

# Gloucester City Council

## Local Development Framework



## Annual Monitoring Report



December 2006



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## 1. EXECUTIVE SUMMARY

1.1 This is the Council's second Annual Monitoring Report (AMR). It covers the period 1<sup>st</sup> April 2005 - 31<sup>st</sup> March 2006.

1.2 The AMR considers two main issues:

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

### Progress in Producing the Local Development Framework

1.3 The submission dates of all four Development Plan Documents have been pushed back from those set out in the LDS approved by the Government Office in June 2005.

1.4 The main reason for the slippage is the delay experienced by the Gloucester Heritage Urban Regeneration Company in appointing consultants to undertake their Regeneration Framework. This has had a knock-on effect on the overall LDF timetable.

1.5 The second reason for delay in submitting the Core Strategy and Development Control Policies documents is that the Council has decided to repeat the preferred option consultation stage for the Core Strategy in January 2007.

1.6 A revised Local Development Scheme was submitted to the Government Office for the South West for approval in early December 2006.

### Policy Impact

1.7 For ease of reference we consider the impact of existing local plan policies and emerging Local Development Framework policies under the following headings:

- Housing
- Employment
- Transport
- Commercial Development (Retail, Office and Leisure)
- Natural Environment
- Built Environment
- Leisure and Recreation

1.8 The main findings are summarised below.

### Housing

- 790 new dwellings were completed in the period 2005/2006
- 35% of all residential completions were windfalls
- Between 2001/2 and 2005/6 a total of 2,753 new homes were built - 190 more than the required number of homes set out in the 1999 Structure Plan for the same period
- For the period 2006 - 2026, the annualised housing requirement for Gloucester is 575 dwellings per year equating to 11,500 in total
- The forecast number of dwellings that will be provided in this period is 11,579
- Potentially there will be a peak in the supply of housing in the period 2008/9 to 2012/13 with a subsequent decrease in annual supply thereafter
- Further housing sites will need to be identified in the period 2018/19 to 2025/2026
- 79.5% of residential development took place on previously developed land in the AMR period
- In terms of the density of development, 58.9% of housing completions exceeded 50 dwellings per hectare and 35.8% were between 30 and 50 dwellings
- 131 affordable homes were completed in the AMR period

### Employment

- 79% of employment completions took place at Waterwells Business Park - an allocated employment site
- The majority of completions were therefore on greenfield land and not within a regeneration area
- There is around 92 hectares of available employment land in Gloucester (including allocations and commitments) although a number of these are being reviewed through the LDF process
- A total of 1,770 sq. m of office floorspace was lost in the Central Area within the AMR period
- 11.26 hectares of employment land have been lost through the redevelopment of the former RAF Quedgeley site within the AMR period

## Transport

- All development within the AMR period complied with the Council's approved parking standards
- In terms of access to local services; 92% of new residential development was within 30 minutes public transport time of a GP surgery, 82% for a hospital, 100% for a primary school, 96% for a secondary school and 99% for an employment centre
- 91% of council controlled parking within the City is short stay
- The South West Bypass is on target for completion
- Planning permission is awaited for the St. Anne's Way Bridge Link
- 221 new bicycles were secured for new residential developments through Section 106 legal agreements within the AMR period
- £205,000 was secured towards sustainable transport improvements
- £50,000 was secured towards improved bus services
- The number of people using local bus services has increased by 3.5% on the 04/05 figure
- One Travel Plan was agreed within the AMR period
- There were 3 fatalities and 36 serious accidents in the City in 2005

## Commercial Development (Retail, Office and Leisure)

- 26,777 sq. m of retail floorspace was completed in the monitoring period
- Only 594 sq. m of this was within the City Centre
- 13,353 sq. m of retail floorspace was completed
- 400 sq. m of leisure floorspace was completed
- 3,231 sq. m of additional retail floorspace was completed within a district/local centre
- 254 sq. m of existing retail floorspace was lost in the City Centre in the monitoring period
- A further 240 sq. m of retail floorspace was lost in local centres

## Natural Environment

- Two new otter holts have been installed
- Population of water voles introduced & habitat managed for species
- 7.5Ha of lowland wet grassland have been formed
- 10 Tree Preservation Orders were made in the monitoring period
- No planning applications were granted contrary to the advice of the Environment Agency

- Works have been undertaken by the Environment Agency to improve flood flow on Alney Island within the monitoring period
- 0.064 MW of photo voltaics were installed plus 0.1 MW produced using a heat pump (solar heat not geothermal heat)
- 7,039 tonnes of household waste were recycled in the monitoring period
- 644 tonnes of garden waste were recycled
- 40,972 tonnes of household waste was taken to landfill - a decrease of 12.5% from the previous year
- 3,624 tonnes of commercial waste were taken to landfill - a significant increase on the previous monitoring period

#### Built Environment

- Nine planning applications were required to address archaeological issues through an appropriate planning condition in the monitoring period
- One 'Townscape Heritage Initiative' (THI) scheme was secured in the AMR period
- Four historic buildings were assisted through grants funded directly or in partnership (compares to four in the previous AMR period)
- One building was taken off the City Council's Buildings At Risk Register in the monitoring period
- Enhancements were made to one Scheduled Ancient Monument - St. Oswald's Priory

#### Leisure and Recreation

- Around 13.7 hectares of public open space was provided in the monitoring period
- Barnwood Arboretum was awarded 'Green Flag' status in July 2005
- The Council is pursuing 'Green Flag' status for Gloucester Park
- No leisure development was completed in the City Centre in the AMR period
- 400 sq. m of leisure provision was made outside the City Centre (new gym)

## 2. INTRODUCTION

- 2.1 The City Council is in the process of preparing a Local Development Framework for Gloucester (LDF). This will replace the existing Gloucester Local Plan adopted in 1983 and the Revised Deposit Draft Local Plan published in 2002 which has been approved for development control purposes (i.e. determining planning applications).
- 2.2 As part of the Local Development Framework, the Council is required to produce an 'Annual Monitoring Report' or AMR, which must be submitted to the Government Office no later than the end of December each year.
- 2.3 The AMR considers the following.
1. Progress made by the Council in producing the Local Development Framework; and
  2. The impact of policies set out in the Local Plan
- 2.4 In due course, the AMR will look at the extent to which LDF policies are being achieved. At present however, no LDF policies have been adopted.
- 2.5 This is the second AMR produced by the City Council and covers the period 1<sup>st</sup> April 2005 - 31<sup>st</sup> March 2006 although it should be noted that in terms of progress on the LDF, commentary is provided up to December 2006.

### 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.

*Structure of the AMR*

- 2.9 The AMR is divided into two main parts. Part A looks at progress made on the Local Development Framework whilst Part B look at the implementation of Local Plan policies through a series of core and local indicators.
- 2.10 The AMR concludes with a summary of the main findings. An Executive Summary is provided at the beginning of the AMR for ease of reference.

**PART A - PROGRESS ON THE  
LOCAL DEVELOPMENT FRAMEWORK**

- 3. PROGRESS ON THE LOCAL DEVELOPMENT FRAMEWORK**
- 3.1 The City Council is in the process of preparing a Local Development Framework for Gloucester, which will replace the existing Local Plan.
- 3.2 The Gloucester Local Development Framework (LDF) will consist of four main Development Plan Documents (DPDs). These are:
- The Core Strategy
  - Development Control Policies
  - Central Area Action Plan; and
  - Site Allocations and Designations (Non-Central Area)
- 3.3 The policies and proposals of these four main DPDs will be illustrated graphically on a Proposals Map. Appendix 1 briefly summarises the role and content of each DPD.
- 3.4 Supporting these four main documents will be a number of topic-based Supplementary Planning Documents (SPDs). These include:
- Affordable Housing
  - New Housing and Open Space
  - Designing Safer Places
  - Extending Your Home
  - Telecommunications Development
  - Development Affecting Sites of Archaeological Interest
  - Lifetime Homes
  - Public Art Strategy
  - Lighting Strategy
- 3.5 In addition, there will be a number of site-specific planning briefs. These include:
- Greater Blackfriars
  - Greater Greyfriars
  - King's Square and the Bus Station
  - Westgate Island and Quay
  - The Railway Corridor
  - Land at Clearwater Drive
  - Land East of Waterwells Business Park
- 3.6 Appendix 1 briefly summarises the role and content of each SPD.
- 3.7 Also forming part of the Gloucester Local Development Framework is the Local Development Scheme (LDS), which is the Council's approved LDF 'project plan' and the Annual Monitoring Report (this document).

- 3.8 The tables below set out the progress made by the Council in producing the main LDF documents listed above. This assessment is based on the timetable set out in the Local Development Scheme approved by the Government Office in June 2005. Any actual and forecast delays are shown in red text.

Development Plan Documents

**Table 1 - Progress of Development Plan Documents**

Document	Issues and Options	Preferred Options	Submission
Core Strategy	Planned - April 05 Actual - April 05	Planned - Jan 06 Actual - Jan 06 & Jan 07	Planned - July 06 Actual - May 07
Development Control Policies	Planned - April 05 Actual - April 05	Planned - Jan 06 Actual - Jan 06	Planned - July 06 Actual - May 07
Central Area Action Plan	Planned - Oct 05 Actual - Oct 05	Planned - Mar 06 Actual - Aug 06	Planned - Nov 06 Actual - Sept 07
Site Allocations & Designations (Non-Central Area)	Planned - Oct 05 Actual - Oct 05	Planned - Mar 06 Actual - Aug 06	Planned - Nov 06 Actual - Sept 07

- 3.9 As can be seen from the table above, the submission dates of all four Development Plan Documents have been pushed back from those set out in the LDS approved by the Government Office in June 2005.
- 3.10 The main reason for the slippage is the delay experienced by the Gloucester Heritage Urban Regeneration Company in appointing consultants to undertake their Regeneration Framework. The preparation of the framework is fundamentally linked to the preparation of the Central Area Action Plan and it was necessary to push back the preferred option consultation on the Action Plan from March 2006 to August 2006. This has had a knock-on effect on the overall LDF timetable.
- 3.11 The second reason for delay in submitting the Core Strategy and Development Control Policies documents is that the Council has decided to repeat the preferred option consultation stage for the Core Strategy in January 2007. This will allow the Core Strategy to more fully reflect recently published national and regional planning policy.

## Supplementary Planning Documents

Table 2 - Progress of Supplementary Planning Documents

Document	Informal Consultation	Formal Consultation
Topic-based SPD	Planned - Jan 06 Actual - Jan 06	Planned - N/a Actual - May 07
Planning Briefs	Planned - March 2006 Actual - <b>Aug 06</b>	Planned - N/a Actual - Sept 07

- 3.12 As can be seen from the table, informal consultation on the topic based SPD was undertaken in January 2006 as proposed. Formal Regulation 17 consultation on the topic based SPD was not set out in the June 2005 LDS and will take place in May 2007.
- 3.13 The June 2005 LDS included reference to one site-specific Planning Brief for land east of Waterwells Business Park which was due to be published in March 2006. The brief was however published in August 2006 alongside the other planning briefs listed at paragraph 3.5 above.
- 3.14 Further consultation on the topic-based SPD will take place in May 2007 and further consultation on the planning briefs will take place in September 2007.
- 3.15 A revised Local Development Scheme was submitted to the Government Office in December 2006.

## **PART B - POLICY IMPLEMENTATION**

## 4. 'PEN PORTRAIT' OF GLOUCESTER

### Introduction

- 4.1 In this section of the AMR we look at the different impacts that the Council's planning policies are having on Gloucester. For example, where there is a policy that seeks to give priority to the re-use of brownfield land in preference to greenfield development, what proportion of development is actually taking place on brownfield land?
- 4.2 In this AMR, we consider the impact of policies contained in the 1983 Adopted Local Plan and the 2002 Revised Deposit Draft Local Plan. In due course, we will assess the impact of LDF policies once these have been formally submitted and subsequently adopted.
- 4.3 Before we look at the specific impacts of the Council's planning policies however, it's useful to look at Gloucester as a place and to identify the key issues facing the City.
- 4.4 Set out below is a brief outline of Gloucester. A more detailed schedule of information is attached at Appendix 2. This includes a complete set of contextual indicators on topics such as employment, health, education, crime and so on. The main findings are however summarised below.

### 'Pen Portrait' of Gloucester

- 4.5 Gloucester is the County Town of Gloucestershire in the South West of England and is located close to the centre of the County within the 'Central Severn Vale'. The City is predominantly urban in character and covers a geographical area of around 4,050 hectares (15 square miles).
- 4.6 The population of the City has grown from 90,840 in 1981 to 111,900 in 2006. The current population is similar to near neighbour Cheltenham although the population of Gloucester is more diverse with a black and minority ethnic population of around 7% compared to 2% for Cheltenham. Gloucester has a young population, with an average age of just 37 years.
- 4.7 There are around 48,000 households in the City, the majority of which (82%) are owner-occupied. There are a large number of single person households (13,821).
- 4.8 Gloucester has been defined in the draft Regional Spatial Strategy for the South West as a 'Strategically Significant City' and along with Cheltenham, will be required to accommodate the majority of Gloucestershire's growth in the period up to 2026.

- 4.9 Specifically, this means the provision of 11,500 new homes within the City and an additional 6,000 dwellings on the edge of the City in adjoining Districts through urban extensions. The population of the City is therefore forecast to grow to 123,050 by 2026.
- 4.10 Gloucester is historically very important having existed as a settlement for around 2,000 years. As a result, the City is an important tourist destination and tourism contributes some £131m to the local economy each year.
- 4.11 Although Gloucester receives 2.4 million day visits each year, it only receives 914,000 overnight stays and there is a recognised need to improve the range and quality of visitor accommodation and the diversity of the evening economy (activity taking place after 6pm)
- 4.12 Accessibility to Gloucester by road, rail and water is good. Close proximity to the M5, M4, M50 and M40 motorways provides good access to and from a range of destinations. A new southwest bypass for the City will be completed in 2007. This will link to the existing Inner Relief Road and will help to remove unnecessary through-traffic from the City Centre.
- 4.13 At present, the City experiences a large level of in commuting from other areas including Tewkesbury, Stroud and the Forest of Dean. Between 16,000 and 17,000 trips are made by car into Gloucester from elsewhere each day.
- 4.14 In addition to this, a further 20,000 car trips are made within Gloucester each day. Although car ownership in Gloucester is relatively low, those that do own a car use it on a regular basis. Car and van use accounts for 60% of journeys to work. The result is congestion on certain routes at peak times. Bristol Road suffers from particularly heavy congestion in the morning and evening peak periods.
- 4.15 Rail access in Gloucester is generally good with regular services to Malvern, Taunton, Swindon, Cardiff, Birmingham, Bristol and London. Gloucester Station is located close to the City Centre. A new parkway railway station is proposed at Elmbridge Court through the Gloucestershire Local Transport Plan. The scheme is referred to as ITEC (Integrated Transport at Elmbridge Court).
- 4.16 There are a number of regular bus services in and out of and around the City. There are two park and ride bus sites at Waterwells and St. Oswald's Park with new sites proposed in the Local Transport Plan near Highnam, at Elmbridge Court (as part of the ITEC proposal) and at Brockworth.

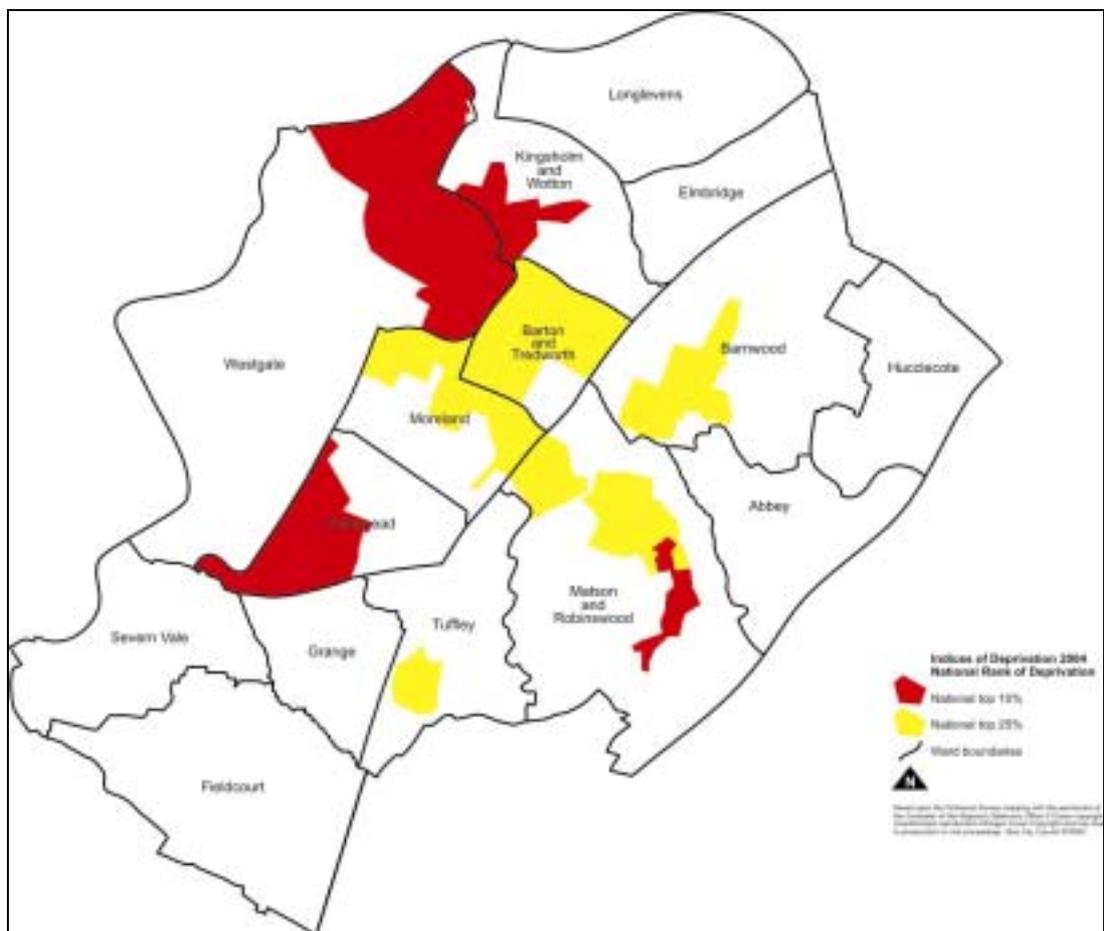
- 4.17 Gloucester is also accessible by water. The River Severn and the Gloucester - Sharpness Canal are two of the City's most important features and have helped Gloucester develop as a City by providing opportunities for trade and commerce.
- 4.18 Gloucester's size and location mean that it is a major employment centre. The annual business enquiry (ABI) estimates that there are 3700 businesses in Gloucester employing a total of 60,700 people. Some of the main employers include British Energy, the C&G, Unilever, Ecclesiastical Insurance and the City and County Councils.
- 4.19 The main employment sectors are the wholesale and retail trade (18%) manufacturing (16.5%) and health and social work (11%) Around 7% are employed in construction, transport, storage and communications and public administration and defence. In terms of productivity, the latest figure for gross value added £ per head in Gloucester is £18,900.
- 4.20 The average level of unemployment in Gloucester is comparable to the county and national average. In March 2006, only 2.4% of the working population was unemployed, this compares favourably to the national average rate of unemployment of 2.7%.
- 4.21 There is however considerable variation with 'pockets' of high unemployment within the City. In August 2005, the rate of unemployment in Westgate Ward was 6.4% (the highest in the County) and in Barton and Tredworth was 4.4% (fourth highest in the County). Rates of unemployment are also higher among black and minority ethnic groups (around 7%).
- 4.22 Average earnings in Gloucester lag behind the County and national averages with the average wage in the City in 2005 being £19,703 compared to £23,854 nationally. This creates an issue in terms of housing affordability with the average property price in the City being 7.5 times the average family income in 2005.
- 4.23 There are currently 5,885 people on the City Council's waiting list for social housing in the City, with estimated waiting times of up to ten years for family homes. The most recent housing needs survey for Gloucester identified a need for around 1234 affordable homes per year in order to meet the backlog and newly arising need
- 4.24 Gloucester offers a good range of shops. These are mostly located in the City Centre. Retail warehousing has been built at Eastern Avenue and more recently at St. Oswald's Park and Westgate Island. There are also a number of free standing supermarkets scattered around the City.

- 4.25 Planning permission has recently been granted for a large new Factory Outlet Centre at Bakers Quay and for a new supermarket at Monk Meadow - both forming part of the 'Gloucester Quays' mixed-use development scheme. There is also a network of District and Local Centres across the City. These provide for shopping and other local services at a neighbourhood level.
- 4.26 Gloucester does however have fewer shops than might be expected given the size of its catchment area and in recent years, has fallen in the sub-regional shopping hierarchy as a result of stiff competition from Cheltenham and Cribb's Causeway.
- 4.27 The Gloucester Retail Study (2004) demonstrates a need for additional retail floorspace to be provided in order to retain expenditure that is currently lost to other places. The current preferred option is for major new retail development on the site of the existing bus station. Further information on this proposal is set out in the draft Central Area Action Plan - available separately.
- 4.28 Gloucester has a good network of educational establishments including primary and secondary schools, the Gloucestershire College of Arts and Technology (GLOSCAT) and part of the University of Gloucestershire. The BBC has a Learning Centre located on Lower Eastgate Street. A new purpose-built campus for GLOSCAT to the south of Llanthony Road will open in 2007.
- 4.29 Statistics show however, that Gloucester pupils perform more poorly at all key stages than the national averages except for KS4 (GCSE). Gloucester also has lower than average numbers of people with a degree or other higher qualifications, and higher than average people with no, or few qualifications.
- 4.30 20% of the working population hold a foundation degree or higher qualification. This is lower than the regional and national averages of 26.5% and 26.5% respectively. Six of Gloucester's wards are among the ten most deprived wards in the county in terms of education. The most deprived ward in terms of education in Gloucestershire is Barton, ranked 180th (nationally) out of 8414 wards.
- 4.31 Gloucester has a strong sporting tradition and is well known for its Rugby Club. Sports facilities in the City are good with modern, purpose built tennis and leisure centres and a network of formal and informal public and private open space.
- 4.32 There is however a shortage of public open space compared to standards recommended by the National Playing Fields Association (NPFA). There are particular shortages in certain areas of the City including Quedgeley and the inner area of Barton.

- 4.33 Gloucester has one main hospital - Gloucestershire Royal, which is located on Great Western Road. The City has a network of existing health and medical centres and GP surgeries. It is proposed that a new GP surgery be provided as part of the redevelopment of the GLOSCAT media campus on Brunswick Road.
- 4.34 Poor health is an issue in Gloucester. 16.9% of the City population suffers from long term limiting illness with 7% of the economically active population having long-term illness. In 2003, the number of people suffering from circulatory diseases (e.g. heart problems) in Gloucester was higher than in the County and England and Wales as a whole, with 113.27, 88.52, and 106.30 cases per 100,000 respectively. Notwithstanding the above life expectancy for men and women in Gloucester is comparable to the national average.
- 4.35 Although it is a predominantly urban area, Gloucester has a rich natural environment. There are two Sites of Special Scientific Interest (SSSIs) at Robinswood Hill Quarry and Hucclecote Hay Meadows plus six Key Wildlife Sites (KWS) and 28 Sites of Nature Conservation Interest. 27% of the City is designated as Landscape Conservation Area and 21% falls within a designated floodplain.
- 4.36 Air quality in the City is generally good although there are two 'Air Quality Management Areas' (AQMAs) at Priory Road and Barton Street where air quality is below required national standards.
- 4.37 River quality within Gloucester is mixed. Data from the Environment Agency shows that the River Twyver, the Wotton Brook and Daniels Brook fail to meet acceptable river quality standards while the Sudbrook, the Dimore Brook and the River Severn comply with river quality requirements.
- 4.38 Gloucester produces more commercial waste than any other District in the County and a significant amount of domestic waste. Current rates of recycling are however among the lowest in the County.
- 4.39 Gloucester also has an important built environment. The city has 707 Listed Buildings, of which 13% are Grade I or II\* i.e. of outstanding architectural or historic interest. (Note: the equivalent figure for the whole of England is only 6%). There are also 26 Scheduled Ancient Monuments and 11 designated Conservation Areas. 30% of the City falls within a designated area of architectural importance.
- 4.40 Statistics show that crime is a problem in Gloucester. Burglary rates for Gloucester at 20 per 1000 in 2004/2005 were higher than the 12 per 1000 nationally. Violent offences and vehicle crime are also high compared to county and national averages for the period 2004/2005.

- 4.41 Perception or 'fear' of crime is also an issue with less people feeling safe in the day and at night than the county average.
- 4.42 Deprivation is a key issue in Gloucester. The City has 5 super output areas that fall within the top 10% of most deprived super output areas in England. There are 7,500 residents living within these deprived super output areas. 22,000 City residents live in a super output area among the most deprived 25% nationally.
- 4.43 The plan below shows the most deprived super output areas in Gloucester.

**Figure 1 - Deprived Super Output Areas in Gloucester**



## Key Issues

4.44 To summarise, the key issues for Gloucester are as follows:

- Gloucester is defined as a 'Strategically Significant City' and along with Cheltenham is required to accommodate the majority of Gloucestershire's growth in the period up to 2026
- There is a need for more affordable housing in Gloucester with around 1,234 new homes required each year to meet the backlog and newly arising need
- The rate of unemployment in some parts of the City is much higher than average. The unemployment rate among black and minority ethnic populations is also high although this reflects the national trend
- Despite low car ownership traffic congestion is a problem in some places due to high levels of in-commuting
- Gloucester has fallen behind in the sub-regional retail hierarchy in recent years
- Gloucester is an important tourist destination, however most visits are day visits only and there is a lack of overnight visitors reflecting a limited evening economy
- Gloucester pupils perform more poorly than average across most key stages (except GCSE). Fewer people than average have higher education qualifications
- Gloucester along with the Forest of Dean has the highest proportion of residents in poor general health in the County
- Crime rates in Gloucester are higher than County and national averages
- Gloucester is significantly more deprived than any other District in the County
- Although a predominantly urban area, Gloucester has a rich natural environment
- Gloucester has a shortage of public open space compared to national recommended standards
- A significant proportion of the City lies within the floodplain of the River Severn or one of its tributaries

- Gloucester has an important built environment with significant historic interest. Much of this historic interest is located within the Central Area
- Gloucester produces more commercial waste than any other District in the County and a significant amount of domestic waste
- Current rates of recycling in Gloucester are among the lowest in the County

## 5. POLICY IMPACT

5.1 In this section we look in detail at the impact of existing Local Plan policies. For ease of reference, we have sub-divided our assessment into the following topics:

- Housing
- Employment
- Transport
- Commercial Development (Retail, Office and Leisure)
- Natural Environment
- Built Environment
- Leisure and Recreation

5.2 Under each topic, we provide a summary of the relevant national and regional policy context and summarise relevant adopted and draft local plan policies as well as emerging draft LDF policies.

5.3 We then consider the various impacts that these policies are having using a series of core and local indicators. Core indicators are required by Central Government. Local indicators are those we consider appropriate and useful at the local level.

5.4 These local indicators will be refined through the preparation of the Local Development Framework and through further Annual Monitoring Reports.

5.5 The indicators are set out in a series of tables for ease of reference with commentary on the main findings summarised below each table.

## HOUSING



*Photo 1: Horton Road Hospital - Residential Conversion*

### Context

- 5.6 Everyone should have the opportunity of a decent home. The City Council therefore has a responsibility to ensure that enough land is made available to ensure a constant supply of new homes. Furthermore there is a need to ensure that the right types of new home are provided. In Gloucester, there is a significant need for new affordable housing.
- 5.7 In terms of providing new housing, the Gloucestershire Structure Plan (1999) requires the provision of 10,250 dwellings in the period 1991 - 2011. As at 31<sup>st</sup> March 2006, 7,991 new homes had been completed.
- 5.8 The draft Regional Spatial Strategy for the South West (June 2006) states that provision should be made for 11,500 new homes in Gloucester in the period 2006 - 2026 equating to 575 homes per year. A further 6,000 new homes should be provided on the edge of Gloucester through urban extensions.
- 5.9 The draft RSS emphasises that priority should be given to the re-use of previously developed land with an overall target of 50% for the region. The RSS recommends high-density development of at least 50 dwellings per hectare for strategically significant settlements such as Gloucester and Cheltenham.

- 5.10 The draft RSS recognises the importance of affordable housing provision and seeks to ensure that an adequate choice and mix of housing types of all tenures are provided at the most sustainable locations. Local authorities should routinely require more than 30% of housing to be affordable.
- 5.11 Recent national housing policy set out in PPS3 - Housing requires local planning authorities to maintain a five-year supply of available, developable housing land.

#### Local Plan Policies

- 5.12 There are a number of Local Plan policies relating to housing including housing provision, affordable housing, housing mix, density of development, re-use of previously developed land, design and layout.
- 5.13 Policies of particular relevance include the following:

##### *1983 Local Plan*

Core Policy H1 - Five Year Housing Land Supply

Core Policy H3 - Preservation and Revitalisation of Older Housing Stock

Core Policy H4 - Housing Need

##### *Revised Deposit Draft Local Plan*

Policy H.1 - Allocations for Mixed Use Including Housing

Policy H.2 - Allocations for Housing Development

Policy H.4 - Housing Proposals on Unallocated Sites

Policy H.5 - Use of Upper Floors for Residential

Policy H.6 - Housing in the Central Area

Policy H.7 - Housing Density and Layout

Policy H.8 - Housing Mix

Policy H.15 - The Provision of Affordable Housing

Policy H.16 - Affordable Housing Mix, Design And Layout

#### Emerging Local Development Framework Policies

- 5.14 The draft LDF Core Strategy aims to ensure that enough sites are made available in order to meet the housing needs of the City in the period to 2026 (as defined by the Regional Spatial Strategy for the South West).
- 5.15 The strategy also aims to deliver a choice and mix of housing types and tenures which cater for a range of needs and aspirations including those in need of affordable housing in order to promote the establishment of sustainable communities and to ensure that everyone in Gloucester has the opportunity of a decent home.

5.16 In detail, this will mean; providing 11.500 new homes in the period 2006-2026, maintaining a five-year supply of developable housing land, giving priority to the re-use of previously developed land and ensuring a mix of house types is provided including affordable housing and lifetime homes.

5.17 Draft Core Policies of particular relevance include:

Core Policy 3 - Priority to the Re-Use of Previously Developed Land and Buildings

Core Policy 4 - Housing Provision

Core Policy 5 - Housing Type and Tenure

Core Policy 6 - Proposals for Gypsy and Traveller Accommodation



*Photo 2 - Double Reynolds Warehouse*

### Implementation of Policies

5.18 We consider below the impact of the local plan policies listed above through detailed consideration of the following indicators:

- The Council's housing requirement
- The delivery of housing over the past 5 years
- Latest and forecast housing completions
- The percentage of homes built on previously developed land
- The density of residential development coming forward
- The number of affordable homes completed
- The percentage of speculative or 'windfall' housing development

5.19 In due course, the impact of the LDF policies will be assessed once they are submitted and adopted.

5.20 The results for the period 2005/2006 are summarised in the table overleaf and in the Housing Trajectory attached at Appendix 3. Commentary on the main findings is provided below the table.

Table 3 - Housing Core and Local Indicators

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
2a Housing Trajectory	Core	Structure Plan Target - 10,250 new homes between 1991 and 2011  Draft RSS draft target - 11,500 new homes between 2006 and 2026	See Housing Trajectory attached at Appendix 3.	See commentary below.
2b Percentage of new and converted dwellings on previously developed land	Core	National target of 60%  Regional target of 50% set out in the draft RSS although expected to be higher in strategically significant locations	79.5% of residential completions took place on previously developed land	Although the figure for brownfield development is high and has been for the last few years there is a large-scale housing development taking place and the current RAF Quedgeley redevelopment is 50% brown/50% Greenfield.  This will affect the brownfield completions figure until 2011/12 and possibly beyond.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
2c Percentage of new dwellings completed at (i) Less than 30 dwellings/ha (ii) 30-50 dwellings/ha (iii) greater than 50 dwellings per ha	Core	100% over 40 dwellings/ha in Central Area  100% over 30 dwellings/ha in rest of City.	(i) 5.3% of completions less than 30 dw/ha  (ii) 35.8% of completions at 30-50 dw/ha  (iii) 58.9% of completions at more than 50 dw/ha	High level of conversions and residential subdivisions experienced in this monitoring year.
2d Affordable housing completions	Core	Delivery of affordable homes from all schemes proposing 15 or more dwellings, or greater than 0.5ha in area.  Local Plan target level of provision 40%  Draft RSS states that Local Authorities should routinely aim for at least 30%	131 affordable dwellings were completed in the 05/06 monitoring period.	The Council is currently securing good levels of affordable housing from most housing schemes of 25 or more owing to the identified need in the City.  The draft LDF proposes a reduction in the

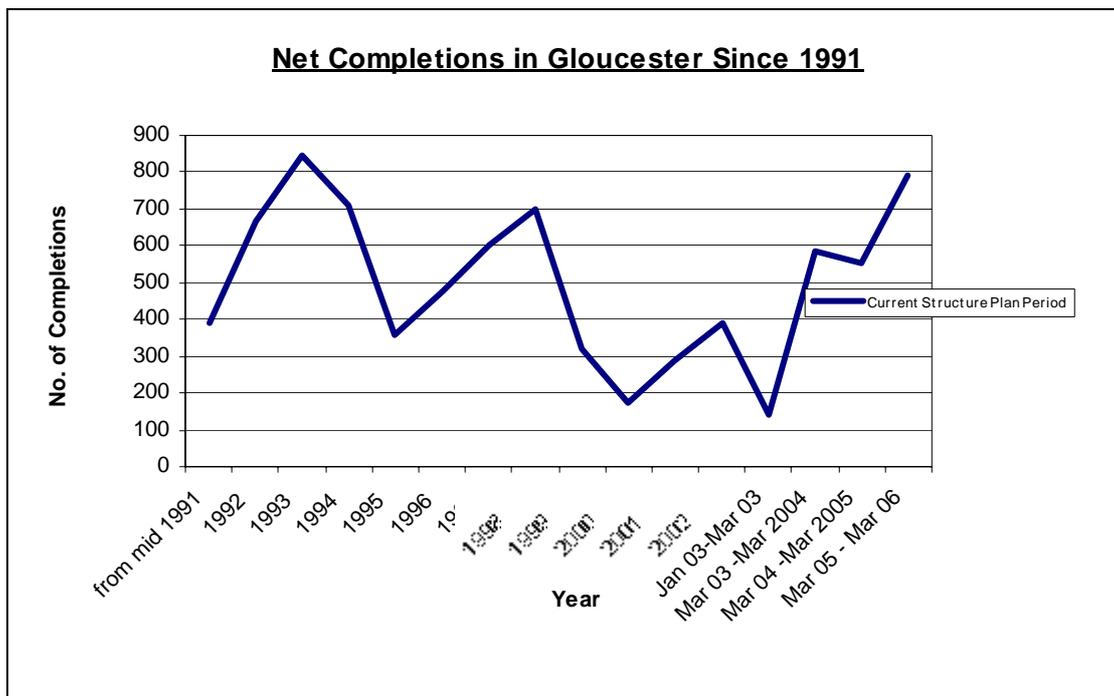
				<p>threshold from 25 to 15 dwellings in line with Government policy.</p> <p>This should help to increase the supply of affordable housing.</p>
2e Total Annual Completions	Local	<p>512.5 per annum for Structure Plan period (up to 2011)</p> <p>575 per annum to meet Draft RSS targets (2006/2026)</p>	Total net number of residential completions in 2005/06 - 790	<p>High level of completions in the monitoring period owing to the conversion of historic buildings and commencement of strategic part brown part greenfield allocation.</p>
2f Percentage windfall completions of all completions	Local		35% of all completions were windfalls i.e. speculative residential development (277 out of 790)	<p>The Council's current policy approach allows for brownfield windfall sites to come forward subject to certain criteria being met. The number of windfall housing schemes continues to remain high.</p>

## Commentary

- 5.21 A number of key trends can be observed from the data set out in the table above.
- 5.22 Between April 2005 and March 2006, a total of 790 (net) new dwellings were completed. Of these, 628 (79.5%) dwellings were built on previously developed or brownfield land and 162 (20.5%) involved greenfield sites.
- 5.23 This is consistent with Government advice, which seeks to give priority to the re-use of previously developed land in the interests of sustainable development.
- 5.24 The total number of net completions at 790 was significantly higher than the 2005 figure of 555. It is the second highest recorded level of completions, the highest being in 1993 when 844 dwellings were completed.
- 5.25 The high level of completions can be attributed to the increasing number of flats being developed within the City, both conversions and new builds, and the commencement of the development of the RAF Quedgeley site.
- 5.26 The average density for new build dwellings on completed sites in Gloucester in the period April 2005 - March 2006 was 40.06 dwellings per hectare. This compares favourably with the recommended density of 30-50 dwellings per hectare (net) set out in PPG3 - Housing although it should be noted that the draft Regional Spatial Strategy for the South West recommends densities of at least 50 dwellings per hectare in strategically significant cities such as Gloucester. This would mean the City Council having to seek a higher average density of development.
- 5.27 In terms of the location of development, the majority of permissions on windfall sites in the last year have been in Westgate Ward (52.7%), followed by Fieldcourt (12.4%) and Moreland (12.2%).
- 5.28 In terms of the types of dwellings being built, of the 277 dwellings completed on windfall sites in the period April 2005 - March 2006, the majority (108) constituted other redevelopment, and 87, infill development.
- 5.29 In terms of other firm commitments, 89 units are subject to S.106 legal agreements that are yet to be signed, all of these are on brownfield sites.

- 5.30 Concerning the remaining Structure Plan requirement (2,293 dwellings) the City Council has 6,140 units in the pipeline including 4,723 commitments, 1028 draft Local Plan allocations, 89 firm commitments (subject to S.106 etc.) plus a modest windfall allowance of 300.
- 5.31 This creates a surplus of approximately 3,397 dwellings over and above the Structure Plan requirement. This surplus will roll forward into the RSS period 2006 - 2026 during which a further 11,500 new homes must be provided.

Figure 2 - Net Housing Completions 1991 - 2005/6



Major Sites Position Update

- 5.32 Set out below for information is a summary of the latest position regarding the development of some of the major housing sites in Gloucester. This information is taken from the Council's 2005/06 Housing Land Availability Report - available separately.

CONEY HILL HOSPITAL, ABBEYMEAD

- 5.33 This site originally had a capacity limited to 500 by a legal agreement attached to the outline permission which was granted in 1991 for the development of the northern part of the site. The first detailed permission was granted in 1995, and the first completions occurred in 1996 (45). Completions increased in 1997 (108) and again in 1998 (181) but decreased to 106 in 1999. The remaining 60 dwellings were completed in 2000. From 1996 to 2000 the site averaged 100 dwelling completions a year.

- 5.34 Additional outline consent for 282 dwellings at Coney Hill Hospital South was granted in 2001. In March 2005 the whole site benefited from reserved matters consent with 43 dwellings completed between March '04 and March '05. By the end of March 2006 the whole site was complete. During the year 04/05 the Clocktower received full planning permission for conversion and extension to form 24 flats, this scheme has not yet started.

#### LAND AT BODIAM AVENUE

- 5.35 Outline permission was granted in 2001 for the erection of 350 dwellings on the site. This development has been phased with reserved matters applications for 88, 17 and 237 dwellings being submitted. The site for 17 dwellings was completed by March 2005. The site for 88 dwellings is complete except for 6 flats and the larger development is still under construction with only 57 dwellings complete, 59 under construction and 121 dwellings not yet started.

#### WESTERN WATERFRONT

- 5.36 This major mixed-use allocation has an estimated capacity for 2000 dwellings. The area currently divides into three main sub areas described below.

#### THE DOCKS

- 5.37 March 2004 28 flats were complete in Albert Warehouse and 4 on the Old Custom House on the Quay and the conversion of Priday Metford Flour Mill had begun. By March 2005 40 flats were complete in the Flour Mill and 70 in the Double Reynolds and Vinings Warehouse with construction on West Quay and the Barge Arm underway. By the end of March 2006 the 50 dwellings on West Quay were complete with 84 units on the Barge Arm and 32 units in Biddles and Shipton warehouses under construction.

#### THE CATTLEMARKET

- 5.38 On 7 October 2003, the Secretary of State granted outline planning permission for a mixed-use development at the Cattlemarket site including 650 dwellings. At the time of writing, a reserved matters application relating to the retail element of the scheme has been approved but details of the residential element are awaited. A reserved matters application for 400 open market dwellings at the site was in Outline permission was granted for 150 dwellings at the Docks in 2000. In the process of determination during the 05/06 monitoring period. The application will comprise part of the monitoring for the 06/07 period.

## GLOUCESTER QUAYS

- 5.39 The site is the subject of a current outline planning application for a comprehensive mixed-use development including 1,000 dwellings. The Council were minded to permit the scheme on 23rd November 2004. A call in public inquiry was held in November/December 2005 and the decision is anticipated in June 2006.

## HORTON ROAD

- 5.40 Horton Road Hospital was identified for development in a planning brief some years ago. The current scheme now being implemented involves the refurbishment of many of the existing hospital buildings to convert them into dwellings as well as the construction of new dwellings in the hospital grounds. An initial application for 184 houses was superseded by a further application for 254 houses.
- 5.41 Horton road is a phased development. By March 2004, 76 units had been completed. At March 2005 a further 52 units had been completed with 85 units under construction and 41 units not yet started. By the end of March 2006 a new application had altered the final number of units to be provided at the site to 270. 80 more flats and 7 more houses were completed in the 05/06 monitoring period and work on the site continues.

## RAF QUEDGELEY

- 5.42 Outline planning permission has been granted for a comprehensive mixed-use development at the RAF Quedgeley site including 2,650 dwellings of which no more than 2,200 dwellings are to be occupied prior to 31 December 2011. A Reserved Matters application relating to the construction of principal access roads, drainage and balancing pond was permitted in 2004 and by the end of March 2005 two reserved matters permissions for a total of 224 dwellings had been permitted, but construction of the dwellings had not commenced. By the end of March 2006 a total of 999 dwellings had permission within Framework 1 of the master planned site. Of these 136 were complete, 262 were under construction and 601 were not started.

## BRIONNE WAY

- 5.43 Planning permission was granted in 2003 for 67 dwellings, by March 2005 57 dwellings were complete and by March 06 the final 10 dwellings had been completed on the site.

## LAND AT WINDFALL WAY

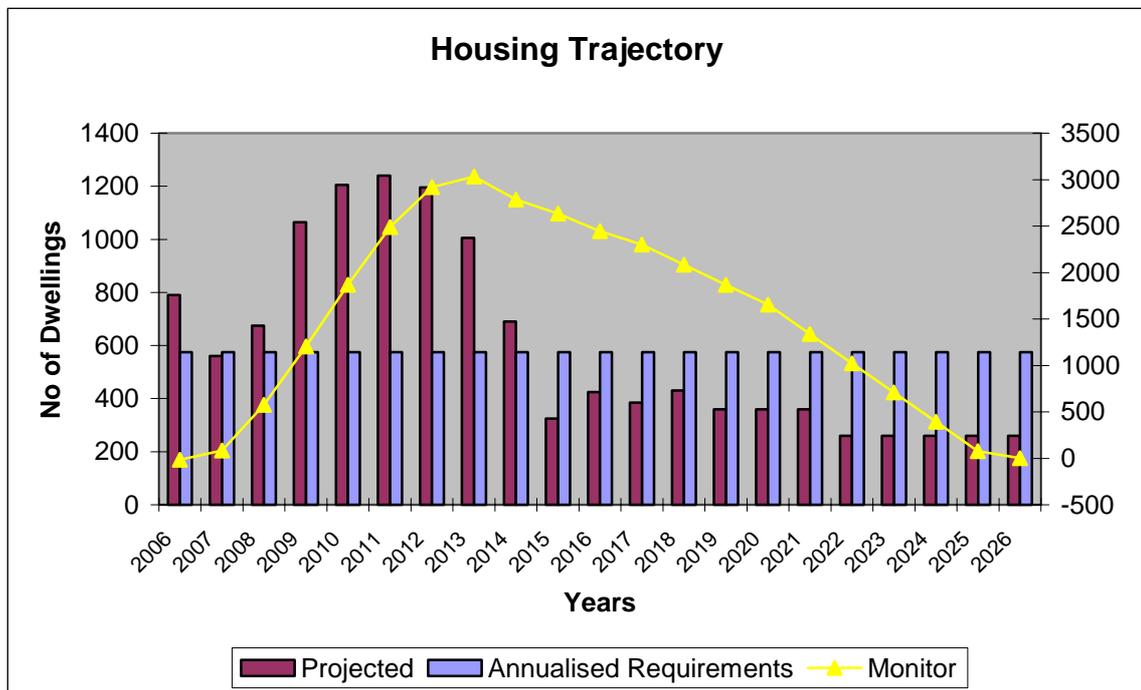
- 5.44 Reserved matters planning permission was granted in 2004 for the erection of 64 dwellings, by March 2005 6 were complete, 12 under construction and 46 not yet started. By the end of March 2006 26 more dwellings were complete with 32 under construction.

### Housing Trajectory

- 5.45 A Housing Trajectory is attached at Appendix 3. The trajectory looks at the following:
- Past housing completions
  - Forecast housing completions
  - The City Council's housing requirement as defined by the Structure Plan 1999 and the draft RSS
- 5.46 Based on these factors the trajectory identifies the extent to which there will be a potential under or over-supply of housing and how this should be managed in terms of the release of further housing land.
- 5.47 To summarise, the main findings of the trajectory not already discussed are as follows:
- Between 2001/2 and 2005/6 a total of 2,753 new homes were built - 190 more than the required number of homes set out in the 1999 Structure Plan for the same period
  - For the period 2006 - 2026, the annualised housing requirement for Gloucester is 575 dwellings per year equating to 11,500 in total
  - The forecast number of dwellings that will be provided in this period is 11,579
  - Potentially there will be a peak in the supply of housing in the period 2008/9 to 2012/13 with a subsequent decrease in annual supply thereafter
  - Further housing sites will need to be identified in the period 2018/19 to 2025/2026

5.48 These findings are illustrated on the graph below.

Figure 3 - Housing Trajectory Graph



5.49 The Housing Trajectory will be updated on an annual basis through the Annual Monitoring Report (AMR).

## EMPLOYMENT

### Context

- 5.50 Gloucester is a major employment centre providing around 60,000 jobs. It provides jobs not only for those who live in the City but also those outside who commute in from rural areas on a daily basis including in particular Stroud and the Forest of Dean.
- 5.51 The importance of Gloucester as an employment centre is recognised in the Gloucestershire Structure Plan (1999) and more recently in the draft Regional Spatial Strategy for the South West (2006).
- 5.52 The adopted Gloucestershire Structure Plan (1999) requires Gloucester City to provide about 95 hectares of employment land in the period 1991 to 2011. As at 31<sup>st</sup> March 2006, 42.57 hectares had been taken up. Taking into account potential future gains and losses, there is a shortfall of around 34 hectares compared to the Structure Plan target.
- 5.53 The draft RSS (June 2006) emphasises the need for Gloucester to realise its economic potential in order to stimulate regeneration and increase the accessibility to and dispersal of prosperity across society particularly in areas of high unemployment.
- 5.54 The RSS also recognises the changing structure of the economy and emphasises the increasing importance of less traditional sectors in providing job opportunities such as jobs within the service sector which is rapidly expanding following a decline in manufacturing - a national trend.
- 5.55 The draft RSS states that around 12,750 new jobs should be provided within the Gloucester Travel to Work Area (TTWA). Existing data shows that most of these will be provided within the City. The Gloucester Heritage Urban Regeneration Company (GHURC) has set itself a target of creating 2000 new jobs in the Central Area of Gloucester by 2014.
- 5.56 The RSS does not stipulate a quantitative amount of floorspace to be provided although it is understood that work being carried out by consultants acting on behalf of the South West Regional Development Agency will translate the job-based target into a floorspace figure for both Gloucester and Cheltenham as strategically significant settlements.

- 5.57 The provision of new employment land will be particularly important in Gloucester and Cheltenham in order to balance job opportunities with the creation of a significant number of new homes, which will help to create more sustainable patterns of growth.
- 5.58 It is anticipated that a large number of new jobs will be created through the provision of 20 hectares of new employment land as part of the mixed-use redevelopment of the former RAF Quedgeley site. Further large-scale employment provision will be made through the proposed extension of Waterwells Business Park.



*Photo 3: Waterwells Business Park*

- 5.59 Gloucester Business Park at Brockworth provides an important source of employment for Gloucester residents. In the longer term, a potential urban extension to the north of Gloucester will provide the opportunity for further employment provision as part of a large-scale mixed-use development.

#### Local Plan Policies

- 5.60 There is a range of policies within the 1983 Gloucester Local Plan and the Revised Deposit Draft Local Plan (2002) relating to the economy and employment land provision. Of particular relevance are:

##### *1983 Local Plan*

Core Policy E1 - Employment Land Supply  
Policy E1(a) - Employment Allocations  
Core Policy E2 - Release of Land for Office Development

*Revised Deposit Draft Local Plan (2002)*

Policy E1 - Mixed-Use Allocations

Policy E2 - Employment Allocations

Policy E3 - Allocations for Employment on Old Employment Sites

Policy E4 - Protecting Employment Land

Emerging Local Development Framework Policies

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

5.62 The following draft Core Policies are of particular relevance:

Core Policy 2 - Regenerating the Central Area

Core Policy 7 - Employment Provision

Core Policy 8 - Safeguarding Employment Land

Core Policy 9 - Mixed-Use Development

Core Policy 17 - Education and Skills



*Photo 4: Gloucestershire Police HQ*

## Implementation of Policies

- 5.63 We consider below the impact of the local plan policies listed above through detailed consideration of the following indicators:
- The amount and type of employment floorspace completed
  - How much of this took place on land allocated for employment use by the Council
  - The proportion of employment development involving the re-use of previously developed land
  - How much and what type of employment land is available
  - How much employment land has been lost to other uses
  - How much employment land has been lost to residential development
- 5.64 In due course, the impact of the LDF policies will be assessed once they are submitted and adopted.
- 5.65 The results for the period 2005/2006 are summarised in the table below. Commentary on the main findings is provided below the table.

Table 4 - Employment Core and Local Indicators

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
1a Amount of land developed for employment by type	Core	<p>Adopted Structure Plan requires the provision of 95ha of employment land in the period 1991-2011.</p> <p>The draft RSS aims to ensure the provision of 12,750 new jobs in the Gloucester Travel to Work Area (TTWA).</p> <p>The Gloucester Heritage Urban Regeneration Company aim to provide 2,000 new jobs in the Central Area by 2014.</p>	<p>B1(a) Office - 4.14ha completed providing 13,353m<sup>2</sup> floor space</p> <p>B1(b+c) (Research and Development, Light Industry) - 2.62ha completed providing 9,950 m<sup>2</sup></p> <p>B2 (General Industrial ) - 0.79ha completed providing 1,064m<sup>2</sup> floor space</p> <p>B8 (Storage and Warehousing) - 2.8ha completed providing 15,581m<sup>2</sup> floor space</p> <p>Total take up 1991-2006 is 42.57ha</p>	<p>There were significant completions of B1/B2/B8 developments at Waterwells Business Park in monitoring year.</p> <p>There is a need to ensure the type of B1 use class is identified clearly at determination in order to aid the process of monitoring.</p> <p>This indicator does not differentiate between allocated sites and recycled sites in the City, so is not necessarily a good measure of allocated employment land take up.</p> <p>It will be necessary in future to consider in detail not only the amount of land taken up but the number of jobs created.</p>

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
1b Amount of land developed for employment, by type, in regeneration area identified in LDF	Core	<p>See above - plus:</p> <p>Preferred Options Central Area Action Plan employment allocations:</p> <p>25,000m<sup>2</sup> retail  6,100m<sup>2</sup> commercial  39,250m<sup>2</sup> offices  30,500m<sup>2</sup> B1</p> <p>Plus potential 7ha site for relocation of existing non conforming uses</p>	One non-allocated site completed for storage and warehousing (B8 use) comprising a total of 9143m <sup>2</sup> on 0.55ha.	<p>Most employment completions in the 05/06 monitoring period were on an allocated Greenfield site which is not located in the Central regeneration area of Gloucester.</p> <p>The Central Area Action Plan and work of the GHURC will help to focus attention on the central area regeneration sites and should lead to an increase in the amount of employment land provided and the number of jobs created.</p> <p>There is likely to be a greater role played by non-B class uses in providing employment within the Central Area.</p>

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
1c Percentage of employment development on previously developed land	Core	None in the Structure Plan, draft RSS or Local Plan although the Preferred Options Central Area Action Plan DPD allocations equate to 100% development on previously developed land  Preferred Options Site Allocations and Designations DPD allocations equate to 33% development on previously developed land.	B1= 314m <sup>2</sup> = 1.3% B2=1064m <sup>2</sup> =100% B8=9143m <sup>2</sup> =59%	Most employment completions 05/06 were on an allocated Greenfield employment site.
1d Employment land supply by type	Core	Structure Plan requires 95ha 1991-2011.  Move towards a job-based target in the draft Regional Spatial Strategy.	Available land 2005 - 2006 = 92.31ha.  This includes both allocations and commitments	Much of this land includes old employment allocations. These sites are being reviewed through the LDF process and where appropriate may be allocated for alternative uses.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
1e Loss of employment land in; (i) regeneration areas (ii) local authority area	Core	<p>No specific target although it is established national, regional and local policy to resist the loss of employment land where it is needed to meet economic needs.</p> <p>The emerging LDF policies seek to apply a sequential approach to the loss of employment land whereby if employment land is to be lost, preference is given to other uses that would still generate job opportunities followed by mixed-use development and then residential development.</p> <p>The GHURC aim to reinvigorate the City Centre Office market and this is reflected in the draft Central Area Action Plan.</p>	<p>(i) Land lost in the Central Area in the 2005/6 monitoring period = 1770m<sup>2</sup> of B1 office floorspace.</p> <p>This employment floorspace changed to a mix of retail, residential and dentist uses. Some jobs would therefore have been provided.</p> <p>(ii) Within the whole authority area the total number of B1 losses = 3066 m<sup>2</sup> &amp; B2 losses = 2800m<sup>2</sup></p> <p>B1 offices changed to a mix of retail, residential, dental and training uses. The B2 site was a convenience shopping (food) permission.</p>	<p>Within the central area, old offices in Victorian/Georgian buildings sometimes do not meet the requirements of the modern office market. Increasingly they are being seen as potential redevelopment sites.</p> <p>Notably however the GHURC aim to reinvigorate the City Centre Office market and this is reflected in the draft Central Area Action Plan.</p> <p>The B2 site lost in the monitoring period lay adjacent to a retail park and was perhaps unlikely to attract an alternative B2 occupier.</p> <p>Redevelopment has resulted in environmental improvements and an improved food retail offer for local residents.</p>

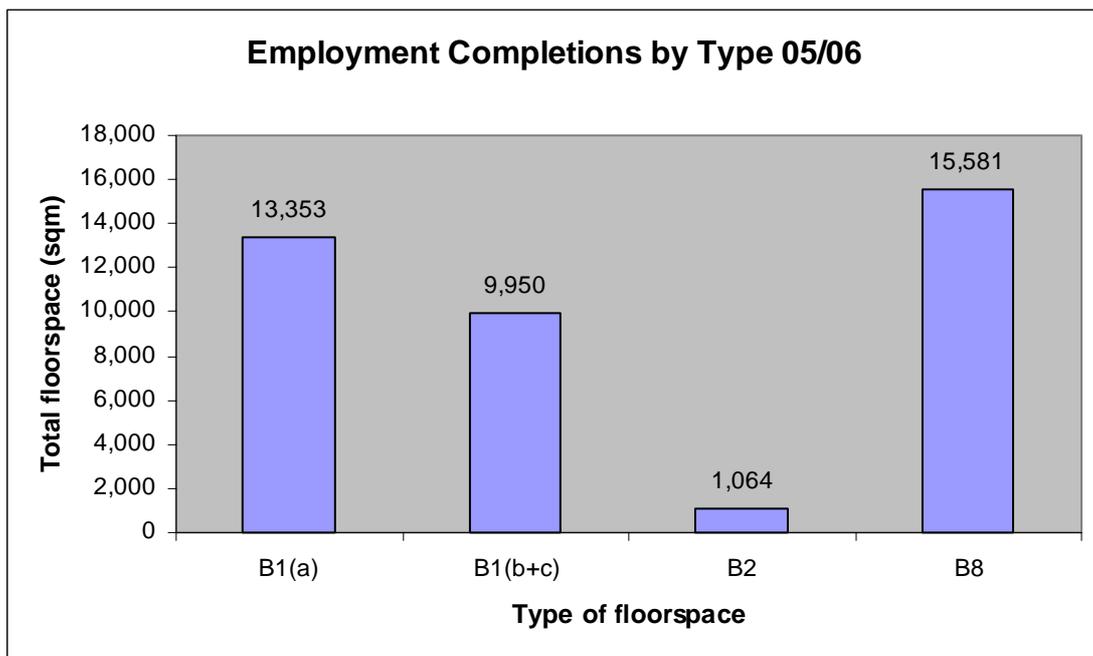
				<p>The City has existing and emerging policies in place to protect employment land.</p> <p>It should be noted that 27ha of employment land is in the process of being lost as a major housing allocation is built out at RAF Quedgeley</p>
<p><b>1f</b> Employment land lost to residential development</p>	<p>Core</p>	<p>No specific target although it is established national, regional and local policy to resist the loss of employment land where it is needed to meet economic needs.</p> <p>The emerging LDF policies seek to apply a sequential approach to the loss of employment land whereby if employment land is to be lost, preference is given to other uses that would still generate job opportunities followed by mixed-use development and then residential development.</p>	<p>Completions to date (March 2006) have resulted in the loss of 11.26ha with the development of Framework Area 1 at RAF Quedgeley.</p>	<p>27ha of employment land will be lost as MU5 a major mixed-use allocation is built out at RAF Quedgeley.</p> <p>This site will continue to be built out through the Structure Plan period up to 2011.</p>

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
<p><b>1g</b> Percentage of completions on allocated employment land.</p>	<p>Local</p>	<p>N/a</p>	<p>In the 05/06 monitoring period, 79% of employment completions were at Waterwells Business Park.</p> <p>This is an allocated employment site in the draft Local Plan (2002).</p>	<p>Waterwells is a Greenfield employment allocation. While it is proposed that the site be extended through a draft allocation within the LDF, it is anticipated that the existing allocated site will be completed in the next 2/3 years.</p> <p>Several older employment allocations within the Central Area remain unimplemented. In line with Government Policy, the City Council is considering alternative uses for these sites through the Local Development Framework process.</p>

Commentary

- 5.66 A significant amount of employment development was completed in the 05/06 monitoring period. Most of this took place at Waterwells Business Park, an allocated greenfield site in the south of the City. The graph below shows the composition of the employment completions.
- 5.67 It is noticeable that B8 employment development (i.e. storage and warehousing) comprised the highest floorspace completions, with B1(a) office and B1(b+c) research and development and light industrial the next highest.
- 5.68 Waterwells Business Park has experienced both speculative build and build for named end users such as the new Gloucestershire Constabulary Headquarters.

**Figure 4 - Employment Completions by Type**



- 5.69 The level of employment completions in the Central Area - which is the focus for regeneration under the emerging LDF - was low, as was the level of brownfield completions.
- 5.70 The work of the Heritage Urban Regeneration Company (GHURC) will help to ensure that further employment land comes forward within the Central Area. It is anticipated that the GHURC will help to bring forward some of the more difficult sites which have to date, not been promoted for development including those that may be subject to contamination and other constraints.

- 5.71 It will however be necessary for the City Council to work closely with the GHURC in order to ensure that any existing employment uses within the Central Area that may be displaced as a result of redevelopment either directly or indirectly, are able to be relocated within the City at suitable locations.
- 5.72 The indicators show that the City Centre is losing some B1 offices to residential conversions. These premises are predominantly first and second floor offices in older properties that have proved difficult to let. A large out of centre B2 site was also lost to retail in the monitoring year.
- 5.73 The major area of employment land currently being lost to residential development is RAF Quedgeley. In this monitoring period approximately 11 ha have been developed as residential. The total loss at the site once built out will be 27 hectares although it should be noted that the redevelopment of the site will provide 20 hectares of new, high quality employment land.
- 5.74 In this monitoring period, 79% of all employment completions were on allocated employment land. This shows that a proportion of employment development is speculative, occurring on other non-allocated sites and that existing employment sites are being recycled.
- 5.75 With regard to the demand for employment land within the City Gloucestershire First, the countywide economic development group, received 164 enquiries from companies looking for employment, retail or office premises in the City in the monitoring period. This shows a healthy level of interest in Gloucester from prospective investors.
- 5.76 The level of interest and inward investment is likely to increase over the next few years through the pro-active work of the Gloucester Heritage Urban Regeneration Company.

## TRANSPORT

### Context

- 5.77 Given the significant level of growth envisaged for Gloucester over the next twenty years, potential increases in vehicle movements particularly use of the private car, have major implications.
- 5.78 We know already that a large number of people travel in and out of Gloucester each day to reach their place of work and that most of these travel by car. We also know that although car ownership in Gloucester is relatively low, those that do own a car tend to use it on a regular basis. The result is congestion in certain locations at peak times.
- 5.79 To address this issue we must reduce the need for people to travel through the location of development. If for example, new homes and jobs are provided close together there will be less need for people to travel on a regular basis.
- 5.80 We also need to encourage people to use alternative modes of transport to the car including walking, cycling and public transport.



*Photo 5: St. Oswald's Park and Ride Service*

- 5.81 These issues are recognised in national policy and within the draft Regional Spatial Strategy for the South West (June 2006). The RSS emphasises the importance of providing attractive, safe and convenient pedestrian and cycle routes, improving the quality of public transport, parking strategies to discourage long-stay commuters as well as a variety of potential demand management measures including congestion charging, travel plans, car sharing schemes, bus priority and so on.
- 5.82 The Gloucestershire Local Transport Plan 2006 - 2011 sets out the transport strategies that Gloucestershire County Council will seek to implement from 2006 to 2011.
- 5.83 Some of the objectives of the Transport Plan include; improving access to jobs and services, improving public transport, reducing congestion, improving highway infrastructure, reducing single occupancy car trips, reducing road casualties and facilitating the use of alternatives to the car.
- 5.84 It will be particularly important for the City Council to fully assess the transport implications of any large-scale urban extension to Gloucester to ensure that appropriate new infrastructure is provided in order to mitigate the impact of development, reduce the need to travel and to promote non-car modes of travel.
- 5.85 The City Council supports the proposed Integrated Transport proposal at Elmbridge, which forms the basis of a major scheme bid through the Local Transport Plan. The proposal is recognised in the draft RSS.

#### Local Plan Policies

- 5.86 There are a large number of Local Plan policies relating to transport many of which relate to reducing car use and encouraging more sustainable modes of transport. Of particular relevance are the following:

##### *1983 Local Plan*

Core Policy T1 - Highways, Traffic Management and Pedestrianisation

Core Policy T2 - Highway Construction, Improvements and Traffic Management

Core Policy T3 - Traffic Regulation and Control Measures

Core Policy T4 - Off Street Parking in the City Centre

Core Policy T5 - Public Transport

Core Policy T6 - Cycling

*Revised Deposit Draft Local Plan (2002)*

Policy TR.1 Travel Plans and Planning Applications  
Policy TR.9 Parking Standards  
Policy TR.10 Parking Provision Below the Maximum Level  
Policy TR.26 Park & Ride - Waterwells  
Policy TR.27 Bus Priority Routes  
Policy TR.32 Protection of Cycle/Pedestrian Routes  
Policy TR.33 Providing for Cyclists/Pedestrians  
Policy TR.35 Provision of Bicycles with New Residential Development  
Policy TR.39 Footpaths/Cycleways Along the River and Canal

Emerging Local Development Framework Policies

- 5.87 The Local Development Framework draft Core Strategy aims to improve air quality, reduce traffic congestion and contributions to climate change by encouraging less use of the car and greater use of walking, cycling and public transport.
- 5.88 In detail, this will mean ensuring that all new development is accessible by a choice of means of transport, safeguarding and providing cycle and pedestrian routes, the creation of pedestrian friendly 'home zones' within residential development, measures to increase public transport patronage including the use of bus priority measures, the use of maximum parking standards to discourage the use of the car.
- 5.89 Where parking is provided below the maximum standards, a financial contribution will be sought from development within the Central Area towards the establishment of a 'Car Club' for the City.
- 5.90 Strategic transport infrastructure projects will be supported and safeguarded appropriately including the completion of the South West Bypass and the St. Anne's Way Bridge Link, proposed Park and Ride sites at Linton, Brockworth and the ITEC proposal at Elmbridge.
- 5.91 The following draft policies from the LDF Core Strategy are of particular relevance:
- Core Policy 1 - Sustainable Development
  - Core Policy 9 - Mixed-Use Development
  - Core Policy 10 - Sustainable Transport
  - Core Policy 11 - Strategic Transport Infrastructure
  - Core Policy 25 - Managing the Impact of Development

## Implementation of Policies

- 5.92 We consider below the impact of the local plan policies listed above through detailed consideration of the following indicators:
- Compliance with parking standards
  - The amount of new residential development within 30 minutes public transport time of: a GP; hospital; primary school secondary school; areas of employment and a major retail centre
  - The number of parking spaces available in the City Centre including disabled parking
  - The proportion of spaces allocated for short-stay use
  - Progress on planned transport improvements
  - The number of bicycles secured through S.106 agreements
  - Contributions towards sustainable transport works through S.106 agreements
  - Financial contributions towards enhancing bus services through S.106 agreements
  - Public transport use
  - Number of travel plans agreed
  - Air Quality
  - Road traffic accidents
  - Works to improve pedestrian facilities in the City
- 5.93 In due course, the impact of the LDF policies will be assessed once they are submitted and adopted.
- 5.94 The results for the period 2005/2006 are summarised in the table below. Commentary on the main findings is provided below the table.

Table 5 - Transport Core and Local Indicators

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
3a Amount of completed non residential development within use class orders A, B & D complying with car parking standards set out in the LDF	Core	100%	100%	The Council's parking standards set out in the draft Local Plan and being updated through the LDF are maximum standards. No developer exceeds these standards.
3b Amount of new residential development within 30 minutes public transport time of a GP; a hospital; a primary school; a secondary school; area of employment.	Core	100%	GP - 92% Hospital - 82% Primary School - 100% Secondary School - 96% Employment Centre - 99%	The County Council have software to monitor this indicator using housing completion data.  The results demonstrate a good overall level of accessibility for new residential development - reflecting the compact urban nature of Gloucester as a City.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Number of public parking spaces in the City Centre.	Local	N/a	<p>1646 short stay, off street, council controlled spaces.</p> <p>777 short stay, on street, council controlled spaces.</p> <p>234 long stay, off street council controlled spaces.</p> <p>698 privately controlled off street public parking spaces.</p>	<p>Monitoring procedure needs to be developed.</p> <p>Approach towards parking in the City to be considered through the GHURC Regeneration Framework and the Council's Draft Central Area Action Plan.</p> <p>Objectives include the provision of 'edge of centre' car parking in order to reduce the number of cars entering the City Centre unnecessarily. The number of spaces in the City Centre may therefore decrease in the next few years with replacement provision made on the edge of the City Centre at locations accessible from the inner relief road.</p>

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Number of parking spaces allocated for the disabled in the City Centre	Local	Draft Local Plan Target is for 5% of parking to be dedicated to people with disabilities in new development proposals.	On street disabled spaces = 93  This represents 2.7% of all parking in the City Centre and 11.9% of council controlled on street parking.	Monitoring procedure needs to be developed.  Approach towards parking in the City to be considered through the GHURC Regeneration Framework and the Council's Draft Central Area Action Plan.
Proportion of parking spaces allocated for short stay use	Local	The draft Local Plan and emerging Core Strategy aim to give priority to short-stay parking in order to reduce the amount of commuter car parking and to encourage other non-car modes of transport.	91% of council controlled parking within the City is short stay.  The proportion of private controlled parking is not known.	Monitoring procedure needs to be developed.  The high percentage of short-stay parking reflects the City Council's approach towards discouraging long-stay commuter car parking in the interests of promoting more sustainable modes of transport.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Progress on planned transport improvements	Local	<p>South West By pass to open April 2007</p> <p>St. Anne's Way Link Road to be complete by Autumn 2008</p> <p>Longer term the County Council are seeking the provision of a new integrated transport hub at Elmbridge including a new parkway station and dedicated park and ride services.</p>	<p>By pass is on target for completion</p> <p>Planning permission is awaited for the St. Anne's Way Bridge Link</p> <p>A decision on the Elmbridge proposal is expected shortly.</p>	Highway infrastructure completions are key to the regeneration of the Central Area.
No. of bicycles secured for new dwellings through S.106 agreements	Local	1 new bike per dwelling in the Central Area. The target will increase through the LDF process.	221 bikes were secured on occupation of completed dwellings within the 05/06 monitoring period.	This is an innovative Council policy, which secures the provision of new bikes for residents as part of residential development.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Contributions towards sustainable transport works through S.106 agreements	Local	N/a	£205,000 secured through S.106 agreements in the monitoring period	Need to continue to develop monitoring procedure
Financial contributions towards enhancing bus services through S.106	Local	N/a	£50,000 secured through S.106 agreements in the monitoring period.	Need to continue to develop monitoring procedure
No. of passenger journeys on local bus services	Local		<p>Gloucestershire Local Transport Plan indicates that 17,500 bus journeys were made in the County in 05/06 - an increase of 3.5% on the 04/05 figure.</p> <p>This level exceeds projected figure of 16,900 for 05/06</p> <p>Bus journeys within the City will contribute to good Countywide bus patronage figure.</p>	<p>Data not yet available at district level, currently only monitored by County for Local Transport Plan.</p> <p>Bus operators unwilling to release commercially sensitive data.</p>

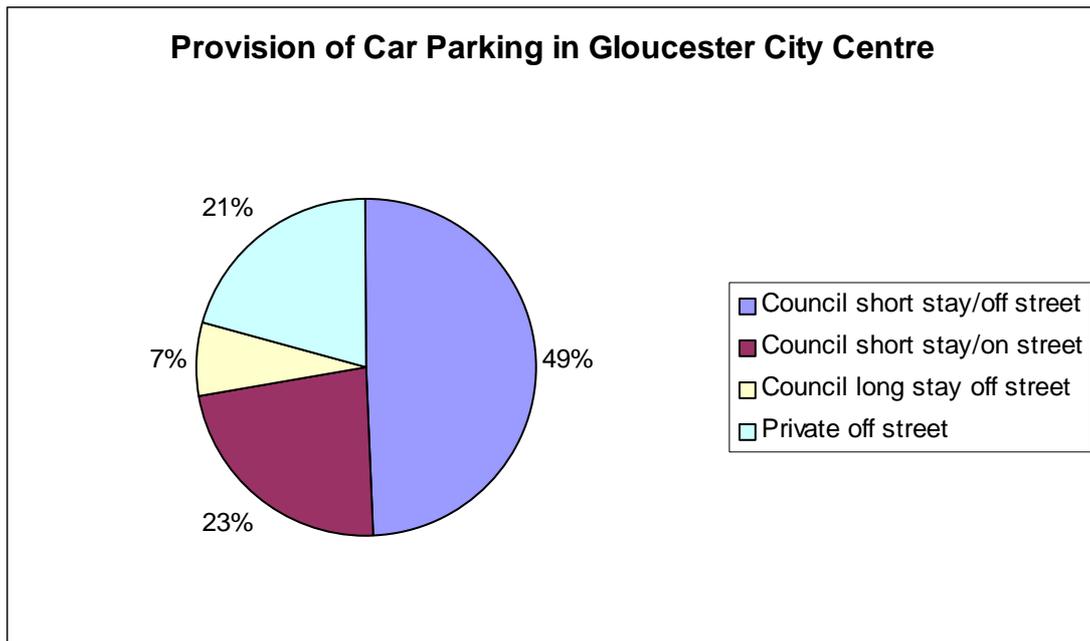
Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Enhancements to bus stops within the City.	Local	Improvements to all routes into City.	Works to bus stops 05/06 included 4 raised kerbs, 57 lowered kerbs (to stop buses catching on the raised kerbs) plus 20 bus stop posts erected.	Data held by Adshel.  Need to continue to develop monitoring procedure
No. of Travel Plans agreed with City Council	Local	N/a	One Travel Plan agreed via S.106 legal agreement within the 05/06 monitoring period.	Although this indicator would suggest that not many Travel Plans are being agreed, several others were agreed in the 05/06 period via a planning condition.  The monitoring procedure therefore needs to be developed further to take account of this.
Air Quality Monitoring	Local	N/a	Two Air Quality Management areas have been identified.  Priory Road/Deans Way and Barton Street	Management plans for these areas will continue to be pursued to reduce levels of NO <sub>2</sub>  Air quality to be monitored in rest of City.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Number of serious accidents involving all forms of transport	Local	To minimise the risk of serious accident in the City.	3 fatalities and 36 serious accidents in the City in 2005. 2 fatalities and 35 serious accidents in the City in 2004.	Data provided by County Council shows a very slight increase in serious accidents over the past year.
Works to improve pedestrian facilities in the City	Local	N/a	5 tactile crossings installed across the City. Works to improve paving in The Oxbode plus commencement of works to improve permeability of Kings Square.	Need to continue to develop monitoring procedure.

Commentary

5.95 The City has approximately 3355 parking spaces in multi storey, rooftop and street level car parks as well as on street parking facilities, these include a combination of Council controlled and privately run public car parks. The split of Council/private and off street/on street parking is illustrated below.

Figure 5 - Car Parking Provision in the City Centre



5.96 There are 93 on street designated disabled parking spaces in the control of the City Council. As car parking is reviewed in the City through the LDF and regeneration process it will be essential to ensure disabled parking is provided to the levels required by the LDF to account for the ageing population and the level of disability within the City.

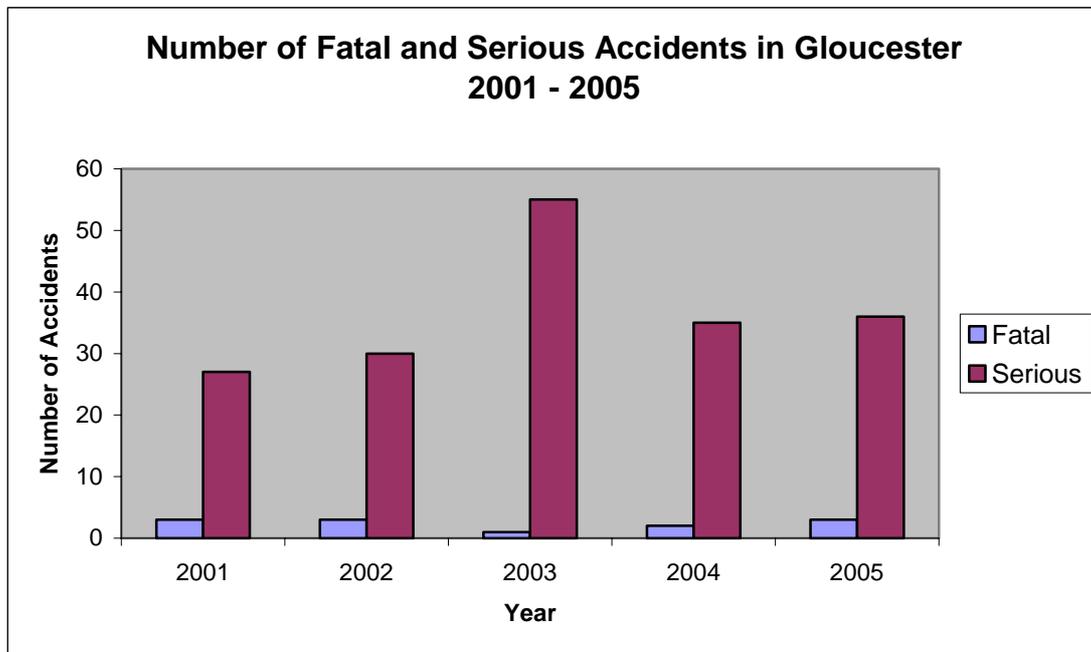
5.97 Parking in the City is to be reviewed through the GHURC Regeneration Framework and the Central Area Action Plan. It has been agreed with the City Council that the level of parking provision will stay the same but locations of car parks may change as sites come forward for redevelopment, with a shift towards edge of centre parking in order to reduce unnecessary car trips into the City Centre.

5.98 The South West Bypass is on target for completion in April 2007. This new route (the northern half of which is already open) will allow traffic to pass to the west of the City from Cole Avenue junction in the south to Westgate Bridge in the north. This will allow a complete by pass of the City for traffic coming from Junction 12 of the M5 travelling towards Herefordshire or onto Wales.

- 5.99 Planning permission for the St. Anne's Way bridge link, which will link the new bypass to the existing Inner Relief Road, was still awaited in the monitoring period.
- 5.100 A number of financial contributions towards sustainable transport were achieved in the monitoring period through the use of S.106 legal agreements, including agreements to provide 221 new bicycles for new dwellings on completion, £205,000 towards sustainable transport improvements and £50,000 towards bus travel improvements.
- 5.101 The Local Transport Plan Delivery Report 2001 -2006 showed higher than expected bus patronage across the County in the period 05/06, this would include bus use within the City.
- 5.102 Stagecoach has a fleet of 60 buses serving Gloucester of which 21 have low floors. It is estimated by Stagecoach that there are over 23,000 bus journeys within the City every day during the week, a number of these will be school children using service buses to get to and from school.
- 5.103 Stagecoach route 94 between Cheltenham and Gloucester was the subject of a Quality Bus Partnership, which was launched in May 2005, resulting in the upgrading of bus shelters and timetable information. Changes to road layouts and traffic signals were also introduced to give bus priority at congestion hotspots.
- 5.104 The Gloucestershire Local Transport Plan also states that in the previous monitoring year, 04/05, Real Time Passenger Information was introduced at 52 stops on routes 94 (Gloucester to Cheltenham via Churchdown) and 10 (Cheltenham to Tuffley via Brockworth & Gloucester City Centre).
- 5.105 Levels of use of Park and Ride facilities in the City remained high with an extension to the Waterwells Park and Ride car park doubling its parking capacity and the introduction of Real Time Passenger Information at bus stops.
- 5.106 One Travel Plan was approved in this year's monitoring period. However, resources within the Council to enforce the implementation of Travel Plans are limited.
- 5.107 Two air quality management areas were designated in the City during the monitoring period owing to unacceptably high levels of NO<sub>2</sub> from vehicle exhaust emissions. Management plans are being put in place in consultation with local communities in order to improve air quality in both Deans Way and Barton Street.

5.108 The City experienced a slightly higher number of serious and fatal accidents in 2005 compared to 2004. The graph below clearly illustrates serious and fatal accident data within the City from 2001 to 2005, source Gloucestershire County Council.

Figure 6 - Fatal and Serious Accidents



5.109 With regard to car parking provision in non-residential development, all-developments complied with the car parking standards in the LDF, which are applied on a maximum basis.

5.110 The City performed well with regard to access within 30 minutes to local services from newly completed residential development by public transport. The hospital scored lowest with only 82% of new residential development in the City accessing the site within 30 minutes by public transport. This is a result of the hospital being located slightly outside the City Centre.

5.111 Works to improve pedestrian facilities in the City included the installation of 5 tactile crossings. Within the City Centre repaving of the Oxbode and works to make Kings Square more permeable and accessible to pedestrians began in March 2006.

## COMMERCIAL DEVELOPMENT (RETAIL, OFFICE AND LEISURE)

### Context

- 5.112 Gloucester has fallen behind in the sub-regional retail hierarchy in recent years suffering from competition from Cheltenham and Cribbs Causeway. The 2004 Gloucester Retail Study recognises this and recommends the provision of around 20,000 sq. metres of new retail floorspace in the period up to 2016.
- 5.113 National policy set out in Planning Policy Statement 6 - Planning for Town Centres emphasises that local authorities should plan positively for the growth and development of existing centres and should seek to enhance consumer choice by making provision for a range of shopping, leisure and local services.
- 5.114 The overall objective is to sustain and enhance the vitality and viability of existing centres. The main types of use to which PPS6 applies, are retail, leisure, offices, arts, culture and tourism uses.
- 5.115 At the regional level, the draft Regional Spatial Strategy for the South West emphasises the need to maintain and enhance the economic vitality and viability of the region's town and city centres. The draft RSS emphasises the need to retain and improve the public realm, the retail offer and adequate space for office-based and leisure activities.
- 5.116 The Council has through the Local Plan previously identified a Primary Shopping Area and a City Centre boundary. The Primary Shopping Area is the focus for new retail development and the City Centre boundary is the focus for other City Centre type uses including leisure and office development.



*Photo 6: Westgate Retail Park*

## Local Plan Policies

- 5.117 There are a number of Local Plan policies relating to commercial development including retail, leisure and office development. Of particular relevance are the following:

### *1983 Local Plan*

Core Policy E2 - Office Development  
Core Policy S1 - Maintaining and Strengthening Gloucester's Sub-Regional Shopping Status  
Policy S1.a - Location of Retail Development  
Core Policy S2 - Convenience Shopping Facilities  
Core Policy S3 - Local Shopping Needs  
Core Policy S4 - Strengthening the Retail Function of the City Centre

### *Revised Deposit Draft Local Plan*

Policy ST.5 - Central Locations for Development which Attracts a lot of People  
Policy ST.6 District and Local Centres for Every-day Facilities  
Policy ST.8 Creating Attractive Routes to the Centre  
Policy E.4 Protecting Employment Land  
Policy S.4a New Retail Development Outside Designated Centres  
Policy S.8 Changes of Use in the Primary Shopping Area  
Policy S.9 New District and Local Centres  
Policy S.10 District Centres  
Policy S.12 Local Centres  
Policy S.13 Changes of use in District and Local Centres  
Policy S.14 Barton Street Local Centre  
Policy S.15 Shopping parades and single shops  
Policy CL.1 New Major Commercial Leisure Development  
Policy CL.3 Late Night Uses Inside The Central Area  
Policy CL.4 New Commercial Leisure Development In District Centres  
Policy T.1 Visitor Attractions  
Policy C.1 Cultural Facilities  
Policy C.2 The Loss Of Cultural Facilities

## Emerging Local Development Framework Policies

- 5.118 The Core Strategy recognises the importance of improving Gloucester City Centre in order to retain expenditure currently lost to other places and to increase the number of tourists including overnight visitors. The strategy also aims to meet shopping needs at the local level.
- 5.119 One of the strategic objectives of the draft Core Strategy is to improve the vitality and viability of the City Centre and other designated centres and to ensure the provision of a balanced network of local shopping facilities and other essential services.

- 5.120 The strategy also aims to develop a vibrant, diverse and safe evening and night-time economy that appeals to all age groups and encourages a greater proportion of visitors to Gloucester to stay overnight.
- 5.121 The LDF continues to focus new retail development into the Primary Shopping Area although the boundary of the PSA has been extended to include Primary and Secondary Shopping Frontages.
- 5.122 The draft Central Area Action plan identifies the bus station for major retail-led redevelopment.

#### Implementation of Policies

- 5.123 In this section we consider the following:
- The amount of completed retail, office and leisure development
  - The amount of completed retail, office and leisure development in a Town Centre
  - The amount of retail floorspace completed in a District or Local Centre
  - Loss of retail floorspace in the Primary Shopping Area
  - Loss of retail floorspace in a District or Local Centre
- 5.124 In due course, the impact of the LDF policies will be assessed once they are submitted and adopted.
- 5.125 The results for the period 2005/2006 are summarised in the table below. Commentary on the main findings is provided below the table.



Table 6 - Commercial Development Core and Local Indicators

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
4a Amount of completed retail, office and leisure development	Core	Structure Plan (1999) target of 95 hectares of employment land 1991 - 2011  RSS job-based target of 12,750 new jobs in the Gloucester TTWA 2006 - 2026	Total net retail floorspace completed = 26,777m <sup>2</sup>  Total office floorspace completed = 13,353m <sup>2</sup>  Total leisure floorspace completed = 400m <sup>2</sup>	Large retail led regeneration scheme completed at edge of centre location but within GHURC area.  One district centre retail redevelopment scheme completed.  Total office floorspace figure duplicates B1(a) indicator above.
4b Amount of completed retail, office and leisure development in town centres	Core	GHURC Targets for the Central Area include: 300,000 ft2 retail floorspace up to 2014 and 150,000 ft2 of commercial floorspace	Total net retail floorspace completed = 594m <sup>2</sup>  Total office floorspace completed = 114m <sup>2</sup>  Total leisure floorspace completed = 0m <sup>2</sup>	One retail store extended to first floor for retail sales.  Large completions above at edge of centre location, not within established City Centre.  The bus station has been identified for major retail-led redevelopment. This will lead to a substantial increase in the amount of retail floorspace in the City Centre over the next few years.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
4c Amount of retail floorspace completed at district/local centres	Local	N/a	Total net retail floorspace completed in district/local centres = 3,231m <sup>2</sup>	<p>The provision of small scale retail at District and Local Centres provides for shopping at the neighbourhood scale and prevents the need for people to travel into the City Centre unnecessarily in the interests of sustainable development.</p> <p>The draft Central Area Action Plan forming part of the Local Development Framework seeks to identify a new Local Centre on Bristol Road.</p>
4d Loss of retail floorspace in City Centre	Local	The draft Local Plan and emerging LDF documents seek to retain at least 70% retail uses on any one side of a street within the defined Primary Shopping Area.	Retail floorspace lost in City Centre = 254m <sup>2</sup>	Small amount of retail floorspace lost to taxi waiting areas and D1 uses. This suggests that the Council's policy, which is to seek the retention of a minimum of 70% retail in the Primary Shopping Area, is working.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
4e Loss of retail floorspace in local centres	Local		Retail floorspace lost in local centres = 240m <sup>2</sup>	<p>Retail floorspace lost to taxi waiting area and D1 uses.</p> <p>This suggests that the Council's policy, which is to seek the retention of a minimum of 70% retail in District and Local Centres, is working.</p>

## Commentary

- 5.126 The data set out in the table above shows a very small percentage of development completed in the monitoring period was located in the City Centre. This is the result of the completion of a large edge of centre retail warehouse led regeneration scheme at the former Cattlemarket, now known as St. Oswald's Park.
- 5.127 The work of the GHURC and the City Council through their respective frameworks, will increase the amount of retail and other commercial development coming forward in the City Centre. The bus station for example has been identified for major retail led redevelopment resulting potentially in the creation of around 25,000 m2 of new retail floorspace.
- 5.128 The small amount of retail development lost within the City Centre and in the City's District and Local Centres suggests that the Council's policy approach - which seeks to retain at least 70% retail floorspace in these areas - is working.

## **NATURAL ENVIRONMENT**

### Context

- 5.129 Although it is a predominantly urban area, Gloucester has a rich natural environment including sites of special scientific interest, sites of nature conservation interest, landscape conservation areas, prime biodiversity areas, the floodplain, public and private open space, woodland as well as a network of natural corridors and informal green infrastructure. Robinswood Hill is an important natural environment as well as a recreational resource.



*Photo 7: Gloucester Park*

- 5.130 The area around Gloucester is also important in terms of the natural environment. Land to the south of the City is designated as a Special Landscape Area in the Structure Plan (1999) and land to the north of Gloucester is designated as Greenbelt.
- 5.131 The draft Regional Spatial Strategy recommends that a new Greenbelt is created to the south of Gloucester. This proposal is being taken forward through the emerging Local Development Framework.
- 5.132 The Gloucestershire Structure Plan (1999) recognises the importance of the natural environment, requiring development to protect and wherever possible enhance biodiversity. Sites of nature conservation importance should be safeguarded.
- 5.133 The importance of the natural environment is also recognised in the draft Regional Spatial Strategy for the South West (June 2006). The strategy seeks to protect and enhance the region's environment and natural resources by ensuring that development respects landscape and ecological thresholds, reducing environmental impact, contributing to regional biodiversity targets and positively planning to enhance natural environments.

#### Local Plan Policies

- 5.134 There are a number of Local Plan policies relating to the protection and enhancement of the natural environment. Of particular relevance are the following:

##### *1983 Local Plan*

Core Policy A1 - Improving the Environment  
 Core Policy A4 - Environmental Improvement and Enhancement  
 Policy A4.a - Protection of Robinswood Hill

##### *Revised Deposit Draft Local Plan 2002*

Policy B.1 - Sites of Special Scientific Interest  
 Policy B.2 - Sites of Nature Conservation Interest (A&B)  
 Policy B.3 - Sites of Nature Conservation Interest (C&D)  
 Policy B.4 - Corridors  
 Policy B.5 - Biodiversity Action Plan Species and Habitats  
 Policy B.6 - Prime Biodiversity Areas  
 Policy B.7 - Protected Species  
 Policy FRP.1a - Development and Flood Risk  
 Policy FRP.8 Renewable Energy  
 Policy FRP.15 Contaminated Land

## Emerging Local Development Framework Policies

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

5.136 In detail this will mean designating and safeguarding sites of nature conservation interest, protecting the floodplain, safeguarding formal and informal open space and green space, protecting natural corridors and safeguarding the proposed greenbelt.

5.137 Core policies of particular relevance include:

Core Policy 1 - Sustainable Development

Core Policy 14 - Protection and Enhancement of the Natural Environment

Core Policy 15 - Green Belt

Core Policy 20 - Loss Of Open Space Including Playing Fields

## Implementation of Policies

5.138 In this section we consider the following:

- Changes in areas and populations of biodiversity importance
- The number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality
- Remediation works undertaken to improve capacity of River Severn floodplain
- Renewable energy capacity installed by type
- Household waste recycled in monitoring period
- Household and commercial waste to landfill
- Commercial waste recycled in monitoring period
- Contributions towards the Gloucestershire Biodiversity Action Plan
- The number of new Local Nature Reserves created
- The number of Tree Preservation Orders created

5.139 In due course, the impact of the LDF policies will be assessed once they are submitted and adopted.

5.140 The results for the period 2005/2006 are summarised in the table below. Commentary on the main findings is provided below the table.

Table 7 - Natural Environment Core and Local Indicators

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
<p><b>8</b> Changes in areas and populations of biodiversity importance including:</p> <p>Change in priority habitats and species (by type)</p> <p>Change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub - regional or local significance.</p>	<p>Core</p> <p>Core</p>	<p>N/a</p> <p>N/a</p>	<p>Data Gap</p> <p>Data Gap</p>	<p>Method for monitoring this indicator needs to be developed countywide</p>
<p><b>7</b> Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.</p>	<p>Core</p>	<p>0</p>	<p>7 objections were raised and these were all able to be resolved before determining the applications.</p>	<p>EA publish objections made but do not state whether issues were resolved before determination of the applications.</p>

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Contributions towards actions and targets for 4 habitats and 5 species in the Gloucestershire Biodiversity Action Plan.	Local	Increase quantity and improve condition of existing habitat	<p>Installation of 2 otter holts</p> <p>Population of water voles introduced &amp; habitat managed for species</p> <p>1K species rich hedgerow planted</p> <p>2K species rich hedgerow managed</p> <p>3K cereal field margins created</p> <p>7.5Ha of lowland wet grassland formed</p>	<p>Lack of resources within BAP partnership to address data collection and monitoring.</p> <p>Annual risk of losing funding for Severnside Biodiversity Project Officer.</p>

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
New Local Nature Reserves	Local	N/a	Green Farm, Quedgeley New local community orchard in urban area with 2 ponds.	Good mix of habitats and biodiversity on site with green linkages to other habitats including Gloucester-Sharpness canal.
Number of Tree Preservation Orders Created	Local	N/a	10 TPO's made in monitoring period  2 on allocated housing sites and 8 owing to other needs	50% decrease on previous monitoring period.
Remediation works undertaken to improve capacity of River Severn floodplain	Local	N/a	Works undertaken by Environment Agency to improve flood flow on Alney Island.	Environment Agency continually seeking opportunities to improve flood flow in floodplain through the development process.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
9 Renewable energy capacity installed by type	Core	Gloucestershire target of 40-50 MW installed generating capacity by 2010.	0.064 MW photo voltaics installed plus 0.1 MW produced using a heat pump (solar heat not geothermal heat).	Total installed capacity in City now 5.06MW renewable electricity.  Installed capacity monitored through planning system, householder permitted development installations cannot be monitored.
Household waste recycled in monitoring period.	Local	The target for the South West of England is that by 2020, less than 20% of waste produced in the region will be landfilled.  The City Council's target is that by 2009, 50% of household waste will be recycled.	7,039 tonnes of dry recyclate (cans, glass, paper etc) 644 tonnes of garden waste	This represents a 31% increase over the previous year.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Household waste to landfill	Local	See above	40,972 tonnes	This represents a 12.5% decrease from the previous year.
Commercial Waste recycled in monitoring period	Local	See above	Approx 500 tonnes of glass and cardboard	This is a new venture that the Council's partner Accord may wish to explore further.
Commercial waste to landfill	Local	See above	3,624 tonnes	This represents a 100% increase on the previous year.

## Commentary

- 5.141 The indicators above clearly show that while indicators to measure biodiversity citywide need to be developed, the Council is having success in the area covered by the Severnside Project with regard to priority habitats and species identified in the Gloucestershire Biodiversity Action Plan.
- 5.142 Priority habitats managed include reedbeds; lowland wet grassland; cereal field margins; species rich and/or ancient hedgerows and open standing water. Species for which the habitats are managed include Great Crested Newt; Farmland Birds, Water Vole; European Otter and Bats.
- 5.143 With regard to nature conservation in the City a new nature reserve was opened in the monitoring period at Quedgeley comprising a local community orchard. This site has two ponds as well as a good mix of habitats and biodiversity on site. The site also has good green linkages to other habitats including the Gloucester and Sharpness Canal.
- 5.144 Within the 05/06 monitoring year, 10 Tree Preservation Orders were made, this compares to an average of 15 per year for the past 5 monitoring years.
- 5.145 No planning applications were approved contrary to the advice of the Environment Agency in the monitoring period. Any objections received were able to be resolved before applications were determined. The Environment Agency also undertook works to improve the capacity of the floodplain at Alney Island within the monitoring period. The Agency is always keen to improve the capacity of the floodplain of the River Severn or its tributaries within the City where this can be achieved through the development process.
- 5.146 The completion of the new Gloucestershire Constabulary Headquarters building at Waterwells with a 0.1Mw generating capacity heat pump increased the City's total installed renewable energy capacity to 5.06Mw. This figure represents the installed capacity that can be monitored through the development process, it does not account for householder permitted development such as the installation of photo voltaics or solar heating systems.

- 5.147 Household recycling has improved in the City in the monitoring year both in the volume of waste recycled and the types of recycling offered to residents. Green waste recycling was introduced in parts of the City. There is scope for the Council's new Streecare partner Accord to develop commercial recycling further in the City.

## HISTORIC BUILT ENVIRONMENT

### Context

- 5.148 Gloucester is an important historic City having existed as a settlement for around 2,000 years. The historic importance of the City is reflected in the fact that the Gloucester Heritage Urban Regeneration Company (GHURC) is the only URC in the country to be heritage-led.
- 5.149 Government policy on the historic environment is set out in PPG15 - Planning and the Historic Environment. The overarching approach is that planning should provide effective protection for all aspects of the historic environment.
- 5.150 The Gloucestershire Structure Plan (1999) recognises the importance of the County's historic environment, emphasising that the physical survivals of the past are to be valued and protected for their own sake as a central part of cultural heritage and a sense of national identity.
- 5.151 Gloucester also has an important built environment. The city has 707 Listed Buildings, of which 13% are Grade I or II\* i.e. of outstanding architectural or historic interest. (Note: the equivalent figure for the whole of England is only 6%). There are also 26 Scheduled Ancient Monuments and 11 designated Conservation Areas.



*Photo 8: Statue of Robert Raikes*

## Local Plan Policies

- 5.152 There are a number of Local Plan policies relating to the protection and enhancement of different aspects of the historic environment. Of particular relevance are the following:

### *1983 Local Plan*

#### Core Policy A2 - Heritage

Policy A2 (a) - Grant Aid for Listed Building Repair

Policy A2 (c) - Demolition of Listed Buildings

Policy A2 (d) - Conservation Areas

Policy A2 (e) - Reviewing the Boundaries of Conservation Areas

Policy A2 (f) - Enhancement Schemes for Conservation Areas

Policy A2 (g) - Sites of Archaeological Importance

### *Revised Deposit Draft Local Plan (2002)*

Policy BE.22 Alterations to and Development within the Curtilage of Listed Buildings

Policy BE.23 Development Affecting the Setting of a Listed Building

Policy BE.24 Demolition of a Listed Building

Policy BE.25 Consent for Demolition of a Listed Building

Policy BE.29 Development within Conservation Areas

Policy BE.30 Demolition of Non-Listed buildings in Conservation Areas

Policy BE.30a Control of redevelopment within Conservation Areas

Policy BE.31 Preserving Sites of Archaeological Interest

Policy BE.34 Presumption in Favour of Preserving Archaeology

Policy BE.35 Scheduled Ancient Monument

Policy BE.32 Archaeological Assessment

Policy BE.33 Archaeological Field Evaluation

Policy BE.36 Preservation in Situ

Policy BE.37 Recording and Preserving Archaeology

## Emerging Local Development Framework Policies

- 5.153 The Core Strategy recognises the importance of Gloucester's historic environment and seeks to ensure that new development protects and wherever possible, enhances Gloucester's heritage including in particular Listed Buildings, Conservation Areas, Scheduled Ancient Monuments and Areas of Archaeological Interest.
- 5.154 In detail this will mean safeguarding Scheduled Ancient Monuments, Conservation Areas and Areas of Principal Archaeological Interest the use of high quality materials in new development including the re-use of original materials wherever possible, the re-use of vacant and under-used historic buildings, enhancing buildings and the settings of buildings of historic importance and improving the standard of the public realm.

## Implementation of Policies

5.155 In this section we consider the following:

- Archaeology
- Number of Conservation Area appraisals/character statements reviewed and produced
- Conservation Area enhancement schemes
- Number of historic buildings conserved through grants funded directly or in partnership
- Number of listed buildings at risk taken off the register due to Council intervention
- Number of enhancements to Scheduled Ancient Monuments owing to direct Council intervention

5.156 In due course, the impact of the LDF policies will be assessed once they are submitted and adopted.

5.157 The results for the period 2005/2006 are summarised in the table below. Commentary on the main findings is provided below the table.



Table 8 - Historic Environment Core and Local Indicators

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Number of applications requiring planning conditions relating to archaeology.	Local		All planning applications checked for archaeological implications.  9 required a condition to safeguard archaeology as per paragraph 30 of PPG16	Gloucester is a historic city. Retaining archaeology in situ is a policy objective of the LDF.
Number of Conservation Area appraisals/character statements reviewed and produced	Local	13	Project tendered for and consultants appointed March 2006.	Outcomes of study to be adopted as SPD.
Number of Conservation Area enhancement schemes	Local		1 Townscape Heritage Initiative scheme	Ongoing scheme from 04/05 monitoring period.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Number of historic buildings conserved through grants funded directly or in partnership	Local		4	Compares favourably to 4 in the previous monitoring period.
Number of listed buildings at risk taken off the register due to Council intervention	Local		One - 83-85 Northgate Street	Data not available for previous monitoring year
Number of enhancements to Scheduled Ancient Monuments owing to direct Council intervention	Local		1 - St. Oswald's Priory	None in the previous monitoring year.

## Commentary

- 5.158 Concerning archaeology, the City archaeology unit monitor all planning applications resulting in 9 applications requiring conditions in accordance with PPG16. As an historic City the safeguarding of archaeology in situ is pursued through the Local Development Framework.
- 5.159 The Townscape Heritage Initiative fund continues to fund improvements to historic buildings in the City Centre and the City has been able to fund improvements to 4 other historic buildings through grants funded directly or in partnership with other funding bodies in the monitoring year.
- 5.160 One scheduled ancient monument, St. Oswald's Priory has been enhanced with works to the public realm, lighting and interpretation.

## **RECREATION**

### Context

- 5.161 Providing opportunities for recreation not only improves people's quality of life but can also have health benefits. This is particularly important in Gloucester as evidence suggests that the health of Gloucester residents is poorer than average compared to the rest of the County. Notably, Gloucester has a shortage of public open space compared to nationally recommended standards of provision.
- 5.162 The provision of open space is becoming increasingly important as more housing is built at higher densities with reduced, or even no garden space. Public open space can for example provide an important resource for residents within blocks of flats.
- 5.163 National policy set out in PPG17 - Sport and Recreation acknowledges the benefits of passive and active forms of recreation.
- 5.164 The Gloucestershire Structure Plan (1999) requires the provision of new open space in residential development and seeks to improve public access to the countryside.
- 5.165 The draft Regional Spatial Strategy (June 2006) emphasises the importance of cultural and leisure facilities and promotes the management of green infrastructure which contribute to people's well being. The provision of leisure facilities such as playing fields and community sports centres is recognised as playing a vital role in supporting sustainable communities.

## Local Plan Policies

- 5.166 There are a number of Local Plan policies relating to recreation and leisure. Of particular relevance are the following:

### *1983 Local Plan*

Core Policy L1 - Public Open Space Provision  
Policy L1 (a) - Retention of Existing Public Open Space  
Policy L1 (b) - Public Open Space Standards  
Core Policy L2 - Sports Facilities  
Core Policy L3 - Major Recreational Facilities  
Core Policy L4 - Leisure Opportunities  
Core Policy L5 - Allotments

### *Revised Deposit Local Plan (2002)*

Policy ST.3 Protecting Valued Open Spaces  
Policy OS.1 Protection of Public Open Space  
Policy OS.2 Public Open Space Standard for New Residential Development  
Policy OS.3 New Housing and Public Open Space  
Policy OS.4 Design of Public Open Space  
Policy OS.5 Maintenance Payments for Public Open Space  
Policy OS.6 Provision Of Open Space By Other Development  
Policy OS.7 New Areas of Public Open Space  
Policy SR.4 Indoor Sports Facilities  
Policy SR.5 Designing For Shared Use  
Policy A.1 New Housing and Allotments  
Policy A.2 Protection Of Allotments

## Emerging Local Development Framework Policies

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

- 5.168 Draft Core Policies of relevance include:

Core Policy 14 - Protection and Enhancement of the Natural Environment  
Core Policy 19 - Sport and Recreation  
Core Policy 20 - Loss Of Open Space Including Playing Fields  
Core Policy 21 - Community and Healthcare Provision



*Photo 9: Gloucester Park*

### Implementation of Policies

5.169 In this section we consider the following:

- The amount of new public open space provided
- Extensions and Improvements to green space networks and footpaths
- The amount of eligible open space managed to Green Flag Award standard
- The amount of completed leisure development
- The amount of completed leisure development in the City Centre

5.170 In due course, the impact of the LDF policies will be assessed once they are submitted and adopted.

5.171 The results for the period 2005/2006 are summarised in the table below. Commentary on the main findings is provided below the table.



Table 9 - Recreation Core and Local Indicators

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Provision of new public open space in the monitoring year	Local	Draft Local Plan Target is 2.8 ha public open space per 1,000 population	Clocktower Park - 8ha  Waterwells Sports Field - 5.7ha  Conduit Street Community Garden - minimal area	The City has been proactive in the monitoring year securing and developing new public open spaces.
Extensions and Improvements to green space networks and footpaths	Local	N/a	Refurbishment of Gloucester Park - winner of national new play space award Sept 2005	-
4c Amount of eligible open space managed to Green Flag Award standard	Core		Barnwood Arboretum awarded Green Flag status in July 2005	The Council is pursuing Green Flag status for Gloucester Park, the main public open space in the City Centre.

Output Indicator	Indicator Type	Target/s	Progress 05/06	Issues identified
Amount of completed leisure development in City Centre	Local	N/a	0m <sup>2</sup>	The draft allocations of a number of key sites in the City Centre within the LDF is likely to increase the amount of leisure-related development within the City Centre.
Amount of completed leisure development  Policy CL1, CL3, CL4	Local	N/a	400m <sup>2</sup>	One new commercial gym at edge of centre regeneration site.

## Commentary

- 5.172 The City has been proactive in the monitoring year securing and developing new public open spaces. The high rate of housing growth in the City ensures a supply of new public open space, however it falls to the Council to design, adopt and maintain the spaces. In the past monitoring year one 8-hectare park has been provided to serve a new residential development and one 5.7 hectare sports field, together with a small community garden in a central residential community.
- 5.173 Gloucester Park was refurbished and a new children's play area provided which won 'New Children's Play Area of the Year Award' from Kompan and Playspace, children's play equipment providers. A new skaters facility at the park and bandstand refurbishments are to be reported on in the next AMR.
- 5.174 With regard to improvements to existing parks/open spaces other than Gloucester Park the following works were undertaken in the monitoring period with funding from the Governments Liveability Fund. A BMX track was developed at Chequers, £5k of funding was used for initial groundworks, fencing and bins with a community day spent building the track.
- 5.175 St. James Park in Barton and Tredworth, an area in the top 25% of national deprivation indicators had a new play area, paths, planting and goal unit while the City Farm adjacent to the site had a new paddock and lighting. Barnwood Arboretum had a new notice board, environmental improvement work and community clean up days.
- 5.176 Barnwood Arboretum was awarded Green Flag status in July 2005 owing to the Council's work in involving the local community in the management of the site and the use of the site for educational purposes. The Council is working towards Green flag status for other open spaces within the City.
- 5.177 One new commercial gym opened on the edge of the City at the new St. Oswald's retail park development. The gym provides state of the art exercise equipment and a new swimming pool.

## ROLE AND CONTENT OF DEVELOPMENT PLAN DOCUMENTS AND SUPPLEMENTARY PLANNING DOCUMENTS

### DEVELOPMENT PLAN DOCUMENTS

#### Core Strategy

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

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

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

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

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

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

Copies of the draft Core Strategy can be viewed online at [www.gloucester.gov.uk](http://www.gloucester.gov.uk)

#### Development Control Policies

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

The Development Control DPD has reached the preferred option stage and it is anticipated that it will be formally submitted for approval in May/June 2007.

## Central Area Action Plan

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

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

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

The Action Plan has reached the preferred option consultation stage and will be formally submitted in September 2007.

## Site Allocations and Designations (Non-Central Area)

The site allocations and designations (non-central area) DPD covers the parts of the City located outside the 'Central Area' as defined by the boundary of the GHURC.

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

The document has reached the preferred option consultation stage and will be formally submitted in September 2007 alongside the Central Area Action Plan.

## **SUPPLEMENTARY PLANNING DOCUMENTS**

### Affordable Housing

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

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

The draft SPD has been published for an initial period of public consultation and will be subject to further consultation in May 2007.

#### New Housing and Open Space

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

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

The draft SPD has been published for an initial period of public consultation and will be subject to further consultation in May 2007.

#### Designing Safer Places

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

The draft SPD has been published for an initial period of public consultation and will be subject to further consultation in May 2007.

#### Extending Your Home

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

The draft SPD has been published for an initial period of public consultation and will be subject to further consultation in May 2007.

#### Telecommunications Development

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

The draft SPD has been published for an initial period of public consultation and will be subject to further consultation in May 2007.

### Development Affecting Sites of Archaeological Interest

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

The draft SPD has been published for an initial period of public consultation and will be subject to further consultation in May 2007.

### Lifetime Homes

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

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

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

The document will be published for consultation in May 2007 and will be re-published in September 2007.

### Public Art Strategy

The document will set out in detail the Council's approach towards the procurement and provision of public works of art in new development. It will expand on the 'percentage for art' policy set out in the Development Control Policies DPD which seeks to ensure that in major development, 1% of the scheme's capital budget is set aside for the retention and enhancement of existing works of public art or the commissioning of new publicly accessible works of art.

The document will be published for consultation in May 2007 and will be re-published for further consultation in December 2007.

### Lighting Strategy

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

The strategy will be published in March/April 2007 for an initial period of consultation and for consultation in September 2007.

### Greater Blackfriars

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and will be re-published alongside the Central Area Action Plan in September 2007.

### Greater Greyfriars

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and will be re-published alongside the Central Area Action Plan in September 2007.

### King's Square and the Bus Station

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and will be re-published alongside the Central Area Action Plan in September 2007.

#### Westgate Island and Quay

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and will be re-published alongside the Central Area Action Plan in September 2007.

#### The Railway Corridor

This document is a Planning Brief for the Railway Corridor. The document expands on the Council's draft allocation of this area for mixed-use redevelopment including community stadium, residential, employment and linear park.

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

The document has been subjected to an initial period of consultation in August/September 2006 and will be re-published alongside the Central Area Action Plan in September 2007.

#### Land at Clearwater Drive

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and will be re-published alongside the Central Area Action Plan in September 2007.

## Land East of Waterwells Business Park

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and will be re-published alongside the Central Area Action Plan in September 2007.

CONTEXTUAL INDICATORS RELEVANT TO GLOUCESTER

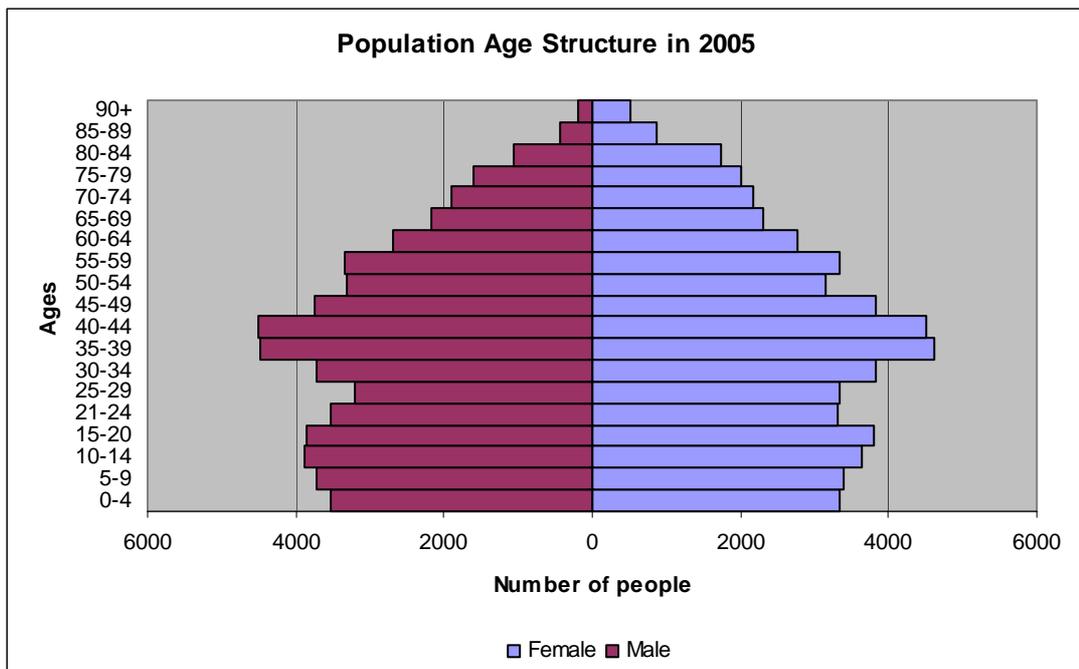
POPULATION

*Size of Population*

The current population of Gloucester is 111,900 (*source: ONS 2006 mid-year estimate*). This represents a steady increase from 90,840 in 1981, 101,617 in 1991 and 109,885 in 2001. The City's population is forecast to rise to 123,050 by 2026 (*source: The Gloucester Story 2006*).

*Age Structure*

The age structure of Gloucester's population is illustrated in the graph below.



Source: ONS (2005)

As can be seen from the graph, the population of Gloucester is relatively young with peaks for both males and females in the 35-45 age brackets. The average age is 37.

### *Population Density*

The population density of Gloucester is 27.6 persons per hectare. This varies across the City as shown in the table below.

Ward	Size (hectares)	Population	Population Density
Abbey	197	9,556	48.62
Barnwood	398	9,115	22.88
Barton and Tredworth	131	10,327	78.55
Elmbridge	144	5,617	38.98
Grange	142	6,865	48.49
Hucclecote Ward	194	9,159	47.19
Kingsholm and Wotton	215	6,263	29.11
Longlevens	282	9,063	32.13
Matson and Robinswood	486	10,242	21.07
Moreland	183	10,054	55.00
Podsmead	175	3,116	17.81
Quedgeley Fieldcourt	349	5,510	15.77
Quedgeley Severn Vale	227	6,290	27.71
Tuffley	194	5,749	29.57
Westgate	736	4,056	5.51

The most densely populated ward is Barton and Tredworth followed by Moreland and Abbey wards. The very low population density of Westgate Ward is a result of the large size of the ward and the predominance of commercial uses in this area.

The population density of Quedgeley Fieldcourt will increase over the next few years as the former RAF Quedgeley mixed-use development is completed (2,650 dwellings).

### **DWELLINGS AND HOUSEHOLDS**

#### *Total Number of Households*

There are currently 47,900 households in Gloucester. 44,227 of these are private sector households (including properties owned by Registered Social Landlords).

Notably, growth in the number of households is outstripping population growth as a result of the increase in single person or smaller households - a national trend. (*source: The Gloucester Story 2006*).

### *Average Household Size*

The average household size based on the 2001 Census was 2.37 slightly higher than the national and regional average.

In June 2005 the number of people per private sector household in Gloucester was as follows:

- One Person = 10,535 (23.8%)
- Two Person = 18,054 (40.8%)
- Three Person = 4,431 (10%)
- Four Person = 8,058 (18.2%)
- Five + Person = 3,149 (7.1%)

### *Household Composition*

Household composition data is only available from the 2001 Census. At that time, there were 45,765 households in Gloucester. Household composition was as follows:

- One person households - 13,821
- Households of more than one person - 31,944

Households of more than one person can be broken down as follows:

- 1 adult of any age and 1 or more children - 2,589
- 1 adult of non-pensionable or 2 adults of pensionable age and no children - 5,916
- 2 adults and 1 or 2 children - 6,920
- 2 adults of non-pensionable age and no children - 8,178
- 2 adults and 3 or more children or 3 or more adults and 1 or more children - 3,845
- 3 or more adults and no children - 4,496

### *Total Number of Dwellings*

The total number of dwellings in Gloucester is 48,144

### *Household Tenure*

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

- Owner-occupied = 36,133 (81.7%)
- Private Rented = 3,273 (7.4%)
- Registered Social Landlord (RSL) = 2,344 (5.3%)
- Other = 177 (0.4%)
- Tenure Unobtainable = 2,300 (5.2%)

### *Quality of Housing Stock*

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

### *Attitudes Towards Housing*

Attitudes towards private sector housing are as follows:

- Very Satisfied = 81.8%
- Quite Satisfied = 15.6%
- Dissatisfied = 2.3%
- Don't Know = 0.3%

(Source: Private Sector House Condition Survey 2005)

### *Housing and Date of Construction*

In June 2005 the split of private sector housing (total 44,227 including RSL) by date of construction in Gloucester is as follows:

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

(Source: Private Sector House Condition Survey 2005)

### *Dwelling Type*

The breakdown of dwelling types in Gloucester is as follows:

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

## *Housing Affordability*

Housing affordability in Gloucester is an issue with the average property price in the City being 7.5 times the average family income in 2005. Figures from 2003 show that 75.1% of households could not afford to buy in the lowest quartile of house prices. (*source: The Gloucester Story 2006*).

## **CRIME**

### *Crime Rates*

Crime rates in Gloucester are high with burglary rates at 20 per 1000 compared to 12 per 1000 nationally for 2004/2005. Violent offences and vehicle crime are also high compared to county and national averages for the period 2004/2005. (*Source: The Gloucester Story 2006*).

### Domestic Burglaries

	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004	2004/2005
	Per 1,000 Pop'n					
Gloucester	27.17	17.1	19.51	22.26	21.84	18.3
County	18.05	13.1	14.4	14.15	16	10.7
England and Wales	17.89	18.4	19.4	20.2	15.6	12.9

### Violent Crime

	2002/2003	2003/2004	2004/2005
	Per 1,000 population	Per 1,000 population	Per 1,000 Population
Gloucester	26.62	26.56	29.7
County	15.31	14.65	17.9
England and Wales	19	18.21	19.6

### Vehicle Crime

	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004	2004/2005
	Per 1,000 population					
Gloucester	30.33	24.8	26.04	23.31	29.86	20.1
County	18.31	15.1	14.4	13.68	14.83	11.8
England and Wales	19.9	18.4	18.6	18.7	16.94	14.0

### *Fear of Crime*

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

## HEALTH AND WELL BEING

### *Deprivation*

Gloucester has 5 super output areas that fall within the top 10% of most deprived super output areas in England. There are 7,500 residents living within these deprived super output areas. 22,000 City residents live in a super output area among the most deprived 25% nationally. (Source: The Gloucester Story 2006).

Gloucestershire as a County is ranked as one of the least deprived counties in England. The disparity between the City and the County as a whole is therefore marked.

In Gloucester 18.7% of children live in an income deprived family and 14.7% of the over 60's live in an income-deprived household. These are the highest rates for these indicators in the County. This data shows that poverty is an issue for Gloucester. (*source: The Gloucester Story 2006*).

### *Fuel Poverty*

A household is in fuel poverty if it cannot afford to keep its home warm, and are usually defined as those needing to spend more than 10% of their income to heat their home to a healthy temperature.

In Gloucester 22% of households are defined as being in fuel poverty, and, along with Cheltenham, has the highest rate of fuel poverty in the County. The County average is 20%. However the rate is equal to that for the southwest region, and less than England which is 23%.

Four of the wards in Gloucester are in the worst 10% in the County with regard to fuel poverty. They are:

- Barton - 33%
- Westgate - 32%
- Eastgate - 29%
- Matson - 29%

Source: Severn Wye Energy Agency

### *Life Expectancy*

Average life expectancy in Gloucester is 75.8 for men and 81 for women. This compares to 76.1 and 80.6 respectively at the national level. (Source: The Gloucester Story 2006).

### *Long Term Limiting Illness*

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

## **ECONOMY**

### *Main Economic Sectors*

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

In 2002 the most prominent sectors of the economy in Gloucester were Public Administration, Education and Health, Distribution, Hotels and Restaurants, and Banking Finance and Insurance. These sectors employed 29%, 25%, and 18% of the workforce respectively. In particular, Public Administration and Health was higher than both the County and National Averages (Source: Office for National Statistics (ONS) - Annual Business Enquiry 2002).

### *Business Formation*

Year	Gloucester	Gloucestershire	South West	Great Britain
1994	2735	18985	154400	1560115
1995	2790	19160	153165	1559930
1996	2775	19420	154285	1575160
1997	2815	19990	157465	1611685
1998	2760	20495	160520	1648500
1999	2720	20830	162845	1676015
2000	2620	21055	164650	1700900
2001	2545	21185	166255	1717690
2002	2480	21325	168500	1737335
2003	2480	21525	170430	1758450
2004	2500	21655	170775	1760955

Figures show that there has been a gradual reduction of VAT registered businesses in Gloucester since 1994 when there were 2735. It reached a low of 2480 2002, and since has begun to increase. In contrast, gradual increases have been witnessed in Gloucestershire, the South West region and Great Britain.

In 2004 there were 245 VAT registrations in Gloucester, and 225 de-registrations. This represents a net gain of 20 VAT registrations in Gloucester.

### *Economic Activity*

The table below illustrates estimated economic activity at working age in Gloucester compared to the County, Regional and National percentages:

Date	Gloucester Estimated Economically Active	Gloucester %	County %	South West %	Great Britain %
April 2005 - March 2006	56100	83.0	82.5	80.4	78.3
April 2004 - March 2005	54500	81.2	82	80.8	78.3
January 2004 - December 2004	54100	80.9	81.9	80.6	78.2
March 2003 - February 2004	53900	80.9	81	81.4	78.2
March 2002 - February 2003	53000	79.3	81.6	81.6	78.3
March 2001 - February 2002	55000	83.3	84.1	82.1	78.3
March 2000 - February 2001	57000	85.7	85.1	81.5	78.3
March 1999 - February 2000	60000	86.9	83.9	82	78.5

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

### *Job Creation*

Figures show that between 2002 and 2003, there was a 6.57% increase in the number of jobs in Gloucester. This was compared to an increase of 3.81% in the County, and 0.40% in England. In 1999/2000 Gloucester witnessed a 2% reduction in the number of jobs in the City. Since then rates have gradually improved, with job creation at 2.1% in 2000/2001 increasing to 6.57% in 2002/2003 (Data taken from Annual Business Inquiry via NOMIS).

### *Gross Value Added £ Per Head (Productivity)*

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

### *Unemployment*

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

### *Average Earnings*

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

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

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

(Source: Private Sector House Condition Survey 2005)

## TOURISM

### *Supply of Tourist Accommodation*

The table below shows estimated numbers of bed spaces units in Gloucester for a number of accommodation types in 2003.

Type of Accommodation	Number	Type
Hotels	1602	Bedspaces
Guesthouses	98	Bedspaces
Inns	169	Bedspaces
B&B	150	Bedspaces
Farms	0	Bedspaces
Self catering	27	Units
Touring caravans/tents	0	Pitches
Static vans	0	Pitches
Holiday centres	0	Units
Group accommodation	0	Bedspaces
Campus	305	Bedspaces
Second homes	81	Units
Marinas	54	Berths
Total	2486	

Altogether there were 2486 bedspaces/units in Gloucester at this time. The most prominent accommodation type is hotel (1602 bedspaces), followed by student halls (campus) (305 bedspaces), inns (169 bedspaces) and bed and breakfasts (150 bedspaces).

## TRANSPORT

### *Car Ownership*

The table below illustrates the percentage of car ownership in Gloucester compared to the County and England and Wales as a whole.

	No Cars	1 Car	2+ Cars
Gloucester	24.2	45.9	30
Gloucestershire	18.7	43.8	37.5
England and Wales	26.8	43.8	29.4

(Source: Office of National Statistics (ONS) 2001 Census, Crown Copyright)

### *School Transport*

In 2003, the largest mode of transport used to take children to school was the private car, constituting 45% of journeys to Primary School, and 41% of journeys to Secondary Schools.

The second largest was via walking and cycling, which constituted 54% of journeys to Primary Schools and 34% of journeys to Secondary Schools.

Finally, the bus constituted 1% of journeys to Primary Schools, and 34% of journeys to Secondary Schools.

(Source: The Gloucester Story 2005)

### *Commuter Interactions*

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

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

(Source: The Gloucester Story 2005)

### *Commuting (Mode)*

According to the 2001 Census, there are 52,525 people in employment (aged 16-74) in Gloucester. The preferred mode of transport to work can be broken down as follows:

- Work from home (7.17%)
- Underground, metro, light rail or tram (0.05%)
- Train (0.43%)
- Bus, Mini-Bus or Coach (6.54%)
- Motorcycle, Scooter or Moped (1.54%)
- Car or Van (60.19%)
- Passenger in a Car or Van (7.04%)
- Taxi (0.17%)
- Bicycle (6.06%)
- On foot (10.5%)
- Other (0.32%)

The main mode of transport is the private car or van. The level of car ownership in Gloucester is however lower than the county average.

### *Commuting Distance*

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

### *Residents Travel to Work Mode*

The table below shows resident's travel to work modes in Gloucester according to the 1991 and 2001 Census'. Between 1990 and 2001 the number of people travelling to work by car increased by 6.25% from 58.26% to 64.51%. All other modes experienced a decline. In particular, 'car passenger' experienced a 2.03% decrease, and 'motorcycle' experienced a 1.55% decline.

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

(Source: The Gloucester Story 2005)

### *Walking and Cycling*

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

## EDUCATION

### *GCSE Qualifications*

In 2004, 51.6% of Gloucester's 16 year olds achieved 5+GCSE's grades A\*- C. This is lower than the national average of 53.7% (*source: The Gloucester Story 2006*).

### *Working Age People with NVQ Level 3+*

In Gloucester 20% of the working population hold a foundation degree or higher qualification. This is lower than the regional and national averages of 26.5% and 26.5% respectively (*source: NOMIS 2005*).

### *Qualifications Among Black and Ethnic Minority Groups*

31.8% of Gloucester's black and minority ethnic population have no qualifications, compared with 27.0% for the County. 19.4% of the population have a higher-level qualification in Gloucester compared to 25.5% in the County (Source: ONS 2001)

### *Unauthorised Absence from School in 2005*

	Primary Education	Secondary Education
Gloucester	0.53	1.04
County	0.26	0.83
England	0.43	1.23

(Source: Education Directorate, Gloucestershire County Council).

## ENVIRONMENT

### *Area Protected by a Designation*

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

Designation	Area (hectares)	Percentage of City Covered by Designation
Landscape Conservation Area	1,102	27%
Floodplain	835.9	20.6%
Site of Nature Conservation Interest	298.9	7.4%
Sites of Special Scientific Interest	3.56	0.08%
Cordon Sanitaire	133.3	3.3%
Conservation Area	112	2.8%
Areas of Principal Archaeological Interest	1,218	30.1%
Public Open Space	244.9	6%
Private Playing Field	53.76	1.3%
Allotment	17.12	0.42%

### *Air Quality*

Gloucester has two Air Quality Management Areas (AQMAs) where air quality is below required national standards. These include Priors Road and Barton Street. Air quality in the rest of the City is considered to be acceptable.

### *River Quality*

River quality within Gloucester is mixed. Data from the Environment Agency shows that the River Twyver, the Wotton Brook and Daniels Brook fail to meet acceptable river quality standards while the Sudbrook, the Dimore Brook and the River Severn comply with river quality requirements (*source: [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)*).

### *Energy Efficiency*

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

The following results were achieved in Gloucester in June 2005.

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

The average SAP rating for private sector dwellings in the whole of Gloucester in June 2005 was 61, which is much higher than the national average of 51.

The majority of Gloucester households (13,327) rate between 66 and 75 on the SAP scale.

### *Waste Production and Recycling*

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

	Waste Produced	Waste Produced	Recycled	Recycled	Composted	Composted	Landfilled	Landfilled
	kg/head	Total/Tonnes	Total/Tonnes	%	Total/Tonnes	%	Total/Tonnes	%
Gloucester	439	48687	7071	14.5	644	1.3	40972	84.2
Cheltenham	446	49483	8111	16.4	4099	9.5	36673	74.1
Stroud	346	37919	8297	21.9	0	0	29622	78.1
Cotswolds	464	38361	6597	17.2	7586	19.8	24179	63
Forest of Dean	451	36365	4964	13.7	7468	20.5	23933	65.8
Tewkesbury	429	33532	5550	16.5	13	0	27969	83.4
Average	429	40724.5	6765	16.7	3301.67	8.5	30558	74.8

(Source: Waste Management Unit, Environment Directorate, Gloucestershire County Council)

### *Domestic Waste Production*

Year	Waste Produced	Waste Produced	Recycled	Recycled	Composted	Composted	Landfilled	Landfilled
	Per Head/Kg	Total/Tonnes	Total/Tonnes	%	Total/Tonnes	%	Total/Tonnes	%
2005/2006	439	48687	7071	14.5	644	1.3	40972	84.2
2004/2005	471	51932	5855	11.3	0	0	46077	88.7
2003/2004	454	49820	4840	9.7	0	0	44979	90.3

The amount of domestic waste produced in Gloucester has dropped from 471kg/head to 439kg/head. The amount landfilled has steadily gone down from 90.3% of waste in 2003/2004 to 84.2% in 2005/2006.

In line with this, the amount recycled has gone up from 9.7% in 2003/2004 to 14.5% in 2005/2006. Composting was introduced to Gloucester in 2005/2006, amounting to 1.3%.

(Source: Waste Management Unit, Environment Directorate, Gloucestershire County Council)

## RETAIL AND COMMERCIAL LEISURE

### *Shop Numbers*

In April 2005, there were a total of 253 shops in Gloucester City Centre (Zone A). There has been a small decline in the number of shops in the City Centre in Gloucester, from 256 in October 2000, to 253 in April 2005

(Source: Retail Vacancy Rates supplied by Central Gloucester Initiative).

### *Vacancy Rates*

In April 2005, a total of 91.3% of shops in Gloucester City Centre (Zone A) were open - and therefore 8.7% were closed. Between October 2000 and April 2005 the average vacancy rate in Gloucester City Centre was 91.9%, and therefore the April 2005 figure is slightly below average

(Source: Retail Vacancy Rates supplied by Central Gloucester Initiative).

### *Retailer Requirements*

As of June 2005, there were a total of 46 retail companies interested in opening a store in Gloucester

(Source: Gloucester Retail Study)

### *Number of Eating Establishments*

In April 2005, the numbers of places to eat and go out were as follows:

- 36 Restaurants
- 54 Pubs, Cafes and Wine Bars
- 5 Nightclubs
- 4 Theatres
- 57 Takeaway Food Shops (including the likes of McDonalds, Burger King, and KFC)
- 5 'Others'

(Source: Gloucester City Council Evening and Night-Time Economy Strategy)

## COMMUNITY

### *Tenant Satisfaction*

In 2004, the following satisfaction levels were recorded for tenants in social housing in Gloucester:

- Very satisfied - 26.3%
- Fairly Satisfied - 37.5%
- Neither - 20.0%
- Fairly dissatisfied - 11.2%
- Very dissatisfied - 4.9%

(Source: Best Value Performance Indicators Report, Social Housing in Gloucester, published by Gloucester City Council, 2004).

### *Opportunities for Involvement*

In 2004, the following percentages of people in social housing in Gloucester were satisfied with the opportunities for participation in management and decision-making with their landlord:

- Very satisfied - 12.9%
- Fairly satisfied - 48.4%
- Neither - 16.1%
- Fairly dissatisfied - 22.6%
- Very dissatisfied - 0%

(Source: Best Value Performance Indicators Report, Social Housing in Gloucester, published by Gloucester City Council, 2004).

### *Tenant Information*

In 2004, the following percentages of people in social housing in Gloucester were satisfied with the extent to which their landlord kept them informed about things that might affect them:

- Very satisfied - 38.0%
- Fairly satisfied - 39.3%
- Neither - 12.8%
- Fairly dissatisfied - 6.0%
- Very dissatisfied - 3.9%

(Source: Best Value Performance Indicators Report, Social Housing in Gloucester, published by Gloucester City Council, 2004).

### *Community Cohesion*

A survey was carried out in 2003 that asked 52 community and voluntary sector organisations a number of questions regarding perceptions of community cohesion.

Overall, 83.3% of people thought that Gloucester was a place where people from different backgrounds get on well together.

Furthermore:

- 81.3% thought that Gloucester is a place where people respect ethnic differences
- 88.6% thought that 'extremist groups' were not active or influential
- 84.4% felt very positive or positive about the future of community relations in Gloucester

However:

- 59.1% thought that tension exists between people from different socio-economic groups
- 85.8% thought that there was some, or a lot of tension between people from different ethnic groups
- 92.0% thought that racial prejudice exists in Gloucester
- 98.0% thought that people from different cultures and faiths lead separate lives, either to some extent or a lot.

(Source: Baseline Research and Facilitation for a Gloucester Partnership Community Cohesion Strategy Report by CLES Consulting for the Gloucester Partnership (October 2003))

APPENDIX 3

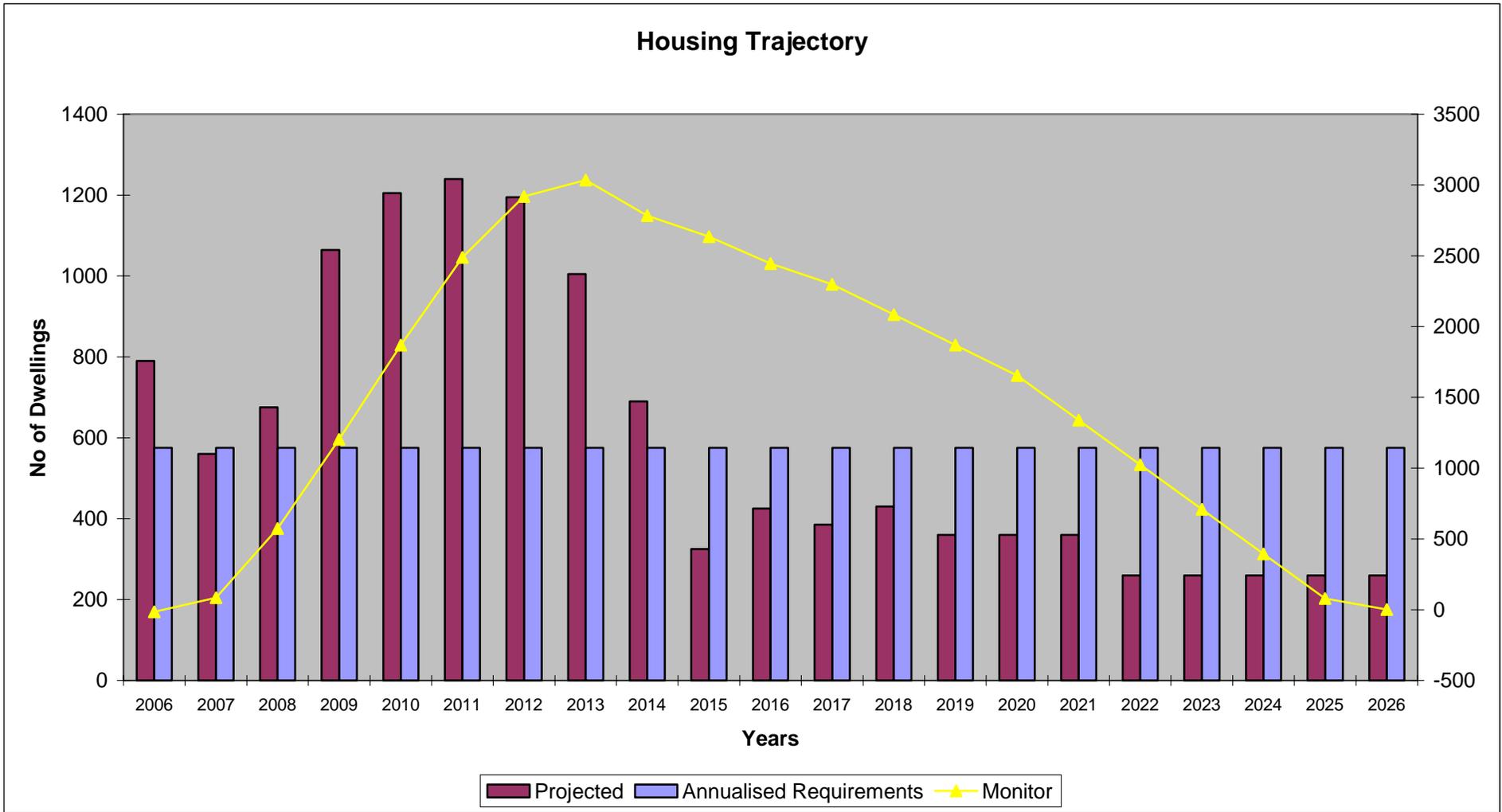
**HOUSING TRAJECTORY 2006 - 2026**

	2001/02	2002/03	2003/04	2004/05	2005/06	TOTAL	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Past Completions - Allocated Sites	200	400	447	384	513													
Past Completions - Unallocated Sites	90	131	140	171	277													
Projections - Allocated Sites								15	340	370	415	570	480	165	100	365	325	370
Projections - Unallocated Sites							560	660	724	835	825	625	525	525	225	60	60	60
<b>Total Past Completions</b>	<b>290</b>	<b>531</b>	<b>587</b>	<b>555</b>	<b>790</b>	<b>2753</b>												
<b>Total Projected Completions</b>							<b>560</b>	<b>675</b>	<b>1064</b>	<b>1205</b>	<b>1240</b>	<b>1195</b>	<b>1005</b>	<b>690</b>	<b>325</b>	<b>425</b>	<b>385</b>	<b>430</b>
Cumulative Completions	290	821	1408	1963	2753	190.5	560	1235	2299	3504	4744	5939	6944	7634	7959	8384	8769	9199
<b>PLAN - Strategic Allocation (annualised)</b>	<b>512.5</b>	<b>512.5</b>	<b>512.5</b>	<b>512.5</b>	<b>512.5</b>	<b>2562.5</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>	<b>575</b>
<b>MONITOR - No. dwellings above or below cumulative allocation</b>	<b>-222.5</b>	<b>-204</b>	<b>-129.5</b>	<b>-87</b>	<b>190.5</b>		<b>-15</b>	<b>85</b>	<b>574</b>	<b>1204</b>	<b>1869</b>	<b>2489</b>	<b>2919</b>	<b>3034</b>	<b>2784</b>	<b>2634</b>	<b>2444</b>	<b>2299</b>
<b>MANAGE - Annual requirement taking account of past/projected completions</b>	<b>512.5</b>	<b>568.125</b>	<b>580.5</b>	<b>577.25</b>	<b>299.75</b>	<b>-190.5</b>	<b>575</b>	<b>575.789</b>	<b>570.278</b>	<b>541.235</b>	<b>499.75</b>	<b>450.4</b>	<b>397.214</b>	<b>350.462</b>	<b>322.167</b>	<b>321.91</b>	<b>311.6</b>	<b>303.44</b>

Structure Plan Period

Regional Spatial Strategy Period 2006 - 2026

2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	TOTAL
300	300	300	200	200	200	200	200	5415
60	60	60	60	60	60	60	60	6164
360	360	360	260	260	260	260	260	11579
9559	9919	10279	10539	10799	11059	11319	11579	79
575	575	575	575	575	575	575	575	11500
2084	1869	1654	1339	1024	709	394	79	39
287.63	277.29	263.5	244.2	240.25	233.67	220.5	181	-79



English

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Urdu

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ٹیلیفون : (01452) 396928

Gujarati

તમોને જો આ ઇંગ્લીશમાં સમજવામાં તકલીફ પડતી હોય તો મહેરબાની  
કરીને નીચેની જગ્યાએ સંપર્ક સાંધશો :  
ટેપિસ્ટ્રી ટ્રાન્સલેશન સર્વિસ,  
કોર્પોરેટ પર્સનલ સર્વિસીસ,  
હરબર્ટ વેરહાઉસ, ધ ડૉક્સ,  
ગ્લોસ્ટર, ગ્રુએલ્વ ૨ઈકીડી.  
ટેલીફોન નંબર : (૦૧૪૫૨) ૩૯૬૯૦૯

Chinese

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Bengali

ইংরেজী ভাষায় এটা বুঝতে আপনার সমস্যা হলে, দয়া করে নিচের  
ঠিকানায় যোগাযোগ করুন:  
ট্যাপেস্ট্রী ট্রান্সলেশন সার্ভিস  
করপোরেট পার্সোনেল সার্ভিসেস  
হারবার্ট ওয়ারহাউস, দা ডকস  
গ্লস্টার ডিএল ১ ইকিউ  
টেলিফোন নম্বর: (০১৪৫২) ৩৯৬৯০৯

## Policy, Design and Conservation



**GLOUCESTER**  
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