

## 5.7 Infrastructure, Transport and Pedestrian Access

**5.7.1** The initial consultations highlighted infrastructure as a key theme but what also emerged was a need to study infrastructure in more detail. This was achieved through an Access Survey (Appendix E) which was designed so that the modes of transport and abilities of respondents were not distinguished unless wished and instead the focus was on determining what was and was not easy to reach. As well as traditional infrastructure needs such as drainage and traffic, this enabled a better picture to emerge of current access to housing, education, dentistry, health and social care, the transport system, 'the high street', community facilities, art and culture, sports, leisure, safe places to cross the road, well-being and worship, rests, notice boards and key high street services such as the post office, banks and pharmacy.

### Community Consultation

The extensive community consultation and engagement activity has provided a range of suggestions for improving infrastructure, transport and pedestrian access which have led to the policies following:

Some topics are referred to under other chapters of the Plan. Otherwise, all the consultations together highlighted that respondents raised the following:

- Traffic congestion, and heavy traffic on the main gateways and the impact on road surfaces in Coleford were noted at a number of locations, e.g. Old Station Way. Particular

pinchpoints were at Bank St; Lords Hill; Gloucester Rd by the pavement extension; Newland Street

- Risk of accident, e.g. Mile End, and Coalway. Improve junctions

- There are not enough safe places for pedestrians to cross at key locations e.g. Bank St; Old Station Way. Enforce speed limits on gateways

- Need for free parking and reduce signage clutter for the car parks: will encourage visitors to use town facilities

- Consider setting back construction line to improve parking provision

- Pavement widths and surfaces are poor in places e.g. High Nash - Tufthorn; e.g. no footpath High Nash traffic lights along Arthur Cooper Way to Lambsquay where Perrygrove and Puzzlewood located

- There are opportunities to reconfigure the Clock Tower area; e.g. include taxi rank

- There are opportunities to improve pedestrian flow in the town centre

- Public transport is limited in bus routes, times, bus stop locations and facilities at bus stops such as benches, up to date information and shelters. There are also no secure places for mobility scooters to park so that the occupants that can alight and join the public transport system or use shops and services without their scooters

- There are opportunities to create new cycle trails, including from Berry Hill

- There are opportunities for more benches, resting perches and notice boards

- Given the flood risk, there is insufficient surface drainage and sewer capacity. The following places were noted: Lord's Hill; Bank St to Whitecliff; Staunton Rd; Gloucester Rd by the road narrowing; Poolway Place; Alms houses; The Gorse

- Water quality, including groundwater was noted

- People feel a significant number of homes are built without sufficient associated

infrastructure

- Broadband and mobile phone reception is poor in some areas

- Dental, GP, pharmacy and banking services could be improved, particularly their services and locations, reducing the need to travel to them

- Education for primary, secondary, adult and special needs could improve in their services and some, their locations

In the policies consultation 2016, Policy CTIA1 Transport and Movement gained 75% support; CTIA2 Through routes and Gateways gained 79% support. Further policies were added following comments from respondents.

*(Please read the above in conjunction with: Figs 2 and 14; the Access Survey Appendix E)*

**5.7.2** Traffic congestion and waiting time is clearly an important concern in Coleford, especially at the Market Place/Gloucester Rd traffic lights where the three gateways meet, where the Conservation Area is looking shabby by the Kings Head, and where HGVs including quarry lorries and articulated lorries from major employers in the town have to pass through. This is also by the

recently started Tourist Information Office, and adjacent to the Market Place focus for shopping, visitors, and events. Traffic surveys (Appendix J) and air quality readings were carried out to assess the situation.

**5.7.3** Volumes of exhaust gases from HGVs already exceed nationally accepted limits in Lydney and Chepstow and are very close to the limit in Coleford at the Gloucester Rd traffic lights. Increased numbers of lorry movements which could arise from granting of outstanding planning applications for quarry extension, and changes in the Minerals Plan will significantly add to the pollution at Bank St and the Market Place/Gloucester Road traffic lights which are focal to the town and in the Conservation Area. It will also increase air pollution at the Tufthorn Avenue/High Nash lights.

Policy CITPA1 sets out the Plan's approach to traffic and movement issues. It offers the opportunity for mitigation measures where appropriate. The following measures in particular should be addressed where necessary as part of any mitigation measures:

**Table 11 Summary traffic figures on two days in February 2016**

	Total traffic	Av per hour	LGVs	OGVs	Buses
Thurs 02/10/2016 07.00-19.00	11620	1043	778	1279	118
Sat 20/02/16 07.00-14.00	6179	912	380	140	27

If this is compared to figures produced on a Monday in 2010 relating to a retail store application, the total number of vehicles is not so radically different, but the number of OGVs is twice as much again.

- Improvement of the road, cycle, footpath networks to create more pleasant and safe areas for all highway users (e.g. vehicles, mobility scooters, pedestrians and cyclists) whilst at the same time improving the safe flow of traffic, and helping to reduce vehicle emissions
- New infrastructure and links that improve access including by public transport to the site
- Publication and encouragement of greater use of public transport eg through travel plans
- At Market Place and Gloucester Rd traffic lights, use a traffic management scheme to identify and evaluate options for pedestrian and easier traffic movement, and enable

implementation of the preferred option (see also 7.7)

- Improved parking, including on approach roads to reduce congestion e.g. at traffic lights Gloucester Rd/Market Place

**5.7.4** The NDP cannot influence service provision other than in making policy to provide and protect the built environment so as to assist provision. Therefore much of the data gathered has been distributed to service providers. However, town councillors are able to use the information to encourage provision of better services and data can be used for forward and business planning.

**5.7.5** A singular reference to mobility scooter parking is included because a) the user was from a protected group of the Equality Act and b) because 'the purple pound' (the spending from the disadvantaged populations) represents a UK collective spending power estimated at £249 billion <http://www.independentliving.co.uk/industry-news/championing-the-purple-pound/>. Coleford cannot afford to disregard this income potential given both its higher than average number of older adults and health restricted population.

Further, the Core Strategy Settlement Policies describes a transport and access priority for Coleford as:

*'Provide better road, pedestrian and cycle access both to, and within, Coleford. Make improvements to public transport where they can be made.'*

**5.7.6** The Core Strategy acknowledges that development should provide the 'necessary infrastructure to support the services it needs' (para. 4.17). It also accepts that proposals that would lead to 'unreasonable' demands for infrastructure will not be acceptable (para. 5.8). These objectives are then incorporated in to policy CSP4: *'All proposals, whether at settlements or not, should be resource efficient and make the best use of available infrastructure. Where their needs cannot be met, additional infrastructure provision arising from the needs of the development will be sought by way of developer contributions. This includes social and community infrastructure, such as library or health provision, or facilities for emergency services; green infrastructure such as recreation space, protected landscapes and natural areas; and physical infrastructure which includes roads, sewers etc.'*

**5.7.7** As Coleford has grown over recent years, so there has been evidence of strain in terms of health services and facilities. The district mental health centre has moved to Cinderford leaving site 2 for sale and empty. Coleford Family Doctors (formerly Coleford Health Centre) temporarily closed their list to new patients just as the Thurstan's Rise development of 156 new houses became occupied in 2015. The distances to higher level facilities like Gloucester and Cheltenham hospitals are 20 and 25 miles away respectively, without easy transport routes. There is a full review underway of Forest health and care provision and needs by Gloucestershire CCG and Gloucestershire Care Services: Sustainability and Transformation Plan<sup>31</sup>.

**5.7.8** Coleford is a key priority in the CCG's 'sustainability and transformation plan'. It is anticipated that GP primary care will be improved in the next 5 years, looking to improved and expanded services. The need for expansion of Coleford Family Doctors has been noted. This larger/replacement primary care facility could include additional provision e.g. minor operations. Its preferred location is to be in the town centre. An area of approx. 700–1,000sqm would be required. However, the Review is also considering the provision of a new hospital for the Forest as a whole, and should a site in/near Coleford be selected, then the primary care provision could be as part of a larger hospital development (site size is not yet defined as depends on facilities included, could be up to 2 ha). As at 2017 the Review has not made decisions as to the Hospital provision.

**5.7.9** There are 3 primary schools within Coleford NDP area (Coleford St John's; Coalway Infants and Coalway Juniors). In addition, children attend local nurseries and both primary and secondary schools inside

58 *Figure 20 Extract from Newland Parish Council response to the minerals plan (Appendix K)*

NITROGEN DIOXIDE IN DIFFUSION TUBES BY U.V.SPECTROPHOTOMETRY							
REPORT NUMBER	K02499R						
BOOKING IN REFERENCE	K02499						
DESPATCH NOTE	28279						
CUSTOMER	Richard Crighton Attn: Richard Crighton Newland Parish Council						
DATE SAMPLES RECEIVED	20/04/2016						
Location	Sample Number	Exposure Data				TOTAL µg NO <sub>2</sub>	
		Date On	Date Off	Time (hr.)	µg/m <sup>3</sup>	ppb	
Traffic Lights at Tourist Information	687931	08/03/2016	08/04/2016	744.00	34.41	17.96	1.86
Traffic Lights Kings Head	687932	08/03/2016	08/04/2016	744.00	29.31	15.30	1.59
Opposite Beales Garage	687933	08/03/2016	08/04/2016	744.00	26.88	14.03	1.45
Shophouse	687934	08/03/2016	08/04/2016	743.83	16.40	8.56	0.89
Rose Cottage	687935	08/03/2016	08/04/2016	743.83	22.89	11.94	1.24
Trowgreen	687936	08/03/2016	08/04/2016	743.42	18.59	9.70	1.00
St. Briavels School	687937	08/03/2016	08/04/2016	743.33	12.79	6.68	0.69
N/A	687938	08/03/2016	08/04/2016	743.00	35.36	18.46	1.91
Laboratory Blank				744.00	0.02	0.01	0.001

<sup>31</sup> [www.gloucestershireccg.nhs.uk/last-chance-for-public-to-give-their-views-on-five-year-health-and-care-plans/](http://www.gloucestershireccg.nhs.uk/last-chance-for-public-to-give-their-views-on-five-year-health-and-care-plans/)

and outside the NDP area. See Table 13.

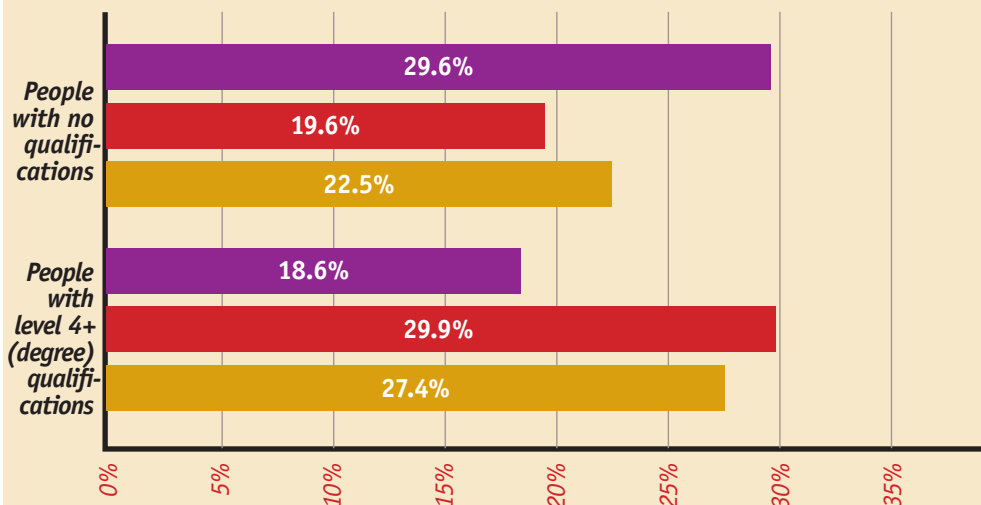
**5.7.10** Although the main secondary school for Coleford is situated outside the Coleford NDP area (in West Dean/BHCEE NDP area) the provision for students up to 16 is of great importance to Coleford.

Lakers School was put into Special Measures following inspection in December 2015, but at July 16 Ofsted noted some actions had been implemented to take it out of those Measures. As from Sept 2017 Lakers has changed into Five Acres High School and is now an Academy. Furthermore, the

**Table 12**  
Education: numbers on roll 2016

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	Establishment	Parish	Type	Capacity	Number on roll Jan 2016	Number attending from Coleford Parish Jan 2016
Lakers	West Dean	Secondary	870	605	307	
Berry Hill	West Dean	Primary	210	161	46	
Coalway Infant	Coleford	Primary	180	182	163	
Coalway Junior	Coleford	Primary	240	238	205	
St. John's Primary	Coleford	Primary	225	202	173	
Ellwood Primary	West Dean	Primary	140	139	61	
Clearwell Primary	Newland	Primary	70	45	9	
Parkend Primary	West Dean	Primary	70	62	5	
Heart of the Forest	West Dean	Special	100	101	16	
NURSERY/CHILD CARE						
Greenwood Nursery	Coleford	Nursery	36	not available	not available	
The Opportunity Centre (Family Tree)	Coleford	Nursery	35	not available	not available	
Ellwood Nursery School	Coleford	Nursery	24	not available	not available	
The Rose Day Nursery	Coleford	Nursery	34	not available	not available	
Parkend Nursery	West Dean	Nursery	12	not available	not available	
Little Stars Nursery	West Dean	Nursery	41	not available	not available	
Family Tree Leaves Nursery Centre Coleford St John's	Coleford	Nursery	22	not available	not available	
Coalway Early Years	Coleford	Nursery	45	not available	not available	
Berry Hill Under 5s	West Dean	Nursery	35	not available	not available	

Figure 21 Education and skills Coleford Gloucestershire England



### People with no qualifications

29.6% of people aged 16+  
(22.5% England)

2,035

### People with highest qualification: Level 1

15.2% of people aged 16+  
(13.3% England)

1,045

### People with highest qualification: Level 2

15.8% of people aged 16+  
(15.2% England)

1,090

### People with highest qualification: Level 3

12.3% of people aged 16+  
(12.4% England)

845

### People with highest qualification: Level 4 (degree level qualifications)

18.6% of people aged 16+  
(27.4% England)

1,280

'Level 1' qualifications are equivalent to a single O-level, GCSE or NVQ. 'Level 2' qualifications are equivalent to five O-levels or GCSEs. 'Level 3' qualifications are equivalent to two A levels. 'Level 4' qualifications are equivalent to degree level or higher.



Gloscol Five Acres site, which provides for students aged 14 and over, is next door to the school, and is scheduled to relocate to Cinderford in 2018. It is likely that the provision of A Levels will discontinue there, despite having a new building.

Thus the whole Five Acres site is a major site for potential development within BHCEE NDP, and Coleford NDP has made comment emphasising the needs of Coleford students, and their ease of access to continue education and gain higher skills. From the statistics in 5.2.3 and Fig 21 the need for improved access to quality local provision of skills and training is clear. This is very difficult to influence when the secondary and tertiary provision is outside the NDP area, but is still just as necessary. Quality education up to 18 in appropriate and local premises for a catchment of 11,000+ is a vital need for residents and local employers.

**5.7.11** The need for infrastructure and improved access within the environment should be upgraded with all new development. This is also true as tourism and heritage are key to Coleford's future. Policies are framed to achieve this, whilst maintaining and promoting the character and setting of Coleford as a historic market town.

**5.7.12** New homes and developments will bring additional demands on services and infrastructure such as healthcare and education, community facilities, utility and public realm infrastructure. To mitigate these demands and to keep in line with growth, cumulative funding or full funding of such projects will be sought via developer contributions. This is to achieve the vision of Coleford and its settlements retaining their character, but drawing in the quality investment for Coleford to thrive.

## Developer Contribution List for Infrastructure

**The requirements following will be achieved through engagement with all parties at an early planning stage: Coleford Town Council, FoDDC planners and developers. Opportunities will be taken up through S38, S106, Community Infrastructure Levy (CIL), Gloucestershire CC Local Transport Plan and Forest of Dean Infrastructure Delivery Plan<sup>32</sup>. The list is not in order of priority as it will vary with specific developments and during the Plan period.**

- Improve parking for all, including quality parking for new developments, creative use of space and secure parking for mobility scooters, mopeds and prams in the town centre
- Improve on-street parking creating 'avenues' whereby laybys are made into, but retaining, green verges and banks and which include sustainable urban drainage schemes, such as tree planting between parking bays. The aim is to make the provision dual purpose and would give due regard to disabled users
- Improve transport settings, shelters, notice boards or digital displays and places to rest (perches and benches)
- Following the traffic management scheme at Market Place and Gloucester Road traffic lights, as described in CITPA1, introduce measures to improve the safe flow of traffic and reduce vehicle congestion and emissions
- Introduce traffic flow and calming measures for Tufthorn Avenue, including considered projects such as bypass roads
- Create safe places to cross roads at Mile End, Staunton Road/Bank Street, Broadwell and to consider Coalway and Old Station Way/ Main Place

- Improve physical environment, transport infrastructure and signage for Community Facilities and Tourism
- Improve infrastructure for Education, Health, Dental and associated services
- Improve Town Centre frontages and appearance of Gateway buildings
- Provide quality public realms for all and public art

- Create and enhance Public Rights of Way, cycling and pedestrian routes
- Support the appropriate authorities to maintain highways, hedges and pathways
- Improve water management and infrastructure to decrease flood risk
- Improve broadband

**In all cases, development to be in keeping with the character and setting of the area.**



Traffic congestion at Market Place Traffic Lights, in Bank Street



## Policy CITPA1 Transport and Movement

Subject to other development plan policies development proposals will be supported where they can be satisfactorily incorporated within the existing highway network or where appropriate mitigation works can be undertaken.

## Policy CITPA2 Through Routes and Gateways

Development proposals which would have adverse impacts on through routes or gateways as shown on Map 3 will only be supported where they:

- Incorporate appropriate design of new building sympathetic to the streetscape and local character as defined in the character assessment for the area (Appendix A)
- Enhance landmark buildings/views of landmark buildings (see Map 13)
- Use a mix of appropriate low maintenance, hard and natural landscaping
- Improve safety, ease of access and environment for pedestrians and cyclists
- Review use of signage and street furniture to reduce clutter and, where possible, help reinforce the identity and distinctiveness of the area
- Incorporate public art

Opportunities for developer contributions (see list with 5.7.12) could be used

**5.7.13** Regulation 14 representations show concern about the capacity and provision of health infrastructure to adequately meet the needs of Coleford population. Gloucestershire Clinical Commissioning Group (Glos CCG) which has now taken responsibility from the NHS: *'has produced a primary care strategy that supports the vision for a safe, sustainable and high quality primary care service, provided in modern premises that are fit for purpose. Our ambition is to support patients to stay well for longer, connect people to sources of community support and ensure people receive joined-up out of hospital care.'*

*'As part of the strategy, a more detailed five-year prioritised Primary Care Infrastructure Plan (PCIP), was completed and approved by the CCG Governing Body in March 2016. This is available on the CCG website. Looking forward to Gloucestershire 2031, the PCIP sets out where investment is expected to be made in either new, or extended buildings over the next five years.'*

*'The redevelopment/replacement of Coleford Health Centre was identified as a key priority. In April 2015 around 7,100 patients were registered with the practice at Coleford Health Centre and the building is already too small for this many patients. It is anticipated this will increase to around 8,000 over the next 15 years. We estimate we need almost double the existing space over the next few years to provide primary care services. We are keen to identify potential site options for how we meet this requirement, taking into account, the Practice requirements, this neighbourhood plan, as well as other wider plans, such as the Forest of Dean community services review, which recently set out a case for change around health facilities across the Forest of Dean.'*

**5.7.14** Consultations for a new Community Hospital in the Forest of Dean close December 17, and consultation over a primary care facility for Coleford is expected to take place in 2018 as a matter of priority and relating to criteria in policy CITPA3. Plainly the scale and nature of the facilities may alter as they are worked up in further detail. However, at this stage it is envisaged that the primary care centre would occupy around 700-1000 square metres. A District Hospital would be likely to need a site in the order of two hectares.

### Flooding

**5.7.15** In two sources a) P113: FoDDC's Allocations Submission map of Coleford town centre, and in the Environment Agency's online long term flood risk pages the area from Bank St/Lords Hill through part of St John's St, Market Place, Newland St and down Whitecliff to the edge of the Parish is shown as floodzone 3 ie high risk (Map 2). Outside this area is a larger low risk area.

**5.7.16** The infrastructure in the town centre and Conservation Area is vital for shopping, employment and traffic movement in and through the town. From Market Place to Whitecliff there are properties at risk, which have been flooded on multiple occasions. Most significantly in 2007 flooding occurred, but has happened irregularly many times, usually after intense rainfall and when the ground has become saturated. The bowl formation round Coleford means the confluence of streams and drainage into Market Place and then down toward Newland focuses the threat to watercourses. Excessive rainfall leads to saturated land which increases the threat of surface water flooding. Recent building of Thurstan's Rise has illustrated the problems of water management where the development was



## Policy CITPA3

### Local infrastructure for health and well-being

The Neighbourhood Plan supports the development of a primary care health centre and the Forest of Dean hospital in the neighbourhood area.

The development of a primary health care facility will be supported where it meets the following locational and practical criteria:

- Accessible: for patient & staff car parking, public transport and appropriate disability access
- Town centre location
- Flexible to address increased population growth in this Plan as well as any further projection from relevant NHS authorities

In the event that the Forest of Dean Hospital is chosen to be located in the neighbourhood area such a proposal will be supported subject to the following criteria:

- Accessible: for patient & staff car parking, public transport and appropriate disability access
- Within the development boundary
- With a possibility of linking the primary care centre with such potential hospital site in Coleford

Any new development will also have to be compatible with other NDP policies (NB design policies, open areas, local green spaces, key views as in Map 13, green areas protected by the NDP and on sites allocated for other purposes). Opportunities for developer contributions (see list with 5.7.12) could be sought.

## Policy CITPA4

### Flooding and increased capacity in water systems

New development proposals should be designed in a fashion that provides appropriate levels of capacity in water systems and to prevent flooding.

delayed, and the construction of a large way for the Slut's Brook watercourse has shown to fill rapidly in 2015/16 winter. The waterlogging of the recreational area there is notable. In Boxbush Rd flooding has come through from Victoria Rd/Staunton Rd in the last two years.

**5.7.17** See the Coleford and Newland Drainage Investigation Feasibility Report for Gloucestershire County Council prepared by Atkins Consultants Ltd 2009, where they say that 'poor structural and serviceability condition contributes to the flooding problems in the area, caused by incapacity in the systems'. Peak flow in Thurstan's Brook culvert is greater than the culvert's capacity. Newland St culvert has 'two main partial blockages where the obstruction causes water to back up the system and flood upstream which results in overland flow along Newland St'. Valley Brook, which leads on from Newland St culvert, 'has insufficient capacity in a number of sections'. Silt build up is mentioned very frequently in the report.

**5.7.18** In addition, the surface drainage and sewage system is in poor condition in places. Some of the network is combined sewer, which is radically affected with intense rainfall. Indeed 'local residents should be informed that the level of protection for highway flooding to resolve out of sewer flooding is for a 1-in-5-years event.

Whilst some work to improve the water management systems has been carried out, the identified works are not complete. Coleford Town Council will investigate any uncompleted works, notify FoDDC and thus Gloucestershire County Council to effect completion. Still, the lack of capacity of the drainage systems leads to overflow and flooding. It is also noted that Dwr Cymru is a key partner responsible for infrastructure capacity.

**5.7.19** Specifically, it is noted in the FoDDC policies and flood risk document<sup>33</sup> against Ellwood Rd site 'major groundwater vulnerability and source protection zone 2'. This relates to the aquifer, from where historically water has been sourced for the key employer in Coleford, now owned by Suntory who manufacture soft drinks.

Minor groundwater vulnerability is noted against Worcester Walk/ North Road (3 counts) and for Kings Meade 'Edge of site affected by SW issues.' Against Tufthorn Ave site is noted 'Edge of site adjoins watercourse which has potential SW flood issues.' Noted with ref to Poolway Farm is 'minor groundwater vulnerability see policy re watercourse.' In short, the significance of surface water flooding and effects on groundwater are noted against all the Coleford sites.

**5.7.20** The design and location of new developments, conversions and extensions should be resilient to the effects of flooding and take account of sustainable water and sewage management. This also relates to climate change.

For Coleford, the higher risk areas are

- The whole area which drains toward and through Coleford town centre (as Market Place/ St John St through Newland St to Whitecliff is categorised as flood zones 2/3 )
- For reasons of groundwater: Ellwood Rd Worcester Walk/North Road, Poolway Farm
- For adjoining watercourse reasons: Tufthorn Ave site, Kings Meade

Risk assessment must be provided to show no adverse risk of pollution to groundwater or controlled waters including potable supplies, surface watercourses, ponds etc. In general terms all new developments other than minor domestic or commercial extensions

<sup>33</sup> [www.fdean.gov.uk/media/4094/policies-and-flood-risk-december-2016.pdf](http://www.fdean.gov.uk/media/4094/policies-and-flood-risk-december-2016.pdf)



**Gateway 5, High Nash** shows off the Conservation Area

will be expected to be accompanied by a Flood Risk Assessment to national and local specifications.

**5.7.21** At application to FoDDC Planning department any development must provide evidence of:

- a sequential, risk-based approach to the location of the development, in order to avoid possible flood risk to people and property as well as setting out measures to manage any residual future risk
- mitigation and adaption to climate change and alleviation of increased vulnerability to the range of impacts arising from climate change
- proportionate and appropriate pollution control measures to prevent adverse impacts on the water environment

Full details of the following must be provided at the beginning of the application process: Sustainable Urban Drainage Systems (SUDS) as the first method of surface water disposal (including permeable surfaces for parking places/drives) proposed drainage schemes for both surface and foul water (including details of their routing, design, and subsequent management and maintenance). No building shall be occupied until the drainage and sewage schemes have been implemented in accordance with the approved details.

Proposed actions for the Town Council, partnerships and other interested parties (See projects section 7.7). Note improvements to:

- As a matter of priority: create a responsive town council/GCC/Highway/LPA committee to define a smooth procedure that



**Gateway 2, Gloucester Road**, where the Kings Head and Conservation Area shows improvement is needed

achieves the developer contribution process described above

- Monitor air quality
- Access to cycle and pedestrian trails with appropriate signage of these routes
- Review bus stop facilities and car parking
- Support the extension of railways within the area

(See Appendix A for all gateways in character assessment and Appendix G for valued heritage assets)