

2 December 2016

ENVIRONMENT COMMITTEE

A meeting of the Environment Committee will be held on **THURSDAY 15 DECEMBER 2016** in the Council Chamber, Ebley Mill, Ebley Wharf, Stroud at **7.00 pm.**



David Hagg
Chief Executive

Please Note: This meeting will be filmed for live or subsequent broadcast via the Council's internet site (www.stroud.gov.uk). By entering the Council Chamber you are consenting to being filmed. The whole of the meeting will be filmed except where there are confidential or exempt items, which may need to be considered in the absence of the press and public.

A G E N D A

- 1 **APOLOGIES**
To receive apologies for absence.
- 2 **DECLARATIONS OF INTEREST**
To receive declarations of interest.
- 3 **MINUTES**
To approve the minutes of the meeting held on 15 September 2016.
- 4 **PUBLIC QUESTION TIME**
The Chair of Committee will answer questions from members of the public submitted in accordance with the Council's procedures.
DEADLINE FOR RECEIPT OF QUESTIONS
Noon on MONDAY 12 DECEMBER 2016.
Questions must be submitted in writing to the Chief Executive, Democratic Services, Ebley Mill, Ebley Wharf, Stroud and sent by post or by Email: democratic.services@stroud.gov.uk

- 5 **RURAL SUDS**
To receive a verbal update on Rural SuDS.
- 6 **WORK PROGRAMME**
To consider and update the work programme.
- 7 **ENVIRONMENT COMMITTEE REVENUE ESTIMATES – REVISED 2016/17 AND ORIGINAL 2017/18**
To present the revised estimates for 2016/17 and original estimates for 2017/18.
- 8 **ECO-MANAGEMENT AND AUDIT SCHEME (EMAS)**
To consider the future of an environmental management accreditation.
- 9 **CARBON NEUTRAL UPDATE**
To receive a report on the current position regarding the Council's carbon neutral status in terms of its operational emissions.
- 10 **CONSULTATION DRAFT HERITAGE STRATEGY (DELIVERY POLICY ES10)**
Approval is sought of the Draft Heritage Strategy and supporting Issues and Options Discussion Paper for public consultation.
- 11 **KINGSWOOD NEIGHBOURHOOD PLAN: PROGRESS TO REFERENDUM**
To inform the committee of progress regarding the Kingswood Neighbourhood Plan.
- 12 **ADOPTION OF COMMUNITY INFRASTRUCTURE LEVY (CIL) CHARGING SCHEDULE**
To receive an update on progress with the CIL following the Examination in Public and to recommend adoption and implementation of the CIL Charging Schedule.
- 13 **PERFORMANCE MONITORING**
To receive an update on performance monitoring.
- 14 **MEMBERS' QUESTIONS**
See Agenda Item 4 for deadline for submission.

Members of Environment Committee

Councillor Simon Pickering (Chair)
Councillor Paul Denney (Vice-Chair)
Councillor Chris Brine
Councillor Jim Dewey
Councillor Chas Fellows
Councillor Skeena Rathor

Councillor Sue Reed
Councillor Haydn Sutton
Councillor Brian Tipper
Councillor Jessica Tomblin
Councillor Ken Tucker
Councillor Tim Williams

ENVIRONMENT COMMITTEE**15 SEPTEMBER 2016****7.00 pm – 8.20 pm****Council Chamber, Ebley Mill, Stroud****3****Minutes****Membership:**

Councillor Simon Pickering**	P	Councillor Sue Reed	P
Councillor Paul Denney *	P	Councillor Haydn Sutton	A
Councillor Chris Brine	P	Councillor Brian Tipper	A
Councillor Jim Dewey	P	Councillor Jessica Tomblin	P
Councillor Chas Fellows	A	Councillor Ken Tucker	A
Councillor Skeena Rathor	P	Councillor Tim Williams	A

** = Chair * = Vice Chair

P = Present

A = Absent

Officers in Attendance

Strategic Head (Development Services)	Accountant
Housing Renewal Manager	Principal Planning Strategy Officer
Public Space Manager	Democratic Services Officer

Other Members Present

Councillors Nigel Cooper and Steve Lydon.

EC.014**APOLOGIES**

Apologies for absence were received from Councillors Chas Fellows, Haydn Sutton, Ken Tucker and Tim Williams.

EC.015**DECLARATIONS OF INTEREST**

There were no declarations of interest.

EC.016**MINUTES****RESOLVED**

That the Minutes of the Meeting held on 16 June 2016 are approved as a correct record and signed by the Chair.

EC.017**PUBLIC QUESTION TIME**

A [question](#) regarding the Council's carbon footprint in relation to gardening and grounds maintenance was received from Mr Say and answered by the Chair.

EC.018 **WORK PROGRAMME**

The Chair confirmed that a joint Task and Finish Group with Community Services and Licensing Committee had been set up to review outside bodies.

RESOLVED **To include a report on Rural Suds on the Work Programme for the next meeting.**

EC.019 **BUDGET MONITORING REPORT 2016/17 Q1**

The Accountant presented the first budget monitoring report for 2016/17 and informed Committee of the forecast of the outturn position against the revenue budget and capital programme for 2016/17.

The Public Space Manager replied to questions regarding the waste and recycling service.

RESOLVED **To note the outturn forecast for the General Fund Revenue budget and the Capital Programme for this Committee.**

EC.020 **ULEY AND OWLPEN COMMUNITY DESIGN STATEMENT**

The Principal Planning Strategy Officer, Planning Strategy outlined the above report which set out the recommended response to community work on the Uley and Owlpen Design Statement.

RESOLVED **That the Uley and Owlpen Community Design Statement is adopted as Supplementary Planning Advice (SPA).**

EC.021 **DELIVERY POLICY ES1 CHECKLIST**

In outlining the above report the Principal Planning Strategy Officer, sought approval for the Draft Delivery Policy ES1 Checklist, as set out in Appendices A-C for the purposes of public consultation.

A Motion to add an additional paragraph to the decision box was proposed by Councillor Paul Denney and seconded by Councillor Sue Reed. "b. Authority is delegated to the Strategic Head of Development Services to make minor textural changes to the checklist after consultation with the Chair of Environment Committee". This would enable minor amendments to be made to the checklist without delay.

The Motion was unanimously agreed.

RESOLVED **a. To approve the Draft Delivery Policy ES1 Checklist as set out in Appendices A – C for the purposes of public consultation.**
b. Authority is delegated to the Strategic Head of Development Services to make minor textural changes to the checklist after consultation with the Chair of Environment Committee.

EC.022 **WARM AND WELL PARTNERSHIP UPDATE AND FUTURE PROVISION**

The Housing Renewal Manager provided an update on the current situation regarding the tendering for continuation of delivery of the county wide Warm and Well Scheme.

The Chair confirmed he would write to the Chair of the Health and Well Being Committee at Gloucestershire County Council outlining concerns regarding residents in the district who are in fuel poverty.

RESOLVED **To fund the continued provision of Home Energy Advice and Support Programmes in the district by**

- a. confirming the £20,000 previously set aside in the Carbon Management Plan Update Report, and
- b. including (as part of the Environment Committee budget for 2017/18 to be recommended to Strategy and Resources Committee as a budget proposal) from the returning £65,000 Target 2050 Loan Guarantee fund £20,000 be set aside for 2018/19 and £20,000 be set aside for 2019/20.

EC.023 **ENVIRONMENT STRATEGY 2007-2026**

The Chair provided members with a verbal update on the Environment Strategy. A cross party Task and Finish Group would be set up with one member from each political group. Councillor Paul Denney offered to Chair the group and outlined the aims, objectives and time frame involved. Councillor Tomblin expressed an interest in the group.

RESOLVED **To set up a Task and Finish Group to review the Environment Strategy.**

EC.024 **PERFORMANCE MONITORING**

Councillor Sue Reed updated members following the recent meeting with the Head of Development Services. A copy of a note of the meeting was circulated at the meeting. Councillor Haydn Sutton would provide the next update.

EC.025 **MEMBERS' QUESTIONS**

There were none.

The meeting ended at 8.20 pm.

Chair

2016/17 Work Programme for Environment Committee

Date of meeting	Matter to be considered (ie insert report/project title)	Notes (eg lead member and officer)
16.02.16	i. Work Plan 2016/17	Leads: Chair and Strategic Head (Development Services)
	ii. Budget Monitoring 2016/17	Lead: Accountancy Manager
	iii. Draft Green Infrastructure Strategic Framework SPD	Lead: Strategic Head (Development Services)
	iv. Draft Sustainable Construction Checklist	Lead: Principal Planning Strategy Officer
	v. Planning Obligations SPD	Lead: Planning Strategy Manager
	vi. Performance Monitoring	Leads:Councillors Reed and Sutton
06.04.16	i. Work Plan 2016/17	Leads: Chair and Strategic Head (Development Services)
	ii. Local Plan Review: Issues Consultation	Lead: Planning Strategy Manager
	iii. Performance Monitoring	Leads:Councillors Reed and Sutton

Report Title	ENVIRONMENT COMMITTEE REVENUE ESTIMATES – REVISED 2016/17 AND ORIGINAL 2017/18
Purpose of Report	To present to the committee the revised estimates for 2016/17 and original estimates for 2017/18
Decision(s)	The Committee RECOMMENDS to Strategy and Resources Committee: a) the estimates set out in the report be approved b) Budget proposals as set out in paragraph 12 of the report be considered.
Consultation and Feedback	Consultation has been undertaken with residents and businesses. Feedback on the outcome of the consultation will be provided to Strategy and Resources committee at the meeting
Financial Implications & Risk Assessment	The estimates have been incorporated into the Council's Medium Term Financial Plan (MTFP) which is being presented to Strategy and Resources committee in January 2017. David Stanley, Accountancy Manager Tel: 01453 754100 Email: david.stanley@stroud.gov.uk
Legal Implications	This report sets out the revised 2016/17 budget and the estimates for the budget required in 2017/18 necessary to meet the council's statutory duty to establish the council tax requirement for 2017/18. There no other direct legal implications to report. Karen Trickey, Legal Services Manager & Monitoring Officer Tel:01453 754369 Email: karen.trickey@stroud.gov.uk
Report Author	Adele Rudkin, Accountant Tel: 01453 754109 Email: adele.rudkin@stroud.gov.uk
Options	The Administration will be considering its budget options at the Strategy & Resources Committee meeting on 26 January 2017. Council will consider the overall budget position for 2017/18 on 09 February 2017.

Background Papers and Appendices	None
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Background

1. The Medium Term Financial Plan (MTFP) sets out a projection of General Fund Expenditure over the 5 year period 2016/17 to 2020/21. This report sets out a detailed analysis of the changes to the Environment Committee budget for 2016/17 (Revised Estimates) and 2017/18 (Original Estimates).
2. **This report presents the members with a summarised view of the committee's budgets and the changes made to both the 2016/17 and 2017/18 budget. Further information on the changes outlined in the report, is available. It would be helpful where members have questions on matters of detail if they could be referred to the report author or the appropriate service manager before the meeting.**

Revenue Budget position

3. The net General Fund Revenue budget for 2016/17, approved by Council in February 2016, was £16.133m. This was revised to £16.714m after allowing for the increase to the Waste and Recycling budgets approved by Strategy and Resources Committee in April 2016, and carry forwards approved in June 2016.
4. The original budget for the Environment Committee was £6.219m. This is then used as the base budget for the 2016/17 revised estimates and 2017/18 original estimates, incorporating changes arising from unavoidable inflationary cost pressures, budget pressures and efficiency savings. These estimates have only changed from the original budget approved in February 2016, as a result of items reported to the committee in budget monitoring reports.
5. The original estimate for Environment Committee Budget for 2017/18 is **£6.671m an increase of £452k** on the base budget. This is largely due to the increase to the Waste and Re-cycling budget of **£430k**, pay inflation of **£29k**, price and income inflation (**£14k**) and budget and efficiency savings of **£7k**. Table 1 provides a summary of the changes to the 2016/17 and 2017/18.
6. An updated estimate of the committee's budget will be presented to Strategy and Resources Committee in January 2017. It has not been possible to reflect all the budget changes to the committee in this report due to the availability and timing of the information required. Updated estimates will include:
 - **Employer Pension contributions** – We are in the process of agreeing final assumptions and contribution rates with the actuary following the draft results of the 2016 Pension Fund Valuation. It is expected that the Primary rate will increase (being the amount the council contributes per employee as a percentage of gross pay).
 - **Payroll Inflation** – Calculation of the impact of the Living Wage Foundation's recommended increase from £8.25 per hour to £8.45 on the committee's budgets.
 - **Multi-Service Contract** – The MTFP from February 2016 was prepared on the basis of an estimate of full year costs from 2017/18 onwards. These estimates had been prepared in October 2015, largely based on information

and assumptions available at that time, these will require significant testing for robustness and need to be updated accordingly.

Table 1 – Summary of changes from the 2016/17 Original Budget

Environment Committee	2016/17 Original Estimate (£)000's	2016/17 Revised Estimate (£)000's	2017/18 Original Estimate (£)000's
[a] Original Budget	6,219	6,219	6,219
[a2] Restated Original Budget	6,219	6,219	6,219
[b] Increase to original budget		430	430
[c] 2014/15 Carry forwards		104	
[d] Reversal of Prior-year Budget Proposals			
[e] Pay Inflation 2017/18			29
[f] Price Inflation & Income Inflation			(14)
Base Budget	6,219	6,753	6,664
[g] Previous Policy Decisions			
[h] Budget Pressures			15
[i] Efficiency Savings			(8)
[j] Pension Accounting Adjustment			
Net Service Revenue Expenditure Budget	6,219	6,753	6,671

(Table subject to roundings)

Multi Services Contract (Ubico)

7. Members will recall at the last Environment Committee meeting in October, the Multi Services Contract outturn position for 2016/17 forecast a **£269k** overspend. Further detailed budget meetings have established that this forecast is still current (based on the costs and facts that have been analysed over the last few months) and will be a continued budget pressure that needs to be addressed for the revised budget for 2017/18 and in the MTFP.

A revised forecast has been requested from Ubico in order to update the budget figures for 2017/18. This information is not readily available until later this calendar year, so any revision to the budget will be dealt with through Strategy and Resources Committee on the 26 January 2017.

Committee Service Area	2016/17 Original Estimate (£)000's	2016/17 Revised Estimate (£)000's	2017/18 Original Estimate (£)000's
Canal Partnership	85	85	85
Subtotal Canal	85	85	85
Strategic Head (Development Services)	127	127	128
Head of Environmental Health	73	73	73
Environmental Health Team	224	224	225
Contaminated Land	40	40	41
Dog Warden Service	120	120	118
Environmental Protection	245	245	247
Food Safety	203	203	204
Health and Safety	121	121	119
Land Drainage	72	176	71
Public Health	89	89	89
Pest Control	109	109	113
Port Health	15	15	15
Planning Liaison	19	19	19
Subtotal Environmental Health	1,257	1,361	1,260
Planning and Building Control Admin	313	313	316
Building Control	(19)	(19)	9
Securing Dangerous Structures	20	20	19
Building Regulation Enforcement / Advice	106	106	84
Street Naming	2	2	2
Subtotal Statutory Building Control	422	422	429
Planning Strategy	336	336	338
Preparation of Core Strategy	0	0	0
Subtotal Strategic Planning of Local Plan	336	336	338
Development Control	295	300	291
Trees	49	49	49
Conservation	75	72	73
Planning Appeal Costs	81	81	82
Enforcement	128	127	128
Footpath Diversion	(1)	(1)	(1)
Subtotal Development Control	628	628	621
Economic Development	54	54	54
Market Town Projects	24	24	24
Regeneration	131	131	143
Subtotal Economic Development	210	210	221
Energy Efficiency	121	121	120
Subtotal Carbon Management	121	121	120
Refuse Collection	1,293	1,293	1,293
Multi-Bank Recycling Sites	807	1,237	1,237
Recycling and Environmental Initiatives	201	201	205
Subtotal Waste and Recycling	2,301	2,731	2,735
Street Cleansing	661	661	661
ENVIRONMENT Total	6,219	6,753	6,671

15 December 2016

8. Changes to original budget

The 2016/17 revised estimate includes the increase to Waste and Recycling budgets, as approved by Strategy and Resources in April 2016

b) Increase to Waste and Recycling budgets - **£430k**

9. Technical and Prior-year adjustments

The 2016/17 revised estimate includes budgets carried forward from 2015/16, as approved by Strategy and Resources in June 2016

c) Environmental Health – (Land drainage) - **£104k**

10. Inflation

Pay Inflation

e) For 2017/18 salary budgets have been increased by an initial 1% in line with budget strategy of **£29k**.

f) Price inflation/Income inflation

A 2% increase on contract budgets has been added to allow for inflation and 3% on software licenses in line with the budget strategy of **£14k**.

Income from Fees and Charges has continued to be under pressure during 2016/17, the Budget Strategy report recommended that Fees and Charges for 2017/18 should be increased by 2% unless to do so would have a detrimental impact on the service. With these two issues in mind, a number of income targets have been revised slightly and the remaining income budgets have only been increased where it is considered achievable.

11. Budget Pressures

Table 3 provides a detailed overview of the budget pressures for 2016/17 and 2017/18, which have been incorporated into the General Fund budget. The council has been working on identifying savings for the Medium Term Financial Plan (MTFP) since July 2016 and these have been reviewed by Strategic Heads and Committee chairs and vice-chairs. Further consultation on the budget and efficiency savings is taking place with all committee members.

Table 3 – Budget Pressures and Efficiencies

Type	Budget	Reason for Budget Pressure or Efficiency Saving	2016/17 (£) 000's	2017/18 (£) 000's
ES	Environmental Health	Decrease budget in line with historic expenditure analysis		(8)
BP	Regeneration	Historic income budget removed (Urban design & Transport Initiatives)		11
BP	Waste & Recycling	Disposal of clinical sharps - NHS handing over the responsibility to local authorities		4
	Total Environment Committee		0	7

12. Budget Proposals

Warm and Well Partnership (£20k per annum for 3 years))

A Budget of £20k was proposed by Environment Committee at their meeting on 15 September 2016 to continue to fund the provision of Home Energy Advice and support programmes in the district for another 3 years (2017/18 to 2019/20).

It has been recommended that the funding for the Target Loan Scheme of £75k which ended in March 2016, could be used to fund the £40k needed for years 2 & 3 of the contract period.

Strategic Planning of Local Plan (£50k per annum)

The Council is formally obligated to review and deliver the Local Plan examination process. Historically the majority of the work has been carried out towards the end of the Plan along with the majority of the expenditure. This was subsequently funded from the Local Plan Reserve. The process has now been re-profiled over a 5 year rolling basis so that the work schedule is spread more efficiently and the plan reviewed regularly. It is proposed that £50k is added in to the base budget to fund the costs as the work is carried out. Any underspend in the financial year will be transferred to the Planning Strategy Reserve to fund costs in future years.

STROUD DISTRICT COUNCIL
ENVIRONMENT COMMITTEE

**AGENDA
ITEM NO**

15 DECEMBER 2016

8

Report Title	ECO-MANAGEMENT AND AUDIT SCHEME (EMAS)
Purpose of Report	To consider the future of an environmental management accreditation.
Decision(s)	The Committee RESOLVES: To continue with the current EMAS environmental management system and delegate authority to the Strategic Head of Development Services to choose the most appropriate accreditation system once the details of leaving the EU have been clarified.
Consultation and Feedback	Consultation with other local authorities with the EMAS accreditation and discussion with IEMA (Institute of Environmental Management and Assessment).
Financial Implications and Risk Assessment	There are no financial implications arising directly from this report. Ian Purcell, Senior Accounting Technician Tel: 01453 754141 Email: ian.purcell@stroud.gov.uk EMS accreditations are discretionary activities however the verification process helps the Council maintain its good environmental reputation. Several of our contracts specify having an EMS. The environmental standards could slip as there would be no systematic approach of holding services to account.
Legal Implications	No significant legal implications to record on this report. Karen Trickey, Legal Services Manager Email: karen.trickey@stroud.gov.uk
Report Author	Petula Davis, Senior Policy Officer Tel: 01453 754289 Email: Petula.Davis@stroud.gov.uk
Options	<ul style="list-style-type: none"> ii. Continue with EMAS until the Brexit implications are known; iii. Apply to transfer the EMS to ISO 14001:2015; iiii. Stop EMS accreditations.
Performance Management Follow Up	As set out in the body of the report

Introduction and Background

1. The Environment has long been a focus for the District Council. It recognises the impact it has on the environment through the services it provides and that it has direct powers and responsibilities to comply, encourage and where necessary enforce. There is a significant amount of environmental legislation that the District Council must comply with, but it is not compulsory to have an EMS.
2. The Eco-Management and Audit Scheme (EMAS), verification process has been a key delivery and reporting mechanism for the Environment priority. SDC first achieved EMAS in 1999, it is annually verified and we have consistently maintained the required standard.
3. The rigor of the audit that the EMAS framework accreditation has provided, not only to ensures the Council's activities show compliance with legislation but it has given the District Council the opportunity to enhance its environmental reputation. In addition to reputation, most of our contracts have environmental considerations and EMAS has allowed us to lead by example.
4. Each year it is necessary to review our EMS to ensure that it is fit for purpose. This year additional considerations are needed namely
 - EMAS and the revised ISO 14001 standard
 - Implications of Brexit
5. EMAS is a voluntary European initiative designed to recognise and reward organisations that go beyond minimum legal compliance and continually improve their environmental performance. Since 2001 EMAS has incorporated the requirements of an environmental management system according to ISO 14001:2004 (International Standards Organisation).
6. EMAS however goes beyond the ISO 14001:2004 standard by requiring organisations to involve employees at all levels, demonstrate continued compliance to environmental legislation and provide regular information about their environmental performance to the public in the form of an annual Environmental Statement.

Why change?

7. In September 2015, ISO 14001:2015 was published replacing ISO 14001:2004. The European Commission is now planning to integrate the revised ISO 14001 into EMAS and details of the amended EMAS are expected to be published in early 2017.
8. Depending on the outcome of the Brexit negotiations, the UK might i) leave the EU completely, or ii) remain a member of the European Free Trade Area (EFTA) with access to the European Economic Area (EEA). If the UK negotiates a position to remain a member of EFTA with access to

the EEA, then the EMAS regulation may be adopted by the UK and our EMAS registration could continue.

9. If the UK leaves the EU then our EMAS registration can continue as the EMAS regulation allows registration from organisations outside the EU – however, our registration would need to be handled by another competent body in the EU as IEMA (Institute of Environmental Management and Assessment) would no longer be able to register organisations.
10. Having a recognised EMS accreditation demonstrates a continued environment commitment to residents, contractors, suppliers, the wider business community and voluntary & community groups. This has been reflected in the 2016 Budget consultation with 84% of businesses and 74% of residents 'overall satisfied that SDC is working to improve the environment'.
11. EMAS has been the best environment management option for SDC, though it is poised to change following the refreshed and subsequent new ISO 14001 standard. The costs for auditing the new ISO 14001:2015 standard are yet to be established but it is anticipated that it could incur more audit days.

Recommendations

12. Continue with EMAS accreditation until the implications of the referendum are known. To investigate fully the costs of the transition to ISO 14001:2015 and ensure that these can be accommodated within the existing budget.

STROUD DISTRICT COUNCIL
ENVIRONMENT COMMITTEE

**AGENDA
ITEM NO**

15 DECEMBER 2016

9

Report Title	CARBON NEUTRAL UPDATE
Purpose of Report	To report on the current position regarding the Council's Carbon Neutral status in terms of its operational emissions.
Decision(s)	Committee RESOLVES: To agree that the District Council remains a Carbon Neutral Authority.
Financial Implications and Risk Assessment	There are no financial implications arising directly from this report. Ian Purcell, Senior Accounting Technician Tel: 01453 754141 Email: ian.purcell@stroud.gov.uk The environmental standards could slip as there would be no systematic approach of holding services to account.
Legal Implications	No significant legal implications to record on the draft report. Karen Trickey, Legal Services Manager Email: karen.trickey@stroud.gov.uk
Report Author	Petula Davis Senior Policy Officer/Project Lead Officer Tel: 01453 754289 Email: petula.davis@stroud.gov.uk
Performance Management Follow Up	As set out in the body of the report

1. SDC has long recognised the importance of the environment. Over the past 20 years SDC has been proactive in initiating environmental projects and securing funding opportunities for the benefit of residents, businesses, community groups and its own estate. In December 2015 SDC reported its achievement of being carbon neutral and this report reviews the current position.
2. Carbon emissions from the wider community are challenging to measure and compare. We can measure the emissions saved through a specific programme of works such as cavity wall insulation where the District Council has been instrumental in delivering the work, but we cannot measure the total emissions associated with a particular household and

ascribe a proportion of any reductions to the activities that have been promoted by the Council.

3. Without the investment of resources by the District Council, most, if not all of the projects, detailed in the December 2015 report, would not have been achieved and would not have produced the annual savings of CO₂.
4. In 2014/15 SDC produced 2925 tonnes of CO₂ from its own operations; compared to 2609 tonnes in 2015/16, a reduction of 316 tonnes as set out in Figure 1. Two areas of investment related to the Warm & Well partnership and the Carbon Management Plan, both produced measurable savings and these have continued to increase from 2468.6 and 807 tonnes in 2014/15 to 2511.2 and 903 tonnes in 2015/16 – a total saving of 3412.2 tonnes.
5. The increase in savings has been largely due to the continued efforts of the Warm & Well Partnership to improve homes in the Stroud District with appropriate insulation measures and through the Carbon Management Plan with for example the completed installation of the Combined Heat and Power (CHP) project at the Pulse, Dursley.
6. If we take into account and off set the savings made by just Warm & Well and the Carbon Management Plan, which saved a total of 3414.2 tonnes of CO₂ in 2015/16 compared with SDC actual emissions of 2609 tonnes of CO₂, we can declare that Stroud District Council remains Carbon Neutral on the basis that its annual emissions are less than the total savings generated from its direct energy saving interventions.

Figure 1: Annual Carbon Emissions and Savings.

	Tonnes of CO₂ Annual Savings	Tonnes of CO₂ Annual Emissions
Annual Emissions		
2015/16 SDC all operations Greenhouse Gas Emissions		2609
Carbon Saving Projects/Initiatives		
Gloucestershire Warm and Well	2511.2	
Carbon Management Projects	903	
S2S Project	Savings from these projects are challenging to measure & compare exact savings	
Target 2050 all 3 strands		
PAYS		
Council housing stock refurbishments and new builds		
Central heating DECC funding		
Total known savings	3414.2	
Total Annual Emissions(tonnes)		-805.2

STROUD DISTRICT COUNCIL
ENVIRONMENT COMMITTEE

**AGENDA
ITEM NO**

15 DECEMBER 2016

10

Report Title	CONSULTATION DRAFT HERITAGE STRATEGY (DELIVERY POLICY ES10)
Purpose of Report	To seek approval of the Draft Heritage Strategy and supporting Issues & Options Discussion Paper for public consultation.
Decision(s)	Committee RESOLVES to:- a) Approve the Draft Heritage Strategy (Appendix A) and Issues & Options Discussion Paper (Appendix B) for the purposes of public consultation. b) Agree the use of the Draft Heritage Strategy and Issues & Options Discussion Paper as a basis for the drafting of a Heritage Action Plan.
Consultation and Feedback	Members engaged through Planning Review Panel: from early evidence-gathering through to recent discussion around an 'executive summary' of the emerging draft (15/11/16). There has been ongoing informal engagement with Historic England since February. Parish Councils and other key stakeholders (e.g. civic societies, local history groups) had the opportunity to input during early evidence-gathering (June/July): a questionnaire sought views, experiences and suggestions in relation to some specific areas of heritage management. Ongoing informal consultation and engagement with key officers and relevant Council service areas.
Financial Implications and Risk Assessment	There are no financial implications arising directly from this report. Ian Purcell, Senior Accounting Technician Tel: 01453 754141 Email: ian.purcell@stroud.gov.uk There is a risk that failure to adopt a positive and robust strategy could impact negatively on Historic England's input into the future Local Plan review, as well as on day-to-day planning matters.

Financial Implications and Risk Assessment Cont'd/...	There is a further risk that the lack of an appropriate Strategy and Action Plan might inhibit the Council's ability to make informed decisions about the allocation of resources or to effectively discharge all its statutory obligations and duties in relation to the historic environment.
Legal Implications	No significant legal implications to report on this particular stage of the strategy development. Karen Trickey, Legal Services Manager Email: karen.trickey@stroud.gov.uk
Report Author	Natalie Whalley, Senior Planning Strategy Officer Tel: 01453 754324 Email: natalie.whalley@stroud.gov.uk
Options	Options are: 1. Not to take forward a draft strategy for public consultation; or 2. Approve the draft Strategy and discussion paper for public consultation; or 3. Delay public consultation to allow for amendments to the draft Strategy and/or discussion paper.
Performance Management Follow Up	The Local Plan sets out five key indicators for measuring the success of Policy ES10 (and the Heritage Strategy) and how effectively the policy influences planning decisions (SDLP Appendix 1, p184). These should be monitored year by year. A performance appraisal will form part of the periodic review and refresh of the Heritage Action Plan, helping to inform future actions and priorities.
Background Papers/ Appendices	Background papers Appendix A – Draft Heritage Strategy Appendix B – Issues & Options Discussion Paper (to follow)

1. BACKGROUND

- 1.1** The NNPF advocates that local planning authorities should produce a clear and positive strategy for the conservation and management of their area's heritage: "*Local Plans should ... contain a clear strategy for enhancing the natural, built and historic environment...*" (para.157) and "*Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats*" (para.126).
- 1.2** At the Local Plan examination, Historic England's support of the Plan was conditional upon the Council strengthening its explicit commitment to the conservation and enhancement of the historic environment.

- 1.3** Consequently, a Statement of Common Ground with Historic England committed the Council to producing a separate Heritage Strategy document, to support the Local Plan; the Local Plan's monitoring framework also identifies this project as a key target for the Plan.
- 1.4** The adopted Local Plan also sets out a series of five key 'indicators' that relate to Policy ES10 (SDLP Appendix 1). These are things which can be measured and monitored year by year, to give an indication of how successful the policy is and how effectively it influences planning decisions. At present, however, some of these things are not consistently practiced, recorded or monitored, so the Heritage Strategy and Action Plan need to set out:
- i) the nature and extent of a programme to monitor the District's heritage assets that are "at risk", including the degree of positive and proactive influence the Council may be capable of;
 - ii) a programme for the appraisal and management of the District's conservation areas;
 - iii) an appropriate methodology for the identification and assessment of non-designated heritage assets, including options for 'local listing' or alternative means of monitoring and managing such assets.

2. APPROACH

- 2.1** The Strategy has three main objectives:
- i) to identify ways to maximise the contribution that the historic environment makes to the character of the District, its economic well-being, and the quality of life of its communities;
 - ii) to identify ways to positively address the issues and pressures that are facing our heritage assets;
 - iii) to maximise opportunities for the historic environment to help deliver the Council's wider corporate objectives, including those of the Local Plan.
- 2.2** The Strategy will provide evidence and explanation that will allow the Council to set informed priorities in relation to the conservation, management and monitoring of the District's heritage assets.
- 2.3** To support it, a Council Heritage Action Plan will be produced, consisting of a programme of works relating to priorities identified in this Strategy. The Action Plan will be periodically reviewed and refreshed, with an annual progress report to Environment Committee.
- 2.4** The intention is that the Strategy and supporting Action Plan will enable better and more efficient performance and more effectively targeted action, including through the identification of opportunities for partnership working, funding, training, education and capacity-building – for our communities as well as for those operating within Stroud District Council.

3. NEXT STEPS

- 3.1** Subject to the Committee's approval, the Draft Heritage Strategy and the Issues & Options Discussion Paper will be published for six weeks' public consultation in January 2017. The consultation will seek views about whether the priorities and big issues identified within the draft Strategy are the right things to focus on; what options exist for tackling them; any practical or financial implications; and whether there are other options or opportunities that have been missed by either the draft Strategy or the discussion paper.
- 3.2** Feedback from this consultation will help to inform the first Action Plan, which should be adopted alongside the final Heritage Strategy. The Action Plan will set out realistic objectives and actions for the following five years. Performance will be monitored and the Action Plan will be periodically refreshed with a rolling five year timeframe.
- 3.3** The findings of the public consultation and any resulting modifications will be reported to Environment Committee in spring 2017, when it is anticipated that the Heritage Strategy could be adopted as Supplementary Planning Advice (SPA), supported by the Heritage Action Plan. Progress and key findings will be reported to Planning Review Panel in the interim.

A Heritage Strategy for Stroud District

Valuing our historic environment and assets

Supplementary Planning Advice

Consultation Draft – January 2017



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Why a heritage strategy?

- 0.1 The National Planning Policy Framework (NPPF) advocates that local planning authorities should produce a clear and positive strategy for the conservation and management of their area's heritage¹. Across the country, different local authorities have interpreted this in different ways. Some places identify a need to highlight a heritage which is somehow hidden, or bolster a heritage which is undervalued. For others, the impetus for producing a heritage strategy is closely bound up with trying to strengthen, reinvent or 'rebrand' their area, in conjunction with an ambitious cultural, economic or development vision for the future. Some areas have chosen to produce a strategy which looks at wider cultural heritage, encompassing built, natural and social assets, to reinforce a sense of community or paint a particular picture of their area.
- 0.2 And rightly so, because our built, natural and cultural heritage is fundamental to our local identity, and often to our quality of life.
- 0.3 In Stroud District, our heritage is certainly not invisible. Far from it: it is all around us. In fact, it is so much part of the scenery, so much a backdrop to our lives, that perhaps we don't perceive its value or recognise its impact as much as visitors do.
- 0.4 Stroud District has a genuinely exceptional collection of assets and a very high quality environment. So this Strategy is really about making sure that we value them, that we don't take this resource for granted, and that we all manage the District's assets in such a way that we hand on a positive legacy for the future.

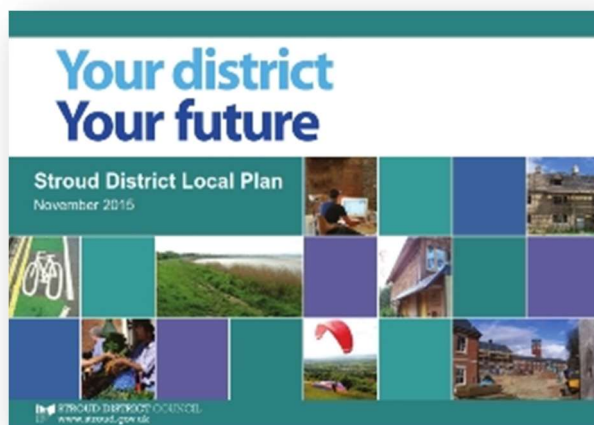
A strategy for our District

- 0.5 Not only do we have a great heritage asset within Stroud District, but we are lucky to have an interested and informed community, including some highly active, knowledgeable and committed individuals and organisations. It is envisaged that the Heritage Strategy will be a strategy for the positive management and conservation of the District's heritage – rather than exclusively a Stroud District Council Strategy.
- 0.6 At the heart of this Strategy is a desire to maximise the contribution that the historic environment makes to the character of the District, its economic well-being, and the quality of life of its communities.
- 0.7 The District-wide Strategy and the Council's own supporting Action Plan will enable better and more efficient performance and more effectively targeted action, including through the identification of opportunities for partnership working, funding, training, education and capacity-building – for our communities as well as for those operating within Stroud District Council.

¹ NPPF para.157: "Crucially, Local Plans should ... contain a clear strategy for enhancing the natural, built and historic environment, and supporting Nature Improvement Areas where they have been identified". And para.126: "Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats".

- 0.8 This project exists within a context of nation-wide reductions in public sector funding and cuts to local authority budgets. There is an inevitable impetus to “do more with less”, now and in the foreseeable future. Investigating opportunities to draw on diverse resources and to better employ the skills and enthusiasm of the District’s communities and interest groups in the positive management of our common heritage will be increasingly important. This approach to heritage management reflects an emerging national trend.
- 0.9 This approach also links with the “localism” agenda. This Strategy is timely, bearing in mind the increasing number of communities expressing interest in progressing Neighbourhood Development Plans (NDP). It is hoped that the emerging NDPs and the Strategy will inform each other, to their mutual benefit and to the benefit of our District’s historic environment. The Heritage Strategy will provide a strategic overview and a practical steer for emerging NDPs.

Stroud District Local Plan: “Valuing our historic environment and assets”



The adoption of the Stroud District Local Plan in November 2015 means that our District has a development plan which places the quality of our environment and surroundings at its heart.

- 0.10 *Conserving and enhancing Stroud District’s distinctive qualities*, including our rich built and natural heritage, is one of the Local Plan’s Strategic Objectives². During the Local Plan’s emergence, this guiding principle influenced strategic decisions about where future development will and will not happen and where large development allocations have been located, and it has helped to shape detailed place-making and design policies.
- 0.11 Local Plan **Policy ES10 “Valuing our Historic Environment and Assets”** is the principal policy against which decisions about development that affects the District’s historic environment will be assessed. The Local Plan set out the Council’s commitment to producing a heritage strategy to support Policy ES10³. This Strategy will provide evidence and explanation that will allow the Council to set informed priorities in relation to the conservation, management and monitoring of the District’s heritage assets.

² *Stroud District Local Plan*: Strategic Objective SO6: Our District’s distinctive qualities. Page 148.

³ *Stroud District Local Plan*: Policy ES10, supporting paragraph 6.55.

- 0.12 To support it, a Council **Heritage Action Plan** will be produced, consisting of a programme of works relating to the heritage priorities identified in this Strategy. The Action Plan will be periodically reviewed and refreshed. The intention will be to take an annual progress report to Environment Committee (or its equivalent).
- 0.13 The Local Plan sets out a series of key ‘indicators’ that relate to Policy ES10⁴. These are things which can be measured and monitored year by year, to give an indication of how successful the policy is and how effectively it influences planning policy decisions. At present, some of these things are not consistently practiced or monitored, so the Heritage Strategy and Action Plan need to set out:
- the nature and extent of a programme to monitor the District’s heritage assets “at risk”, including the degree of positive and proactive influence the Council may be capable of;
 - a programme for the appraisal and management of our conservation areas;
 - an appropriate methodology for the identification and assessment of non-designated heritage assets, including options for ‘local listing’ or alternative means of monitoring and managing such assets.

What are our big issues?

- 0.14 Most of the issues facing our historic environment and assets come down to a common core: it is essential that there is proper understanding of what we have and why it is significant. Without this, we will lose things. Without this, properly informed and balanced decision-making cannot take place. Without this, our distinctiveness gets watered down. And without this, opportunities to bid for funds or target investment may be missed.
- 0.15 Some of this rests with Stroud District Council, particularly in the execution of its role and responsibilities as local planning authority. But there is also a need for wider and better understanding amongst all individuals and organisations involved in managing, developing and conserving our historic environment and assets.
- 0.16 Through this Strategy, we will look at various opportunities to tackle the many ways that this is manifested, including:

Valuing our historic environment: an underappreciated asset?

Both within and outside the Council, there are highly informed, committed individuals and organisations who are passionate about our area’s history and environment and who work hard to champion and protect our heritage. But there is also a widespread deficit of understanding about what we have got here, perhaps even a bit of complacency.

A central goal for this strategy is to turn this around, to raise our exceptional heritage up the agenda and to encourage people to view the historic environment as a true asset, which not only has intrinsic cultural and aesthetic value, but which can also bring economic, social and environmental benefits to our area.

⁴ *Stroud District Local Plan: Appendix 1: Policy ES10 Key Indicators*

This is not necessarily about resources and money. But it does require effort, mindfulness and, above all, understanding. And a shift in the way we think about our heritage and historic environment – from thinking of it as something which is a bit of an obstacle, a constraint, a fringe benefit, to something which can drive positive change, bring opportunities and spark creativity and excellence.

Chapters 2 and 3 of this Strategy focus particularly on ‘understanding’ and ‘capitalising’, highlighting some of the issues and opportunities associated with this goal.

Our heritage “at risk”

A small proportion of Stroud District’s heritage assets have been formally identified as “at risk” through Historic England’s monitoring programme, Heritage at Risk (HAR). But there are gaps in our knowledge and understanding about the condition and vulnerability of Stroud’s wider historic environment. Chapter 4 of this Strategy takes a look at the many issues and opportunities associated with identifying and managing assets which are “at risk”.

Our local distinctiveness

Over the past few decades, economic pressures, ‘anywhere’ standard design in many new developments and, to some extent, changes to building regulations and energy efficiency requirements have begun to water down our area’s local distinctiveness. This is happening right across the District, including in conservation areas and where listed buildings are altered or extended. This is a self-perpetuating problem: the more frequently we see development which is non-contextual or non-distinctive, the more we see this as normal. It enters the local vocabulary. It sets a precedent, if only subconsciously, and it muddies the waters meaning that we are less able to pick out what really is locally distinctive or significant about a place.

The effects and underlying causes of this problem are recurrent throughout this Strategy, intertwined with a range of issues and opportunities, relating to many different types of heritage asset.

Objectives

The Heritage Strategy has three main objectives:

1. **To maximise the contribution that the historic environment makes to the character of the District, its economic well-being, and the quality of life of its communities;**
2. **To identify ways to positively address the issues and pressures that are facing our heritage assets;**
3. **To maximise opportunities for the historic environment to help deliver the District Council's wider corporate objectives, including those of the Local Plan.**

0.17 These objectives are all about properly *valuing* our historic environment and assets. To do this, we need to understand what we have got. We need to find ways to sensitively capitalise on it, in order to help sustain a long term future for our heritage assets and ensure that we hand on a healthy and positive legacy. We need to work on three things:

1. **Understanding** our heritage and its significance.
2. **Capitalising** on our heritage: identifying ways in which our historic environment really works as an 'asset' with cultural, economic, social and environmental value.
3. **Positive Management:** identifying issues and vulnerabilities, and highlighting opportunities to address them by making best use of expertise, resources and skills – both within and outside the Council.

A Vision

This Strategy envisages Stroud District as a place which understands and has pride in its heritage, where no one takes it for granted.

We will treasure the contribution that our historic environment makes to the character of the District, its economic and cultural wellbeing and the quality of life of our communities.

The historic environment will act as a stimulus and inspiration to development in all parts of the District so that it can reinforce local identity and play a part in increasing the appeal of the area as a place to live, work, visit and invest in – building a positive legacy for our future.

Strategy Priorities

0.18 From the objectives and the main issues facing our historic environment, flow five big priorities:

- 1. Raising the historic environment up the agenda:** raising awareness about the value of our District's exceptional heritage, including its economic, wellbeing and environmental capital. This is partly about public awareness, but it is also about corporate awareness within Stroud District Council and about strengthening our commitment to positive management of the historic environment; and making the most of the role we can play in building a positive legacy for the future, across diverse service areas and corporate functions.
- 2. Committing to the positive management of our District's heritage "at risk".** We need to fill in the gaps in our knowledge and understanding of what is at risk within Stroud District, and why. We must be able to make informed decisions about where and how to deploy resources effectively and proportionately and we need to develop strategies to manage a whole range of 'heritage assets', not just listed buildings.
- 3. Establishing a programme for the appraisal and management of conservation areas.** The Council has a duty to review conservation areas from time to time and to publish proposals for their conservation and enhancement.
- 4. Identifying and protecting non-designated heritage assets of local significance.** Many features of our historic environment are not formally 'designated'. We need to make sure they are properly (and proportionately) protected through the planning system and that assets of local significance do not fall through the net.
- 5. Striving to conserve and enhance our local distinctiveness,** particularly through design and new development. Stroud District has a truly outstanding historic, built and natural environment and we have every reason to expect some of the country's best design solutions and consistently high standards of development. This is part of building a positive legacy for the future.

0.19 These are 'umbrella' priorities, which should help to steer future work in managing the District's historic environment and assets, including through the Council's own supporting **Action Plan** and future iterations of it. A diverse range of projects, functions and actions will fit within these overall priorities, and they will change over time. Suggested priorities for the first Action Plan are presented throughout this consultation draft.

Consultation Questions:

There is no structured 'questionnaire' associated with this consultation. We welcome comments about any aspect of this strategy and the Issues & Options discussion paper. But the following pointers will help us, and may help you to focus your feedback.

Strategy priorities: *Do you agree that these are reasonable priorities? Are some aspects more urgent or achievable than others? What kinds of actions, projects and opportunities should the first Action Plan focus on in order to start tackling these? Can you envisage any obstacles? If you object to any of these ideas, what are your reasons?*

1. Understanding: our heritage and its significance

What have we got?

	Total	Grade I	Grade II*	Grade II
Listed Buildings	3,291	43	203	3,045
Scheduled Ancient Monuments	68			
Registered Parks and Gardens	14	1	5	8
Registered Historic Battlefields	0			
Protected Historic Wreck Sites	0			
Conservation Areas	41			
Area of Outstanding Natural Beauty	1			
World Heritage Sites	0			

Table: Tally of Stroud District's designated Heritage Assets (December 2016)

- ★ 3,291 Listed Buildings. This is the number of entries in the statutory List, but it equates to more than 4,500 individual properties and structures.
- ★ Of the 37 local authority areas in the South West, only six have more listed buildings than us – including the vast county authorities of Wiltshire and Cornwall.
- ★ Given Stroud District's size and rural nature, we have an exceptionally 'dense' collection of listed buildings: on average, we have almost 7 listed buildings per sqkm – well over double the national average (2.9 per sqkm) and roughly twice the South West average (3.7 per sqkm).
- ★ We have 42 Conservation Areas. All our town centres are Conservation Areas, apart from Stonehouse. Stroud's Industrial Heritage Conservation Area is amongst Britain's largest.
- ★ A huge number of homes and businesses are affected by heritage designations: 4,368 addresses within Stroud District are affected by Listing (3,090 of which are residential properties); and 11,075 addresses lie within a Conservation Area (7,630 of them are residential).
- ★ Stroud District is home to almost 5% of the Registered Parks and Gardens in the South West region. Only six local authority areas in the South West have more Registered sites than us – including the large county authorities of Wiltshire and Cornwall.
- ★ We have 68 Scheduled Ancient Monuments (almost 1% of all the SAMs in the South West) and countless sites of archaeological interest that have not been formally scheduled.
- ★ The Cotswolds Area of Outstanding Natural Beauty (AONB) designation covers just over 50% of the District's entire land area.

Listed Buildings

- 1.1 When you consider the size and rural nature of our District, we have an exceptional ‘density’ of listed buildings packed into our 472 square kilometres.
- 1.2 As you would expect, our area’s long history of wool trade and cloth manufacture, upon which many of our towns and villages were founded [ILLUSTRATION], is reflected in the kinds of buildings and structures that are listed – as is the area’s later industrial diversification. More than 100 of Stroud District’s list entries are “mill” related – not only the numerous mill buildings which are such distinctive features of our local environment [ILLUSTRATION], but workshops, stores, offices and the prestigious mill owners’ or managers’ residences. Wealthy clothiers built some impressive mansions, many of which reveal the changing fortunes of their owners and the ups and downs of the cloth trade through the historic extensions or fashionable remodelling that was undertaken at different periods [ILLUSTRATION]. Buildings and structures relating to transport and industrial infrastructure also feature, including milestones, turnpike toll houses, canal bridges and locks, and Stroud’s railway station, which is home to the 19th century Grade II* listed goods shed, designed by Isambard Kingdom Brunel.
- 1.3 Perhaps a surprising by-product of the cloth industry, which brought enormous wealth to the district and particularly to clothier families, is the unusually high number of listed burial monuments, grave stones and – particularly – chest tombs in Stroud District. This dynastic wealth, combined with the abundant and good quality local limestone which lent itself to detailed, decorative carving, has left us with a peculiar legacy of more than 380 chest tombs dating from the 17th-19th centuries (more than 10% of all our listed buildings), a high proportion of which are listed Grade I or II*.

Scheduled Monuments and other archaeology

- 1.4 The South West is particularly rich in Scheduled archaeology, with an average 0.29 Scheduled assets per square km – almost double the average density for England as a whole (0.15 per square km). So Stroud (0.14 per square km) is fairly representative of the national average, although rather sparse compared to the South West average. Most English local authorities have fewer than 60 Scheduled Monuments within their boundaries.
- 1.5 33 of our 68 Scheduled Monuments consist partly or entirely of long- round- or bowl-barrows, which are ancient burial mounds. [ILLUSTRATION] Cotswold long barrows are internationally famous as one of the largest and most accessible groups of Middle Neolithic tombs in Britain. About sixty long barrows are known in Gloucestershire, including Hetty Pegler’s Tump (Uley) and Nympsfield Long Barrow on Frocester Hill, which have been excavated and are open to the public. The Toots on Selsley Common is well preserved, but unexcavated. Barrows are the most numerous type of heritage site on Historic England’s *Heritage at Risk* (HAR) register, and our own local situation seems to mirror the national picture: four of Stroud District’s five Scheduled Monuments in the 2016 HAR are barrows.
- 1.6 Stroud District’s Roman heritage is another notable source of archaeology [ILLUSTRATION]. The remains of 3 Roman villas have been scheduled – including the famous villa at Woodchester – and there are many other traces of Roman settlement, both designated and undesignated. At Kingscote, a large site in Cotswold District just crosses the border into our District: a Romano-British town consisting of more than 75 buildings – one of only 133 small Roman towns recorded in England. The Cotswolds was amongst the wealthiest and most

densely populated areas in the Roman province of *Britannia Prima* (which covered southwest England and Wales). The Severn Vale was also populated, but the picture of Roman and post-Roman habitation here is still evolving. Roman settlements have long been known about at Standish, Eastington and Frocester. But recent archaeological investigations (including finds at a development site on Foxes Field at Ebley and at Rectory Meadows in Kings Stanley) have unearthed traces of late Roman villas, suggesting that the Frome Valley was more densely inhabited during Roman times and contained more high status buildings than previously thought. [ILLUSTRATION]

Conservation Areas

- 1.7 We have 41 conservation areas in Stroud District, covering a really diverse range of places – from densely populated town centres, such as Stroud, Dursley and Berkeley, to the wide open spaces of Sharpness Old Dock and Stratford Park; from quintessential chocolate-box villages, like Bisley and Box [ILLUSTRATION], to impressive industrial heritage at places like Stanley Mills and Stroud Station.
- 1.8 In size, our conservation areas range from tiny, tightly-drawn Woodmancote (just 16,400 sqm) to the enormous Industrial Heritage Conservation Area (IHCA), which stretches more than 15 miles right the way across the middle of the District. Covering nearly 6.7 square km and tracing the watercourses of the industrial Stroud Valleys, from Framilode on the River Severn to Sapperton and Avening in the east, the IHCA is one of Britain’s largest conservation areas. It envelopes and links a series of smaller pre-existing conservation areas, which were also designated in recognition of the valleys’ exceptional industrial heritage. It is certainly an unusual conservation area, with its own particular issues and pressures, which this Strategy will examine in more detail. The IHCA and Stanley Mills CA are both currently assessed as “at risk” and appear in Historic England’s Heritage at Risk register. Our two conservation areas make up almost 6% of all the “at risk” conservation areas in the South West region⁵. [ILLUSTRATION]
- 1.9 All our town centres are conservation areas (with the exception of Stonehouse). Most of them have long histories as market towns, founded on the medieval wool trade and shaped by the changing fortunes of the cloth industry over the centuries. These are attractive town centres, whose draw and vitality today relies, to varying degrees, on the visible heritage which adds character and local distinctiveness to their roles as working, shopping and leisure environments.

Historic parks, gardens and designed landscapes

- 1.10 We have 14 Registered Parks and Gardens – Stroud District is home to almost 5% of the Registered Parks and Gardens in the entire South West region, and more than a quarter of Gloucestershire’s Registered sites. Only six local authority areas in the South West have more Registered sites than us – including the county authorities of Wiltshire and Cornwall.
- 1.11 Over half the District’s Registered Parks and Gardens are open to the public – either regularly or by arrangement. From the 12 acres of parkland around Misarden Park to England’s only

⁵ Historic England’s *Conservation Areas At Risk Survey (CAARS) 2016* and *Heritage at Risk Register (HAR) 2016*. 34 “at risk” conservation areas are identified in the South West region.

1. Understanding: our heritage and its significance

complete surviving 18th century Rococo garden at Painswick House, these assets are part of the Cotswold brand. Our area has particular associations with Arts & Crafts gardens and with famous designers such as Vita Sackville West, who had a hand in updating the 17th century walled gardens of Alderley Grange. [ILLUSTRATIONS]

Natural heritage and landscape

- 1.12 Over half our District is designated an Area of Outstanding National Beauty (AONB). Not only do we have an exceptionally high quality landscape, but part of the character and interest of the Cotswold AONB is derived from its historic buildings and settlements. From the rolling wold tops, populated by scattered farmsteads and hamlets; to the steep Stroud valleys, where weavers' settlements cling to the slopes and ancient trading routes are incised into the limestone; and the dramatic form of the Cotswold scarp, which plunges down to the Severn Vale. [ILLUSTRATIONS]
- 1.13 We must not forget though that beyond the AONB our District is rich in many other beautiful and fascinating landscape features. Nor should we forget the impact that the landscape and our place in the world has had in shaping our history: the River Severn has been a strategic trading and communications route since prehistoric times, while its estuarine landscape and the Vale lowlands were important to the rural economy. Traces of medieval and later agriculture are still visible in ridge-and-furrow undulations, as well as the field pattern and hedgerows in places. [ILLUSTRATIONS]

Museums and cultural heritage assets

- 1.14 Stroud's Museum in the Park is the District's flagship museum. Based at the Grade II listed former mansion house within Stratford Park (a conservation area), it is managed by the Council. The Council is also responsible for the management of other cultural and community facilities such as the Grade II Subscription Rooms in Stroud, which hosts events and exhibitions and is also home to the Tourist Information Centre. The District Council and some of our town and parish councils have an important role in the management of a broad range of buildings and assets which are either statutorily designated or have some local heritage interest.
- 1.15 There are many museums, visitor centres and heritage centres across the District, in private, public or charitable trust ownership, representing a diverse, exciting range of heritage and cultural interest. Amongst these, the Jenner Museum in Berkeley commemorates Edward Jenner, the 18th century pioneer of vaccination; the Stroudwater Textile Trust champions Stroud's industrial past; and the Woodchester Mansion Trust works to conserve and interpret the fascinating part-completed 19th century Victorian Gothic masterpiece, which was mysteriously abandoned in 1873.

Further information

- 1.16 More information and comparative data can be found in Historic England's national audit of the historic environment, Heritage Counts, carried out annually on behalf of the Historic Environment Forum. <https://historicengland.org.uk/research/heritage-counts/>

The story of our place

Consultation Questions:

There is no structured 'questionnaire' associated with this consultation. We welcome comments about any aspect of this strategy and the Issues & Options discussion paper.

This part of the Strategy will include a *very brief* summary of how the area known today as "Stroud District" developed over time, and the historic, visual and cultural legacy we are left with. We will look at early prehistoric settlement, the impact of successive waves of newcomers (Romans, Saxons, Vikings, Normans) and the significance of our area's location at a strategic pinch-point between the Cotswold hills and the River Severn. We will highlight the impact of Crown and Church on medieval life and how this shaped the kinds of buildings and settlements we are familiar with today. We will highlight the importance of the ancient wool trade and the role that our topography – with steep valleys and fast-flowing watercourses – played in our area's long and diverse industrial heritage. And how the area's industrial wealth (as well as periods of decline or hardship) gave us some of our most outstanding heritage assets.

Can you think of other ways that our heritage has been shaped by where we are in the world? Were there particularly important events or phases in the area's history which were key to the legacy we are left with? Are there things which might signal archaeological potential in particular parts of the District, or which might help us identify non-designated heritage assets that are of local significance?

2. Capitalising: valuing our historic environment and assets

- 2.1 The far reaching benefits of heritage are widely acknowledged and heritage impacts on many aspects of people’s lives. It is therefore important that heritage is not considered in isolation but in a wider context which takes account of its capacity for ‘added value’.

Economic benefits

- 2.2 The historic environment is intrinsically linked to economic activity. Many economic activities take place within the historic environment, are dependent upon it, or are attracted by it. Heritage is a major driver of economic growth – this is true nationally and it is true within Stroud District.

Wellbeing

- 2.3 The historic environment plays an important part in how people view the places they live, how they feel and their quality of life. Heritage can, of course, help to create a sense of place and local identity, and can foster a sense of community cohesion. But there are also interesting cause and effect relationships between heritage and health and wellbeing.

Building a positive legacy for the future

- 2.4 “Sustainable development” is at the very core of the planning system: achieving development that improves our social, economic and environmental conditions today, but not at the expense of future generations. Sustainable development is about change for the better, and not only in our built environment⁶. The historic environment, our built, natural and cultural heritage, has a key role to play in sustainable development - bringing about “change for the better”.

Raising awareness across the Council

- 2.5 Stroud District’s built, natural and cultural environment is intertwined with Council business on many different levels. But we can do much more to raise awareness about the value of our heritage in terms of its economic, wellbeing and environmental capital and to make the most of the opportunities offered by our historic environment to fulfil the Council’s corporate priorities and other objectives.

Priority 1:

Raising the historic environment up the agenda

⁶ Ministerial foreword to the NPPF

Economic benefits

- 2.6 This year (2016), Historic England and the Historic Environment Forum have placed particular emphasis on the relationship between heritage and the national economy in their annual 'audit' of the historic environment: *Heritage Counts*. Key findings for the South West include:
- Heritage generated £1.2 billion in Gross Value Added (GVA) in the South West in 2013 (comparable to agriculture, forestry and fishing at £1.3 billion). This is equivalent to 2.3% of total GVA in the South West (the figure is 2% nationally).
 - In total, domestic and international heritage-related visits generated £1.8 billion in expenditure in the South West.
 - There are an estimated 44,100 "heritage-related jobs" in the South West.
 - Repair and maintenance of historic buildings in the South West directly generated £974 million in heritage-related construction sector output in 2015. This is equivalent to 9.3% of total construction output or 24% of the repair and maintenance output in the South West (compared to 8% and 22% nationally).
- 2.7 Whilst we do not have the data to directly relate these findings to our local situation, there is no doubt that our historic environment and assets are responsible for a significant "Gross Added Value" to our District economy across a wide range of sectors and functions, including:
- Tourism and leisure
 - The construction industry and conservation specialists
 - Economic activity in historic buildings and places
 - Investigation, research and display of archaeological sites and structures
 - Education

Heritage-led regeneration, jobs and growth

- 2.8 Heritage can provide a key driving force in economic regeneration. The Government recognises that *"the development of our historic built environment can drive wider regeneration, job creation, business growth and prosperity"*⁷.
- 2.9 Nationally⁸, research indicates that:
- One in four businesses said that the historic environment is an important factor in deciding where to locate (this was rated equally important as road access)
 - Over 90% of respondents to a 2010 survey agreed or strongly agreed that investment in their local historic environment made the area a better place in which to live, work, visit or operate a business
 - Investment is worth the return: £1 of public sector investment in the historic environment generates £1.60 of additional economic activity over a ten year period

⁷ *Culture White Paper 2016* DCMS

⁸ *Heritage Counts: Heritage and the Economy 2016*. Historic England on behalf of the Historic Environment Forum. Reporting research by AMION and Locum Consulting, 2010.

2. Capitalising: valuing our historic environment and assets

- Approximately one in five visitors to areas which have seen historic environment investment spend more in the local area than before; and one in four businesses has seen the number of customers increase.
- 2.10 Stroud’s Local Plan recognises that, often, the land most in demand for new development in our District is also that which is at the very heart of our environmental heritage assets⁹. This is certainly an issue when it comes to protecting and enhancing our historic environment – but it is also an opportunity:
- 2.11 All our town centres are conservation areas (with the exception of Stonehouse, which nonetheless has some heritage interest). These are attractive town centres, whose draw and vitality today relies, to varying degrees, on the visible heritage which adds character and local distinctiveness to their roles as working, shopping and leisure environments.
- 2.12 The Council’s *Jobs and Growth Strategy* aspires to deliver investment in jobs and growth on key regeneration sites and new developments within the Stroud Valleys through the Stroud Valleys Initiative; while the Local Plan (Policy EI2) has identified some existing employment sites where targeted regeneration and mixed-use redevelopment could boost their current employment potential, economic output and community benefit. Many of these are historic mill sites and some lie within the Industrial Heritage Conservation Area and along the historic Cotswold Canals corridor, where they are well placed to benefit from the ongoing canal restoration and contribute to shaping what should become an exciting and valuable leisure, tourism and cultural asset, as well as delivering new homes and jobs.
- 2.13 The Council’s *Jobs and Growth Strategy* identifies the need to work with the Canal and River Trust to produce a ‘destination strategy’ for Sharpness docks and surrounding area – including the area around the Old Docks conservation area, which has been allocated for strategic development in the Local Plan. Sharpness is a really unusual, distinctive part of Stroud District, quite unlike anywhere else. Its unique heritage and atmospheric character could – and should – play a central role in shaping the future of Sharpness, acting as a positive driver for change and investment.

Creative and cultural industries

- 2.14 The Council’s *Jobs and Growth Strategy* identifies creative industries as one of the District’s key employment sectors, within which to focus job-creation investment. The District’s healthy creative economy is a particularly distinctive feature of the Stroud Valleys’ economic character¹⁰. The Stroud District Local Plan¹¹ envisages Stroud as “the beating heart of a flourishing artistic and cultural scene”, and links the regeneration of the industrial valley bottoms and the restoration of the Cotswold Canals with building a focus for creative and green industries. This is identified as a guiding principle, to be borne in mind when considering future development within the Stroud Valleys especially.
- 2.15 Nationally¹², research indicates that:

⁹ *Stroud District Local Plan 2015*. ‘Key Issue 79’, Chapter 1.

¹⁰ *Stroud District Settlement Role and Function Study 2014*, Chapter 3.

¹¹ *Stroud District Local Plan 2015*. ‘Vision 1.1’ and ‘Guiding Principles’ for the Stroud Valleys, pages 42-44.

¹² *Heritage Counts: Heritage and the Economy 2016*. Historic England on behalf of the Historic Environment Forum.

2. Capitalising: valuing our historic environment and assets

- Creative and cultural industries are 29 % more likely to be found in a listed building than in a non-listed building in England (HLF 2013)
- A very high proportion of creative industries based in historic buildings are start-ups, with over 60 per cent established between 2010 and 2013 (HLF 2013)
- Property agents state that historic buildings are attractive to creative industries because they are smaller, more flexible and cost-effective (AMION and Locum Consulting 2010).

2.16 As well as offering creative industries an attractive permanent base, our District's natural and built environment is a huge draw to temporary or visiting creative enterprises. In recognition of the significant economic benefits that film and TV production can bring to the local economy, Stroud District Council has signed up to Creative England's Film Charter, committing all council departments to a "film friendly attitude". Creative England estimated productions spent over £4 million in Gloucestershire in 2014, and that film production can bring up to £32,000 per day into the local economy when filming on location, using local hotels, facilities and traders.

Tourism, visitors and leisure

- 2.17 An estimated £144 million was spent by day tripping and overnight visitors to Stroud District in 2014, with a tourism-related business turnover of more than £184 million. Around 3,199 people are believed to be employed in jobs relating to Stroud's tourism sector, which is 5% of the District's employment offer¹³.
- 2.18 Market research in 2012¹⁴ (which quizzed people who were familiar with our area and those who were not) suggested that people most associate the Stroud 'brand' with market towns, villages, scenic countryside; historic attractions, sites and landscapes; and food and drink. The study, which examined perceptions and experiences of visiting The Cotswolds, revealed that many of the things that people most sought or expected from The Cotswolds are things which Stroud can offer in abundance: villages (appealed to 77% of respondents), Areas of Outstanding Natural Beauty (79%), places with interesting architecture (69%), market towns (75%), local view points (72%), rivers, canals and waterways (67%).
- 2.19 Local Plan site allocation **SA5** includes the historic Old Dock conservation area at Sharpness. With its emphasis on delivering a mix of tourism, leisure and recreational uses, supported by housing development, the allocation reflects the Local Plan's vision for the cluster of parishes around Berkeley: boosting the area's established tourism and visitor economy, whilst conserving and managing the rich built and natural heritage.

[ILLUSTRATION: Creative and cultural industries are 29 % more likely to be found in a listed building than in a non-listed building in England (HLF 2013)]

[ILLUSTRATION: Our District's natural and built environment is a huge draw to temporary or visiting creative enterprises, including film and TV productions, which can bring significant expenditure and investment into the local economy]

¹³ *The Economic Impact of Gloucestershire's Visitor Economy 2014*. The South West Research Company Ltd on behalf of Stroud District Council, 2016.

¹⁴ Arkenford [reference!]

Wellbeing

2.20 Our built and natural heritage offers diverse opportunities to bring benefits to community and individual health and wellbeing, including -

- Providing community or cultural facilities through the adaptive re-use of historic buildings
- Nurturing self-identity and mental health through interaction with historic places or objects
- Helping communities to identify what is of local heritage value and what may be significant to their community identity and distinctiveness
- Reinforcing community or family cohesion through shared experiences – whether through reminiscences, education and learning or simply to a fun day out
- Volunteering: bringing benefits to both the individual and the wider community, as well as to the heritage asset itself
- Improving physical health and activity levels through access to natural heritage sites, including our historic parks and gardens, the many historic sites and viewpoints dotted across our landscape, the Cotswold AONB and our hill-top commons

Physical and mental health

2.21 Whilst ‘old’ buildings are generally valued by people of all ages and are commonly considered to be more “beautiful” than new buildings¹⁵, it seems that built heritage has particular value to older people – perhaps due to a sense of continuity, longevity and familiarity. There is evidence to suggest that engagement with museum and gallery collections can enhance people’s physical and mental wellbeing and even improve their life expectancy¹⁶.

2.22 Encouraging older people to reminisce has been shown to enhance both the inner self and social skills. Furthermore, shared memories amongst the elderly opens up a potentially lonely time of life in to one that favours passing on knowledge and bolstering a sense of place¹⁷.

2.23 Our historic environment also offers opportunities for people of all ages to get involved physically and practically. From volunteers working physically hard to repair features along the Cotswold Canals, to the rural skills workshops and schools’ outdoor learning sessions run at the National Trust’s Ebworth Centre, Stroud’s urban and rural environment is rich with opportunities for active engagement.

Encouraging participation

2.24 The extent to which people ‘give’ to heritage – both financially and through giving time – can be seen as an indicator of how much they value heritage. A 2016 research review by the Heritage Lottery fund (HLF) into the *Values and Benefits of Heritage* reported that 7% of respondents to a national 2015 survey by DCMS had volunteered in the heritage, museum or library sectors within the previous 12 months. This equates to approximately 3.7 million people (DCMS Taking Part Survey 2014/15).

¹⁵ *Values and Benefits of Heritage*, 2016. Research review by HLF. 1.1.2, p5.

¹⁶ *Values and Benefits of Heritage*, 2016. Research review by HLF. 3.1, p 14-15.

¹⁷ This premise was at the heart of a heritage, health and wellbeing project, developed by the Manchester Museum in conjunction with Manchester City Council’s Valuing Older People initiative

2. Capitalising: valuing our historic environment and assets

- 2.25 Nationally, older people are more likely to attend museums and heritage sites than younger people. However, a person who visited a heritage site or museum as a child is more likely to visit throughout adulthood¹⁸. Encouraging access by youngsters is a way of fostering a lifelong interest and sense of value.

[ILLUSTRATION: “RemPods” – a local Stroud-based company. Dementia and memory: handling objects and nostalgic settings...]

[ILLUSTRATION The new ‘learning pavilion’ at Stroud’s Museum in the Park (part funded by Gloucestershire Environment Trust’s largest ever grant)¹⁹ offers new facilities for school children and organisations such as Dementia Adventure.]

Building a positive legacy for the future

- 2.26 “Sustainable development” is at the core of the planning system. The foreword to the NPPF explains that -
- “The purpose of planning is to help achieve sustainable development. Sustainable means ensuring that better lives for ourselves don’t mean worse lives for future generations. Development means growth... Sustainable development is about change for the better, and not only in our built environment.”²⁰*
- 2.27 Sustainability is often described as having three elements: social sustainability, economic sustainability and environmental sustainability. All three are interlinked and consideration of development proposals tends to require a balanced judgement about the relative gains (or losses) that the proposal might bring about in relation to each three.
- 2.28 The historic environment, our built, natural and cultural heritage, has a key role to play in sustainable development - bringing about “change for the better”. This is up-front in the NPPF, which states that pursuing sustainable development involves seeking positive improvements in the quality of the historic environment (NPPF, paragraph 9); and that Planning should always seek to secure high quality design and should conserve heritage assets in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of this and future generations (NPPF, paragraph 17).
- 2.29 And our own Local Plan recognises that, whilst the preservation and protection of the historic environment is one half of the story, new development also offers opportunities for positive change:
- New development should maintain and, where appropriate, *enhance* heritage assets and their settings in a manner that is appropriate to their significance²¹;
 - The historic environment should act as a stimulus and inspiration to place making in all parts of the District so that it can *reinforce local identity* and play a part in *increasing the appeal of the area* as a place to live, work, visit and invest in²²;

¹⁸ *Values and Benefits of Heritage*, 2016. Research review by HLF. 2.3, p 13

¹⁹ Stroud District Council *Corporate Delivery Plan 2015-2019*, p 7

²⁰ Ministerial foreword to the NPPF

²¹ *Stroud District Local Plan*, Policy ES10 and paragraph 6.56

²² *Stroud District Local Plan*, paragraph 6.53

2. Capitalising: valuing our historic environment and assets

- New development should seek opportunities to draw on the historic environment in order to maintain and *enhance* local character and distinctiveness²³.
- 2.30 The adaptation of historic buildings offers opportunities to provide secure and positive futures for the District’s heritage assets, whilst also improving their usefulness as places to live and work.
- 2.31 New development is one of the most conspicuous ways in which the character and quality of a place can be either reinforced or degraded. The Local Plan encourages *all kinds of new development in all parts of the District* to use our historic environment as a stimulus to high quality, imaginative design. Chapter 4 looks in more detail at opportunities associated with new design and development, within and inspired by the historic environment.

[ILLUSTRATION: Cashes Green Hospital – a local heritage asset adapted for housing with new development around, creating a distinctive community with a very strong sense of place.]

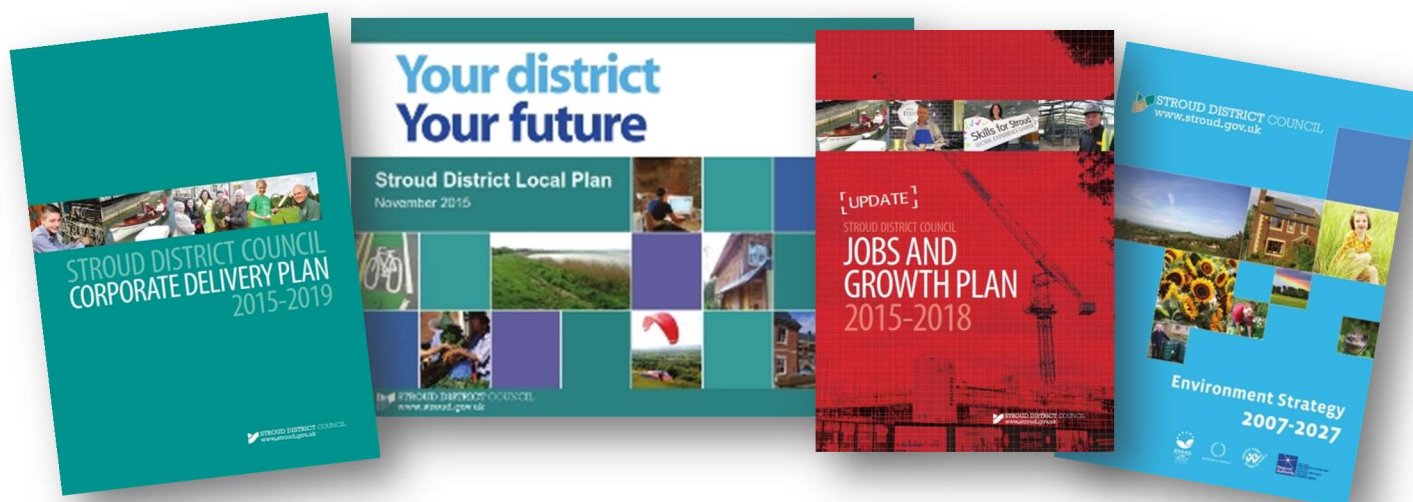
²³ *Stroud District Local Plan*, paragraph 6.56

Raising awareness across the Council

- 2.32 Stroud District’s built, natural and cultural environment is intertwined with Council business on many different levels. But we can do much more to raise awareness about the value of our heritage and to exploit its potential economic, wellbeing and environmental capital.
- 2.33 The District Council’s **Vision**, which guides the Corporate Delivery Plan and the allocation of Council resources, is of *“leading a community that is making Stroud District a better place to live, work and visit for everyone”*. Most people’s experience of living in, working in or visiting our District is touched in some way by our built and natural heritage. It is a heritage that is evident right across our area and it is an important part of Stroud District’s ‘brand’.

What do our corporate strategies say?

- 2.34 The Council’s **Corporate Delivery Plan 2015-2019** and the **Jobs and Growth Plan [update] 2015-2018** cite the economic benefits and the Council’s investment in key regeneration projects, including the Cotswold Canals project, the Stroud Valleys Initiative, the planned redevelopment of Sharpness Docks and Brimscombe Port and the forthcoming town centres’ role and function study, as well as the District’s growing links with the film industry through Creative England.
- 2.35 All of these projects feed directly or indirectly off our area’s historic environment (and have significant impacts upon it), deriving at least some value and impetus from their heritage assets. Several of these projects have received some form of heritage-related funding. It is clear that a diverse range of initiatives have been undertaken over the years, by many different parts of the Council organisation, which have in some way recognised, celebrated or capitalised upon our distinctive heritage.
- 2.36 Future review of these and other corporate strategies offer valuable opportunities to make more explicit links to the economic value and the potential offered by our area’s historic and natural heritage. There is also an opportunity to broaden the traditional **Environment Strategy** focus on tackling climate change, reducing the District’s carbon footprint and reducing waste to also reflect the importance of “sustainable development” in handing on a positive legacy to future generations and helping us to live within our environmental limits – better reflecting the interpretation in both the NPPF and our own **Local Plan**.



- 2.37 Our built and natural heritage can help to deliver corporate objectives and the Council's six key priorities:

Economy: *Help local people and businesses grow the local economy and increase employment.* This chapter has already identified several ways in which our historic environment is an asset to our economy – including through tourism and leisure, creative industries, business start-ups, regeneration, town centre vitality and specialist trades and crafts.

Affordable housing: *Provide affordable, decent and social housing.*

The adaptation of historic buildings offers opportunities to provide new homes, including social housing. And, conversely, the construction of new housing is one of the most conspicuous ways in which the character and quality of a place can be either reinforced or degraded. The Local Plan encourages all kinds of new development in all parts of the District to use our historic environment as a stimulus to high quality, imaginative design. This should be true of the Council's own projects, as well as those delivered through the open market.

Environment: *Help the community minimise its carbon footprint, adapt to climate change and recycle more.* Converting and re-using an old building is the ultimate form of recycling, involving less waste and embodied energy than demolishing it and building a new one. A broader "environment" focus, which references the Council's role in protecting and shaping the quality of our natural and built surroundings, could subtly but effectively raise the agenda: in terms of recognising, celebrating and conserving our heritage, and in terms of the importance of building a positive legacy for the future through new development and regeneration.

Resources: *Provide value for money to our taxpayers and high quality services to our customers.* This Strategy provides evidence and explanation which will allow the Council to set informed priorities relating to the discharge of its duties to conserve and manage the historic environment, including Council-owned assets. This will enable better and more efficient performance and more effectively targeted action, including through the identification of opportunities for partnership working, funding, training, education and capacity-building. The current Corporate Delivery Plan identifies as a key focus the need to invest in projects and Council assets that deliver a return, generate income or deliver savings, so enabling the Council to fund essential public services. Our historic environment offers opportunities for this.

Health and wellbeing: *Promote the health and wellbeing of our communities and work with others to deliver the public health agenda.* This chapter has explored several positive and perhaps unexpected ways in which our built and natural heritage can boost health and wellbeing – including through physical and outdoor activity; memory and reminiscence; community identity, cohesion and sense of place; shared experiences and interactions which combat isolation; leisure; and the generally uplifting effect of being in attractive, well cared-for surroundings.

- 2.38 Encouraging everyone in our organisation to be mindful of the quality of our heritage – and knitting this into the Council's corporate literature, plans and strategies in a more overt and joined-up way – is an effective, minimal-cost means of valuing our historic environment and assets: raising awareness of what we have here, reinforcing our District's 'brand', giving proper credit to the work that the Council and partner organisations already do and the benefits that are brought to our District.

- 2.39 Corporate mindfulness may also work as a virtuous circle, paving the way for even smarter, more inventive ways of capitalising. Our heritage could – and should – be a positive driving force for Stroud District. There are a myriad ways that this asset can help us to achieve corporate objectives, deliver services and bring about community and economic benefits – but it requires a strategic approach.

A Heritage Champion

- 2.40 70% of all Local Authorities have a “Heritage Champion”²⁴ – normally a councillor who has been nominated by their authority to be an advocate for all aspects of the historic environment in their area and to promote the role that heritage can play in achieving the authority’s wider objectives.
- 2.41 The idea of a Heritage Champion (sometimes a “Design and Historic Environment Champion”) has been around for more than ten years, promoted by the Government and by Historic England (as well as the former Commission for Architecture and the Built Environment, CABE). Nationally, whether or not a local authority has a Heritage Champion is monitored by Historic England on behalf of the Historic Environment Forum and is reported in the annual *Heritage Counts* publication.
- 2.42 Locally, Cotswold District, Gloucester City, Tewkesbury Borough, South Gloucestershire and Bristol all have Heritage Champions.
- 2.43 It is up to each local authority to decide what nomination process to use and to shape the precise scope and remit of the role. But a Heritage Champion will generally:
- Generate enthusiasm for and awareness of the importance of the local historic environment
 - Help ensure that commitment to the proper care of the historic environment is embedded in all relevant activities and plans of the local authority
 - Influence and communicate with others to ensure benefits for the historic environment.
- 2.44 Historic England’s publication *The Heritage Champion’s Handbook* provides useful pointers, suggesting exciting opportunities for such a role and the benefits it could bring to Stroud District.

²⁴ Historic England *Heritage Champions Handbook*, 2016 <https://historicengland.org.uk/images-books/publications/heritage-champions-handbook/>

Next steps

Strategy Priority 1: Raising the historic environment up the agenda.

We need to work to raise awareness about the value and potential of our heritage in terms of its economic, wellbeing and environmental capital.

*A range of other options, opportunities and more detailed potential next steps are set out in the supporting **Issues & Options Discussion Paper**, which forms part of this consultation. But we think these should be the main priorities for the Heritage Action Plan:*

Action Plan Priority? Seeing our heritage as a positive driving force

Stroud District Council should endeavour to embed “heritage” (the District’s historic built and natural environment and historic cultural resources) into our corporate thinking and into the writing and review of corporate publications, with a view to:

- generating enthusiasm for and awareness of the importance of our exceptional local historic environment
- showing explicit commitment to the proper care of the historic environment and embedding this in all relevant Council activities and Council plans
- paving the way for cost-effective and inventive ways of capitalising on this asset, to help the Council achieve corporate objectives, deliver services and bring about community and economic benefits.

Action Plan Priority? Someone to ‘champion’ our heritage and the quality of our built and natural historic environment

The Council should consider the nomination of a councillor to act as a Historic Environment Champion for the District. They will play a key role in promoting the aims and priorities of the Heritage Strategy.

Consultation Questions:

There is no structured ‘questionnaire’ associated with this consultation. We welcome comments about any aspect of this strategy and the Issues & Options discussion paper. But the following pointers will help us, and may help you to focus your feedback.

*Can you think of other ways that our heritage is – or could be – an **economic asset**? How else might our historic environment contribute to our local economic vitality?*

*Can you think of other ways that our heritage might contribute to our **social or cultural wellbeing**?*

*Can you think of other ways that our heritage links to the idea of **building a positive legacy for the future** and making positive environmental gains?*

Can you think of any specific examples or illustrations?

***Next steps and priorities for future action:** what do you think of the suggestions (and other opportunities identified in the Issues & Options discussion paper)? Do you agree that these are reasonable priorities? Are some aspects more urgent or achievable than others? Can you envisage any obstacles? If you object to any of these ideas, what are your reasons?*

3. Positive management: identifying issues and opportunities

- 3.1 Heritage is not self-managing. Without intervention, over time, things start to degrade: whether through natural weathering processes, through damage, demolition, physical alterations and additions to the historic fabric, or through changes to the surroundings and context. We want to identify opportunities to enhance the positive management of the historic environment – including the potential to make use of expertise and resources outside the Council, to improve communication and education, and to build capacity within the District’s communities.
- 3.2 This part of the Strategy investigates key vulnerabilities, issues and pressures that face Stroud’s diverse heritage assets, how they are currently addressed, and whether there are opportunities for change.
- 3.3 The supporting **Issues & Options Discussion Paper**, which accompanies this consultation draft, looks at a broad range of issues (including those that were identified through the Local Plan-making process) and at potential opportunities for tackling them. But four of the Strategy’s main priorities umbrella over many of them:

Priority 2. Committing to the positive management of our District’s heritage “at risk”

Priority 3. Establishing a programme for the appraisal and management of conservation areas

Priority 4. Identifying and protecting non-designated heritage assets of local significance

Priority 5. Conserving and enhancing our local distinctiveness, particularly through design and new development

Our heritage “at risk”

Filling in gaps in our knowledge and understanding

- 3.4 A small proportion of Stroud District’s heritage assets have been formally identified as “at risk” through Historic England’s monitoring programme, Heritage at Risk (HAR). In 2016, 17 of our designated heritage assets have been included on the HAR Register:
- ★ 5 Scheduled Monuments. Four of which are long- or bowl-barrow burial mounds, and one of which is a former Saxon church at the site of Leonard Stanley priory.
 - ★ 10 Listed Buildings. Three of which are Grade I; five are Grade II*; two are Grade II. The ten includes six listed places of worship (churches), two mill buildings (at Stanley Mill and Longfords Mill), St Mary’s Mill House, and Woodchester Mansion.
 - ★ 2 Conservation Areas: Stanley Mills CA and the Industrial Heritage CA (IHCA). These appear as new entries on the 2016 HAR Register, identified through Historic England’s Conservation Areas At Risk Survey (CAARS). Our two conservation areas make up almost 6% of all the “at risk” conservation areas in the South West region²⁵.
- 3.5 Aside from the two conservation areas, most of these have been on the HAR Register for many years. The Grade II* Brownhill Court (Painswick) is one of just 8 listed buildings which have been removed from the South West HAR Register since last year²⁶: its future is now secured and it has undergone a programme of repair which means it is no longer at risk.
- 3.6 Historic England does not monitor Grade II listed buildings through the HAR programme, except for listed places of worship (hence only two of our Grade II buildings appear on the Register). So the HAR completes only part of the picture.
- 3.7 A co-ordinated, up-to-date and regularly monitored Buildings At Risk programme should be a key tool in local authorities’ management of their most vulnerable heritage assets – particularly for Grade II listed buildings, which generally see much less involvement and intervention from Historic England and other national bodies.
- 3.8 Currently, Stroud District Council does not have a co-ordinated Buildings at Risk (BAR) programme and, whilst pro-active intervention does happen, this is *ad-hoc* and successes are not widely known about because our Register is not publicly accessible. This is a key opportunity for the Council in terms of:
- ✓ Providing evidence that will allow the Council to set informed priorities in relation to the resourcing and management of the District’s heritage assets
 - ✓ Helping to identify patterns, trends and common issues, which may suggest unforeseen solutions
 - ✓ Building a case for applications for financial aid / other assistance from Historic England, the Heritage Lottery Fund or other sources

²⁵ Historic England’s *Heritage At Risk Register 2016* identifies 34 “at risk” conservation areas in the South West region.

²⁶ Historic England’s *Heritage At Risk Register 2016*, page xiv

3. Positive management: our heritage “at risk”

- ✓ Monitoring the effectiveness of Local Plan Policy EH10 (SDLP key indicator)²⁷
- ✓ Making the register and key findings publicly accessible may encourage greater community involvement and may encourage new owners / occupiers / users to come forward with investment and alternative uses
- ✓ Celebrating success stories

- 3.9 Historic England is currently (2016) piloting a protocol, online tool and electronic App which will support volunteers in recording the condition of their local Grade II listed buildings. When it launches nationally, the Grade II Condition Survey project²⁸ will offer a great opportunity for communities, individuals and specialist interest groups to get involved in monitoring their area and helping to identify buildings and structures most in need of intervention. Historic England will share the information gathered with the District Council, to inform our Buildings at Risk work.
- 3.10 2016 was the first time Stroud District Council participated in the nation-wide CAARS survey, which has been running since 2009 and is designed to be an annual audit of all England’s conservation areas. 90% of local authorities have carried out the survey at some point since 2009, allowing Historic England to build a strong national picture, to identify trends and issues, to focus resources and develop its national and regional strategies. The CAARS has provided us with some very useful comparative information and has flagged up particular vulnerabilities in some of our conservation areas.

Particular vulnerabilities

- 3.11 The fact that the Industrial Heritage Conservation Area (IHCA) and Stanley Mills Conservation Area have both been identified as “at risk” through the CAARS process is significant: the vulnerability of Stroud District’s industrial heritage reflects a common picture across the whole country. A survey undertaken in 2011 to support a Historic England initiative to tackle the problem found that, nationwide, the percentage of listed industrial buildings at risk was three times greater than the national average for listed buildings at risk. In our area, the vulnerabilities relate partly to issues around adaptation and re-use of redundant buildings and sites. National research²⁹ suggests that former textile industry buildings and country houses typically face the most acute ‘conservation deficit’ (i.e. the difference in the cost of repair compared to the end value) of all the various types of heritage assets on the current HAR. But our historic industrial environment is also complex and not always ‘attractive’. Its historic and architectural interest can be easily eroded by poorly contextualised new development and incremental, seemingly minor, losses because the significance is not always easy to appreciate.
- 3.12 Almost a quarter of our assets on the HAR Register are barrows. Nationwide, barrows (prehistoric burial mounds) are the most common type of heritage asset on the Register, making up 15.6% of all the HAR entries in 2015. The South West is home to more than half of these, reflecting a particularly distinctive feature of the region’s heritage. Nationally, the biggest risk posed to barrows is from ploughing (or “clipping”), whilst animal burrowing and scrub growth are also significant risk factors.

²⁷ Stroud District Local Plan, APPENDIX 1: Monitoring framework

²⁸ <https://conditionsurvey.historicengland.org.uk/home>

²⁹ Historic England’s *Heritage At Risk Register* 2016

Management tools, resources and powers to intervene

- 3.13 Both the annual CAARS survey and the Grade II Condition Survey provide useful tools for monitoring and benchmarking the condition of the District’s heritage assets and identifying risk factors. The findings should be used to inform the Council’s Buildings at Risk work and to help prioritise action and intervention, where necessary.
- 3.14 Historic England has nine local teams, each of which has a specific focus on reducing local heritage at risk. Stroud District falls within the South West team’s area. They use the outcomes of research and the annual HAR Register to help prioritise where they focus their time and funding. They work with partners such as the Heritage Lottery Fund and Natural England to support owners with funding to help them understand what repair or conservation works are needed, as well as the actual work.
- 3.15 Stroud District Council has a range of powers to intervene where heritage assets are subject to damage, neglect or deterioration. The powers vary by asset-type, and depend upon the severity of the building or structure’s condition. Urgent Works Notices³⁰, Repairs Notices³¹ and Tidy-up Notices³², along with powers of compulsory purchase (CPO)³³ are perhaps those most commonly associated with dealing with buildings at risk – particularly listed buildings. But there are other powers and procedures which can be employed – for example, powers designed to deal with empty homes³⁴ or dangerous structures.
- 3.16 These various powers are summarised in the supporting **Issues & Options Discussion Paper**, which accompanies this consultation draft Strategy. Historic England’s publication *Stopping the Rot*³⁵ explains these powers more fully and is full of useful advice on how to make creative and effective use of a wide range of resources.
- 3.17 A growing number of local authorities are signatories to a [memorandum of understanding](#) with the police, CPS and Historic England, which sets out the various authority roles in tackling heritage crime. An action plan for all those signed up to the MOU is drawn up each year, based on the results of a strategic assessment, thereby ensuring a co-ordinated approach to dealing with the problem of crime and anti-social behaviour within the historic environment.
- 3.18 It will be helpful to undertake a regular review of external funding sources and to ensure that potential avenues for attracting investment and resources into the District are well publicised among stakeholders.

³⁰ Section 54 of the Planning (Listed Buildings and Conservation Areas) Act 1990

³¹ Section 48 of the Planning (Listed Buildings and Conservation Areas) Act 1990

³² Section 215 of the Town and Country Planning Act 1990

³³ Section 47 of the Planning (Listed Buildings and Conservation Areas) Act 1990

³⁴ Section 132 of the Housing Act 2004; Section 17 of the Housing Act 1985; Law of Property Act 1925

³⁵ Historic England *Stopping the Rot: a guide to enforcement action to save historic buildings*, April 2016

Next steps

Strategy Priority 2: Committing to the positive management of our District’s heritage “at risk”.

- 3.19 Stroud District Council should put in place a co-ordinated, up-to-date and regularly monitored Buildings at Risk programme, to enable targeted and proportionate intervention aimed at reducing the severity and number of assets “at risk”.
- 3.20 *A range of other options, opportunities and more detailed potential next steps are set out in the supporting **Issues & Options Discussion Paper**, which forms part of this consultation. But we think these should be the main priorities for the Heritage Action Plan:*

Action Plan Priority? Buildings at Risk (BAR)

The Heritage Action Plan should set out a programme for the identification and ongoing monitoring and management of historic “buildings at risk”, with the ultimate aim of having an up-to-date Register made publicly available.

The programme should aim to include a diverse range of heritage assets within the Register: in addition to listed buildings of all Grades, the BAR programme should apply to conservation areas, non-designated heritage assets (including those that are ‘locally listed’), unlisted buildings in conservation areas, scheduled monuments and other known but non-designated archaeology.

The programme should set out a reasonable target for what can be achieved within the next five years and should be reviewed each time the Action Plan is refreshed.

Action Plan Priority? Conservation Areas At Risk Survey (CAARS)

The Council should commit to the annual appraisal of our conservation areas’ condition and vulnerability through Historic England’s Conservation Areas At Risk Survey (CAARS). The findings should be used to inform the Council’s Buildings at Risk work

Action Plan Priority? Grade II Condition Survey

Stroud District Council should actively encourage and support community volunteers to take part in the Historic England Grade II Listed Building Condition Survey. The findings can inform the Council’s Buildings at Risk work and the annual CAARS survey.

Consultation Questions:

There is no structured ‘questionnaire’ associated with this consultation. We welcome comments about any aspect of this strategy and the Issues & Options discussion paper. But the following pointers will help us, and may help you to focus your feedback.

Stakeholders: *Are there opportunities for any key stakeholders to become more involved in the management of our District’s assets ‘at risk’? What roles do they, or could they, play? What benefits might be gained from other private, public or voluntary/charity sector involvement in the management of Stroud’s heritage at risk?*

Mechanisms, tools, initiatives, funding and resources: *Can you think of any other*

3. Positive management: our heritage “at risk”

national or local tools and resources which could help with positively managing the District’s heritage assets ‘at risk’? Can you think of successful examples within the District or elsewhere? Are there any pitfalls or obstacles?

Issues and pressures: *Are you aware of any particular issues or pressures which are significant risk factors for the various types of heritage assets in Stroud District? We would most like to identify issues that are common or widespread, rather than issues that are unique to an individual building (although relevant information about specific listed buildings could potentially be stored and referred to in any future Buildings at Risk review programme). Can you suggest any additional ways of addressing issues, pressures or vulnerabilities that affect heritage assets in Stroud District?*

Next steps and priorities for future action: *What do you think of the suggestions? Do you agree that these are reasonable priorities? Are some aspects more urgent or achievable than others? Can you envisage any obstacles? If you object to any of these ideas, what are your reasons?*

Our local distinctiveness: design and development

How can we ensure we hand on a positive legacy?

- 4.31 This Strategy has already looked at how valuable our historic environment is to our local distinctiveness, and how important it is that we protect and enhance our built and natural heritage so that we are able to hand on a positive legacy to future generations. Chapter 3 highlighted how it is possible to capitalise on the heritage assets that we have, in order to bring about positive changes: changes which benefit both the assets themselves and the wider social, economic and visual environment.
- 4.32 But over the past two or three decades, economic pressures, global markets and ‘anywhere’ standard design in many new developments have begun to water down our area’s local distinctiveness. This is happening right across the District, including in conservation areas and, to a lesser extent, where listed buildings are altered or extended.
- 4.33 This is self-perpetuating: the more frequently we see development that is non-contextual or non-distinctive, the more we see this as normal. It enters the local vocabulary. It sets a precedent, if only subconsciously, and it muddies the waters meaning that we are less able to pick out what really is locally distinctive about a place.
- 4.34 This does not mean that all development has to directly mimic traditional buildings in every respect, although that is an entirely valid design approach. So-called “pastiche” design seems to be derided and loved in equal measure, depending on whether you are designing it, living in it or looking at it through your window. Sometimes, it is the best way of conserving the architectural or historic significance of a place, or enhancing its character. As a broad generalisation, this does seem to be the approach favoured by many community-led design statements.
- 4.35 But it is also possible to design and build in a locally distinctive *and* contemporary way. In some ways, this requires more skill and an even deeper understanding of what makes a place or building locally distinctive and architecturally significant.
- 4.36 This is particularly true in complex historic environments like Stroud’s Industrial Heritage Conservation Area (IHCA), where we are increasingly seeing poorly contextualised development – some of which is on a very large scale – the cumulative effect of which is posing a serious risk to the integrity of this conservation area’s character and historic significance. That this is continuing to happen, in spite of there being detailed design guidance and conservation area management proposals in place, highlights how important it is to raise awareness about what is significant and to ensure that any guidance and policy is easily accessible and routinely referred to – by planning decision makers as well as by applicants.
- 4.37 Training and awareness is key. All planning case officers should be familiar with the broad principles and intentions of design guidance and conservation area management proposals, where they do exist. Where necessary, advice about contextual design and the significance of the heritage asset in question should be sought from specialist conservation staff.

3. Positive management: our local distinctiveness

- 4.38 Any Heritage Statement submitted in support of an application should clearly describe the nature and significance of the affected heritage asset, and set out how the proposed scheme aims to maintain or enhance this – including through reference to any design guidance or management proposals that are specific to the building or place in question.
- 4.39 Neighbourhood Development Plans and community-led design statements must accord with the NPPF, NPPG and the Local Plan. Communities should be encouraged to undertake conservation area appraisal as part of building a sound evidence base to support design guidance and policies which aim to protect and reinforce local distinctiveness and the historic environment. There may be opportunities for training or additional support for those involved with policy-writing, to help communities develop strong policies and guidelines which will protect the local character, without being overly prescriptive. Making a convincing and appealing case for high quality, contextual, contemporary design will be important.

Next steps

Strategy Priority 5: Striving to conserve and enhance our local distinctiveness.

- 3.21 The Council should be consistently delivering a message that we expect high standards of design. We need to ensure that all advice is up-to-date, compliant with both national and local policy, and is genuinely helpful and inspirational, with a view to raising design standards and protecting and enhancing our local distinctiveness – including through high quality, energy-efficient, contemporary design.
- 3.22 *A range of other options, opportunities and more detailed potential next steps are set out in the supporting **Issues & Options Discussion Paper**, which forms part of this consultation. But we think these should be the main priorities for the Heritage Action Plan:*

Action Plan Priority? Design guidance publications

Review and, where necessary, refresh and rationalise Stroud District Council's various supplementary planning advice documents, to ensure the planning authority is delivering a consistent, up-to-date and easily accessible message, which accords with the Local Plan's expectation of high design standards. In particular:

- Residential Design Guide SPG (2000)
- Householder Design Guide SPA (2007)
- Shopfronts Design Guide SPG (2011)
- Industrial Heritage Design Guide SPA (2008)
- Sustainable Construction Checklist SPD (emerging)
- Planning application Validation Checklist (emerging)

The Heritage Action Plan should identify whether any additional design guidance or supplementary planning advice is needed, in order to address particular issues or pressures or to support the implementation of policies in the Local Plan.

In conjunction, there is an opportunity to review the Council web pages, to ensure that design guidance is clearly signposted and easily accessible from all relevant pages; and to consider how the website might be used to raise the profile of design as an issue, highlighting SDC's expectations of high design standards.

Action Plan Priority? Development Management monitoring and review

Undertake a review of planning applications in conservation areas to get a better understanding of the quality and consistency of design in historic areas; to identify particularly good examples and to learn lessons from less successful results. There should be continuous periodic monitoring of permissions within conservation areas.

Action Plan Priority? Design Awards

The Council should initiate a District-wide design awards scheme, with a view to raising the profile of design quality locally. Specifically, the awards should aim to highlight and celebrate the best design solutions to development within an historic context.

The Heritage Action Plan should set out:

- the scope and objectives of the scheme
- awards categories and selection criteria
- a methodology for nominating candidates – designed to encourage participation by communities, parish councils, heritage groups and societies, architects and agents, developers, clients and individuals
- an outline for how the scheme will be implemented and who will be involved

Action Plan Priority? Training and raising awareness

Identify opportunities for training and outreach, to raise awareness of heritage and design issues and to increase skills to tackle them, both within the Council organisation and throughout the District's communities.

Consultation Questions:

There is no structured 'questionnaire' associated with this consultation. We welcome comments about any aspect of this strategy and the Issues & Options discussion paper. But the following pointers will help us, and may help you to focus your feedback.

Stakeholders: *Are there opportunities for any key stakeholders to become more involved in promoting and appraising the quality of design and development in our historic environment? What roles do they, or could they, play?*

Mechanisms, tools, initiatives, funding and resources: *Can you think of any other national or local tools and resources which could help with positively managing the quality and local distinctiveness of design and development in Stroud District? Can you think of successful examples within the District or elsewhere? Are there any pitfalls or obstacles?*

Issues and pressures: *Are you aware of any particular issues or pressures which are affecting the quality and character of design and development in our historic environment? We would most like to identify issues that are common or widespread, rather than issues that are unique to an individual building or site. Can you suggest any additional ways of addressing any issues, pressures or common pitfalls?*

Next steps and priorities for future action: *What do you think of the suggestions here*

3. Positive management: our local distinctiveness

and other opportunities identified in the Issues & Options discussion paper? Do you agree that these are reasonable priorities? Are some aspects more urgent or achievable than others? Can you envisage any obstacles? If you object to any of these ideas, what are your reasons?

Conservation Areas: a programme for their appraisal and management

- 3.24 Conservation areas are designated by local authorities and are areas of particular architectural or historic interest, the character or appearance of which it is desirable to conserve or enhance. For almost 50 years, ever since the 1967 Civic Amenities Act, conservation areas have proved a highly effective mechanism for managing change on an area-wide basis. They form the historic backcloth to national and local life and are a crucial component of local identity.

Designation and Review

- As the Local Authority, Stroud District Council has the statutory power to designate conservation areas³⁶.
 - All properties within a conservation area are required to have this recorded as a local Land Charge³⁷.
 - We are legally obliged to review our area “from time to time”, to assess whether existing designations are still justified and to identify any additional areas worthy of designation³⁸.
 - Ideally, an ‘appraisal’ of the area should be carried out at the time of designation, to explain its special architectural or historic significance³⁹.
 - The NPPF⁴⁰ advises that Local planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible. Copies of evidence should be deposited with the Gloucestershire Historic Environment Record (HER).
- 3.25 An appraisal of the area’s character and significance is an important tool in helping to ensure that the likely impact of any proposed development is properly understood and that informed decisions are made by the Local Planning Authority in determining planning applications which might affect the area’s significance. National Planning Practice Guidance (PPG) advises that conservation area appraisals should help in developing Local Plan policies, as well as informing management plans which are specific to each conservation area; and that a good appraisal should consider what features make a positive or negative contribution to the significance of the conservation area, thereby identifying opportunities for beneficial change or the need for planning protection⁴¹.
- 3.26 Character appraisals, known as “Conservation Area Statements” (CAS), have been adopted as Supplementary Planning Advice for only 15 of our 41 conservation areas. None of these appraisals were carried out at the time of designation (all our designations were made more than 20 years ago). The Council has not carried out any appraisals since 2008. The most

³⁶ Legislation

³⁷ Reference

³⁸ Planning (Listed Buildings and Conservation Areas) Act 1990. Section 69.

³⁹ Reference

⁴⁰ NPPF, paragraph 141

⁴¹ PPG *Conserving and enhancing the Historic Environment*, paragraph 025

recently adopted CAS (Kingswood, 2014) was compiled by the local community in liaison with District Council planning and conservation officers, to support their Parish Design Statement.

- 3.27 The Stroud District Local Plan (2015) identifies the number of conservation areas with an “up-to-date” appraisal as a key indicator of the effectiveness of Local Plan policy EH10. This data is not currently monitored and there is no current programme for ongoing conservation area review or the production of Conservation Area Statements.
- 3.28 Although there is no statutory limit or definition of “up-to-date”, a review every five years is commonly taken as a benchmark, including by Historic England. Once an appraisal is in place, though, a five-yearly review may be a very simple and relatively low-resource process: in most conservation areas, there will be no need for re-writing a character appraisal and the review may simply affirm that the existing document is still fit for purpose.

Management Proposals

- Local Planning Authorities have a duty to formulate and publish proposals for the preservation and enhancement of their conservation areas⁴².
 - This is in *addition* to the obligations to make local development plan (local plan) policies for the conservation, enhancement and enjoyment of the historic environment, as set out by the NPPF⁴³.
- 3.29 Regularly reviewed appraisals, which identify threats and opportunities, can be developed into a Management Plan, which can in turn channel development pressure to conserve the special quality of the conservation area. Areas in relative economic decline and areas under particular pressure for development can benefit from management opportunities that promote beneficial change⁴⁴.
- 3.30 Traditionally, Stroud District’s CASs have included a section on design guidance and opportunities for enhancement, linked to particular issues and pressures identified for that conservation area.
- 3.31 In the case of the Industrial Heritage Conservation Area, this was developed into a more extensive Management Plan, which was adopted as a Supplementary Planning Document (SPD) in 2008, alongside a dedicated Design Guide and Character Appraisal. Despite its SPD status, the IHCA management proposals are not having the intended effect: many of the problems, issues and pressures identified a decade ago, which sparked the production of this suite of IHCA documents in the first place, continue to threaten the integrity and special historic and architectural significance of this unique conservation area. The IHCA and Stanley Mills CA are both identified as “at risk” by Historic England⁴⁵.
- 3.32 The key here is to ensure that everyone involved in managing development within conservation areas is aware of the Management Proposals and any specific guidance that has been adopted for each of the conservation areas that have them. Policy and design guidance should be relevant, clear and straightforward. But most importantly, the reasons behind them must be clear: understanding what the vulnerabilities are and how certain trends or pressures

⁴² Planning (Listed Buildings and Conservation Areas) Act 1990. Section 71.

⁴³ NPPF, paragraphs 126 and 157.

⁴⁴ Historic England *Advice Note 1: Conservation Area Designation, Appraisal and Management* (2016), paragraph 22.

⁴⁵ Historic England’s *Heritage At Risk Register* 2016

can threaten a particular conservation area's significance should make the implementation of policies and design guidance easier.

- 3.33 This means raising awareness amongst homeowners, designers, planning agents, parish councils and consultees, and most particularly the planning officers and councillors who are actively involved in making planning decisions.

Community involvement

- 3.34 There are opportunities for members of the local community to get involved with protecting and enhancing their conservation area, either individually or through groups. Nationally, some local groups have helped to prepare character appraisals and management plans for conservation areas whilst others have carried out their own assessments to identify management issues.
- 3.35 Within our District, the Kingswood CAS (adopted in 2014) was a product of liaison between SDC conservation / planning strategy officers and a community group, led by the parish council, who did field work and drafted the document. The conservation area character appraisal provided evidence to support policy and design guidance in the community's Parish Design Statement.

Further management tools and resources

- 3.36 Article 4 directions are a key tool for managing change within conservation areas. Local Planning Authorities are empowered to make an Article 4 direction to remove certain specific permitted development rights from dwellings within a conservation area. This introduces an element of planning control over some external works, which would not normally be the case. Article 4 directions are not necessarily intended to prohibit changes: they should be a tool to ensure that changes are considered and their likely impact on the character and appearance of the area can be assessed.
- 3.37 Several of the District's conservation areas are subject to Article 4 directions, most of which were introduced alongside a CAS. However, public awareness is patchy and their effectiveness in preventing inappropriate alterations has been inconsistent over the years.
- 3.38 Incorporating a comprehensive and systematic photographic survey of all Article 4 buildings into every future conservation area appraisal would improve the Local Planning Authority's ability to monitor change and enforce against breaches of planning control.

Next steps

Strategy Priority 3: Establishing a programme for the appraisal and management of conservation areas.

- 3.39 Stroud District Council should set out in the Heritage Action Plan a co-ordinated programme to review the District's conservation areas. The programme's ultimate aim should be to have an up-to-date Conservation Area Statement (CAS), consisting of character appraisal and management proposals, in place for each conservation area.
- 3.40 Improving awareness about the existence of CAS and management proposals – including training on how to use them – will also be an important part of any review programme. Encouraging community involvement will also depend upon the Council providing support and advice and helping to develop local skills and capacity.
- 3.41 *A range of other options, opportunities and more detailed potential next steps are set out in the supporting **Issues & Options Discussion Paper**, which forms part of this consultation. But we think these should be the main priorities for the Heritage Action Plan:*

Action Plan Priority? Conservation Area review

The Heritage Action Plan should set out a programme for the ongoing appraisal and review of the District's conservation areas, with the ultimate aim of having up-to-date Conservation Area Statements in place for each conservation area. The programme should set out a reasonable target for what can be achieved within the next five years and should be reviewed each time the Action Plan is refreshed.

The programme should set out which conservation areas should be prioritised, with particular preference for areas which meet one or more of the following criteria:

- Conservation Areas considered "at risk" or most vulnerable, according to the annual CAARS survey
- Conservation Areas affected by strategic site allocations in the Local Plan
- Conservation Areas in tier 1, tier 2 or tier 3 settlements, according to the Local Plan's settlement hierarchy
- Conservation Areas within "Neighbourhood Areas" (the defined extent of an emerging Neighbourhood Development Plan)

Action Plan Priority? Local Listing

The identification of undesignated heritage assets of local significance should be incorporated into any future conservation area appraisals, with a view to including those assets in a Local Heritage List.

Action Plan Priority? Neighbourhood Planning and community involvement

Communities who are engaged in producing Neighbourhood Development Plans (NDPs) should consider undertaking an appraisal of any conservation area that sits within their Neighbourhood Area, as part of their NDP's heritage evidence base. Neighbourhood Planning Groups are able to access various funding sources to help them assemble a robust evidence base, which may allow them to commission professional expertise to supplement local skills and knowledge.

3. Positive management: conservation areas' appraisal and management

Whilst towns and parishes wishing to produce a Community, Village or Parish Design Statement may not have access to equivalent financial resources, they may still be able to make use of local knowledge and enthusiasm. Communities should consider undertaking a conservation area appraisal in tandem with their Design Statement, to produce a robust, joined-up and comprehensive package of design and conservation guidance for their area. This offers great opportunities to double-up on public consultation and information gathering, amongst other things.

Stroud District Council will take an active role in advising and supporting local communities in their conservation area appraisal by sharing evidence and information and ensuring that any design guidance and management proposals fit with the strategic policies of the Stroud Local Plan and with national policy.

Consultation Questions:

There is no structured 'questionnaire' associated with this consultation. We welcome comments about any aspect of this strategy and the Issues & Options discussion paper. But the following pointers will help us, and may help you to focus your feedback.

Mechanisms, tools, initiatives, funding and resources: can you think of any other national or local tools and resources which could help with positively managing the District's conservation areas? Can you think of successful examples within the District or elsewhere? Are there any pitfalls or obstacles?

Issues and pressures: are you aware of any particular issues or pressures which are affecting conservation areas in Stroud District? We would most like to identify issues that are common or widespread, rather than issues that are unique to an individual building, site or structure. Can you suggest any additional ways of addressing issues, pressures or vulnerabilities that affect conservation areas in Stroud District?

Priorities for future action: what do you think of the suggestions? Do you agree that these are reasonable priorities? Are some more urgent or achievable than others? Can you envisage any obstacles? If you object to any of these ideas, what are your reasons?

Non-designated heritage assets of local significance

- 3.42 The vast majority of buildings and structures have little or no heritage significance and so do not constitute “heritage assets”. But a minority have enough heritage interest for their significance to be a material consideration in the planning process. In Stroud District we are lucky to have a rich historic environment, with a large number of designated heritage assets. But almost every one of our settlements will have at least a handful of heritage assets which, whilst not significant enough to warrant statutory designation, nevertheless have local historic interest.
- The NPPF requires local planning authorities to take into account the effect of proposed development on the significance of any “non-designated heritage asset” when determining applications⁴⁶. This means that **non-designated heritage assets are a material consideration in the planning process**: their significance is one part of the balanced judgement that the local planning authority must make when determining an application for development.
 - The Stroud District Local Plan (Policy ES10) supports **development which will protect and, where appropriate, enhance the heritage significance and setting of locally identified heritage assets**.
 - The Local Plan also requires a **‘heritage statement’ to accompany any application for development which would affect a heritage asset or its setting**, including non-designated and locally identified heritage assets. The statement should describe the nature and significance of the affected asset(s) and their setting, and explain how the proposed development would protect or enhance them in a way that is appropriate to their significance.
 - **Local planning authorities may identify non-designated heritage assets**. These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as ‘locally listed’.⁴⁷

Identifying our local heritage assets

- 3.43 As the Local Planning Authority, Stroud District Council requires applications for development affecting a locally identified heritage asset to be justified in a ‘heritage statement’⁴⁸. But what exactly is a “locally identified heritage asset”? And how are they actually identified?
- 3.44 At present, local heritage assets tend to be identified on an *ad hoc* basis through the planning process, as individual development proposals are considered. This might be during pre-application discussions, or during consideration of a planning application. A potential heritage

⁴⁶ NPPF, paragraph 135

⁴⁷ PPG *Conserving and enhancing the Historic Environment*, paragraph 039

⁴⁸ Stroud District Local Plan policy ES10: *Valuing our Historic Environment and Assets*

3. Positive management: Non-designated heritage assets of local significance

asset might be flagged up by a planning case officer, by a conservation officer, by the applicant or through public comment – for example a comment by a consultee, amenity society, parish council etc. At present, potential heritage assets are not assessed against consistent, objective criteria.

3.45 Local planning authorities are empowered to create a “local list” of non-designated heritage assets, an approach which is supported through the NPPF, by Historic England and by Civic Voice (the national umbrella organisation for local civic societies). Local listing has several benefits:

- ✓ Speeding up the planning process: if an asset is already identified in a local list, it can be quickly identified at the outset of a planning proposal by both the applicant and the planning authority.
- ✓ Cutting down on dispute: Whether or not a building, site or structure constitutes a “heritage asset” will also be less open to dispute if it has been assessed against consistent and objective selection criteria and has been ‘adopted’ via a proper process.
- ✓ The speed and robustness of *ad hoc* identification may also be improved by having a local list: ideally, in the case of buildings, their significance should be judged against published criteria⁴⁹, which may be generated as part of the process of producing a local list.
- ✓ Building a better picture: a local list can help to complete the overall picture of our area’s heritage significance and will form part of an evidence base for future planning decisions and policy-making at both community- and District-level.

3.46 Or, in PPG terms: *“Local lists incorporated into Local Plans can be a positive way for the local planning authority to identify non-designated heritage assets against consistent criteria so as to improve the predictability of the potential for sustainable development”⁵⁰.*

Local Heritage Listing: a partnership approach

3.47 The creation of a local list provides an opportunity for our local communities to work in partnership with the District Council to identify local heritage assets.

- Helps to build and reinforce a sense of local identity and distinctiveness by identifying parts of the historic environment valued by the community at the local level
- Offers potential to make use of expertise, knowledge and resources outside the Council
- An opportunity to improve communication, build positive partnerships between the District Council and local communities and spread awareness about valuing our historic environment and assets

3.48 The ‘blanket’ survey of the whole District to identify any potential assets is an enormous task and would require considerable resources. There are certainly benefits to having a comprehensive District-wide list. But there are alternatives:

⁴⁹ PPG *Conserving and enhancing the Historic Environment*, paragraph 041

⁵⁰ PPG *Conserving and enhancing the Historic Environment*, paragraph 041

Community involvement and Neighbourhood Planning Groups

- 3.49 Local heritage lists are usually ‘owned’ and maintained by the local authority, having been given formal status by adopting selection criteria either via the Local Plan or a Supplementary Planning Document⁵¹. Local communities, perhaps galvanised by a parish council or civic society, can get involved in surveying their area and identifying potential candidates for the list, based on standardised District-wide selection criteria.
- 3.50 Linking a local survey of potential heritage assets to an ongoing conservation area appraisal provides an opportunity to pool resources and maximise public engagement in identifying what is significant and valued about the local historic environment.
- 3.51 But it is also possible for communities to initiate a local list for their area through their Neighbourhood Development Plan (NDP) and to incorporate locally specific selection criteria into the NDP. The Stroud Town Centre NDP is one example where this approach has been taken. Neighbourhood Planning Groups are able to access various funding sources to help them assemble a robust evidence base, which may allow them to commission professional expertise to supplement local skills and knowledge.
- 3.52 **Historic England** provides guidance for local authorities and communities to help with introducing a local list in their area or making changes to an existing list. See their **Advice Note 7 – Local Heritage Listing**.

Next steps

Strategy Priority 4: Identifying and protecting non-designated heritage assets of local significance.

- 3.53 Stroud District Council should set out in the Heritage Action Plan a co-ordinated programme for the identification of heritage assets of local significance, so that their heritage interest can be better identified as a material consideration when dealing with development proposals which might affect them.

*A range of other options, opportunities and more detailed potential next steps are set out in the supporting **Issues & Options Discussion Paper**, which forms part of this consultation. But we think these should be the main priorities for the Heritage Action Plan:*

Action Plan Priority? A Stroud District Local Heritage List

The Council should initiate the creation of a “Local List” of non designated heritage assets of local significance by adopting a Supplementary Planning Document (SPD), which should set out how the list will be set up and run, and explain what will be the implications for any asset added to the list.

Including:

- Objective selection criteria for determining which heritage assets can be added to the Stroud District local list;

⁵¹ Historic England *Advice Note 7: Local Heritage Listing*; and PPG *Conserving and enhancing the Historic Environment*, paragraph 041

3. Positive management: Non-designated heritage assets of local significance

- A methodology for identifying potential candidates for the list, assessing their suitability and then formally 'adopting' them into the local list;
- How and where the list will be published;
- How communities, neighbourhood groups, civic societies, town and parish councils and others can be involved in the initiation of local surveys and the maintenance of their area's local list;
- The relationship between the Stroud District-wide Local Heritage List and any pre-existing or subsequently created neighbourhood- or parish-based lists.

Action Plan Priority? Neighbourhood Planning and community involvement

The Council should encourage communities who are engaged in producing Neighbourhood Development Plans (NDPs) to consider incorporating a policy on local heritage listing, including their own locally appropriate selection criteria.

- A survey of the neighbourhood area could be undertaken as part of the NDP's heritage evidence base. A local heritage list could then be adopted via the NDP process.
- Alternatively, once an NDP is adopted, assets could subsequently be added to the local list – either piecemeal or comprehensively – according to the policy's selection criteria and an agreed mechanism for ratification.

Stroud District Council will take an active role in advising and supporting local communities in setting up a local heritage list by sharing evidence and information and ensuring that the local selection criteria and proposed methodology accord broadly with any District-wide equivalents and with national guidance.

Consultation Questions:

There is no structured 'questionnaire' associated with this consultation. We welcome comments about any aspect of this strategy and the Issues & Options discussion paper. But the following pointers will help us, and may help you to focus your feedback.

Partnership approach? *What do you think of the proposed 'partnership' approach? Will communities be receptive? Is there enough local interest? What do you think about the proposed linkage with Neighbourhood Plans?*

Have we missed any key stakeholders that could or should be involved? What benefits might be gained from other private, public or voluntary/charity sector involvement in identifying and managing local heritage assets?

Mechanisms, tools, initiatives, funding and resources: *can you think of any other national or local tools and resources which could help with identifying local heritage assets or creating a local heritage list? Can you think of successful examples elsewhere? Are there any pitfalls or obstacles?*

Priorities for future action: *Do you agree that 'local listing' is a reasonable priority? Can you envisage any obstacles? If you object to any of these ideas, what are your reasons?*

Implementation and monitoring

This draft Heritage Strategy and the **Issues & Options Discussion Paper** will be published for six weeks' public consultation. The consultation will seek views about whether the priorities and big issues identified within the draft Strategy are the right things to focus on; what options exist for tackling them; any practical or financial implications; and whether there are other options or opportunities that have been missed by either the draft Strategy or the discussion paper.

The **Heritage Strategy**, once adopted as Supplementary Planning Advice (SPA) will allow the Council to set informed priorities in relation to the conservation, management and monitoring of the District's heritage assets and the allocation of resources. As part of this, it is important to be able to monitor progress and measure performance against key priorities.

Implementing the Strategy will directly affect the Council's operation, particularly in its development management and strategic planning role as the local planning authority. However, it will also require a wide range of private, public and voluntary bodies to work together. The Council will work with other stakeholders, including Historic England and the County Council, with parish councils and neighbourhood groups, building preservation trusts, civic societies and other specialists to identify needs and opportunities and to support particular projects however we can. In particular, the Council recognises and supports the development of neighbourhood plans, which have a key role to play in the management and shaping of our historic environment. If the Council chooses to elect a Heritage Champion, they will have a key role in promoting the aims and priorities of the Strategy and in building partnerships.

Action Plan

To support the Heritage Strategy, a Council **Heritage Action Plan** will be produced, consisting of a programme of works relating to priorities identified in the Strategy itself. Feedback from public consultation on the draft Strategy and discussion paper will help to inform the first Action Plan, which should be prepared in accordance with the final Heritage Strategy.

The intention is that the Strategy and supporting Action Plan will enable better and more efficient performance and more effectively targeted action, including through the identification of opportunities for partnership working, funding, training, education and capacity-building – for our communities as well as for those operating within Stroud District Council.

The Action Plan will set out realistic objectives and actions for the following five years. Performance will be monitored, with an annual progress report to Environment Committee, and the Action Plan will be periodically refreshed with a rolling five year timeframe.

Monitoring framework

The Local Plan sets out five key indicators for measuring the success of Policy ES10 (and the Heritage Strategy) and how effectively the policy influences planning decisions (SDLP Appendix 1, p184). These should be monitored year by year. A performance appraisal will form part of the periodic review and refresh of the Heritage Action Plan, helping to inform future actions and priorities.

There will be other targets and indicators to monitor progress against the actions identified in the Action Plan and to help with appraising performance against the Strategy's main priorities. So this draft monitoring framework will be developed further, following public consultation.

Local Plan Policy ES10: Valuing our historic environment and assets	
Indicator:	Mechanism / data source:
1. The number of listed buildings	National Heritage List for England.
2. The number of heritage assets at risk	National Heritage at Risk Register (HAR), annually. Stroud District Buildings at Risk Register (BAR).
3. The number of non-designated heritage assets (these can be, but are not always, "locally listed")	Action required.
4. The number of conservation areas with an up-to-date appraisal and heritage at risk survey (CAARS)	National Conservation Areas At Risk Survey (CAARS), annually.
5. The number of instances of substantial harm to non-designated heritage assets	Action required.

The following actions are required in order to enact this part of the Local Plan's monitoring framework:

Action Plan Priority? Monitoring non-designated heritage assets of local significance

The Stroud District Local Plan identifies the "number of non-designated heritage assets" in the District and the "number of instances of substantial harm to non-designated heritage assets" as key indicators for monitoring the effectiveness policy ES10.

A mechanism should be established to ensure that data about the following is routinely gathered, recorded and incorporated into any future monitoring framework or annual reporting of Local Plan indicators and / or the Heritage Strategy and Action Plan:

- the number of assets identified as 'locally listed'
- the number of planning applications concerning assets that are 'locally listed'

A methodology for identifying instances of substantial harm to non-designated heritage assets will also need to be developed.

STROUD DISTRICT COUNCIL
ENVIRONMENT COMMITTEE

**AGENDA
ITEM NO**

15 DECEMBER 2016

11

Report Title	KINGSWOOD NEIGHBOURHOOD PLAN: PROGRESS TO REFERENDUM
Purpose of Report	To inform councillors of progress regarding the Kingswood Neighbourhood Plan (KNDP).
Decision(s)	The Committee RESOLVES: <ol style="list-style-type: none"> 1. to accept all recommended modifications of the Examiner's Report (Appendix A); 2. that the Kingswood Neighbourhood Development Plan, as modified, meets the basic conditions, is compatible with the Convention rights, complies with the definition of a neighbourhood development plan (NDP) and the provisions that can be made by a NDP; 3. to take all appropriate actions to progress the Kingswood Neighbourhood Development Plan to referendum on the 16th of February 2017.
Consultation and Feedback	The KNDP has been through two statutory consultations, Kingswood Parish council undertook a pre-submission consultation (Regulation 14) from 12 th October to 22 nd November 2015 and the Council undertook a post-submission consultation (Regulation 16) from 20 th April to 08 th June 2016. Both consultations lasted no less than the six weeks required by the regulations. Kingswood Parish Council considered the comments received during the Regulation 14 consultation and made changes to the plan. The comments received during the Council's Regulation 16 consultation were provided to the examiner of the plan who considered them during the examination.
Financial Implications and Risk Assessment	The Government issued guidance in October 2014 indicating that funding of £12m was available to local planning authorities to help them meet the cost of their responsibilities around Neighbourhood Planning. A total of £20,000 can be claimed for each NP area. This single payment will be made once a date is set for a referendum, following a successful examination. If Committee resolves to accept the examiner's report and progress the plan to referendum,

	<p>potential funding of £20,000 would be available. Any costs incurred in excess of this will have to be borne by the council.</p> <p>David Stanley, Accountancy Manager Tel: 01453 754100 Email: david.stanley@stroud.gov.uk</p>
Legal Implications	<p>The report and recommendations outline the current legal position with regard to the next stage in the process. The Council's discretion with regard to proceeding to a referendum or otherwise is strictly limited by statute and in this case the requirements for proceeding to a referendum appear to have been met subject to the proposed modifications being included in the NDP.</p> <p>Alan Carr, Solicitor Tel: 01453754357 Email: alan.carr@stroud.gov.uk</p>
Report Author	<p>Mark Russell, Planning Strategy Manager Tel: 01453 754305 Email: mark.russell@stroud.gov.uk</p>
Options	<p>Option 1 - Make modifications to the KNDP in accordance with the examiner's recommendations</p> <p>This is the option promoted by this report. It consists of accepting the recommendations made in the neighbourhood plan examination report, determining that the KNDP meets basic conditions and all legal requirements and should therefore, proceed to a referendum.</p> <p>This approach is considered to be the best option for progressing the plan prepared by the community without any unnecessary delay in the decision making process.</p> <p>Option 2 – Make a decision that differs from the examiner's recommendation</p> <p>If the Council were to propose a decision that differs from the examiner's recommendation, the Council is required to:</p> <ol style="list-style-type: none"> 1. notify all those identified on the consultation statement of the parish council and invite representations, during a period of six weeks, 2. refer the issue to a further independent examination if appropriate.

	<p>Option 3 - Refuse the Plan</p> <p>The Council can decide that it is not satisfied with the plan proposal with respect to meeting basic conditions, compatibility with Convention rights, definition and provisions of the NDP even if modified. Without robust grounds, which are not considered to be present in this case, refusing to take the plan to a referendum could leave the Council vulnerable to a legal challenge.</p>
Performance Management Follow Up	<p>If a referendum is held and there is a vote in favour (50% plus 1) KNDP will be referred to Council to be “made” (i.e. brought into force). Once made, the KNDP will form part of the development plan for the District and will be used to determine planning applications within the Kingswood Neighbourhood Area.</p>
Background Papers/ Appendices	<p>Background Papers</p> <ul style="list-style-type: none"> • Kingswood Neighbourhood Plan and submission documents • The basic conditions that neighbourhood Plans must meet and other basic conditions <p>Appendix A – Examiner’s Report (to follow)</p>

BACKGROUND

1. Neighbourhood planning was introduced through the Localism Act 2011. New powers allowed qualifying bodies (parish or town councils) to produce NDPs. NDPs allow communities to set planning policies for their area.
2. Once adopted, NDPs join the adopted Local Plan in the Council’s Development Plan. They must be considered when planning decisions are made, along with the Local Plan and national planning policy.
3. Producing a NDP allows parish and town councils to increase the amount of Community Infrastructure Levy (CIL) funds they receive from developments within their area from 15% to 25%.
4. NDPs must be examined by a suitably qualified independent person, appointed by the Council and agreed by the qualifying body (Town/Parish Council). Neighbourhood plans must also pass a referendum of local voters by a simple majority. If a plan passes referendum, the Council must make (adopt) it, unless it breaches EU obligations or human rights legislation.

KINGSWOOD NEIGHBOURHOOD DEVELOPMENT PLAN

5. The Kingswood Neighbourhood Area was designated by resolution of the Council’s Environment Committee on 19th June 2014.

6. The KNDP was led by a steering group subordinate to Kingswood Parish Council ('the qualifying body').
7. A submission version of the KNDP was accepted by the Council on 14th April 2016, under regulation 15 of the Neighbourhood Planning (General) Regulations 2012 (as amended) ('the regulations'). As prescribed by 'the regulations', the Council consulted on the plan for six weeks and arranged for the plan to be examined.

EXAMINATION

8. The Council appointed Mr Timothy Jones, Barrister, FCI Arb as independent examiner of the KNDP.
9. A public hearing was held on 8th September 2016 at the Kingswood Village Hall. The examination concludes once the Examiner's Report is received by the Council. The Examiner's Report contains a recommendation of whether the KNDP, with or without modifications, should proceed to a referendum.
10. The examiner's findings are set out in the Examiner's Report (Appendix A). The examiner only makes recommendations necessary to make the Plan meet the basic conditions and other legal requirements.
11. A summary of the recommended modifications and the reasons for making them will be presented to members during the meeting for consideration.

CONSIDERATION

12. Following the completion of the examination, the Council is required to consider each of the examiner's recommendations and the reasons for them and decide what action to take in response to each.
13. Subject to discussion at the meeting, members are asked to authorise officers to make the modifications specified in the Examiner's Report and progress the modified version of the plan to a referendum.
14. The neighbourhood area matches the civic boundary of Kingswood Parish; officers recommend that the referendum area should remain that of the Kingswood Neighbourhood Area, as designated by the Council on 19th June 2014. However, the Council cannot make a decision that differs from the examiners' recommendations about the referendum area.

NEXT STEPS

15. The Council must publish a statement setting out its decision and the reason for making it.
16. Officers will need to modify the plan and produce a final version for the referendum.

17. The Council must hold a referendum within 56 working days from the date that the decision to take the plan forward to a referendum is published. In consultation with the Council's returning officer and elections department, 16th February 2017 has been identified as the earliest opportunity for holding a referendum.
18. If the plan passes referendum, the Council is required to make (adopt) it unless it breaches EU or Human Rights legislation. The Council's scheme of delegation does not delegate this decision to officers or the Environment Committee, so the decision to make the plan will be made by full Council. This decision is expected to take place in April 2017. The plan cannot be modified at that stage.

STROUD DISTRICT COUNCIL
ENVIRONMENT COMMITTEE

**AGENDA
ITEM NO**

15 DECEMBER 2016

12

Report Title	ADOPTION OF COMMUNITY INFRASTRUCTURE LEVY (CIL) CHARGING SCHEDULE
Purpose of Report	To update Committee on progress with the Community Infrastructure levy (CIL) following the Examination in Public and to recommend adoption and implementation of the CIL Charging Schedule.
Decision(s)	<p>The Committee RECOMMENDS to Council:</p> <ol style="list-style-type: none"> 1. The Community Infrastructure Charging Schedule (Appendix A to this report) be adopted; 2. The Regulation 123 List (Appendix B) be implemented alongside the Charging Schedule from 1 April 2017; 3. The discretionary relief and exceptional circumstances relief policies (Appendices C and D) be adopted with effect from 1 April 2017; and 4. The Council's Scheme of Delegations be amended as outlined in paragraph 3.5 of this report.
Consultation and Feedback	Public consultation took place on a Preliminary Draft Charging Schedule in February 2014 and on the Draft Charging Schedule in April-June 2016. Consultation responses received were considered as part of the development of the Draft CIL Charging Schedule. The CIL Examiner took account of all representations when considering the submission CIL Charging Schedule.
Financial Implications and Risk Assessment	<p>CIL will, over time, become an important funding stream to the Council and will provide one of the sources of finance to fund the infrastructure identified in the Local Plan. It is difficult to place an estimate as to the likely value at this stage given the number of potential variables. However, it is proposed that CIL income and associated expenditure will be reported to members through the regular financial reports to committees.</p> <p>The report does highlight costs that will need to be incurred in advance of any significant CIL income as the Council will need to ensure the administration and governance of the CIL process is in place in advance.</p> <p>David Stanley/Accountancy Manager Tel: 01453 754100 Email: david.stanley@stroud.gov.uk</p> <p>The main risks relate to the ability to operate the CIL process efficiently and effectively. An implementation</p>

	group has been established to put in place resources and training to minimise these risks.
Legal Implications	This report has been the subject of advice from the Legal Services Team and as such no legal implications to report beyond those covered in the report. Karen Trickey and Alan Carr, Legal Services Email: legal.services@stroud.gov.uk
Report Author	Mark Russell, Planning Strategy Manager Tel: 01453 754305 Email: Mark.Russell@stroud.gov.uk
Alternative Options	1. Not to adopt the CIL 2. To recommend adoption from an alternative date
Performance Management Follow Up	Key stages of CIL implementation will be subject to future reports to Planning Review Panel and Environment Committee. The setting up of CIL will require a monitoring mechanism and for regular reports on income generated from CIL to be reported to the appropriate Council meeting.
Background Papers/ Appendices	Appendix A – CIL Charging Schedule (as modified) Appendix B – Regulation 123 List Appendix C – Discretionary relief policy Appendix D – Exceptional circumstances relief policy

1. BACKGROUND

- 1.1** The proposed introduction of the Community Infrastructure Levy (CIL) across the Stroud District has been the subject of various Council / committee reports since 2014 and was the subject of a recent examination in public during summer / autumn 2016. In brief, the purpose of the CIL is “to ensure that costs incurred in providing infrastructure to support the development of an area can be funded (wholly or partly) by owners or developers of land” (Section 205, Planning Act 2008). CIL enables the Council, as the local planning authority, to charge a tariff on most new development. The money collected is then held as a local fund administered by the Council and used to pay for infrastructure needed due to development in the area.
- 1.2** A statutory CIL Charging Schedule is subject to formal public consultation and examination. The Charging Schedule sets out the amount to be levied from various types of development together with a list of infrastructure schemes that may require CIL funding.

2. EXAMINATION

- 2.1** Further to various decisions of the Environment Committee in March 2016 and June 2016 and relevant public consultation, the appointed CIL Examiner’s Report was received on 17 October 2016 (copies are available and at <https://www.stroud.gov.uk/media/182840/stroud-district-cil-cs-final-report.pdf>) The Examiner concluded that, having passed all the statutory tests, the Council’s Charging Schedule could be approved subject to only one minor modification clarifying the definition of chargeable retail development. The modification does not change the CIL rates or the overall approach.

- 2.2 The final CIL Charging Schedule, including the modification, is set out in Appendix A. A summary of the charges is set out below:

Table – Final Levy Rate	
Type of Development	CIL Rates £/m² New additional floorspace
Residential (excluding older people’s housing) <ul style="list-style-type: none"> • Sites within the Stroud Valleys area • Strategic sites identified in the Local Plan • All other sites 	£0/m ² £0/m ² on the basis that developers are required to meet their own site infrastructure costs and these costs are as set out in the CIL Viability Study £80/m ²
Supermarkets and Retail Warehouses	£75/m ²

- 2.3 Upon adoption, the CIL infrastructure list (“the Regulation 123 list”) becomes an essential supporting document to the Charging Schedule. It sets out infrastructure projects or types of infrastructure that the Council intends will be, or may be, wholly or partly funded by CIL funds. The Council cannot also collect S106 funding for items stated on the CIL infrastructure list. From the date of CIL implementation, the Council may amend the CIL infrastructure list without revising the Charging Schedule, subject to appropriate consultation. The proposed initial Regulation 123 list is set out in Appendix B.

3. IMPLEMENTING CIL

- 3.1 Subject to adoption by Council at a meeting in February 2017, it is proposed that the Charging Schedule takes effect from 1 April 2017. Any applications for full planning permission of chargeable development (see table above) determined from that date onwards will be liable to pay CIL according to the rates in the Charging Schedule. Applications for Reserved Matters determined from the date of effect will also be liable for CIL except where they relate to outline permissions that were determined prior to the date of effect.
- 3.2 The CIL Regulations allow for a number of exemptions from CIL. Some are mandatory and set nationally (e.g. charitable institutions where the chargeable development will be used wholly or mainly for charitable purposes; social housing; and self build homes). Some are discretionary and can be set by the Council as the CIL Charging Authority (e.g. relief to a charity landowner where the greater part of the chargeable development will be held as an investment, from which the profits are applied for charitable purposes). The Council can also provide exceptional circumstances relief where a specific viable scheme is made unviable by the application of CIL. In both cases, the Council must publish its policy for giving relief in such circumstances.

- 3.3** Policies for discretionary relief and exceptional relief are recommended and are included in Appendices C and D. The procedures and wording reflect national guidance set out in the National Planning Practice Guidance but the Council has discretion to vary the amount and the scope of discretionary relief in the case of qualifying charitable development.
- 3.4** A number of other key matters need to be addressed ahead of the CIL date of implementation. Work is progressing in the following areas which are summarised below.
- *Back office systems and processes* – The collection and distribution of CIL funding is a new function for the Council and will require new staff to administer the system. Recruitment is underway. Specialist IT software has also been purchased to ensure that efficient and detailed information on S106 and CIL funding is recorded and monitored accurately. Officers are testing the software and putting in place procedures for collection. In accordance with CIL regulations, the Council can reclaim the costs of implementing CIL using up to 5% of the total CIL collected.
 - *Residual S106 matters* – Some S106 agreements will continue after implementation of CIL, covering matters such as maintenance arrangements for on-site infrastructure, essential highway works and affordable housing. A draft Planning Obligations SPD setting out how these will be applied in future was subject to public consultation in May 2016. An amended draft SPD will be considered by a future meeting of Committee for adoption.
 - *Working with the County Council and parish councils* – Whilst the District Council collects and distributes CIL monies for necessary infrastructure, the County Council provides a number of important infrastructure related services, including transport, education, libraries, etc. There is a need to agree protocols with the County Council to transfer a proportion of CIL monies for priority strategic infrastructure projects within these service areas. The “neighbourhood portion” of CIL monies collected is required by CIL regulations to be transferred to the parish where the development takes place every six months. There is therefore a need to ensure that arrangements are in place to facilitate this and to raise awareness of the new arrangements amongst all parish councils.
- 3.5** The Council will become a CIL Charging Authority on adoption and with this a number of day to day administrative issues will need to be resolved (e.g. determining amounts due in specific cases in accordance with the Charging Schedule and adopted policies and practices, collecting the levy and if necessary taking enforcement action in the event of breach of the levy requirements). In contrast any changes to the CIL Charging Schedule or to the Regulation 123 List will be subject to the approval of Council. It is therefore recommended that delegated authority be given to the Strategic Head (Development Services) and the Planning Strategy Manager to determine all decisions in connection with

CIL in accordance with the adopted Charging Schedule, Regulation 123 List and other associated policies / practices subject to the following exceptions (i) changes regarding the Schedule or Regulation 123 List be referred to Environment Committee and if needed, Council for determination and (ii) the allocation of funds. It is proposed to report back to members in due course with recommendations as to an appropriate mechanism to prioritise spending on qualifying infrastructure projects.

4. NEXT STEPS

- 4.1** A period of around 2-3 months is normally required between adoption of CIL and implementation to ensure all systems and procedures are in place and that adequate notice is given to developers and the public.

- 4.2** Subject to adoption by Council in February 2017, it is anticipated that the systems will be in place to enable implementation from 1 April 2017.

Appendix A

Stroud District Local Plan: CIL Charging Schedule

Environment Committee

December 2016

1. Introduction

The Council has an adopted Stroud District Local Plan (November 2015). This identifies the growth required within the District to meet needs up to 2031. In order to plan positively for future growth, a level of infrastructure is needed to support development.

This document sets out the Council's position regarding the Community Infrastructure Levy (CIL) as one of the mechanisms to facilitate and pay for necessary infrastructure provision.

The Council submitted a CIL Draft Charging Schedule for examination in July 2016 and the Examiner recommended approval of this document in October 2016.

This document is supported by the **Local Plan Viability Study (August 2013)**, **CIL Viability Study: An Annex to Stroud Local Plan Viability Study (Jan 2014)**, **CIL Viability Update (March 2016)** and the **Infrastructure Delivery Plan (October 2014)** with subsequent supporting **position statements (April 2016)**.

2. Background

CIL is a charge levied on buildings and extensions to buildings according to their floor area. Money raised from development will help the Council pay towards district wide infrastructure priorities to ensure the District grows sustainably. Section 106 legal agreements will not be completely replaced however and will continue to be used for affordable housing and anything required to make specific developments acceptable in planning terms.

Only the net additional floorspace on a development site will be expected to pay CIL if an existing building, or part of it, has been in use for 6 months within the last three years. Therefore the CIL receipts generated on a brownfield site with existing buildings in use will be lower than those generated on greenfield sites.

This document sets out what certain forms of development will pay and the expected

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- Buildings into which people do not normally go, or go only intermittently for the purpose of inspecting and maintaining fixed plant or machinery;
- Houses, flats, residential annexes and residential extensions which are built by “self builders”.
- Vacant buildings brought back into the same use.

3. Relationship to Section 106 Agreements

The CIL Regulations introduced in April 2010 and subsequently amended, contain measures to reduce the use of Section 106 agreements to fund infrastructure. The CIL Regulations require that from April 2015 Section 106 agreements must meet 3 criteria. They must be:

- necessary to make the development acceptable in planning terms;
- directly related to the development;
- fairly and reasonably related in scale and kind to the development.

A second measure restricts the use of planning obligations for pooling contributions towards infrastructure. The CIL Regulations only allow for a maximum of five obligations to contribute to a certain infrastructure project or type of infrastructure. Where a charging schedule is in place, a planning obligation cannot be used to require funding for a piece of infrastructure that is listed as being funded by CIL.

Once a CIL is in place Section 106 contributions will no longer be pooled for generic payments towards infrastructure providers, except for affordable housing. CIL will be the main source of funding for these types of infrastructure.

It is the intention of the District Council to continue to use Section 106 agreements to fund infrastructure projects needed to mitigate those matters directly related to site specific issues.

The CIL Regulations require an authority to set out a list of projects or types of infrastructure which they intend to fund through the Levy. This will be achieved through Stroud District Council’s Regulation 123 List which will set out a list of infrastructure projects or types of infrastructure projects which may be wholly or partly funded by CIL.

To produce the Regulation 123 List, the District Council must first identify the infrastructure requirements of the area and must understand how they relate to the pattern of development across the wider area. The Council has developed this work through the Stroud Infrastructure Delivery Plan (IDP). The District Council will continue to work with infrastructure providers and site promoters (where appropriate) to identify where specific infrastructure should be funded through Section 106 agreements or through CIL.

It is very important that a clear distinction is established between what CIL and what Section 106 payments are used for. In Appendix 2 of this document the Council has set out a current position for the relationship between the two collection methods.

A Planning Obligations Supplementary Planning Document (SPD) will be finalised to provide guidance for developers on what Section 106 payments will be sought once CIL is in place.

4. The Stroud District Council approach to CIL

The future of the economy is still uncertain in 2016 and, whilst the general fall in house prices has stopped and there have been positive policy changes and messages about growth, fluctuations remain and confidence in the market is brittle.

Setting a CIL rate close to the limits of viability could therefore have an adverse impact on development coming forward. Our consultants recommend that Stroud District Council should continue to adopt a cautious approach when setting the level.

A nil rate for residential sites within a defined Stroud Valleys area (see Annex 1 map) reflects the current constraints associated with brownfield sites located within the valley bottoms and more generally sites within the canal and river corridor. In addition, setting a nil rate for strategic housing sites set out in the Local Plan will allow the developers of these sites to deliver the infrastructure required for these sites through Section 106 agreements.

The April 2014 amendments to the regulations have extended the provision whereby charging authorities can accept payments in kind through provision of both land and Infrastructure either on-site or off-site for the whole or part of the requirement. This will be subject to conditions being met.

Strategic sites

Charging authorities are permitted to treat major sites as a separate geographical zone, where this can be supported by robust economic viability.

Such sites result in substantial infrastructure requirements in their own right which the Council considers can be provided most efficiently by allowing developers to deliver them through Section 106 agreements. At the current time, therefore, a nil rate of CIL for strategic housing sites has been taken. Going forward, further work has been carried out in consultation with the developers to identify actual costs of delivering the infrastructure and identify a clear delivery strategy. Should robust evidence become available to suggest a different CIL rate, justified by reference to the economic viability of development, then the planning authority will make an informed decision on the most appropriate rate to deliver the infrastructure required.

5. Financial evidence

CIL charging schedules must set out the charge(s) in £ per sqm that development will be expected to pay to support the provision of infrastructure. The charge can be varied by area and type of development on the basis of viability evidence.

Based on the viability evidence set out in the Local Plan Viability Study (August 2013), the CIL Viability Study (January 2014) and the CIL Viability Update (March 2016), CIL, when set at the rates set out below, would not threaten delivery of the Stroud District Local Plan as a whole.

The proposed rates of CIL are summarised as follows:

Table 1: Proposed CIL Rates	
Type of Development	CIL Rates £ per square metre New additional floorspace
Residential (excluding older peoples housing)	
<ul style="list-style-type: none"> Sites within the Stroud Valley area (see Annex 1 map) 	£0/m2
<ul style="list-style-type: none"> Strategic sites identified in the Local Plan 	£0/m2 on the basis that developers are required to meet their own site infrastructure costs and these costs are as set out in the CIL Viability Study
<ul style="list-style-type: none"> All other sites 	£80/m2
Supermarkets¹ and Retail Warehouses²	£75/m2

6. Infrastructure need

A Stroud District IDP has been prepared which identifies the costs of infrastructure needed to support development set out in the adopted Local Plan. The report also examines whether there are any existing or future funding streams for infrastructure and calculates an aggregate funding gap that CIL will need to help address. Further work has been carried out to establish the costs of providing this infrastructure and to consider the amounts of funding that may or may not be available from other sources such as the Local Enterprise Partnership (LEP), New Homes Bonus, through the County Council, from Central Government and the Homes and Communities Agency (HCA).

¹ Supermarkets are shopping destinations in their own right where weekly food shopping needs are met and can include non-food floorspace as part of the overall mix of the unit.

² Retail warehouses are large stores specialising in the sale of household goods (such as carpets, furniture and electrical goods), DIY items and other ranges of goods, catering for mainly car-borne customers.

When the Council has adopted the CIL, the amount of funding required will be a material consideration as it may be that the delivery of the Local Plan is threatened in the absence of CIL to pay for infrastructure. However, it should be stressed that CIL should only be set with regard to the effect of CIL on development viability.

There is no expectation that CIL should pay for all of the infrastructure requirements in an area. There are a range of other sources, as set out above, that are taken into account. The Council will need to consider the total amount of money that may be received through the consequence of development; from CIL, from S106 payments, and from the New Homes Bonus, when striking the balance as to their level of CIL.

7. Instalment policy

Local authorities are able to operate an instalments policy to vary the timing of CIL payments. If an instalment policy is not adopted, then payment is due in full at the end of 60 days after commencement of the development. To require full payment within 60 days for large schemes could have a dramatic and serious impact on the viability of the scheme.

To avoid putting the developments provided for in the Local Plan at serious risk, the Council intends therefore to introduce an instalment policy. The instalments permitted will be linked to the amount payable (the chargeable amount) as recorded on the Demand Notice.

Where outline planning permission which permits development to be implemented in phases has been granted, each phase of the development as agreed by the Council is a separate chargeable development and the instalment policy will, therefore, apply to each separate chargeable development and associated separate liable amount chargeable.

The modelling in the CIL Viability Update Study (March 2016) is on the basis that the Council does introduce an instalment policy that enables CIL to be paid, through the life of a project, in equal instalments. Table 2 sets out the instalments and payment periods which Stroud District Council intends to operate.

In all cases, the full balance will be payable on occupation / opening of the development if this is earlier than the instalment dates set out in Table 2.

This policy will not apply if any one or more of the following applies:

- a) A commencement notice has not been submitted prior to commencement of the chargeable development, as required by Regulation 67 of the Community Infrastructure Regulations 2010 (as amended);
- b) On the intended date of commencement

- i. Nobody has assumed liability to pay CIL in respect of the chargeable development;
 - ii. A commencement notice has been received by the Council in respect of the chargeable development; and
 - iii. The Council has not determined a deemed commencement date for the chargeable development and, therefore, payment is required in full, as required by Regulation 71 of the Community Infrastructure Regulations 2010 (as amended);
- c) A person has failed to notify the Council of a disqualifying event before the end of 14 days beginning with the day on which the disqualifying event occurs, as per the Community Infrastructure Regulations 2010 (as amended);
- d) An instalment payment has not been made in full after the end of the period of 30 days beginning with the day on which the instalment payment was due, as per the Community Infrastructure Regulations 2010 (as amended).

Where the instalment policy is not applicable, the amount must be paid in full at the end of the period of 60 days beginning with the notified or deemed commencement date of the chargeable development or the date of the disqualifying event, whichever is the earliest, unless specified otherwise within the Community Infrastructure Levy Regulations 2010 (as amended).

Table 2: Instalment Policy				
CIL in £	Number of Instalments	Total Timescale for Instalments	Payment Amounts	Payment Periods
up to £6,000	2	270 days (9 months)	10%	60 days from commencement.
			90%	270 days from commencement.
£6,001 to £30,000	3	365 days (1 year)	10%	60 days from commencement.
			45%	270 days from commencement.
			45%	365 days from commencement.
£30,001 to £150,000	3	548 days (18 months)	10%	60 days from commencement.
			45%	365 days from commencement.
			45%	548 days from commencement.
£150,001 to £300,000	4	730 days (2 years)	10%	60 days from commencement.
			30%	365 days from commencement.
			30%	548 days from commencement.
			30%	730 days from commencement.
£300,001 to £600,000	5	1095 days (3 years)	10%	60 days from commencement.
			23%	365 days from commencement.
			23%	548 days from commencement.
			23%	730 days from commencement.
			21%	1095 days from commencement.
£600,001 to £1,200,000	6	1460 days (4 years)	10%	60 days from commencement.
			18%	365 days from commencement.
			18%	548 days from commencement.
			18%	730 days from commencement.
			18%	1095 days from commencement.
			18%	1460 days from commencement.
£1,200,001 to £1,800,000	7	1825 days (5 years)	10%	60 days from commencement.
			15%	365 days from commencement.
			15%	548 days from commencement.
			15%	730 days from commencement.
			15%	1095 days from commencement.
			15%	1460 days from commencement.
			15%	1825 days from commencement.
£1,800,001 and over	8	2190 days (6 years)	10%	60 days from commencement.
			13%	365 days from commencement.
			13%	548 days from commencement.
			13%	730 days from commencement.
			13%	1095 days from commencement.
			13%	1460 days from commencement.
			13%	1825 days from commencement.
			12%	2190 days from commencement.

8. Payment of the Levy

The CIL rate is expressed as a £ per m² (gross internal area) charge within the Charging Schedule. The following development is subject to a charge:

- Most buildings that people normally use.
- Where more than 100m² of floorspace (net) or a new dwelling is created (even if it is less than 100m²).
- Residential and non-residential uses.

The levy is non-negotiable and will be payable (to the District Council (as the charging authority) over the agreed phased period set out in the instalments policy above.

9. Exemptions and Relief

Certain types of development are exempt from paying the CIL levy. The CIL Regulations state that affordable housing and charitable developments (development by a registered charity for charitable purposes) must be exempt from paying the levy.

The CIL Regulations also allow a charging authority to introduce a discretionary relief policy if exceptional circumstances are satisfied.

The Council is intending to adopt CIL discretionary relief on the implementation of CIL.

10. Review and Monitoring

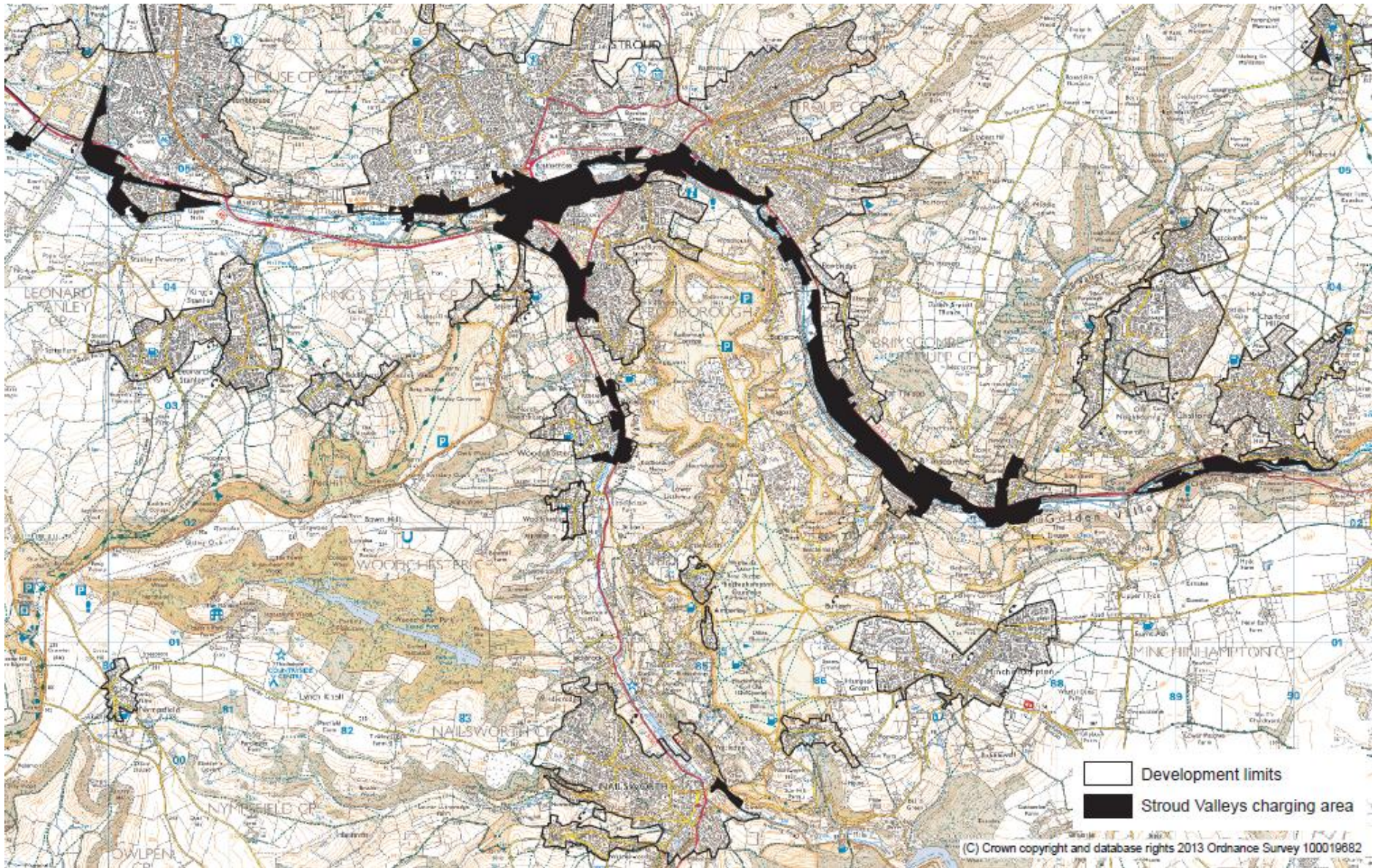
Due to the uncertain market it is proposed that CIL rates are reviewed every three years or if there is evidence to suggest that local house prices have changed by more than 10% from the date of implementation of CIL.

The viability evidence which has been created to inform the CIL rates has been carried out on the basis that housing units will be built to Part L of the current Building Regulations. Should these standards change the Council will review the CIL rates.

11. Next Steps

The Council expects to consider CIL for adoption in February 2017 for implementation from April 2017.

Annex 1: Stroud Valleys Charging Zone



Annex 2: Indicative Draft Regulation 123 List

<p>Infrastructure to be funded, or part funded, through CIL</p>	<p><i>Infrastructure to be funded through S.106 obligations; S.278 of the Highways Act; other legislation or through planning condition</i></p>
<p>Education Early years, primary and secondary school schemes (covering ages 2-19)(excluding new primary schools required by strategic site allocations)</p>	<p><i>New primary schools at strategic site allocations</i></p>
<p>Social infrastructure Social infrastructure, including community facilities, burial grounds, sports, recreational, play infrastructure, youth provision, public realm, art and cultural facilities (excluding on site provision)</p>	<p><i>On site provision at strategic site allocations (including at Hunts Grove Local Centre and West of Stonehouse Local Centre) and at other development sites</i></p>
<p>Transport Transport infrastructure including highway improvement schemes, cycling and walking infrastructure and public transport (excluding specific mitigation works on, or directly related to, a development site)</p>	<p><i>Highway access arrangements and development specific mitigation works, on site cycling and walking routes, on-site traffic calming, on-site bus stops and shelters at strategic site allocations and other development sites</i></p>
<p>Canal infrastructure Infrastructure associated with improving or re-opening the Stroudwater Navigation, the Thames and Severn Canal or the Gloucester & Sharpness Canal including towpaths</p>	
<p>Green infrastructure The creation, improvement and maintenance of accessible natural greenspace, woodland and river corridors, for biodiversity, Water Framework Directive waterbody</p>	<p><i>On site provision at strategic site allocations and other development sites</i></p>

improvements and flood risk enhancements (excluding on site provision)	
Strategic flood risk management infrastructure Improvements to Severn Estuary and other flood defences, river corridors and restoration of canal network for flood risk enhancements including the RSuDS scheme and as set out in the Stroud Valleys Initiative (excluding on site provision)	<i>On site management and disposal of surface water, including sustainable drainage systems (SuDS) at strategic site allocations and other development sites</i>
Emergency Services (Police, Fire and Ambulance)	
Health and wellbeing infrastructure	<i>Sites for surgeries at strategic site allocations(including at Hunts Grove Local Centre and West of Stonehouse Local Centre)</i>
Renewable or low carbon energy infrastructure	
Strategic waste and recycling infrastructure Provision of household waste recycling and waste management facilities (excluding on site collection facilities)	<i>On site collection facilities and waste reduction initiatives</i>

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Appendix B: CIL Regulation 123 List

Infrastructure to be funded, or part funded, through CIL
Education Early years, primary and secondary school schemes (covering ages 2-19)(excluding new primary schools required by strategic site allocations)
Social infrastructure Social infrastructure, including community facilities, burial grounds, sports, recreational, play infrastructure, youth provision, public realm, art and cultural facilities (excluding on site provision)
Transport Transport infrastructure including highway improvement schemes, cycling and walking infrastructure and public transport (excluding specific mitigation works on, or directly related to, a development site)
Canal infrastructure Infrastructure associated with improving or re-opening the Stroudwater Navigation, the Thames and Severn Canal or the Gloucester & Sharpness Canal including towpaths
Green infrastructure The creation, improvement and maintenance of accessible natural greenspace, woodland and river corridors, for biodiversity, Water Framework Directive waterbody improvements and flood risk enhancements (excluding on site provision)
Strategic flood risk management infrastructure Improvements to Severn Estuary and other flood defences, river corridors and restoration of canal network for flood risk enhancements including the RSuDS scheme and as set out in the Stroud Valleys Initiative (excluding on site provision)
Emergency Services (Police, Fire and Ambulance)
Health and wellbeing infrastructure
Renewable or low carbon energy infrastructure
Strategic waste and recycling infrastructure Provision of household waste recycling and waste management facilities (excluding on site collection facilities)

Appendix C

Community Infrastructure Levy Discretionary Charitable Relief Policy

In accordance with the Community Infrastructure Levy Regulations 2010 (as amended),

Stroud District Council gives notice that it is offering discretionary charitable relief in its area under Regulations 44 and 45 of the Community Infrastructure Levy Regulations 2010 (as amended).

Stroud District Council will be offering this relief from 01/04/2017.

The discretionary charitable relief shall be given at the rate of 25% of the CIL chargeable amount.

Who is eligible for discretionary charitable relief?

In addition to the mandatory exemption for charitable institutions under Regulation 43, Stroud District Council is also offering discretionary relief to a charity landowner where the greater part of the chargeable development will be held as an investment from which the profits are applied for charitable purposes and they meet the requirements of Regulations 44 and 45 of the Community Infrastructure Levy Regulations 2010 (as amended):

Regulation 44:

To qualify for this relief:

- The claimant must be a charitable institution and own a material interest in the relevant land whether solely or jointly with other charitable institutions.
- The whole or greater part of the chargeable development must be used as an investment from which the profits will be applied for charitable purposes.

Regulation 45:

To qualify for this relief the claimant must be a charitable institution which would be exempt from CIL pursuant to regulation 43 but for the relief applied for being State Aid. For the relief to be available in this case the Council must be satisfied that the aid is not notifiable to the European Commission.

Are there disqualifying events for discretionary charitable relief?

For seven years after the commencement of development (the 'clawback period'), you must inform Stroud District Council when a disqualifying event happens. This must be done within 14 days of the disqualifying event. Where this is not done, a surcharge equal to 20 per cent of the chargeable amount or £2,500, whichever is the lesser, may be applied.

Appendix C

A disqualifying event is one or more of the following:

- change of purpose: the owner of the interest in the land in which relief was given ceases to be eligible for charitable relief (i.e. the owner ceases to be a charitable institution or uses the building for an ineligible use),
- change of ownership: the whole of the interest in the land in which relief was given is transferred to a person who is not eligible for charitable relief, or
- change of leasehold: the lease under which the interest in the land is held is terminated, and the owner of the reversion is not eligible for charitable relief

How do I apply for discretionary charitable relief?

A relief claim form is available at:

www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

The application must be made prior to the commencement of development.

Please email completed forms to cil@stroud.gov.uk or post them to:

The CIL Officer

Stroud District Council

Ebley Wharf

Stroud GL5 4UB

Further information on CIL is available on the Council's website at:

www.stroud.gov.uk/cil

Appendix D

Community Infrastructure Levy Exceptional Circumstances Relief Policy

In accordance with the Community Infrastructure Levy Regulations 2010 (as amended),

Stroud District Council gives notice that it is offering exceptional circumstances relief in its area under Regulations 55-58 of the Community Infrastructure Levy Regulations 2010 (as amended).

Stroud District Council will be offering this relief from 01/04/2017.

Who is eligible for exceptional circumstances relief?

Exceptional circumstances relief can only be considered where:

- A planning obligation pursuant to S106 of the T&CPA 1990 is in place;
- The Charging Authority considers that applying the CIL would have an unacceptable impact on the economic viability of a development. This will be based on an objective assessment of economic viability;
- The amount of relief granted must not be sufficient to qualify as notifiable state aid under EU law.
- The Claimant owns a material interest in the land

NB : The chargeable development should not be commenced before the charging authority has notified the claimant of its decision as this will result in the claim lapsing.

Each case will be considered individually and the decision on whether relief should be granted will be at the discretion of the Council. However use of this policy should avoid rendering sites with specific and exceptional costs burdens unviable. The fact that an application may be unviable is unlikely, in itself, to constitute an exceptional circumstance in terms of the CIL Regulations.

Are there disqualifying events for exceptional circumstances relief?

The exceptional circumstances relief will be withdrawn if there is a disqualifying event. These include:

- a) The grant of charitable or social housing relief to the chargeable development
or
 - b) The grant of an exemption for self build housing or residential annexes or extensions or
 - c) The sale of the relevant land,
- before the chargeable development commences

or

- d) If the chargeable development does not commence within one year of exceptional relief being granted.

Appendix D

Failure to notify the Council of a disqualifying event within 14 days could result in a surcharge equal to 20 per cent of the chargeable amount or £2,500, whichever is the lesser.

How do I apply for exceptional circumstances relief

A relief claim form is available at:

www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

The application must be made prior to the commencement of development.

This is to be accompanied by:

- An assessment of the economic viability of the chargeable development carried out by an independent person (who must be appointed by you in agreement with the Council);
- An explanation of why payment of the CIL would have an unacceptable impact on the economic viability of the development;
- An apportionment assessment where there is more than one owner, and
- A declaration that all interested parties have been provided with a copy of the claim form and advised that the assessment is available if they require a copy.

Please email completed forms to cil@stroud.gov.uk or post them to:

The CIL Officer

Stroud District Council

Ebley Wharf

Stroud GL5 4UB

Further information on CIL is available on the Council's website at:

www.stroud.gov.uk/cil