

Gloucester City Council  
Strategic Assessment of Land Availability 2013





## Strategic Assessment of Land Availability 2013

### Important Notice

#### Disclaimer

In relation to the information contained within this report and any other report relating to the findings of Gloucester City Council's Strategic Assessment of Land Availability the council makes the following disclaimer:

- The 2013 Strategic Assessment of Land Availability (SALA) forms part of the evidence base for the preparation of the Gloucester City Plan. It represents a 'snapshot' in time and draws on and updates information contained with earlier SHLAA and SELAA documents produced by the Council.
- The SALA only identifies sites that may have future development potential it does not allocate sites to be developed for housing or employment purposes as that is the role of the Gloucester City Plan.
- The identification of a site in the SALA as suitable, available and achievable does not imply that the Council will grant planning permission on the sites. Any planning applications made prior to the adoption of the Gloucester City Plan will be assessed against the appropriate national and local policies at the time taking into account any other material considerations that may apply.
- The inclusion of potential housing and employment sites within the study does not preclude them from being developed for other purposes.
- The information contained in the sites assessment table is based on the information available at the time the study was undertaken between November 2013 and March 2014 and there may be some omissions and/or factual inaccuracies. The council does not accept liability for omissions and/or factual inaccuracies. Users of the study must appreciate that there may be additional constraints on some sites that were not identified at the time of the survey. It is therefore important to note that any future proposals will need to be assessed **on their own merits** at the time of submission rather than on the information contained in the SALA.
- Likewise, some of the identified constraints may have been removed since the information contained within the assessment was compiled. Issues may arise during the course of a detailed application that could not or were not foreseen at the time of the SALA study. Applicants are therefore advised to carry out their own analysis of sites to identify any constraints or other information for the purposes of planning application and not rely solely on the findings of the assessment.
- The purpose of this report is to give a broad indication of sites with housing and employment development potential. It is impossible to identify all sites that may be delivered.
- The exclusion of sites, buildings or areas from the study does not preclude the possibility of planning permission being granted in them. Sites will continue to come forward, which will be suitable for development, and which have not been identified in the assessment.

- The SALA will be subject to annual review and will be a key evidence document in the preparation of the City Plan with regard to the supply of deliverable and developable sites within the administrative area of the City.
- The delivery of dwellings and employment land will continue to be monitored through the annual housing monitoring report and bi –annual employment land monitoring report.

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## Abbreviations

SHLAA: Strategic Housing Land Availability Assessment

SELAA: Strategic Employment Land Availability Assessment

SALA: Strategic Assessment of Land Availability

SAP: Sites Assessment Panel

AONB: Area of Outstanding Natural Beauty

LCA: Landscape Conservation Area

SSSI: Site of Special Scientific Interest

TPO: Tree Preservation Order

PDL: Previously Developed Land

JCS: Joint Core Strategy

CP: City Plan

NPPF: National Planning Policy Framework

NPPG: National Planning Practice Guidance

DCLG: Department of Communities and Local Government

SPD: Supplementary Planning Document

RSS: Regional Spatial Strategy

PAS: Planning Advisory Service

SFRA: Strategic Flood Risk Assessment

OAN: Objectively Assessed Need

## Executive Summary

- This report provides the first Strategic Assessment of Land Availability (SALA) for housing and employment land for Gloucester City. It updates both the 2012 Strategic Housing Land Availability Report (SHLAA) and the 2012 Strategic Employment Land Availability Report (SELAA) to provide a comprehensive review of sites.
- The National Planning Policy Framework (NPPF) requires, at paragraph 47, local planning authorities to identify and update annually a supply of specific 'deliverable' sites to provide five years plus 5% supply against their housing requirements; plus a supply of 'developable' sites or broad locations for growth for years 6-10 and where possible for years 11-15.
- This assessment therefore considers those sites within Gloucester City that are considered potentially capable of delivering housing and/or employment over within the City over the next 15 years and beyond. The assessment is part of the evidence base informing the preparation of the Gloucester Cheltenham and Tewkesbury Joint Core Strategy and the Gloucester City Plan, which taken together, along with any Neighbourhood Plans that may be adopted within the City, will comprise the development plan for the City.
- The purpose of the SALA is to help the council identify specific sites that may be suitable for allocation for housing and or employment development within the administrative area of the City.
- The SALA methodology has been prepared jointly between Gloucester City, Cheltenham Borough and Tewkesbury Borough Council's in accordance with the NPPF, the 2007 SHLAA Practice Guidance produced by DCLG and the DCLG Beta Draft Assessment of Land Availability Planning Practice Guidance (October 2013). This methodology is set out at Appendix 1 of the report.
- The 2013 SALA considers 100 sites; 48 of which have been submitted to the Council since the SHLAA process began in 2009; 25 are draft housing allocations; 8 are draft employment allocations; 11 have been identified by officers; 2 have been identified from the National Land Use Database and 6 from the 2013 Strategic Employment Land Assessment.
- Sites identified in dark lilac at Appendix 1 are no longer being considered by the study but are retained in the table for reference to provide an audit trail of sites. Sites identified in light lilac are commitments.
- The 2013 SALA identifies 34 sites that are potentially suitable, available and achievable and therefore 'deliverable' within the first five years for housing and/or employment. Of these 10 already have full or outline planning permission or a resolution to permit from committee subject to completion of a S.106 agreement.
- As assessment of potential Gypsy, Traveller and Travelling Showpeople sites will be published separately as an addendum to this report.

## Section 1: Introduction and Methodology

- 1.1 This report is the first combined Strategic Assessment of Land Availability prepared by Gloucester City Council. It provides a comprehensive review of sites within the City for housing and employment development.
- 1.2 The assessment has been published as part of the evidence base for the local plan and is not subject to statutory public consultation. Any comments on the findings of the report or the methodology used will be considered during the on-going annual reviews of the SALA.

### *What is the Strategic Assessment of Land Availability?*

- 1.3 The Government's planning policies for England are set out in the National Planning Policy Framework (NPPF) published by the DCLG in 2012. Paragraph 47 of the NPPF requires local planning authorities to prepare Strategic Housing Land Availability Assessments to assess land availability over a plan period. The Beta National Planning Practice Guidance (October 2013) suggested that local authorities undertake assessments of housing and employment land concurrently.
- 1.4 To that end the three Joint Core Strategy authorities have produced a joint methodology for 2013 (Appendix 1) for the assessment of housing and employment land, with each authority undertaking its own individual assessment of sites in order to provide an evidence base for on-going development plan preparation.
- 1.5 The strategic development plan for the City will be the Joint Core Strategy, which will provide a strategic framework for future development across Gloucester, Cheltenham and Tewkesbury until 2031, the City Plan will set locally specific policies and identify housing and employment allocations within the administrative area of the City. The SALA will therefore help the Council to identify specific sites that may be suitable for allocation in the City Plan.
- 1.6 The definition of employment for the purpose for this assessment has been informed by the NPPF and includes the traditional 'B class' uses of B1 (offices, research and development and light industry), B2 (general industry) and B8 (storage and distribution) as well as job generating uses such as retail, education, health and leisure.

### *How much housing and employment provision is Gloucester City expected to deliver?*

- 1.7 On 27<sup>th</sup> May 2010 the Coalition Government announced its intention to abolish Regional Spatial Strategies (RSS) through the Localism Bill (published 13<sup>th</sup> December 2010) and to make local planning authorities responsible for establishing the right level of local housing provision for their area. Local authorities were advised to continue to collect and use reliable information in order to justify their housing supply policies and defend them during the local plan examination process. The south west RSS was formally revoked on 20<sup>th</sup> May 2013.
- 1.8 Following announcements made regarding the RSS the JCS authorities have reacted positively and continue to progress the JCS and work on its evidence base, including work to

establish the objectively assessed housing (OAN) need for market and affordable housing across the housing market area comprising the three authorities.

- 1.9 The Draft JCS, which was published for public consultation in October 2013, took the lower end of an identified range of need provided by Nathaniel Lichfield and Partners (NLP) & the Cambridge Centre for Housing and Planning Research (CCHPR) (of between 33,200 and 37,400 new homes 2011 -2031) as the OAN for the JCS area.
- 1.10 Local employment need was also assessed independently by NLP with between 21,800 and 28,200 new jobs required over the plan period and an associated 37 ha of employment land required in addition to existing allocations in order to deliver the maximum increase in jobs.
- 1.11 The Draft JCS (October 2013) identified land to deliver 33,565 dwellings and 65.2ha of land to support 21,800 new jobs (plus an additional 20ha of recycled employment land at MOD Ashchurch, Tewkesbury). The dwelling numbers included completions from April 2011 – March 2013, current commitments, strategic allocations and City and Borough capacities expressed as potential Local Plan supply plus a windfall allowance for each authority.
- 1.12 The Pre-Submission JCS (approved by Councils in April 2014 for consultation) has a new revised OAN of 30,500 dwellings with the plan revising potential capacity to a figure of 31,069 dwellings. The required job figure has been increased to 28,000 new jobs over the plan period with an associated 64.2ha of employment land being identified in the plan (plus 20ha of recycled land at MOD Ashchurch).
- 1.13 The JCS OAN and employment land requirement will continue to be monitored and will be reviewed five years after the JCS is adopted and will take account of the most up to date evidence available at that time. Adoption of the JCS is currently scheduled for 2015, this would trigger a review in 2020.
- 1.14 Further information on the JCS and its evidence base can be found on the JCS website at [www.gct-jcs.org](http://www.gct-jcs.org).

#### *Methodology*

- 1.15 This SALA report has been produced in accordance with the Beta Draft National Planning Practice Guidance in accordance with a methodology agreed jointly between the three JCS authorities. The methodology will be further reviewed for future years should this be required by the final published National Planning Practice Guidance.
- 1.16 It should also be noted that work is on-going across the Gloucestershire authorities to try and establish a joint methodology and approach towards strategic site assessment within the housing market area in order to comply with emerging guidance.

## Section 2 : The Assessment Process

### *Sources of Sites*

- 2.1 The report considers a number of sources of sites in order to provide a comprehensive assessment of housing and employment potential across the City.

*Draft LDF allocations for housing, employment or mixed use from the LDF Central Area Action Plan and LDF Sites Allocation Document.*

- 2.2 The development potential of all housing and employment and mixed use draft allocations from the LDF documents described above have been assessed. While many of the draft allocations were subject to a preferred options consultation they were not formerly subject to an examination in public and consequently not formerly adopted.

- 2.3 Draft housing sites are identified in the site table at the Sites Assessment Table, Appendix 2 with the prefix 'HA' and employment allocations as 'EMP'.

### *Sites submitted for consideration and assessment*

- 2.4 The Council has an ongoing 'call' for sites that have the potential to contribute housing and employment development in the City. Two new sites were submitted for inclusion in the 2013 study.
- 2.5 Sites that have been submitted to the process are identified with the prefix 'SUB' in the sites assessment table. Where submitted sites and allocated sites overlap there may be two reference numbers for a site – however only one row will be completed with information in order to ensure double counting of capacity does not occur.
- 2.6 Where a site was included in both the previous City Council SELAA and SHLAA it has been included only once in the SALA. Sites that were previously considered in the Strategic Employment Land Availability Assessment 2012 but were not considered by the 2012 Strategic Housing Land Availability Assessment are identified with the prefix 'ED'.

### *Sites found through further study*

- 2.7 Over the course of the year additional 'officer found sites' have been added to the study. These are sites that have come to the attention of officers through internal joint working with other teams and departments within the Council. This years study has additional officer found sites which include amongst others vacant buildings known to officers, sites that have expired planning permissions and sites subject to pre-application discussions.
- 2.8 Sites that have been identified by officers have the prefix 'OFS' in the sites assessment table.

### *Carrying out the survey*

- 2.9 Where sites have been previously assessed the findings have been reviewed in order to ensure accuracy. A desk based survey of all new sites was undertaken. Given the relatively constrained geographical nature of the City it is possible to compare newly submitted sites with nearby sites with regard to matters such as accessibility.

- 2.10 The Council's GIS mapping system was interrogated in order to ascertain constraints such as flooding and heritage.
- 2.11 New City Plan evidence used to inform the 2013 SALA included the WSP Landscape report which was published in October 2013. This report considered green field sites within the administrative area of the City and their capacity to accommodate development.

*Capacity Considerations*

- 2.12 Where a site has an extant planning permission and the delivery of the permitted number of dwellings is considered undeliverable by the Site Assessment Panel this is noted in the 'Market Adjustment' column of the table. The market adjustment figure is then carried forward into capacity calculations and the trajectory.
- 2.13 The NPPF encourages local authorities to set their own approach to housing density to reflect local circumstances. Site capacities are based on evidence from site promoters, urban design principles and other local information. Where evidence is unavailable the indicative site densities are based on 40 -50 dph within the urban area and 30-40 dph outside the urban area.
- 2.14 Where sites can yield at a higher density owing to local circumstances or the type of development proposed, the potential higher capacity has been indicated in the sites table. This is particularly relevant for central area sites within the City which have the potential to yield higher density development as the result of the conversion of historic buildings, to make the best use of land or to comply with good principles of urban design.
- 2.15 In order to ensure that site capacity makes sufficient provision for infrastructure a density multiplier has been used to achieve a net developable area based on the following assumptions;

Table 1: Developable Area Multiplier

Site Size (ha)	Discounted site area	Area for housing
0-0.4	10%	90%
0.4 - 2	17%	83%
2+	37%	63%

- 2.16 Where a site has been required to be heavily discounted for landscape purposes then the density multiplier may have increased at the request of the Site Assessment Panel, this is noted on a site by site basis at Appendix 2.
- 2.17 Where a site has been identified as suitable for employment development, the site capacity is expressed as a gross developable area in hectares.

- 2.18 Where a site is suitable for both residential and employment development both a capacity figure for dwellings and the site area for employment is provided.

#### *Assessment Criteria*

##### *Suitability*

- 2.19 Sites have been considered suitable where they offer a suitable location for development and would contribute to the creation of sustainable, mixed communities. Each site was considered for its suitability for both housing and employment development.
- 2.20 The assessment focuses on the existence of physical and environmental constraints based on available evidence.

##### *Flood Risk*

- 2.21 Technical Guidance to the NPPF makes it clear that where there are no reasonably available sites in flood zone 1, local authorities may consider development in flood zone 2. Sites in flood zone 2 have therefore been considered suitable for some development in this assessment subject to a flood risk assessment on the appropriateness and scale and nature of the development.
- 2.22 Sites have generally been assessed as unsuitable if they fall entirely within flood zones 3a and 3b (SFRA Level 2 2010 and 2013). A site's capacity is adjusted where part of the site falls within flood zone 3a or 3b. Consideration has also been given to whether a site includes a watercourse, culverted watercourse or a planned scheme to mitigate flood risk.

##### *Potential impacts upon landscape features*

- 2.23 This study has been informed by the Joint Core Strategy Landscape Characterisation Assessment and Sensitivity Analysis (2013). Where sites are identified as being within an area of high landscape sensitivity, they have been deemed inappropriate and assessed as unsuitable. Where sites are identified as being within an area of medium to high landscape sensitivity they are considered suitable for development.
- 2.24 The WSP Landscape report provides further evidence for City Plan purposes for those sites subject to landscape constraints within the City and its findings have been reflected in the capacities identified in the Sites Assessment table.

##### *Cordon Sanitaire*

- 2.25 Sites have been assessed as unsuitable where they fall within an identified cordon sanitaire. Within the City there is a cordon sanitaire around the Netheridge sewage treatment works to the south of Hempsted and north of Quedgeley.

##### *Contamination*

- 2.26 The existence or likely existence of contamination has been considered in determining the suitability of sites. Where contamination is known to exist this may affect the viability of small sites for residential purposes.

### *Availability*

- 2.27 Sites have been considered available for development where there is confidence there are no legal or ownership problems, the land is owned by a developer who has expressed an intention to develop, or the landowner has expressed an intention to sell. Where constraints do exist a site may be considered available where the local authority consider the constraints can be overcome in a timely manner.

### *Achievability*

- 2.28 Sites are considered achievable where they are suitable and available and there is a reasonable prospect that they will be delivered at a certain point in time. The potential timescale for delivery is indicated in the Sites Assessment table at Appendix 2.

### *Site Assessment Panel*

- 2.29 A Sites Assessment Panel (SAP) has been established for the JCS area in order to inform housing and employment land availability assessments in accordance with former DCLG SHLAA guidance. This panel includes local land agents, planning consultants, representatives from local Chambers of Commerce, local authority policy, housing and economic development officers and registered social landlords.
- 2.30 It is the role of the SAP to help advise on the viability of sites and their possible deliverability. A SAP session was held for Gloucester City and Tewkesbury Borough on 12<sup>th</sup> December 2013 to consider the 2013 Sites Assessment Table. The comments of the panel at the session are recorded in the table.
- 2.31 The testing of the viability of sites may be further supplemented in the future by the use of viability assessment tool kits such as the Planning Advisory Service (PAS) viability toolkit.
- 2.32 The Terms of Reference for the SAP require a member to express an interest at the meeting where they have a commercial, financial or personal interest in a site.
- 2.33 Where sites have been considered achievable for development, an assessment has been made of when the site could come forward. The period of achievability has been identified as 1-5, 6-10 or 11-15 years.
- 2.34 Sites can not be considered as achievable in the first five years if they have been identified as unsuitable or unavailable. Where a site may be available beyond five years and is suitable an estimate is provided of when it may be achievable. An indicative site capacity is also provided.

### *Community Involvement*

- 2.35 At the request of the local Hempsted community a letter summarising points the community wished to draw to the panel's attention was read out at the start of the Gloucester Panel Session. Copies of letters that had been received from individual residents living in Hempsted concerning the panel session were also made available to panel members.

2.36 In order to ensure the panel session could query any representations that had been made on sites during the City Plan Sites Consultation (May-July 2013) these were also available at the Gloucester SAP.

### Section 3.0: Residential Site Phasing

- 3.1 In order to boost the supply of housing, the NPPF states that local planning authorities should:
- Identify and update annually a supply of specific 'deliverable' sites sufficient to provide five year's worth of housing against their housing requirements, with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities are required to increase the buffer to 20% to provide a realistic prospect of achieving the planned supply; and
  - Identify a supply of specific, 'developable' sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15.
- 3.2 The initial survey of sites and assessment of their deliverability and developability has been used to inform an indicative housing trajectory for the City, which is attached at Appendix 3. Its purpose is to inform plan making and to provide evidence for the NPPF requirements for local authorities to produce housing trajectories and to maintain a five year supply of deliverable sites.
- 3.3 The trajectory covers a 20 year period, with the first five year period commencing in 2013/14. It gives an indication of when dwellings on 'deliverable' and 'developable' development sites could be delivered, particularly during the first five years. This trajectory has been used to inform the review of the Housing Background paper of the Pre-Submission version of the Joint Core Strategy (April 2014).
- 3.4 Delivery rates set out in the trajectory have been based on local circumstances and evidence, including that provided by developers. The SAP has also reviewed the information and provided an additional market perspective in relation to the likely deliverability of sites. Where no developer update has been received, build out rate and lead in period assumptions are as per the agreed Joint JCS methodology.

## Section 4.0: Results

4.1 The headline results of the trajectory are set out in Table 2 below.

Table 2: Results Table

Category	Capacity
Potential dwelling delivery in years 1-5 (sites without planning permission)	760 dwellings
Potential dwelling delivery in years 6-10 (sites without planning permission)	1380 dwellings
Potential dwelling delivery in years 11-15 (sites without planning permission)	150 dwellings
Potential employment land (sites without planning permission)	39.93ha gross

4.3 Please note that some sites on the table are identified as being suitable for mixed use and therefore could deliver an amount of residential as well as employment development therefore some double counting may occur.

4.4 For details of delivery of dwellings and the existing level of commitments in the City please refer to the City Council's annual housing monitoring report which can be found at <http://www.gloucester.gov.uk/resident/planning-and-building-control/planning-policy/Pages/Monitoring.aspx>.



## Appendix 1: Joint JCS Strategic Site Assessment Methodology

Supply component	Approach
<p>Assessment sites from a range of sources:</p> <p>(Nb: From 2013 onwards sites that could deliver 5 or more dwellings or covering 0.2ha are included in the assessment)</p>	<p>Existing/draft/emerging development plan site allocations</p> <p>Submitted sites</p> <p>Officer-identified sites</p> <p>Assessment sites from previous years</p> <p>Expired planning permissions yielding 5 or more units from 2011/12 monitoring period onwards</p>
<p>Planning consents</p>	<p>All extant planning consents for residential use are included in the assessment as potential housing sites</p>
<p><b>Criteria</b></p>	
<p>Suitability</p>	<p>A site is considered suitable if it offers a suitable location for development and would contribute to the creation of sustainable, mixed communities. The assessment focuses on the existence of physical and environmental constraints, based on available evidence. To reflect the fact that development plans are being reviewed, existing Local Plan policies which restrict the use of a site or area are not, in general, employed at this stage of the assessment. The key exceptions to this approach are designated Green Belt areas and the Cotswold Area of Outstanding Natural Beauty (AONB). The approach to sites in these areas is also set out below.</p> <p>Assessment of the suitability of a site for development is also informed by local evidence including the existence of any relevant pre-application discussions, planning applications, Development Briefs, Supplementary Planning Documents etc. and evidence gathered from site assessment panels.</p>
<p>Availability</p>	<p>A site is considered available for development where there is confidence that there are no legal or ownership problems such as multiple ownerships, ransom strips, tenancies or operational requirements of landowners, the land is controlled by a developer who has expressed an intention to develop, or the landowner has expressed an intention to sell.</p> <p>Where such constraints exist, a site may be considered available where the local authority considers that constraints can be overcome in a timely manner.</p>

Achievability	<p>A site is assessed as achievable where it is considered deliverable and viable and there is reasonable prospect of it being available at a point in time. This is essentially a judgment about the economic viability of a site and also its deliverability in relation to current and emerging planning policies where appropriate.</p> <p>It is the role of the Sites Assessment Panel to help advise on the viability of sites. This may be supplemented by the use of viability assessment tools such as the Planning Advisory Service (PAS) viability toolkit.</p> <p>A site cannot be considered achievable if it is identified as unavailable or unsuitable. Sites require a timescale for delivery where suitable, available and achievable, namely 1-5, 6-10, 11-15 years or 16-20 years.</p>
<b>Suitability for residential development</b>	
Green Belt	<p>A Green Belt site may be considered suitable where it is located within an area of Green Belt proposed to be removed by the emerging Joint Core Strategy.</p>
Cotswolds AONB	<p>A site may be considered suitable where it is sustainably located and is not in an area of 'high' landscape sensitivity (see landscape section below). However, in the absence of an evidence base relating to the landscape sensitivity of sites within the AONB a precautionary approach will be taken for the purpose of this assessment and sites will generally considered unsuitable.</p>
Physical constraint: Flood Risk	<p>A site is assessed as unsuitable if entirely within flood zone 3a/b. This is informed by the Environment Agency Flood Zone Map, Strategic Flood Risk Assessment Level 1 (2008), Level 2 (2010) and Level 2 Additional Assessments (2013). A site's capacity will be adjusted where part of the site falls within flood zone 3a or 3b.</p> <p>Consideration will be given to whether the site includes a watercourse, culverted watercourse, or planned scheme to mitigate flood risk.</p>
Physical constraint: Access	<p>A site is not suitable if not physically accessible and constraints cannot be overcome within the achievability considerations.</p>
Physical constraint: Topography	<p>A site is not suitable if the topography of the site is steeply sloping or deemed a physical constraint on development. A site's capacity will be adjusted where part of the site is physically constrained by topography.</p>
Evidence: Landscape	<p>The Joint Core Strategy Landscape Characterisation Assessment and</p>

	<p>Sensitivity Analysis is used to assess landscape sensitivity around the JCS Broad Locations (2011). In general, a site is considered unsuitable where it is assessed as being of 'high' landscape sensitivity. It is accepted that this does not cover the entire JCS area, where other landscape designations exist these will be noted but will not necessarily affect suitability.</p> <p>Where local landscape analysis exists, this will also be used to inform assessments.</p> <p>For the 2013 assessment Gloucester City is using additional outputs from a Draft Landscape report commissioned as City Plan evidence to inform site assessment panel capacities.</p>
Cordon Sanitaire	<p>A site is unsuitable if it falls within an identified cordon sanitaire.</p> <p>Nb. For Cheltenham areas of cordon sanitaire are identified within the adopted Local Plan as a Development Exclusion Zone.</p>
Contamination	<p>The existence, or likely existence, or contamination will be considered in determining the suitability of the site. Where contamination is known to exist on a small site this may affect viability for residential use.</p>
<b>Suitability for economic development and other uses</b>	
Employment development	<p>Sites are considered in accordance with the same criteria as residential development. The suitability of the site with regard to infrastructure requirements is also taken into consideration.</p> <p>A site can be considered suitable for both residential and employment uses.</p>
Other uses	<p>Sites may be considered for other uses where appropriate to inform their development plans.</p>
<b>Capacity considerations</b>	
Market adjustments to existing consents	<p>For sites with planning consent, housing development capacities may be adjusted, taking into account any planning applications, local delivery evidence and the views of the 2013 site assessment panel where the existing planning consent is considered unviable or undeliverable under current market conditions.</p>

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Density assumptions - residential

The NPPF encourages local planning authorities to set their own approach to housing density to reflect local circumstances.

Site capacities are assigned based on evidence from promoters of sites, urban design principles and other local information.

Where evidence is unavailable, for Cheltenham and Gloucester, 40-50dph is generally used for the urban area and 30-40dph for areas outside of this. For Tewkesbury, 30-40dph is used for urban areas and 30dph for other areas.

To account for a proportion of the site that will be taken up by infrastructure and landscaping, a density multiplier is applied to achieve a net developable area based on the following assumptions:

**Density Multiplier Assumptions**

Site Size (ha)	Discounted site area	Area for housing
0-0.4	10%	90%
0.4-2	17%	83%
2+	37%	63%

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Density assumptions - employment

Site capacity is expressed as a developable area in hectares. Where necessary this can be used to calculate floor space and jobs capacity using guidance on densities.

It is for the plan making process to identify locations for specific types of employment development.

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Cotswolds AONB

When assigning development capacities to sites within the AONB, regard will be had to NPPF paragraph 116 which states that 'planning permission should be refused for major developments in these areas except in exceptional circumstances'.

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Evidence: Conservation

Heritage is identified as a potential constraint on capacity and where a listed building of scheduled ancient monument exists figures may be adjusted accordingly.

Gloucester undertook a review of all sites with regard to impact on heritage constraints for 2012 and 2013.

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Evidence: JCS Wildlife/Biodiversity	JCS Biodiversity Evidence is identified as a potential constraint on capacity where available but figures are not adjusted at this stage.
Evidence: Green Infrastructure	Green Infrastructure is identified as a potential constraint on capacity where available but figures are not adjusted at this stage.
Contamination	Contamination is identified as a potential constraint on capacity but figures are not adjusted at this stage.
<b>Involvement of local communities</b>	
Community involvement	Community involvement includes any 'call for sites' carried out by a local authority as well as public consultation carried out as part of development plan preparation (for example the Gloucester City Plan sites consultation).  Sites emerging from Neighbourhood Plan work will be incorporated into the 2014 assessment.
<b>Residential site phasing</b>	
Purpose	To inform plan making and to provide evidence for the NPPF requirement for local authorities to produce housing trajectories and to maintain a 5 year supply of deliverable sites.
Time period	20 years
First five year period	Commences in 2013/14
Role of phasing	To give an indication of when dwellings on achievable development sites could be delivered, particularly during the first 5 years.
Small sites	The phasing of housing development on small sites will reflect the approach employed for the emerging Joint Core Strategy.
Green Belt sites	Where a site is proposed to be removed from the Green Belt by the emerging Joint Core Strategy it will not included within the first 5 years unless some progress has been made in bringing the site forward.
Greenfield sites	All potential greenfield sites have been included within residential sites phasing against appropriate delivery times. A greenfield site can be included in the first 5 years against realistic delivery rates where

	some progress has been made in bringing the site forward.
Lapse rate	A lapse rate may be applied to extant planning permissions - to be justified by local authorities based on local circumstances.
Windfalls	For the purpose of the JCS housing trajectory an assumption about windfall development will be made in addition to the supply from planning consents and assessment sites. This will project past delivery trends forward for windfall sites of 0-4 dwellings, recognising that the majority of larger scale development will come forward through sites identified by Local Plans. The period of analysis will be ten years to encompass the economic cycle (2003 to 2013). Windfall development occurring on garden land will be excluded from the figure in accordance with NPPF Paragraph 48. The windfall allowance will be phased in following the first three years of the plan period to ensure that double counting of extant permissions does not occur.
Assessment Matrix conformity	<p>A site should only be identified to deliver within the first 5 years if it is considered 'deliverable' – i.e. suitable, available and achievable</p> <p>A site should be included within years 5+ where it is identified as developable in the longer term but not in the first 5 years. Delivery after the first five years is assigned to the time periods 6-10, 11-15 and 16-20 years.</p>
Delivery rates	<p>Delivery rates are justified based on local circumstances and evidence including that provided by developers. Where no developer update on residential sites phasing has been provided the following assumption is made:</p> <p>25 dwellings in the first year and 50 dwellings per annum per developer thereafter</p>
Lead-in periods	<p>For sites of less than 100 dwellings there is a 1 year lead-in from planning consent to completion of the first houses.</p> <p>For sites over 100 dwellings there is an 18 months lead-in period from planning consent to completion of the first houses.</p>



## Contacts

### Policy

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