Gloucester City Council

Local Development Framework

Annual Monitoring Report

December 2005

GLOUCESTER
CITY COUNCIL
Sustainable Development

Gloucester Local Development Framework

Annual Monitoring Report

2004/05

<u>DECEMBER 2005</u>

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EXECUTIVE SUMMARY

1.1 This is the first Annual Monitoring Report (AMR) produced by Gloucester City Council under the Planning and Compulsory Purchase Act 2004.

1.2 The AMR considers:

- Progress made by the Council in achieving the 'milestones' set out in its approved Local Development Scheme (LDS) and any necessary revisions to the LDS; and

- The extent to which the policies set out in the Adopted Gloucester Local Plan (1983) and Second Deposit Draft Local Plan (2002) are being achieved.

Progress against the LDS

1.3 The following key conclusions can be drawn out concerning the progress we have made in meeting the milestones set out in our LDS:

- To date the Council has managed to achieve all of the milestones identified in its approved LDS.

- We are at present, on course to achieve the planned milestones relating to the Core Strategy and Development Control Policies including the preferred option consultation due to take place in late January 2006 and the formal submission planned for July 2006.

- We are not on course to achieve the planned preferred option consultation on the Central Area Action Plan and Site/Allocations/Designations (Non-Central Area) documents due to the delay experienced by the Gloucester Heritage Urban Regeneration Company in appointing consultants to prepare their Regeneration Framework and Delivery Strategy.

- The preferred option consultation on these documents will now take place in late May 2006 instead of March/April 2006. Formal submission is now planned for December 2006.

- We have identified the need to publish several new site-specific supplementary planning documents for a number of key regeneration sites being considered by the GHURC consultants. These additional SPDs will be published in late May 2006 alongside the preferred option Central Area Action Plan.

- A revised Local Development Scheme will be submitted for approval to the Government Office once these additional SPDs have been confirmed. Once approved, the revised LDS will be published on the Council's website and will be made available for inspection at the City Council Offices.

Impact of Policies

1.4 In terms of the impact of policies during the period 1st April 2004 – 31st March 2005, the following conclusions can be drawn:

Housing

- There is a potential supply of 3,744 new houses from existing planning permissions and forecast windfall development. This will result in the Gloucestershire Structure Plan (1999) target to 2011 being exceeded by 666 dwellings. If allocations and other firm commitments are also taken into account, the number of dwellings will exceed the Structure Plan requirement by 2,079 dwellings.

- For the last three years, Gloucester City Council has considerably exceeded both the national and regional targets for re-using previously developed land and buildings.

- In the period 1st April 2004 to 31st March 2005, nearly 50% of completed dwellings built in Gloucester were built at a density of more than 50 dwellings per hectare. 36% of completed dwellings were built at a density of between 30 and 50 dwellings per hectare.

- In the period 1st April to 31st March 2005, 68 affordable dwellings were completed. This represents 12.2% of the total 555 dwellings completed in the same period. The level of affordable housing completions in the last three years is substantially below the level of need identified by Outside Research in their Housing Needs Survey for Gloucester (2005).

Economy

- Only two employment sites, with a combined floorspace of 3,025sqm were completed in Gloucester in the 2004/05 monitoring period. Both of these were B1 light industrial developments.

- No employment floorspace was completed in a designated area of regeneration. Under the proposed Central Area Action Plan, the amount of new employment land coming forward in the Central Area of Gloucester is likely to increase significantly in the future.

- There was no employment floorspace completed on previously developed land in 2004/05. Both completed employment developments took place on Waterwells Business Park, which was originally a greenfield site (a farm).

- The greatest amount of land is available in the B1/B2/B8 category. This is considered to reflect the flexibility that is currently required by the commercial market. In this regard, we have been receiving an increasing number of applications for buildings of flexible design that are capable of being put to a range of different employment uses.

- The amount of employment land lost to other uses in the monitoring period is relatively small. This suggests that the Council's policy of protecting employment land (Policy E4 – Second Deposit Draft Local Plan 2002) is working effectively.

- A very small amount of employment land has been lost to residential uses. Again this suggests that the Council's policy of protecting employment land is achieving its objective.

Transport

- The car dominates transport in Gloucester. Over 70% of Gloucester residents use a car, either as a driver or as a passenger, for their journey to work. The amount of traffic in Gloucester is also growing.

- By far the most popular mode of transport for travelling to work in 2001 is the private car with 31,590 Gloucester residents using it. The second most popular is walking, with 5,520 residents. Other modes include car passenger (3,710), Public Transport (3,860), Bicycle (3,180), Motorcycle (800) and other modes (300).

- In submitting the South West Regional Monitoring 2004/2005 return, we estimated that some 85% of development in the period 2004/2005 complied with the Council's parking standards as set out in the Second Deposit Draft Local Plan (2002).

- In providing our return for the South West Regional Monitoring 2004/2005, we estimated that approximately 85% of new residential development in Gloucester in the period 2004/2005 was located within 30 minutes public transport time of the services and facilities specified above.

Environment

- The amount of energy generated from renewable energy sources during 2004/2005 was 4.959 megawatts.

Commercial Development

- Within the last monitoring period (04/05) one new retail unit has been completed at Quedgeley District Centre comprising 170 sq.m of internal floorspace, 140 square metres of this is trading floorspace.

- Within Gloucester City for the last monitoring period covering April 1st 2004 to March 31st 2005 there were no developments completed comprising B1(a) floorspace.

- In the period 1st April 2004 to 31st March 2005, one D2 leisure unit has been completed. This was the rebuilding of the Bowling Alley at Barnwood, which had been previously damaged by fire. The unit comprises some 3,360 square metres of gross internal floorspace.

2. INTRODUCTION

2.1 This is the first Annual Monitoring Report (AMR) to be produced by Gloucester City Council under the Planning and Compulsory Purchase Act 2004.

What is the AMR?

2.2 The AMR forms part of the Gloucester Local Development Framework – a suite of documents that together make up the spatial plan for Gloucester.

2.3 The AMR has two roles:

- It assesses the implementation of the approved Local Development Scheme (i.e. the 'project plan' for the LDF process); and
- It identifies the extent to which policies are being achieved.

2.4 This AMR covers the period 1st April 2004 – 31st March 2005.

2.5 It will be submitted to the Government Office for the South West for approval by the end of December 2005.

Why Monitor?

2.6 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.

2.7 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?

2.8 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.

How Often Will the AMR be Prepared?

2.9 The AMR will be updated and submitted on an annual basis no later than the end of December each year. This AMR, which covers the period 1st April 2004 – 31st March 2005, will be submitted before the end of December 2005.

2.10 The Council's next AMR will cover the period 1st April 2005 – 31st March 2006 and will be submitted no later than the end of December 2006.

Who Approves the AMR?

2.11 The Council's AMR will be approved by the Government Office for the South West on behalf of the Secretary of State.

Which Documents Does the AMR Relate to?

2.12 This first AMR relates to a combination of different documents.

2.13 In respect of the first component of the report – progress made against the Council's LDS – the report considers the progress made by the Council in preparing the Local Development Documents and Statement of Community Involvement set out in the LDS approved by the Government Office in June 2005.

2.14 In respect of the second component of the AMR – the implementation and impact of policies – the report considers the impact of policies set out in the Adopted City of Gloucester Local Plan 1983 which has been formally 'saved' under the new Planning Act for a period of 3 years until September 2007. It also considers a number of draft policies set out in the Second Deposit Draft Local Plan for Gloucester published in 2002, particularly where these have superseded and are therefore more relevant than previous policies set out in the 1983 plan.

2.15 It should be noted that at this stage, we cannot assess the impact of any LDF related policies because none were adopted in the period 1st April 2004 – 31st March 2005.

2.16 Future AMRs will however assess the impact of policies set out in any local development documents that we adopt.

Structure of the AMR

2.17 The AMR is divided into two parts. Part A considers the progress that we have made as the local planning authority in achieving the 'milestones' set out in our approved Local Development Scheme and identifies any necessary changes that we need to make to our Local Development Scheme and the reasons why.

2.18 Part B of the AMR then assesses the extent to which our existing Local Plan policies are achieving their objectives. As explained above, this includes policies from the 1983 adopted Local Plan as well as policies contained in the more recent 2002 Deposit draft Local Plan.

2.19 We have divided Part B into a series of sub-sections. These are as follows:

- Housing
- Economy
- Transport
- Environment
- Shopping
- Commercial Development

2.20 Under each of these sections we consider the impact that has been had or is being had by various relevant policies. These policies are identified as appropriate.

2.21 The impact of these policies is assessed through a series of different indicators including contextual and core output indicators. In the next AMR we will also report on appropriate local output indicators where gaps in data have been identified.

2.22 Contextual indicators allow us to build up a ‘snapshot’ of Gloucester and includes information such as total population, number of economically active, age structure, average life expectancy, unemployment and so on. Although this information does not directly allow us to draw any conclusions about how well local plan policies are performing, it does place this in context.

2.23 Core Output indicators are a series of indicators that local authorities are required to report on. These have been nationally agreed and are consistent across all local authorities. They can be used to help build up a regional picture of planning performance.

2.24 There are a number of core output indicators, which we have been unable to report on through this AMR. We will however endeavour to report on these in the next AMR covering the period 1st April 2005 – 31st March 2006.

2.25 The report then concludes with a brief summary of the main findings.

Part A
LDF Progress

3. LOCAL DEVELOPMENT SCHEME

3.1 In this section of the AMR we consider the progress that the Council has made in producing each of the documents that it has committed to publishing under the Local Development Framework for Gloucester.

3.2 To summarise, the Local Development Framework for Gloucester is intended to comprise the following elements:

- Core Strategy
- Development Control Policies
- Site Allocations/Designations (Non-Central Area)
- Central Area Action Plan
- Supplementary Planning Documents (various)
- Statement of Community Involvement; and
- Annual Monitoring Report

3.3 The paragraphs set out below summarise the stage we have got to with each of these documents. The progress we have made is also summarised on the chart set out at Appendix 1.

Core Strategy

3.4 The Council committed, in its approved Local Development Scheme, to publishing an Issues and Options Consultation Paper on its Core Strategy no later than April 2005. This was identified as a key milestone.

3.5 We duly published a Core Strategy consultation paper between 25th April and 23rd May 2005. Following the initial comments and responses we received, we then published a more detailed Core Strategy consultation paper for further comment between 22nd June and 3rd August 2005. The Core Strategy was then subjected to a sustainability appraisal and further comments were invited until 24th October 2005.

3.6 The Core Strategy will now be subjected to further consultation when a ‘Preferred Options’ paper is published in January 2005. *We are at present on course to achieve this milestone.*

Development Control Policies

3.7 The Council committed, in its approved Local Development Scheme, to publishing an Issues and Options Consultation Paper on its Development Control Policies no later than April 2005. This was identified as a key milestone.

3.8 We duly published a Development Control Policies consultation paper between 25th April and 23rd May 2005. Following the initial comments and responses we received, we then published a more detailed consultation paper for further comment between 22nd June and 3rd August 2005. The Development Control paper was subjected to a sustainability appraisal and further comments were invited until 24th October 2005.

3.9 The Development Control document will now be subjected to further consultation when a ‘Preferred Options’ paper is published in January 2005. *We are at present on course to achieve this milestone.*

Site Allocations/Designations (Non-Central Area)

3.10 We have committed to publishing a Development Plan Document addressing land use allocations, designations and other spatial issues outside the Central Area of Gloucester.

3.11 Our current Local Development Scheme sets out a commitment to publish an Issues and Options consultation paper no later than October 2005.

3.12 This document was duly published for consultation on 31st October 2005 with comments invited until 12th December 2005. A sustainability appraisal of the document was made available alongside in order to inform responses.

3.13 A 'preferred option' consultation paper is scheduled to take place in late May 2006. This is later than the date of March/April 2006 specified in our approved LDS. *We are therefore not on course to achieve this milestone.*

3.14 The reason for the preferred option consultation date being pushed back to May is so that we will be in a position to more fully take into account the Regeneration Framework being produced by Terence O Rourke on behalf of the Gloucester Heritage Urban Regeneration Company. This will be published at the end of April 2006.

3.15 Although we built in contingency and potential delay into the approved LDS, the GHURC consultants were appointed much later than we had envisaged. Publication of the Preferred Option consultation document in May 2006 will allow their work to be taken fully into account. A revised LDS will be submitted in due course.

Central Area Action Plan

3.16 We have also committed to publishing an Area Action Plan for the Central Area of Gloucester.

3.17 Our current Local Development Scheme sets out a commitment to publishing an Issues and Options consultation paper no later than October 2005.

3.18 This document was duly published for consultation on 31st October 2005 and comments were invited until 12th December 2005. A sustainability appraisal of the document was made available alongside in order to inform responses.

3.19 A 'preferred option' consultation paper is scheduled to take place in late May 2006. This is later than the date of March/April 2006 specified in our approved LDS. *We are therefore not on course to achieve this milestone.*

3.20 The reason for pushing back the preferred option consultation to May 2006 is set out above.

Supplementary Planning Documents

3.21 We have committed to publishing several Supplementary Planning Documents or SPDs. These are documents covering a range of different topics that are designed to sit alongside and supplement our main development plan documents.

3.22 The first 'batch' of SPDs will be published in January 2006. These will be 'theme' based and will support the Council's draft Core Strategy and Development Control Policies. Topics to be addressed include affordable housing provision, open space provision, telecommunications and archaeology. *We are at present, on course to achieve this milestone.*

3.23 We will then publish a set of site-specific development briefs in late May 2006 alongside the preferred options consultation on the Central Area Action Plan and Site Allocations/Designations (Non-Central Area) documents. This is later than the March/April 2006 date specified in the approved LDS. *We are therefore not on course to achieve this milestone.* The reason for this delay is set out above.

3.24 We have also identified the need for additional site-specific SPDs. At present, the approved LDS (June 2005) specifies the production of just one site-specific brief - a development brief for the area of land to the east of Waterwells Business Park in the south of the City.

3.25 Since the LDS was approved, we have however identified the need to publish a number of other development briefs for the key sites within the Central Area. These will be confirmed with the GHURC consultants over the next few months and will be incorporated into a revised Local Development Scheme.

3.26 It is our intention to publish these briefs in late May 2006 alongside the preferred option Central Area Action Plan document.

Statement of Community Involvement

3.27 A key part of the Local Development Framework for Gloucester is our 'Statement of Community Involvement' or SCI. This is a document setting out how we will consult the local community in relation to the different documents to be produced under the Local Development Framework for Gloucester.

3.28 We have made good progress with the SCI. The document was formally submitted to the Secretary of State for approval in December 2004. An examination in public (by means of written representations only) was held in May 2005 and we received the report of the Planning Inspector on 25th June 2005.

3.29 A number of amendments were made to the SCI in line with the Inspector's Report and the document was formally adopted on 5th July 2005.

3.30 We will assess the degree to which our proposed consultation programme has been a success through subsequent Annual Monitoring Reports. Where particular methods of consultation have proved to be ineffective, we will consider alternative approaches and will seek to implement these through a revised SCI document.

3.31 Conversely, where particular methods of consultation have proved effective, we will build on these and seek to refine them and develop them further in order to more effectively engage the community and key stakeholders in the LDF process.

Other Work

3.32 The other major piece of work carried out by the Council's Development Plan team in the last 12 months has been the production of a Sustainability Appraisal Scoping Report.

3.33 Sustainability Appraisal is a key aspect of the LDF process. In order to meet legislative requirements we must subject each of the documents produced under the LDF to a Sustainability Appraisal which essentially 'scores' different policies and options in terms of how well they perform in social, economic and environmental terms.

3.34 We have so far produced an overarching Scoping Report, which identifies the key issues facing Gloucester and translates these into a number of high-level and sub-objectives. The scoping report will be used as the basis for the Sustainability Appraisals that the Council will apply to each of its Local Development Documents.

3.35 In order to supplement the sustainability appraisal process, we have been working hard to develop a comprehensive evidence base, which will be updated on an ongoing basis. This will assist with future monitoring exercises as well as contributing towards more effective application of the sustainability appraisal process.

Research/Background Information

3.36 A Housing Needs Survey was published in March 2005 which helps to identify current and future levels of housing need in the City. The findings of this report will be used to develop the Council's policies on affordable housing provision.

3.37 We also received in July 2004, an update to the 2001 Gloucester Retail Study. This important piece of work amongst other things, allows us to forecast how much new retail floorspace will be needed in Gloucester to meet anticipated demand.

Summary

3.38 We have to date, managed to achieve each of the key 'milestones' set out in our approved Local Development Scheme. We are on target to achieve most of the milestones that have been laid down for the next 12 months. It has however been necessary to put back the preferred option consultation on the Central Area Action Plan and Site Allocations/Designations (Non-Central Area) documents to late May 2006 for reasons beyond our control. The formal submission of these documents is however still planned for December 2006.

3.39 We have also identified the need to publish a number of new site-specific SPDs. These will be published in late May 2006 alongside the preferred options.

3.40 For ease of reference, we have, at Appendix 1 set out a Gantt chart, which shows the progress we have made to date as well as the proposed next stages.

3.41 A revised Local Development Scheme will be submitted to the Government Office in the new year once we have confirmed with the GHURC which sites we will be preparing site development briefs for.

3.42 Having set out the progress made to date in producing the various components of the Gloucester Local Development Framework, the following section of the report sets out the impact that has been had by different adopted and draft local plan policies in the period 1st April 2004 – 31st March 2005.

Part B
Policy Assessment

4. HOUSING

Background

4.1 As the local planning authority, the City Council has a responsibility to ensure that everyone has the opportunity of a decent home. Government policy is that there should be a greater choice of housing and that housing should not reinforce social distinctions. The housing needs of all in the community should be recognised, including those in need of affordable or special housing.

4.2 To promote more sustainable patterns of development and make better use of previously developed land, the focus for additional housing should be existing towns and cities. New housing and residential environments should be well designed and should make a significant contribution to promoting urban renaissance and improving the quality of life.

4.3 Government policy as set out in Planning Policy Guidance Note 3: Housing is that local authorities should:

- Plan to meet the housing requirements of the whole community, including those in need of affordable and special needs housing;
- Provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seek to create mixed communities;
- Provide sufficient housing land but give priority to re-using previously-developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of greenfield sites;
- Create more sustainable patterns of development by building in ways which exploit and deliver accessibility by public transport to jobs, education and health facilities, shopping, leisure and local services;
- Make more efficient use of land by reviewing planning policies and standards;
- Place the needs of people before ease of traffic movement in designing the layout of residential developments;
- Seek to reduce car dependence by facilitating more walking and cycling, by improving linkages by public transport between housing, jobs, local services and local amenity, and by planning for mixed use; and
- Promote good design in new housing developments in order to create attractive, high-quality living environments in which people will choose to live.

4.4 The policies of the Adopted Local Plan (1983) and to a greater extent, the Deposit Draft Local Plan (2002) are based on these objectives. Below we try and assess the extent to which these objectives are being fulfilled.

Contextual Indicators

4.5 There are around 47,000 homes in the city, 77.7%of which are owner-occupied, 8.2% are rented privately, 3.5% is rented social housing from housing associations and registered social landlords, and the remaining 10.4% is council social housing. The number of vacant household spaces is 1,175

4.6 The standard of housing is generally good, although there are pockets of poor housing such as the area around the park where a number of private sector properties with multiple occupants require significant investment. The Council's own stock of 4771 properties needs £29.5M spending on it over the next seven years to bring it up to the decent homes standard.

4.7 In 2004, around 3,830 dwellings were classified as 'unfit' to live in – all of which were private sector dwellings. Around 1,578 dwellings were vacant, constituting 1,498 from the private sector, 56 Local Authority, and 24 Registered Social Landlord (RSL).

4.8 At present, there is a lack of affordable housing and suitable family accommodation in particular. The number of council properties is diminishing each year and there are currently over four thousand people on the waiting list for social housing in the city, with estimated waiting times of up to ten years for family homes. With future predictions regarding increased demand for single-person accommodation, the council's housing strategy has some particularly tough challenges to meet.

4.9 In 2003, the affordable housing ratio, that is, the number of average salaries per average house price for males was 5.07, against a County ratio of 6.63, and southwest ratio of 6.72.

4.10 The affordable housing ratio for females in 2003 in Gloucester was 6.37, compared to a ratio of 8.58 for the County and 8.94 for the southwest.

4.11 Therefore the female ratio of affordable housing is consistently higher than that of males. This suggests therefore that the income differentials between males and females in Gloucester, and indeed the County and the southwest are pronounced.

4.12 Between 1999 and 2003 the affordable housing ratio for males increased from 2.96 to 5.07. In the same time the ratio for males in Gloucestershire increased from 4.54 to 6.63, and in the southwest from 4.07 to 6.72.

4.13 Equally, between 1999 and 2003 the affordable housing ratio for females in Gloucestershire increased from 4.31 to 6.37. The County ratio increased from 6.16 to 8.58 and the southwest from 5.76 to 8.94.

4.14 The cost of living in Gloucester is lower than the county average. In the period July – September 2005, the average price of a dwelling in Gloucester was £144,561 compared to £213,531 for Cheltenham and £299,990 for the Cotswolds. However, average incomes are low and annual house price increases have been higher than the county average. This is causing problems for first-time buyers in particular and pressure is being put on the rented sector and on social housing, a priority for the council.

4.15 Homelessness is an issue in Gloucester. The Council has in place a Homelessness Strategy (2003-2008), which provides a baseline assessment of the current position and lays out a vision for the future.

4.16 Since April 1998 the number of people presenting to the City Councils Homeless Person Unit (HPU) has increased from 260 in 1997/98 to 363 in 2001/02 rising to 629 presentations in 2002/03.

Core Output Indicators

Core Output Indicator 1a: Housing trajectory showing:

(ii) Net additional dwellings over the previous five year period or since the start of the relevant development plan document period, whichever is the longer

(ii) Net additional dwellings for the current year

(iii) Projected net additional dwellings up to the end of the relevant development plan document period or over a ten year period from its adoption, whichever is the longer

(iv) The annual net additional dwelling requirement

(v) Annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance

Objective:

4.17 To plan, monitor and manage the delivery of new housing in order to meet the housing requirements of adopted Structure Plan Second Review (1999).

Target:

4.18 The Adopted Gloucestershire Structure Plan Second Review (1999) specifies that 10,250 dwellings should be provided in Gloucester in the period 1991 – 2011 equating to 512.5 dwellings per year.

4.19 The Structure Plan will eventually be replaced by a new Regional Spatial Strategy for the South West. Early indications suggest that approximately 10,400 – 11,200 dwellings will need to be found in Gloucester between 2006 and 2026 equating to between 520 and 560 dwellings per year. However, the draft RSS suggests that the Gloucester Principal Urban Area will need to accommodate between 16,500 and 19,000 new dwellings by 2026. These areas include the administrative boundary of the City and also smaller settlements around Gloucester such as Longford and Innsworth.

Relevant Policies:

1983 Adopted Local Plan

Core Policy H1: Release of Residential Land to Cater for Five-Year Requirement
Policy H1d: Residential Development of Unallocated Sites

Second Deposit Draft Local Plan (2002)

Policy H1: Allocations for Mixed-Use Including Housing
Policy H2: Allocations for Housing Development
Policy H4: Housing Proposals on Unallocated Sites

Findings:

4.20 The table and graphs set out overleaf illustrate our housing trajectory. This is essentially a summary of previous housing completions, projected housing completions and how these compare to the Council's overall housing requirement.

4.21 Please note: we have based the trajectory on the Adopted Structure Plan (1999) housing requirement to 2011 on the basis that this is the only definitive housing requirement for Gloucester. Future housing trajectories will address the housing requirements of the Regional Spatial Strategy when these are finalised.

4.22 Preparing a housing trajectory helps to identify whether the Council is under-providing or over-providing housing which can help to inform the release of land for housing development.

Table 1: Housing Trajectory

Year	Net Additional Dwellings over Previous 5-Year Period	Net Additional Dwellings for the Current Year	Projected Net Additional Dwellings to 2011 (including allocations, planning permissions, firm commitments and windfalls)	Annualised Net Additional Dwelling Requirement	Annual Average Number of Net Additional Dwellings Needed to Meet Housing Requirement to 2011.
1991	782	-	-	512.5	-
1992	665	-	-	512.5	-
1993	844	-	-	512.5	-
1994	709	-	-	512.5	-
1995	359	-	-	512.5	-
1996	477	-	-	512.5	-
1997	602	-	-	512.5	-
1998	700	-	-	512.5	-
1999	319	-	-	512.5	-
2000	172	-	-	512.5	-
2001	290	-	-	512.5	-
2002	391	-	-	512.5	-
Jan - March 2003*	140	-	-	512.5	-
2003/2004	587	-	-	512.5	-
2004/2005	-	555	-	512.5	-
2005/2006	-	-	624	512.5	513
2006/2007	-	-	624	512.5	513
2007/2008	-	-	624	512.5	513
2008/2009	-	-	624	512.5	513
2009/2010	-	-	624	512.5	513
2010/2011	-	-	624	512.5	513
Totals	**7,037**	**555**	**3,744**	**10,250**	**3,078**

* Please note: The low number of completions identified in row 13 of the table is a result of the Council changing its approach to monitoring at that time. Previously the period December to December was monitored however in 2003/2004, the monitoring period changed to April to March.

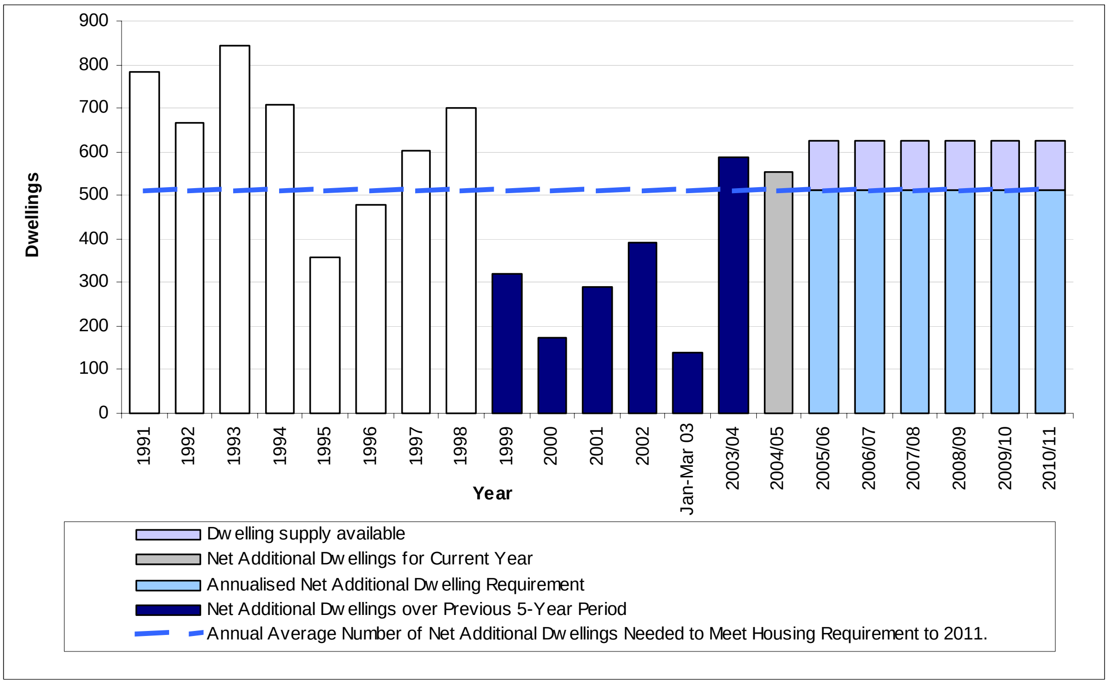


Figure 1: The past and anticipated supply of housing during the Plan period 1991-2011 (Gloucester City Council)

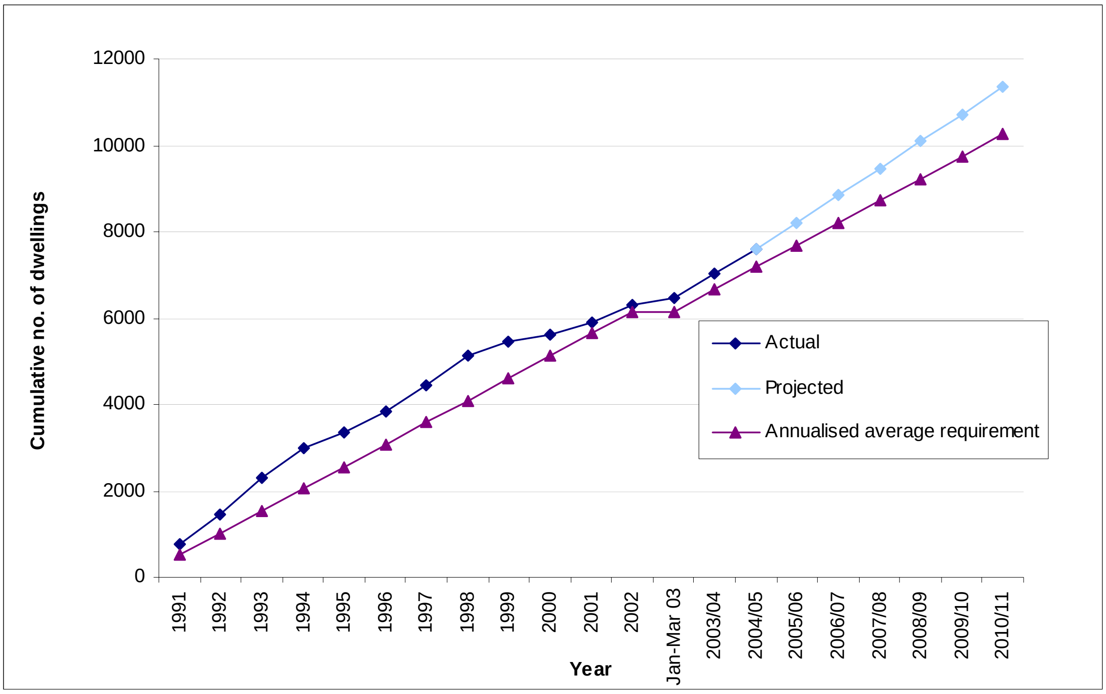


Figure 2: Net additional dwellings (Gloucester City Council)

Commentary

Total number of net additional dwellings Completed over Previous 5-year period

i. The total number of net additional dwellings completed in the previous 5-year period was **1,899**

Net Additional Dwellings for the Current Year

ii. The net number of additional dwellings for the current year (2004/2005) was **555.**

Projected Net Additional Dwellings to 2011

iii. The projected number of net additional dwellings in the period up to 2011 is **3,744**, which equates to **624** dwellings per year**.**

4.24 In providing this figure we have only included those sites that currently have planning permission (but have not been implemented) plus predicted windfalls. We have not included draft housing allocations or other firm commitments (i.e. sites with planning permission subject to the completion of a Section 106 legal agreement), due to the fact that we cannot be as certain that these sites will come forward. If allocations and other firm commitments are included, the total number of projected dwellings increases to **5,157,** which equates to 860 dwellings per year. This is much higher than the average number of dwellings completed over the past 5 and even 10-year period. For this reason, we consider it more appropriate to use the lower estimate of 624 dwellings per year.

4.25 Although this projected average is relatively high, forecast completions from large-scale residential development at RAF Quedgeley and a number of other sites including the Cattlemarket and potentially Gloucester Quays (subject to the outcome of a Public Inquiry) lead us to believe that an average of 624 dwellings in the remaining Structure Plan period to 2011 is achievable. At the very least, we will be in a strong position to provide more than the 513 dwellings per year required to meet the Structure Plan target of 10,250 dwellings (see below).

Annual Net Additional Dwelling Requirement

iv. The average annualised housing requirement is 512.5 dwellings per year (i.e. 10,250 dwellings divided by the length of the plan period – 20 years).

Annual Average Number of Dwellings Needed to meet Overall Housing Requirement

v. The remaining housing requirement compared to the required level of housing identified in the Structure Plan is **3,078** dwellings (i.e. the total housing requirement of 10,250 minus the total number of completions to date 7,172). This equates to 513 dwellings per year. Notably this is very close to the annualised average requirement of 512.5 dwellings per year.

Core Output Indicator 2b: Percentage of new and converted dwellings on previously developed land.

Objective:

4.26 To provide sufficient housing land whilst giving priority to the re-use of previously developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of greenfield sites.

Target:

4.27 The national target is that by 2008, 60% of additional housing should be provided on previously developed land and through conversions of existing buildings.

4.28 At the regional level, the existing Regional Planning Guidance for the South West (RPG10) states that at least 50% of additional housing should be provided on previously developed land and through conversions of existing buildings. This target has been carried through into the draft Regional Spatial Strategy.

Relevant Policies:

1983 Adopted Local Plan

N/A

Second Deposit Draft Local Plan (2002)

Policy ST.2: Priority for Developing Previously Used Sites and Safeguarding Greenfield Land

Policy H4: Housing Proposals on Unallocated Sites

Findings:

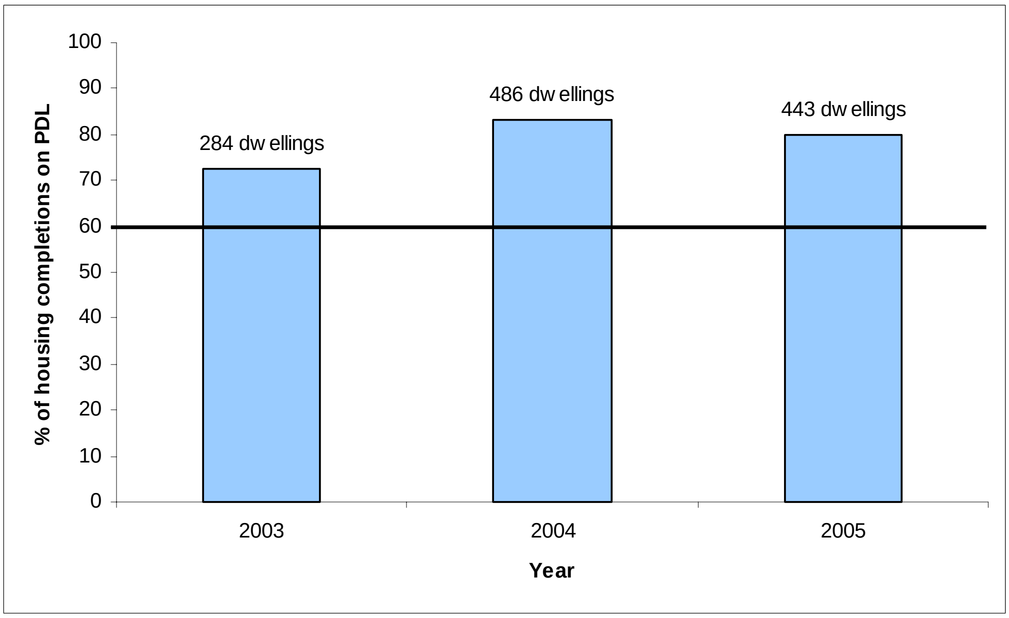


Figure 3: Percentage of new and converted dwellings built on previously developed land 2004/2005 compared to previous years (Gloucester City Council)

Commentary:

4.29 For the last three years, Gloucester City Council has considerably exceeded both the national and regional targets for re-using previously developed land and buildings.

4.30 During 2004/2005, 79.82% of all new dwellings were built on previously developed land. Although previously developed land is a finite resource we consider that there is enough available to keep this percentage above the national and regional targets for the foreseeable future.

Core Output Indicator 2c: Percentage of new dwellings completed at:

(i) Less than 30 dwellings per hectare
(ii) Between 30 - 50 dwellings per hectare
(iii) Above 50 dwellings per hectare

Objective:

4.31 To make the most efficient use of land.

Target:

4.32 National guidance set out in PPG3: Housing, suggests that local planning authorities should avoid the inefficient use of land i.e. developments of less than 30 dwellings per hectare (net) and should encourage housing development which makes more efficient use of land i.e. between 30 and 50 dwellings per hectare (net).

4.33 Development in excess of 50 dwellings per hectare will be appropriate in areas with good public transport accessibility such as city, town, district and local centres or around major nodes along good quality public transport corridors.

4.34 Under the Second Deposit Draft Gloucester Local Plan (2002) layouts that fall below 30 dwellings per hectare (net) will be refused.

Relevant Policies:

<u>1983 Adopted Local Plan</u>

Policy H1 (e) Density and Quality of Housing Development

<u>Second Deposit Draft Local Plan (2002)</u>

Policy H7: Housing Density and Layout
Policy H14: Redevelopment of Housing at a Higher Density

Findings:

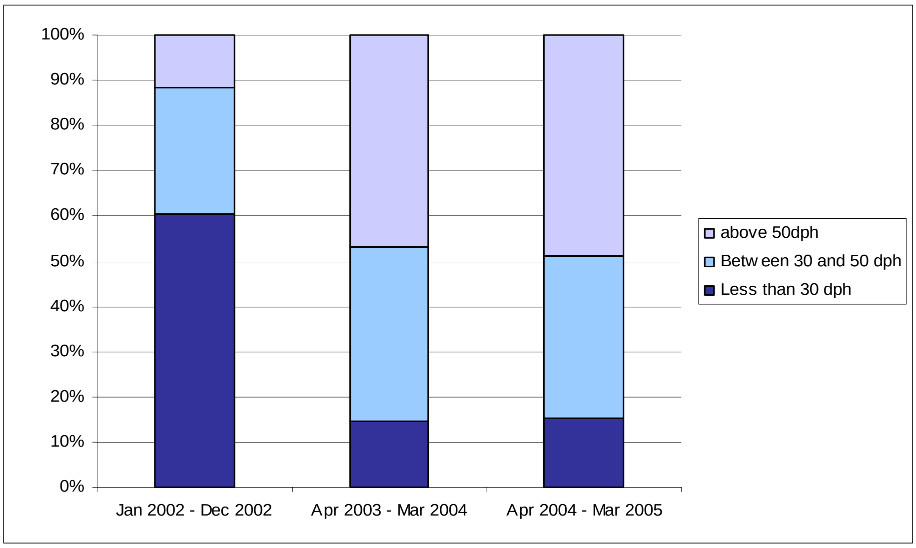


Figure 4: Density of completed dwellings (Gloucester City Council)

Commentary:

4.35 In the period 1st April 2004 to 31st March 2005, nearly 50% of completed dwellings built in Gloucester were built at a density of more than 50 dwellings per hectare. 36% of completed dwellings were built at a density of between 30 and 50 dwellings per hectare.

4.36 Only 15% of completed dwellings were built at a density lower than 30 dwellings per hectare.

4.37 These figures were very similar in the previous period 1st April 2003 to 31st March 2004. It is considered that the City Council is fully meeting the Government's policy objective of encouraging the most efficient use to be made of land.

Core Output Indicator 2d: Affordable housing completions

Objective:

4.38 To ensure the housing needs of the whole community are met including those in need of affordable housing.

Target:

4.39 National policy set out in Circular 6/98 - Affordable Housing dictates that, outside London, affordable housing provision should be made on residential sites comprising 25 dwellings or more or sites of 1 hectare or more, irrespective of the number of dwellings. The policy does not stipulate a target level of provision. This should be based on local assessment of housing need.

4.40 More recently however a Government Draft Planning Policy Statement 3: Housing, suggested that the thresholds set out in Circular 6/98 should be lowered to 15 dwellings/0.5 hectares.

4.41 Regional Planning Guidance for the South West suggests a need for between 6,000 and 10,000 affordable dwellings per year across the region.

4.42 The Second Deposit Draft Gloucester Local Plan seeks an overall target of 40% of the net site area of sites of 15 or more dwellings or 0.5 hectares, irrespective of the number of dwellings, to be affordable.

4.43 The most recent Housing Needs Survey for Gloucester published in early 2005 identified a need for 1,234 affordable dwellings per annum in order to clear the backlog of existing housing needs and to meet future housing needs.

Relevant Policies:

<u>1983 Adopted Local Plan</u>

Core Policy H4: Meeting Housing Needs

<u>Second Deposit Draft Local Plan (2002)</u>

Policy H15: The Provision of Affordable Housing
Policy H16: Affordable Housing Mix, Design and Layout

Findings:

Year	Affordable Housing Completions
2002 (1st January 2002 - 31st December 2002)	43
2004 (1st April 2003 - 31st March 2004	94
2005 (1st April 2004 - 31st March 2005)	68

Table 2: Number of affordable completions (Gloucester City Council)

Commentary:

4.44 In the period 1st April to 31st March 2005, 68 affordable dwellings were completed. This represents 12.2% of the total 555 dwellings completed in the same period. The level of affordable housing completions in the last three years is substantially below the level of need identified by Outside Research in their Housing Needs Survey for Gloucester (2005).

4.45 A large number of affordable dwellings will come forward over the next few years through the large-scale mixed-use residential employment development of RAF Quedgeley where 30% of the 2,650 permitted dwellings will be affordable.

4.46 Dropping the threshold for affordable housing provision from 25 dwellings to 15 dwellings will help to increase the number of affordable dwellings completed. Many speculative residential schemes in Gloucester fall below the 25 dwelling threshold and do not therefore at present have to provide any element of affordable housing or contribute towards its provision elsewhere.

5. ECONOMY

Background

5.1 The most sustainable communities will have, at their heart, a number of key economic ingredients, including: successful and competitive businesses and organisations; increasing numbers of people with the skills, capacity and aspiration to participate in and benefit from the growing economy; effective transport and communications systems. These sorts of communities will help create a more sustainable region.

5.2 The draft Regional Spatial Strategy for the South West supports the Regional Economic Strategy's objectives of:

- Delivering successful and competitive businesses
- Delivering strong and inclusive communities; and
- Delivering an effective and confident region.

5.3 By 2026 the RSS aims to achieve a number of objectives including increased productivity, the creation of more and better jobs, better balance between the location of jobs in the region and the places where people live and a shift to deliver new products and services with lower environmental impacts and greater resource efficiency.

Contextual Indicators

5.4 The economy of Gloucester is strong and growing steadily. The main employment sectors are: public administration, education and health (24.1%); distribution, hotels and restaurants (22.0%); banking, finance, insurance etc. (16.6%); and manufacturing (16.4%). As one of the principal urban areas within the south West Region, Gloucester is a major employment centre. The annual business enquiry (ABI) 2002 estimates that there are 3700 businesses in Gloucester employing a total of 60,700 people.

5.5 The majority of business units are small employers with almost 60% of businesses in Gloucester employing 1-4 employees in 2002. Our supplier analysis suggests many rely on city council trade. Tourism supports over 3,700 jobs in the city (7% of the workforce) and brings an estimated £100m into Gloucester each year.

5.6 New and small businesses are a vital source of economic growth. VAT registrations have fallen from 355 in 1997 to 245 in 2002. This has led to five years of continual decline in the stock of VAT registered businesses within the City from 2,815 in 1997 to 2,480 in 2002, set in the context of slight growth nationally.

5.7 Gloucester's main challenge is in ensuring local people have the right skills to take up local jobs. However, Gloucester is well 'e' enabled, with access to Broadband throughout the city, 8 street kiosks giving web access and 41% of homes with web access.

5.8 Gloucester's total workplace population is about 58,900, with 35,100 people living and working within the City, 19,300 commuting from another part of the County and 4,500 commuting from outside the County.

5.9 At October 2005, the total number of unemployed people in Gloucester was 1.9% the highest rate in Gloucestershire. This is higher than the average for County and the South-West region which were 1.5% and 1.4% respectively. The figure for Gloucester has however dropped from 2.7% in April 2003. Furthermore the rate of unemployment in Gloucester is currently lower than the national average of 2.3%

5.10 Figures compiled by the Gloucestershire Labour Market Information Unit (GLMIU) show that there are stark contrasts between different wards. The wards with the highest rates of unemployment at October 2005 are Westgate (8.3%), Matson (5.6%), and Barton (5.4%). There are also marked differences between different sectors of the population with the unemployment rate being double among Gloucester's black and minority ethnic communities.

5.11 Gloucester has been hit particularly hard by the demise in the British manufacturing industry. Between 1997 and 2002 manufacturing employment in the City dropped by 26.5%, compared with 15.3% for Gloucestershire, and 10.9% for Great Britain. However significant growth in service sector employment has been experienced.

5.12 Tourism is especially important to the economy of Gloucester with the Docks receiving 850,000 visitor trips per year and the Cathedral 292,000 visitors per year. It is estimated that the visitors spend some £131 million within the city per year. The significance of tourism to the Gloucester economy is also illustrated by its 2.4 million day visits and 914,000 visitor nights.

5.13 In 2003 the average wage in Gloucester was £20,997. This is lower than both the County and National figures.

5.14 GDP below the national level is referred to as GVA. Currently, we do not have a figure for GVA at the district level. We do have a GVA County figure, which is £9 billion projected for 2004 (Office for National Statistics, 2004). We hope to have a district figure for next year's Annual Monitoring Report.

Core Output Indicators

Core Output Indicator 1a: Amount of floorspace developed for employment by type (gross internal floorspace sq m).

Objective:

5.15 To ensure that sufficient amounts of employment land are provided in order to meet the needs of the market and to ensure that investment is not constrained.

Target:

5.16 The adopted Gloucestershire Structure Plan Second Review (1999) indicates that approximately 95 hectares of employment land should be provided in Gloucester in the period 1991 – 2011.

Relevant Policies:

1983 Adopted Local Plan

Core Policy E1: Release of Employment Land Suitable for Industrial Development
Policy E1 (a): Release of Employment Land
Core Policy E2: Release of Employment Land Suitable for Office Development

Second 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

Findings:

Application No.	Address	Use Class	Gross Internal Floorspace sq.m	Completed
03/01412/REM	Stephenson Court	B1(c)	2525 sq.m	March 2005
04/00058/FUL	Plot B, Brunel Court	B1(c)	500 sq.m	March 2005
Total			**3025 sq.m**	

Table 3: New employment development (Gloucester City Council)

Commentary:

5.17 Only two sites, with a combined floorspace of 3,025sqm were completed in Gloucester in the 2004/05 monitoring period. Both of these were B1 light industrial developments.

5.18 There are however many more sites currently under construction and the amount of completed employment floorspace identified in the Council's next AMR is likely to be considerably higher.

Core Output Indicator 1b: Amount of floorspace developed for employment by type, in employment or regeneration areas

Objective:

5.19 See Core Output Indicator 1a above.

Target:

5.20 See Core Output Indicator 1a above.

Relevant Policies:

1983 Adopted Local Plan

Core Policy E1: Release of Employment Land Suitable for Industrial Development
Policy E1 (a): Release of Employment Land
Core Policy E2: Release of Employment Land Suitable for Office Development

Second 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

Findings:

5.21 The completed developments at Stephenson Court and Brunel Court referred to in relation to Core Output Indicator 1a above are both located in Waterwells Business Park. This is a designated employment area in the Second Deposit Draft Local Plan (2002). The total amount of completed employment floorspace under Core Policy 1b is therefore 3,025 sq m.

5.22 No employment floorspace was completed in a designated area of regeneration. Under the proposed Central Area Action Plan, the amount of new employment land coming forward in the Central Area of Gloucester is likely to increase significantly in the future.

Commentary:

5.23 Waterwells Business Park is the one remaining business park in Gloucester, which is yet to be built out. It is unsurprising therefore that both completed developments were within this area.

5.24 In future years under the LDF, the Central Area of Gloucester will be designated as the focus for regeneration in Gloucester through the proposed 'Central Area Action Plan' Development Plan Document.

5.25 This is likely to increase the amount of employment floorspace coming forward in this area.

Core Output Indicator 1c: Amount of floorspace by employment type, which is on previously developed land

Objective:

5.26 To ensure that sufficient amounts of employment land are provided in order to meet the needs of the market and to ensure that investment is not constrained.

5.27 Also to give priority to the re-use of previously developed land and buildings in preference to greenfield sites.

Target:

5.28 Unlike housing, there is no established target for the use of previously developed land and buildings for employment use. In light of established targets for housing development it would seem reasonable however to assume that 60% of employment development should take place on previously developed land, particularly in an urban area such as Gloucester.

Relevant Policies:

<u>1983 Adopted Local Plan</u>

Core Policy E1: Release of Employment Land Suitable for Industrial Development
Policy E1 (a): Release of Employment Land
Core Policy E2: Release of Employment Land Suitable for Office Development

<u>Second Deposit Draft Local Plan (2002)</u>

Policy E1: Mixed-Use Allocations
Policy E2: Employment Allocations
Policy E3: Allocations for Employment on Old Employment Sites
Policy E4: Protecting Employment Land
Policy ST.2: Priority for Developing Previously Used Sites and Safeguarding Greenfield Land

Findings:

5.29 There was no employment floorspace completed on previously developed land in 2004/05. Both completed employment developments took place on Waterwells Business Park, which was originally a greenfield site (a farm).

Commentary:

5.30 The Central Area Action Plan Development Plan Document should help to stimulate employment development on previously developed sites within the Central Area of Gloucester in the future.

Core Output Indicator 1d: Employment land available by type

Objective:

5.31 To ensure that sufficient amounts of employment land are provided in order to meet the needs of the market and to ensure that investment is not constrained.

Target:

5.32 The adopted Gloucestershire Structure Plan Second Review (1999) indicates that approximately 95 hectares of employment land should be provided in Gloucester in the period 1991 – 2011.

5.33 There are no specific targets relating to the type of employment to be provided.

5.34 The 1983 Local Plan seeks to make suitable provision to meet a 5-year requirement for industrial and office development.

Relevant Policies:

1983 Adopted Local Plan

Core Policy E1: Release of Employment Land Suitable for Industrial Development
Policy E1 (a): Release of Employment Land
Core Policy E2: Release of Employment Land Suitable for Office Development

Second 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

Findings:

5.35 The table set out below shows allocated employment land without planning permission as well as commitments (i.e. sites with planning permission) as at 31st March 2005.

Use Class	Hectares Allocated	Commitments	Totals (Hectares)
B1(a)	0.48	1.87	2.35
B1	26.36	6.32	32.68
B1/B2	7	-	7.0
B1/B2/B8	10.9	29.27	40.17
B8	6.4	-	6.4
B2/B8	-	7.3	7.3
B1/B8	-	1.3	1.3
Total:			**97.2 hectares**

Table 4: Allocated and committed employment land (Gloucester City Council)

5.36 The graph below sets out the total percentages of employment land available by type including both allocations and planning permissions.

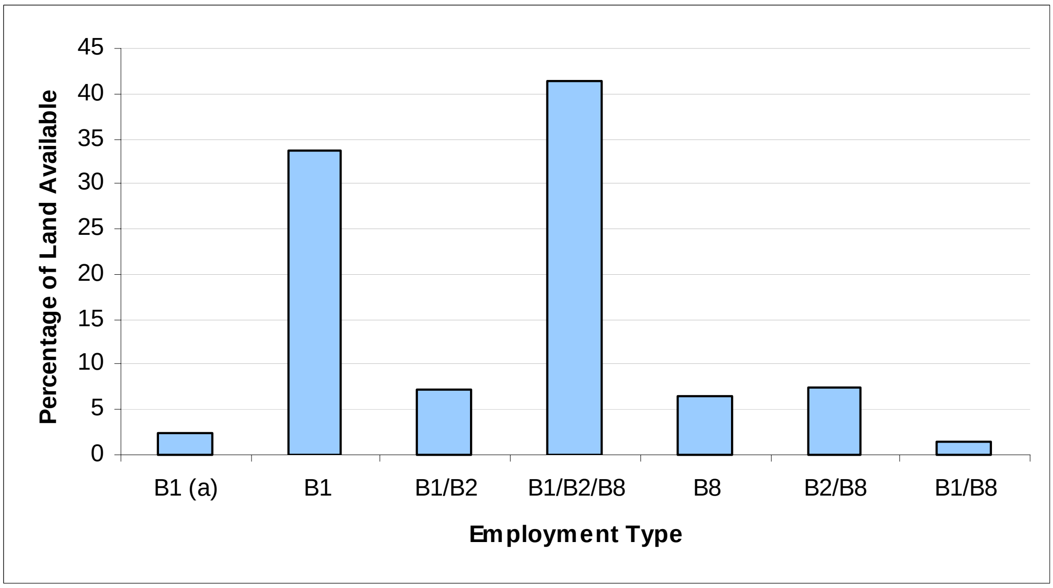


Figure 5: Percentage of available employment land (Gloucester City Council)

Commentary:

5.37 The information set out above suggests that there is a good amount of employment land available in Gloucester. It is important to remember however that a number of the allocated employment sites, which make up a good proportion of this total, have been allocated for some time but have not yet been implemented.

5.38 It will be important through the LDF to carefully consider whether the continuing use of these sites for employment purposes is appropriate.

5.39 The greatest amount of land is available in the B1/B2/B8 category. This is considered to reflect the flexibility that is currently required by the commercial market. In this regard, we have been receiving an increasing number of applications for buildings of flexible design that are capable of being put to a range of different employment uses.

Core Output Indicator 1e: Losses of employment land in (i) employment/regeneration areas and (ii) local authority area

Objective:

5.40 To safeguard employment land in order to meet the economic needs of the City.

Target:

5.41 N/A

Relevant Policies:

1983 Adopted Local Plan

N/A

Second Deposit Draft Local Plan (2002)

Policy E4: Protecting Employment Land

Findings:

5.42 The table below sets out the amount of employment land lost to other uses within Gloucester in the period 1st April 2004 to 31st March 2005.

Site	Loss of B1 (a)	Loss of B1 (b)	Loss of B1 (c)	Loss of B2	Loss of B8
Regeneration Area					
57 Westgate Street & 5 Berkeley Street	714 sq.m, 0.05ha	-	-	-	-
Wesley House, 21 St. Johns Lane	137 sq.m. 0.01ha	-	-	-	-
Ladybellgate House, 20 Longsmith St	247 sq.m. 0.01ha	-	-	-	-
3 Brunswick Square	317 sq.m, 0.01ha	-	-	-	-
Unit 5 Barrett Trading Estate	-	-	-	534sq.m, 0.05ha	-
Total Loss	**0.08 ha**	**-**	**-**	**0.05ha**	**-**
Local Authority Area					
27 Park Road	148 sq.m, 0.05ha	-	-	-	-
Total Loss	**0.05 ha**	**-**	**-**	**-**	**-**

Table 5: Amount of lost employment land (Gloucester City Council)

5.43 The total loss of employment land in the period 1st April 2004 to 31st March 2005 is therefore 0.18 ha (0.13 ha in the Central Area and 0.05 ha in the wider City area).

Commentary:

5.44 The amount of employment land lost to other uses in the monitoring period is relatively small. This suggests that the Council's policy of protecting employment land (E4) is working as intended.

5.45 Government policy supports the protection of employment land where it continues to be needed or in the case of unimplemented sites, where there is a realistic prospect of the site being implemented within the development plan period.

5.46 One of the key roles of the LDF will be to ensure that the issue of employment land being lost to other uses is taken into account particularly in the context of redevelopment within the Central Area, which has the potential to affect a large number of existing employers. There needs to be a balance between employment and other forms of development.

Core Output Indicator 1f: Amount of employment land lost to residential development

Objective:

5.47 To ensure that an appropriate balance of housing and employment land is provided and to identify the extent to which residential development pressure is leading to the loss of employment land.

Target:

5.48 The adopted Gloucestershire Structure Plan Second Review (1999) indicates that approximately 95 hectares of employment land should be provided in Gloucester in the period 1991 – 2011.

Relevant Policies:

1983 Adopted Local Plan

N/A

Second Deposit Draft Local Plan (2002)

Policy E4: Protecting Employment Land

Findings:

5.49 Two of the sites referred to above have been lost to residential uses. These are Ladybellgate House and 27 Park Road, which, together total 0.02ha.

5.50 Note: Next year, a significant amount of employment land at RAF Quedgeley will be lost to residential as this site is built out.

Commentary:

5.51 A very small amount of employment land has been lost to residential uses. Again this suggests that the Council's policy of protecting employment land is achieving its objective.

5.52 Re-use of these buildings for residential use is of course however consistent with the Government's objective of re-using previously developed land and buildings.

6. TRANSPORT

Background

6.1 Our quality of life depends on transport and easy access to jobs, shopping, leisure facilities and services; we need a safe, efficient and integrated transport system to support a strong and prosperous economy. But the way we travel and the continued growth in road traffic is damaging our towns, harming our countryside and contributing to global warming.

6.2 By shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, planning can help to reduce the need to travel, reduce the length of journeys and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling.

Contextual Indicators

6.3 The car dominates transport in Gloucester. Over 70% of Gloucester residents use a car, either as a driver or as a passenger, for their journey to work. The amount of traffic in Gloucester is also growing. Between 1985/86 and 1996/97, traffic growth in Gloucester averaged 2.6% per year. This compares with a national average of 1.5% per year. Between 16,000 and 17,000 trips are made by car into Gloucester from elsewhere each day. A further 20,000 car trips are made within Gloucester each day.

6.4 Currently, the road network within the city and on the A40 becomes very congested at peak hours. A large proportion of Gloucester roads are running at a network speed of at or below 15mph. The M5 motorway runs adjacent to the eastern administrative boundary of the City and is often used by people making short distance north south journeys in order to avoid congestion in the City (known as 'junction-hopping').

6.5 Much of the congestion in the city is caused by through traffic and by people travelling within and to Gloucester by car to work. As a key employment centre in the county, travel to work in Gloucester is characterised by high levels of in-commuting.

6.6 By far the most popular mode of transport for travelling to work in 2001 is the private car with 31,590 Gloucester residents using it. The second most popular is walking, with 5,520 residents. Other modes include car passenger (3,710), Public Transport (3,860), Bicycle (3,180), Motorcycle (800) and other modes (300).

6.7 Between 1991 and 2001 the number of people living travelling to work via the private car has increased substantially, from 24,730 to 31,590. Those walking have increased slightly, from 4,920 to 5,520. Public Transport use has remained static with 3,680 users. The other modes have seen reductions - car sharing from 4,080 to 3,710, bicycle from 3,290 to 3,180, motorcycle from 1,350 to 800, and other modes from 400 to 300.

6.8 Between 1991 and 2001 the average distance travelled to work by Gloucester residents increased from 9 miles to 11 miles. This is less than both the County average, at 14 miles, and England and Wales, at 13 miles.

Core Output Indicators

Core Output Indicator 3a: Amount of completed non-residential development within Use Class Orders A, B and D complying with car parking standards set out in the Local Development Framework

Objective:

6.9 To promote sustainable transport choices and to ensure maximum parking standards for development are being met.

Target:

6.10 100% of development to comply with the Council's maximum parking standards and in appropriate cases to provide less parking in order to promote more sustainable modes of transport such as walking, cycling and public transport.

6.11 The Council's maximum parking standards are set out in the table below.

Use	National Maximum Parking Standard	Threshold from and above which standard applies
Food Retail	1 space per 14 sq m	1,000 sq m
Non Food Retail	1 space per 20 sq m	1,000 sq m
Cinemas and Conference Facilities	1 space per 5 seats	1,000 sq m
D2 (other than cinemas, conference facilities and stadia)	1 space per 22 sq m	1,000 sq m
B1 including offices	1 space per 30 sq m	2,500 sq m
Higher and further education	1 space per 2 staff + 1 space per 15 students	2,500 sq m
Stadia	1 space per 15 seats	1500 seats

Table 6: Maximum parking standards (Gloucester City Council)

Relevant Policies:

1983 Adopted Local Plan

Policy T4 (k) Parking Standards

Second Deposit Draft Local Plan (2002)

Policy TR9: Parking Standards
Policy TR10: Parking Provision Below the Maximum Level
Policy TR11: Provision of Parking for People with Disabilities
Policy TR12: Cycle Parking Standards

Findings:

6.12 We do not at present monitor this indicator. In submitting the South West Regional Monitoring 2004/2005 return, we estimated that some 85% of development in the period 2004/2005 complied with the Council's parking standards as set out in the Second Deposit Draft Local Plan (2002).

6.13 It is important to note that the use of maximum parking standards means that it is possible for developers to provide zero car parking on their developments and still comply with the parking standards. Indeed, in sustainable locations, the City Council will encourage the provision of parking at a lower level than the specified maximum in order to encourage more sustainable modes of travel.

Commentary:

6.14 The Council uses maximum parking standards in accordance with national and regional planning policy. Although at present we do not monitor this indicator, it is reasonable to suggest that only a small percentage of development exceeds the Council's maximum permitted parking standards.

6.15 We will continue to encourage reduced parking provision in new development in order to promote more sustainable modes of travel.

Core Output Indicator 3b: Amount of new residential development within 30 minutes public transport time of: a GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre(s)

Objective:

6.16 To encourage sustainable transport choices and to reduce the need/desire to travel by car.

Target:

6.17 A key, planning objective is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking, and cycling. This is important for all, but especially for those who do not have regular use of a car, and to promote social inclusion. In preparing their development plans, local authorities should give particular emphasis to accessibility in identifying the preferred areas and sites where such land uses should be located, to ensure they will offer realistic, safe and easy access by a range of transport modes, and not exclusively by car.

6.18 The Regional Planning Guidance for the South West (RPG10) identifies a number of transport accessibility criteria. There are separate criteria for residential and non-residential development. Below we consider the residential accessibility standards.

6.19 Residential development should be proposed within walking distance of a food shop and a primary school. Major residential development should be within walking distance, or should have access by public transport, to employment, convenience and comparison shopping, secondary and tertiary education, primary and secondary health care, leisure and other essential facilities.

6.20 In relation to public transport, RPG10 requires new residential development to be located within 30 minutes travel time of public transport.

Relevant Policies:

<u>1983 Adopted Local Plan</u>

Core Policy T5: Public Transport

<u>Second Deposit Draft Local Plan (2002)</u>

Policy ST.4: Reducing the Need to Travel by Car and Promoting Other Means of Travel

Findings:

6.21 Again this is not an indicator that the City Council monitors at present. In providing our return for the South West Regional Monitoring 2004/2005, we estimated that approximately 85% of new residential development in Gloucester in the period 2004/2005 was located within 30 minutes public transport time of the services and facilities specified above.

6.22 This estimate is based on the fact that most of the newly completed housing in Gloucester is either close to the main public transport network or situated within the Central Area. All the bus routes through the area run arterially into the City, which is a major area of employment as well as a major retail centre. Gloucester Royal Hospital is approximately 10 minutes walk from the bus drop off points in the City Centre.

6.23 Primary and Secondary schools and GP's are located throughout the City and its suburbs and are accessible by walking or public transport.

6.24 The figure provided is not 100% as there are a couple of housing developments that have taken place at Longlevens and Tuffley, where it is considered that it may well take longer than 30 minutes to use the public transport system to access the City Centre once walking to the bus stop has been taken into consideration. For this reason the 85% figure has been used.

6.25 We hope to monitor this indicator in more detail for future years.

Commentary

6.26 As an urban area, the majority of new residential development should be located within 30 minutes public transport time of a range of shops and services. The proposed Spatial Strategy being promoted through the Council's draft Core Strategy Development Plan Document will focus most new residential development into the Central Area.

6.27 This will help to ensure more fully that new residential and other forms of development are within convenient distance of a range of shops and services and that they are able to walk, cycle or use public transport to reach them.

6.28 It will be important for the Council, in considering potential residential development outside the Central Area, to ensure that it is accessible by non-car modes of transport.

7. ENVIRONMENT

Background

7.1 Government policy on the protection of the natural environment is set out in PPS9 – Biodiversity and Geological Conservation. The Government's objectives for planning are:

- To promote sustainable development by ensuring that biological and geological diversity are conserved and enhanced as an integral part of social, environmental and economic development, so that policies and decisions about the development and use of land integrate biodiversity and geological diversity with other considerations.

- To conserve, enhance and restore the diversity of England's wildlife and geology by sustaining, and where possible improving, the quality and extent of natural habitat and geological and geomorphological sites; the natural physical processes on which they depend; and the populations of naturally occurring species which they support.

- To contribute to rural renewal and urban renaissance by:

- Enhancing biodiversity in green spaces and among developments so that they are used by wildlife and valued by people, recognising that healthy functional ecosystems can contribute to a better quality of life and to people's sense of well-being; and

- Ensuring that developments take account of the role and value of biodiversity in supporting economic diversification and contributing to a high quality environment.

Contextual Indicators

7.2 27% of Gloucester's area is designated as Landscape Conservation Area.

7.3 Altogether Gloucester has 35 sites of Nature Conservation Interest. Their grading is as follows:

- Grade A = 2
- Grade B = 6
- Grade C = 15
- Grade D = 12

7.4 Gloucester has two Sites of Special Scientific Interest (SSSI's):

- Hucclecote Hay Meadows
- Robinswood Hill Quarry

7.5 Gloucester has one designated 'Prime Biodiversity Area' or PBA:

- Land to the west of the Gloucester and Sharpness Canal (including Hempsted Landfill and Alney Island

7.6 Gloucester has one area of Ancient Woodland:

- Matson Wood

7.7 The City also has an important green network of natural corridors along disused railway lines and watercourses.

7.8 There is a network of public open space across the City both formal and informal. The Council's Public Open Space Strategy published in 2001 identified that the overall level of provision of public open space in Gloucester at that time equated to 2.19 ha per 1,000 population or 21.9 sq m per person. This is much lower than the recommended standard of 2.4 ha per 1,000 population advocated by the National Playing Fields Association.

7.9 Gloucester has one main household recycling centre at Hempsted Lane and 31 recycling bank sites at various locations around the City. The Council also operates a kerbside recycling service direct from 32,400 households. Remaining households receive a weekly collection of newspapers and magazines. Despite this Gloucester has the lowest rate of household recycling in the County, and at 8% last year has to improve substantially to reach the Government's target of 12% for this financial year.

Core Output Indicators

Core Output Indicator 4c: Amount of eligible open spaces managed to Green Flag Award standard

Objective:

7.10 To recognise and reward the best green spaces and to encourage others to achieve the same high environmental standards.

Target:

N/A

Relevant Policies:

1983 Adopted Local Plan

Core Policy L1: Provision of Public Open Space
Policy L1(a): Retention of Existing Public Open Space
Policy L1(b): Provision of Public Open Space in New Residential Development

Second Deposit Draft Local Plan (2002)

Policy OS1: Protection of Public Open Space
Policy OS2: Public Open Space Standard for New Residential Development
Policy OS3: New Housing and Public Open Space
Policy OS4: Design of Public Open Space
Policy OS5: Maintenance Payments for Public Open Space
Policy OS6: Provision of Open Space by Other Development

Findings:

7.11 No open spaces were awarded green flag status in the period 1st April 2004 – 31st March 2005. Barnwood Park Arboretum was awarded green flag status in July 2005 and further details of this will be included in our next AMR.

Commentary:

7.12 The Green Flag standard is awarded in recognition of the best green spaces. Clearly there is a need for the Council to increase the number of open spaces across the City that are eligible for, and indeed achieve this standard.

7.13 This will help to encourage people to engage in healthy activities, which in turn is likely to have beneficial effects in terms of improved health and well-being.

Core Output Indicator 7: Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality

Objective:

7.14 The Government's policy is to reduce the risks to people and the developed and natural environment from flooding.

Target:

7.15 N/A

Relevant Policies:

1983 Adopted Local Plan

N/A

Second Deposit Draft Local Plan (2002)

Policy FRP1a: Development and Flood Risk
Policy FRP3: Obstacles in the Floodplain
Policy FRP11: Pollution
Policy FRP6: Surface Water Run-Off

Findings:

7.16 We do not at present monitor this indicator. We hope to report on it in future Annual Monitoring Reports.

Commentary:

7.17 None.

Core Output Indicator 8: Change in areas and populations of biodiversity importance, including:

(i) **Change in priority habitats and species (by type); and**

(ii) **Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance**

Objective:

7.18 To promote sustainable development by ensuring that biological and geological diversity are conserved and enhanced as an integral part of social, environmental and economic development.

Target:

7.19 The Gloucestershire Biodiversity Action Plan (BAP) published in March 2000, identifies a number of key habitats and species of particular interest in the county that warrant attention due to their scarcity, importance, or because they are experiencing significant decline. Any habitat or species identified in the plan therefore brings with it added importance. Many species and habitats found within the administrative area of the City are included.

7.20 There are a number of specific BAP targets specific to Gloucester.

Relevant Policies:

<u>1983 Adopted Local Plan</u>

Core Policy L7: Nature Conservation
Policy L7: Robinswood Hill Quarry Site (SSSI)

<u>Second Deposit Draft Local Plan (2002)</u>

Policy B1: Sites of Special Scientific Interest
Policy B2: Sites of Nature Conservation Interest
Policy B3: Sites of Nature Conservation Interest
Policy B4: Corridors
Policy B5: Biodiversity Action Plan Species and Habitats
Policy B6: Prime Biodiversity Area
Policy B7: Protected Species
Policy B8: Non-Identified Sites
Policy LCA1: Development Within Landscape Conservation Areas

Findings:

7.21 At this stage, we are unable to report on either of the indicators set out above. We hope to re-appraise a number of sites of nature conservation interest in 2006 and will look to report on these indicators more fully in the Council's 2005/2006 Annual Monitoring Report.

Commentary:

7.22 None.

Core Output Indicator 9: Renewable energy capacity installed by type (megawatts)

Objective:

7.23 To minimise the impact new development has on energy usage and to promote renewable energy generating capacity.

Target:

7.24 There is a countywide renewable energy target for Gloucestershire, which is 40-50MW renewable electricity generating capacity by 2010. This is the equivalent of 45,750 – 52,250 households.

Relevant Policies:

1983 Adopted Local Plan

N/A

Second Deposit Draft Local Plan (2002)

Policy FRP8: Renewable Energy
Policy BE8: Energy Efficient Development

Findings:

7.25 During the period 1st April 2004 to 31st March 2005, the following amounts of renewable energy were generated within the local authority area:

Scheme/Site	Amount of Energy Generated
Photo Votaics at Oxstalls University Campus	0.064 megawatts
Landfill Gas at Hempsted Landfill Site	4.27 megawatts
Bio-gas at Netheridge Sewerage Treatment Works	0.625 megawatts
Total	**4.959 megawatts**

Table 7: Amount of renewable energy (Gloucester City Council)

Commentary:

7.26 The amount of energy generated from renewable energy sources during 2004/2005 was 4.959 megawatts. This is considered to be a good return. Planning permission has also recently been granted for a new wind turbine on Alney Island. It is estimated that this should generate approximately 15 kw of energy.

7.27 In line with the emerging Spatial Strategy for the South West, we are through the LDF seeking to ensure that new development derives a greater proportion of its energy from renewable sources.

8. COMMERCIAL DEVELOPMENT

Background

8.1 There is an increasing recognition that non-traditional forms of employment such as retail, office and leisure are providing important sources of jobs, reflecting the decline in manufacturing and more traditional forms of employment that has taken place in recent years.

8.2 We need to ensure that enough development comes forward to meet the economic needs of the City although we also need to ensure that it takes place in the right locations. For office, retail and leisure developments, this means in the City Centre or within a designated local or district centre (subject to scale).

8.3 New development outside of these designated centres has the potential to harm them and are generally less sustainable in terms of people having to use their cars to reach them. A good example is the retail park out at Eastern Avenue.

Contextual Indicators

8.4 The City Centre is the main focus for non-food shopping in the City (i.e. clothes, electrical items etc.) This is supplemented by retail warehouse provision at Eastern Avenue and in Quedgeley. New development at the Cattlemarket will provide additional retail warehouse shopping.

8.5 There are two District Centres in Gloucester, one at Quedgeley and one at Abbeydale. Both of these house large supermarkets as well as a number of smaller unit shops. Other large stand-alone supermarkets are located at Barnwood, the Cattlemarket and off Metz Way.

8.6 There are ten designated Local Centres providing a range of local-scale shops and services such as smaller supermarkets, post offices, hair salons and so on. These local centres provide important facilities for less mobile members of society and allow shopping trips to take place without the need for a journey by car or public transport.

8.7 A retail study for Gloucester was published by FPD Savills in 2004 and identifies a number of interesting statistics.

8.8 Gloucester has an assumed shopper population of 190,500 (derived from CBRE using NSLSP data), which ranks it at 74 in CB Richard Ellis' Rank of Shopper Populations.

8.9 Experian Goad estimate current total retail floorspace at 117,000 square metres. Gloucester therefore has weaker retail provision than might be expected given the size of the shopper population.

8.10 Comparison goods provision (non-food) is slightly above the national average accounting to 49.06%. The number of non-food multiple outlets is 126 compared to 356 in Cheltenham.

8.11 Of the top 20 retailers present in UK shopping centres, Gloucester has 75% presence.

8.12 Zone A rents in Gloucester have been consistently lower than in Cheltenham.

8.13 The most recent Focus survey for Gloucester recorded vacancy rates at 13.36% slightly above average and representing an increase since 2001. By comparison, vacancies in Cheltenham stand at 11.6%.

8.14 The City is well provided for in terms of leisure facilities including the GL1 leisure centre which provides a national standard short course 25 metre pool plus 3 other pools, health and fitness facilities, health spa, 4 rink indoor bowls and dedicated gymnastics hall. GL1 also has a 2 court main hall with semi-sprung floor, which can hold entertainment events, with a seating capacity of 1750 and pop concerts of 2000. Oxstalls Tennis Centre has six indoor courts, full outdoor courts and a floodlit synthetic football/hockey pitch. The City also has an indoor climbing centre and an artificial ski slope.

8.15 In terms of office development, the two main office markets can be divided into those in and around the City Centre and those on purpose built business parks such as Olympus Park and Waterwells Business Park.

Core Output Indicators

Core Output Indicator 4a: Amount of completed retail, office and leisure development

Objective:

8.16 To provide enough land to meet the needs of the commercial property market.

Target:

8.17 The adopted Gloucestershire Structure Plan (1999) identifies a target of 95 hectares of employment land to be provided in Gloucester in the period 1991 – 2011. This will include the provision of office development.

8.18 There are no specific targets relating to the construction of retail and leisure development.

Relevant Policies:

1983 Adopted Local Plan

Core Policy S1: Sub-Regional Shopping Status
Policy S1a: Major Comparison Shopping Outside the Main Shopping Area
Core Policy S2: Major Convenience Shopping
Core Policy E1: Release of Employment Land for Office Use
Policy L3: Leisure Facilities in the Docks

Second Deposit Draft Local Plan (2002)

Policy CL1: Major Commercial Leisure Development
Policy CL4: New Commercial Leisure Development in District Centres
Policy S4a: New Retail Development Outside Designated Shopping Centres
Policy E2: Employment Allocations

Findings:

Retail Development

8.19 This core output indicator is required to identify gross internal floorspace (square metres) plus the amount of trading floorspace (square metres) for each new development.

8.20 Within the last monitoring period (04/05) one new retail unit has been completed at Quedgeley District Centre comprising 170 sq.m of internal floorspace, 140 square metres of this is trading floorspace.

B1 Office Development

8.21 Within Gloucester City for the last monitoring period covering April 1st 2004 to March 31st 2005 there were no developments completed comprising B1(a) floorspace.

8.22 This Use Class comprises offices not in the A2 category. While there is much B1(a) office development currently being undertaken at Waterwells Business Park, none was completed at the end of the monitoring period. It is anticipated that the next AMR will contain a significant amount of new B1office floorspace.

A2 Office Development

8.23 Within the last monitoring period one new A2 unit has been completed at Quedgeley District Centre. The unit comprises 107 square metres internal floorspace.

Leisure Development

8.24 In the period 1st April 2004 to 31st March 2005, one D2 leisure unit has been completed. This was the rebuilding of the Bowling Alley at Barnwood, which had been previously damaged by fire. The unit comprises some 3360 square metres of gross internal floorspace.

Commentary:

8.25 The amount of commercial development completed in the last monitoring period was relatively low. It is anticipated that the continuing development of Waterwells Business Park will bring forward significantly more office floorspace in the next monitoring period.

8.26 In terms of retail and commercial leisure development, it is anticipated that the preparation of the Central Area Action Plan in conjunction with the work being carried out by the Gloucester Heritage Urban Regeneration Company, will stimulate investment and lead to an increase in new floorspace being built.

Core Output Indicator 4b: Amount of completed retail, office and leisure development in town centres

Objective:

8.27 See Core Indicator 4a above.

Target:

8.28 See Core Indicator 4a above.

Relevant Policies:

See Core Indicator 4a above.

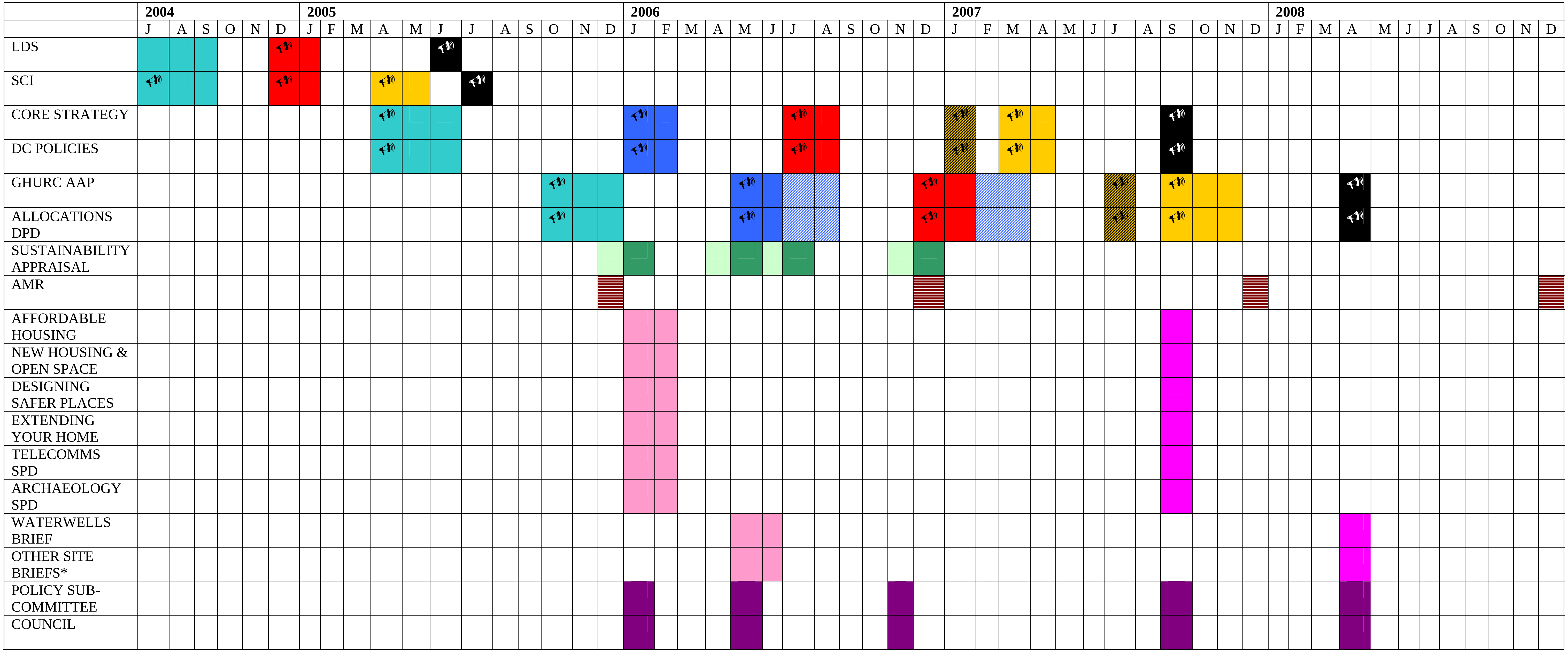
Findings:

8.29 In the last monitoring period, there were no new completed retail, office or leisure developments within Gloucester City Centre.

Commentary:

8.30 It is anticipated that the preparation of the Central Area Action Plan in conjunction with the work being carried out by the Gloucester Heritage Urban Regeneration Company, will stimulate investment and lead to an increase in new floorspace being built in the City Centre.

APPENDIX 1



KEY

Issues and Options		Examination	
Preferred Options		Pre-Exam Meeting	
Submission		SA Report Prepared	
Adoption		SA Report Published	
Milestone		SPD Consultation	
AMR Published		SPD Adoption	
Alt. Sites Consultation		Council Meetings	

* The 'Other Site Briefs' will be confirmed as soon as these are agreed with the Gloucester Heritage Urban Regeneration Company.

APPENDIX 2

Schedule of Core Output Indicators

Business Development

1a Amount of floorspace developed for employment by type

1b Amount of floorspace developed for employment by type, in employment or regeneration areas

1c Amount of floorspace by employment type, which is on previously developed land

1d Employment land available by type

1e Losses of employment land in (i) employment/regeneration areas and (ii) local authority area

1f Amount of employment land

Housing

2a Housing trajectory showing:

(i) net additional dwellings over the previous five year period or since the start of the relevant development plan document period, whichever is the longer

(ii) net additional dwellings for the current year

(iii) projected net additional dwellings up to the end of the relevant development plan document period or over a ten year period from its adoption, whichever is the longer

(iv) the annual net additional dwelling requirement; and

(v) annual average number of net additional dwellings needed to meet overall housing requirements, having regard to previous year's performance

2b Percentage of new and converted dwellings on previously developed land

2c Percentage of new dwellings completed at:

(i) less than 30 dwellings per hectare
(ii) between 30 – 50 dwellings per hectare
(iii) above 50 dwellings per hectare

2d Affordable housing completions

Transport

3a Amount of completed non-residential development within UCOs A, B and D complying with car parking standards set out in the Local Development Framework

3b Amount of new residential development within 30 minutes public transport time of: a GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre(s)

Local Services

4a Amount of completed retail, office and leisure development

4b Amount of completed retail, office and leisure development in town centres

4c Amount of eligible open spaces managed to Green Flag Award standard

Flood Protection and Water Quality

7 Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality

Biodiversity

8 Change in areas and populations of biodiversity importance, including:

(i) change in priority habitats and species (by type); and

(ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance.

Renewable Energy

9 Renewable energy capacity installed by type

English

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Urdu

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رابطہ قائم کریں:
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ہربرٹ ویئرہاوس، دی ڈاکس،
گلوسٹر جی ایل 1 2 ای کیو
ٹیلیفون : 396928 (01452)

Gujurati

તમોને જો આ ઈંગ્લીશમાં સમજવામાં તકલીફ પડતી હોય તો મહેરબાની
કરીને નીચેની જગ્યાએ સંપર્ક સાંધશો :
ટેપિસ્ટ્રિ ટ્રાન્સલેશન સર્વીસ,
કોર્પોરેટ પર્સનલ સર્વીસીસ,
હરબર્ટ વેરહાઉસ, ધ ડૉક્સ,
ગ્લોસ્ટર, જીએલ૧ ૨ઈક્યુ.
ટેલીફોન નંબર : (૦૧૪૫૨) ૩૯૬૯૦૯

Chinese

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Bengali

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ঠিকানায় যোগাযোগ করুন:
ট্যাপেস্ট্রী ট্র্যান্সলেশন সার্ভিস
করপোরেট পার্সোনেল সাভিসেস্
হারবার্ট ওয়্যারহাউস, দা ডকস্
গ্লস্টার ডিএল্১ ২ইকিউ
টেলিফোন নম্বর: (০১৪৫২) ৩৯৬৯০৯

Policy, Design and Conservation

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CITY COUNCIL
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