

Gloucester City Council

DRAFT GLOUCESTER CITY PLAN 2016 - 2031



FOR PUBLIC CONSULTATION

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Gloucester
City Council
Transforming Your City

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1.0 INTRODUCTION AND OVERVIEW

- 1.1 Gloucester is a transforming, growing and regenerating City. Together with the Joint Core Strategy, the Gloucester City Plan will continue Gloucester's regeneration journey by providing the development framework to guide the City's future growth up to 2031.
- 1.2 This is the draft Gloucester City Plan. It brings together previous consultations and for the first time presents the plan in its entirety and your views are sought on this. The Plan provides a range of locally specific development management policies and proposed site allocations.
- 1.3 This stage in the process also represents a further opportunity for sites to be submitted to the City Council for consideration as development opportunities. See section 1.27 for more information on how to do this.
- 1.4 The consultation is published in accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

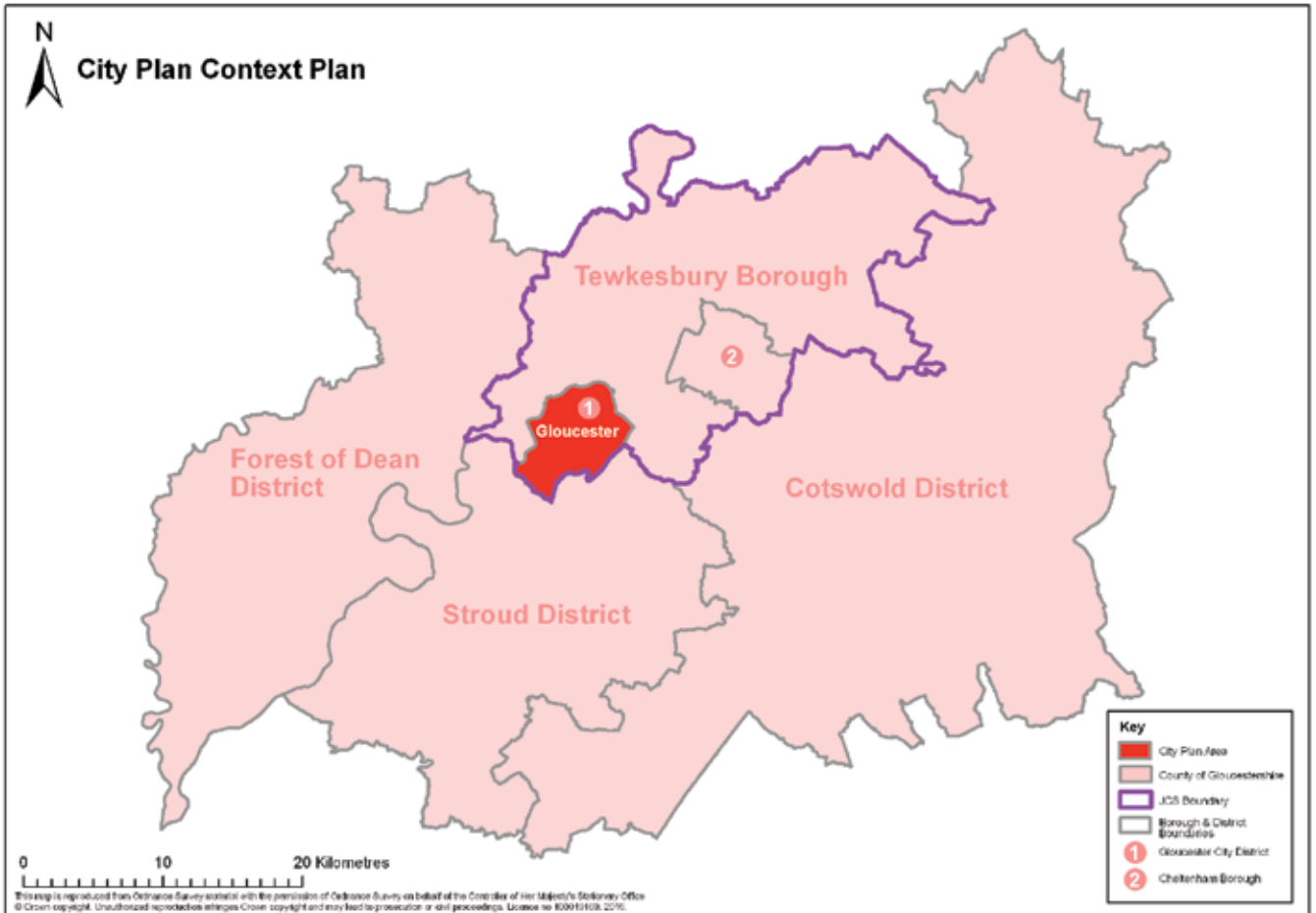
What is the City Plan?

- 1.5 The main aim of the Gloucester City Plan is to identify where and how new development will take place within the City's administrative boundary to deliver the City Vision and to deliver the housing and employment requirements set out in the Joint Core Strategy. It will also provide a framework for managing and enhancing the City's historic and natural environment including open spaces, areas of recreation, leisure and environmental protection. It is important that the Plan works towards delivering the benefits associated with a growing City and supports its ongoing regeneration.

Why do we need a City Plan?

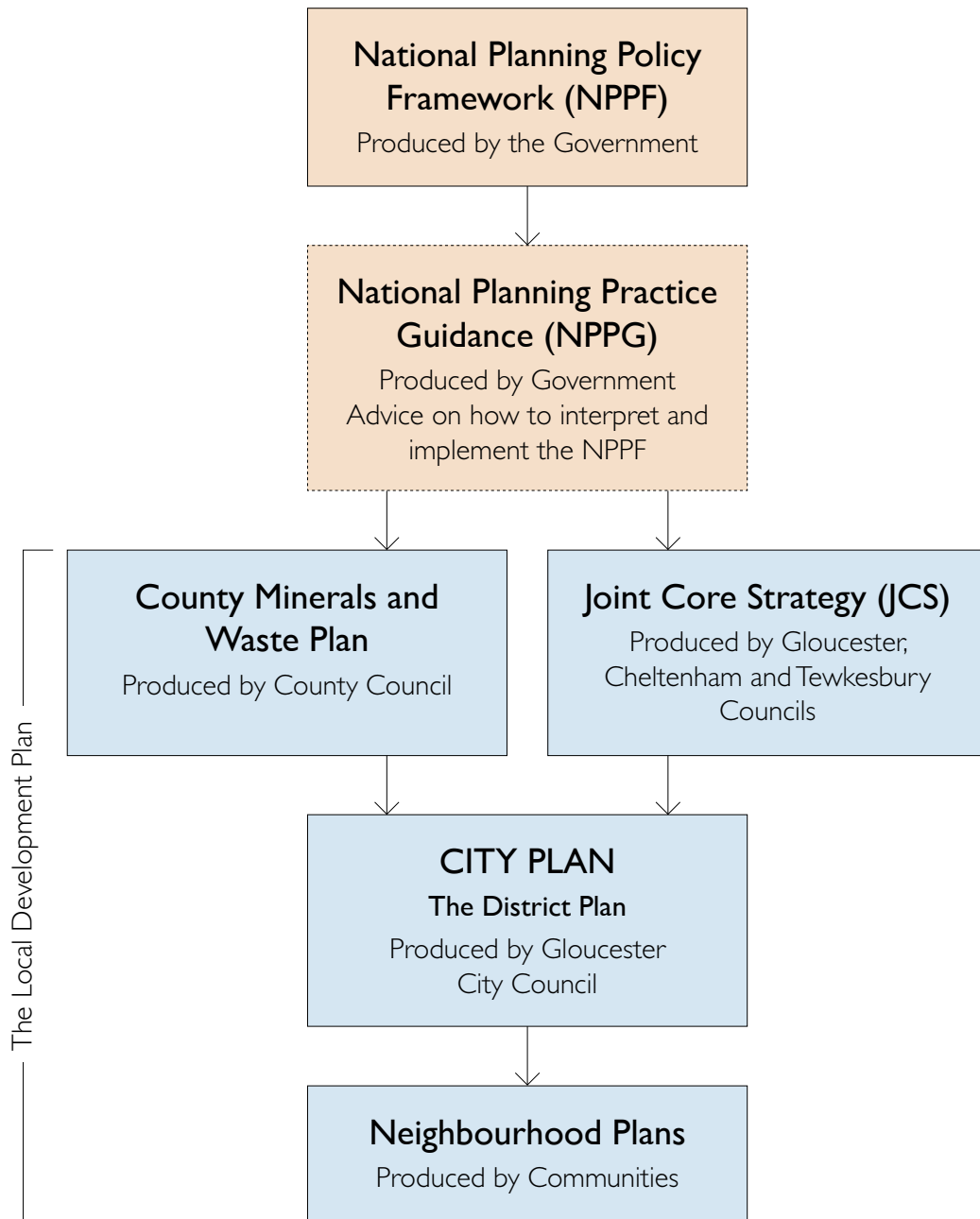
- 1.6 The Government requires Councils to prepare a Local Plan for their areas, covering a timeframe of at least 15 years. Local Plans are key to delivering sustainable development and in setting out the strategic priorities of an area. They should set out the opportunities for development and provide clear policies on what will and will not be permitted and where. It's important the Council has in place an adopted plan as it means development decisions can be made in a coordinated way that gets the best possible results for the community and gives certainty to developers.
- 1.7 The Local Plan also acts as a mechanism for delivering elements of the wider priorities, strategies and plans of the Council and its partners. This includes for example the Council's adopted Gloucester Regeneration and Economic Development Strategy and Cultural Strategy, as well as the Local Enterprise Partnership's Strategic Economic Plan and the County Council's Health and Wellbeing Strategy.
- 1.8 The Local Plan for Gloucester will consist of two separate but interrelated documents. The first is the Joint Core Strategy (JCS), which is a partnership between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council. The JCS sets the strategic planning framework for the three Councils and addresses issues such as housing and employment requirements, large land allocations and a range of high level development management policies.
- 1.9 Beneath this is the Gloucester City Plan (GCP). The GCP covers the administrative area of Gloucester City only and provides a range of locally specific land allocations for different types of development and a suite of development management policies.

1.10 Together they will provide an up-to-date and comprehensive planning policy framework and will replace the Council's adopted Local Plan from 1983 and interim versions of plans thereafter, including the 2002 plan that is used for development management purposes today. It will also take forward more recent policies that have been adopted by the Council as interim policy positions. Once adopted, the GCP will be used to assess planning applications and ensure that development proposals contribute to delivering new development that positively contributes to delivering the vision for Gloucester.



The wider context

1.11 It is important that the GCP is consistent with the objectives and principles of both the JCS and national planning policy – this is set out in the National Planning Policy Framework (NPPF) and supported by the national Planning Practice Guidance (PPG).



- All used to make planning decisions and inform plan making
- A tiered system where the information from the top flows all the way through all levels of plan making.

I.12 The City Plan supports the delivery of the JCS and must accord with the objectives and policies within it. At the time of writing the JCS has reached an advanced stage of preparation and is moving towards the end of the 'Examination in Public'. The plan was 'submitted' to the Planning Inspectorate in November 2014 and there have been a number of hearing sessions on a whole range of topics. The Inspector's 'Interim Findings' were received in May 2016 and work is continuing on the 'Main Modifications' – these are changes to the plan the Inspector feels are necessary before it can be found 'sound' and adopted by the three Councils.

What does the JCS say?

- I.13 The JCS partnership was set up to positively address the development needs for Gloucester, Cheltenham and Tewkesbury local authority areas. This is because the full development needs of Gloucester and Cheltenham could not be provided for within their own administrative boundaries, and so the decision was taken for the three Councils to work positively and constructively in addressing these needs. There is also a functional relationship between the three authority areas, together forming the main economic drivers for Gloucestershire.
- I.14 The JCS strategy seeks to locate as much development as possible in and around the main settlements of Gloucester, Cheltenham and Tewkesbury. This is the most sustainable approach, allowing new communities to integrate with existing, and benefit from existing and enhanced access to jobs, services, transport networks and community and green infrastructure.
- I.15 For Gloucester City, the JCS sets out a need for 14,350 new homes and for the whole of the JCS area a need for 192 hectares of 'B' Class employment land and a minimum of 39,500 additional jobs between 2011 and 2031. In addition, the JCS sets out an overall forecast of approximately 45,000 sq m (net) of retail floorspace for the City between 2016 and 2031. A significant amount of Gloucester's development needs will be provided outside of the administrative boundary of the City at the 'strategic allocations' of land to the north and east of the City. In addition to this, a large proportion will also come from sites located within the boundary of Gloucester City.
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Evidence base

- I.17 It is very important that the City Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.
- I.18 A large number of evidence studies have been completed as part of the JCS process and are directly relevant to the GCP. This includes for example the Housing Needs Assessment, Retail Study, Economic Forecast, Infrastructure Delivery Plan, Green Infrastructure Strategy and Landscape Characterisation Assessment & Sensitivity Analysis.
- I.19 However, some of this evidence is not locally specific enough to fully consider the issues relevant to Gloucester City and for this reason other important studies have been completed and include for example a Playing Pitch Strategy and a number of site specific heritage assessments.
- I.20 At the time of writing there are also a number of studies that are outstanding and are either currently being undertaken or will be prepared or commissioned shortly. These are currently evidence base gaps and will be reviewed and applied to policy in time for the next stage in the plan-making process. Outstanding evidence base studies include:
- Economic Development Strategy
 - Strategic Flood Risk Assessment (Level 2)
 - Parking Strategy
 - Townscape Character Assessment
 - Historic Environment Assessments – for some remaining sites
 - Transport Assessment and Modelling
 - Infrastructure Delivery Plan
 - Biodiversity Assessments – for some remaining sites
- I.21 A 'Topic Paper' has been prepared which set out in detail the background behind each of the policy topic areas. They set out the relevant evidence that underpins that topic area, the relationship and context with regard to the NPPF, JCS and other key plans and strategies, and commentary on what we have been told through previous consultations. 'Ward profiles' have also been prepared, which provide a detailed analysis of the strengths and opportunities facing each area of the City.
- I.22 All existing evidence base studies can be downloaded from the GCP homepage at www.gloucester.gov.uk/cityplan

Sustainability appraisal

- I.23 Every Local Plan must be informed and accompanied by a Sustainability Appraisal (SA). This allows the potential environmental, economic and social impacts of the proposal to be systematically taken into account. The SA plays an important part in demonstrating that plans reflect sustainability objectives and ensures that the best possible options are being taken forward.
- I.24 The SA incorporates Strategic Environment Assessment, Habitats Regulations Assessment and Equality Impact Assessment, all of which are European Union requirements. It also incorporates Health Impact Assessment which, whilst not a statutory requirement, is a priority for the City Council. Together, they are referred to as an 'Integrated Assessment' (IA).
- I.25 Integrated Assessment is an iterative process and emerging policies have been amended as a result of the assessment process. This process will be ongoing as the City Plan progresses and will factor in consultation comments and new evidence.
- I.26 The full Integrated Assessment report as well as a range of background information is available to download at the GCP homepage at www.gloucester.gov.uk/cityplan.

Call for sites

- I.27 This consultation document sets out a range of potential site allocations for the City. However, given the constrained nature of Gloucester's administrative area, the City Council is interested to hear of any other potential development sites that may exist. These will then be factored into the next iteration of the Council's Strategic Assessment of Land Availability. We ask that when a site is submitted for consideration, it is accompanied with a completed proforma, which is available to download from the City Council's website.

Duty to cooperate

- I.28 Under the Localism Act 2011, local authorities are required to take a lead in strategic planning and tackle issues that impact on a 'larger than local' area and cut across administrative areas. The JCS was taken forward on this principle, with the three authorities working constructively and positively to address the strategic needs of the authorities.
- I.29 The City Council is continually working together with neighbouring authorities and other organisations to ensure that matters of a strategic nature are properly considered and addressed, within the context of the 'Duty to Cooperate'. To formalise this relationship, each of the Gloucestershire district Councils has signed up to a 'Memorandum of Understanding', which sets out when and how they will 'cooperate' on strategic planning matters – this document is available to download from the City Council's website.

What's happened so far?

- I.30 The City Council has already written and consulted on three parts of the City Plan. These are:
- **The Scope (2011):** The 'Scope' set out the context of the City Plan and the key issues for Gloucester. It sought views on types of planning policies that should be included in the plan and the areas that should be identified for development or protection.
 - **City Plan Part 1 (2012):** Part 1 took the Scope further, setting out in more detail the issues that Gloucester faces and sets out 13 'key principles' that the City Plan would seek to deliver.
 - **City Plan Part 2 - Places, Sites, City Centre Strategy (2013):** Part 2 focused on the development needs of the City and started looking at potential site allocations as well as a draft City Centre strategy, including for example a proposed Primary Shopping Area.

- I.31 At each stage comments from local residents, businesses, organisations and national bodies were sought and their views reported in a response report. All of the comments made on the plan so far, and copies of the various response reports, can be found at www.gloucester.gov.uk/cityplan.

What will happen next?

- I.32 This document will be subject to a 6 week public consultation running from Monday 16th January until Monday 27th February 2017. Representations must be received no later than 5pm on this day. The consultation will be carried out in accordance with Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- I.33 The responses to the consultation will be collated and considered by officers, and where appropriate the policies will be amended. The Plan will be reworked to form the 'Pre-Submission City Plan'. This will be subject to one further round of public consultation before it is submitted to the Planning Inspectorate. This will then be subject to an Examination in Public before it can be adopted by the Council. The exact timescales for this have not yet been finalised.

How do I make comments?

- I.34 You are strongly encouraged to respond via the Council's dedicated online response system. This can be accessed at www.gloucester.gov.uk/cityplan. Using this system saves time and cost for the Council when processing the comments.
- I.35 However, downloadable response forms are also available to download from the web address above. These should be completed and either emailed to cityplan@gloucester.gov.uk or hard copies posted to:
- Planning Policy and Heritage Team
Gloucester City Council
Herbert Warehouse, The Docks
Gloucester GL1 2EQ
- I.36 Hard copies of the consultation document and response form have also been made available at the City Council offices, all Gloucester libraries and the Guildhall.
- I.37 If you have any difficulties in making a response please contact a member of the team on 01452 396825.

Structure of this document

- I.38 The Draft GCP is structured as follows:
- Section 2 sets out an overview of 'Gloucester today, Gloucester tomorrow';
 - Section 3 sets out a range of draft development management policies, arranged by key theme. A summary sheet, taken from the topic papers, provides an overview for each of the themes;
 - Section 4 sets out all proposed site allocations in the City;
 - Section 5 sets out information in relation to the delivery, monitoring and review of the plan; and
 - Section 6 provides a glossary of all of the technical planning terms that have to be used in this plan.
- I.39 In addition, the following maps have been prepared:
- Key diagram: this shows the strategic context of the City Plan.
 - Proposals map: this relates directly back to the development management policies, showing the areas / locations to which the designations and constraints apply. Given the extent of these within the City Centre, a 'central area inset' is also provided; and
 - Development map: this shows the location of the proposed allocations identified at section 4, as well as the location of all existing sites with planning permission for different types of development.

2.0 PLANNING POSITIVELY FOR THE FUTURE OF GLOUCESTER

- 2.1 The starting point in preparing the Draft GCP is the Joint Core Strategy (JCS). This plan is based on the partnership between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council. The JCS provides an overarching planning framework for the three local authorities that their respective district plans must deliver at the local level. The GCP must be consistent with the JCS as well as providing more specific policies to deliver local issues and opportunities.
- 2.2 The JCS has been prepared on the basis of a significant amount of evidence and sets out aims, objectives and an overarching strategy based on a thorough understanding of the issues, challenges and aspirations for the different areas. The aims, objectives and strategy seek to deliver the adopted community strategy for each of the local authorities. For Gloucester City, the adopted community strategy is the City Vision 'A City ambitious for its future and proud of its past' 2012 – 2022 (see below for more information).

Joint Core Strategy Vision – 2011 to 2031

By 2031 Gloucester City, Cheltenham Borough and Tewkesbury Borough will have continued to develop as highly attractive and accessible places in which to live, work and socialise.

The Joint Core Strategy area will be recognised nationally as enjoying a vibrant, competitive economy with increased job opportunities and a strong reputation for being an attractive place in which to invest.

The character and identity of individual communities will have been retained while improved access to housing will have addressed the needs of young families, single people and the elderly.

New developments will have been built to the highest possible standards of design and focused on protecting the quality and distinctiveness of each community.

Established in sustainable locations, without increasing the risk of flooding, they will have been designed with sensitivity towards existing villages, towns and cities and with respect for the natural and built environment.

As a result of a strong commitment to the housing and employment needs of the existing and growing population, all residents and businesses will benefit from the improved infrastructure, which will include roads, public transport and services, and community facilities.

- 2.3 To deliver the vision and to inform policies, the JCS sets out nine 'Strategic Objectives' based around three key themes. These are:

Ambition 1 – A thriving economy

- Strategic Objective 1 – Building a strong and competitive urban economy
- Strategic Objective 2 – Ensuring the vitality of town centres
- Strategic Objective 3 – Supporting a prosperous rural economy

Ambition 2 – A sustainable natural, built and historic environment

- Strategic Objective 4 – Conserving and enhancing the environment
- Strategic Objective 5 – Delivering excellent design in new developments
- Strategic Objective 6 – Meeting the challenges of climate change

Ambition 3 – A healthy, safe and inclusive community

- Strategic Objective 7 - Promoting sustainable transport
- Strategic Objective 8 – Delivering a wide choice of quality homes
- Strategic Objective 9 – Promoting healthy communities

- 2.4 The spatial strategy of the JCS is set out through a combination of policies SP1 ‘The need for new development, SP2 ‘Distribution of new development’ and SD2 ‘Employment – except retail development’. Together these policies set out the quantum of new development required in the JCS area between 2011 and 2031 and the locations where this development should be provided. The strategy is to concentrate new development in and around the existing urban areas of Gloucester and Cheltenham to meet the needs of these communities, to balance employment and housing needs, and to provide new development close to where it is needed, where it can benefit from the existing and enhanced sustainable transport network (such as public transport). A significant proportion of this new development will be provided as ‘strategic allocations’, most of which are outside of Gloucester’s administrative area but those adjacent to the City will provide for Gloucester’s housing requirements. Please refer to the ‘key diagram’ later in this section for more information.

A locally specific vision for Gloucester

- 2.5 It is important that the CGP takes forward and delivers the JCS vision, ambitions and strategic objectives. Equally however, it is essential that it expands on this and provides a planning framework that fully addresses the local issues for the City.
- 2.6 The Council’s adopted ‘City Vision’ ‘A City ambitious for its future and proud of its past’ 2012 – 2022 sets out key overarching priorities for the City that will be delivered by all public, private and voluntary sector partners.
- 2.7 The overarching Vision for Gloucester, chosen by our residents, is:
- ‘Gloucester will be a flourishing, modern and ambitious City, which all residents can enjoy’.*
- 2.8 The key aims of the City Vision are:
1. A flourishing economy and City Centre which meets the needs of our residents, businesses and visitors;
 2. A vibrant evening economy;
 3. A City which improves through regeneration and development;
 4. A City where people feel safe and happy in their community; and
 5. A healthy City with opportunities available to all.
- 2.9 Taking this further, in order to provide appropriate locally specific policy that positively makes a difference for our communities, it is essential to have a thorough understanding of the characteristics, opportunities and issues for the City.

Gloucester today, Gloucester tomorrow- A portrait of the City

- 2.10 Gloucester is a small City located in the south west of England. The City is bound by the River Severn to the west with the Forest of Dean beyond. To the east lies the Cotswold escarpment with the Cotswold Areas of Outstanding Natural Beauty (AONB) beyond. It is strategically located with excellent links by road, rail and waterways, and is in close proximity to Gloucestershire, Bristol, Birmingham and Cardiff airports.
- 2.11 The City's population in 2014 was estimated to be 125,600 and is growing year on year¹. Gloucester will experience the greatest population growth of all of the district areas in Gloucestershire over the coming years, with an expected growth of 20.1% between 2010 and 2035². It is a diverse City, with a wide range of different ethnicities, cultures and backgrounds; approximately 100 different languages and dialects are spoken.
- 2.12 The population of Gloucester is relatively young with the highest number of young people aged under 19 in the south west region (25% of the population) and also a higher than average number of people aged under 30. This is set to increase with the number of children and young people in the City predicted to grow by over 16.4% between 2010 and 2035³.
- 2.13 There are around 53,500 homes in Gloucester⁴ and recent evidence shows that the City has achieved significant growth in new homes, being ranked second out of 63 cities. In 2014 Gloucester was one of only five cities in the country that provided at least the amount of new homes required to provide for its population⁵.
- 2.14 The City needs over 14,300 new homes between 2011 and 2031 and is working positively with Cheltenham Borough Council and Tewkesbury Borough Council to identify sites to provide for this⁶. About half of these new homes will be provided in locations on the edge of the City, outside of the Council's administrative area. However, it is important that sufficient sites are identified within the City itself to provide the amount and type of new homes that the community needs. Given the limited amount of developable land within the City, it will be necessary to consider all possible development sites on both greenfield and brownfield land.
- 2.15 The majority of homes in the City are owner-occupied⁷. Highest levels of home ownership are found in the wards of Abbey, Elmbridge, Grange, Hucclecote and Longlevens (more than 80%). The lowest levels of home ownership are in Kingsholm and Wotton, Podsmead and Westgate. Privately rented homes are most common in Westgate, Kingsholm and Wotton and Barton and Tredworth. The City experiences higher rates of homelessness, though this is often associated with people from outside of the City. By 2035 the City is expected to have 6,000 people over the age of 85. The GCP needs to ensure that it plans for the housing needs of this older population as well as meeting the needs of those with specific housing needs including Gypsies, Travellers, and Travelling Showpeople, those with learning difficulties, the young homeless, and those with specific physical and mental health needs.
- 2.16 Gloucester has a strong and growing economy, being the main economic driver in the County along with Cheltenham, and there are aspirations for major economic growth over the coming years⁸. Gloucester is well represented from a strong finance and insurance sector, as well as a growing number of information security, web hosting, IT and defence communications and security businesses⁹. The creative community has also grown rapidly in recent years, with Blackfriars and Westgate Street becoming established as a hub for creative businesses⁹. The City has high employment rates and has been identified as one of the top ten cities where small businesses are investing in 'high growth strategies'¹¹. It is important the City protects important business locations and identifies further sites to provide for anticipated employment growth and sectors.
- 2.17 Tourism also forms a very important component of the City's economy, generating around 5.9 million visitor trips to Gloucester each year, with an annual spend of approximately £207m. There are major plans to grow this in future years, capitalising on the City's unique and in many cases world class heritage and culture. The City does however lack a major cultural venue that could regularly hold major events such as concerts and theatre productions¹².

¹NOMIS Official Labour Market Statistics

²Gloucester Regeneration and Economic Development Strategy 2016 - 2021

³Ibid

⁴ONS, Neighbourhood Statistics, Gloucester Local Authority Key Figures for Housing

⁵Centre for Cities 2014, Cities Outlook

⁶Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, Main Modifications, October 2016

⁷ONS, 2011 Census

⁸Ibid

⁹Gloucester Regeneration and Economic Development Strategy, 2016 - 2021

¹⁰Centre for Cities 2014, Cities Outlook

¹¹Centre for Cities 2014, Cities Outlook

¹²Gloucester's Cultural Vision and Strategy, 2016 - 2026

- 2.18 Gloucester City Centre is performing fairly well with a good range of shops, services and facilities. There has been investment, including at the Eastgate Shopping Centre and in creating a more useable public square at King's Square. Plans are also afoot for the regeneration of key sites, such as King's Quarter and Project Pilgrim at the Cathedral will create a new public realm and other improvements to improve the visitor experience.
- 2.19 However, evidence also shows that there continues to be a poor perception from shoppers around the quality of the environment and the range of shopping available. It further shows that there is a lack of choice for some types of product, particularly fashion / clothing, and that there are a limited number of independent retailers¹³. The City Centre has lost trade to other competition centres over recent years, as well as increased competition from out-of-centre retailing and the internet¹⁴. In the future, it is important that further investment is secured in the City Centre and that it capitalises on the success of other key visitor attractions in the City, such as Gloucester Rugby, Gloucester Quays and the Cathedral. Equally, that new retail and leisure development is planned so as to complement and not compete with or undermine the City Centre.
- 2.20 Gloucester is a regenerating City. This began in the 1980's following the demise of traditional manufacturing, which formed a key component of the City's economy. At this time, the City Council moved into the Docks, acting as a catalyst in generating investor interest and confidence in the area. More recently, the Gloucester Heritage Urban Regeneration Company (GHURC) was successful in delivering the regeneration of Gloucester Quays, Greyfriars and the Railway Triangle.
- 2.21 Regeneration is now being driven forward by the City Council with a new Regeneration and Economic Development Strategy (REDS) being recently adopted and is being actively delivered. The strategy sets out a number of priority regeneration schemes and smaller development sites, along with objectives that seek to deliver significant improvements to the City Centre, jobs, growth, community benefits and an enhanced cultural offer. The Council's priority regeneration sites are King's Quarter and Blackfriars, and significant strides forward have already been made in delivering these. But there is still much to do and it is important that the GCP provides a flexible and positive framework to support their delivery.
- 2.22 In addition to this, the Council has been successful in securing 'Housing Zone' status from the Government. The Housing Zone covers all of the City Centre as well as other locations in the City. Through this initiative, the Council receives funding and support to unlock the development potential of sites and in providing much needed new homes.
- 2.23 There are pockets of significant deprivation in the City and in some cases they are worse than the national average. It is estimated that around 20% of children in the City live in poverty. Life expectancy is also lower than the rest of the country. From a public health perspective there are challenges and inequalities around issues such as inactivity, obesity, alcohol related harm, diabetes and drug misuse, all of which are at higher levels than the national average. Planning for and developing strong, healthy and vibrant communities are vital in ensuring the physical and mental well-being of the City's residents. The GCP provides the opportunity to ensure that the built and natural environment is enhanced in ways that are cohesive and amenable to healthier lives.
- 2.24 Evidence shows that half of people in Gloucester aged between 16 and 64 are educated to at least NVQ3 level and above. However, 8.1% of the population have no qualifications¹⁵. The City has several high performing schools and is home to the University of Gloucestershire, satellite campuses for the University of the West of England and Gloucestershire College. Key issues for the GCP are to set the framework for the Council to work positively with the local education authority, in ensuring adequate school places for the growing population, and creating a positive environment to allow the college and universities to grow and attract students. Another component is to create a dynamic and attractive local economy to retain students once they have completed their courses.
- 2.25 Gloucester is actively engaged in sport and is home to a large number of different clubs, particularly in football, rugby union and cricket, but with growing participation in rugby league, American football and Gaelic football. Gloucester has a large number playing pitches and sporting facilities - but there are shortages in some areas of the City, for example in Barton and Tredworth. Evidence shows that many of the public playing pitches in the City are of poor quality and would benefit from improvements¹⁶, some of which are already being implemented¹⁵. The University of Gloucestershire has significant expansion plans for the City and this includes a major investment in

¹³Joint Core Strategy Retail Study: Phase 1, 2011

¹⁴Joint Core Strategy Retail Study 2015, February 2016

¹⁵NOMIS official labour market statistics

new and upgraded sporting facilities at the Oxstalls campus, linked to the adjacent Oxstalls Sports Park. The City Council is also working to bring forward Blackbridge in Podsmead as a sports hub.

- 2.26 Car ownership and car use continues to dominate, and there are significant congestion issues on some roads in the City, particularly at peak hours¹⁷. However, a high number of people live and work within an acceptable commutable area, which means there are opportunities for increased use of sustainable transport modes. King's Quarter will include a new modern bus station with improved links to the adjacent railway station, which will go some of the way in encouraging people to use alternative forms to transport to the private car. In addition, the large urban extensions allocated for the City in the JCS have been located in part to encourage the use of public transport and will be required to implement sustainable transport measures. There is also a lack of cycle lanes between Gloucester and Cheltenham. It is important that the GCP, together with the JCS, creates a positive framework that supports the delivery of the Gloucestershire Local Transport Plan¹⁸ and a move towards increased use of more sustainable modes of transport.
- 2.27 There are 48 formal play areas in the City and over £1m of investment was made by the City Council in upgrading these between 2009 and 2015. However there remain shortages in open space in some parts of the City, both in terms of quantity and quality¹⁹. There are numerous informal leisure and recreational assets including for example Robinswood Hill Country Park and Alney Island, both of which have received recent investment and subsequent increases in visitor numbers. As the population of the City grows it is important to protect open spaces and further investment will be required to improve open space facilities and reduce recreational damage from increased usage.
- 2.28 Climate change is the greatest long-term challenge facing human development. The Gloucester Climate Change Strategy (2010) identifies that even in the 'best-case scenario' Gloucester is likely to experience winters up to 42% wetter, more frequent flooding, worsening summer air pollution, drier summers and loss of wildlife habitats and species. Planning can make a positive major contribution to tackling climate change by shaping new and existing developments in ways that reduce carbon emissions and positively build community resilience to problems such as weather events and flood risk. The JCS and the GCP will contain policies that will require new development to be designed in ways that promote the use of sustainable transport, exploit all viable options for providing renewable energy, provide tree planting and the creation of public open spaces, make use of Sustainable Urban Drainage Systems to manage water and promote biodiversity.
- 2.29 Gloucester is characterised by the River Severn, which runs along the western edge of the City, and there are various tributaries that run into it. As a result parts of the City are subject to flood risk, particularly to the north, west and south west. It is important therefore that the necessary policy framework is in place to ensure this is adequately assessed and addressed through new development, both for today and factoring in the predicted effects of climate change.
- 2.30 Gloucester has a unique and rich heritage formed by historic buildings, street patterns, archaeological remains, landscape and other physical remnants of its past. A City of intense urban activity for nearly two thousand years, it has a special legacy of nationally significant heritage from all historic periods. Heritage is a central component in the identity of the City. It defines much of what is locally distinctive about Gloucester and impacts on how residents and visitors feel, use and perceive the City. This has wide reaching implications on the image of the City, the economy, tourism and the health and wellbeing of residents, as well as providing distinctive character and landmarks. The GCP will provide a policy framework that will seek to protect and enhance the City's unique and significant heritage assets and their settings.

Turning the City portrait into a vision

- 2.31 Taking into account the JCS vision and objectives, the City Vision and a thorough understanding of the characteristics of the City, the following locally-specific Gloucester vision has been prepared, to set the broad context for the rest of the plan.
- 2.32 To deliver this Vision, it is proposed that the City Plan is influenced by the following locally-specific key principles.

¹⁶Gloucester Playing Pitch Strategy, 2015 - 2025

¹⁷Draft Local Transport Plan, 2015 – 2031, Gloucestershire County Council

¹⁸Ibid

¹⁹Gloucester Open Space Strategy, 2014 - 2019

City Plan Vision

Between 2016 and 2031 the City Council, together with its partners, stakeholders and the community will work together in positively delivering the Joint Core Strategy and Gloucester City Plan.

During this time significant progress will have been made in the regeneration of the City Centre and elsewhere within the City. Gloucester will be a flourishing, healthy, modern and ambitious City, where people feel safe and happy in their community and are proud to live and work.

Gloucester will grow as an economy and make a significant contribution to the wider economy of Gloucestershire, building on its strengths as a business location. The City Council will work with partners and neighbouring authorities to ensure that the economic development required beyond its boundary benefits Gloucester, while at the same time, supporting business growth and expansion within the City itself.

A significant number of new decent homes will have been delivered in a way that reflects the type and tenure needed by the local community and that supports economic growth.

Health and wellbeing will be a key consideration in all planning decisions ensuring the protection and provision of active streets, open spaces, playing fields, community infrastructure, environmental quality, connectivity and access.

New development will be built to the highest possible standard of design and will be focused on protecting the quality and local distinctiveness of the City.

Gloucester's unique heritage, culture, and natural environment will be safeguarded and enhanced to create a highly attractive place that all residents and visitors can enjoy.

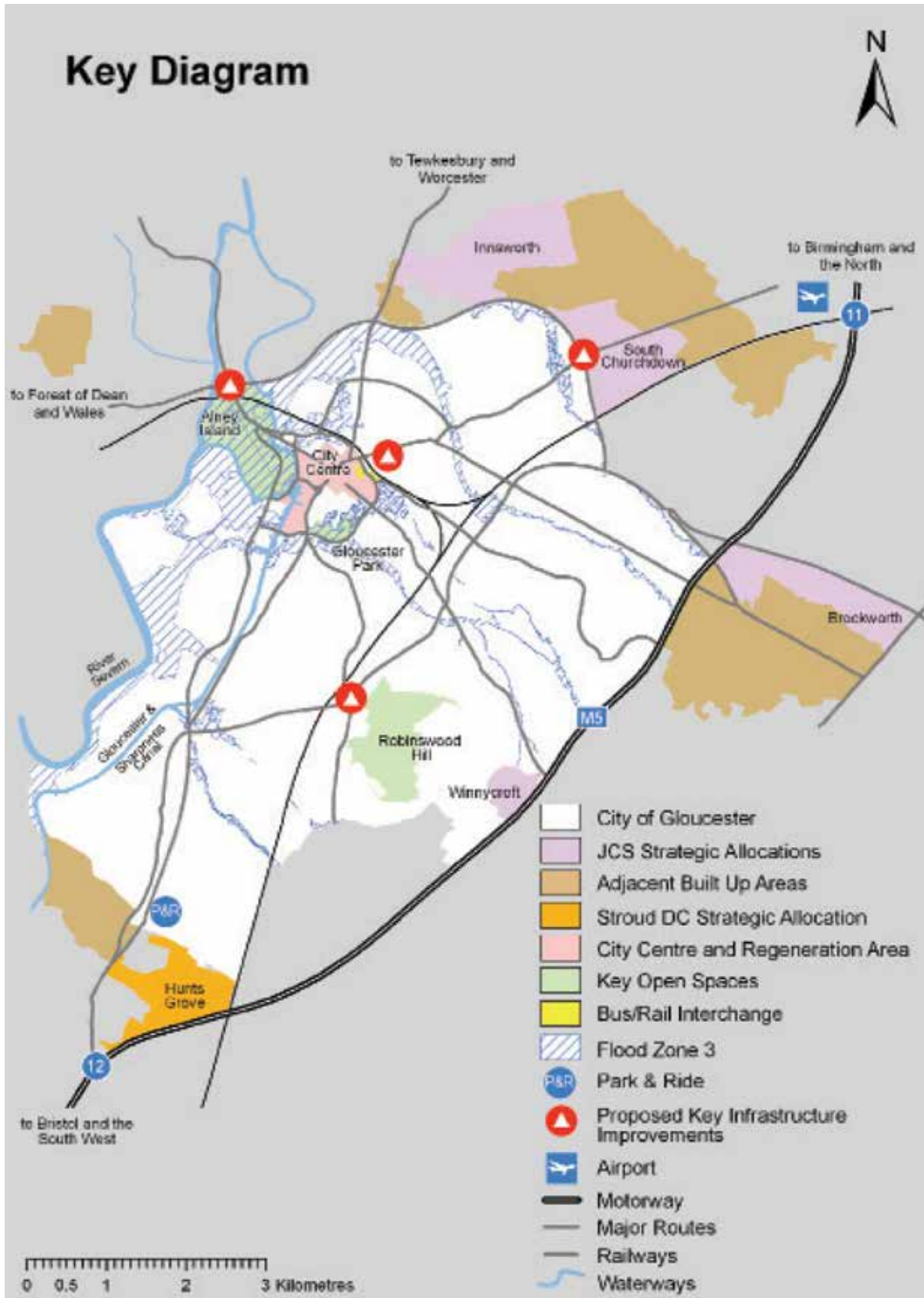
City Plan key principles

1. To ensure development contributes to the delivery of a transforming City which brings regeneration benefits, promotes sustainable development and makes the most efficient use of brownfield land and buildings;
2. To ensure that new development is supported by the necessary infrastructure;
3. To regenerate the City Centre and other areas of the City in accordance with the Council's adopted strategies and maximise benefits associated with Housing Zone status;
4. To develop a City Centre that provides for the needs of the 21st Century, with increased choice, an improved environment and to protect it from inappropriate competition in other locations.
5. To provide a balanced network of local and district centres that provide for the everyday shops, services and facilities needed by the local community.
6. To provide a balanced mix of new homes that provide for the needs and aspirations of the local community, working with neighbouring authorities where they are providing for housing needs of the Gloucester community.
7. To encourage and facilitate inward and home grown investment, attract innovative growth sectors, create high and stable levels of economic growth and increase job opportunities.
8. To improve educational attainment, skills and learning opportunities.
9. To protect and enhance the City's leisure, recreation and environmental assets, including valuable heritage, public open space, allotments, areas of nature conservation, sensitive landscapes, playing fields and sporting facilities.
10. To encourage a vibrant and safe evening and night-time economy in the City Centre that appeals to all age groups and encourages more people to stay overnight.
11. To tackle poverty and deprivation in the worst affected areas of the City.
12. To deliver development that achieves high quality design that reduces crime and the fear of crime, builds positively on locally distinctiveness and contributes to the creation of an active, connected and sustainable City.
13. To ensure that development minimises its impact on climate change through sustainable construction and design, encourages the use of sustainable forms of transport and integrates with and makes the most of existing infrastructure.
14. To improve health and wellbeing through good design that promotes opportunities for all residents to lead 'activity lives', by providing access to good quality open spaces, playing fields and community facilities, and protecting air quality and residents from pollution and contamination.

Key diagram

2.33 The following key diagram indicates the broad locations of strategic developments and identifies: the main strategic infrastructure elements, Key Open Spaces and the extent of Flood Zone 3.

2.34 At this time the JCS Strategic Allocations are being actively negotiated by all three councils. The key diagram will be updated to reflect the outcome of these negotiations prior to public consultation. The key diagram may therefore be subject to change and is a reflection of the Inspector’s latest Main Modifications, which have yet to be agreed by all councils.



3.0 DEVELOPMENT MANAGEMENT POLICIES

- 3.1 This section contains the Draft GCP Development Management policies. These policies will be used by Officers and Members in the determination of planning applications. New development will be required to accord with these policies in order to ensure that the plan delivers developments that meet the vision and key principles.
- 3.2 The policies are set out in the following topic sections:
- **A** Housing
 - **B** Economic development
 - **C** Retail and the City Centre
 - **D** Health and wellbeing
 - **E** Historic environment
 - **F** Natural environment
 - **G** Design
 - **H** Sustainable transport
 - **I** Infrastructure
- 3.3 Each topic section begins with a summary of the key issues, an outline of the key evidence used in the policy development and a signpost to the relevant NPPF paragraphs and JCS policies. Further information is available in the topic papers that underpin each of the sections – these are available to download from www.gloucester.gov.uk/cityplan

A: Housing

Policies in this section:

Policy A1 Use of upper floors for residential

Policy A2 Regeneration of neighbourhoods

Policy A3 Sub-division of plots for infill

Policy A4 Intensification of use of existing dwellings

Policy A5 Housing mix

Policy A6 Student housing

Policy A7 Housing choice for older people and supported and special needs housing

Policy A8 Self build

Policy A9 Static caravan sites

Policy A10 Extensions to existing dwellings

Policy A11 Annexes to existing dwellings

Key issues

The country is facing a housing shortage; not enough new homes are being built to meet the need and people's ability to access the housing market is also a matter of concern. The JCS sets the number of new homes that will be required to meet Gloucester's needs until 2031. The current figure is 14,350. This figure includes homes that have been built since 2011, those that currently have planning permission, those that will be allocated through the City Plan and a windfall allowance. Some of the key housing issues for Gloucester are:

- The delivery of over 14,350 dwellings by 2031, in line with JCS requirement
- Bringing forward brown field central area schemes.
- The delivery of bespoke student housing.
- The delivery of downsized accommodation for older people.
- Gloucester City Homes (GCH) regeneration areas.
- Areas of the City with high social housing need.
- Delivering well designed higher density housing schemes.
- Supporting the changes of use of upper floors in the City Centre to residential use.
- Linking housing delivery to reducing health inequalities in the city.
- The improvement of the private rented sector within the City.

A background topic paper on housing can be found on the council's website by visiting www.gloucester.gov.uk/cityplan

Key evidence

- All housing evidence informing the JCS
 - Gloucester City Strategic Assessment of Land Availability (2014/15 & 2016)
 - Gloucestershire Strategic Housing Market Assessment (2014)
 - Annual Housing Monitoring Reports
 - Gloucestershire Population Monitor
-

Other key relevant strategies

- Housing and Homelessness Strategy (2015 - 2020)
-

Relevant National Planning Policy Framework paragraphs

- 21, 47 and 159
-

Relevant policies from the JCS

- **SP1** The Need for New Development
- **SP2** Distribution of New Development
- **SD4** Sustainable Design and Construction
- **SD5** Design Requirements
- **SD11** Residential Development
- **SD12** Housing Mix and Standards
- **SD13** Affordable Housing
- **SD14** Gypsies, Travellers and Travelling Showpeople

JCS strategic objectives met

- **Strategic objective 8** Delivering a wide choice of quality homes.

Key City Plan principles met

- 1, 2, 3, 6



Housing Policies

Policy A1: Use of upper floors for residential

Within the City Centre proposals to facilitate the change of use of upper floors to residential will be supported and encouraged where they comply with the policies of the JCS and other policies of this plan.

Within the City Centre evidence points to a large number of vacant floors above the commercial uses that operate at ground floor level. These vacant floors represent an opportunity for conversion to residential uses leading to benefits in terms of providing for housing needs, adding to the critical mass of people living in the City Centre and providing natural surveillance, particularly in the evenings.

Policy A2: Regeneration of neighbourhoods

The Council shall consider applications for the regeneration of estates/neighbourhoods favourably where all of the following criteria are met:

1. The proposal has been properly master planned.
2. The local community has been actively engaged in shaping proposals.
3. The scheme optimises the supply of new housing to meet the needs of the City and the neighbourhood.
4. The scheme protects and improves existing housing.
5. The scheme provides suitable tenure choices to meet the needs of the existing community affected by regeneration.
6. The scheme promotes strong and thriving communities, with a mixed tenure and tenure blind approach, in so far as this does not undermine wider housing and regeneration objectives.
7. The scheme helps to maintain and promote independent living, and improves health and well-being.

In April 2015 the housing stock owned by Gloucester City Council was transferred to Gloucester City Homes (GCH). Inevitably, over time this housing stock will require considerable maintenance and further investment. Rather than bearing the increasing cost of maintenance, it may prove more economically viable for these areas of housing to be redeveloped in order to provide new accommodation to meet the needs of existing and future residents and to make the best use of land. However, older established housing areas can offer decent conditions, satisfied tenants, community stability, well-maintained buildings, high density, additional infill buildings and community facilities. Therefore it is important that the positive aspects of past housing developments are not lost and that any regeneration initiatives genuinely enhance the neighbourhoods involved. The work to assess any additional capacity that might arise as a result of estate regeneration in Gloucester is currently ongoing and a further update will be provided in the next iteration of the City Plan.

Policy A3: Sub-division of plots for infill

The subdivision of plots for the construction of additional dwellings will be permitted provided that:

1. The proposed development would not have any significant adverse impacts on the character of the locality, the appearance of the street scene, or the amenities enjoyed by the occupiers of neighbouring dwellings.
2. Adequate off street parking and access arrangements can be provided for both existing and proposed dwellings.
3. The proposed development does not prejudice the potential for the comprehensive development of adjacent land where appropriate.

There are circumstances where the sub-division of an existing plot to provide for additional homes can be reasonably accommodated. However, it is important to ensure that the proposal would not have a significant adverse impact on neighbouring properties or the wider area. For this reason it is important to ensure that careful consideration is given to the design and location of the proposal as well as the parking and access arrangements. This policy seeks to ensure that factors such as these are given due consideration in the assessment of planning applications.

Policy A4: Intensification of use of existing dwellings

The intensification of the use of existing dwellings will be permitted provided that the proposal meets all of the following criteria:

1. The proposed development would not have any significant adverse impacts on the character of the locality, the appearance of the street scene, or the amenities enjoyed by the occupiers of neighbouring dwellings.
2. Adequate parking, access and covered and secure cycle storage arrangements can be provided for the proposed intensified use.
3. There is adequate amenity space for the proposed number of residents.
4. Adequate, well designed bin storage areas are integrated into the curtilage of the dwelling.

There are circumstances where the existing use of a building as a dwelling can reasonably be intensified. For example the conversion of a larger dwelling into two or more flats. However, it is important to ensure that the proposal does not have a significant adverse impact on neighbouring properties or the wider area. For this reason it is important to ensure that careful consideration is given to the design and location of the proposal, to amenity space, as well as to parking and access arrangements. This policy seeks to ensure that these factors are given due consideration in the assessment of planning applications.

Policy A5: Housing mix

The Council shall ensure that a suitable mix of housing tenure is provided in all new housing developments. This shall include affordable housing, in order to meet the needs of those who cannot access suitable market housing.

An appropriate housing tenure mix shall be informed by the Strategic Housing Market Assessment (SHMA) which is current at the time of the determination of applications and shall include a percentage of 'adaptable and adapted' homes to meet the needs of an ageing population.

The City Council has commissioned a number of Housing Needs Assessments and completed a number of Strategic Housing Market Assessments (SHMA). These studies have consistently identified the need for a range of market housing and affordable housing in the City and in particular the need for rented affordable homes. The 2010 SHMA (Fordham Research) recommended that 75% of affordable homes built should be for rent with the remaining 25% intermediate rent or affordable home ownership. The 2015 SHMA (HDH Planning) indicates a shift towards a higher level of affordable home ownership.

Policy A6: Student housing

The Council will work with local higher education establishments and student housing providers to facilitate the delivery of bespoke student accommodation at appropriate central locations within Gloucester but specifically within the City Centre. The Council expects proposals for student accommodation to demonstrate that they support educational establishments within, or in close proximity to the City. Housing provision for students should be located in accessible locations close to public transport corridors and local services and facilities.

The Council will support proposals that:

1. Provide a high quality living environment which includes a range of unit sizes and layouts.
2. Ensure that facilities will be well managed and that there will be no detriment to local amenity or unreasonable harm caused to nearby residents or the surrounding area.
3. Demonstrate that the facility is suitable for year round occupation and that it has long term sustainability and adaptability.

The presence of two local higher education establishments, Hartpury College, an outlier of the University of the West of England, and the University of Gloucestershire, within or in close proximity to the City has resulted in increased demand in the City for student accommodation. While there is some bespoke student housing within the City demand is also currently being met through the private rented sector. The University's housing services make use of the Council's 'Fit to Rent' scheme when recommending property in the private rented sector to its students.

The University of Gloucestershire has purpose built student accommodation within the City Centre and at its Oxstalls campus just outside the City Centre. A new Business School at Oxstalls, due to open in September 2018, will result in increased demand for student accommodation in the City.

When students occupy accredited 'Fit to Rent' scheme properties in the City, they utilize rented accommodation that might otherwise have been available to families or others in housing need. It is necessary therefore to deliver purpose built student accommodation in the City to ensure that family housing in the private rented sector remains available to families in need.

The Council is actively working with higher education establishments and student housing providers to deliver purpose built student accommodation at regeneration sites within the City Centre. New student housing should be well located to the public transport network between Gloucester and Cheltenham as well as in close proximity to existing shops and services and the City's regenerated transport interchange.

The Council will seek to negotiate with higher education establishments to ascertain whether any purpose built student housing in the City Centre could be used to provide accommodation for tourists/visitors during the long summer holiday period.

Policy A7: Housing choice for older people and supported and special needs housing Housing proposals for older people should focus on the provision of high specification care-ready accommodation which should:

1. Help to meet an identified need.
2. Demonstrate that it would not have a harmful impact on the character and amenities of the surrounding area.
3. Be accessible to local shops and easily accessible by public transport.

A proportion of a scheme providing elderly care, defined by either C3 or C2 Use Class, or for supported or special needs housing will normally be required to contribute to affordable housing need.

Schemes should demonstrate adequate external amenity space to provide a high quality and safe external living environment for residents, including areas for sitting, socializing, gardening and active leisure pursuits.

Proposals for specialist elderly care, including dementia care accommodation, should provide adequate communal facilities including accommodation for essential staff on site and should reflect current best practice in the design of such specialist accommodation.

In Gloucester in 2014 about 2.3% of the population were over the age of 85, this is expected to rise to 4%, by 2035 (ONS data). Planning for this demographic change therefore needs to happen now in terms of the availability and type of accommodation that older people may want to move into.

Older people are more likely to be owner occupiers without a mortgage and to under occupy their property, however as the population of the City ages some elderly people will remain in housing need. National research demonstrates that most older people would prefer accommodation that is part of the ordinary housing stock but is designed to meet their needs. Therefore adapting existing housing stock to extend housing choice for older people will be encouraged particularly where it can release family sized accommodation. This will help deliver the mixed communities as identified in the Joint Core Strategy.

The preferred form of housing development for older people in the City is high quality care - ready accommodation. It is anticipated that an additional 387 units of such accommodation will be required by 2021.

It is unlikely that an additional extra care facility will be required in the City before 2021 as the predicted number of units required in that period of 52 is relatively small for a full stand alone extra care facility and would probably best be met by one larger cross boundary development.

In addition, it is important that housing continues to be provided within the City for those with specific housing needs including those with learning difficulties, the young homeless and those with specific physical and mental health needs. This is acknowledged through the adopted Gloucester City Council Plan (2014-2017) and its Objectives for Gloucester to be 'An active, healthy & safe city for all to enjoy', 'A City for Everyone' and a city where there is 'Affordable and decent housing for all.' Additionally, the Gloucester Housing Strategy (2015) emphasises that housing plays a critical role in promoting the well being of its citizens. Housing for some client groups will have specific requirements such as the need to be located in close proximity to district or local centres for the provision of shop and services and access to public transport.

Policy A8: Self-build

The Council will continue to maintain a self-build register and positively support applications for self build that meet the relevant policy requirements.

Self build housing is where the home is custom built to the individual's specification as opposed to being designed and built by a construction company to a standard specification for sale. Self build housing can be built or commissioned by individuals (or groups of individuals) for their own occupation. The NPPF Paragraphs 50 & 159 requires Local Planning Authorities (through their Strategic Housing Market Assessment and Strategic Housing Land Availability Assessments) to identify and make provision for housing need, including for 'people wishing to build their own homes.'

The City Council considers that the self build option can have a number of advantages such as; lower costs, increased choice, potential for more innovation & green technology, higher build quality, use of local suppliers / local economy and an improvement to the diversity of the local housing supply. The Council wishes to increase opportunities for low and middle income groups, communities and downsizers to build their own homes.

Policy A9: Static caravan sites

Existing static caravan sites shown on the Proposals map will be safeguarded for their current use and proposals for alternative development on these sites will not be supported.

Living in a static caravan is a choice and a way of life for some people and static caravans provide a type of affordable accommodation. There are four large static caravan parks in the City and their loss would place a considerable burden on alternative affordable provision. Sites could not easily be replaced within the City. Existing sites will therefore be protected from alternative development proposals.

Policy A10: Extensions to existing dwellings

Permission will be granted for the extension of residential properties, and for the erection of outbuildings incidental to the enjoyment of the dwelling, provided all of the following criteria are met:

1. The plot size of the existing property is large enough to accommodate the extension or outbuilding without resulting in a cramped or overdeveloped site.
2. The height, size and design of the extension or outbuilding is in keeping with the scale and character of the original dwelling (accounting for any cumulative additions), and its wider setting.
3. The residential amenity of existing or adjoining occupiers is not prejudiced by the proposal as a result of increased overlooking, overbearing development, increased noise, increased movement or intrusive lighting.

A well designed house extension can be a good way of providing additional accommodation and an improved living environment. An extension can improve the overall quality and efficiency of a home, as well as improving its flexibility to enable for example: working from home, better access, space for growing or extended families and allow residents to remain in their home and community even if their circumstances change.

The Council seeks a high standard of design to house extensions to ensure that the extension is appropriate in terms of the character of the existing property, the surrounding street scene, and causes no unreasonable harm to those living in or around the property and to their enjoyment of their homes.

Further guidance can be found in the Supplementary Planning Document: "Home Extension Guide".

Policy A11: Annexes to existing dwellings

Applications for the development of an annexe will only be permitted where it can be clearly demonstrated that the annexe will satisfy all of the following criteria:

The annexe should:

1. Be an extension to (or at least closely related to) the principal dwelling and be designed in such a manner as to enable the annex to be used at a later date as an integral part of the principal dwelling.
2. Have a functional link with the principal dwelling (i.e. the occupants should be a dependant relative(s), and the accommodation provided should not be wholly "self-contained", such that the annexe is ancillary and there remains a reliance on the connection with the main dwelling).
3. Be of a subservient design and scale and shall not provide more than 1 bedroom and restrained living accommodation (unless there is clear unambiguous justification provided).
4. Be in the same ownership as the principal dwelling.
5. Have no boundary demarcation or sub division of garden areas between a curtilage annexe and principal dwelling.
6. Be of an appropriate design and scale which would preserve the character of the area and the living conditions of the occupiers of neighbouring properties.

The applicant should:

7. Demonstrate that the annexe can only be accommodated within a separate building this shall be sited in close proximity to the principal dwelling house, be of a restrained scale, within the same curtilage and share the vehicular access, parking and amenity areas and not provide a self-contained living unit.
8. Make a unilateral undertaking covenanting that the annexe will be used solely as accommodation ancillary to the main dwelling house and that it cannot be let or disposed of separately from the planning unit.

Where planning permission is required for an annex the Council is unlikely to grant planning permission where the development results in the creation of a separate dwelling, which in normal policy circumstances would not be acceptable.

A key point when considering the link between the proposed annexe and the existing dwelling is who uses it, as well as what is provided within it. The test will be whether you would be happy with a “stranger” occupying the accommodation and sharing the garden and parking area etc. It is recognised that no two applications will be the same; applicants should therefore bring to the Council’s attention any other material considerations that may be relevant to the application.

The Council will expect any applications for planning permission to clearly set out for whom the accommodation is to be provided for and to fully justify the need. The application should be accompanied by a unilateral undertaking ensuring that the annexe is used solely as accommodation ancillary to the main dwelling house and cannot be disposed of separately from the main house. Such proposals will be expected to meet the development obligations associated with a new dwelling.

Annexes at dwelling houses which are in multiple occupation will not be supported.

Gypsies, Travellers and Travelling Showpeople

Gloucester has an established traveller community, particularly Travelling Showpeople. National planning policy¹ requires local planning authorities to locally assess the need for new accommodation for the traveller community and to put into place a strategy to provide for those needs within the period that is being planned for.

The most recent evidence on housing need for the traveller community is contained within the JCS Gypsy and Traveller Accommodation Assessment (Draft Update Summary), March 2016. This study shows a need in Gloucester for two Gypsy/Traveller pitches and eight Travelling Showpeople plots between 2016 and 2031. This includes both those that travel for the purposes of work (i.e. meet the planning definition of a Gypsies, Travellers and Travelling Showpeople), as well as those that do not. For more information please refer to the document on the City Council’s website at www.gloucester.gov.uk/cityplan

The JCS does not deal specifically with site allocations for the traveller community; site allocations therefore need to be included in Local Plans. However, JCS Policy SD14: ‘Gypsies, Travellers and Travelling Showpeople’ does set out a detailed criteria-based policy which is to be used in the determination of speculative planning applications and in the assessment of potential site allocations.

In partnership with other Gloucestershire local planning authorities, the City Council has undertaken a ‘call for sites’ (on two occasions), where members of the community, developers and landowners were invited to submit sites they consider could be suitable for residential Gypsy, Traveller or Travelling Showpeople use. These processes yielded several sites that were assessed. However only one site has been identified as having potential for Travelling Showpeople. This site is known as the ‘Former Town Ham Allotments’ and is identified as a proposed site allocation in the Draft GCP (Site reference SA21). It is considered appropriate to allocate this site for this specific community because it is located directly adjacent to the existing and long-established Travelling Showpeople community off Westend Parade to the north west of the City. However, the site is significantly constrained in terms of land stability, land contamination and the presence of a high pressure gas main. At the time of writing the City Council is undertaking the necessary background research to establish if it is deliverable. If the site is found to be deliverable then it will be allocated for Travelling Showpeople use.

At the time of writing there are no other known deliverable site opportunities to provide for the identified Travelling Showpeople or Gypsy / Traveller need. As part of the Draft GCP consultation however the City Council is undertaking further ‘call for sites’. With this in mind, if any members of the community, landowners or developers would like to submit a site for assessment this is strongly encouraged.

If not enough deliverable sites are identified in the City for the Gypsy / Traveller and Travelling Showpeople community, a formal request will be put to neighbouring authorities under the ‘Duty to Cooperate’ for assistance in meeting this need.

¹Planning Policy for Traveller Sites, August 2015

B: Economic development

Policies in this section:

- Policy B1** Employment and skills plans
- Policy B2** Existing key employment sites
- Policy B3** New employment sites
- Policy B4** Existing employment space
- Policy B5** New employment space

Key issues

With the emerging modifications to the JCS and the need for further employment evidence base for Gloucester city, the employment context and evidence base are still being finalised. However with our current knowledge the following are considered to be the key employment issues for the city:

- The regeneration of brownfield sites.
- Attracting new office investment into the city centre.
- Pressure for retail development on protected B Class employment sites with potential retail impact issues.
- Potential loss of 'unviable' employment sites that can be evidenced as suitable for Starter Homes development
- Retention of vacant employment sites outside the city centre that are situated on arterial routes.
- Retention of the large greenfield employment commitment at Kingsway Framework 5 for employment purposes
- Delivery of the JCS strategic allocations around Gloucester, including new employment

A background topic paper on economic development issues can be found on the council's website by visiting www.gloucester.gov.uk/cityplan

Key evidence

- JCS Strategic Assessment of Land Availability Gloucester (2013)
 - Gloucester City Strategic Assessment of Land Availability (2014/2015 & 2016)
 - JCS NLP Employment Land Review (March 2011/August 2011)
 - Exam 138 NLP JCS Employment Land Assessment Update (Oct 2015)
 - Exam 139 JCS Economic Update Paper (Nov 2015)
 - Strategic Economic Plan for Gloucestershire First (2014)
 - General Permitted Development Order (2015)
-

Other key relevant strategies

- Gloucester Regeneration and Employment Strategy (2016 – 2021)
-

Relevant National Planning Policy Framework paragraphs

- 18, 20, 21, 22, 24 and 161
-

Relevant policies from the JCS

- **SD2** Employment

JCS strategic objectives met

- **Strategic Objective 1** Building a strong and competitive economy
- **Strategic Objective 2** Ensuring vitality of town centres
- **Strategic Objective 3** Supporting a prosperous rural economy

Key City Plan principles met

- 1, 2, 4, 7 and 8



Economic Development Policies

Policy B1: Employment and skills plans

For major housing development (20 or more units) and major commercial development (1,000 sq. m of new commercial indoor floorspace) applicants will be required to submit an Employment and Skills Plan (ESP). The ESP will identify opportunities for the employment and skill development of local people through the implementation of the development proposal.

The ESP should address priorities identified and agreed at an early stage through liaison with the Council and local employment and skills agencies. The ESP will have targets and these will be in conformity with industry standard benchmarks of the employment / skills outcomes expected from the particular size and type of construction proposed.

There is a need for a focused improvement in educational attainment and skills in Gloucester. In order for local people to get jobs it is obvious that they need the right education and skills in order to be aligned with the needs of employers. But employers also need to play their part in giving opportunities to suitably qualified people from the local area.

In the long term it is not socially or environmentally sustainable for people to travel long distances to work so employers should be encouraged to recruit locally.

The Gloucester Regeneration and Economic Development Strategy 2016-2021 under Objective 4 seeks to:

- Promote recruit local policies and employment and training plans, connecting people and communities to economic opportunity.
- Work with partners to ensure new work opportunities target those in disadvantaged communities who have the support to ensure they are well placed to benefit from such opportunities.
- Work with employers and skills providers to ensure there is a direct correlation between skills supply and demand.

Policy B2: Existing key employment sites

As existing large-scale employment commitments, the following sites are safeguarded for B Class employment purposes in order to ensure a supply of employment land within the City over the plan period:

- Land at Kingsway Framework 5
- Land at Spinnaker Park
- Land at Corinium Avenue
- Land to the North of Walls
- Land at Waterwells Business Park
- Land at Northern Railway Triangle

Other existing employment sites will be safeguarded unless alternative proposals for development intensify levels of employment on that site.

Policy B3: New employment sites

With the aim of locating jobs near to economically active populations, new employment development will be supported:

1. At Strategic Allocations as outlined in Policy SAI of the Joint Core Strategy.
2. Within new or existing buildings within Gloucester.
3. At suitable locations where it would encourage mixed use development, the expansion of existing businesses and small and medium sized enterprises.
4. At sites allocated for employment in this plan.

Policy B4: Existing employment space

A change of use from offices (Class B1) in the City Centre and sites allocated for employment development in this plan will not normally be permitted, unless alternative proposals for development intensify levels of employment on that site. The proposal must be considered acceptable against the plan policies as a whole.

Proposal which result in the loss of a B Class use outside the City Centre and sites allocated for employment development in this plan will only be supported where there is clear evidence that the site is no longer viable and suitable for B Class use. The Council will encourage and support other employment generating uses subject to acceptability against the plan policies as a whole.

Policy B5: New employment space

Development proposals which enhance employment provision and help promote B Class employment will be supported where:

1. The proposal is appropriate in terms of its setting, impact, connectivity, scale, design and size;
2. The proposal makes better use of previously developed land or buildings;
3. The proposal is an appropriate extension to strengthen or diversify an existing business operation;
4. The proposal provides for opportunities for new office development in appropriate locations of the city which are well located to the road network and public transport network.

Gloucester currently acts as an economic growth centre for the County, and this role is set to continue.

The City's current employment provision is principally focussed within the Bristol Road corridor, (including Green Farm and Olympus Park), the City Centre, Barnwood Business Park, the Eastern Avenue gateway and Waterwells Business Park. These areas should be retained as a focus for local employment and principally for B class employment uses.

In meeting Gloucester's growing population it is imperative that new jobs are secured for the City and where possible existing employment areas are protected and strengthened for this purpose. Therefore there is a presumption against the redevelopment of existing employment land for other land uses where the location remains both viable and suitable for employment purposes.

Opportunities for new employment land also exist to the south of the City at the Kingsway urban extension in Quedgeley, which is in close proximity to the existing Waterwells Business Park, as well as a potential extension to the Waterwells Business Park. There are also opportunities for the more efficient use of existing employment land off Bristol Road and Eastern Avenue. Investment in these existing employment areas will be encouraged.

Measures to build enterprise, creativity, innovation and new skills will also be encouraged.

C: Retail and City/Town Centres

Policies in this section:

Policy C1: Maintaining the vitality and viability of city, district and local centres

Policy C2: Visitor attractions

Policy C3: Overnight accommodation

Policy C4: Major cultural venue

Policy C5: Evening and night-time uses

Key issues

- The City Centre is performing fairly well and has many positive attributes but also has some weaknesses including lack of comparison goods choice and a poor perception / image and a fear of crime. Some areas suffer from a poor quality environment and poor linkages.
- Increasing competition from other city / town centres and out-of-centre shopping.
- Lack of significant investment in new retail floorspace in the City Centre since the 1970's.
- Significant amount of out-of-centre shopping, largely restricted to the sale of bulky goods, but increasing pressure for relaxation to allow wider range of goods which could undermine the City Centre and other centres if not carefully considered.
- Poor linkages and a lack of connectivity between some parts of the City Centre.
- Poor quality public transport arrival point (although this will change with the development of Phase I of the King's Quarter scheme, with a new bus station, linked with the train station to form a high quality public transport interchange). It will be important to ensure active frontage in the Primary Shopping Area from the new bus station in later phases.
- Some large derelict areas that can leave users feeling isolated and unsafe, particularly during the evening and at night.
- Lack of people living in the City Centre. Opportunities for increased City Centre living, for example through the redevelopment of vacant upper floors.
- A need for consideration of locally defined threshold for impact assessments for different designated centres (NPPF default threshold is 2,500 sq m gross).
- Strong and improving evening / night-time economy at Gloucester Quays, but poor range of offers in and around the Primary Shopping Area.
- Deliverability of City Centre regeneration sites.
- Allowing flexibility through planning policy whilst maintaining and enhancing the integrity, vitality and viability of the Primary Shopping Area.
- Lack of a full range of overnight accommodation choices, for example there isn't a youth hostel 'higher end' hotel located in the City Centre.
- Good range of district and local centres serving the needs of local residents. However, there is evidence that Quedgeley District Centre is overtrading, with pressure for change of use at adjacent sites, for example Space Business Park.
- Whilst the City is well provided for from mid-range chain restaurants, there is a lack of independent and higher end restaurants choices.
- Excellent small venue in the Guildhall for meetings, the arts and music. However there is a lack of major conferencing facilities or a larger cultural arts venue, in contrast to other locations such as the Centaur in Cheltenham.
- Lower numbers of overnight visitors compared to other comparable cities but with an excellent opportunity to capitalise on increasing tourism expenditure in the future.

Policy SD3 of the Joint Core Strategy (JCS) sets the strategic context for retail and the main designated centres, including Gloucester City Centre. It includes the boundary of and policy approaches for the City Centre, the Primary Shopping Area and primary and secondary frontages. Through the JCS examination process it has been agreed that this policy will be subject to an immediate review, which will include, amongst other things, new evidence and the identification of strategic retail allocations. This process will commence directly after the adoption of the JCS.

A background topic paper on retail and the City Centre can be found on the council's website by visiting www.gloucester.gov.uk/cityplan.

A background topic paper on retail and the City Centre can be found on the council's website by visiting

Key evidence

- JCS Retail Study (Phase I) 2011
 - JCS Retail Study 2016
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Other key relevant strategies

- Gloucester Regeneration Strategy 2016 – 2021
 - Growing Gloucester's Visitor Economy 2014
 - Gloucester's Cultural Vision and Strategy 2016 – 2026
 - Public Realm Strategy 2015 (currently in preparation)
 - Hotel Capacity Study 2009
 - Gloucester Parking Strategy (currently in preparation)
 - Gloucester Economic Development Strategy (currently in preparation)
-

Relevant National Planning Policy Framework paragraphs

- 23-27 and 161.
-

Relevant policies from the JCS

- **SD3** Retail and City/Town Centres
-

JCS strategic objectives met

- **Strategic objective 1** Building a strong and competitive economy
 - **Strategic objective 2** Ensuring vitality of town centres
-

Key City Plan principles met

- 1, 2, 3, 4, 5, 10



Retail and City/Town Centre policies

Policy CI: Maintaining the vitality and viability of city, district and local centres

A: The City Council identifies the following hierarchy of designated town centres to which this policy applies.

Key urban centre	District centres	Local centres
Gloucester City Centre (including the Primary Shopping Area)	Quedgeley District Centre Abbeymead District Centre	Barton Street Coney Hill Parade Finlay Road, Robinswood Glevum Way, Abbeydale High Street, Tredworth Kingsway Matson Avenue Mead Road Old Cheltenham Road, Longlevens Seventh Avenue, Tuffley Seymour Road Windsor Drive, Tuffley

The boundaries of the City Centre, Primary Shopping Area and primary and secondary shopping frontages, and policies for these areas and designations, are identified in the Joint Core Strategy, Policy SD3 'Retail and City / Town Centres'. In the interests of completeness these boundaries and frontages are also reproduced in the 'Central Area Inset' of the Proposals Map.

The boundaries of the district and local centres is shown of the Proposals Map.

B: Within the boundaries of district and local centres;

- I. The loss of AI retail uses will be resisted unless it can be demonstrated that the proposal would not have a detrimental impact on the vitality and viability of the designated centre.
2. Proposals for new main town centre uses, including retail and leisure development will be supported, provided that:
 - i. They are appropriate in location and scale having regard to the hierarchy identified above;
 - ii. It would not undermine the vitality and viability the designated centre as set out a criterion B(i) above; and
 - iii. They would contribute to a safe, attractive and accessible environment.

C: All proposals greater than 2,500 sq m where they affect the City Centre and 200 sq m where they affect district and / or local centres will be required to submit a full Retail Impact Assessment.

It is important to ensure that Gloucester has a defined hierarchy of different city and town centres based on a realistic understanding of their role and function. For Gloucester the City Centre is the primary designated centre. This includes the Primary Shopping Area and provides a wide range of shops, services and facilities as well tourist and cultural attractions. The policy approach to the City Centre, Primary Shopping Area and primary and secondary frontages is set out at Policy SD3 of the JCS.

Underneath this are a number of smaller district and local centres, which provide for a more localised everyday shops, services and facilities for their local communities.

It is important that all designated centres and protected from inappropriate developments that may undermine their vitality and viability. Equally, opportunities to enhance such centres should be supported where they are commensurate with the role and function of that centre.

Retail needs and sites

The JCS identifies that up to 2031 Gloucester City should plan for at least 41,542 sq m (net) of floorspace for the sale of comparison goods (non-perishable goods such as clothing, household goods and toys) and 3,664 sq m (net) of floorspace for the sale of food (supermarkets, food stores and convenience stores).

Floorspace (sq m net)	2021	2026	2031
Comparison	6,819	23,381	41,542
Convenience	2,120	2,967	3,664

The process of identifying specific sites to deliver new retail development will be undertaken through a combination of the immediate review of JCS Policy SD3 'Retail and City / Town Centres' following adoption and City Plan, within the context of a comprehensive retail strategy for the JCS and the City. In the meantime, the City Council will continue to support proposals that deliver additional retail floorspace within the adopted Primary Shopping Area and that support regeneration initiatives within it.

Policy C2: Visitor attractions

The City Council will support proposals for new visitor attractions located within the City Centre boundary. For proposals outside of the City Centre boundary, proposals will be supported where it is demonstrated that the proposal:

1. Cannot be accommodated in the City Centre; and
2. Is located in a location accessible by public transport; and
3. Is located on a main public transport route and where there would not be a significant adverse impact on the highways network and environmental quality.

'Growing Gloucester's Visitor Economy' (2014) shows that tourism continues to play an important role in Gloucester's economy and in recent years growth has consistently outperformed both national and regional growth rates in the wider economy. Gloucester continues to be a nationally important historic City, with world class cathedral, rich and varied history, regenerated docks, premiership rugby team and a strong and expanding program of annual festivals and events.

Between 2002 and 2010 GVA growth rates of tourism related industries in Gloucester averaged at 7.9% per annum. Furthermore, figures released by the Office for National Statistics (ONS) in June 2014 show that in 2013 there was a 38% increase in international visitors to the City. Looking ahead, Visit England have projected that during the next two decades the visitor economy will grow by 5% per annum, which for Gloucester would mean an increase in GVA £110m to £230m. With this in mind, it is important that the City capitalises on opportunities for new visitor attractions where in order to enhance the Gloucester's attractiveness as a visitor designation.

Policy C3: Overnight accommodation

Proposals for new overnight accommodation (hotels, guest houses, bed and breakfasts, youth hostels) will be supported within the City Centre boundary.

Outside of the City Centre boundary, proposals for overnight accommodation will be permitted where it can be demonstrated there are specific locational requirements or where the accommodation would be well located to an existing or proposed visitor attraction.

Despite the increasing role tourism has played within Gloucester's economy, there is at present a lack of a full range of accommodation choices in the City Centre. There is not for example a youth hostel, or a full-service hotel. In addition, evidence shows there are fewer overnight stays than with other comparable cities. At the same time, tourism in Gloucester (and the wider area) is expected to grow significantly within the plan period and evidence shows the potential for a significant growth in the number of overnight rooms required. The City Council is therefore keen to encourage a range of new overnight accommodation options, particularly within the City Centre.

Policy C4: Major cultural venue

The City Council will support proposals for a major cultural and arts venue in suitable locations within the City Centre boundary. The City Council, working with partners, will work to identify a suitable location and delivery mechanisms.

Gloucester has some very good cultural and arts venues, including for example The Guildhall, which has an ongoing and expanding programme of events. There are also a range of other smaller facilities that offer spaces for small performances and exhibitions, and recently Gloucester Rugby has started hosting several large concerts a year. However, the city does not have a major cultural and arts venue, in particular that can host major events, and there is an aspiration to deliver one in a suitable location within the City Centre.

Policy C5: Evening and night-time uses

The City Council will support proposals that enhance the evening and night time economy within the City Centre, provided that they would not, either on their own or cumulatively, result in a significant adverse impact on neighbouring uses in terms of disturbance, highways, safety or the balance of uses in a particular locality.

The City Council wishes to support a vibrant evening and night-time economy that provides for all members of the community. There are instances where some uses have the potential to cause disturbance to neighbouring properties or the locality more generally and this policy seeks to ensure that they are adequately considered and addressed as part of planning applications.

D: Health and Wellbeing

Policies in this section:

- Policy D1:** Active design
- Policy D2:** Outdoor space
- Policy D3:** Accessibility
- Policy D4:** Allotments
- Policy D5:** Open space
- Policy D6:** Provision of playing pitches in new development
- Policy D7:** Protection of open space and playing fields
- Policy D8:** Community facilities
- Policy D9:** Mobile catering units
- Policy D10:** Air quality
- Policy D11:** Noise
- Policy D12:** Pollution
- Policy D13:** Contamination
- Policy D14:** Cordon sanitaire
- Policy D15:** Suicide prevention

Key issues

Health and Wellbeing covers a wide range of issues, all of which impact on the quality of life for the City's residents and visitors. The City faces a number of health challenges and inequalities in which planning and place making has an important role to play. The level of these health challenges is significant and it is of the utmost importance that the GCP includes meaningful policies that can help to influence positive future change.

The health and wellbeing of the City's residents should be a consideration in all policy making and in the determination of planning applications.

Access to quality built and natural environment undoubtedly impacts the health and wellbeing of those people who live or work in that place. Planning has an important role to play in delivering places and spaces that provide the best opportunities for people to make positive choices.

A healthy community is a good place to grow up and grow old in. It is one which supports healthy behaviours and supports reductions in health inequalities. It should enhance the physical and mental health of the community and, where appropriate, encourage:

- Active healthy lifestyles that are made easy through the pattern of development, good urban design, good access to local services and facilities; green open space and safe places for active play and food growing, and is accessible by walking and cycling and public transport.
- The creation of healthy living environments for people of all ages which supports social interaction. It meets the needs of children and young people to grow and develop, as well as being adaptable to the needs of an increasingly elderly population and those with dementia and other sensory or mobility impairments.

A background topic paper on Health and Wellbeing can be found on the council's website by visiting www.gloucester.gov.uk/cityplan

Key evidence

- Active Planning Toolkit 2 – Promoting and creating built or natural environments that encourage and support physical activity, Gloucestershire NHS, February 2014
- Future of Ageing, Government Office for Science Published 4th November 2013, updated 28th September 2015
- Public Health England Adult Weight Data Factsheet, October 2015
- World Health Organisation – Non-communicable disease Fact sheet, January 2015
- Public Health England Gloucester District Health Profile, June 2015
- Gloucestershire Health and Wellbeing Strategy 2012 – 2032 Fit for the Future, Gloucestershire Health and Wellbeing Board
- Gloucestershire Suicide Prevention Strategy, Gloucestershire County Council and Partners, July 2015
- Understanding Gloucestershire - A Joint Strategic Needs Assessment (JSNA), Gloucestershire County Council and Gloucestershire Clinical Commissioning Group, October 2015
- Planning Healthier Places – report from the reuniting health with planning project, PHE and Town and Country Planning Association, November 2013
- Planning Healthy Weight Environments, PHE and Town and County Planning Association, December 2014
- Obesity and the Environment: Increasing Physical Activity and Active Travel, PHE and the Local Government Association, November 2013
- Obesity and the Environment: Regulating the Growth of Fast Food Outlets, PHE, Chartered Institute of Environmental Health, Local Government Association, March 2014
- Improving Access to Green Space, PHE, UCL Institute of Health Equity, September 2014
- Everybody Active, Every Day – An Evidence-Based Approach to Physical Activity, PHE, September 2014
- Everybody Active, Every Day – What Works – The Evidence, PHE, October 2014
- Preventing Suicide in England, A cross-government outcomes strategy to save lives, HM Government Best Practice Guide, September 2012
- Gloucester’s Cultural Vision and Strategy 2016 – 2026, Gloucester City Council, 2016
- Gloucestershire’s Prevention and Self-Care Plan: Scaling up prevention through empowering individuals and enabling active communities, Gloucestershire County Council, Gloucestershire Clinical Commissioning Group, NHS Trust, 2016

Relevant National Planning Policy Framework paragraphs

- 56 to 68 and 69 to 78

Relevant policies from the JCS

- **SD15** Health and Environmental Quality

JCS strategic objectives met

- **Strategic objective 4** Conserving and enhancing the environment
- **Strategic objective 5** Delivering excellent design in new developments
- **Strategic objective 7** Promoting sustainable transport
- **Strategic objective 9** Promoting healthy communities

Key City Plan principles met

- 1, 2, 5, 6, 7, 8, 9, 10, 11, 12, 13 and 14



Health and wellbeing policies

Major planning applications will need to be accompanied by a Health Impact Assessment. The applicant will also be required to submit supporting information to demonstrate how the development positively contributes to health and wellbeing and the 10 principles of Active Design checklist developed Sport England and supported by Public Health England.

<https://www.sportengland.org/media/3426/spe003-active-design-published-october-2015-email-2.pdf>

A Health Impact Assessment promotes sustainable development that supports the creation of strong, vibrant and healthy communities, by:

- Demonstrating that health impacts have been properly considered when preparing, evaluating and determining development proposals.
- Ensuring developments contribute to the creation of a strong, healthy and just society.
- Helping applicants to demonstrate that they have worked closely with those directly affected by their proposals to evolve designs that take account of the views of the community.
- Identifying and highlighting any beneficial impacts on health and wellbeing of a particular development scheme.
- Identifying and taking action to minimise any negative impacts on health and wellbeing of a particular development scheme.

Policy D1: Active design

Streets and public areas should be designed to allow ease of movement for pedestrians and cyclists, and designed in such a way that they encourage walking to local amenities and services, and are well connected to surrounding area.

The location, accessibility, layout and design of developments all affect the extent to which people are able to make healthy choices and lead active lives. Active design promotes healthy lifestyles that are made easy through the pattern of development, good urban design, good access to local services and facilities, good levels of connectivity; green open space and safe places for active play and food growing, and is accessible by walking, cycling and public transport.

Accessibility and walking distances shall be measured in accordance with the guidance provided in Manual for Gloucestershire Streets 4th Edition and any subsequent amendments.

Policy D2: Outdoor space

Outdoor amenity space and garden space should be retained or provided at a level that reflects the character of the area and the scale of the development.

Gardens and amenity space have an important role to play in health and the creation of a sense of wellbeing. Gardens and amenity space should be of a size that reflects the character of the area and be fit for purpose for the scale of the development. This is in addition to the provision of public open space.

Policy D3: Accessibility

Development proposals should meet the highest standards of accessible and inclusive design by demonstrating that they meet the following principles:

1. Can be used safely, easily and with dignity by all regardless of disability, age, gender, ethnicity or economic circumstances
2. Are convenient and welcoming with no disabling barriers, so everyone can use them independently without undue effort, separation or special treatment
3. Are flexible and responsive taking account of what different people say they need and want, so people can use them in different ways
4. Are realistic, offering more than one solution to help balance everyone's needs, recognising that one solution may not work for all.
5. Are dementia friendly.

Good design should reflect the diversity of people who use it and not impose barriers of any kind. People with both physical and learning disabilities in our community should be able to access the places everyone else takes for granted. Development proposals should ensure that the needs of people with all types of mobility difficulties, both physical and sensory, are taken into account when considering the design of development proposals. This includes extensions to all buildings particularly those used by the general public such as shops and community facilities.

With an increasing ageing population and a steady rise in the number of people with dementia it is important to ensure that new development is dementia friendly. The design of the environment can make a difference to levels of independence and a person's ability to access and negotiate the built environment. Applicants are advised to refer to the key design features set out in "At a Glance: a Checklist for Developing Dementia Friendly Communities" Housing LIN, 2012

http://www.housinglin.org.uk/_library/Resources/Housing/Support_materials/Viewpoints/Viewpoint25_AtAGlance.pdf

The City Council will actively encourage developers to provide enhanced accessible toilets within schemes. Especially in developments that are accessed by the public. Standard accessible toilets do not meet the needs of all people with a disability. This reduces the accessibility of the City and its enjoyment for some of our residents and visitors. The Council endorsed the use of “Changing Places: the practical guide” which can be found at http://www.changing-places.org/install_a_toilet.aspx

Policy D4: Allotments

In housing developments of 30 or more dwellings, the Council will require the provision of a fully serviced allotment site to a standard of 0.2 hectares (1/2 acre) per 1,000 population. Off site financial contribution will be acceptable where on-site provision is not feasible.

Development involving the loss of part or all of an existing allotment site will only be permitted where:

1. The loss of the site would not result in unmet demand for allotments within a reasonable walking distance (1.2km); and
2. Replacement provision is made of at least equivalent size and quality, in a convenient and accessible location to serve the existing plot holders; or
3. Existing allotment sites within the City and their management will be enhanced by compensatory measures secured by a planning obligation.

Allotments have a number of benefits. They offer an economic, healthy and sustainable way of growing produce and provide vital habitats for wildlife and plants. Furthermore, they promote healthier lifestyles through regular exercise and promote mental health and wellbeing through stress reduction and purposeful activity.

Allotments are particularly important where residents do not have a suitably sized garden to offer a cultivable plot. Therefore the Council will seek in new residential development of 30 or more dwellings, a minimum of 0.2 hectares per 1,000 population, or equivalent financial contribution towards off-site provision or enhancement, where on site provision is not feasible.

This requirement is in addition to the Public Open Space requirement.

Policy D5: Open space

The Council will expect all residential development and major employment development to provide an appropriate amount of Public Open Space in accordance with the City Council’s current Public Open Space Standards.

For larger residential schemes of 30 or more dwellings, public open space will be required on-site.

For smaller residential schemes where the provision of public open space on-site is not feasible, a financial payment will be sought to improve and enhance existing public open space or to create new public open space within the locality.

Open space should be useable, accessible, well located, appropriately equipped and designed, overlooked by adjoining properties and take account of community safety issues.

An appropriate commuted sum will be sought from developers to cover future maintenance costs of public open space in new developments. This will be a matter for negotiation.

Gloucester City Council defines public open space as the following:

'Open Space is that which is available for sport, active recreation, or children's play, which is of a suitable size and nature for its intended purpose, and safely and freely available to the general public.'

The Council's 2014 'Open Space Strategy' identifies that Gloucester is suffering from a deficiency in public open space. Gloucester's deficiency in public open space is not evenly distributed, both in terms of quality and quantity. There is for example a notable lack of open space in some areas, such as Inner Barton and Quedgeley, whilst some other areas have relatively high quantities of public open space, but quality and access to this space are not at an acceptable standard.

The strategy identifies and sets a quantity standard for open space provision across the city of 2.8ha per 1000 population. However, because open space is not distributed evenly, there are six city wards where there is a significant shortfall in terms of the adopted standard:

Barton & Tredworth (0.24ha/1000)

Moreland (1.04ha/1000)

Quedgeley Severn Vale (1.08ha/1000)

Tuffley (1.19ha/1000)

Hucclecote (1.54ha/1000)

Kingsholm & Wotton (1.74ha/1000)

Consideration should also be given to Policy F5: Green Infrastructure to ensure connectivity between open spaces and the wider Green Infrastructure network.

Policy D6: Provision of playing pitches in new development

All new developments will be expected to provide for the sporting needs arising from the residents of that development, in accordance with the adopted Gloucester Playing Pitch Strategy (2015). Where possible, this should be provided for onsite. Alternatively, a financial contribution will be required for the improvements of facilities elsewhere in the City.

The Council has an up-to-date Playing Pitch Strategy (PPS), prepared in accordance of Sport England guidance and which satisfies paragraphs 73 and 74 of the NPPF.

The PPS shows that there is a shortage of playing pitches to provide for demand both now and in the future. Therefore all pitches are subject to protection unless one of the five Sport England exception tests can be satisfied.

The PPS also shows that new provision is needed in the city and it is necessary for provision / contributions to be made through development sites.

Policy D7: Protection of open space and playing fields

There is a general presumption against the loss of existing and proposed open space including playing fields unless it can be demonstrated that:

1. There is no longer a demand or prospect of demand for the recreational use of the site and a deficiency would not be created in the short term or long term through its loss for recreational use; or
2. The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use; or

(Typical types of development that may meet with this exception include pavilions, changing rooms and sports lighting which improve the sporting usage of the site).

3. Suitable alternative provision of equivalent or greater recreational or community benefit is made in an easily accessible location well served by a range of sustainable transport modes; or
4. It can be demonstrated that it is an area or part area of poor quality which is unsuitable for recreation and compensatory enhancements to existing public open space in the locality are implemented; or
5. The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of development.
6. The redevelopment of a small part of the site will secure the retention and improvement of the remainder (to be secured through a Section 106 legal agreement); or
7. The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields'.

Green open spaces in Cities are increasingly being recognised as important land uses in promoting the quality of life of urban living. Open space, both public and privately owned, contributes to the health of residents, adds aesthetic and visual amenity to the vitality of the built environment, provides opportunities for passive and formal recreational pursuits whilst also providing valuable habitats for wildlife in the City.

The Council is therefore committed to protecting existing provision, bringing back into public use playing pitches that have been taken out of the supply and encouraging greater community access to playing fields currently either privately owned or operated or in education of ownership.

Policy D8: Community facilities

Planning permission for the redevelopment or change of use of community facilities will be permitted only when the following can be clearly demonstrated:

1. It is no longer viable to run the property as a community facility, and;
2. The facility has been appropriately and positively marketed for a reasonable period and no reasonable offers have been received, and;
3. An alternative replacement community facility will be provided on part or all of the site, or within reasonable walking distance of the site unless it can be demonstrated there is a lack of demand, a surplus of community facilities providing the same offer in the locality, and no other organisation is willing to acquire the site and continue its use as a community facility.. The size and nature of any replacement facility will be determined through evidence of extensive engagement with the community and the Council's Partnership and Engagement team to ensure that the replacement facility meets the needs of the community that it will serve and is fit for purpose.

Community facilities are considered to be a necessary component in supporting strong, vibrant and healthy communities. It is important that the community facilities which reflects the community's needs and supports its health, social and cultural wellbeing are protected or provided as appropriate. As such the Council will seek to protect against the loss of community facilities.

Community facilities can include public houses, community centres, sports venues, meeting places, cultural buildings and places of worship. Where applications for a change of use or redevelopment of a community facility are received, the Council will require evidence that:

- a) a comprehensive sustained marketing campaign (agreed in advance by the Council) has been undertaken using an agreed realistic valuation of the premises;
- b) the marketing campaign has run for a period of at least twelve months before the planning application is submitted;
- c) if marketing has been based wholly or partly on an alternative community or employment use, there has been prior discussion with the Council on the principle of the proposal;
- d) the community facility has been offered for sale locally, and in the region, in appropriate publications and through specialised agents;
- e) it can be demonstrated that the community facility is not financially viable; in order to determine if this is the case, the Council will require submission of accounts for the last three full years in which the facility was operating as a full-time business.

Policy D9: Mobile catering units

Proposals for mobile catering units will be supported where the following criteria are met:

1. The design of the mobile catering unit would not have a significant adverse impact on the visual amenity of the area;
2. The proposal would not have a significantly adverse impact on neighbouring properties and uses within a reasonable distance of the proposed location in terms of noise, traffic disturbance, odour, litter, light or hours of operation;
3. The proposal would not have a severe impact on the surrounding highway network, traffic safety or create unacceptable parking issues;
4. The proposal incorporates adequate waste storage and disposal facilities; and
5. Consideration will be given to any positive health impacts provided by the range of food and drink available to customers, and the proposed location of the facility.

Note: The council will expect mobile catering units to be removed from the site following each day of trading, when located on public land.

The council consider that there is a need to maintain a balance in the number of mobile catering units available for the public against permanent hot food establishments. Issues such as visual and residential amenity, transport impacts, possible pollution issues and health issues generally also need to be considered.

The permanent and regular stationing of a mobile catering normally requires planning permission because of the change of use of the land on which the unit is situated.

Although applicants for mobile catering units tend to apply for 7 days a week they do not always use this allowance. This note to the proposed interim policy will help prevent the units being parked in position 24 hours a day, 7 days a week, which sometimes occurs. This would benefit the visual amenities of the area and availability of on street parking at non trading times.

Policy D10: Air quality

Where there is a localised source of air pollution, buildings should be designed and sited to reduce exposure to air pollutants.

Development proposals will ensure that development is not contributing to poor air quality and provide air quality assessments where appropriate.

Air pollution is the result of emissions, such as carbon monoxide, nitrogen oxides and sulphur dioxide, being released into the atmosphere. The impact of dust, fumes and odour on air quality also need to be considered. The main sources of emissions are transport, combustion and industrial processes. Air pollution has been linked to health problems such as asthma and other respiratory diseases, and damage to the surrounding environment.

There are three Air Quality Management Areas (AQMAs) in the city: Barton Street AQMA, Priory Road AQMA, Painswick Road AQMA. Opportunities shall be taken to improve the AQMAs wherever possible.

Policy DI I: Noise

Proposals to locate development that is likely to generate unacceptable noise levels close to noise sensitive uses will not normally be permitted.

Proposals to locate noise sensitive development in areas with existing high levels of noise will not normally be permitted. Mitigation of noise impacts through design, layout, and insulation will be expected where appropriate.

Noise can impact on mental health, undermine quality of life and affect natural habitats. This includes persistent and intermittent noises, from service plant on buildings, road traffic, sound systems, construction and domestic noise. The separation of noise sensitive development such as residential, health and educational uses from noise generating sources can reduce the effects of noise on those uses. Noise generating sources within the city include transport routes, commerce, sport, recreation and other leisure time activities. Proposals for noise sensitive development where it is affected by noise generating sources will not be permitted unless satisfactory mitigation measures can be demonstrated.

Policy DI 2: Pollution

Development that may be liable to cause pollution of water, air or soil, or pollution through noise, dust, vibration, light, heat or radiation will only be permitted if the quality and enjoyment of the environment would not be unduly damaged or put at risk.

Particular attention will be given to development of potentially polluting uses in close proximity to sensitive uses such as schools, hospitals, housing or offices. Development of sensitive uses such as schools, hospitals, houses and offices will not be permitted where they would be adversely affected by existing polluting uses.

Pollution includes all manner of emissions that can cause harm to people and the environment generally. The role of the planning system is to ensure that potentially polluting new development is acceptable in its location. It is for other relevant bodies including our Environmental Health Section to actually control emissions. Nevertheless, new development should be designed to ensure that it does not lead to unacceptable emissions of pollutants, which may cause health or environmental problems and then has to be controlled by our Environmental Health Section or other agencies. This is particularly relevant where a potentially polluting use is proposed next to a sensitive site (schools, hospitals etc.) It is also incumbent upon the authority to ensure that these potentially sensitive uses are not located near to existing sources of pollution.

Policy DI 3: Contamination

Proposals on land which may be contaminated should be accompanied by an investigation to establish the level of contamination in the soil and/or groundwater/surface waters and identify appropriate mitigation. Development which could adversely affect the quality of groundwater will not be permitted.

A full assessment of potential hazards and the measures necessary to counter these will be required before applications are determined. Developers should consult the Environment Agency and the City Council's Environmental Health Section prior to submitting a planning application to establish the need for studies to be undertaken into potential effects on water resources and other receptors. Any subsequent planning application will be referred to the Environment Agency for their comments.

Policy DI4: Cordon sanitaire

Development likely to be adversely affected by smell from Netheridge Sewage Works, within the constraint areas defined on the proposals map, will not be permitted.

Severn Trent Water Limited is responsible for sewerage and sewage disposal. They operate Netheridge sewage disposal works south of Hempsted. The fields adjoining Netheridge are used for sludge disposal that, in addition to the works itself, create unavoidable smell problems. In order to reasonably prevent development that would be adversely affected by smell, a cordon sanitaire area is shown on the proposals map within which development will not generally be permitted.

The cordon does not represent the absolute limit of the area where smells can be detected, but are drawn so as not unreasonably to constrain development in the existing built-up area.

Policy DI5: Suicide prevention

On buildings of 4 or more storeys management and/or mitigation measures should be taken to help prevent suicide. Mitigation measures are well designed and incorporated into the design of the building.

Suicide is a national and local health priority. In Gloucestershire suicide kills approximately 60-67 people a year.²¹ When compared to deaths from road traffic accidents, which were 29 in 2014²², suicide is responsible for twice as many deaths. Whilst not all suicide can be prevented through mitigation measures in the urban environment, it is the Council's responsibility to do all that in can to keep people safe. In planning, a simple thing that can be done is to make sure that where there is public access to tall buildings, that these buildings are designed in a way that restricts the access or the possibility of jumping or falling from the upper floors. This accords with the government's objective to reduce access to the means of suicide. Retrofitting schemes can be expensive, cumbersome and poorly designed, as such it is considered appropriate to deal with this issue from the outset to ensure well-designed buildings.²³

²¹ Gloucestershire Suicide Prevention Strategy, July 2015, Gloucestershire County Council and Partners

²² Road Safety Gloucestershire, 2014, Gloucestershire County Council

E: Historic environment

Policies in this section:

Policy E1: Historic environment development management

Policy E2: Recording and advancing understanding of heritage assets

Policy E3: Buildings of local importance

Policy E4: Shopfronts, shutters and signs

Key issues

Whilst Gloucester does have a rich and unique heritage, it also has a number of local challenges that need addressing through the City Plan:

- There is a current perception by applicants and developers that only the area marked on the current local plan map (2001) as 'Principal Archaeological Area' is of archaeological significance, when in fact there is potential for significant archaeology across the whole city. The City Plan will need to see a move away from the 'Principal Archaeological Area', in favour of a more generic overarching policy across the city as significant archaeology could be present on any development within the City given its rich historical context.
- Findings from previous City Plan consultations indicate that residents think that the council should do more to make the most of the city's heritage assets. Depending upon ownership and resources it is not always possible or even appropriate to preserve every heritage asset as a tourist attraction or museum piece. However there are practical things that can be done to engage local community groups and make more of the city's heritage assets:
 - Seek opportunities for more community based archaeology and built heritage survey work to be undertaken.
 - Use development opportunities to bring into use, maintain, enhance and secure the future of heritage assets. – all assets including non listed and also public realm and streetscape.
 - Maintain interpretation boards, continue to update plaques and provide information available to residents and visitors.
 - Ensure that where development involves the recording of heritage assets that these recordings are publicly displayed and exhibited.
- The Conservation Area management policies that form part of the Conservation Area Appraisals are not fully utilised in the development management process and opportunities to improve the Conservation Areas are often missed. This is mainly due to the fact that the Conservation Area Appraisal and Management documents were produced after the Gloucester City Council Second Stage Deposit 2002 Local Plan and there are limited policies which can be used as they are only supplementary planning guidance. Specific policy inclusion in the City Plan heritage policy will be necessary.
- Gloucester has a number of Buildings at Risk and Vulnerable Buildings. There have been a number of prominent heritage assets that have been left vacant and abandoned for many years. The NPPF paragraph 130 clearly states that where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision. Due to the issue of Buildings at Risk it is felt appropriate that although this point is iterated in the NPPF, it is also included in any local policy as part of the City Plan.
- Ensuring that development is locally distinctive and builds positively upon Gloucester's unique character and heritage
- As part of the regeneration process it is important that improvement of the public realm and historic streetscapes are included, this is often missed due to the lack of a policy for this in the 2002 Plan, although it is identified in the conservation area appraisals

A background topic paper on the Historic Environment can be found on the council's website by visiting www.gloucester.gov.uk/cityplan

Key evidence

- Planning (Listed Buildings and Conservation Areas) Act 1990
 - Ancient Monuments and Archaeological Areas Act 1979
 - European Landscape Convention adopted at Florence on 20/10/2000 (European Treaty Series No. 176)
 - Convention for the Protection of the Architectural Heritage of Europe adopted at Granada on 3/10/1985 (European Treaty Series No. 121)
 - European Convention on the Protection of the Archaeological Heritage, revised (The Valletta Treaty) 1992 (European Treaty Series No. 143)
-

Other relevant strategies Historic England advice

- GPA1 – Local plan making
 - GPA2 – Managing significance in decision-taking in the historic environment
 - GPA3 – Setting and views
 - Advice Note 1 – Conservation areas
 - Advice Note 2 – Making changes to heritage assets
 - Advice Note 3 – The historic environment and site allocations in local plans
-

Relevant National Planning Policy Framework paragraphs

- 126-141, 169
-

Relevant policies from the JCS

- **SD9** Historic Environment
-

JCS strategic objectives met

- **Strategic objective 4** Conserving and enhancing the environment.
 - **Strategic objective 5** Delivering excellent design in new developments
-

Key City Plan principles met

- 1, 8, 9, 12 and 13



Historic environment policies

Gloucester has a unique and rich heritage formed by historic buildings, street patterns, archaeological remains, landscape and other physical remnants of its past. A city of intense urban activity for nearly two thousand years, it has a special legacy of nationally significant heritage from all historic periods. The heritage of the city is a central component in its identity. It defines much of what is locally distinctive and that impacts on how residents and visitors feel, use and perceive the city. This has wide reaching implications on the image of the city, the economy, tourism, legibility and the health and wellbeing of residents.

This policy should be read in conjunction with the latest version of Policy SD9 Historic Environment of the Joint Core Strategy.

Conserving and enhancing the historic environment

The historic environment, consisting of archaeological remains, historic buildings, townscapes and landscapes, including locally significant assets and their settings in addition to designated and statutorily protected features, will be valued, protected, preserved, enhanced and managed for its contribution to character, local distinctiveness and sustainability. New development should seek to safeguard, and where possible enhance, heritage assets and their settings. Development will be required to respect and respond positively to designated heritage assets and their settings, avoiding loss or harm to their significance. Proposals that involve securing a viable future use or improvement to an asset on the Heritage at Risk register will be supported.

Positive strategy for the conservation and enjoyment of the historic environment

To ensure the conservation and enjoyment of the City's Historic Environment the Council will:

- Continue to contribute to the maintenance and enhancement of the Gloucestershire Historic Environment Record;
- Review and regularly update:
 - Supplementary Planning Documents (SPDs)
 - Conservation Area Appraisals and Management Plans:
 - Article 4 directions; and
 - The Local List.
- Produce and maintain a heritage at risk register, and proactively seek to reduce the number of heritage assets on the register by:
 - Exploring opportunities to bring assets into viable use; and
 - Appropriate enforcement.
 - Produce and regularly review condition assessments for all heritage assets directly owned or managed by the City Council.
 - Seek opportunities for community engagement, education and outreach activities as part of the planning process.

Describing the significance of heritage assets

Where planning applications are submitted for sites with archaeological interest:

- Applicants should seek early discussion with the City Archaeologist prior to the submission of an application in order to establish the likely level and scope of supporting information required.
- In the first instance applications on sites of archaeological interest will be required to provide an archaeological desk-based assessment. This assessment should:
 - Be informed by a search of the Gloucestershire Historic Environment Record;
 - Be produced in accordance with a brief from the City Archaeologist; and
 - (where possible) assess the impact of the proposed development on archaeological remains.

- Following receipt of the desk-based assessment the City Archaeologist may judge that archaeological evaluation is required in order to understand the potential impact of the development proposals on the significance of any archaeological remains.

Any evaluation will:

- Be outlined in a brief produced by the City Archaeologist;
- Be undertaken in accordance with a Written Scheme of Investigation (approved by the City Archaeologist); and
- The results will be outlined in a report to be submitted in support of the planning application.

Where applications are likely to affect a built heritage asset, or its setting:

- Applications should be supported by a description of the asset's historic, architectural and archaeological significance with an appropriate level of detail relating to the likely impact of the proposal on that interest. A site analysis identifying the qualities which contribute to local character, including development patterns, history, its landscape and views, and how these can contribute to the quality and sustainability of the proposed development should also be provided. This may include:
 - A built heritage assessment;
 - An assessment of significance;
 - A setting assessment; and
 - An impact assessment.
- Applicants should seek early discussions with a Conservation Officer prior to the submission of an application in order to establish the scope and nature of the supporting information required.

Policy EI: Historic environment development management

The City Council will support development that conserves the significance of designated and non-designated heritage assets including archaeological remains and locally listed buildings.

- Great weight will be given to the conservation of the City's heritage assets. New development affecting a designated or non-designated heritage asset or its setting, including alterations and additions, will be expected to make a positive contribution to its character, appearance and significance.
- Proposals affecting designated and undesignated heritage assets and their settings should demonstrate that they meet the following guidance:
 - The use of traditional, local materials and adherence to local building techniques and details, where appropriate;
 - The conservation of features and elements that contribute to the special interest of a heritage asset, including structures forming part of the curtilage, in particular the structural integrity and historic plan-form of listed buildings and historic building groups;
 - Appropriate use of the heritage asset that is compatible with the conservation of its significance;
 - The location, form, scale, massing, density, height, layout, roofscape, landscaping, use and external appearance of developments within conservation areas should conserve and enhance the special historic and architectural interest of the conservation area;
 - Development involving substantial harm to or loss of designated heritage assets will only be granted in exceptional circumstances (wholly exceptional circumstances for designated assets of the highest significance);
 - Proposals affecting a non-designated heritage asset (including where identified through the planning process) should not harm its special interest and development involving substantial harm will be resisted unless significant public benefit has been clearly and convincingly demonstrated in accordance with the requirements of the NPPF;
 - When determining applications, nationally important archaeological remains which are currently non-designated will be considered subject to policies applying to Scheduled Monuments;
 - The condition of an historic building resulting from deliberate damage and neglect will not be taken into account in any decision.
- The City Council will support applications that make provision for the preservation insitu of archaeological remains.

Gloucester has a unique and nationally important heritage. The city contains a large number of heritage assets which should be protected or enhanced for the benefit of the city, its residents and visitors, now and into the future.

The historic environment is not just important for its own sake; it adds value to regeneration, improves quality of life, attracts economic investment and contributes greatly to tourism. It is also a source of significant local pride, contributing to local identity and acting as a valuable cultural and educational resource.

In addition to this the historic environment is a finite and non-renewable resource and its protection is therefore an essential element in ensuring a sustainable future. The reuse of historic buildings can contribute to sustainability through retaining rather than wasting embodied energy and avoiding use of energy and materials for new build. Further guidance can be found in Energy Conservation in Traditional Buildings, English Heritage, 2008 <http://www.climatechangeandyourhome.org.uk/live/>

Policy E2: Recording and advancing understanding of heritage assets

Where development will result in the loss (wholly or in part) of a heritage asset, the City Council will require developers to record and advance understanding of the significance of that asset prior to or during development. The appropriate form of mitigation employed will be dependent on the nature of the impact but may include:

- Historic building recording;
- Archaeological watching brief;
- Archaeological evaluation;
- Archaeological excavation; and
- Preservation insitu by design.

Mitigation will be undertaken in accordance with a Written Scheme of Investigation approved by the City Council. All new information gathered from investigation and mitigation will be appropriately disseminated and any archive material deposited with the Gloucester City Museum and Art Gallery. Opportunities will be sought for community engagement, education and outreach activities to be integrated into any mitigation works.

The heritage of the city belongs to everyone who lives, works or visits Gloucester. As custodians of this heritage it is important to ensure that an accurate record of Gloucester's Heritage is documented and maintained, and that this information can be freely used by the City Council and its residents.

Policy E3: Buildings of local importance

Where planning permission, Conservation Area Consent or any other form of relevant permission is required, it will not be granted if it would involve the demolition of, or substantial alteration to the external appearance of, any building designated as of local importance on the Local List unless:

- all reasonable steps have been taken to retain the building, including examination of alternative uses compatible with its local importance; and
- retention of the building, even with alterations, would be demonstrably impracticable;
- and the benefits of the redevelopment scheme outweigh the retention of the building

Policy E4: Shopfronts, shutters and signs

There will be a presumption in favour of retaining good quality traditional shopfronts where they make a positive contribution to the character of the area and are capable of repair.

Proposals to alter or create a new shopfront, shutter or signs should take account of the guidance provided in the Shopfronts SPD and any subsequent amendments.

To ensure that shopfronts, shutters and signs are of a high standard of design and appearance and do not detract from the overall quality of the urban environment.

F: Natural environment

Policies in this section:

- Policy F1:** Landscape
- Policy F2:** Biodiversity
- Policy F3:** Nature improvement areas
- Policy F4:** Trees & hedgerow
- Policy F5:** Green infrastructure
- Policy F6:** Geodiversity
- Policy F7:** Flooding
- Policy F8:** Potential of River and Canal
- Policy F9:** Efficiency measures
- Policy F10:** Mitigation through planting and SUDs

Key issues

As a focus for growth across the County, Gloucester will need to balance development with the requirement to protect worthy landscapes from inappropriate development and maintain and enhance biodiversity.

When looking at the current state of landscape, the City has a tightly drawn urban form surrounded by countryside. The green belt to the North, the AONB to the East and the Severn Floodplain to the West has ensured a sharp urban rural interface. Given the City will need to grow there is an expectation that some of these urban fringe sites will be developed. Also, within the City there are areas of valued landscape that may need to be protected, however, the reality is that they are predominantly in public or benign ownership and do not face the sort of development pressures seen on the periphery.

Concerning biodiversity and geodiversity, as is the case with many other urban authorities Gloucester is surprisingly diverse with its mosaic of gardens, allotments, railway lines and parks providing a rich diverse habitat. Biodiversity loss in this environment can be piecemeal and potentially on an individual basis can go unnoticed, while development if done properly can be biodiversity positive. With this in mind, it is important the City Council is aware of gains and losses from planning applications. Many of the City's recognised biodiversity assets are in City Council ownership, however, there are sites within private ownership and because of their urban nature suffer from development pressure. With regard to Geodiversity 'Natural' Regionally Important Geological Sites (RIGS) in Gloucester are owned by the City and should not be threatened from inappropriate development. Those not in a natural outcrop will be part of the built fabric, if they cannot be saved in situ then they can be moved.

The Severn and its Washlands Nature Improvement Area (NIA) is identified to the west of the City, any development will be severely constrained here due to its floodplain nature. Notwithstanding this, any essential development within this area will need to support the wider benefits of the NIA. Development in the City looking to mitigate its ecological impact could do so in this area.

With regard to Green Infrastructure (GI) the County has a strong Local Nature Partnership with a commitment to deliver GI benefits across the County. The GI strategy for the JCS identifies a number of issues for Gloucester, of most relevance is the need to connect the urban area with its rural hinterland, in particular the Regional assets of the Cotswold AONB to the east and the River Severn and its Washlands to the west, identified in the JCS as a potential regional park. Development will need to take opportunities to maximise connectivity through innovative use of open space, existing natural features and SUDs. Reducing the impact of pinch points and barriers to biodiversity movement will be a priority. The City owns and manages an excellent network of existing semi natural open spaces on its periphery, connectivity to this will be key.

GWT are working on a GI benchmarking tool, its aim to encourage quality of GI within new development, the City Council will work with GWT developers and other stakeholders to promote this tool as a means of raising quality.

A background topic paper on the Historic Environment can be found on the council's website by visiting www.gloucester.gov.uk/cityplan

Climate change

The Gloucester Climate Change Strategy 2010 identifies that even the lower emission (best case) scenarios will result in the following climate changes for the local region:

- Winters up to 42% wetter.
- More frequent flooding.
- More frequent droughts.
- Worsening summer air pollution.
- More storms and gales and the resulting damage to property.
- Loss of wildlife habitats and species.
- Social unrest through increased migration.
- Higher average temperatures will create a greater need for cooling in offices and homes along with a higher probability of extreme temperatures that could threaten the health of many people.
- Drier summers, that will put a greater strain on water resources and wildlife and put pressure on farmers to diversify crops.
- Rising sea levels that will lead to more coastal erosion and a greater risk of flooding.
- Increased heat stress to the elderly and infirm (the 2003 heat wave in France killed 14,500 people). The weather conditions causing such events will become very frequent.

The high emissions scenario (essentially business as usual) is even more stark, predicting that by 2080 a maximum increase in temperature of 6.9 degrees C. This would leave much of North Africa and Southern Europe uninhabitable.

Gloucester will clearly need to 'do its bit' and help deliver what are challenging international targets. While new development over the plan period will only be a small fraction of the built environment it is important to get it right. Low carbon techniques used on new build will also help reduce the cost of retrofitting the existing building stock as new technologies become mature and more cost effective.

While an urban area such as Gloucester may not be as well endowed with renewable energy potential as some more rural districts, there are always opportunities as has been shown in Gloucester and other urban areas with regard heat pumps, solar and low head hydro. The close proximity of the Canal/River to many development sites in particular has the potential to provide heating and cooling for new build and retrofit. While biomass has potential, being predominantly on the gas grid currently means this may be a niche market. Hempsted land fill and Netheridge sewage works currently produce methane for electricity generation. Exploiting this energy to the full including exploiting waste heat should be maximised.

Resilience to weather extremes, especially the heat island will be a key issue. Gloucester will need to maintain and enhance its tree stock and generally encourage a greener urban fabric with everything from green roofs to public open space. This will also have positive implications for biodiversity.

In 2010 Gloucestershire County Council published a Renewable Energy Study for the County. This was for the purpose of providing an evidence base to help develop Local Plan Policy for renewable energy infrastructure provision on potential strategy development sites in Gloucestershire to help contribute to a reduction in CO₂ emissions in line with Climate Change Targets.

Background topic papers on Natural Environment, Flooding, and Climate Change can be found on the council's website by visiting www.gloucester.gov.uk/cityplan

Key evidence

- Strategic Flood Risk Assessment Level 1, Halcrow on behalf of JCS Authorities, December 2007
 - Strategic Flood Risk Assessment Level 2, Halcrow on behalf of JCS Authorities, October 2011
 - Strategic Flood Risk Assessment Level 2 – Additional Assessment, Capita Symonds on behalf of JCS Authorities, January 2013
 - Pitt Review (2008)
 - Sustainable Drainage a Design and Adoption Guide, Gloucester City Council, July 2013
 - Gloucestershire SuDS Design & Maintenance Guide, Gloucestershire County Council, November 2015
 - Briefing Note - Reducing flood risk from the River Severn in Gloucester and the surrounding area – Initial Assessment, Environment Agency, March 2016
 - Regional Spatial Strategy South West evidence base
 - Revision 2020, Centre for Sustainable Energy, 2005
 - Merton Council, Merton Rule 2015.
 - Renewable Energy Study – Final Report, Gloucestershire County Council, June 2010
 - Gloucester City Climate Change Strategy, Gloucester City Council, 2010
-

Other relevant strategies

- United Nations Climate Change Conference 2015
-

Relevant National Planning Policy Framework paragraphs

- 100, 101-109, 113, 117 and 118
-

Relevant policies from the JCS

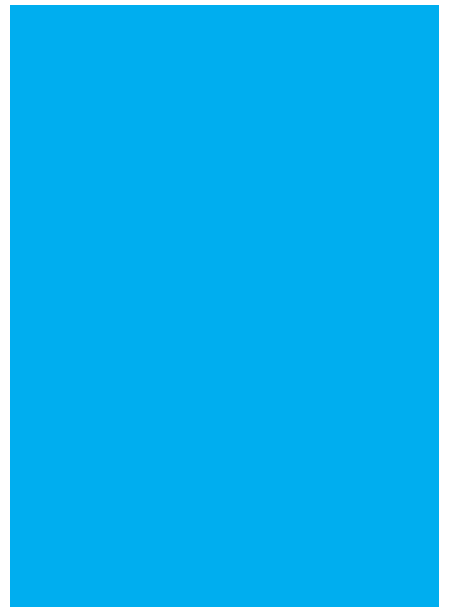
- **SD4** Climate Change
 - **SD7** Landscape
 - **SD10** Biodiversity/geodiversity
 - **INF4** Green infrastructure
 - **INF3** Flood risk management
-

JCS strategic objectives met

- **Strategic Objective 4** Conserving and enhancing the environment
 - **Strategic Objective 6** Meeting the challenges of climate change
 - **Strategic Objective 7** Promoting sustainable transport
 - **Strategic Objective 9** Promoting healthy communities
-

Key City Plan principles met

- 9, 13 and 14



Natural environment policies

The natural environment is a precious resource. Not only do natural places provide a refuge from our daily stresses they provide what are increasingly called ecosystem services. Essentially these are functions that green semi-natural spaces provide such as flood management, extreme weather mitigation and other well-being benefits that are rarely costed but are none-the-less essential to modern living. As well as these functional benefits we have of course a moral duty to ensure that species do not further decline. We are currently experiencing a collapse in biodiversity not seen since the mega extinctions of earlier geological epochs. Development has its role to ensure that this is not only halted but reversed. Gloucester is a diverse City that benefits from a high quality natural environment which it will seek to protect and enhance where possible. Within the City there are:

- Sites of Special Scientific Interest
- Key wildlife Sites
- Regionally Important Geological sites
- Sites of high sensitivity in landscape terms
- Green network of formal and informal open spaces linked by green corridors such as disused railway lines and watercourses
- Ancient trees and hedgerows

A landscape characterisation and sensitivity analysis has been undertaken on the periphery of Gloucester as part of the JCS evidence base. A number of sites vulnerable to large scale development within the city have also been subject to a Landscape Visual Analysis and indeed developable areas identified. Any application will be subject to JCS policy SD7 Landscape. Any sites within the city will also be subject to the following:

Policy F1: Landscape

Smaller areas of land within the urban area not subject to formal landscape characterisation/sensitivity analysis will be judged on their merits. For larger sites (more than 10 dwellings or 1,000 sq m commercial floorspace) a Landscape Visual Impact Assessment may be required where landscape issues are considered pertinent.

Development proposals on land outside the built up areas of the City will need to take account of the landscape character and sensitivity of the area. Applications for development may require a landscape and visual impact assessment to be prepared to inform development proposals.

Proposals within sites of higher sensitivity will be subjected to increased scrutiny and constraint and will generally be protected from development to ensure their landscape qualities are retained and safeguarded.

The open areas around and within the city are a precious resource that is enjoyed by residents and visitors on a daily basis. The planning system should ensure that this asset where appropriate is protected and if possible enhanced ensuring future generations can share the experience. All development can play a role in protecting and enhancing biodiversity and where appropriate the City Council will seek bird and bat box provision and other associated infrastructure as part of development and landscape proposals.

When assessing applications for development where biodiversity is potentially affected it will be judged against policy SD10 of the JCS in conjunction with local designated sites as identified on the proposals map. This is to ensure that small scale development does not erode biodiversity on a piecemeal basis.

Policy F2: Biodiversity

Small scale piecemeal erosion of background biodiversity is to be resisted, applications for small scale development will be judged as a component of a wider system and applications will need to show how biodiversity interests will be taken account of and mitigated against.

As a focus for growth in the County, we need to ensure that new development takes place in appropriate locations in order to safeguard the City's valued natural environment. For a number of reasons biodiversity has been in significant decline for a number of years and it is clear that Government expects development to play a role in protecting and where appropriate enhancing biodiversity.

Policy F3: Nature Improvement Area

Development within/adjacent to the Nature Improvement Area (NIA) as defined on the proposals map will not be subject to any further constraint over and above floodplain requirements, however, any biodiversity mitigation/compensation required will be expected to contribute to the overall NIA target species and habitats. Developers wishing to offset biodiversity loss elsewhere in the plan area can do so by contributing to NIA target species and habitats within the identified local NIA.

The Severn and its Washlands NIA lies to the west of the City and is focused on the floodplain of the river Severn. It is an important habitat of strategic value and could be the focus for biodiversity offsetting when proposals within the City cannot deliver biodiversity enhancements on site.

Policy F4: Trees & hedgerows

Development will be supported where:

1. It does not have an adverse impact on trees, woodlands or hedgerows of wildlife, landscape, amenity, or cultural value; and
2. It includes the appropriate retention and new planting of trees and woodland; and
3. It does not have an adverse impact on ancient woodland or a veteran*tree; or
4. In the case of an unavoidable adverse impact on trees and woodlands of wildlife, landscape, amenity, or cultural value, appropriate compensatory provision is made.

** Please note: Veteran trees are defined as 'trees that are of interest biologically, culturally or aesthetically because of their age, size or condition'.*

Trees and hedgerows are an important part of the City's landscape having cultural and biodiversity significance, amenity value and providing cooling effects in urban areas. Development proposals should seek to retain where possible these assets for the enjoyment of future generations. Compensatory or mitigation planting depending on location will in general be required to be locally appropriate native species.

Tree Preservation Orders will be served where appropriate to protect trees for their amenity, cultural or biodiversity value. The City contains a small amount of Semi ancient woodland, this will be protected for its cultural, wildlife and its amenity value.

Policy F5: Green infrastructure

Development proposals will have regard to Gloucester City Council's Green Infrastructure Plan (GIP) as articulated in the JCS Green Infrastructure Strategy. Proposals that do not contribute to the connectivity of the GIP will not be permitted unless other aspects of the overall GIP are supported. Development adjacent to or within the identified Green Infrastructure asset will be expected to connect to and support the GIP in particular the target points identified.

The Green Infrastructure Plan (GIP) seeks to connect the urban areas of Gloucester with the high quality Green Infrastructure (GI) assets of the Cotswold's AONB and the Washlands of the River Severn. Proposals will be supported that contribute to this objective.

Development generally will contribute to the broader network of GI corridors and assets across the City by the use of SUDS, open space, green roofs and tree planting.

GI and its associated corridors and links are a vital component of maintaining and enhancing wellbeing. It also has functions with regard to biodiversity, surface water management, climate change adaptation and amenity value. Development has the potential to block corridors resulting in the isolation of habitats which is a particular concern in an urban area such as Gloucester. The rivers, brooks, disused railway corridors, footpaths, open spaces form important corridors linking communities within the City and habitats to the wider countryside. These vital corridors need to be protected and where possible enhanced for their biodiversity value and as pedestrian/cycle routes through the city. GWT are developing a GI benchmarking tool, the City Council will work with developers and other stakeholders as a means of raising the standard of GI across the City.

Policy F6: Geodiversity

Any proposal that impacts upon RIGS will be re-sited unless it can be shown that the geological interest can remain in situ and be made available to the public potentially this could involve removal to another site. In exceptional circumstances where the permanent loss of a RIG is unavoidable then and relocation is not possible then a full geological assessment will be required and the information deposited on an appropriate records site.

The stock of geological exposure is limited and critical (once lost it cannot be recreated) and for scientific and educational reasons needs to be maintained.

Flooding

The JCS, NPPF & NPPG cover most policy concerns for Gloucester and all development will be expected to be in accordance with these policy statements. In addition, on all planning applications involving surface water discharge, development will be expected to be in accordance with the latest version of Gloucestershire County Council's SUDS Design and Maintenance Guide.

Given the unique position of Gloucester at the interface of tidal and fluvial events in the Severn, any development within the Severn Floodplain will be expected to increase flood flow across this area. The Environment Agency Briefing Note "Reducing flood risk from the River Severn in Gloucester and the surrounding area – Initial Assessment" March 2016, seeks to protect properties predominantly within Westgate Ward by increasing flood defences along the Eastern Parting of the Severn. Development that contributes to the delivery of the Environment Agency plans outlined in the Briefing Note, and any subsequent amendments, will generally be supported.

Policy F7: Flooding

All development should not be subject to flood or lead to increased flooding elsewhere. Drainage schemes should broadly be in accordance with the Local Lead Flood Authority Gloucestershire SUDS Design and Maintenance Guide and Gloucester City Council Sustainable Drainage Design and Adoption Guide, and any subsequent amendments.

Large Scale Development should deal with its own water and provide betterment of 20% on the calculated greenfield run off rate.

Large scale development within flood zone 2 and 3 in Lower Westgate will be expected to contribute to new flood defences along the eastern parting of the River Severn.

The effective management of water is important in the development of sustainable communities. It reduces the impact flooding may have on the community, maintains the quality and quantity of our water environment, and can help to enhance local amenity value and biodiversity through the provision of green space.

The Strategic Flood Risk Assessments (SFRAs) for the JCS area identify fluvial flood risks from the River Severn and local tributaries, in addition to increased problems from surface water runoff. Site specific flood risk assessments (FRAs) should be submitted alongside

development proposals, consistent with national policy and JCS Policy INF4. Developers should use the SFRA as a starting point for understanding the level of flood risk posed to a particular site. FRAs should be proportionate to the level of flood risk, scale, nature and location of the proposed development, as identified within the SFRA.

The City Council seeks to avoid flood risk. It recognizes also that there is a need to reduce the impact of flooding when it does occur. Proposals should have specific regard to the design principles outlined in the SFRA, including taking a sequential approach to site layout, ensuring safe access is available for the lifetime of the development and that it is supported by suitable flood warning and evacuation plans.

Surface water runoff can contribute to flood risk and new development will be required to incorporate Sustainable Drainage Systems (SUDS) where appropriate, to manage runoff, ensure that flood risk is not increased elsewhere and to improve the quality of the receiving watercourse and groundwater.

All development, including any proposals relating to the existing building stock, should contribute to the management of surface water runoff through the use of SUDS. Consideration should be given to the appropriate application of SUDS in relation to the scale of development and site characteristics. Proposals should recognise the multi-functional role of SUDS and demonstrate that provision has been made for their long term maintenance and management.

Climate change

All applications for development will be assessed against SD4: Sustainable Design and Construction of the JCS. In addition, to ensure the renewable energy potential of the river and canal are exploited and indeed not sterilised by inappropriate development the following policy will apply:

Policy F8: Potential of river and canal

Development that exploits the renewable energy potential of the River and Canal will generally be supported. Any development that could potentially disrupt or indeed sterilise this potential will be resisted.

Policy F9: Efficiency measures

In exceptional cases major applications where no form of renewable/low carbon generation is practical or viable, extra insulation and efficiency measures may be appropriate.

Policy F10: Mitigation through planting and SUDS

Development will be expected to help mitigate against the impacts of climate change. In this respect development that provides for trees, green roofs, green open space and Sustainable Urban Drainage Systems will be encouraged and supported.

Climate change is an issue that will impact upon us all. Gloucester needs to develop in a manner that minimizes the emission of green house gasses and in a manner that is resilient to the impacts of climate change. There are very tough international targets that need to be met. As climate change becomes more of an issue then it is likely that the pressure to do more will increase. The recent UN conference on climate change will only add impetus. Policy SD4 of the JCS provides a strong policy position on these issues and applicants will need to demonstrate that they have met the requirements of the policy.

Buildings currently account for about a third of the UKs greenhouse gas emissions when coupled with transport between them and therefore land use planning clearly has a significant role to play. Roofs on buildings are a vast un-exploited resource that in many cases be utilised for energy generation; every effort should be exploited to ensure this resource is not wasted. In addition, as renewable technologies often require planning permission the City Council needs to be supportive where landscape and other constraints are not overly prohibitive.

With regard to resilience, flooding is perhaps the most obvious concern, however other impacts of climate change such as extreme temperatures should also be a factor. Trees and other greenery for example are shown to have a significant cooling effect on urban areas. Trees green walls and green roofs for example should be supported. Research from Manchester University for examples suggests that trees in urban areas can reduce summer heat levels by as much as 4 degrees centigrade.

G: Design

Policies in this section:

- Policy G1:** Living conditions
- Policy G2:** Car parking
- Policy G3:** Materials and finishes
- Policy G4:** Landscape
- Policy G5:** Bin storage
- Policy G6:** Cycle parking and storage
- Policy G7:** Public realm
- Policy G8:** Public art
- Policy G9:** Community safety
- Policy G10:** Delivering strategies
- Policy G11:** Development alongside main routes
- Policy G12:** Design standards
- Policy G13:** Large scale 20th century buildings
- Policy G14:** Transport arrival nodes
- Policy G15:** Gulls
- Policy G16:** Design and climate change
- Policy G17:** Views of the Cathedral

Key Issues

- Addressing a legacy of unattractive large scale 20th Century buildings and transport nodes such as multi-storey car parks and the bus and train station.
- Enhancing the routes into the City
- Enhancing the overall standard of design across all developments in a way that respects and enhances what makes Gloucester unique and locally distinctive.
- Addressing specific design issues in residential schemes such as how to best design for car parking, bin storage, cycle storage and house extensions.

A background topic paper on Design can be found on the council's website by visiting www.gloucester.gov.uk/cityplan supplementary planning guidance. Specific policy inclusion in the City Plan heritage policy will be necessary.

Key evidence

- Gloucestershire Local Transport Plan (2015 – 2031)
 - Public Realm Strategy (currently in preparation)
 - Townscape Character Analysis (currently in preparation)
 - Active by Design – Design Council (2014)
 - Manual for Gloucestershire Streets (2014)
-

Other relevant strategies

- Home Extension Guide – GCC (2008)
 - Heights of Buildings – GCC (2008)
 - Designing Safer Places – GCC (2008)
 - Shop Front Shutters and Signs
 - Lighting Strategy – GCC (2008)
 - Building for Life 12, 3rd edition (2015)
-

Relevant National Planning Policy Framework paragraphs

- 56, 57, 58, 59, 60, 61, 63, 64 and 66
-

Relevant policies from the JCS

- **SD4** Climate Change
 - **SD7** Landscape
 - **SD10** Biodiversity/Geodiversity
-

JCS strategic objectives met

- **Strategic objective 5** Delivering excellent design in new developments
 - **Strategic objective 6** Meeting the challenges of climate change
 - **Strategic objective 7** Promoting sustainable transport
 - **Strategic objective 9** Promoting healthy communities
-

Key City Plan principles met

- 1, 4, 10, 12, 13 and 14



Design policies

Design should be based on an understanding of the characteristics of the local area, in terms of character, built form, architecture, heritage and landscape. Well-designed attractive places improve the quality of life for all, minimising the opportunity for crime and the perception or fear of crime and enhance the environment; at the same time it contributes to the development of safer, stronger and sustainable communities that can adapt to the challenges of a changing climate

Where appropriate the City Council may request a Design Brief or Masterplan to accompany a planning application. These documents shall comply with the requirements set out in the Joint Core Strategy Policy SD5.

The development should accord with the relevant topic based Supplementary Planning Documents and any subsequent amendments:

- Home Extension Guide (August 2008)
- Heights of Buildings (November 2008)
- Designing Safer Places (August 2008)
- Shop Front Shutters and Signs (in production)
- Lighting Strategy (2008)
- Public Realm Strategy (currently in preparation)
- Townscape Character Analysis (currently in preparation)

Policy G1: Living conditions

The development should not cause any significant adverse overshadowing, overlooking, or overbearing impacts to the living conditions and amenity of the occupiers of the surrounding properties or to the potential future occupiers and users of the development.

It is important that new development does not have an adverse impact on the people who live, or use the spaces around it. Of equal importance, and as a marker of high quality design, new developments must not create new poor quality environments that will adversely affect the amenity of future residents.

Policy G2: Car parking

Car parking should be overlooked by active frontages, be sited at the front or as close to the front of the principle elevation of the dwelling or unit as possible, encourage a sense of ownership of the space, uphold the active frontage of the building and reduce opportunities for vehicle crime.

There are many examples of failed or failing rear parking courts across the city. Rear parking courts lack a sense of ownership, create opportunities for crime and a fear of crime, reduce activity on the street frontage, are inconvenient to use because of their location away from the front of the property, create areas prone to fly tipping and are often abandoned – pushing more vehicles to park on the highway on streets that were not designed with on street parking in mind.

Parking provision across all development types must comply with the relevant information contained within Manual for Gloucestershire Streets 4th Edition April 2016, and any subsequent amendments.

Policy G3: Materials and finishes

The development should be finished in high quality materials that are locally distinctive and respond to the positive character and appearance of Gloucester. The architectural detailing and finishes of the scheme should be of a high quality.

Attention to detail can really make or hinder the overall appearance and quality of a place. Particular attention will be paid to finishes and materials, joins and fixing methods between materials, window cills and sub cills (double window cills are architecturally inappropriate), window reveals, window design, door design, the placement of meter boxes, flues, vents, chimneys, gutters and down water pipes, aerials and antenna.

Local distinctiveness in the built environment is founded on the understanding of the characteristics and influences of the locality particularly its landscape quality and corresponding use of materials. Understanding this can help to shape our modern communities, giving them a sense of history and distinct local identity whilst supporting sustainable development through use of locally sourced materials and promoting traditional skills. Development will be expected to complement and enhance the varied built environment, creating interesting and attractive buildings and places. It is important that new developments are designed to a high standard to ensure an attractive and functional place for people to live, work and visit to deliver prosperity and help attract inward investment.

Policy G4: Landscape

Applications for development should be accompanied by a landscape scheme all on a single plan, incorporating hard landscape and planting details. Such plans must:

1. Exhibit a design and choice of hard materials, boundary treatment and planting appropriate to the particular location and existing landscape character, or create a new and distinctive character where this is currently lacking;
2. Retain and incorporate existing natural features such as trees, hedges and watercourses;
3. Ensure, in appropriate developments, especially housing schemes, that adequate space is provided for the planting and maturing of large scale trees;
4. Indicate areas of public open space and amenity land that are proposed for adoption by the City Council.

Where appropriate, the use of native species in planting schemes will be required.

Landscape design can do much to enhance a development by providing an appropriate setting for buildings and an environment for people to enjoy. It can define spaces, create shelter and privacy, enhance or screen views, extend wildlife habitats and create identity and character.

The landscape scheme must be considered as an integral part of the project from the outset and throughout the design process. Where appropriate the layout, implementation and management of landscape schemes will be achieved by the use of planning conditions.

The use of native species in new planting schemes, particularly species that are indigenous to the Vale of Gloucester, will help to increase biodiversity in the city. Using local species means:

- They grow better as they are adapted to the local climate
- They will suit their local context (e.g. urban edge sites)
- They support significantly more species of fauna.

Use of seed and plant stock of local provenance will also be encouraged.

Policy G5: Bin storage

Bin storage areas are well designed and integrated into the curtilage of the dwelling house, apartment block, or business and are not on the highway. Each storage area is of a size that can easily accommodate all of the bins and kerbside collection boxes required to take advantage of all of the current recycling services offered by the City Council.

The City Council operates a number of bin and kerbside recycling facilities. Recycling is an important part of the council's commitment to sustainability. New developments will need to demonstrate how they can comfortably provide space for the various bins required so that residents can easily access all of the recycling and collection services.

Good design is necessary in this area to encourage use of the service, to aid collection, maintain a visually attractive streetscene and to ensure that the highway is kept safe and free from obstruction.

Policy G6: Cycle parking and storage

All new residential and development will be expected to provide a suitable level of cycle storage and cycle parking. Applicants will need to demonstrate that cycle parking and storage complies with the relevant guidance produced by Gloucestershire County Council.

In order to encourage cycling it is important that storing and parking cycles is made to be easy, safe and convenient. Cycle parking in public spaces should be situated in open areas with natural surveillance, signage, lighting, be close to key locations and offering security by way of suitable anchor points or lockers. Where necessary shower and changing facilities may be required. Further guidance can be found in the following Gloucestershire County Council documents: Cycle Facility Guidelines (March 2012), Gloucestershire Manual for Streets (4th Edition April 2016), Gloucestershire Third Local Transport Plan, and any subsequent amendments.

Policy G8: Public art

In new major development schemes across the city the City Council will seek the provision of or a financial contribution towards, the commissioning of, publically accessible art, craft and design work, or towards the conservation of part of a public heritage asset.

In suitable new developments, the City Council will seek the provision of art or artist-designed features. The design and execution of public art should fully involve the local community in which it is located and be properly related to the wider public realm or buildings in the area. In certain circumstances it may be more appropriate for the provision of a financial contribution towards conserving a public heritage asset e.g. a statue. We will secure such provision through use of planning obligations.

Policy G9: Community safety

The development, including the associated public realm and landscaped areas, is designed to ensure that community safety is a fundamental principle of the proposed development. This includes:

1. Maximizing natural surveillance,
2. Layout that creates secure perimeter blocks with back to back development,
3. Creating attractive to use, safe and where appropriate vibrant streets which provide visual interest, active frontages, particularly at street level and avoid blank walls.

A well-designed environment can help to reduce the real and perceived risk of crime. The design and layout of buildings, open spaces, roads and footpaths can influence opportunities to commit crime and affect people's sense of safety and security. Appropriate design and layout of landscaping, planting and lighting can reduce crime and the fear of crime. Development proposals should be designed to provide safety within the development site and in nearby and adjacent areas. Further guidance can be found in Designing Safer Places and any subsequent amendments.

Policy GI0: Delivering strategies

Development should take every viable opportunity to support the objectives and delivery of the Regeneration Strategy, Lighting Strategy and Public Realm Strategy.

The City Council supports all opportunities taken as part of the development process to support the objectives and delivery of the Regeneration Strategy, Lighting Strategy and Public Realm Strategy. Improving the quality of the appearance of the City has wide reaching benefits to perception, image, tourism, ease of use, economy and retail.

Policy GI1: Development alongside main routes

New development alongside main routes to the city centre will be expected to be of a high quality to make the routes more attractive to residents and visitors. This will include well-designed buildings and spaces and where appropriate landscaping of the route in the vicinity of the development. Improvements to existing poor quality development alongside these routes will be encouraged.

Routes into the City play an important role in the overall image and perceptions of the City. Key routes are identified in the draft Proposals Map.

Policy GI2: Design standards

Design is of a high quality that takes every opportunity to drive up the standard of development in an area.

It is simply not acceptable to reproduce poor or low quality design to be 'in keeping with the local area'. This outlook goes against the intention of national and local design policy and guidance. It is also integral to the ambitions of the City Council to ensure that all new development achieves a high standard of integrated design, which reflects the local context and takes advantage of any opportunities to improve the character and quality of an area.

Policy GI3: Large-scale 20th century buildings

New development alongside main routes to the city centre will be expected to be of a high quality to make the routes more attractive to residents and visitors. This will include well-designed buildings and spaces and where appropriate landscaping of the route in the vicinity of the development. Improvements to existing poor quality development alongside these routes will be encouraged.

Gloucester is a compact city with a distinctive historic core and street structure. Over sized, large scale 20th Century developments (buildings and spaces) have eroded this structure and have contributed to the creation of a poor quality visual amenity and a lack of richness and quality to the urban environment.

Policy GI4: Transport arrival nodes

The City Council will support the redevelopment of the City's main transport arrival nodal points, including the bus station, train station, and all surface and multistorey car parks, where it can be successfully demonstrated that:

1. That there will be no loss in provision of spaces and services, unless the loss can be fully justified and it can be demonstrated that there will be no significant adverse harm to local businesses and that there will be no significant adverse impact to highway safety.
2. The site will be developed in a way that enhances the connectivity and quality of the routes between the transport nodal point and the City Centre.

The quality of the arrival points have an impact on the perception and use of the City by residents and visitors. In order to support the City Centre economy, tourism, legibility and visual amenity it is important that the transport nodal points are redeveloped to a high standard.

Policy GI5: Gulls

All viable non-lethal humane steps to prevent gull roosting, nesting and damage should be taken. Gull mitigations measures shall be well designed and sympathetic to the building and its setting.

Gloucester's large urban gull population cause disturbance and damage to buildings, through their excrement, nesting, and from their mating ritual of dropping stones on glazing and other shiny materials. They are a nuisance to residents and visitors and can be particularly aggressive at certain times of the year. All viable non-lethal steps should be taken on new development to prevent exacerbation of this problem. Ideally, gull mitigation should be considered from the outset. Design advice and advice on suitable non-lethal mitigation measures can be found in Gulls – How to Stop Them Nesting on Your Roof produced by Gloucester City Council and is available to download from the website.

Policy GI6: Design and climate change

The development achieves a high quality design which demonstrates through its siting, orientation, layout and minimised energy consumption a high level of environmental awareness which contributes positively to climate change mitigation and adaptation.

Climate change is one of the greatest challenges the world is facing and a key priority for Gloucester's future. Mitigating the emissions which cause climate change through reducing energy use is important to protect against the impacts of climate change which in the long term could affect the city's character and amenity.

New development should provide the opportunity to meet the highest standards of energy efficiency and minimise carbon emissions. Adapting to climate change means that we are better prepared for the following possibilities; increased frequency and severity of flooding, water shortages, hotter summers, rising energy costs and increased risk of damage to homes and infrastructure.

Policy GI7: Views of the Cathedral

The development does not harm any key views of the Cathedral and other historic places of worship identified and protected in the Heights of Buildings Supplementary Planning Document and any subsequent amendments.

Views of key historic landmark buildings act as way finders and improve the legibility of the city. They also contribute to the city's identity and sense of place. They make Gloucester unique and are a special distinctive part of the skyline.

Please see the Health and Wellbeing section E, for other design based policies such as Outdoor Amenity and Garden Space, Active Design, and Suicide Prevention policies.

H: Sustainable transport

Policies in this section:

Policy HI: Sustainable transport

Key issues

- Car parking – particular issues include parking on housing developments designed under the restrictions of Planning Practice Guidance Note 3, and parking in densely populated Victorian areas of the city.
- Poor access to the canal frontage and natural assets such as Robinswood Hill.
- Traffic congestion along some key routes – Bristol Road, Cheltenham Road and roundabout, St Barnabas roundabout and Elmbridge Court roundabout (the most congested junction in the County).
- Poor public transport connectivity in Matson and Robinswood ward to the centre and the expense of public transport journeys.
- Air Quality Management Areas – demonstrating poor air quality in some areas along road ways.
- Opportunities to improve the footpath and cycle network.

The key transport infrastructure issues for the City are therefore mainly improvements to the existing transport network to help facilitate the growth provided through city centre urban regeneration initiatives, and the peripheral urban extensions to the north of Gloucester, and to the south of Gloucester at St Barnabas roundabout and at the Hunts Grove urban extension issues:

A background topic paper on Sustainable Transport can be found on the council's website by visiting www.gloucester.gov.uk/cityplan

Key evidence

- Gloucestershire Local Transport Plan 2015 - 2031

Other relevant strategies

- Gloucestershire Manual for Streets 2016

Relevant National Planning Policy Framework paragraphs

- Chapter 4

Relevant policies from the JCS

- **INF1:** Access to the transport network
- **INF2:** Safety and efficiency of the transport network
- **INF5:** Social and community infrastructure
- **INF7:** Infrastructure delivery
- **INF8:** Infrastructure contributions

Of particular relevance for Sustainable Transport in the GCP are policies INF1 and INF2 covering access, safety and efficiency issues for the transport network. Policy SD5 criterion 7 and table SD5a is also relevant and seeks to transfer journeys to non-car modes. There is also a JCS transport strategy which provides an important strategic context and key local projects.

JCS strategic objectives met

- **Strategic objective 7** Promoting Sustainable Transport

Key City Plan principles met

- 2, 13 and 14



Sustainable transport policy

Policy H1: Sustainable transport

The Council will work closely with Gloucestershire County Council and other organisations with regard to all local transport matters. The Council will take direction from both the transport strategy and policies of the JCS and the Gloucestershire Transport Plan (2015-2031) with regard to the priority projects for implementation, including the capital and revenue funded transport projects identified in the City. The policies set out in the JCS and the Gloucestershire Transport Plan will also be used with regard to development management matters and planning application decision making.

New development shall provide car parking and cycle provision in accordance with the guidance provided in Gloucestershire Manual for Streets 4th Edition 2016 and any subsequent amendments.

The City Council supports and encourages improvements to the sustainable transport network including access to the open spaces, and our natural assets such as the River and Canal, Robinswood Hill, Alney Island and the open countryside.

The provision of transport projects and improvements is a fast moving and changing activity and closely linked to more general development delivery activities especially those that are planned through the JCS. Setting policies in the city plan for each specific piece of potential transport infrastructure is not considered necessary and would become out of date very quickly. The Gloucestershire Local Transport Plan performs this role better than the City Plan can, and will be frequently updated. The JCS also provides a transport strategy and policy context for the consideration of transport issues in the development management process. This is appropriate given the significance of joint working in the county and the likelihood that this will continue.

Further information on Car Parking in new residential developments, Cycle Storage, Active Design, Air Quality and Pollution can be found in the Design and Health and Wellbeing sections of this plan.

I: Infrastructure

Policies in this section:

- **Policy I1:** Infrastructure
 - **Policy I2:** Schools and Other Education Needs
-

Key evidence

- JCS Infrastructure Delivery Plan
 - JCS Interim Inspector report
 - Gloucestershire Local Transport Plan 2015 - 2031
 - JCS Transport Strategy
 - Infrastructure Delivery Plan being undertaken to inform the GCP
-

Other relevant strategies

- None
-

Relevant National Planning Policy Framework paragraphs

- 7, 17, 21, 31, 41, chapter 5, 156, 157 and 162
-

Relevant policies from the JCS

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

JCS strategic objectives met

- **Strategic Objective 5** Delivering excellent design in new developments, bullet 1 – ‘Ensure that all new developments are valued by residents by integrating them well with existing communities and provide well located infrastructure which meets the needs of residents’.
-

Key City Plan principles met

- 2, 5, 8, 13 and 14
-

Infrastructure policies

Gloucester’s future infrastructure needs are being assessed in coordination with key infrastructure providers including Gloucestershire County Council, the Environment Agency and health providers. Infrastructure delivery at the local level is fundamental for the GCP and through investigations to date with key providers on major sites a number of key infrastructure issues have been identified including:

- Flooding infrastructure: Especially in terms of protection from the River Severn in the vicinity of the Blackfriars regeneration site and the city centre, through the Quayside flood alleviation scheme and Housing Zone funding
- Schooling infrastructure: In the short term, addressing the shortage of primary school places and catering for housing growth in the south of the city. In the medium term, catering for growth to the north of Gloucester being provided through the JCS and the impending shortage of secondary school places.
- Health care facilities for a growing and aging population; addressing the changing health care environment and demands.
- Transport infrastructure: Mainly improvements to the existing transport network to help facilitate the growth provided through City Centre urban regeneration initiatives, and the peripheral urban extensions to the north and south of Gloucester.
- Community Infrastructure Levy (CIL) pooled funds regime introduction, and the continuation of the s106 mechanism for site specific infrastructure requirements.

Policy I1: Infrastructure

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

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

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

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

Policy I2: Schools and other education needs

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

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

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

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

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

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

4.0 PROPOSED LAND ALLOCATIONS

- 4.1 Gloucester as a City is growing and constantly changing. Its population needs new housing, new job opportunities, access to shops, transport modes and community facilities such as schools, colleges, health care, parks and gardens / areas for sports and recreation. We all want to live in a pleasant and healthy environment and so when planning for the future it is important that areas of landscape and biodiversity value are protected. Gloucester has a rich heritage and it is important that this is preserved for present and future generations to enjoy.
- 4.2 There is a significant requirement for new homes and land to provide for new jobs in Gloucester, and indeed in the UK as a whole. It is important that the GCP, along with the JCS, identifies land to provide for the quantity, quality and type of new homes and jobs needed by the local community and to support economic growth.
- 4.3 The Government requires local authorities to plan for the amount of development to be delivered in their areas to ‘...proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.’ It goes on to state that ‘Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth.’²⁴

Establishing Gloucester’s development needs

- 4.4 The overall amount of new homes, jobs and retail floorspace has been set by the JCS between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council. This process has been informed by a considerable amount of evidence and debate at the JCS examination. Further detail regarding this is available to view in the associated ‘Development need and sites’ topic paper and from the JCS website at www.gct-jcs.org.
- 4.5 The development requirements for Gloucester are; 14,359 new homes and 45,000 sq. m (net) of new retail floorspace (see policies SPI, SD2 and SD3 of the JCS). Gloucester is also required to provide for a share, with its JCS partners, of 192 hectares of B-Class employment land to support approximately 39,500 new jobs. Other evidence has been prepared, or is being prepared, to identify the right type and tenure the new homes should be, as well as the economic sectors that will contribute positively towards the growth of the City’s economy in the future. Where available, this evidence has been used to inform other policies in either the JCS or GCP and will be important in informing the assessment of future planning applications.

Gloucester’s needs and land supply

Housing

- 4.6 A significant proportion of Gloucester’s need for new homes will be provided for at ‘strategic allocations’ identified through the JCS; some of these sites will also make a significant contribution to the employment land needs of the City. Some of these sites already have planning permission and will make a positive contribution to Gloucester’s housing and employment land supply throughout the timeframe of the plan to 2031.
- 4.7 Some of the housing needs of Gloucester for the plan period have already been provided for, with the sites being granted planning permission and built out, or to be developed in the future. These are known as ‘commitments’ and any that have been granted planning permission since the start of the JCS plan period in 2011 will count towards the City’s identified needs – unless they have expired (where planning permission was granted but not implemented).
- 4.8 When considering potential supply, the Council has also made a small allowance for ‘windfall’ sites. These are sites that are not allocated for development by the City Council but that arise on an ad hoc basis. When this happens their suitability is assessed against the relevant policies in the Local Plan.

²⁴National Planning Policy Framework, paragraph 17

4.9 In addition however it is necessary for the City Council to identify further sites, in order to provide for the needs of the City. This fits with the agreed JCS spatial strategy of providing for needs where they arise and maximising the amount of development provided for within the existing urban areas. These sites are identified in the GCP and further information provided in the rest of this section.

4.10 Overall, the supply of housing for Gloucester City is summarised in the following table.

Completions - developed since 2011	2,526
Commitments	2,216
Windfall Allowance	832
Gloucester City Plan - proposed allocations	1,937*
JCS Strategic Allocations (Gloucester City)	620
JCS Strategic Allocations (within Tewkesbury borough)	5,262**
Total	13,393

*This figure (along with the others in this table) accords with the Council's latest Housing Monitoring Report which monitors the period 1st April 2015 to March 31st 2016. The figures also align with the JCS figures at the time of the Proposed Modifications going to Full Council (24th October 2016). But the current allocation figure (as presented in the site schedules in this document) is 1,360 due to a significant number of proposed allocations recently becoming commitments. For full details see the Topic paper: 'Development Needs & Site Allocations'.

The Council's next Housing Monitoring Report which will be produced in April 2017 and which monitors the period 1st April 2016 to 31st March 2017, will provide a full update on Gloucester's supply and will include any new sites which come through this 'call for sites' process.

**Subject to Tewkesbury Borough Council's decision on the Twigworth Allocation.

Table 1: Current housing supply for Gloucester City

Traveller communities

4.11 The City has also identified needs for the Gypsy / Traveller and Travelling Showpeople community. The most recent evidence shows a need for two pitches for the gypsy / traveller community and up to 16 yards for the travelling showpeople community between 2016 and 2031.

4.12 At the time of writing, the City Council is undertaking investigatory work to establish if a site known as the 'Former Town Ham allotments' is capable of being delivered for the travelling showpeople community – see site SA22 below. However at present there are no known site opportunities to provide for the gypsy / traveller community needs.

Employment and retail

4.13 Reflecting the National Planning Policy Framework (NPPF), the JCS employment policy considers employment in its widest sense covering traditional industrial, office and warehousing (B1, B2 and B8 uses) as well as uses such as hotels, tourism, leisure facilities, education and health services which are also large employment providers in the area. Policy SD2 supports employment related development in a number of suitable locations but through Strategic Allocation linking new housing to new employment.

4.14 The City's current employment provision is principally focused within the Bristol Road corridor (including Green Farm and Olympus Park), the City Centre, Barnwood Business Park, the Eastern Avenue gateway and Waterwells Business Park. These areas should remain as focus for local employment and principally for B Class employment uses.

4.15 Currently an Economic Development Strategy is being produced to inform the GCP, and to ensure that the emerging strategy supports relevant strategies which operate across Gloucester, helping to build on the City's clear strengths and growth areas.

- 4.16 The JCS proposes the area should accommodate a minimum of 192 ha of employment land (from proposed JCS allocations, existing local plan allocations, existing commitments and proposed new Local Plan employment allocations), and support a jobs target of 39,500 for the period 2011 to 2031. The Inspector comments that 238 ha of employment land is available across the JCS area with 56 ha around Gloucester and a capacity of 20 ha of existing undeveloped capacity in Gloucester City together with seven hectares made up of other available and suitable sites. These figures point to the need to ensure that existing employment land commitments and proposed City Plan employment allocations need to be retained for employment purposes in order to maintain a suitable supply of sites within Gloucester City and the JCS area as a whole for the plan period up to 2031.
- 4.17 The JCS sets out a need for approximately 41,600 sq. m (net) of comparison goods floorspace (non-food goods such as clothing, footwear, electrical, DIY, furniture and home wear) and 3,700 sq. m net of convenience goods floorspace (food items) between 2016 and 2031.
- 4.18 At this time there are a number of commitments in place that absorb some of this retail floorspace requirement. In addition, the section that follows identifies several sites within the 'Primary Shopping Area' (PSA)²⁵ that have the potential to deliver some of the floorspace needs, including for example King's Quarter and land adjacent to the Eastgate Shopping Centre. However there is a need to identify further appropriate sites, in accordance with the sequential test and impact test. As set out in the vision and key principles section of this document, it is important to make sure that future allocations for retail development support the regeneration of the City Centre and, if located in an edge or out-of-centre location, complement and do not undermine the PSA or other designated retail centres. Any sites submitted as part of the 'call for sites' (see below) will be tested and assessed as part of an overarching strategy for the City Centre.

Call for sites

- 4.19 This section of the consultation document sets out a range of proposed site allocations for the City. However, given the constrained nature of Gloucester's administrative area, the City Council is interested to hear of any other potential development sites that exist. These will then be factored into the next iteration of the Council's Strategic Assessment of Land Availability (SALA). We ask that when a site is submitted for consideration, it is accompanied with a completed proforma, which is available to download from www.gloucester.gov.uk/cityplan

Proposed allocations

- 4.20 In May 2013 the City Council consulted on the City Plan Part 2: Places, Sites & the City Centre Strategy. This document presented a comprehensive analysis of Gloucester's development needs and opportunities at that time. Since then, some of the site opportunities identified have been developed or are now a commitment (granted planning permission but not yet developed) and will not therefore form a proposed allocation. Equally, other sites have been submitted to the Council as part of the SALA process and, where found to be deliverable, have now been identified as a proposed allocation in the schedule that follows. Further information on the assessment of proposed site allocations is available in the 'Development need and sites' topic paper and by referring to the most recently published SALA from 2016²⁶.
- 4.21 A summary of proposed site allocations is provided in the table below. The associated plans showing the extent of the sites is available separately.

²⁵See Policy C1

²⁶Gloucester Strategic Assessment of Land Availability, March 2016

Summary of Site Allocations						
Ref No.	2013 Consultation Ref. No.	SALA Ref No.	Site Name	Ward	Gross Area (ha)	Proposed Development
SA01	A2	SUB09	Land at 'The Wheatridge'	Abbeydale	2.28 ha - 50 units	Residential/ Educational
SA02	Not in	SUB25	Barnwood Manor, Barnwood Road	Barnwood	1.95 ha - 20 units	Residential
SA03	B2	SUB56	Gloucester Mail Centre, Eastern Avenue	Barnwood	2.25 ha - /	Employment
SA04	E2	SUB04	Helipebs, Sisson Road	Elmbridge	1.6 ha - 50-60 units	Residential
SA05	Not in	SUB43	Allstone site, Myers Road	Elmbridge	5.26 ha - 250 units	Residential
SA06	KWI	SUB52	Former Civil Service Club, off Estcourt Road	Kingsholm & Wotton	3.6 ha - 20 units	Residential
SA07	KW4	ED044	67-69 London Road	67-69 London Road	0.35 ha - 30 units	Residential
SA08	KW5	SUB51	Wessex House off Great Western Road	Kingsholm & Wotton	0.25 ha - 20 units	Residential / Mixed use / Educational use
SA09	KW8	HA20	Great Western Road Sidings	Kingsholm & Wotton	4.34 ha - 100 units	University Technical College (UTC) on part / also Residential / Mixed use
SA10	L2	HA26	Land off Leven Close	Longlevens	1.4 ha - 20 units	Residential
SA11	Not in	FS13	Land Adjacent to St Aldates	Matson & Robinswood	0.5 ha - 20 units	Residential
SA12	Not in	/	Blackbridge Sports Hub, off Podsmead Road	Podsmead	10.47 ha - /	Sports Hub
SA13	QF1	EA03	Land east of Waterwells Business Park	Quedgeley Fieldcourt	6.1 ha for residential / 1.8 ha for employment - 150 units	Residential on two southern portions / Employment on northern section
SA14	QSV1	SUB18	Land at Clearwater Drive	Quedgeley Severnvale	2.09 ha - 15 units	School or possibly residential
SA15	WN4	HA02	King's Quarter	Westgate (City Centre)	10.47 ha - 50 units	Retail, Market hall, Residential & Other uses
SA16	WN3	HA17	Greater Blackfriars	Westgate (City Centre)	2.2 ha - 50 units	Retail, Market hall, Residential & Other uses

Summary of Site Allocations						
Ref No.	2013 Consultation Ref. No.	SALA Ref No.	Site Name	Ward	Gross Area (ha)	Proposed Development
SA17	WN6	FS02	Southgate Moorings off Commercial Road	Westgate (City Centre)	0.5 ha - 40 units	Mixed use development including residential
SA18	WN2	FS10	104 Northgate Street	Westgate (City Centre)	0.06 ha - 20 units	Residential & Commercial
SA19	Not in	FS16	Land adjacent to Eastgate Shopping Centre	Westgate (North)	0.32 ha - /	Retail
SA20	Not in	SUB28	Land at St Oswalds	Westgate (North)	2.5 ha - 60 units	Residential
SA21	Not in	/	Former Town Ham Allotments off Westend Parade	Westgate (North)	1.1 ha - /	Extension to existing site for Travelling Showpeople
SA22	WS11	EA04	Secunda Way Industrial Estate	Westgate (South)	0.7 ha - / units	Employment
SA23	WS14	SUB54	Land at Rea Lane, Hempsted	Westgate (South)	1.5 ha - 35 units	Residential

Table 2 Schedule of proposed site allocations

- 4.22 The following section provides further information on each of the proposed site allocations. In keeping with the approach taken in the City Plan Part 2 consultation in 2013, the sites are presented in ward order. This allows for the consideration of the specific issues and characteristics of each ward and whether the proposed site allocation could help to address any of the issues identified. Please note that in 2016 a local review of ward boundaries was undertaken through which some new wards were created and others were subject to minor changes. Despite the changes, the Ward Profiles are still considered robust in the background evidence they set out. All Ward Profiles, along with an explanation of any changes made to the wards as part of the boundary review, is available from the evidence base section of the City Council's website²⁷.
- 4.23 For each ward a short summary of its characteristics is provided, followed by a schedule of all proposed site allocations within it. For each site, key information including a description, site area, development constraints, results from the Sustainability Appraisal and feedback from the previous consultations is set out. It then goes on to detail the proposed site allocation and any site specific requirements that will be expected within a proposal. It is important to note that in addition to this, any development proposals would be subject to the requirements of other policies contained in the local planning framework – i.e. from both the JCS and the GCP.
- 4.24 There are no proposed site allocations in Abbeymead, Barton & Tredworth, Coney Hill, Grange, Kingsway, Moreland and Tuffley wards.

²⁷Ward Profiles 2013, Gloucester City Council

Abbeydale Ward

- 4.25 Abbeydale is one of Gloucester's smaller wards. It was formerly part of the larger 'Abbey Ward' but in recent boundary changes 'Abbey' was split into Abbeymead to the west (including part of Hucclecote) and Abbeydale to the east. Abbeydale is a popular area of the city with good quality modern housing stock and facilities. The ward is constrained by the M5 motorway on its southern boundary, but has functional links with Upton St Leonards in Stroud District.

SA01: Land at 'The Wheatridge'

Site description and overview:

The site is a greenfield site. It is currently vacant, grassed land surrounded by residential development on all sides. There are a number of mature trees on the boundary and in the centre of the site. This site was included as a development opportunity in the 2013 City Plan Sites consultation.

Gross site area: 2.28 ha.

Summary of responses to previous consultation:

- This part of Abbey/Upton currently suffers from a general lack of public open space, and it is critical to the local people and wildlife that this area is left untouched.
- Need for open space, used by dog walkers, pedestrians, horses.
- It's a nature corridor and habitats for wildlife will be lost.
- Concerns about the impact on the road junction.
- Any development should be small, keep as much of the field as possible.

Proposed allocation:

- Residential development of up to 50 dwellings with formal public open space. The site is also potentially suitable for educational use.

Constraints:

- The site has unknown archaeological potential. Further archaeological assessment may be required.

Sustainability appraisal findings:

- Minor negative SA scores for soil quality and landscape.

Site specific requirements:

- At least 50 dwellings.
- New public open space.
- Neighbourhood area for children's play.
- Archaeological assessment.

Barnwood Ward

- 4.26 Barnwood is a large and varied ward. It includes popular residential areas with good schools and facilities. The northern part of the ward hosts some of Gloucester's significant employers namely: Unilever's Walls factory and the EDF Energy offices. In recent boundary changes Coney Hill Ward has absorbed some of the south west part of Barnwood.

SA02: Barnwood Manor, Barnwood Road

Site description and overview:

Occupied and functioning sheltered retirement accommodation. The nursing home is not included in the development area and would remain. The site is situated in a predominantly residential area and would provide the opportunity for the intensification of residential use whilst protecting the setting of the Listed Barnwood Manor.

Gross site area: 1.95 ha.

Summary of responses to previous consultation:

- Not subject to consultation.

Proposed allocation:

- Residential development of up to 20 dwellings.

Constraints:

- Development within the curtilage of a Listed building and would impact on the setting.
- Part of the site is in Flood Zone 2.
- Trees with Tree Preservation Orders.
- The site has the potential to contain significant archaeological remains. Further archaeological assessment and mitigation may be required. (See Site Historic Environment Assessments for the SALA)

Sustainability appraisal findings:

- Major negative SA scores for health. Problematical and improbable because of known sustainability issues; mitigation likely to be difficult and/or expensive. Minor negative SA scores for soil quality and townscape / landscape.

Site specific requirements:

- Up to 20 residential dwellings.
- Enhanced pedestrian permeability needed through site.
- Equipped children's play areas.
- Built heritage and archaeological assessment.

SA03: Gloucester Mail Centre, Eastern Avenue**Site description and overview:**

Site of former Royal Mail sorting office and distribution centre. When operating fully the site had various different employment types including office and storage and distribution. Part of the site is currently still occupied and use for storage and distribution. The site is surrounded by employment uses and the line railway line to the west with no connectivity to surrounding residential uses. Given its location and surrounding uses it is not considered suitable for residential development but offers the opportunity for redevelopment in whole or in part to provide for a different form of B Use Class employment.

Gross site area: 2.25 ha.

Summary of responses to previous consultation:

- Site is known as Gloucester Mail Centre.
- At present nearby uses include retail, residential, a drive through restaurant as well as warehousing and offices. So, Royal Mail considers that the area should be characterised as mixed use.
- No evidence of 'possible contamination' on site.
- The references to the traffic capacity of the Walls and C&G roundabouts is not a site specific issue and should also be deleted. It is noted that this issue is not noted in the schedule entries for sites B1 and B2, which is inconsistent. The Mail centre site's existing single vehicular access to the north bound carriageway of the A38 Eastern Avenue is a constraint and should be added.
- There is an extensive planning history for this site going back to 1955. The site is 'Sui generis' use but effectively a B class use.
- The Proposed uses section should be amended to read as follows: 'Existing employment land to be retained for employment purposes. Uses that make an exceptional contribution to the image and regeneration of Gloucester will also be considered.'

Proposed allocation:

- Employment use.

Constraints:

- Western boundary of the site is mainline railway, so potential noise and vibration issues.
- Local heritage value of buildings on site. Also the site has the potential to contain significant archaeological remains. Further archaeological assessment and mitigation may be required. (See Site Historic Environment Assessments for the SALA).

Sustainability appraisal findings:

- Yet to be assessed

Site specific requirements:

- Build heritage and archaeological assessment.

Elmbridge Ward

- 4.27 Elmbridge used to be one of Gloucester's smaller wards but it has increased in area as a result of recent boundary changes. The south west of the ward now includes Armscroft Park and the northern railway triangle which were previously in Kingsholm and Wotton. The ward has a close relationship with the neighbouring wards of Barnwood and Longlevens. The ward contains popular schools and community facilities. Generally crime levels are low and household incomes are above the UK average.

SA04: Helihebs, Sisson Road

Site description and overview:

This is an occupied and functioning industrial site. It is surrounded by residential uses and public open space. Industrial uses are located across the railway line to the west. Whilst an existing employment site, it is understood that the occupier has found alternative accommodation within the City. Given the proximity to other residential dwellings (most of Sisson Road) it is considered that redevelopment to provide further residential dwellings is the most suitable alternative use.

Gross site area: 1.6 ha.

Summary of responses to previous consultation:

- This is a functioning site and should not therefore be allocated.

Proposed allocation:

- Residential development, 53 dwellings.

Constraints:

- Potential contamination issues.
- Impact on local industrial heritage.
- The site has been shown to contain some archaeological remains – archaeological mitigation may be required as part of any development.
- The site is adjacent to the railway and industrial uses so potential noise and vibration issues.

Sustainability appraisal findings:

- No negative SA scores given.

Site specific requirements:

- 53 residential dwellings.
- Neighbourhood area for children's play.

SA05: Allstone site, Myers Road

Site description and overview:

This is an occupied and functioning aggregate and waste recycling facility. Surrounded by industry / employment, residential, railway line and public open space. Relocation of existing uses to an appropriate alternative site required to make the site available for residential development.

Gross site area: 5.26 ha.

Summary of responses to previous consultation:

- None - Not included in the consultation.

Proposed allocation:

Residential development of up to 250 dwellings.

Constraints:

- Flood risk on a small portion of the site nearest to Wotton Brook.
- Area of Principal Archaeological Interest.
- Potential contamination issues.
- Impact on local industrial heritage.
- Adjacent to railway and other industrial uses so potential noise and vibration issues.
- The site has the potential to contain significant archaeological remains. Further archaeological assessment and mitigation may be required.

Sustainability appraisal findings:

- Minor negative SA scores for sustainable transport and traffic.

Site specific requirements:

- Around 250 dwellings to include affordable units.
- Strategic cycle/footway link to the city centre to link with GWR sidings cycle/footway.
- Public open space.
- Equipped children's play areas.
- Contribution to formal sport.

Kingsholm and Wotton Ward

- 4.28 As a result of recent boundary changes, Kingsholm and Wotton Ward has reduced in size. The ward is varied and interesting in terms of housing stock and neighbourhoods. It is close to the city centre and contains the city's railway station and main hospital - Gloucestershire Royal Hospital. The ward is also home to Kingsholm Rugby Stadium; which is an important part of Gloucester's cultural life and identity.

SA06: Former Civil Service Club, off Estcourt Road

Site description and overview:

Former playing fields and other sports facilities including changing rooms and a club house that has been lying vacant for a number of years. Accessed from Estcourt Road, bounded by Denmark Road and Kingsholm Conservation Area to west, south and east. The adopted Gloucester Playing Pitch Strategy (PPS) identifies a shortfall of playing fields in the City to provide for current and future needs. However, the site has been sold to a development company and there is very little chance that the site will be reinstated for community sports use. With this mind, the Council will consider the redevelopment of part or the entire site provided that significant contributions are made by the developer in the context of the sports facilities lost from the site and the needs identified in the PPS. This could take the form of: retained playing pitches and ancillary facilities on part of the site as well as financial contributions to improve existing facilities elsewhere and/or the redevelopment of the whole site but with significant financial contributions for sports facilities elsewhere.

Gross site area: 3.6 ha.

Summary of responses to previous consultation:

- Concern regarding the loss of the playing fields and open space.
- Consider as potential location for Gloucester City Football Club.
- Well located in relation to the City Centre, but potential to generate a significant number of trips that will need to be considered.
- Need to check BGS maps for this site.

Proposed allocation:

- Residential development - 20 dwellings.

Constraints:

- Flood risk (majority of site is in Flood Zone 2).
- Conservation areas to south, east and west.
- The site has been shown to contain some archaeological remains – archaeological mitigation may be required as part of any development.
- Previous use of playing fields, built sports facilities and ancillary facilities.

Sustainability appraisal findings:

- Major negative SA scores for flood risk. Problematical and improbable because of known sustainability issues; mitigation likely to be difficult and/or expensive.

Site specific requirements:

- 20 dwellings.
- New public open space.
- New contribution to formal sports provision.
- Neighbourhood play area for children.

SA07: 67-69 London Road

Site description and overview:

This is a small brownfield site with residential uses to the north, west and east and BBC Gloucestershire studios to the south. The site currently has two long-term vacant office units and there is an opportunity for demolition and redevelopment for residential development. The site is located in close proximity to the City Centre and has excellent links to the sustainable transport network.

Gross site area: 0.35 ha.

Summary of responses to previous consultation:

- No comments specific to this site.

Proposed allocation:

- Residential development of at least 30 dwellings.

Constraints:

- London Road Conservation Area.
- Archaeological potential owing to proximity of Roman Road. Further archaeological assessment and mitigation may be required.
- Mature trees located around periphery of site.

Sustainability appraisal findings:

- No negative SA scores given.

Site specific requirements:

- Redevelopment of a brownfield site to include 30 dwellings.
- Retention of trees with Tree Preservation Orders (TPO) on site.

SA08: Wessex House, off Great Western Road**Site description and overview:**

This site has been vacant for a considerable period of time and was previously used by an electrical wholesalers. It is located in close proximity to Gloucestershire Royal Hospital and has connections to other uses within the wider area including residential and business and is located within the boundary of the Housing Zone. It is also located in very close proximity to the City Centre and has excellent access to the sustainable transport network, being adjacent to the bus and rail interchange (which will be subject to significant improvements as part of the King's Quarter redevelopment). However, connectivity to the City Centre and stations is poor being via an underpass which is in need of significant improvements. The site offers the opportunity for redevelopment to provide for a range of uses, including residential or employment, along with improvements to the underpass.

Gross site area: 0.25 ha.

Summary of responses to previous consultation:

- There were no comments specific to this site.

Proposed allocation:

- Residential or employment.
- Potential for educational use.

Constraints:

- The site has unknown archaeological potential. Further archaeological assessment and mitigation may be required.
- Noise and vibration from railway.
- Possible contamination from former railway uses.

Sustainability appraisal findings:

- Minor negative impacts on sustainable transport and traffic.

Site specific requirements:

- Redevelopment of a brownfield site to include residential units.
- Improvements to station underpass.

SA09: Great Western Road Sidings**Site description and overview:**

Extensive area of railways sidings to the south of Great Western Road and north of Metz Way. The site contains vacant and redundant buildings, railway tracks and open scrubby land. Access is from Great Western Road. The site is still in operational use by Network Rail, but is being marketed and may in future be accessible to the Homes and Communities Agency (HCA). The HCA are actively looking to accelerate housing delivery at this site via the Gloucester Housing Zone. Freight sidings are either currently being relocated to southern triangle or there is a future plan to undertake this. As of September/October 2016, the University of Gloucestershire has proposed using part of the site (1.15 ha) directly opposite Gloucestershire Royal Hospital's main entrance for a University Technical College. Their proposals include a new 3 storey building, car parking, landscaping and 2 five a-side football pitches.

Gross site area: 4.34 ha.

Summary of responses to previous consultation:

- The site would be opened up if a new entrance to the station were to be provided giving access onto platform 4.

<p>Proposed allocation:</p> <ul style="list-style-type: none"> • University Technical College. • Residential development, 100 dwellings. • Whole site may lend itself well to employment development.
<p>Constraints:</p> <ul style="list-style-type: none"> • Noise, vibration & air pollution from railway. • The site contains significant built heritage assets, and has the potential to contain significant archaeological remains. Further archaeological assessment and mitigation are likely to be required. • Contamination from former railway use.
<p>Sustainability appraisal findings:</p> <ul style="list-style-type: none"> • Minor negative impacts on sustainable transport & traffic.
<p>Site specific requirements:</p> <ul style="list-style-type: none"> • University Technical College • 100 dwellings. • New strategic cycle and footway linking to City Centre and to any future development on Site SA05, Allstone site, Myers Road. • Large children's play area. • Formal sport provision. • Public open space. • Improvements to station underpass.

Longlevens Ward

- 4.29 Longlevens is an attractive suburb to the north of the City. It has a good quality housing stock and good facilities such as an excellent library, popular primary schools, sports facilities and shops. The ward is also home to the University of Gloucestershire Oxstalls Campus. There are good public transport links to the City Centre and also to Churchdown and Cheltenham.

<p>SA10: Land off Leven Close</p>
<p>Site description and overview:</p> <p>The site is a former playing field/pitch surrounded by residential uses. The access to the site is locked and therefore it is not public open space. Current access is off Paygrove Lane. The site is in close proximity to Longlevens Infant School. It was previously used as playing fields for use by the wider community and local schools, although it is understood this was a significant time ago. The site offers the opportunity for a limited amount of residential development whilst creating a significant amount of public open space and /or playing pitches for use by the wider community.</p>
<p>Gross site area: 1.4 ha.</p>
<p>Summary of responses to previous consultation:</p> <ul style="list-style-type: none"> • Loss of playing fields will be detrimental. • Need to check BGS maps for this site.
<p>Proposed allocation:</p> <ul style="list-style-type: none"> • A residential development of 20 dwellings with open space and/or playing pitches.
<p>Constraints:</p> <ul style="list-style-type: none"> • The site has been shown to contain some archaeological remains – archaeological mitigation may be required as part of any development. • Previous use as playing fields.
<p>Sustainability appraisal findings:</p> <ul style="list-style-type: none"> • Potential minor negative impacts on the historic environment.
<p>Site specific requirements:</p> <ul style="list-style-type: none"> • 20 dwellings. • Comprehensive SUDS scheme required. • Open space / playing pitches.

Matson and Robinswood Ward

- 4.30 Matson and Robinswood Ward is located to the south of the city with the southern boundary abutting the M5 motorway. Much of the housing stock is post-war social housing and the layout and built form of the ward is strongly influenced by Robinswood Hill which dominates the western third. The ward (and particularly Matson estate) contains high levels of deprivation, low household incomes, a high number of benefit claimants and a lack of employment opportunities. On the positive side, Matson's residents are fortunate to have good community facilities and easy access to public open space and beautiful rural areas.

SAI 1: Land Adjacent to St Aldates

Site description and overview:

Located in a residential area, this site is currently occupied by a former church hall which was originally a mission building for the local community. Now this wooden structure is in a poor state of repair. Demolition of this structure would release land for development along with part of vicarage grounds and release funds for repair of the listed St Aldates building.

Gross site area: 0.5 ha.

Summary of responses to previous consultation:

- None – not included in the consultation.

Proposed allocation:

- Residential development, 20 dwellings.

Constraints:

- Adjacent to Grade II* Listed Building.
- Loss of existing community facility to be assessed against policy.
- Trees with Tree Preservation Orders (TPO) on site
- Parking required for residents and for church /community use.

Sustainability appraisal findings:

- Minor negative impacts on soil quality and landscape / townscape.

Site specific requirements:

- 20 dwellings.
- Equipped children's play area.
- Community uses could be accommodated in the church building, post development.

Podsmead Ward

- 4.31 In terms of land area, Podsmead is one of the smallest wards in Gloucester. It has a strong sense of local identity and community as well as good levels of open space and community facilities and is home to the city's only running track. It also has good public transport links, access to the canal and pleasant views to Robinswood Hill. However the ward also has some of the highest levels of deprivation in Gloucester and the highest proportion of people living in social rented housing in the City.

SAI 2: Blackbridge Sports Hub

Site description and overview:

Playing field site with an actively used running track. Other than this site is underused and has been identified in the adopted Gloucester Playing Pitch Strategy and Artificial Grass Pitch Strategy as a significant opportunity for the creation of a sports hub to the southern part of the City, to complement that being taken forward at the University of Gloucestershire and Oxstalls Sports Park. This could be in combination with adjacent playing pitches. The City Council, along with Active Gloucestershire, has recently commissioned external support in preparing a feasibility study looking at potential improvements to existing pitches and the provision of new sports facilities. The site could be delivered in part through S106 and/or CIL contributions (once adopted).

Gross site area: 10.47 ha.

Summary of responses to previous consultation:

- None – not included in the consultation.

<p>Proposed allocation:</p> <ul style="list-style-type: none"> • Multi-sports hub, potentially in combination with adjacent playing pitches/sites.
<p>Constraints:</p> <ul style="list-style-type: none"> • It is understood that parking and access arrangements are currently difficult. • The site has unknown archaeological potential. Further archaeological assessment and mitigation may be required.
<p>Sustainability appraisal findings:</p> <ul style="list-style-type: none"> • Yet to be assessed.
<p>Site specific requirements:</p> <ul style="list-style-type: none"> • To act as a sports hub for Gloucester. The exact nature of this is yet to be determined but feasibility work is currently on-going. The site could be delivered in part through S106 and or CIL contributions (once adopted).

Quedgeley Fieldcourt Ward

- 4.32 Quedgeley Fieldcourt is the most southerly of Gloucester's wards. The ward is divided east and west by the A38. To the east is the older and more established area of Quedgeley, and to the west is the rapidly developing area of new housing and employment development. This area includes Waterwells Business Park, and major County Infrastructure namely the Gloucestershire Constabulary building and the Compass House Custody Suite.

SAI 3: Land East of Waterwells Business Park

Site description and overview:

This is a greenfield site with a small number of dwellings in the centre. The site is bounded by the railway line to the east and by employment development (off Brunel Court and Marconi Drive) to the west. To the south lie open fields. Naas Lane runs through the site and provides access via a narrow railway tunnel to Brookthorpe and Colethorp in Stroud District. About one quarter of the site is consented for employment use.

Gross site area: 6.1 ha for residential / 1.8 ha for employment

Summary of responses to previous consultation:

- Residential development will be the most appropriate on this site.
- Evidence is needed to test the transport impact of this proposed allocation and in particular the additional traffic which would use Junction 12 of the M5. Additionally what mitigation measures will accompany the development?
- The site is better suited to residential development as opposed to employment use. Necessary community services are now becoming available in this area.
- The best road/access through would be at the rear of Waterwells Business Park, but would be interested in looking at alternative routes in to the land.

Proposed allocation:

- Residential development, 150 dwellings.
- 1.8ha of employment land.

Constraints:

- The site has the potential to contain significant archaeological remains. Further built heritage and archaeological assessment and mitigation may be required. (See Site Historic Environment Assessments for the SALA).
- Part of the site is in Flood Zones 2 & 3.

Sustainability appraisal findings:

- Major negative SA scores for soil quality. Problematical and improbable because of known sustainability issues; mitigation likely to be difficult and/or expensive.
- Minor negative SA scores for townscape / landscape and health.

Site specific requirements:

- 150 dwellings.
- Enhanced pedestrian routes to Kingsway.
- Integration with Hunts Grove development (Stroud District).
- Open space provision.
- Equipped children's play area.
- Contribution to formal sport.

Quedgeley Severnvale Ward

- 4.33 Quedgeley Severn Vale Ward is situated to the south west of the City and is the northern most ward in Quedgeley Parish, which also includes Quedgeley Fieldcourt ward. The ward is bounded to the west by the River Severn and is bisected by the Gloucester and Sharpness Canal which runs north east to south west through the ward. The predominant land use to the west of the canal is agriculture while residential development lies to the east of the canal. The employment areas of Green Farm and Olympus Park are situated in the north east of the ward.

SAI 4: Land at Clearwater Drive

Site description and overview:

This is a greenfield site with residential development on three sides and the Gloucester/Sharpness canal to the north.

Gross site area: 2.09 ha.

Summary of responses to previous consultation:

Partial development of this site ensuring that nature conservation assets are managed and enhanced long-term is accepted from a biodiversity perspective on this County Council owned site. The site is designated as a Key Wildlife Site and thus an ecological survey and assessment will be needed to inform any detailed development proposals that might come forward.

Proposed allocation:

- 2 Form Entry Free School.

Constraints:

- Half of site in Flood Zone 2.
- The site has unknown archaeological potential. Further archaeological assessment and mitigation may be required.

Sustainability appraisal findings:

- Minor negative SA scores for biodiversity, soil quality and townscape/landscape. Potential sustainability issues in relation to these areas, but with the possibility of mitigation and/or negotiation.

Site specific requirements:

- 2 Form Entry Free School.
- Or 15-30 dwellings plus enhanced public open space provision.
- Large children's play area.

Westgate Ward (City Centre)

- 4.34 Westgate ward is the largest ward in Gloucester in terms of land area. It is located to the northwest of the city and includes two distinct parts; the city centre and Hempsted. The city centre forms the historic core of Gloucester, with Roman occupation commencing in AD 65 – 70. The basic layout of the city, with its 'gate' streets was laid out at this time. The ward includes the historic docks and other key sites and areas that have either been regenerated in recent times, or are in the process of regeneration such as Gloucester Quays, the Kings Quarter area, Greyfriars and Blackfriars.

SAI 5: King's Quarter

Site description and overview:

This central site is a priority regeneration site for Gloucester City Council. It has excellent access to services, facilities and employment. In terms of public transport the city's new bus station is being built within the site and Gloucester railway station is located at very close proximity opposite the site. The site is located within the Regeneration Area and identified as a priority site in the Housing Zone.

Gross site area: 2.2 ha.

Summary of responses to previous consultation:

- Important that the vitality and viability of the primary shopping area is protected and not undermined by developments in out of centre locations.
- Need to provide meaningful links between the existing redevelopment sites in this area.
- Kings square should be a park with surrounding cafes and restaurants.
- Need for quality housing close to the centre and to encourage city centre living.
- Fill empty shops in the city centre before any extra retail facilities are provided in King's Square.
- Provide for a multi-service development on that site, including an incorporated new facility that delivers traditional and modern library and information services alongside other information and cultural links.
- Need for a new bus station and individual shops rather than chains.
- Use Woolwich Square in London as a successful design example; it's always busy and used by all ages.
- Enforce traffic free areas.

Proposed allocation:

- Mixed town centre uses.
- As per July 2016 Master plan options: To include 5,000 – 10,000 sq. m gross retail (including small-scale convenience retail and ancillary A3, A4 and A4 uses), a new market hall, residential dwellings and student accommodation.

Constraints:

- Listed buildings.
- Located in archaeologically very sensitive area – further assessment and potentially extensive mitigation required.
- City Centre Conservation Area.
- Flood risk.
- Below ground Scheduled Ancient Monument.

Sustainability appraisal findings:

- Minor negative SA scores for flood risk, the historic environment and public open space. Potential sustainability issues in relation to these areas, but with the possibility of mitigation and/or negotiation.

Site specific requirements:

- At least 50 dwellings.
- 5,000 - 10,000 sq. m gross retail.
- New indoor market hall.
- Enhanced pedestrian and cycle linkages from city centre to railway and bus station.
- Improved public realm and open space.
- A careful and sympathetic understanding and interpretation of the historic environment including Whitefriars Priory.

SA16: Greater Blackfriars (Incorporating: Quayside & Barbican, Gloucester Prison, Ladybellgate Street Car Park, Longsmith Street Car Park and The Fleece).**Site description and overview:**

This complex brownfield site lies in the south west quadrant of the city centre. It has long been in need of regeneration. The successful redevelopment of this site would have major positive effects on the vitality and viability of the city centre and linkages within the centre, the historic docks and the River Severn. The County Council and City Council are working in partnership on part of this important area to progress a masterplan by way of a Local Development Order (LDO). The adoption of the LDO will enable a simplified planning regime for specified development. The LDO will effectively grant planning permission for specified types of development set out in the Order and accompanying Design Guide. The site is located within the Regeneration Area and identified as a priority site in the Housing Zone.

Gross site area: 4.8 ha.

Summary of responses to previous consultation:

- Uses within the Greater Blackfriars redevelopment should complement and not compete with the Primary Shopping Area (PSA).
- A key objective could be to bring existing heritage assets into active use within a specified time frame, to act as an anchor for the Quarter and a focus for the development of a creative/cultural hub.
- The Ministry of Justice (MoJ) support Gloucester City Council in its wider regeneration aims for the Greater Blackfriars area and it is recognised that the prison is an important component part of the regeneration. The former prison should be identified as a self-contained development site and should be identified as a predominantly residential led development.
- Flooding is a major concern especially the north west part of the Greater Blackfriars area.

Proposed allocation:

- Residential-led development, student accommodation and retail and ancillary town centre uses. At least 400 dwellings.

Constraints:

- Flood risk
- Scheduled Monuments
- Listed Buildings
- Conservation Areas
- Located in archaeologically very sensitive area – further assessment and potentially extensive mitigation required.

Sustainability appraisal findings:

- Minor negative SA scores for sustainable transport & traffic, flood risk, the historic environment and pollution and amenity. Potential sustainability issues in relation to these areas, but with the possibility of mitigation and/or negotiation.

Site specific requirements:

- At least 400 dwellings.
- 4,000 sq. m gross retail.
- Active ground floor frontages.
- Student accommodation.
- Multi storey car park to replace parking lost elsewhere on site.
- Enhanced pedestrian connectivity between the city centre, the Docks and Alney Island.
- New public open space/square to enhance setting of Blackfriars Priory.
- Active interpretation and public access to Gloucester Castle.
- Contributions to strategic infrastructure delivery.

SA17: Southgate Moorings off Commercial Street**Site description and overview:**

The site is located to the south west of Victoria Basin in the Docks and is currently used as a pay and display car park for Gloucester Docks and the city centre.

Gross site area: 0.5 ha.

Summary of responses to previous consultation:

- The site is currently being used as a car park, it needs to be separated from Site WN6 and handled as a single development opportunity.

Proposed allocation:

- Mixed-use redevelopment.

Constraints:

- Flood risk.
- Docks Conservation Area.
- Adjacent to Listed Buildings.
- Located in archaeologically very sensitive area – further assessment and potentially extensive mitigation required.

Sustainability appraisal findings:

- Minor negative SA scores for sustainable transport, the historic environment and education. Potential sustainability issues in relation to these areas, but with the possibility of mitigation and/or negotiation.

Site specific requirements:

- At least 40 dwelling units.
- Potential for HQ office building.
- Active ground floor frontage to Southgate Street.

SA18: 104, Northgate Street**Site description and overview:**

A small vacant/derelict site located in Gloucester city centre. The site had a previous planning permission for residential development and is located within the Regeneration Area and identified as a priority site in the Housing Zone.

Gross site area: 0.06 ha.

Summary of responses to previous consultation:

- Has the potential (along with other city centre sites) to be a significant trip generator.
- Performs well in terms of the SA, but some doubts over deliverability.

Proposed allocation:

- Residential with commercial uses on the ground floor. 20 dwellings and 50 sq. m for commercial uses.

<p>Constraints:</p> <ul style="list-style-type: none"> • Within City Centre Conservation Area. • Close proximity to Listed Buildings. • The site has the potential to contain significant archaeological remains. Further archaeological assessment and mitigation may be required. (See Site Historic Environment Assessments for the SALA).
<p>Sustainability appraisal findings:</p> <ul style="list-style-type: none"> • No negative SA scores given.
<p>Site specific requirements:</p> <ul style="list-style-type: none"> • 20 dwelling units. • Commercial activity at ground floor. • Integration required with Kings Quarter redevelopment opportunities.

Westgate Ward (North)

4.35 The northern part of Westgate ward includes the City Centre, Alney Island Nature reserve and St Oswald's Retail Park. A large proportion of the eastern part of this area is in Flood Zone 3.

<p>SA19: Land adjacent to Eastgate Shopping Centre</p>
<p>Site description and overview:</p> <p>A small vacant/derelict site located in Gloucester City Centre. The site had a previous planning permission for residential development and is located in the Regeneration Area.</p>
<p>Gross site area: 0.32 ha.</p>
<p>Summary of responses to previous consultation:</p> <ul style="list-style-type: none"> • None – not included within the consultation.
<p>Proposed allocation:</p> <ul style="list-style-type: none"> • Up to 5,000 sq. m gross retail, with other main town centre uses.
<p>Constraints:</p> <ul style="list-style-type: none"> • Adjacent to Scheduled Monument. • Within City Centre Conservation Area. • Located in archaeologically very sensitive area – further assessment and potentially extensive mitigation required. • Vehicular access to site is a constraint - pedestrian only?
<p>Sustainability appraisal findings:</p> <ul style="list-style-type: none"> • Potential minor negative impact on the historic environment.
<p>Site specific requirements:</p> <ul style="list-style-type: none"> • 5,000 sq. m. gross retail and/or residential development contributing to city centre viability and enhanced public surveillance.

<p>SA20: Land at St Oswalds</p>
<p>Site description and overview:</p> <p>This is a vacant site surrounded by retail development. Residential development is under construction adjacent to the site. Housing development could be a continuation of these developments. The site is located in the Regeneration Area and a priority site in the Housing Zone.</p>
<p>Gross site area: 2.5 ha.</p>
<p>Summary of responses to previous consultation:</p> <ul style="list-style-type: none"> • None – not included within the consultation.
<p>Proposed allocation:</p> <ul style="list-style-type: none"> • Residential development, 60 dwellings.
<p>Constraints:</p> <ul style="list-style-type: none"> • Flood risk. • Possible contamination from previous uses.
<p>Sustainability appraisal findings:</p> <ul style="list-style-type: none"> • Major negative SA scores for flood risk. Problematical and improbable because of known sustainability issues; mitigation likely to be difficult and/or expensive.

Site specific requirements:

- 60 dwellings to include affordable units.
- Contributions to open space.
- Equipped Children's play area.
- Contribution to formal sport.

SA21: Former Town Ham Allotments off Westend Parade**Site description and overview:**

The site is located to the north west periphery of the city, directly adjacent to existing Travelling Showpeople sites at Pool Meadow and Fairview. The site is owned by the City Council, is well located in terms of access to the road network and fairly close to the city centre. Given the proximity to the existing Travelling Showpeople community and in the light of the need identified in the most recent assessment, this site could form a useful extension/addition to existing sites. The City Council is currently undertaking the necessary investigations to determine deliverability.

Gross site area: 1.1 ha.

Summary of responses to previous consultation:

- None – not included within the consultation.

Proposed allocation:

- Depending on the outcome of assessment work, a site for Travelling Showpeople – either residential use, open storage use, or a mixture of both.

Constraints:

- Access limitations.
- Land contamination and instability.
- The presence of a high pressure gas pipe.
- Flood risk.
- Presence of mature trees and potentially ecologically sensitive areas
- The site has unknown archaeological potential. Further archaeological assessment and mitigation may be required.

Sustainability appraisal findings:

- Yet to be tested.

Site specific requirements:

- If the site is found to be deliverable for a residential purpose, an element of affordable accommodation may be required.

Westgate Ward (South including Hempsted)

- 4.36 Hempsted has a long history. As a village it was originally part of Stroud District, but was absorbed into Gloucester City in 1967. It now forms part of the wider built up area of the city. Hempsted landfill site is located to the east of the ward and this area is also prone to significant flooding. Hempsted is an attractive village. Recently developed areas around Monk Meadow are almost entirely residential, but there are new areas of employment along the South West Bypass and a new large Sainsbury's was built in 2009 backing onto the canal.

SA22: Secunda Way Industrial Estate**Site description and overview:**

This is a relatively small and narrow site forming vacant land located adjacent to existing employment units. Located off the Hempsted Bypass (Secunda Way) opposite the new housing development at Quayside Way. The site is surrounded by residential, public open space and employment uses. The development of this site for employment uses would form a natural extension to adjacent employment uses, although it is considered B2 Use Class would not be appropriate given the proximity to existing residential properties.

Gross site area: 0.7 ha.

Summary of responses to previous consultation:

- Development here would be the worst sort of linear development.
- Development would block the view of the green space west of the bypass.
- This site is supported.
- Development of this and other nearby sites would be damaging to the rural character of Hempsted.
- Further development would not be sustainable.
- Current infrastructure cannot sustain growth.

Proposed allocation:

- Employment use.

Constraints:

- No obvious constraints.

Sustainability appraisal findings:

- Minor negative SA scores for soil quality and townscape/landscape. Potential sustainability issues in relation to these areas, but with the possibility of mitigation and/or negotiation.

Site specific requirements:

- Avoid B2 Use.

SA23: Land at Rea Lane, Hempsted**Site description and overview:**

A greenfield site to the south of Chartwell Close, on the south western edge of Hempsted village. The land is agricultural improved grassland bounded by species poor hedge of high to medium landscape sensitivity. The land is adjacent to existing residential properties and would make a small but important contribution to Gloucester's housing supply.

Gross site area: 1.5 ha.

Summary of responses to previous consultation:

- Unsuitable development site due to access on Rea Lane.
- Lack of infrastructure for education and drainage constraints apply.
- These greenfield areas should be protected from development.
- Pleasant character of Hempsted would be destroyed.
- Inappropriate in terms of impact on Landscape Character Area.
- Adverse impact on character of the old village.
- Limited access with narrow roads.
- Already access problems for emergency vehicles.
- Local school too small to cope with more numbers as a result of development.
- Instability of land resulting from development of Chartwell close.
- The Sustainability Appraisal fails to properly assess the Hempsted sites.

Proposed allocation:

- Residential development of around 35 dwellings.

Constraints:

- Adjacent strategic Green Infrastructure (Severn and its wash lands).
- Potential impact on Hempsted Conservation Area.
- Topography of site constrains development.
- The site has unknown archaeological potential. Further archaeological assessment and mitigation may be required.
- Adjacent to Cordon Sanitaire.
- Access into the site is a constraint and off site highway works may be required to bring the site forward.

Sustainability appraisal findings:

- Minor negative SA scores for soil quality, townscape/landscape, city centre & local centres and health. Potential sustainability issues in relation to these areas, but with the possibility of mitigation and/or negotiation.

Site specific requirements:

- Around 35 dwellings.
- Enhanced vehicular access to the site.
- Large children's play area.

5.0 DELIVERY, MONITORING AND REVIEW

Introduction

- 5.1 The delivery of the GCP policies and site allocations are crucial to the success of the Plan. This will involve its use in day to day development management, the management of major regeneration initiatives in the city and the need for extensive partnership working.
- 5.2 The delivery of the GCP will at all times be intrinsically linked to the delivery of the Joint Core Strategy (JCS). The policies and proposals of the GCP should always be read alongside those of the JCS. The two plans will be delivered in parallel, and any review of these two separately produced plans is likely to be undertaken as one in the future.

Development management

- 5.3 The core purpose of the GCP is to provide an up to date suite of planning policies, which are compliant with national planning policy and planning guidance in the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG), against which planning applications submitted to the council can be assessed. These policies should be used alongside the strategic planning policies within the JCS.

Regeneration initiatives

- 5.4 There are a number of major regeneration initiatives, especially in the city centre that the council is working on with our development partners. This includes the Housing Zone projects in conjunction with the Homes and Communities Agency (HCA) including Blackfriars, and other joint projects and private sector led projects such as at the Kings Quarter.
- 5.5 The policies of the GCP (and JCS) will be used as guidance for the pre-application discussions, and the GCP allocations as policy guidance for the types of development that would be supported on these regeneration sites.

Partnership working

- 5.6 The City Council will continue to work with our neighbouring authority partners, both the JCS partners and other authorities including Stroud, all under our Duty to Cooperate.
- 5.7 The delivery of the GCP will be linked to the need for partnership working, especially on those development and infrastructure proposals that are located on the periphery of the city. This will include working with Tewkesbury Borough Council on the implementation of the JCS strategic allocations to the north and east of the city.
- 5.8 This will also include working with Stroud District Council on the issues arising from the planned growth to the south of the city, including the major new growth area at Hunts Grove.
- 5.9 This will also involve the need for good collaboration and partnership working with the private sector.

Transport and infrastructure delivery

- 5.10 Fundamental to the delivery of the GCP will be the ongoing relationship with Gloucestershire County Council. In particular there will need to be ongoing dialogue with regard to the delivery of the various transport projects contained within the Local Transport Plan, and also ongoing dialogue on issues such as education provision in the city.

- 5.11 Other issues such as the ongoing discussions regarding flood protection infrastructure with the Environment Agency will also be important. The Infrastructure Delivery Plan and consequent updates will be a useful guide in this regard.

Funding - Section 106, Community Infrastructure Levy and other sources

- 5.12 We must work together with the County Council and other delivery agencies to find innovative ways of funding the necessary infrastructure to support the planned growth and changing infrastructure needs of residents.
- 5.13 Infrastructure that is closely related to each development proposal will be accommodated on site, and continue to be negotiated via s106 agreements. This will continue to include the provision of policy compliant levels of affordable housing, subject to site specific viability issues.
- 5.14 The s106 approach needs to work alongside the new Community Infrastructure Levy (CIL) which is being implemented for the purposes of funding our strategic infrastructure requirements. Close partnership working with all other Gloucestershire local authorities will be required for the collection and spending of CIL monies.
- 5.15 In addition to s106 and CIL, other sources of funding will be required to be sourced for the delivery of essential infrastructure, including direct funding of infrastructure from central Government and other national / regional organisations.

Monitoring of the City Plan

- 5.16 Annual monitoring of housing and employment delivery against land supply and targets for delivery will continue as per previous years. This includes the calculation of the five year housing land supply position.
- 5.17 Housing delivery will be monitored against the housing targets and trajectory set out in the JCS and any future updates of the housing trajectory. Performance will be measured against the housing need set out in the JCS.
- 5.18 Output indicators have been included in the Monitoring Framework of the JCS to highlight progress in funding and delivering essential projects such as road improvement schemes and open space provision. The JCS output indicators are considered sufficient for the area and therefore it is not considered necessary to have a second set of indicators for the City Plan. The JCS provides comprehensive guidance for indicators in this regard.
- 5.19 The primary and secondary employment allocations will be monitored for gains and losses of both employment land supply and floorspace provision.
- 5.20 In time the annual monitoring of housing and employment is likely to be carried out in conjunction with the Council's JCS partners.

Review of the City Plan

- 5.21 The NPPF sets out that plans should be flexible to adapt to changing circumstances. The Council is therefore committed to reviewing the GCP at an appropriate time if significant delivery issues emerge through its annual monitoring and / or if policy compatibility issues emerge.

- 5.22 Monitoring the performance of the GCP is essential to assess its effectiveness, to record whether proposals and allocations are being delivered, and whether policies are being implemented and remain effective. The outputs of the annual housing and employment monitoring will enable the Council to be fully informed of progress on the ground, and ultimately whether a partial or full review of the plan is necessary.
- 5.23 The GCP has been written with the intention of it remaining a robust policy document for Gloucester city for the foreseeable future. It is not expected that a review of its policies in particular would be required before 10 years following its adoption.
- 5.24 However the supply of land for housing, employment and other uses is an area that requires constant monitoring. Whilst the strategic approach adopted for this City Plan is to maximise the capacity of developable land within the city boundary, further land may be required for the needs of Gloucester in the future. This is likely to require land from outside of the city boundary, and in this regard the review of the JCS is relevant.
- 5.25 The JCS sets out a specific approach to an early review. The early review approach uses percentage indicators for the delivery of housing including the use of a 10% buffer on housing delivery for each authority on an annual basis and a 75% trigger mechanism for strategic allocations should delivery of these fall below the expected rates of delivery over any three consecutive years.
- 5.26 The JCS is also expected to be reviewed in conjunction with other Gloucestershire authorities, including Stroud district. This is consistent with the Gloucestershire approach to Devolution.
- 5.27 An immediate single issue review of JCS retail policy is also required following its adoption. This may have an impact on sites identified for retail purposes within the city.
- 5.28 The need for a review of the GCP will therefore be an ongoing consideration in the context of any JCS review that may take place, and / or any significant changes to the national planning policy context. Therefore no specific time frame for the review of the GCP is required at this time.

APPENDICES

Appendix I

Glossary

Disclaimer – The Glossary is neither a statement of law nor an interpretation of the law. Its status is only an introductory and should not be used as a source for statutory definitions.

Accessibility

The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

Affordable Housing

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

Air Quality Management Areas

Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.

Allotment

A plot of land rented by an individual or community for the purposes of growing food and/or flowers.

Amenity - A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

Amenity Space

Open land, often landscaped, that makes a positive contribution to the appearance of an area or improves the quality of the lives of people living or working within the locality.

Ancillary Use

A subsidiary or secondary use or operation closely associated with the main use of a building or piece of land.

Archaeological Assessment

An assessment of the potential archaeological interest of a site or building. This can be either a desk-based assessment or a field assessment, involving ground survey and small-scale pits or trial trenching carried out by professionally qualified archaeologist(s) looking for historical remains.

Areas of Outstanding Natural Beauty

An area with statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty. Together with National Parks, AONB represent the nation's finest landscapes. AONB are designated by the Natural England.

Back-land Development

Development of 'landlocked' sites behind existing buildings, such as rear gardens and private open space, usually within predominantly residential areas. Such sites often have no street frontages.

Biodiversity

The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

Biodiversity Action Plan

The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

Brownfield Land and Sites

Previously developed land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. Also see 'Previously-Developed Land'.

Bulky Goods

Goods of a large physical nature (for example DIY, furniture, carpets) that sometimes require large areas for storage or display.

City Centre

The highest order centre, often a regional or sub-regional retailing and service centre, serving a wide catchment.

City Plan

The Development Plan for the City of Gloucester.

Climate Change

Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.

Climate Change Adaption

Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunities.

Climate Change Mitigation

Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.

Commitments

All land with current planning permission or allocated in adopted development plans for development (particularly residential development).

Community Facility

A place where the community can meet and come together to hold meetings and events.

Community Infrastructure Levy

A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area. Learn more about the Community Infrastructure Levy.

Conservation

The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Conservation Area

Local authorities have the power to designate as conservation areas, any area of special architectural or historic interest. This means the planning authority has extra powers to control works and demolition of buildings to protect or improve the character or appearance of the area.

Conservation Area Consent

Conservation Area Consent has been replaced by planning permission for relevant demolition in a conservation area.

Convenience Goods

Everyday essential items, such as food.

Convenience Shopping

The provision of everyday essential items, such as food.

Conversions

Generally means the physical work necessary to change the use of a building from a particular use, classified in the use classes order, to another use. Can also mean the sub-division of residential properties into self-contained flats or maisonettes.

Culture

Culture includes arts, media, sports, libraries, museums, parks, and the countryside, built heritage, tourism, and the creative industries.

Curtilage

The area normally within the boundaries of a property surrounding the main building and used in connection with it.

Decentralised Energy

Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.

Density

In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

Development Management

The process whereby a local planning authority receives and considers the merits of a planning application and whether it should be given permission having regard to the development plan and all other material considerations.

Development Plan

A document setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. This includes adopted Local Plans, neighbourhood plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

District Centres

A group of shops and some service outlets serving part of an urban area and providing a geographic focus for it, separate from the town centre but with more variety than local centres.

Dwelling and Dwelling House

A self-contained building or part of a building used as a residential accommodation, and usually housing a single household. A dwelling may be a house, bungalow, flat, maisonette or converted farm building.

Economic Development

Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

Edge of Centre

For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

Elevation

The actual facade (or face) of a building, or a plan showing the drawing of a facade.

Evidence Base

The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in Local Development Documents, including physical, economic, and social characteristics of an area.

Flood Plain

Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.

Flood Risk Assessment

An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

Fossil Fuel

Carbon-rich fuel (coal, oil and natural gas) formed from the remains of ancient animals and plants. Their combustion is considered to contribute to the 'greenhouse effect'.

Geodiversity

The range of rocks, minerals, fossils, soils and landforms.

Greenbelt (not to be confused with the term 'greenfield')

A designation for land around certain cities and large built-up areas, which aims to keep this land permanently open or largely undeveloped. The purposes of the green belt is to: check the unrestricted sprawl of large built up areas, prevent neighbouring towns from merging, safeguard the countryside from encroachment, preserve the setting and special character of historic towns, assist urban regeneration by encouraging the recycling of derelict and other urban land. There is no designated Green Belt land within the Gloucester City Boundary. The Green Belt outside of the City is defined within the Joint Core Strategy.

Greenfield Land or Sites

Land (or a defined site) usually farmland, that has not previously been developed.

Greenhouse Effect/ Global Warming

The gradual heating of the Earth due to greenhouse gases, leading to climate change and rising sea levels. Renewable energy, energy efficient buildings and sustainable travel are examples of ways to help avert the greenhouse effect.

Green Infrastructure

A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

Groundwater

An important part of the natural water cycle present underground, within strata known as aquifers.

Heritage Asset

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

Highway

A publicly maintained road, together with footways and verges.

Highways Agency

An executive agency of the Department for Transport. The Highways Agency is responsible for operating, maintaining and improving the strategic road network of England.

Historic Environment

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora. Historic Environment Record (HER) - Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

Housing Associations

A common term for independent, not-for-profit organisations that work with councils to offer flats and houses to local people.

Independent Retailer

A non-multiple retailer operating separately and outside of a larger company chain.

Infill development

The development of a relatively small gap between existing buildings.

Infrastructure

Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

Joint Core Strategy

The local core strategy 'Development Plan' document for the administrative areas of Gloucester City, Cheltenham Borough and Tewkesbury Borough councils.

Layout

The way buildings, routes and open spaces are placed or laid out on the ground in relation to each other.

Legibility (in terms of settlement patterns)

A legible area is one with a strong sense of local identity. Locations, streets, open spaces and places that have a clear image and are easy to understand. For example, a location that is easy to find your way around.

Listed Building

A building of special architectural or historic interest. Listed buildings are graded I, II* or II with grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. wells within its curtilage).

Listed Building Consent

Consent required for the demolition, in whole or in part of a listed building, or for any works of alteration or extension that would affect the character of the building.

Local Centre

A small group of shops and perhaps limited service outlets of a local nature (for example, a suburban housing estate) serving a small catchment. Sometimes also referred to as a local neighbourhood centre.

Local Development Plan

See 'Development Plan'.

Local Enterprise Partnership (LEP)

A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Local Planning Authority

The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

Main Town Centre Uses

Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Master Plan

A type of planning brief outlining the preferred usage of land and the overall approach to the layout of a developer. To provide detailed guidance for subsequent planning applications.

Material Consideration

A matter that should be taken into account in deciding a planning application or on an appeal against a planning decision.

Minerals Local Plan

A statutory development plan prepared by a minerals planning authority (Gloucestershire County Council) under transitional arrangements, setting out policies for the control of development constituting of the winning and working of minerals or the deposit of mineral waste.

Mixed Use (or mixed use development)

Provision of a mix of complementary uses, such as residential, community and leisure uses, on a site or within a particular area.

Multi-Use Games Area (MUGA)

An enclosed area, using a synthetic grass or hard surface for playing sports, for example five-a-side soccer or netball.

Nature Improvement Area

The protection, management and promotion of wildlife habitat for the benefit of wild species, as well as the communities that use and enjoy them.

Neighbourhood Development Plan

A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

National Planning Policy Framework

The Government's planning policies for England and how these are expected to be applied.

Older People

People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

Open Space

All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Original Building

A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally.

Out-of-Centre

A location which is not in or on the edge of a centre but not necessarily outside the urban area.

Out-of-Town

A location out of centre that is outside the existing urban area.

Over-development

An amount of development (for example, the quantity of buildings or intensity of use) that is excessive in terms of demands on infrastructure and services, or impact on local amenity and character.

Overbearing

A term used to describe the impact of a development or building on its surroundings, particularly a neighbouring property, in terms of its scale, massing and general dominating effect.

Overlooking

A term used to describe the effect when a development or building affords an outlook over adjoining land or property, often causing loss of privacy.

Overshadowing

The effect of a development or building on the amount of natural light presently enjoyed by a neighbouring property, resulting in a shadow being cast over that neighbouring property.

Planning Brief

A planning brief can include site-specific development briefs, design briefs, development frameworks and master plans that seek to positively shape future development.

Planning Condition

A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

Planning Field

The whole of a site which encompasses at least one playing pitch as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015.

Pollution

Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

Previously Developed Land

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

Primary and secondary frontages

Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.

Primary Shopping Area

Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage).

Private Open Space

Open space that is usually privately owned and is not usually accessible by members of the public.

Protected Species

Plants and animal species afforded protection under certain Acts and Regulations.

Public Art

Permanent or temporary physical works of art visible to the general public, whether part of a building or free-standing. For example, sculpture, lighting effects, street furniture, paving, railings and signs.

Public Open Space (POS)

Urban space, designated by a council, where public access may or may not be formally established, but which fulfils or can fulfil a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural usages).

Public Realm

Those parts of a village, town or city (whether publicly or privately owned) available, for everyone to use. This includes streets, squares and parks.

Regeneration

The economic, social and environmental renewal and improvement of the City.

Renewable and Low Carbon Energy

Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

Retail Floorspace

Total floor area of the property that is associated with all retail uses. Usually measured in square metres. May be expressed as a net figure (the sales area) or in gross (including storage, preparation and staff areas).

Retail Impact

The potential effects of proposed retail development upon existing shops.

Retail Impact Assessment

An assessment undertaken for an application for retail use (normally on developments over 2,500 square metres gross floorspace, but they may occasionally be necessary for smaller developments, such as those likely to have a significant impact on smaller centres) on the impact of the proposal on the vitality and viability of existing centres within the catchment area of the proposed development. The assessment includes the likely cumulative effect of recent permissions, developments under construction and completed developments.

Site of Special Scientific Interest (SSSI)

A site designated by Natural England under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (plants, animals and natural features relating to the Earth's structure).

Supplementary Planning Documents (SPD)

Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Supplementary Planning Guidance (SPG)

May cover a range of issues, both thematic and site specific and provide further detail of policies and proposals in a development plan.

Sustainability Appraisal (SA)

An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

Sustainable Transport Modes

Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

Transport Assessment

A comprehensive review of all the potential transport impacts of a proposed development or re-development, with an agreed plan to mitigate any adverse consequences.

Travel Plan

A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

Tree Preservation Order

A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a tree preservation order may not normally be topped, lopped or felled without the consent of the local planning authority.

Urban Design

The art of making places. It involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, to create successful development.

Urban Regeneration

Making an urban area develop or grow strong again through means such as job creation and environmental renewal.

Veteran Tree

A tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally.

Ward

A small sub-area of a local authority district.

Windfall Site

Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

ACRONYMS

AONB	Area of Outstanding Natural Beauty
AQMA	Air Quality Management Areas
BAP	Biodiversity Action Plan
JCS	Joint Core Strategy
HER	Historic Environment Record
HRA	Habitat Regulations Assessment
LDS	Local Development Scheme
LEAP	Locally Equipped Area of Play
LEP	Local Enterprise Partnership
MUGA	Multi Use Games Area
NPPF	National Planning Policy Framework
POS	Public Open Space
PPG	Planning Practice Guidance
PSA	Primary Shopping Area
SA	Sustainability Appraisal
SALA	Strategic Assessment of Land Availability
SCI	Statement of Community Involvement
SHMA	Strategic Housing Market Assessment
SPD	Supplementary Planning Document
SPG	Supplementary Planning Guidance
SSSI	Site of Special Scientific Interest
TPO	Tree Preservation Order

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