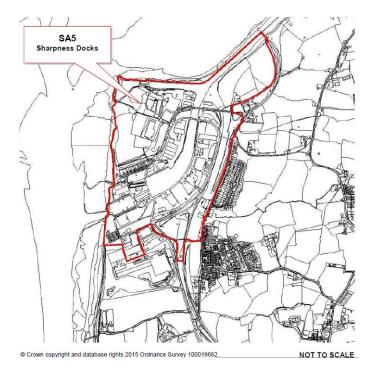
The land at Sharpness Docks site comprises a number of parcels reflecting existing resources and historic activities. The site includes a canal and marina, dockyard buildings and infrastructure in addition to historic rail line a conservation area and listed Sara building, the Severn Way long distance footpath runs through the site. The land parcel to the north east is used as agricultural land which forms part of Sunnybrook Farm.

3 Strategic Allocation SA5

3.1 Location & Extent of Allocation



Source: Policies Map, shows the location of the Sharpness Allocation



Source: Stroud District Local Plan (November 2015) Site Allocation SA5, page 84

3.2 Key Data

Sharpness SA5		
Gross Site Area	40 hectares	
Extent of Residential Area	23 hectares	
Extent of Employment Area	17 hectares	
Housing Allocation	Up to 300 dwellings including 90 affordable dwellings (unless viability testing indicates otherwise).	
Estimated Total Population (by 2031)	654	
Developer	Canal and River Trust	
Lead Technical Support	PBA, Urbed, TPM, Pell Frischman & Hyder.	
Joint Developer Working Arrangements	N/A	
Site Status	Pre-application discussions underway Application expected Spring 2016	

3.3 Proposed Scale & Mix of Development

Site Allocations Policy SA5, as set out on page 83 of the Stroud District Local Plan sets out a site capacity of up to 300 dwellings, with tourist accommodation, retail and food uses in the marina basin and other tourist and recreational facilities. Policy SA5 sets out that:

^{&#}x27;development will be in an accordance with an approved masterplan:

- *a)* In the Sharpness Docks South, dock uses and dock related industrial and distribution uses, including:
 - 1. Expansion land (7 hectares) for new development
 - 2. Vehicular access via the internal dock roads below / including the low level bridge
- b) In the Sharpness Docks North, a mix of tourism, leisure and recreational uses, supported by new housing development, including:
- 1. Up to 300 dwellings, including 90 affordable dwellings, unless viability testing indicates otherwise
- 2. Hotel, holiday lodges and fixed camping uses
- 3. An expanded marina basin including ancillary retail and food and drink uses
- 4. Tourism and recreational related facilities, including a community football pitch, community gardens, informal green space and equestrian development
- 5. Landscaping incorporating existing hedgerows and trees
- 6. Contributions towards education provision
- 7. The acceptable management and disposal of surface water, including sustainable drainage systems (SuDS)
- 8. Adequate and timely contributions towards improvements to the wastewater and sewerage network in agreement with the relevant water companies
- 9. Cycle and pedestrian routes through the development, connecting with Oldminster Road and the Severn Way, including the restoration of the former railway bridge link and improvements to the high level swing bridge
- 10. Vehicular access from Oldminster Road with links under the former railway bridge into the north east and via the high level bridge to the north-west, including safe access and egress during flood events
- 11. Traffic calming measures within the development and locality, as approved by the Highways Authority
- 12. Bus stops and shelters at appropriate locations to serve the new development
- 13. Contributions towards bus services to improve bus frequencies and quality and to connect the development with Berkeley and Dursley
- 14. A sequential approach to site layout and flood risk, with more vulnerable development being located within Flood Zone 1.'

It is accepted that Sharpness and Newtown are not first or second tier settlements and therefore residential development in the Berkeley Vale is not as accessible to the full range of facilities and services that would be normally associated with a Strategic Allocation. However, housing in this location is intended to achieve sustainability objectives, in particular community benefits associated with regeneration of the North Docks.

The Strategic Allocation is supported in principal by the local community and is expected to bring forward facilities and services on-site as part of the redevelopment that will benefit the existing community as well as those relocating to the area. The Strategic Allocation will help to support the retention of existing services in the Berkeley Vale.

The 2013 Draft Plan Viability Study concluded that 'the promoter of Sharpness Docks site has demonstrated that, whilst the site has real delivery challenges, the site is viable and they are continuing to develop a strategy to bring it forward'

The plan below shows indicative land uses proposed on the site, with a focus of leisure and tourism and residential in the north of the site.



Source: Urbed Public Exhibition Information – Sharpness Docks¹

http://urbed.coop/sites/default/files/Sharpness%20Exhibition%20Boards%20-%20Website%20Ver sion.pdf

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¹ Available:

4 Infrastructure Requirements

This section of the statement sets out the current understanding of the priority infrastructure requirements of the strategic allocation, drawing from a number of resources and the outcomes of detailed discussions with service providers undertaken in February 2016.

Alongside these discussions, the following reference documents and pre planning application supporting discussions form the basis of this position statement:

- Stroud Infrastructure Delivery Plan (IDP) (Arup 2014)
- Stroud District Local Plan (November 2015)
- Matter 3E: Making Places Berkeley Cluster Stroud District Council Examination of Stroud District Local Plan Stage 2 Hearing Statement
- Atkins Stroud Junction Assessment Technical Note (April 2015)

Utilising this information the statements clearly identify where positions are agreed and where differences of opinion and inconsistencies may exist between site promoters and the expectations of service providers such as for example Gloucestershire County Council, Stroud District Council or the Clinical Commissioning Group.

4.1 Identification of Priority Infrastructure

In order to identify the infrastructure components that are of most importance in the delivery of the strategic allocation, the various infrastructure sectors and specific projects within them are defined as either critical, essential or desirable infrastructure. This reflects the categories applied in the IDP and seeks in particular to identify infrastructure of most relevance to delivery and the mitigation of impacts arising from the development. Infrastructure required for the early phases of the development is identified as being of particular importance to maintaining the five year land supply.

The infrastructure requirements are categorised as:

- Critical infrastructure fundamental to delivery and without which the
 strategic allocation could not be delivered. Infrastructure showstoppers
 they are most common in relation to transport and utilities and are usually
 linked to triggers controlling the commencement of development activity.
 It also includes essential services that are required in advance of
 development, i.e. connection to the potable water and wastewater network.
- Essential infrastructure: infrastructure that is essential and considered necessary in order to mitigate impact arising from the operation of the development. These are projects which are usually identified as required mitigation in EIA/SEA/TIA testing. These projects are necessary to make the proposed development acceptable in planning terms and are directly related to the proposed development. These items are most common in

relation to trip and population generated by the development (including school places, health requirements and public transport (service) projects), and are usually linked to triggers controlling the occupation of development sites. This will largely be secondary infrastructure that is profiled subsequent to Critical Infrastructure.

• **Desirable Infrastructure:** Infrastructure that would secure the achievement of higher sustainability standards and higher quality and may contribute towards longer-term aspirations for the area. Items are those that add to the quality - either in terms of functionality or attractiveness as a place to live. These items are desirable but unlikely to prevent development in the short to medium term

Each infrastructure sector, sub sector and individual projects has been evaluated against these categories. With the use of a simple traffic light system, the position statements identify any gaps or disconnects between the current position of the site promoter and service providers (e.g. education) that are deemed critical to delivery. A traffic light system is used as a simple way to highlight any disconnects between the current position of the site promoter and service providers and focus the reader's attention to key delivery issues as follows:

- **red** indicates a significant disconnect or difference of opinion between what service providers expect and what site promoters are currently proposing.
- amber indicates a lack of information from service providers or site
 promoters, and/or ongoing discussions between parties to reach agreement.
 Where this is deemed a potential risk to delivery, this is highlighted within this
 position statement.
- **green** indicates a fully funded package of deliverable solutions is agreed between service providers and promoters for at least the first 5 years of completions if the infrastructure is deemed critical or a jointly developed strategy is emerging if the infrastructure is essential or desirable.

4.2 Housing Trajectory

The latest housing trajectory prepared by the Council in Appendix 2 of the Housing Statement (REX/B01) identifies that Sharpness Docks North development will begin to deliver housing from 2018/19 with completion expected by 2028/29. Progress to date indicates that this is reasonable. A planning application will be submitted in Q2 of 2016.

Gross Site Capacity	2015-2020	2021-2026	2027-2031
300	80 dwellings	116 dwellings	104 dwellings

4.3 Transport

Transport	Risk to SA Delivery
Critical Infrastructure – Immediate Site Access Arrangements	

Specified Projects

 Segregated access, including re-opening access from Oldminster Road and reinstating the bridge crossing.

Policy SA5 identifies that expansion land to the dock would be accessed from the internal dock roads and the low level bridge Policy SA5 identifies that vehicular access should be from Oldminster Road with links under the former railway bridge into the north east and via the high level bridge to the north west, including safe access and egress during flood events. Traffic calming measures within the development and locality, as approved by the Highways Authority. Cost of works is specified as an abnormal site development cost in the 2016 Plan Viability Update. No financial contribution is specified for the purposes of this exercise.

Critical Infrastructure - Strategic Highway Network Improvements

In terms of off-site highway works, the Strategic Economic Plan (SEP) has secured transport funds from Government for transport improvements on the A38/B4066 to improve access to Berkeley and Sharpness (the Berkeley Bridges scheme).

In addition the 2015 Atkins technical note provides an assessment of the impact of the proposed development site on the Local Highway Network. Junctions identified within the Stroud Local Plan Capacity Assessment having demand exceeding capacity as a result of the Local Plan development and requiring mitigation are outlined below:

- Junction 1: A38/A430 and A430/Goodridge Avenue
- Junction B: A419 / A46 Dudbridge Road Roundabout
- Junction D: A419 London Road / Dr Newton's Way
- Junction F: A38 / B4066 Berkeley Road (East) will require mitigation measures to improve capacity assuming Local Plan development traffic.
- Junction G: A38 / B4066 (West) will require mitigation measures to improve capacity assuming Local Plan development traffic.
- Junction H1: A4135 / B4060 Woodfield Road Roundabout Junction H2: A4135 / B4066 Dursley Road Roundabout
- Junction M: M5 Junction 14 / B4509
- Junction N: Caincross Roundabout
- Junction R: A46 Bath Road / Dudbridge Hill

Overall the assessed impacts of the 300 Sharpness dwellings on these junctions represents 43% of the total for impact on the junctions. The total mitigation contribution has been assessed as £2,112,302. Trigger payments related to completions – 27% by 2020, 39% by 2026 and 44% by 2028.

There is uncertainty at the moment as to whether contributions should be made to Junction 14 on the M5. Highways England are unclear as to whether there is an impact from the Sharpness development. More modelling work is required by the developers to demonstrate that that this mitigation is not required through the Transport Assessment to be prepared.

Essential Infrastructure: Public Transport

Specified Projects

- Improved bus services connecting with Berkeley and Dursley
- Additional bus stops and shelters and enhancements to existing stops and shelters.

Bus

No costs are currently available for new bus routes or enhancements to existing services. The IDP and Policy SPA5 identify strategic bus routes would connect the development with Dursley, Berkeley and Thornbury (South Gloucestershire). Improvements to bus frequencies, quality (e.g. improvements to bus shelters and provision of Real Time Passenger Information) and contributions to bus subsidies may be sought in relation to new development. There are questions over the viability of funding increased bus frequencies for bus routes to serve development at Sharpness given the scale of the development. For the purposes of the Plan Viability Update we assume no contribution to new buses or services. Contribution only to provision of new stops on existing service routes to serve the new development of £20,000. Trigger payment 100% by 2020.

Rail

The IDP identifies a freight-only rail link connecting Sharpness Dock with the Bristol to Gloucester mainline, which is currently utilised on an infrequent basis. The nearest passenger station is a significant distance away at Cam & Dursley, so the new development would not be well connected by rail. GCC have aspirations to seek to secure contributions for potential station upgrades at Cam, Stonehouse and Stroud, however no contribution has been specified at this stage as further work on the County Rail Strategy is required.

Essential Infrastructure: Walking & Cycling

The IDP and Policy SPA5 identify a requirement for the development to provide a safe pavement from the site linking with the existing pavement on Oldminster Road.

Walking and cycling opportunities are provided as part of the masterplan. No offsite (outside of the redline boundary) tie in costs have been raised by GCC. No offsite contribution has been specified.

4.4 Flood, Water & Waste Water

Flood, Water & Waste Water	Risk to SA Delivery
Essential Infrastructure: Strategic Flood Defence (Offsite)	

No strategic flood defences are required are required to enable the development

Critical Infrastructure: Flood Defence (Onsite)

The site is located in Flood Zones 1, 2 & 3 with around 62% of the site in Flood Zone 1. Flood Zones 2-3 are mainly confined to the Old Basin Arm area within the northern part of the site, a small area to the south of the tidal basin and along the western boundary of the site. The SFRA2 concludes that the regeneration benefits of the site outweigh the flood risk. Policy SA5 seeks to reduce the risk of flooding by requiring more vulnerable development within Flood Zone 1, ensuring development has safe access and egress in time of flooding and incorporating space to reduce flood risk. No specific projects identified to date, ahead of Site Specific Flood Risk Assessment. No contributions are identified at this stage.

Critical Infrastructure: Potable Water Supply

No constraints considered in terms of water supply to the site.

Critical Infrastructure: Waste Water

Sewerage network at Sharpness has limited capacity and a range of capacity improvements to the public sewer system will be necessary to accommodate development of the scale proposed. Wessex Water have identified that the foul water disposal capacity constraints at the local pumping station can be overcome by pumping directly to the downstream local pumping station which has a much greater capacity to deal with the proposed flows. Wessex Water would need to work with the developer and agree a sustainable drainage strategy with cost estimates. Policy SA5 identified improvement requirements beyond 2020. The package of works will be considered as part of Wessex Water's AMP 7 Programme 2020-2025. This upgrade has been assumed as a normal site development cost in the 2016 Plan Viability Update.

4.5 Education

Education	Risk to SA
	Delivery

Essential Infrastructure: Early Years & Childcare

Policy SA5 sets out that development should make contributions towards education provision, the IDP identifies the early years demand from the development to be for 33 places with an associated cost of £414,577. Discussions with GCC identified the possibility for a reduced financial contribution depending on offsite solution identified.

Early years requirements could be delivered either through on site nursery provision as part of the existing Newtown Primary School or enhancement of existing provision of community space in the surrounding area.

For the purposes of the 2016 Plan Viability Update a full contribution of £414,577 is allowed. The timeframe for housing growth is considered to be modest with the first five years with a start on-site assumed as 2017-2018. Trigger payments related to completions -27% by 2020, 39% by 2026 and 44% by 2028.

Essential Infrastructure: Primary Education

Specified Projects

• Refurbishment and upgrading of Newtown Primary

The IDP identifies the primary education demand from the development to be for 72 places with an associated cost of £900,875. Discussions with GCC identified the possibility of reduced financial contribution as spare capacity has been identified in Newtown Primary allowing for 5% headroom for parental choice. Funds may be sought for refurbishment and upgrading of Newtown Primary. GCC identified that Berkley Vale will not be a growth hotspot for the plan period. For the purposes of the 2016 Plan Viability Update a full contribution of £900,875 is allowed. Trigger payments related to completions – 27% by 2020, 39% by 2026 and 44% by 2028.

Essential Infrastructure: Secondary Education

The IDP identifies the secondary education demand to be for 45 places with an associated cost of £862,391. A specific project has not been identified however financial contributions would be made to existing secondary provision in Berkeley Vale.

For the purposes of the 2016 Plan Viability Update a full contribution of £862,391 is allowed. Trigger payments related to completions – 27% by 2020, 39% by 2026 and 44% by 2028.

Essential Infrastructure: Further Education

For Further Education 13 places at the cost of £251,895 was identified within the IDP however no requirement has been identified through discussion sessions with infrastructure providers and the developer. A financial contribution of £251,895 towards further education has been allowed for in the Plan Viability Update. Trigger payments related to completions -27% by 2020, 39% by 2026 and 44% by 2028.

4.6 Healthcare

Essential Infrastructure: Primary Healthcare

Specified Projects

• Extension to the Marybrook Medical Centre, Berkeley.

Discussions with the CCG identified that offsite financial contributions would be sought to upgrade one of the existing surgeries in the Berkeley Vale. The IDP identifies contributions of £109,000 for GP's and £59,514 for dental healthcare. The Marybrook Medical Centre in Berkeley would be able to expand to accommodate demand from Sharpness. This would entail investment in the expansion of premises at the existing site, together with associated facilities such as parking. At the time of writing the CCG has not had direct engagement with the developer. A contribution of £168,514 has been used for primary healthcare in the 2016 Plan Viability Update. The payment is anticipated as a S106 contribution of the total £168,514 by 2020.

Essential Infrastructure: Secondary Healthcare

The IDP indicates that Strategic Allocations should be considered for potential contributions towards secondary healthcare facilities through off-site contributions toward the provision of additional bed-spaces. Sharpness is theoretically assessed to generate the need for the equivalent of 1.75 hospital beds (acute, maternity and mental) at a maximum contribution of 148k or £330 per unit. No agreement to a contribution has been identified through discussion sessions with the site promoter and service providers. A contribution of £148k has been used in the 2016 Plan Viability Update. Trigger payment of 100% by 2020.

4.7 Community & Culture

Community & Culture Risk to SA Delivery

Desirable Infrastructure: Libraries

Using the standards in the IDP a contribution of £70,845 for libraries is projected. No offsite project or location for the contribution has been identified. Further negotiations will be undertaken between the developer and GCC. A contribution of £70,845 has been used in the 2016 Plan Viability Update. Trigger payment of 100% by 2020

Desirable Infrastructure: Community Space

Based on the IDP the contributions for community space would be £158,186. No offsite project or location has been identified. No agreement to a contribution has been identified through discussion sessions with the site promoter and service providers. Trigger payment of 100% by 2020 A contribution of £158,186 has been used in the 2016 Plan Viability Update.

4.8 Sports & Outdoor Recreation (Pitches & Play Space), Informal & Natural Open Space

Open Space, Sport and Recreation Risk to SA Delivery

Essential Infrastructure: Open Space.

Adequate provision is made for open space as part of the planning application. The emerging concepts for the site publicised by the Canal and River Trust indicate that there proposals will provide extensive onsite open space provision including landscaped open spaces with associated art and a network of footpaths and cycleways across the site. SA5 is to be designed to incorporate outdoor spaces that would act as a tourist attraction. An opportunity for a community orchard and allotments has also been identified.

The IDP identifies demand for provision of informal open space with an estimated capital cost of £15,287 in addition to costs of £392,400 for natural open space and £202,331 for play space. Discussions with the Gloucestershire Wildlife Trust considered that subject to the detailed design the scheme provides adequate on site provision and no financial contribution to strategic open space offsite would be sought. No open space contribution has been included within the 2016 Plan Viability Update. It is assumed that these costs are allowed for within the normal site development costs for the site.

Desirable Infrastructure: Sport & Recreation Facilities

The IDP identifies demand for playing pitch provision with an estimated capital cost of £191,295 in addition to £170,769 for swimming and £307,816 for indoor sports provision. Adequate provision is considered for playing pitch provision within the masterplan. The emerging concepts for the site identify potential for a new community football pitch or support to the existing football pitch at Newtown.

For swimming no new build is proposed as part of emerging plans. No provision is made within the masterplan for indoor sports provision. SDC officers do not regard Berkeley Vale as a priority for indoor sports provision. No playing pitch or indoor sports contributions are included within the 2016 Plan Viability Update. A contribution towards swimming has been included. Trigger payment toward the end of the completions 2027 and beyond.

4.9 Energy

Energy	Risk to SA Delivery
Critical Infrastructure: Electricity Generation	

The primary substation (Berkeley) adjacent to the proposed residential and employment development at Sharpness and the Severn Distribution Park is nearing full capacity. Should all proposed development come forward then the schemes may necessitate installation of a new 33kV circuit back to Ryeford BSP some 15km away. No contribution has been included within the 2016 Plan Viability Update. It is assumed that these costs are allowed for within the normal site development costs for the site.

4.10 Emergency Services

Emergency Services Risk to SA Delivery

Desirable Infrastructure: Police Service

Gloucestershire Constabulary has indicated that it will require a financial contribution to cover costs associated with additional pressure on existing police services.

The indicated contribution has developed using constabulary formulas and agreed baseline growth figures from the IDP against incident levels data. A rate of £235 per dwelling has been suggested by the constabulary for each of the Strategic Allocations in Stroud. For Sharpness this would generate a contribution of £70,500. It is believed that no allowance is currently being made by the developer and that it is likely to be resisted on viability grounds.

A contribution of £70,500 has been used in the 2016 Plan Viability Update. The assumed trigger payment is 100% by 2026.

Desirable Infrastructure: Fire Service

The Fire Service identified limited requirements during consultation for the wider Stroud District IDP. No requirements anticipated.

Desirable Infrastructure: Ambulance Service

The Ambulance Service identified limited requirements during consultation for the wider Stroud District IDP. No requirements anticipated.