

Local Development Framework

Annual Monitoring Report 2009



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Executive Summary

This is the Council's fourth Annual Monitoring Report (AMR). It covers the period 1st April 2008 to 31st March 2009.

The AMR considers two main issues:

1. Progress made by the Council in producing the Local Development Framework; and
2. The impact of policies set out in the Local Plan (and in due course the Local Development Framework)

Progress in Producing the LDF

The Council's current LDF timetable, known as the Local Development Scheme (LDS) was submitted in September 2009 and approved in November 2009. The milestone targets within the revised LDS have all been achieved. These included January to June 2009 target consultation, preparation and alignment of evidence base, preparation and publication of Sustainability Scoping Report, development of vision, objectives and options for the Joint Core Strategy. Preparation of Infrastructure Delivery Plan. The second milestone of Public consultation on Issues and Key Questions for the Joint Core Strategy in November 2009 was also achieved. This Issues and Key Questions consultation period will remain open until February 2010.

Policy Impact

The impact of policies is assessment through monitoring indicators, many of which are set by the Government. This year many indicators have been removed and, therefore, are not included within this AMR. For ease of reference and consistency with previous AMRs existing Local Plan policies and emerging Local Development Framework policies are considered under the following headings:

- Housing
- Employment
- Transport
- Commercial Development (retail, office and leisure)
- Natural environment
- Built environment
- Leisure and recreation

The main findings are summarised below and set out in full in Section 4 of the report.

Housing

- 618 new dwellings were completed in the monitoring period.
- The South West Regional Spatial Strategy (Proposed Changes – July 2008) sets a housing target for Gloucester of 11,500 dwellings to be delivered from 2006 to 2026. An annual requirement of 575 dwellings (1,725 required to date).
- Between 2005/6 and 2008/9 a total of 2,015 dwellings were completed.

Employment

- Net gain of 0.55 hectares of employment land in the monitoring period.
- Retail development has taken place within the city centre.
- A variety of use class developments have been completed.

- The majority of new retail development has occurred within the city centre.
- One small retail unit, 92m² floorspace has been lost in the city centre.

Transport

- All new development has complied with parking standards.
- New housing development has occurred within 30 minutes access to public transport.

Natural Environment

- Biodiversity habitats, species numbers and areas of value have been successfully protected during the monitoring period.
- Gloucester City no longer has any open space managed to Green Flag Award standard.
- Air quality in the City has been monitored and there are some areas of concern.

Historic Built Environment

- 50 listed building applications were registered with the Council's Development Services Section during the monitoring period. Policies are being applied to protect the historic built environment of Gloucester City.
- Work continues to monitor buildings that have been registered as 'at risk', and the number on the register has decreased.

Recreation

- Gloucester City no longer has any open space managed to Green Flag Award standard.

1. Introduction

The 2004 Planning and Compulsory Purchase Act brought about changes to the way in which spatial planning is organised within local planning authorities. The Regional Planning Body produces the Regional Spatial Strategy (RSS) and Local Planning Authorities produce the Local Development Framework (LDF). The LDF is a portfolio of planning documents that will collectively deliver the spatial planning strategy for the City. When adopted these will replace the existing 1983 Gloucester Local Plan and the 2002 Revised Deposit Draft Local Plan, which has been approved for development control purposes.

Each local authority's program for the production and monitoring of its LDF documents is set out in the Local Development Scheme (LDS). The revised LDS for Gloucester was approved in June 2009.

Purpose of the AMR

As part of the Local Development Framework, the Council is required to produce an Annual Monitoring Report (AMR). The report must be submitted to Government Office for the South West no later than 31st December each year.

The purpose of the AMR is to provide information on the implementation of the approved LDS and the extent to which policies contained within the plans and documents in the LDF are being achieved. AMRs are also expected to fulfil the monitoring requirements of Sustainability Appraisal (SA) and the Strategic Environmental Assessment (SEA) Regulations¹. In broad terms, this means that monitoring must be linked to the significant environmental or sustainability effects caused by the implementation of each Local Development Document (LDD) within the LDF.

The AMR will reach a point where it will be possible to look at the extent to which LDF policies are being achieved. At present however, no LDF policies have been adopted. Therefore, this AMR, which is the fifth to be produced by the City Council and covers the period 1st April 2008 to 31st March 2009, looks at the impact of adopted, draft and emerging policies.

Why Monitor?

Monitoring is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done.

Monitoring helps to address questions like:

- Are policies achieving their objectives and in particular are they delivering sustainable development?
- Have policies had unintended consequences?
- Are the assumptions and objectives behind policies still relevant?
- Are targets being achieved?

Monitoring is becoming increasingly important because Local Development Frameworks must be continually reviewed and revised. Monitoring of the implementation and effect of the different components of the LDF is central to this process.

Monitoring Information Provided in this AMR

This AMR presents an analysis against the policies that are currently in the LDF. For Gloucester the LDF currently includes the Local Development Scheme, Statement of Community Involvement and previous Annual Monitoring Reports.

This AMR covers the period 1st April 2008 to 31st March 2009. Good Practice Guidance advises authorities to clearly link policies to objectives, targets and indicators to facilitate LDF monitoring and review. It also indicates a strong relationship between the SA process and the AMR. For Gloucester City Council it is currently difficult to make some of these links as many documents are still under development, including the Core Strategy. The links between policies, objectives, targets and indicators will be clearer in future AMRs as new documents and their Sustainability Appraisals are developed and adopted.

There are four different types of measures (indicators) of planning policy performance:

- Contextual indicators – not connected to any policy but provide information on the general environmental, social and economic conditions
- Process indicators – for LDS delivery
- Output indicators – which measure the performance of policies in the LDF
- Significant effects indicators – which measure the significant environmental, economic and social effects of policy implementation

Structure of the Report

This report consists of a further three sections:

Section 2 sets out the sustainability context for Gloucester, based on contextual indicators.

Section 3 reports on LDS delivery, providing an overview of the timetable including key milestones and reporting progress on the preparation and implementation of LDDs.

Section 4 reports on the performance of LDDs, based on National Core Output Indicators and Local Output indicators.

2. Gloucester City Profile

Overall Context

Gloucester is the capital city for the county of Gloucestershire. The local authority area is predominantly urban and is bound to the west by the River Severn and to the north, east and south by the predominantly rural boroughs of Tewkesbury and Stroud. The District is served by good transport connections via the M5 and rail links, offering access to Bristol, the Midlands and London.

The topography of the City is mainly flat, lying on the lias clays of the Severn Vale, with the exception of Robinswood Hill that rises to 198m above sea level and is an outlier of the Cotswold escarpment. There are two sites of Special Scientific Interest, Hucclecote Meadow and Robinswood Hill Quarry.

In terms of its built environment, Gloucester is recognised as one of Britain's most important historic cities. It's varied townscape and wealth of archaeological remains bears witness to almost 2000 years of continuous habitation. Altogether, the city has 707 listed buildings, a high proportion of which are Grade I or II*. Gloucester also has 26 scheduled monuments and thirteen designated conservation areas, which cover most of the City Centre as well as areas beyond.

On the whole the residents of Gloucestershire enjoy a relatively good quality of life, but there are a number of social issues in Gloucester City that pose a challenge to local decision makers and partnership groups. This section provides contextual information on issues that provide background information on the general environment, social and economic conditions in the City.

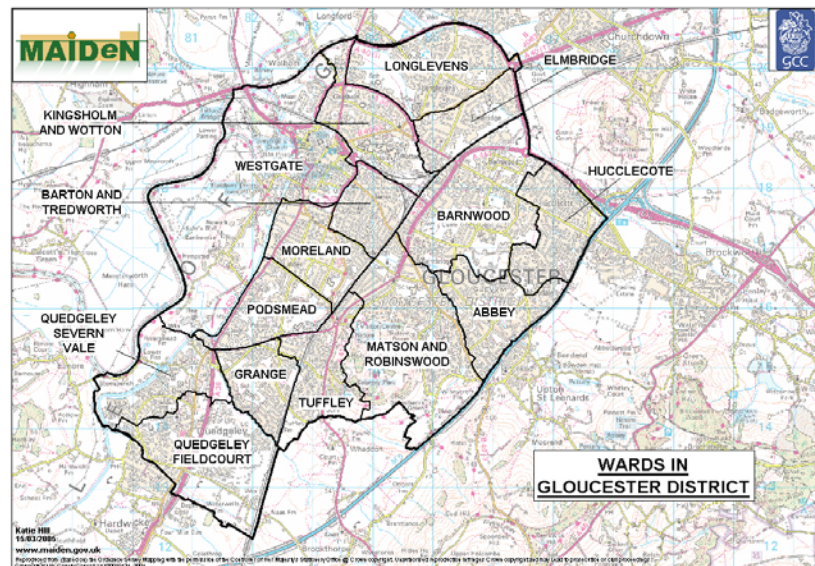


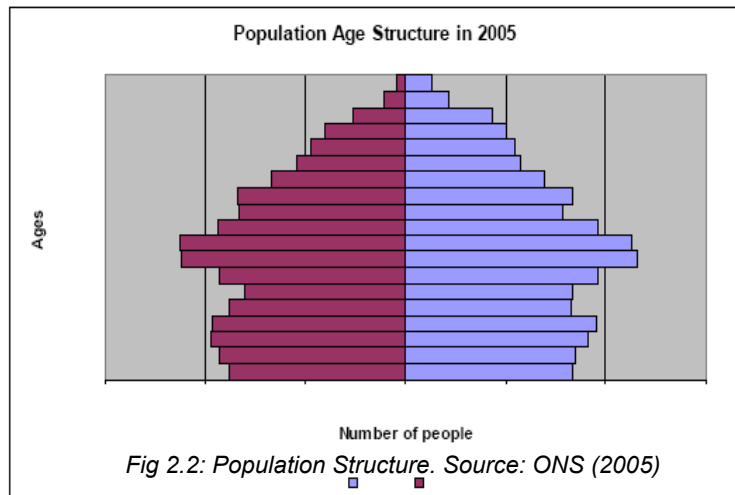
Fig 2.1: Wards in Gloucester

Demographic Structure

The total population for Gloucester City authority area is approximately 114,547 according to the 2007 mid-year population estimate. This population is distributed across 15 wards. The three largest wards are Barton and Tredworth (10,952), Matson and Robinswood (10,605) and Moreland (10,062). The City's population is forecast to rise to 123,050 by 2026¹.

Age Structure

The age structure of Gloucester's population, as illustrated in the chart, is relatively young with peaks for both male and females in the 35-45 age brackets. The average age of residents in Gloucester is 37.



Population Density

The population density of Gloucester is 27.6 persons per hectare. The density levels vary across the City, as demonstrated in the table below. The most densely populated ward is Barton and Tredworth, while Westgate ward has the lowest density due its large area, which is dominated by city centre and employment uses.

Ward	Size (hectares)	Population	Population Density
Abbey	197	9,556	48.6
Barnwood	398	9,115	22.9
Barton and Tredworth	131	10,327	78.6
Elmbridge	144	5,617	39.0
Grange	142	6,865	48.5
Hucclecote	194	9,159	47.2
Kingsholm and Wotton	215	6,263	29.1
Longlevens	282	9,063	32.1
Matson and Robinswood	486	10,242	21.1
Moreland	183	10,054	55.0
Podsmead	175	3,116	17.8
Quedgeley Fieldcourt	349	5,510	15.8
Quedgeley Severvale	227	6,290	27.8
Tuffley	194	5,749	29.6
Westgate	736	4,056	5.5

Table 2.1: Population Density

¹ The Gloucester Story (2006) Published by Gloucestershire County Council.

Dwellings and Households

Total number of households

There are currently 47,900 households in Gloucester. 44,227 of these are private sector households (including properties owned by Registered Social Landlords). The growth in households is outstripping the population growth as a result of the increase in single person or smaller households, which is a reflection of a national trend (source the Gloucester Story 2006).

Average household size

The average household size based on 2001 Census was 2.37 persons per household, slightly higher than the national and regional average. In June 2005, the number of people per private sector households in Gloucester was as follows:

- One person = 10,535 (23.8%)
- Two persons = 18,054 (40.8%)
- Three persons = 4,431 (10%)
- Four persons = 3,149 (7.1%)

Household Composition

According to the 2001 Census there were 45,765 households in Gloucester, broken down as follows:

One person households	13,821
Households of more than one person	31,944
of which:	
1 adult of any age and 1 or more children	2,589
1 adult non-pensionable or 2 adults of pensionable age and no children	5,916
2 adults and 1 or 2 children	6,920
2 adults of non-pensionable age and no children	8,178
2 adults and 3 or more children or 3 or more adults and 1 or more children	3,845
3 or more adults and no children	4,496

Household Tenure

The split of private sector housing stock (44,227 in total including RSL) by tenure in Gloucester in June 2005 was as follows:

Tenure	Number	%
Owner occupied	36,133	81.7
Private rented	3,273	7.4
Registered Social Landlord	2,344	5.3
Other	177	0.4
Tenure unobtainable	2,300	5.2

Quality of housing stock

In June 2005 16.3% of private sector households in Gloucester failed to meet the Government's Decent Homes Standard, compared with 33.1% for England as a whole.

Attitudes towards housing

Satisfaction towards private sector housing within the City is as follows (source: Private Sector House Condition Survey, 2005):

- Very satisfied 81.8%
- Quite satisfied 15.6%
- Dissatisfied 2.3%
- Don't know 0.3%

Tenant Satisfaction

In 2004 63.8% of tenants were fairly or very satisfied with social housing in Gloucester

Housing and date of construction

In June 2005 there were 44,227 private sector homes (including RSL), their dates of construction are as follows (source: Private Sector House Condition Survey, 2005):

Date	Number	%
Pre 1919	8,094	18.3
1919 – 1944	7,451	16.8
1945 – 1964	4,725	10.7
1965 – 1974	7,560	17.1
1975 – 1981	4,840	10.9
Post 1981	11,546	26.1

Dwelling type

The breakdown of dwelling type in Gloucester is as follows:

Type	%
Detached house or bungalow	20.17
Semi-detached house or bungalow	41.39
Terraced house or bungalow	23.3
Flat, maisonette or apartment	10.26
Flat, maisonette or apartment as part of a converted shared house	3.3
Flat, maisonette or apartment (in commercial building)	0.95
Caravan or other mobile or temporary structure	0.54

Housing affordability

Housing affordability is an issue in Gloucester with the average property price in the City being 7.5 times the average family income in 2005. Figures from 2003 show that 75.1% of

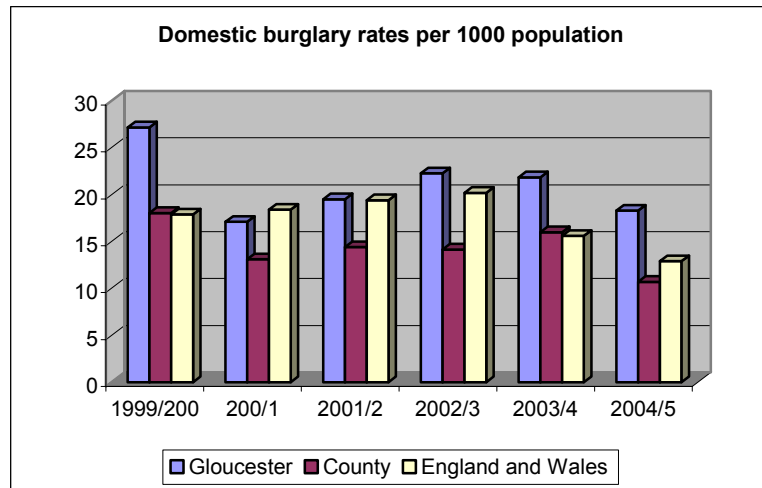
households could not afford to buy in the lowest quartile of house prices (source: The Gloucester Story, 2006).

In the last quarter the average house price in Gloucestershire County was £234,079. However, Gloucester's average price last quarter was considerably lower at £155,118, demonstrating that Gloucester caters for many housing needs within an affluent rural county.

Crime

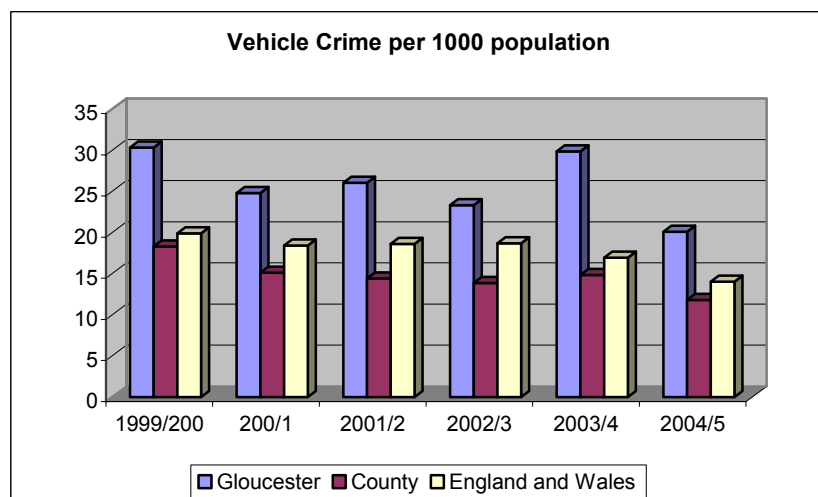
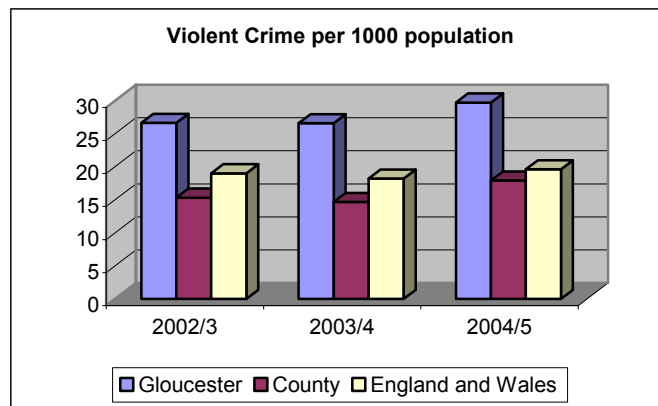
Crime rates

Crime rates in Gloucester are relatively high with burglary rates at 20 per 1000 population, compared to 12 per 1000 nationally for 2004/2005. Violent offences and vehicle crime are also high compared to county and national averages for the same period (source The Gloucester Story). However, in 2007/8 the burglary rate in Gloucester had reduced to 12.6 per 1000 population (Home Office).



Fear of Crime

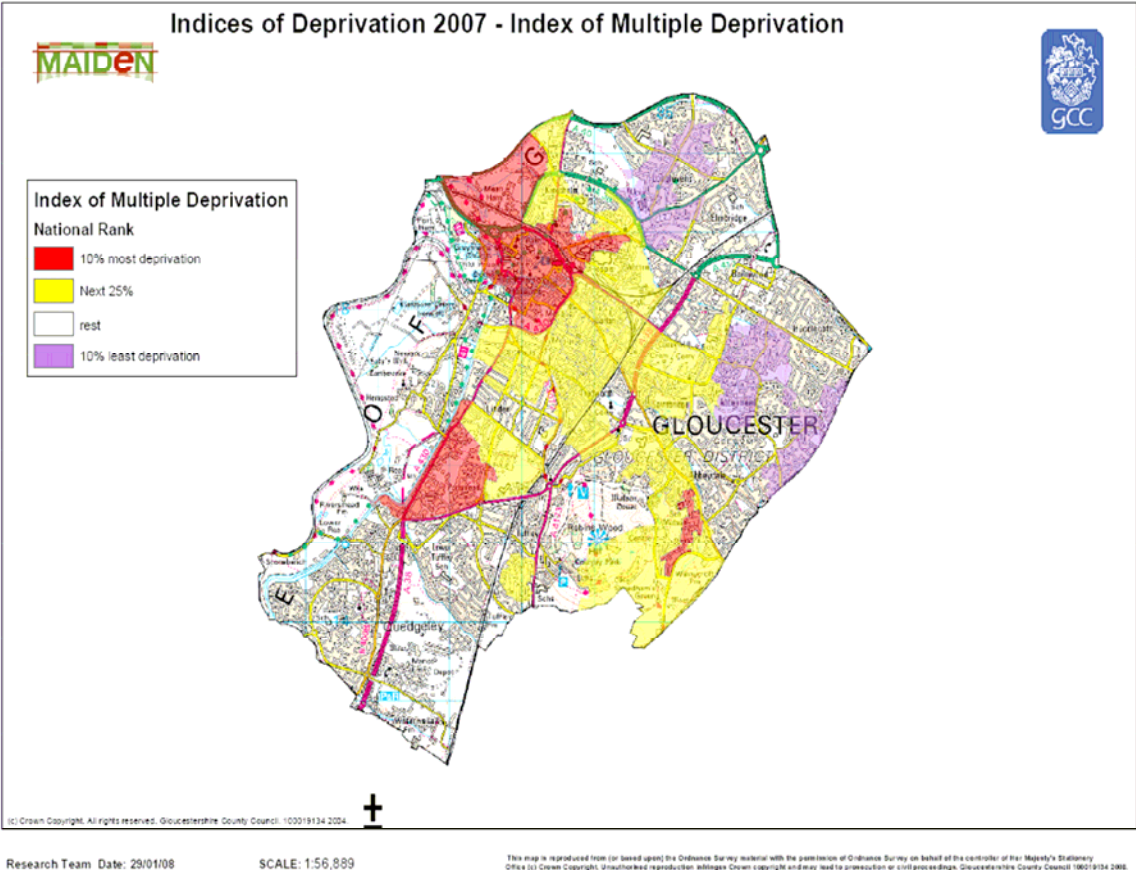
In 2004 85.6% of residents in Gloucester felt safe in their local areas during the daytime, compared to 90.3% across the county. At night 32.7% of residents felt safe in their local area compared to 44.2% for the County.



Health and well-being

Deprivation

Gloucester has 5 super output areas that fall within the top 10% of the most deprived super output areas in England. There are approximately 7,500 residents living within these deprived areas. The index of multiple deprivation for Gloucester is mapped below. Gloucestershire as a County is ranked as one of the least deprived counties in England. The disparity between the City and the County as a whole is therefore quite significant.



Fuel Poverty

A household is considered to be in fuel poverty if it cannot afford to keep its home warm, and are usually defined as those needing to spend more than 10% of their income to heat their home to a healthy temperature. In Gloucester 22% of households are defined as being in fuel poverty and, along with Cheltenham, has the highest rate of fuel poverty in the County. The County average is 20%. However, the rate is equal to that for the south west region and is less than that for England as a whole (23%).

Life expectancy

Average life expectancy for residents in Gloucester is 75.8 years for men and 81 years for women. This is comparable with national figures of 76.1 and 80.6 respectively (source: The Gloucester Story, 2006).

Long term limiting illness

16.9% of the City population suffers from long term limiting illness, with 7% of the economically active population having a long-term illness. This compares favourable with 18.2% nationally (source 2001 ONS).

Economy

Main economic sectors

Gloucester has been hit particularly hard by the demise in the manufacturing industry. Between 1997 and 2002 manufacturing employment in the City dropped by 26.5%, compared to 15.3% for Gloucestershire and 10.9% for Great Britain. In contrast, there has been increased employment in the public sector due to increased spending by the government on health and education.

In 2002, the most prominent sectors of the economy in Gloucester were public administration, education and health, distribution, hotels and restaurants and banking finance and insurance. These sectors employed 29%, 25% and 18% of the workforce respectively. In particular, public administration and health was higher than both the county and national averages (source: ONS Annual Business Enquiry, 2002).

Figures show that there has been a reduction in the number of businesses registered for VAT in Gloucester since 1994.

Economically active

The table below illustrates figures regarding the economic activity of Gloucester's residents, compared to the region and nation.

	Gloucester	SW Region	Nation
% Population of working age	62.1	60.2	62.2
% of working population that is economically active	83.9	81.5	78.6
% of economically active population that are unemployed	4.6	3.9	5.2
% of working age population claiming job seekers allowance	2.4	1.2	2.15
% of unemployed people claiming benefits who have been out of work for more than a year	8.2	7.9	11.5

As of April 2004 - March 2005 the number of economically active people in Gloucester was 54,500, amounting to 81.2% of the working age population. This has increased from 79.3% between March 2002 and February 2003, but fallen from 86.9% between March 1999 and February 2000 (Source: Office for National Statistics (ONS) via NOMIS from Annual Population Survey).

Gross Value Added £ Per Head (Productivity)

The latest information for gross value added per head is £18,900 for Gloucester City (Source: Economy of Gloucestershire 2006).

Unemployment

In March 2006 only 2.4% of the working population was unemployed, this compares favourably to the national average rate of unemployment of 2.7%. (Source: NOMIS).

Average Earnings

Average earnings in Gloucester lag behind the County and national averages with the average wage in the City in 2005 being £19,703 compared to £23,854 nationally. (Source: The Gloucester Story 2006).

In June 2005, the earnings of the head of private sector households were as follows:

Amount	%
Less than £2,599	0.57
£2,600-£3,899	2.36
£3,900 - £5,199	5.19
£5,200 - £7,799	8.88
£7,800 - £10,399	7.18
£10,400 - £12,999	8.47
£13,000 - £14,199	7.96
£14,200 - £15,559	11.85
£15,600 - £18,199	18.13
£18,200 - £20,799	8.44
£20,800 - £25,999	8.30
£26,000 - £31,199	5.58
£31,200 - £36,399	2.85
£36,400 - £41,599	0.18
£41,600 - £51,999	3.22
£52,000+	0.84

(Source: Private Sector House Condition Survey 2005)

Retail and Commercial Leisure

Shop Numbers

In April 2005 there were a total of 253 shops in Gloucester City Centre (Zone A). There has been a small decline in the number of shops from 256 in October 2000, to 253 in April 2005 (source: retail vacancy rates supplied by Central Gloucester Initiative).

Vacancy Rates

In April 2005, a total of 91.3% of shops in Gloucester City Centre (Zone A) were occupied and open. Between October 2000 and April 2005 the average occupancy rate in Gloucester was 91.9%.

Education

GCSE qualifications

In 2004, 51.6% of Gloucester's 16 year olds achieved 5+ GCSEs grades A*-C. This is slightly lower than the national average of 53.7%.

Working age population with NVQ level 3

In Gloucester 20% of the working population hold a foundation degree or higher qualification. This is lower than the regional and national averages of 26.5% and 26.5% respectively.

Transport

Car ownership

The table below illustrates the percentage of car ownership in Gloucester compared to the County and England and Wales (source ONS 2001 Census).

	No cars	1 car	2+ cars
Gloucester	24.2	45.9	30.0
Gloucestershire	18.7	43.8	37.5
England and Wales	26.8	43.8	29.4

School transport

In 2003 the largest mode of transport used to take children to school was the private car, constituting 45% of journeys to primary school, and 41% of journeys to secondary school.

The second largest was walking and cycling, which constituted 54% of journeys to primary schools and 34% of journeys to secondary schools. Bus transport accounted for only 1% of journeys to primary schools and 34% of journeys to secondary schools.

Commuter interactions

Research has shown that in 2001 around 73,000 commuters travelled to, from or within the Gloucester area to work each day. Altogether around 55,200 people work in Gloucester itself, 31,200 of which live in the city and 24,000 that commute in from elsewhere.

Of the commuters coming into Gloucester the largest numbers come from Tewkesbury (5,370), Stroud (5,230), the Forest of Dean (4,550) and Cheltenham (3,450). For those that live in Gloucester but commute to other districts to work, the largest recipients are Tewkesbury (5,080), Cheltenham (4,420) and Stroud (3,000).

Commuting Distance

The average distance travelled by Gloucester residents to a fixed place of work is 10.59 km. This is lower than the county and national averages of 14.02km and 13.31km respectively.

Commuting mode

The preferred mode of transport to work is outlined in the table below. This illustrates that the main mode of transport is the private car or van. However, the level of car ownership in Gloucester is lower than the County average.

	%
Work from home	7.17
Underground, metro, light rail or tram	0.05
Train	0.43
Bus, mini-bus or coach	6.54
Motorcycle, scooter or moped	1.54
Car or van	60.19
Passenger in a car or van	7.04
Taxi	0.17
Bicycle	6.06
On foot	10.5
Other	0.32

Residents Travel to Work Mode

The table below shows resident's travel to work modes in Gloucester according to the 1991 and 2001 Census'. Between 1990 and 2001 the number of people travelling to work by car increased from 58.26% to 64.51%. All other modes experienced a decline. In particular, 'car passenger' experienced a 2.03% decrease, and 'motorcycle' experienced a 1.55% decline. (Source: The Gloucester Story 2005).

Mode	1991 %	2001 %	Difference
Private car	58.26	64.51	+6.25
Walking	11.59	11.28	-0.31
Car Passenger	9.61	7.58	-2.03
Public transport	8.67	7.89	-0.78
Bicycle	7.75	6.5	-1.25
Motorcycle	3.18	1.63	-1.55
Other modes	0.94	0.61	-0.33

Walking and Cycling

In 2001, an average of 17.41% of people in Gloucester went to work by either walking or cycling. However this figure does mask quite significant variations by ward. For example, the ward with the highest percentage was Westgate, where 33.01% of people walked or cycled into work, compared with Quedgeley Severn Vale, with the lowest percentage at 7.6% (Source: ONS 2001).

Environment

Area protected by a designation

The table below sets out the different environmental designations in place in Gloucester and what percentage of the city they cover.

Designation	Area (hectares)	% of city covered by designation
Landscape conservation area	1,102	27
Floodplain	835.9	20.6
Site of nature conservation interest	298.9	7.4
Site of Special Scientific Interest	3.56	0.08
Cordon Sanitaire	133.3	3.3
Conservation area	112	2.8
Areas of principal archaeological interest	1,218	30.1
Public open space	244.9	6
Private playing field	53.76	1.3
Allotment	17.12	0.42

Air Quality

Gloucester has three air quality management areas (AQMAs) where air quality is below required national standards. These include Priory Road, Barton Street and Painswick Road. Air quality in the rest of the City is considered to be acceptable.

River Quality

River quality within Gloucester is mixed. Data from the Environment Agency shows that the River Twyver, the Wotton Brook and Daniels Brook fail to meet acceptable river quality standards, while the Sudbrook, Dimore Brook and River Severn comply with river quality requirements (source: Environment Agency).

Energy Efficiency

SAP uses information on appliances and insulation to profile energy efficiency. This permits a grading of properties in a score of 1-120. The current UK average score is 51, with construction to current building regulations achieving a score of 65.

The following results were achieved in Gloucester in June 2005:

Less than 5	0		
5 to 15	612	56 to 65	10,180
15 to 25	99	66 to 75	13,327
26 to 35	509	76 to 85	7,009
36 to 45	1,011	86 to 95	2,432
46 to 55	6,522	Over 95	248

The average SAP rating for a private sector dwelling in Gloucester in June 2005 was 61, which is higher than the national average.

Waste production and recycling

The table below shows the amount of domestic waste produced by each local authority in Gloucestershire for the period 1 April 2005 and 31st March 2006.

	Waste Produced		Recycled		Composted		Landfill	
	Kg/head	Total tonnes	Total tonnes	%	Total tonnes	%	Total tonnes	%
Gloucester	439	48687	7071	14.5	644	1.3	40972	84.2
Cheltenham	446	49483	8111	16.4	4099	9.5	36673	74.1
Stroud	346	37919	8297	21.9	0	0	29622	78.1
Cotswold	464	38361	6597	17.2	7586	19.8	24179	63
Forest of Dean	451	36365	4964	13.7	7468	20.5	23933	65.8
Tewkesbury	429	33532	5550	16.5	13	0	27969	83.4
Average	429	40725	6765	16.7	3301.6 7	8.5	30558	74.8

The amount of waste produced in Gloucester reduced between 2005 and 2006. The amount of waste going to landfill has steadily reduced, while the amount recycled has increased (source: Waste Management Unit, Environment Directorate, Gloucestershire County Council).

3. Progress on the Local Development Framework

LDF section for inclusion in 2008/09 AMR

Local Development Framework

A Local Development Framework is a group of planning policy documents which together make up the development plan for an area. The Local Development Framework (LDF) process allows Gloucester City Council the flexibility to prepare, adopt and revise policy documents relating to different aspects of the development plan independently. This system was introduced by the Government in 2004 to help planning authorities to respond to changing circumstances and keep plans and policies up to date. The system is a continuous programme of policy development, monitoring and revision.

The key policy document in the Local Development Framework is the Core Strategy. The Core Strategy is central to the LDF, all other Development Plan Documents and Supplementary Planning Documents will be in conformity with it. The Core Strategy will identify the key issues facing the area and set out a vision and strategy for tackling them.

In July 2008 Gloucester City, Cheltenham Borough and Tewkesbury Borough Councils made a formal resolution to prepare a Joint Core Strategy to guide development in the period up to 2026. The Joint Core Strategy will cover the administrative areas of Gloucester City, Cheltenham Borough and Tewkesbury Borough. The interdependent nature of the three administrative areas necessitates a close working relationship. The formal agreement to work jointly on a Core Strategy has been a significant step in ensuring a cohesive approach to development in and around Gloucester and Cheltenham whilst focussing on the special needs of the market towns of Tewkesbury, Bishops Cleeve, Winchcombe and surrounding rural areas.

Significant progress has already been made on the Joint Core Strategy (JCS). Evidence base work to support the JCS has been undertaken and the majority of reports forming the evidence base for the JCS have been completed or are near completion. Progress with parts of the evidence base are outlined in the table below.

The delay experienced in publishing the Government's South West Regional Spatial Strategy (RSS) has caused the JCS authorities a number of difficulties in progressing on the timetable agreed in the Gloucester City and Tewkesbury Borough Local Development Schemes. The full version of the RSS was due to be published in June 2009. This would have provided the strategic context for the JCS authorities to progress with publication of options for development in the JCS.

While the JCS authorities have reacted positively in continuing to progress the JCS, an important consideration in the preparation of the document has been how it will sit within the development plan hierarchy and the process of undertaking Strategic Environmental Assessment and Sustainability Appraisal (SEA/SA) work without duplication of that undertaken by the RSS. The JCS authorities therefore found that publishing a consultation document which would include the options for development in areas of search contained within the RSS document without an adequate SEA/SA being published at a regional level was not appropriate.

The programme management framework put in place for the Joint Core Strategy has worked well, with agreement by the Member Steering Group to progress with the JCS production in spite of the uncertainty surrounding the RSS. An 'Issues and Key Questions' consultation document has been published to give the general public an opportunity to comment on the

future of the JCS area. This document forms part of the 'Regulation 25' continuous early engagement required in the production of development plan documents. Positive responses have been received, both from the public and local media, regarding the principal of joint working and the opportunity to comment on the future of the area. Considering the early stage of the document preparation, there has been a good level of attendance at the various exhibitions held within the JCS area. The consultation period is due to end on 1 February 2010.

A new timetable for the production of the JCS was agreed with the Secretary of State in November 2009. The new timetable makes provision for the delayed publication of the RSS. The JCS authorities will be developing the preferred options document for publication in October 2010 and with pre-submission consultation in March 2011. This programme will permit submission and adoption to take place in June 2011 and December 2011 respectively. The revised programme is set out in the table below.

Original JCS Programme	Original Milestone	Revised JCS Programme	Revised Milestone
Jan – June 2009	Targeted consultation. Preparation and alignment of evidence base, preparation and publication of Sustainability Scoping Report*, Development of vision, objectives and options for the Joint Core Strategy. Preparation of Infrastructure Delivery Plan	Jan – June 2009	Targeted consultation. Preparation and alignment of evidence base, preparation and publication of Sustainability Scoping Report*, Development of vision, objectives and options for the Joint Core Strategy. Preparation of Infrastructure Delivery Plan
Sept 2009	Public consultation on draft Joint Core Strategy	Nov 2009	Public consultation on 'Issues and Key Questions' for the Joint Core Strategy
Mar 2010*	Formal publication of Joint Core Strategy	Oct 2010	Public consultation on "Preferred Options" document
May 2010*	Submission of Joint Core Strategy	Mar 2011	Formal publication of the and pre-submission Consultation
Nov 2010*	Examination	June 2011	Submission
May 2011*	Adoption of Joint Core Strategy	Dec 2011	Adoption of JCS

4. Policy Impact

A fundamental element of the Local Development Framework is monitoring how well policies are performing. This section of the Annual Monitoring Report examines whether policies and related targets are being met, or progress is being made towards these targets. If targets are not being met reasons shall be explored.

It has been specifically stated that the Annual Monitoring Report should:

- Consider whether policies and related targets in Local Development Documents have been met or progress is being made towards meeting them, or where they are not being met or not on track to being achieved, the reasons why.
- Consider what impact the policies are having in respect of national and regional targets and any other targets identified in Local Development Documents.

The performance of the policies is measured using two sets of indicators, National Core Output Indicators (NCOI) and locally derived indicators. A list of NCOI has been provided and updated. These indicators have been reported on through RPG10/RSS monitoring to South West Regional Assembly. The number of indicators has been reduced considerably.

Because Gloucester's LDF policies have yet to be formally adopted, in terms of assessing policy impact, this section of the AMR looks primarily at existing Local Plan policies taken from both the adopted 1983 Local Plan and the 2002 Revised Deposit Draft Local Plan. For completeness, some commentary is also provided on emerging LDF policies, although these are of course now subject to significant change in light of the decision to prepare a Joint Core Strategy.

For ease of reference policy impact is considered under the following categories:

- Housing
- Employment
- Transport
- Commercial development (retail, office, leisure)
- Natural environment
- Built environment
- Leisure and recreation

Under each topic a summary is provided of the relevant national and regional policy context and local plan policies, as well as emerging LDF policies. The impact of these policies is then considered.

Housing

Context

Everyone should have the opportunity of a decent home. Therefore, the City Council has a responsibility to ensure that enough land is available to ensure a constant supply of new homes. Furthermore, there is a need to ensure that the right type of homes are provided. In Gloucester there is a significant need for affordable housing.

The Gloucestershire Structure Plan (1999) requires the provision of 10,250 dwellings from 1991 to 2011. As at 31st March 2008 10,624 dwellings had already been completed.

The Draft Regional Spatial Strategy for the South West Proposed Changes (July 2008) state that Gloucester should make provision for 11,500 new homes for the period 2006 to 2026. This equates to 575 new homes per annum. A further 9,500 new homes (475 per annum) should be provided on the edge of Gloucester through urban extensions in adjoining Districts.

Planning Policy Statement 3 and the RSS Proposed Changes emphasise that priority should be given to the re-use of previously developed land (pdl). The national annual target is that at least 60 per cent of new housing should be provided on previously developed land. For the south west region, the target is 50%. The RSS recommends high-density development of at least 50 dwellings per hectare for strategically significant settlements such as Gloucester and Cheltenham.

The average density of new build dwellings in Gloucester during the 2008/9 monitoring period was 156 dwellings per hectare. This is significantly above the RSS recommended density.

The draft RSS recognises the importance of affordable housing provision and seeks to ensure that an adequate choice and mix of housing types are provided at the most sustainable locations. Local authorities should require more than 30% of housing to be affordable (increased to 35% in the RSS Proposed Changes July 2008). In the 2008/9 monitoring period, 275 affordable dwellings were completed in Gloucester equating to 43% of the overall number of completions (641 gross dwelling completions dwellings).

PPS3: Housing requires local planning authorities to maintain a five-year supply of available, developable land for housing. At 31st March 2009 there were 2414 commitments (i.e. dwellings with planning permission that are either not yet started or under construction), with a further 1527 dwellings subject to Section 106 agreements. With the current completion level, Gloucester is able to demonstrate a housing land supply beyond the next five years.

Local Plan Policies

There are a number of Local Plan policies that relate to housing, including housing provision, affordable housing, housing mix, density, previously developed land, design and layout. They include the following:

1983 Local Plan

- Core Policy H1 – Five year housing land supply
- Core Policy H3 – Preservation and revitalisation of older housing stock
- Core Policy H4 – Housing need

Revised Deposit Draft Local Plan

- Policy H.1 – Allocations for mixed use including housing
- Policy H.2 – Allocations for housing development
- Policy H.4 – Housing proposals on unallocated sites
- Policy H.5 – Use of upper floors for residential
- Policy H.6 – Housing in the central area
- Policy H.7 – Housing density and layout
- Policy H.8 – Housing mix
- Policy H.15 – The provision of affordable housing
- Policy H.16 – Affordable housing mix, design and layout

The impact of these Local Plan policies during the period April 2008 to March 2009 is reported on in the tables below and also in the housing trajectory below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) aims to ensure that enough sites are made available in order to meet the housing needs of the City in the period of 2026 (as defined by the Regional Spatial Strategy for the South West). Draft core policies of particular relevance include:

- Core policy 3 – Priority to the re-use of previously developed land and buildings
- Core policy 4 – Housing provision
- Core policy 5 – Housing types and tenure
- Core policy 6 – Proposals for gypsy and traveller accommodation

These policies are of course subject to significant change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

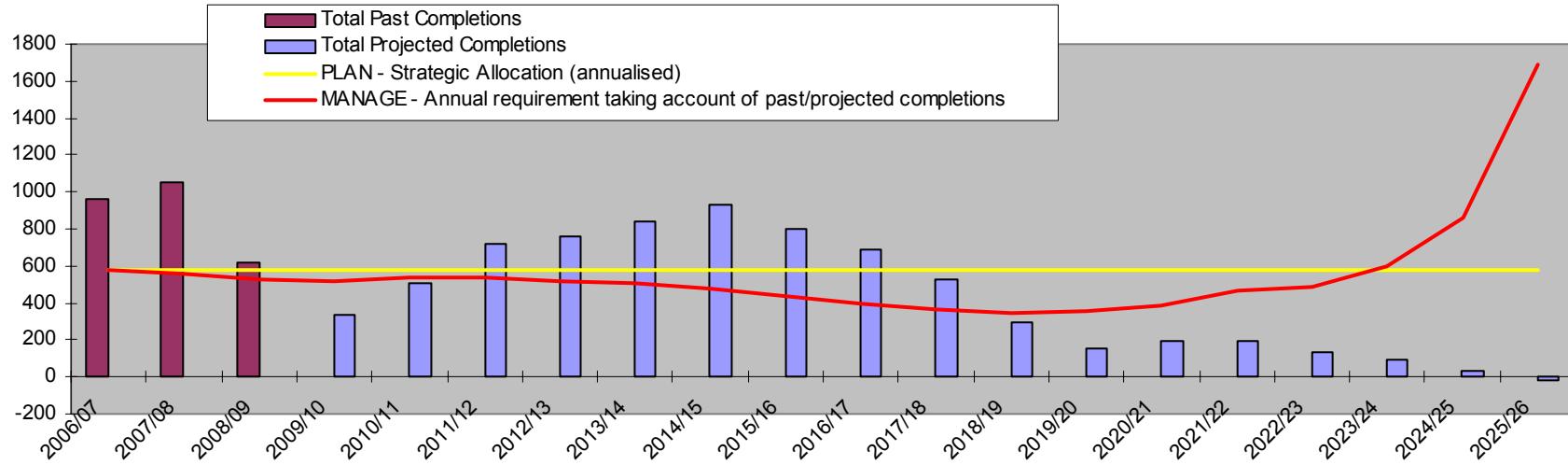
Table 4.1 – Housing Indicators

Output Indicator	Target(s)	Progress 08/09	Issues Identified
H01 Plan period and housing targets	Start of plan period: 2006 End of plan period: 2026 Total housing required: 11,500	Start of plan period: 2006 End of plan period: 2026 Total housing required: 11,500	
H02b Net Additional dwellings for the reporting year	575 dwellings per year (SW RSS target)	618 net dwellings	
H02c Net additional dwellings in future years	575 dwellings per year	See housing trajectory below taken from 2009 Strategic Housing Land Availability Assessment.	The next couple of years are predicted to yield low levels of housing due to the economic climate, but numbers are predicted to recover to deliver sufficient housing over the next ten years.
H02d Managed delivery target (dwellings) Likely levels of future housing expected to come forward taking into account the previous years' performance.		See housing trajectory below taken from 2009 Strategic Housing Land Availability Assessment.	

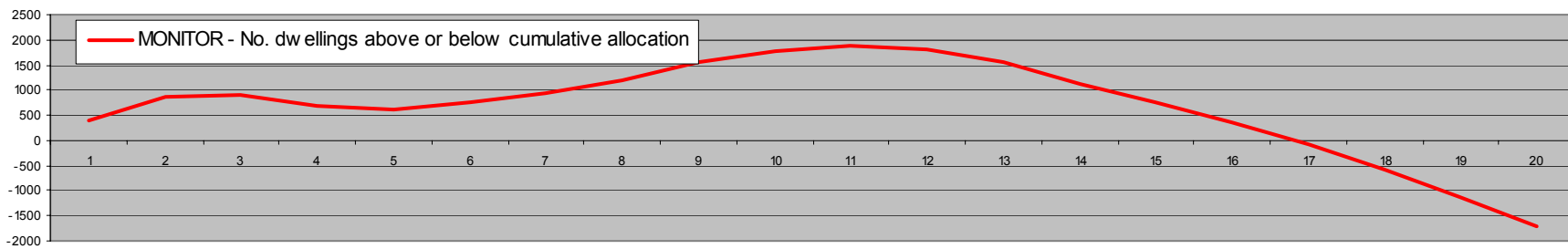
Gloucester Housing Trajectory 2009

	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL
Past Completions - Allocated Sites	420	734	300																		1454
Past Completions - Unallocated Sites	542	319	318																		1179
Projections				335	507	716	758	840	928	795	687	528	292	158	191	190	133	88	28	-22	7152
Total Past Completions	962	1053	618																		2633
Total Projected Completions				335	507	716	758	840	928	795	687	528	292	158	191	190	133	88	28	-22	7152
Cumulative Completions	962	2015	2633	2968	3475	4191	4949	5789	6717	7512	8199	8727	9019	9177	9368	9558	9691	9779	9807	9785	
PLAN - Strategic Allocation (annualised)	575	575	575	575	575	575	575	575	575	575	575	575	575	575	575	575	575	575	575	575	11500
MONITOR - No. dwellings above or below cumulative allocation	387	865	908	668	600	741	924	1189	1542	1762	1874	1827	1544	1127	743	358	-84	-571	-1118	-1715	
MANAGE - Annual requirement taking account of past/projected completions	575	555	527	522	533	535	522	504	476	435	399	367	347	354	387	465	486	603	861	1693	

Gloucester Housing Trajectory



Number of dwellings above/below cumulative allocation for Gloucester City



Output Indicator	Progress 08/09		Issues Identified
H03 New and converted dwellings on previously developed land. i. Gross new homes on pdl ii. Gross percentage of new homes on pdl	i. 478 ii. 74.6%		Gloucester is exceeding the national 60% target of development on previously developed land.
H04 Net additional pitches gypsy and traveller i. Gypsy and traveller permanent pitches ii. Gypsy and traveller transit pitches iii. Total gypsy and traveller pitches delivered	i. 0 ii. 0 iii. 0		The Joint Core Strategy needs to allow for provision of gypsy and traveller accommodation.
H05 Gross affordable housing completions i. Social rent homes completed ii. Intermediate homes completed iii. Total affordable homes completed	i. 206 ii. 69 iii. 275		Overall, 43% of the development in Gloucester has been for affordable housing units.
H06 Housing quality – building for life assessments	Data currently not gathered.		Monitoring needs to be expanded to include this data set.
HFR1 HFR stock Private sector Local Authority Registered Social Landlord Total	Opening stock 44,423 4,584 2,656 51,355	Closing stock 44,761 4,526 2,870 52,157	
HFR2 New build Permanent new build Temporary new build	Private sector RSL Private RSL	343 275 0 0	
HFR3 conversions Defined as conversion of property into two dwellings, or conversion of two dwellings into one (net figure)	Private sector 24 Data not recorded for other sectors.		Monitoring needs to be continued and enhanced to allow conclusions to be drawn.
HFR4 Change of Use Defined as changes of use from non-residential to residential, or from residential to non-residential (net figure)	Private sector 16 Data not recorded for other sectors.		

Output Indicator	Progress 08/09				Issues Identified
HFR5 Demolitions Private sector dwellings demolished for commercial or other development, including road schemes. All dwellings demolished recorded here, were demolished for residential re-development of the site.	47				Gloucester does not adversely suffer from demolition of dwellings. All demolitions have allowed for increased residential development.
HFR6 Transfer of Tenure Transfers gross into tenure Transfers gross out of tenure Transfers net	Private 61 0 61	LA 1 6 -5	RSL 214 0 214	Total 276 6 270	
HS01a Net completions on allocated sites Completions on allocated pdl sites Completions on allocated non-pdl Completions on windfall sites Completions on unidentified non-pdl sites	248 100 207 63				The majority of development in on pdl, policies are working to ensure pdl is developed in preference to non-pdl. Gloucester benefits from high levels of windfall development.
HS01b Net completions allocated sites SSCT area Completions on allocated pdl sites Completions on allocated non-pdl Completions on windfall sites Completions on unidentified non-pdl sites	248 100 207 63				The majority of development in on pdl, policies are working to ensure pdl is developed in preference to non-pdl. Gloucester benefits from high levels of windfall development.
HS02a Net started or planned dwellings on pdl or non-pdl Started or with permission on pdl S106 on pdl Started or with permission on non-pdl S106 on non-pdl	2055 1527 395 0				The vast majority of commitments are on pdl, policies are working to ensure pdl development occurs in preference to non-pdl.
HS02b Net started or planned dwellings on pdl or non-pdl SSCT area Started or with permission on pdl S106 on pdl Started or with permission on non-pdl S106 on non-pdl	2055 1527 395 0				The vast majority of commitments are on pdl, policies are working to ensure pdl development occurs in preference to non-pdl.
HS03 Number of dwellings recorded vacant	Data unavailable this monitoring period.				

Output Indicator	Progress 08/09	Issues Identified
HS06a Average net housing density of new developments Average density of completed sites.	156 dwellings per hectare.	Policies are ensuring efficient use of land.
HS06b Average net housing density of new developments SSCT Average density of completed sites.	156 dwellings per hectare.	Policies are ensuring efficient use of land.
HS07a Housing density by size of site Gross dwellings via sites 1-9 dwellings Net area of completed sites with 1-9 units Gross dwellings provided via sites with 10-14 Net area Gross dwellings provided via large sites 15+ units Net area	132 3.88 ha 10 0.04 ha 293 10.21 ha	Policies are ensuring efficient use of land.
HS07b Housing density by size of site SSCT Gross dwellings via sites 1-9 dwellings Net area of completed sites with 1-9 units Gross dwellings provided via sites with 10-14 Net area Gross dwellings provided via large sites 15+ units Net area	132 3.88 ha 10 0.04 ha 293 10.21 ha	Policies are ensuring efficient use of land.

Output Indicator	Progress 08/09			Issues Identified
HS08a Bedroom mix houses/bungalows 1 bed 2 bed 3 bed 4 or more bed Not all records accounted for, some data unavailable.	Private 1 23 93 58	RSL 35 59 35 27	Total 36 82 128 85 331	Gloucester has provided more houses than flats. However, the majority of smaller units (1 and 2 bed) have been flats, while the majority of larger units (3 and 4+ beds) have been houses. Further monitoring is required to ensure a good mix of dwellings types and sizes are provided and to ensure Gloucester is meeting its housing need.
HS08b Bedroom mix flats/maisonettes 1 bed 2 bed 3 bed 4 or more bed Not all records accounted for, some data unavailable.	Private 81 89 3 1	RSL 22 47 0 0	Total 103 136 3 1 245	
HS10a Affordable dwelling completions Affordable social housing gained completions Affordable low cost market housing gained Affordable social housing lost Affordable low cost market housing lost Affordable dwellings gained via S106	275 0 5 Unsure of definition 192			Vast majority of affordable dwelling units are secured through Section 106 Agreements.
HS10b Affordable dwelling stock SSCT AMR period opening stock for affordable dwellings AMR period closing stock for affordable dwellings	Data unavailable			
HS19 Affordable dwelling threshold Urban site size to include affordable housing Rural site size to include affordable housing	15 N/A for Gloucester City Council			Further interrogation of data required to investigate potential gains against alternative thresholds.

Employment

Gloucester is a major employment centre providing around 60,000 jobs. It provides jobs for those living in the City as well as those outside who commute from surrounding rural areas, particularly Stroud and Forest of Dean. Gloucester's importance as an employment centre has been recognised in the draft Regional Spatial Strategy.

The adopted Gloucestershire Structure Plan (1999) requires Gloucester City to provide around 95 hectares of employment land over the period 1999 to 2011. As at March 2008, a total net supply of 29.48 hectares of employment land has been completed.

The draft RSS emphasises the need for Gloucester to realise its economic potential in order to stimulate regeneration and increase the accessibility to and dispersal of prosperity across society, particularly in areas of high unemployment.

The RSS also recognises the changing structure of the economy and emphasises the increasing importance of less traditional sectors in providing job opportunities, such as the service sector, which is expanding following a decline in manufacturing.

The draft RSS states that around 12,750 new jobs should be provided within the Gloucester travel to work area (TTWA). It should be noted that this has been decreased to 11,700 in the RSS Proposed Changes (July 2008) with the introduction of a new area-based target of 79 hectares of employment land to be provided. Existing data suggests that most of these new jobs will be provided within the City. This will be facilitated by Gloucester Heritage Urban Regeneration Company, which has set itself a target of creating 2000 new jobs in the Central Area of Gloucester by 2014.

The provision of new employment land will be particularly important in Gloucester and Cheltenham in order to balance job opportunities with the creation of a significant number of new homes, thereby creating more sustainable patterns of growth.

It is anticipated that a large number of new jobs will be created through the provision of 20 hectares of new employment land as part of the mixed-use redevelopment of the former RAF Quedgeley site now known as Kingsway. Further large-scale employment provision will be made through the proposed extension to Waterwells Business Park.

Local Plan Policies

The following policies relate to the economy and employment land provision:

1983 Local Plan

- Core Policy E1 – Employment land supply
- Core Policy E2 – Release of land for office development

Revised Deposit Draft Local Plan (2002)

- Policy E1 – Mixed-use allocations
- Policy E2 – Employment allocations
- Policy E3 – Allocations for employment on old employment sites
- Policy E4 – Protecting employment land

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) aims to encourage and facilitate inward and indigenous investment and to create high and stable levels of economic growth in order to reduce unemployment, particularly among the long-term unemployed.

The following draft Core policies are of particular relevance:

- Core Policy 2 – Regenerating the Central Area
- Core Policy 7 – Employment provision
- Core Policy 8 – Safeguarding employment land
- Core Policy 9 – Mixed-use development
- Core Policy 17 – Education and skills

These policies are of course subject to significant change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.2 – Employment and Economy Indicators

Output Indicator	Target(s)	Progress 08/09		Issues Identified
BD01 Total amount of additional employment floorspace B1a business use class B1b business use class B1c business use class B2 general industrial use class B8 storage or distribution	Structure Plan 95 Ha between 1991-2011 RSS Proposed Changes 11,700 jobs and 79 Ha employment land GHURC target of 2,000 jobs created in central area by 2014	Gross floorspace m ² 1440 0 Unknown 742 23690	Net floorspace m ² -4891 0 Unknown -2341 13913	Development over this period had resulted in the loss of some floorspace, but with a predominant gain in B8 storage floorspace.
BD02 Total amount of employment floorspace on pdl B1a business use class B1b business use class B1c business use class B2 general industrial use class B8 storage or distribution Mixed B class use	See above	m ² on pdl 1440 0 Unknown 742 23690 0	% 100 0 Unknown 100 100 0	Policies are ensuring that development is occurring on pdl in preference to non-pdl.
BD03 Employment land available by type Includes sites allocated for employment use and sites with planning permission that may be under construction or not yet started.	See above	Allocations are not all specified by use class type, therefore total figures only can be provided. 167.47 ha allocated for employment use. 125.41 ha with planning permission		Planned development will meet the target requirement.

Output Indicator	Target(s)	Progress 08/09		Issues Identified
BD04a Total amount of floorspace for 'town centre uses' within town centres		Gross m2	Net m²	Town centre has gained retail floorspace, but lost office space. Planned developments should mitigate this loss. Further monitoring will be required.
A1 Shops		99	99	
A2 finance		0	0	
Ba1 business use class		0	-687	
Mixed B class uses		0	0	
Assembly and leisure		0	0	
Total		99	-588	
BD04a Total amount of floorspace for 'town centre uses' within local authority area		Gross m2	Net m²	Development across the Local Authority area has delivered retail, office and leisure floorspace. Further monitoring will be required.
A1 Shops		253	95	
A2 finance		0	0	
Ba1 business use class		1440	-4891	
Mixed B class uses		0	0	
Assembly and leisure		690	496	
Total		2383	-4300	

Transport

Significant levels of growth are envisaged for Gloucester within the Regional Spatial Strategy over the next twenty years. This will potentially increase vehicle movements, particularly use of the private car.

The contextual indicators have highlighted that a large number of people already travel in and out of Gloucester each day to reach their place of work and that most of these travel by car. As a result Gloucester suffers from congestion in certain locations at peak travel times.

In order to provide more sustainable options and reduce the need for people to travel by car it is important to address the location and type of developments. This is coupled with the need to encourage people to use alternative modes of transport to the private car, such as walking, cycling and public transport. For example, new homes and jobs provided close together would provide people with the option of reducing their car journey to work.

These issues are recognised within national policy and within the draft Regional Spatial Strategy. The draft RSS emphasises the importance of providing attractive, safe and convenient pedestrian and cycle routes, improving the quality of public transport, parking strategies to discourage long-stay commuters, as well as a variety of potential demand management measures including congestion charging, travel plans, car sharing schemes and bus priority.

The Gloucestershire Local Transport Plan 2006-2011 sets out the transport strategies that Gloucestershire County Council will seek to implement from 2006 to 2011. Some of the objectives of the Plan include improving access to jobs and services, improving public transport, reducing congestion, improving highway infrastructure, reducing single occupancy car trips, reducing road casualties and facilitating the use of alternatives to the car.

It will be particularly important for the City Council to fully assess the transport implications of any large-scale urban extension to Gloucester to ensure that appropriate new infrastructure is provided in order to mitigate the impact of development, reduce the need to travel and to promote non-car modes of travel.

Local Plan Policies

Many transport policies relate to reducing car use and encouraging more sustainable modes of transport, they include:

1983 Local Plan

- Core Policy T3 – Traffic regulation and control measures
- Core Policy T6 – Cycling

Revised Deposit Draft Local Plan (2002)

- Policy TR1 – Travel plans and planning applications
- Policy TR9 – Parking standards
- Policy TR10 – Parking provision below the maximum level
- Policy TR26 – Park & Ride Waterwells
- Policy TR27 – Bus priority routes
- Policy TR32 – Protection of cycle / pedestrian routes

Policy TR33 – Providing for cyclists / pedestrians
Policy TR35 – Provision for bicycles with new residential development
Policy TR39 – Footpaths / cycleways along the river and canal

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The Local Development Framework draft Core Strategy aims to improve air quality, reduce traffic congestion and contributions to climate change by encouraging less use of the car and greater use of walking, cycling and public transport.

Where parking is provided below the maximum standards, a financial contribution will be sought from development within the central area towards the establishment of a 'Car Club' for the City.

Strategic transport infrastructure projects will be supported and safeguarded appropriately including the completion of the south west bypass and the St Anne's Way bridge link, proposed park and ride sites at Linton, Brockworth and the ITEC proposal at Elmbridge.

The following draft policies are of particular relevance:

Core Policy 1 – Sustainable Development
Core Policy 9 – Mixed-use development
Core Policy 10 – Sustainable transport
Core Policy 11 – Strategic transport infrastructure
Core Policy 25 – Managing the impact of development

These policies are of course subject to significant change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.3 – Transport Indicators

All national indicators removed for this monitoring period.

Output Indicator	Progress 08/09	Issues Identified
Number of public parking spaces in the city centre and disabled spaces. Proportion allocated for short stay use.	No change for previous monitoring period.	Policies are protecting car parks as well as not encouraging private car use by providing more car parking.

Commercial Development (retail, office and leisure)

In recent years Gloucester has fallen in the sub-regional retail hierarchy, suffering through competition from locations such as Cheltenham and Cribb's Causeway. The 2008 Gloucester retail study recognizes this and identifies significant capacity for additional retail floorspace in Gloucester in the period up to 2026

National Planning Policy Statement 6: Planning for Town Centres, emphasizes that local authorities should plan positively for the growth and development of existing centres and should seek to enhance consumer choice by making provision for a range of shopping, leisure and local services.

The overall objective is to sustain and enhance the vitality and viability of existing centres. The main types of use to which PPS6 applies are retail, leisure, offices, arts, culture and tourism uses.

At the regional level the draft RSS emphasises the need to maintain and enhance the economic vitality and viability of the region's town and city centres. The draft RSS emphasises the need to retain and improve the public realm, the retail offer and adequate space for office-based and leisure activities.

Through the Local Plan the extent of the Primary Shopping Area (PSA) and City Centre boundary have been identified. The PSA is the focus for new retail development and City Centre boundary is the focus for other City Centre type uses including leisure and office development.

Local Plan Policies

There are a number of Local Plan policies relating to commercial development including retail, leisure and office development, of particular relevance are:

1983 Local Plan

- Core Policy E2 – Office Development
- Core Policy S1 – Maintaining and Strengthening Gloucester's Sub-Regional Shopping Status
- Policy S1.a – Location of Retail Development
- Core Policy S3 – Local Shopping Needs

Revised Deposit Draft Local Plan (2002)

- Policy ST.5 – Central locations for development which attract a lot of people
- Policy ST.6 – District and local centres for everyday facilities
- Policy ST.8 – Creating attractive routes to the centre
- Policy E.4 – Protecting employment land
- Policy S.4a – New retail development outside designated centres
- Policy S.8 – Changes of use in the primary shopping area
- Policy S.9 – New district and local centres
- Policy S.10 – District centres
- Policy S.12 – Local centres
- Policy S.13 – Changes of use in district and local centres
- Policy S.14 – Barton Street local centres
- Policy S.15 – Shopping parades and single shops
- Policy CL.1 – New major commercial leisure development

Policy CL.3 – Late night uses inside the central area
Policy CL.4 – New commercial leisure development in district centres
Policy T.1 – Visitor attractions
Policy C.1 – Cultural facilities
Policy C.2 – The loss of cultural facilities

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework

The Core Strategy recognises the importance of improving Gloucester City Centre in order to retain expenditure currently lost to other places and to increase the number of tourists including overnight visitors. The strategy also aims to meet shopping needs at the local level.

One of the strategic objectives of the draft Core Strategy is to improve the vitality of the City Centre and other designated centres and to ensure the provision of a balanced network of local shopping facilities and other essential services.

The Core Strategy also aims to develop a vibrant, diverse and safe evening and night-time economy that appeals to all age groups and encourages a greater proportion of visitors to Gloucester to stay overnight.

The LDF continues to focus new retail development into the PSA although the boundary of the PSA has been re-defined to include Primary and Secondary shopping frontages in line with PPS6.

The draft Central Area Action Plan identifies the area around the Bus Station and King's Square for major retail-led redevelopment. This site is also a priority regeneration project for the Gloucester Heritage Urban Regeneration Company.

These proposals are of course subject to potential change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.4 – Commercial Development Indicators

Output Indicator	Progress 08/09		Issues Identified
BD04a Total amount of floorspace for 'town centre uses' within town centres	Gross m2	Net m²	Town centre has gained retail floorspace, but lost office space. Planned developments should mitigate this loss. Further monitoring will be required.
A1 Shops	99	99	
A2 finance	0	0	
Ba1 business use class	0	-687	
Mixed B class uses	0	0	
Assembly and leisure	0	0	
Total	99	-588	
BD04a Total amount of floorspace for 'town centre uses' within local authority area	Gross m2	Net m²	Development across the Local Authority area has delivered retail, office and leisure floorspace. Further monitoring will be required.
A1 Shops	253	95	
A2 finance	0	0	
Ba1 business use class	1440	-4891	
Mixed B class uses	0	0	
Assembly and leisure	690	496	
Total	2383	-4300	

Natural Environment

Although it is a predominantly urban area, Gloucester has a rich natural environment including Sites of Special Scientific Interest (SSSIs), Sites of Nature Conservation Interest (SNCIs), landscape conservation areas, prime biodiversity areas, floodplain, public and private open space, woodland, as well as a network of natural corridors and informal green infrastructure. Robinswood Hill is an important natural environment and a recreational resource.

The area around Gloucester is also important in terms of the natural environment. Land to the south of the City is designated as a Special Landscape Area in the Structure Plan (1999) and land to the north is designated as Green Belt.

The Gloucestershire Structure Plan recognises the importance of the natural environment, requiring development to protect and where ever possible enhance biodiversity. Sites of nature conservation importance should be safeguarded.

The importance of the natural environment is also recognised in the draft RSS. The strategy seeks to protect and enhance the region's environment and natural resources by ensuring that development respects landscape and ecological thresholds, reducing environmental impact, contributing to regional biodiversity targets and positively planning to enhance natural environments.

Local Plan Policies

Policies of particular relevance are:

1983 Local Plan

Policy A4.e – Protection of Robinswood Hill

Revised Deposit Draft Local Plan (2002)

Policy B.1 – Sites of Special Scientific Interest
Policy B.2 – Site of Nature Conservation Interest (A&B)
Policy B.3 – Sites of Nature Conservation Interest (C&D)
Policy B.4 – Corridors
Policy B.5 – Biodiversity action plan species and habitats
Policy B.6 – Prime biodiversity areas
Policy B.7 – Protected species
Policy FRP.1a – Development and flood risk
Policy FRP.8 – Renewable energy
Policy FRP.15 – Contaminated land

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) recognises the importance of Gloucester's natural environment and aims to conserve, enhance and restore biodiversity, landscape character, air, soil and water quality and to reduce the risk of flooding.

This includes designating and safeguarding sites of nature conservation interest, protecting the floodplain, protecting natural corridors, safeguarding formal and informal open space and green space.

Core policies of particular relevance include:

Core Policy 1 – Sustainable Development

Core policy 14 – Protection and enhancement of the natural environment

Core Policy 20 – Loss of open space including playing fields

These policies are of course subject to change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.5 – Natural Environment Indicators

Output Indicator	Target(s)	Progress 07/08	Issues Identified
<p>E02 Change in areas of biodiversity importance. Losses or additions to biodiversity habitats.</p>	None set	No changes to habitat areas within Gloucester area.	Policies are ensuring habitats are protected.
All other national indicators removed for this monitoring period.			
Air quality	None set	<p>The three Air Quality Monitoring Areas are still required, but do not need extending in area. However, a continuing watch will be needed on the area of the Painswick Road, where a nearby location is approaching the nitrogen dioxide action level.</p> <p>A short section of Barnwood Road at Elmbridge Road has one sample exceeding 40ug/m³ and the other approaching that level.</p> <p>No concerns are raised in the other areas monitored.</p> <p>A new detailed assessment is required for PM₁₀ for the housing areas off Myers Road and Armscroft Road, from the activities in the industrial areas off Myers Road. This is defined as housing within 200m of Myers Road from the junction with Maker Street and within 200m of the Allstone site.</p>	Continued monitoring required to establish if transport and movement policies are being effective.

Historic Built Environment

Gloucester is an important historic City, having existed as a settlement for over 2,000 years. The historic importance of the City is reflected in the fact that the Gloucester Heritage Urban Regeneration Company (GHURC) is the only URC in the country to be heritage-led.

Government policy on the historic environment is set out in PPG15: Planning and the Historic Environment. The overarching approach is that planning should provide effective protection for all aspects of the historic environment.

The Gloucestershire Structure Plan (1999) recognises the importance of the County's historic environment, emphasising that the physical survivals of the past are to be valued and protected for their own sake as a central part of cultural heritage and a sense of national identity.

Gloucester also has an important built environment. The city has 707 listed buildings, of which 13% are Grade I or II* (i.e. of outstanding architectural or historic interest). This is a high proportion of Grade I or II*, as this figure nationally is only 6%.

Gloucester also has 26 scheduled ancient monuments and 13 designated Conservation Areas.

Local Plan Policies

Local Plan policies of relevance to the historic built environment include:

1983 Local Plan

Core Policy A2 – Heritage
Policy A2 (d) – Conservation Areas

Revised Deposit Draft Local Plan (2002)

Policy BE.22 – Alterations to and development within the cartilage of listed buildings
Policy BE.23 – Development affecting the setting of a listed building
Policy BE.24 – Demolition of a listed building
Policy BE.25 – Consent for demolition of a listed building
Policy BE.29 – Development within conservation areas
Policy BE.30 – Demolition of non-listed buildings in conservation areas
Policy BE.30a – Control of redevelopment within conservation areas
Policy BE.31 – Preserving sites of archaeological interest
Policy BE.32 – Archaeological Assessment
Policy BE.33 – Archaeological field evaluation
Policy BE.34 – Presumption in favour of preserving archaeology
Policy BE.35 – Scheduled ancient monument
Policy BE.36 – Preservation In situ
Policy BE.37 – Recording and preserving archaeology

The impact of these Local Plan policies are during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) recognises the importance of Gloucester's historic environment and seeks to ensure that new development protects and wherever possible enhances Gloucester's heritage including in particular listed buildings, conservation areas, scheduled ancient monuments and areas of archaeological interest.

In detail this will mean safeguarding scheduled monuments, conservation areas and areas of principle archaeological interest, the use of high quality materials in new development, including the re-use of original materials wherever possible, the re-use of vacant and under-used historic buildings, enhancing buildings and the settings of buildings of historic importance and improving the standard of the public realm.

The draft Core strategy policies are, of course, subject to change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.6 – Historic Built Environment Indicators

No national indicators have been identified.

Output Indicator	Progress 07/08	Issues Identified
Number of Listed Building applications processed by the authority during the monitoring period.	50 LBC applications were registered during the monitoring period. 38 were granted permission 2 were refused consent 2 were withdrawn 6 were returned 2 were granted permission subject to GOSW	Policies are being utilised to protect the historic built environment of Gloucester.
Buildings at Risk Category 1 – Buildings at extreme risk Category 2 – Buildings at grave risk Category 3 – Buildings at risk Category 4 – Buildings to watch	4 (reduced by 1 from previous period) None (no change) 16 (reduced by 1 from previous period) 9 (reduced by 5 from previous period)	Buildings have been removed from the buildings at risk register. Further monitoring is required to determine the long-term situation, but policies appear to be performing to protect the historic built environment.

Recreation

Providing opportunities for recreation not only improves quality of life but can also have health benefits. This is particularly important in Gloucester as evidence suggests that the health of Gloucester residents is poorer on average compared to the rest of the County. Notably, Gloucester has a shortage of public open space compared to nationally recommended standards of provision.

The provision of open space is becoming increasingly important as more housing is built at higher densities with reduced, or even no garden space. Public open space can for example, provide an important resource for residents within blocks of flats.

National policy set out in PPG17: Sport and Recreation acknowledges the benefits of passive and active forms of recreation. The draft Regional Spatial Strategy (2006) emphasizes the importance of cultural and leisure facilities and promotes the management of green infrastructure which contribute to people's well being. The provision of leisure facilities such as playing fields and community sports centres is recognised as playing a vital role in supporting sustainable communities. The Gloucestershire Structure Plan (1999) requires the provision of new open space in residential development and seeks to improve public access to the countryside.

Local Plan Policies

Relevant Local Plan policies include:

1983 Local Plan

- Core Policy L1 – Public open space provision
- Policy L1 (a) – Retention of existing public open space

Revised Deposit Local Plan (2002)

- Policy ST.3 – Protecting valued open spaces
- Policy OS.1 – Protection of public open space
- Policy OS.2 – Public open space standard for new residential development
- Policy OS.3 – New housing and public open space
- Policy OS.4 – Design of public open space
- Policy OS.5 – Maintenance payments for public open space
- Policy OS.6 – Provision of open space by other development
- Policy OS.7 – New areas of public open space
- Policy SR.4 – Indoor sports facilities
- Policy SR.5 – Designing for shared use
- Policy A.1 – New housing and allotments
- Policy A.2 – Protection of allotments

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) recognizes the importance and benefits of leisure and recreation provision. The strategy seeks to improve the health of residents, in particular this will mean ensuring the provision of public open space through new development, safeguarding existing areas of open space and supporting the provision of new indoor facilities in accessible locations.

Core policies of particular relevance include:

- Core Policy 14 – Protection and enhancement of natural environment
- Core Policy 19 – Sport and recreation
- Core Policy 20 – Loss of open space including playing fields
- Core Policy 21 – Community and healthcare provision

The draft Core strategy policies are of course subject to change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.7 – Recreation Indicators

National Indicators no longer requested for this topic area.

Output Indicator	Progress 07/08	Issues Identified
Amount of open space managed to Green Flag Award standard.	There is no longer any open space within Gloucester managed to Green Flag Award standard.	Ongoing improvements are required to achieve Green Flag Award. Further monitoring is required to ascertain if there are long-term adverse impacts from not obtaining the Green Flag Award.

Appendix 1

Appendix 1 - Role and content of Development Plan Documents and Supplementary Planning Documents

Development Plan Documents

Core Strategy *(Please note: the description below is based on the 2006 draft Core Strategy for Gloucester, not the Joint Core Strategy being prepared by Gloucester City, Cheltenham Borough and Tewkesbury Borough Councils).*

The role of the Core Strategy is to provide an overarching policy framework in order to guide development across the City. The Core Strategy starts by setting out a profile of Gloucester in terms of its size, location and characteristics before drawing out the key issues that currently face the City and will face it over the next few years.

Having identified the key issues, the strategy then seeks to address them through a series of strategic objectives and Core Policies.

The Core Strategy focuses on the regeneration of previously developed land within the Central Area of the City as defined by the boundary of the Gloucester Heritage Urban Regeneration Company.

The Core Strategy covers the period 2006 to 2026 – the same period as the draft Regional Spatial Strategy for the South West. It will however be reviewed within this period to ensure that it remains up to date and appropriate.

The Core Strategy is the most important part of the Gloucester Local Development Framework. All other documents forming part of the LDF must be in conformity with the Core Strategy.

The Core Strategy will be reviewed every 5 years unless changing circumstances dictate a need to review the strategy more quickly.

Copies of the draft Core Strategy can be viewed online at www.gloucester.gov.uk

Notably, it has now been agreed that Gloucester will produce a Joint Core Strategy with Cheltenham Borough Council and Tewkesbury Borough Council. This should be adopted by 2011.

Development Control Policies

The Development Control Policies DPD sets out a range of 'non-strategic' policies that will be used by the Council to determine planning applications. The policies are designed to address the areas not addressed by the Core Policies of the Core Strategy. Topics covered include the sub-division of dwellings, safeguarding amenity, conservation areas, listed buildings, landscaping, and allotments, to name a few.

The Development Control DPD has reached the preferred option stage however a decision on whether to take the document forward will be made at a later date, having regard to the content and progress of the new Joint Core Strategy

Central Area Action Plan

As described above, the Core Strategy focuses on the regeneration of the Central Area of Gloucester. The Central Area Action Plan DPD will provide the detailed planning framework for the regeneration of this area.

The draft Central Area Action Plan identifies the key issues and opportunities facing the Central Area and translates these into a number of new land use allocations, area-based policies and general policies.

The Action Plan is closely aligned with the Gloucester Heritage Urban Regeneration Company's Regeneration Framework document produced by consultants Terence O'Rourke.

The Central Area Action Plan DPD has reached the preferred option stage however a decision on whether to take the document forward will be made at a later date, having regard to the content and progress of the new Joint Core Strategy.

Site Allocations and Designations (Non-Central Area)

The Site Allocations and Designations (Non-Central Area) DPD covers the parts of the City located outside the Central Area, as defined by the boundary of the GHURC.

The document identifies a number of smaller allocations for various uses including housing, employment and mixed-use development and sets out a number of 'area-specific' planning policies dealing with issues such as landscape conservation, open space and district and local centres.

The Site Allocations DPD has reached the preferred option stage however a decision on whether to take the document forward will be made at a later date, having regard to the content and progress of the new Joint Core Strategy.

Supplementary Planning Documents

Affordable housing

The document sets out in detail the Council's approach towards the provision of affordable housing in new residential development and the mechanics through which affordable housing will be secured and provided.

The Council will seek affordable housing on all new sites of 15 or more dwellings or on sites of 0.5 hectares or more irrespective of the number of dwellings. The target level of affordable housing provision will be 40%. The Council will require in the first instance completed affordable dwellings on site and subsequent transfer of these to a Registered Social Landlord (RSL).

New Housing and Open Space

The document is intended to guide developers of new housing and employment schemes on the provision of public open space and the commuted sum that will be required for its future maintenance as well as the level of financial contribution that will be required in lieu of on-site provision.

The document explains how the policy will be operated whilst providing practical advice on where the public open space should be sited and how it should be designated.

Designing Safer Places

The document is intended to guide the design of residential developments in a way that improves the safety and security of people, their homes, locality and the whole city. The document is based on 7 main principles, which will be applied to all new residential developments. The overall aim of the document is to reduce crime and the fear of crime through good design.

Extending your Home

The purpose of the document is to provide design guidance in relation to domestic residential extensions.

Telecommunications Development

The document provides further information for code system operators and for the public on how the local authority will consider applications for telecommunications related development.

Development Affecting Sites of Historic Environment (Archaeological) Interest

The document sets out in detail the Council's approach towards any development that would affect a site or sites of historic environment (archaeological) interest.

Lifetime Homes

The document sets out the Council's approach towards the provision of lifetime homes in new residential development. Lifetime Homes are homes that are designed to be easily adapted to meet the needs of people with disabilities. Constructing new homes to lifetime homes standards means that those who develop disabilities through accidents or old age are not forced to move elsewhere.

The principle of Lifetime Homes is supported in the draft Regional Spatial Strategy for the South West.

The Council will seek to negotiate with developers to ensure that on residential schemes of more than 10 dwellings, at least 15% of new homes across all types are 'Lifetime Homes' on suitable sites.

Lighting in new Development

The overall aim of the Lighting and New Development document is to produce a co-ordinated approach to lighting, which will seek to improve the evening and night-time economy. The Lighting Strategy which will be a technical appendix to the SPD has five objectives: to promote and strengthen Gloucester's local distinctiveness, reduce crime and the fear of crime, promote lighting as an art form within the City, improve the urban design qualities of the City, and to ensure that lighting schemes are sustainable.

Tall Buildings in New Development

The overall aim of the Tall Buildings in Gloucester document is to provide a policy approach in dealing with applications for new tall buildings in the City. As regeneration in the City takes place it will be important to safeguard important views including those of the Cathedral from within the City and from other key viewpoints outside the City. This document considers the different policy options that could be taken in order to safeguard key views.

Conservation Area Appraisals (Various)

Applies to various Conservation Areas including: The Spa, Southgate Street, The Docks, Eastgate and St Michaels, City Centre, The Barbican, Cathedral Precincts, Worcester Street, London Road, Barton Street, Hucclecote Green, Hempsted, Kingsholm and Denmark Road.

The appraisals will define the special character of each area. They will give a brief historical outline that highlights stages in the development of the area, including details of important people and events that are associated with it. Detracting or negative features as well as those that it is essential to retain will be identified with the report culminating in the development of management guidance proposals, the aim of which being to safeguard the conservation and enhancement of each area.

Greater Blackfriars

This document is a Planning Brief for the Greater Blackfriars area. The document expands on the Council's draft allocation of this area for mixed-use redevelopment including retail, residential, cultural, employment and tourism uses.

It sets out in detail the Council's preferred approach towards the redevelopment of this area and will be a material consideration on the determination of any planning application within the brief area.

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Greater Greyfriars

This document is a Planning Brief for the Greater Greyfriars area. The document expands on the Council's draft allocation of this area for mixed-use, primarily residential redevelopment.

It sets out in detail the Council's preferred approach towards the redevelopment of this area and will be a material consideration in the determination of any planning applications within the brief area.

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

King's Square and the Bus Station

This document is a Planning Brief for the King's Square and Bus Station area. The document expands on the Council's draft allocation of this area for retail-led mixed-use redevelopment.

It sets out in detail the Council's preferred approach towards the redevelopment of this area and will be a material consideration in the determination of any planning applications within the brief area.

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Westgate Island and Quay

This document is a Planning Brief for the Westgate Quay and Westgate Island area. The document expands on the Council's draft allocation of this area for mixed-use redevelopment.

It sets out in detail the Council's preferred approach towards the redevelopment of this area and will be a material consideration in the determination of any planning applications within the brief area.

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

The Railway Corridor

This document is a Planning Brief for the Railway Corridor. The document expands on the Council's draft allocation of this area for mixed-use redevelopment.

It sets out in detail the Council's preferred approach towards the redevelopment of this area and will be a material consideration in the determination of any planning applications within the brief area.

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Land at Clearwater Drive

This document is a Planning Brief for land at Clearwater Drive. The document expands on the Council's draft allocation of this area for limited residential development with public open space

It sets out in detail the Council's preferred approach towards the redevelopment of this area and will be a material consideration in the determination of any planning applications within the brief area.

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Land East of Waterwells Business Park

This document is a Planning Brief for land to the east of Waterwells Business Park. The document expands on the Council's draft allocation of this area for mixed-use redevelopment including employment and new travelling showpeople's site.

It sets out in detail the Council's preferred approach towards the redevelopment of this area and will be a material consideration in the determination of any planning applications within the brief area.

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Help with accessing this information

www.gloucester.gov.uk

Council's translation unit: **01452 396909**.

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