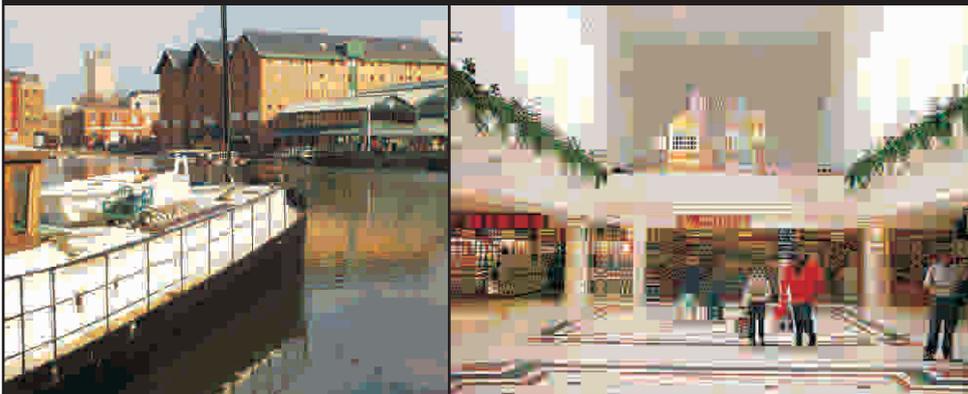


Gloucester City Council

Local Development Framework



Core Strategy Issues and Options Consultation Paper (2)



Revised Version
June 2005

**COPIES OF THE CORE STRATEGY ARE AVAILABLE ON REQUEST IN
ALTERNATIVE FORMATS INCLUDING BRAILLE, THE SPOKEN WORD
AND LARGE PRINT.**

FOR FURTHER DETAILS PLEASE TELEPHONE: 01452 396854

EMAIL: LOCALPLAN@GLOUCESTER.GOV.UK

WEBSITE: WWW.GLOUCESTER.GOV.UK

CONTENTS

	PAGE
1. INTRODUCTION	2
2. BACKGROUND	4
2. POLICY CONTEXT	5
3. KEY ISSUES	12
4. A 'SPATIAL VISION' FOR GLOUCESTER	19
5. STRATEGIC OBJECTIVES	22
6. SPATIAL STRATEGY	25
7. CORE POLICIES	30
8. MONITORING AND IMPLEMENTATION	45
9. NEXT STEPS	46

APPENDIX 1 – GLOSSARY OF TERMS

APPENDIX 2 – SOURCES OF FURTHER INFORMATION

APPENDIX 3 – KEY DIAGRAM

1. **INTRODUCTION**

- 1.1 Work is underway on an exciting new 'Local Development Framework' for Gloucester (LDF) which will shape the planning and development of the City over the next 10 years not just in physical social and economic terms.
- 1.2 The LDF will replace the existing Local Plan and will include the following documents:
- Core Strategy
 - Development Control Policies
 - Gloucester Heritage Urban Regeneration Area Action Plan
 - Site Allocations and Designations
 - Proposals Map; and
 - Supplementary Planning Documents
- 1.3 Once they have been adopted, the policies and proposals set out in these documents will be used to promote positive change and guide planning and other policy decisions across the City. Some of these actions will be carried by the City Council whilst others will be the responsibility of the private sector, the Gloucester Heritage Urban Regeneration Company, the health service, the education authority, public utilities, the emergency services, voluntary groups, the Gloucestershire Local Strategic Partnership and other relevant organisations and service providers.
- 1.4 The first two documents to be produced under the new LDF will be the Core Strategy and Development Control Policies.

What We Need from You!

- 1.5 At this stage, we would like your views on this 'Core Strategy' Issues and Options consultation paper which sets out a number of different options for objectives and policies that could be included in the Council's draft Core Strategy to be published in January 2006.
- 1.6 The Core Strategy is perhaps the most important document within the LDF because it covers the whole of the City and establishes the overall context for the future growth and development of Gloucester in social, economic and environmental terms. All other documents must therefore be consistent with the Core Strategy.

- 1.7 What we hope to achieve in publishing this issues and options paper is to 'frontload' the consultation process and in doing so, 'flag up' any important issues and areas of concern early on so that the draft document contains no surprises in terms of its overall content and objectives.
- 1.8 Once we have received your comments on the options set out in this paper it will then be possible for us to identify the preferred options and these will then be worked up into a draft Core Strategy to be published for further consultation in January 2006.
- 1.9 This paper has already been subjected to an initial period of public consultation between 25th April and 23rd May. Comments received during that period have been taken into account and have informed a number of changes that have been made to this document. Where relevant, this paper highlights particular issues that have been raised so far. (A schedule of the comments received is available separately).
- 1.10 This paper is now available for further comment until **Wednesday 3rd August 2005**. Comments may be submitted in writing either electronically via the City Council's website (www.gloucester.gov.uk) by post or in person.
- 1.11 If there are any abbreviations or phrases you don't understand please look at the glossary of terms set out at Appendix 1 at the back of this document. If you are still unclear please contact us on 01452 396854.
- 1.12 A list of useful sources of information on the new planning system is set out at Appendix 2.

Please note: A separate consultation paper on potential development control policies (used to determine planning applications) is also available for comment until 3rd August 2005.

2. BACKGROUND

- 2.1 The City of Gloucester is the administrative centre of Gloucestershire and for many years has acted as a growth point, absorbing housing and employment development in order to relieve pressure on more environmentally sensitive parts of the County.
- 2.2 The City has expanded rapidly in recent years with extensive house-building programmes taking place on the fringe of the City in Abbeymead and Quedgeley. Purpose-built employment sites have also been developed at Barnwood Fields, Olympus Park and Waterwells Business Park in the south of the City.
- 2.3 The population of the City has risen from 92,459 in 1981 to 109,885 in 2001.
- 2.4 The role of Gloucester as a centre for growth is set to continue. The City is identified in regional and county planning policy as a 'Principal Urban Area' (PUA) and along with Cheltenham, is expected to accommodate the majority of Gloucestershire's growth for the foreseeable future.
- 2.5 The Gloucester PUA includes the continuous built up areas of Gloucester City, and those parts of the parishes of Innsworth, Longford, Churchdown, Brockworth, Hucclecote, Hardwicke and Upton St. Leonards that fall within the continuous built up area
- 2.6 On a trend-based projection, the population of Gloucester is expected to grow to 119,700 by 2021 – the largest District population in the County.
- 2.7 A key challenge of the new LDF will be to accommodate the forecast levels of growth whilst successfully balancing the competing demands of different land uses.
- 2.8 The Core Strategy has a vital role to play not only in balancing these competing demands but also in integrating them with wider social and economic objectives.
- 2.9 It also has a coordinating role to play to ensure that any development outside the City's administrative boundaries within the Gloucester PUA does not place undue pressure on the services and infrastructure of the City itself.

3. POLICY CONTEXT

3.1 Before we start to discuss the possible contents of a Core Strategy for Gloucester it is worthwhile briefly considering the policy framework within which the strategy will be prepared. This is important because the Core Strategy will be directly influenced by a range of national, regional and local planning policy. Indeed in some cases the Core Strategy will be required to incorporate the requirements of certain policy documents.

3.2 A good example is the number of houses to be built in Gloucester, which will not be a matter of choice for the City Council but will instead be dictated by the Regional Spatial Strategy or RSS. The role of the Core Strategy will therefore be to decide in strategic terms where best to locate those houses.

National Policy

3.3 Some of the key national policy documents of relevance are briefly summarized below.

Planning Policy Statement 1 – Delivering Sustainable Development

3.4 PPS1 sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. The core principle of the statement is sustainable development, which is defined as '*development that meets the needs of the present without compromising the ability of future generations to meet their own needs*'.

3.5 The Government's four aims for sustainable development are:

- Social progress which recognises the needs of everyone
- Effective protection of the environment
- The prudent use of natural resources; and
- The maintenance of high and stable levels of economic growth and employment.

3.6 The guidance goes on to state that planning should facilitate and promote sustainable development by:

- Making suitable land available for development in line with economic, social and environmental objectives
- Contributing to sustainable economic development
- Protecting and enhancing the natural and historic environment, the quality and character of the countryside and existing communities
- Ensuring high quality development through good and inclusive design and the efficient use of resources; and

- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.
- 3.7 Sustainable development must be treated in an integrated way within Local Development Frameworks. In particular consideration should be given to the interrelationship between social inclusion, protecting and enhancing the environment, prudent use of natural resources and economic development for example the recognition that economic development, if properly planned, can have positive social and environmental benefits.
- 3.8 PPS1 also emphasises the importance of achieving good design as well as the need to achieve effective community involvement.

The Communities Plan

- 3.9 The Deputy Prime Minister launched the Communities Plan (Sustainable Communities: Building for the future) on 5 February 2003. The Plan sets out a long-term programme of action for delivering sustainable communities in both urban and rural areas.
- 3.10 'Sustainable' communities are characterised by factors such as a strong local economy, effective engagement of local people, a safe and healthy environment, good public transport, a well integrated mix of decent homes, good quality local public services, diverse local culture and a sense of place.
- 3.11 Key elements of the Communities Plan include the need to address housing shortages, protecting the countryside, the provision of more 'decent' homes, addressing low demand and abandonment and the importance of improving the local environment of all communities (referred to as 'liveability').

Securing the Future – UK Sustainable Development Strategy (2005)

- 3.12 'Securing the Future' is the updated Sustainable Development Strategy for the UK and replaces the previous 1999 Strategy 'A Better Quality of Life' discussed above. It seeks to take into account developments that have taken place since 1999. A full copy of the document can be viewed online at: www.sustainable-development.gov.uk
- 3.13 The strategy sets out 5 key guiding principles:
- Living Within Environmental Limits
 - Ensuring a Strong, Healthy and Just Society
 - Achieving a Sustainable Economy
 - Promoting Good Governance
 - Using Sound Science Responsibly

- 3.14 The intention is that these five principles form the underlying basis for all policy making in the UK and they will therefore need to be reflected in the Core Strategy.

Regional Policy

- 3.15 Relevant regional policy documents are briefly outlined below.

Regional Planning Guidance for the South West (2001)

- 3.16 The adopted Regional Planning Guidance for the South West is RPG10, which was published in 2001 and covers the period to 2016.
- 3.17 The guidance stipulates that in Gloucestershire between mid 2001 and mid 2016, provision will be made for 36,000 dwellings – an average of 2,400 per year.

- 3.18 Key themes set out in RPG10 in relation to Gloucester include:

- The identification of Gloucester as one of 12 Principal Urban Areas (PUAs)
- Gloucester along with Cheltenham to be the focus of growth in Gloucestershire
- The need for balanced housing/employment growth
- Constraints to future development including the River Severn Floodplain
- The need for investment in urban regeneration and in transport and social infrastructure
- Growth through intensification of development within the urban area

- 3.19 A Regional Spatial Strategy (RSS) will soon replace RPG10 and will cover the period to 2026. Consultation on the draft RSS is to take place in late 2005.

'Just Connect: An Integrated Regional Strategy for the South West' (2004)

- 3.20 Launched in 2004 the IRS provides a common set of objectives and outcomes for the region. Key aims of the document include:

- To harness the benefits of population growth and manage the implications of population change
- To enhance our distinctive environments and the quality and diversity of our cultural life
- To enhance our economic prosperity and quality of employment opportunity

- To address deprivation and disadvantage to reduce regional inequalities
- To make sure that people are treated fairly and can participate fully in society

'A Sustainable Future for the South West' - The Regional Sustainable Development Framework for the South West of England

- 3.21 One of the recommendations of the Government's 1999 UK Strategy for Sustainable Development was that each region should have in place a high level 'framework' in order to guide sustainable development in that particular part of the UK.
- 3.22 In line with this advice, 'A Sustainable Future for the South West' was duly published in March 2001.
- 3.23 To summarise, the RSDF sets out 15 key principles and 15 key themes.
- 3.24 Some of the issues of particular relevance to Gloucester include:
- Economy/Economic Development
 - Business and Work
 - Meeting Basic and Local Needs
 - Learning and Skills
 - Improving access
 - Reducing inequality
 - Health and Well-Being
 - Limiting pollution
 - Resources/Natural Resources and Waste
 - Biodiversity and Landscapes
 - Reducing waste
 - Increasing safety
 - Leisure
 - Climate Change
 - Development and Planning
 - Transport
 - Culture and Heritage
 - Tourism

Local Policy

- 3.25 At the local level the Core Strategy will need to knit in with a number of policy documents including the Gloucestershire Structure Plan, the Gloucestershire Local Transport Plan and the Gloucester Community Strategy, 'Our Gloucester Our Future'.

- 3.26 It will also reflect to some extent the Gloucester Local Plan Second Stage Deposit (2002) much of which remains up to date and relevant to the future development of the City in physical, social and economic terms.

Gloucestershire Structure Plan

- 3.27 The Gloucestershire Structure Plan Third Alteration is well advanced and should be adopted during 2005. It covers the period 2001 to 2016 and establishes the strategic pattern of development across Gloucestershire as a whole. In particular, it establishes the amount of housing growth within each District/Borough.
- 3.28 The most recent modifications to the Structure Plan suggest that in Gloucester, approximately 10,200 dwellings will need to be found between mid 2001 and mid 2016 equating to 680 dwellings per year. This is the largest level of provision of all Gloucestershire authorities.
- 3.29 To put this in context, the average number of new houses completed per annum in Gloucester between 1997 and 2002 was 412 (source: Gloucester City Council Housing Land Availability Report 2004).
- 3.30 The Structure Plan will soon be replaced by the emerging Regional Spatial Strategy.

Gloucestershire Local Transport Plan (2001/2002 – 2005/2006)

- 3.31 The Local Transport Plan (LTP) sets out the transport strategies Gloucestershire County Council will seek to implement from 2001/2002 to 2005-2006. The LTP replaces the previous TPP (Transport Policies and Programme) and considers a much wider range of issues including social exclusion, air pollution and new financial measures relating to road users.
- 3.32 Objectives of the plan include controlling the growth of traffic, encouraging the use of non-car modes, improving transport safety and making the best use of the transport network to assist economic development. The LTP includes 26 targets and indicators.
- 3.33 The Core Strategy and the rest of the LDF will need to reflect the objectives of the adopted LTP. It should be noted that a draft replacement LTP is being consulted on at present and will be taken into account through the Gloucester LDF in due course.

Gloucester Second Stage Deposit Local Plan (2002)

- 3.34 Although not formally adopted, the Second Stage Deposit Gloucester Local Plan remains highly relevant to the future development of the City.
- 3.35 Elements of the plan will therefore be revisited in the Core Strategy. In particular, we believe the plan's main focus of regenerating the central area of the city remains valid and should form the basis of the new Spatial Strategy (discussed later on).

Gloucester Community Strategy 'Our Gloucester Our Future'

- 3.36 The Gloucester Community Strategy was adopted in March 2003 and sets out six ambitions for Gloucester over the next ten years.
- 3.37 These are:
- Ambition 1 – A Strong, Vibrant and Sustainable City
 - Ambition 2 – An Inclusive City
 - Ambition 3 – A Healthy Active City
 - Ambition 4 – Opportunities to Live, Learn and Play
 - Ambition 5 – A Safe, Clean and Pleasant City
 - Ambition 6 – Working Together
- 3.38 Targets include: improving public, community and non-motorised transport to encourage less car use, increasing access to health services, reducing by 10% per year housing that does not reach Decent Homes standards and the provision of 1000 affordable new homes.
- 3.39 The Local Development Framework will be prepared in close alignment with the Community Strategy and will to a large extent be the mechanism through which many of its aims and objectives are achieved, particularly where these relate to the use of land for example affordable housing provision and the promotion of non-car modes of transport.
- 3.40 The Community Strategy can be viewed online at www.gloucesterpartnership.org.uk

'Blueprint for Change'

- 3.41 The Council's Corporate Strategy for 2005 – 2008 'Blueprint for Change' has three main priorities:
- Streetcare
 - Regeneration; and
 - Efficiency and Effectiveness
- 3.42 The first two of these priorities in particular are closely linked to the Core Strategy. Targets set out in the Corporate Strategy include for example recycling, improving the quality of parks and open spaces, redeveloping the bus station, King's Square and Blackfriars, increasing the number of homes for people on low incomes and improving community facilities.
- 3.43 The five key aims of the strategy are:
- A Safe and Clean City
 - A Prosperous Modern City, Protecting its Heritage
 - A City for Leisure and Culture
 - A City with Good Housing and Health
 - An Effective and Well-Run City Council
- 3.44 There are clear linkages between the Core Strategy and the first four of these corporate objectives.

4. **KEY ISSUES**

- 4.1 So far we've discussed the existing and emerging national, regional and local policy framework within which the Core Strategy will sit, but in practical terms what are the key issues facing the City?
- 4.2 We have as part of a Sustainability Appraisal Scoping Report (available separately on request) undertaken a detailed 'baseline' assessment of Gloucester looking at the City in environmental, social and economic terms. Some key facts and figures are summarized for you below. These also reflect comments received to date and the Council's previous Issues and Options public consultation in 2000.
- 4.3 We need to identify the key issues for Gloucester in order to provide a robust basis on which to develop the rest of the Core Strategy. **The facts and figures set out below were not included in the initial consultation paper and have been added to this document so that it is clear on what basis the key issues have been identified.**

Population

- 4.4 Gloucester has a population of 109,885 (2001 Census) of which there are 54,003 males and 55,882 females. This represents a total increase of nearly 6,500 people (6.3%) since the 1991 census.
- 4.5 On a trend based projection, Gloucester is expected to grow by a further 9,800 people to 119,700 in 2021 when it will have the largest population in the County.
- 4.6 Gloucester has the biggest population of black and ethnic minority groups in Gloucestershire at 8000+. This equates to 7.5% of the total population of the City.

Housing

- 4.7 According to the Housing Investment Programme (HIP) Report (2004), there are approximately 48,144 households in Gloucester. Of these, 85.9% were privately owned, 9.9% were local authority owned, 4.1% Registered Social Landlord (RSL) owned, and 0.7% other public sector owned.
- 4.8 The household growth rate in Gloucester is currently around 10%, compared to 4% for the County as a whole.
- 4.9 Of the 48,144 households referred to above, 3,830 were classified as being 'unfit' to live in.
- 4.10 A recent Housing Needs Survey carried out for Gloucestershire identified a particularly acute housing need in Gloucester with a net shortfall of about 1,234 affordable dwellings per year.

- 4.11 The Structure Plan Third Alteration envisages requires approximately 10,200 dwellings being built in Gloucester in the period 2001 – 2016. This is more than any other Gloucestershire local authority. The housing figures for Gloucestershire to 2026 (which will be determined through the Regional Spatial Strategy) have yet to be determined.

Economy

- 4.12 In 2002, the most prominent categories of the Gloucester economy were public administration, education and health, distribution, hotels and restaurants, and banking finance and insurance. There has been a significant decline in manufacturing.
- 4.13 In terms of new business in Gloucester, in 2002 there were 255 VAT registrations in total, however there were 345 VAT de-registrations, representing a net decrease of -90 businesses in that year.
- 4.14 In 2003 the average wage in Gloucester was £20,997. This is lower than both the County and National figures
- 4.15 Although the unemployment rate in Gloucester has fallen from 6% to 3% between 1997 and 2002, it is still the highest rate in Gloucestershire.
- 4.16 Figures compiled by the Gloucestershire Labour Market Information Unit (GLMIU) show that there are significant contrasts between different wards in Gloucester. The wards with the highest rates of unemployment in 2003 were Westgate (11.9%), Matson (8.8%), and Barton (7.7%).
- 4.17 There are also marked differences between different sectors of the population with the unemployment rate being double among Gloucester's black and minority ethnic communities.

Health

- 4.18 The health of Gloucester residents is slightly poorer than average with 8.6% of people considering themselves to be in poor general health, compared to 7.6% for the County and 9.2% for England and Wales. 16.9% of people in Gloucester have a long-term limiting illness, compared to 16.1% for Gloucestershire as a whole.
- 4.19 In 2003 the number of people suffering from circulatory diseases (e.g. heart problems) in Gloucester was noticeably 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.

Crime

- 4.20 Crime rates in Gloucester are higher than county and national averages. During 2003/2004 the number of burglaries in Gloucester was 21.84 per 1,000 population which is the highest rate in the whole of the County. This rate is substantially higher than those for the County and England and Wales, which were 16.00 and 15.60 respectively.
- 4.21 The number of vehicle crimes and violent offences in Gloucester is also significantly higher than the county and national averages.

Education

- 4.22 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.
- 4.23 The number of people with a Level 4 Qualification (first or higher degree, NVQ levels 4 and 5, HNC and HND) in the City is 14.9%, compared with 21.1% for Gloucestershire, and 19.8% for England and Wales.
- 4.24 Six of Gloucester's wards are among the ten most deprived wards in the county in terms of education (source: GLMIU). The most deprived ward in terms of education in Gloucestershire is Barton, ranked 180th (nationally) out of 8414 wards.

Transport

- 4.25 Car ownership in Gloucester is relatively low compared to the rest of the County, having the highest percentage of households with no car and the lowest percentage of households with two or more cars.
- 4.26 On average, the annual growth rate in traffic volumes in both Gloucester City and Gloucestershire is 1%.
- 4.27 Between 16,000 and 17,000 trips are made by car into Gloucester from elsewhere each day. A further 20,000 car trips are made within Gloucester each day.
- 4.28 Examination of Gloucester 'live - work' data shows the following modes of transport are used for travelling to work, 55% used the car, 17% walked, 9% used public transport, 8% cycled, 7% were the passenger in a car and 4% used other modes of transport.

Leisure and Recreation

- 4.29 Gloucester is reasonably well provided for in terms of leisure facilities including GL1 leisure centre and Oxstalls Tennis Centre. The City also has an indoor climbing centre and an artificial ski slope.
- 4.30 A recent Playing Pitch Assessment identified a shortage of pitches during periods of peak demand and a particular shortage of pitches suitable for mini versions of rugby and football.
- 4.31 The City is also deficient in terms of overall public open space provision. The level of provision is approximately 2.19 hectares per 1,000 population compared to the National Playing Fields Association recommended standard of 2.4 hectares per 1,000 people.

Tourism

- 4.32 Tourism is especially important to the economy of Gloucester with the Docks receiving 850,000 visitor trips per year and the Cathedral 292,000 visitors per year. It is estimated that the visitors spend some £131 million within the city per year. The significance of tourism to the Gloucester economy is also illustrated by its 2.4 million day visits and 914,000 visitor nights.
- 4.33 An estimated 3,900 people are directly or indirectly employed in tourism in Gloucester.

Environment

- 4.34 The City has two Sites of Special Scientific Interest (SSSIs), six key wildlife sites and 28 other sites of nature conservation interest.
- 4.35 The city has 707 Listed Buildings, of which 13% are Grade I or II* and of outstanding architectural or historic interest. The equivalent figure for the whole of England is about 6%.
- 4.36 There are 26 Scheduled Ancient Monuments of national importance scattered across the city.
- 4.37 There are 11 designated Conservation Areas covering most of the city centre as well as parts of Hempsted and Hucclecote.
- 4.38 Road traffic is the main source of air-borne pollution in Gloucester, however the air quality in Gloucester is good compared to other cities and approaches that found in rural areas.
- 4.39 The City Council is currently in the process of establishing two Air Quality Management Areas, one at Priory Road/St. Oswald's Road, the other at Barton Street between the inner ring road and Upton Street. Levels of Nitrogen Oxide were found to be higher than acceptable in

these two locations. Measures to try and improve air quality in these locations are being put into place.

- 4.40 In 2003/2004 the amount of household waste and composting in Gloucester amounted to 9.72% of all household waste in the City. This was substantially lower than the rate for both the County and the National Averages, which were 20.87 % and 22.49 % respectively.

Poverty

- 4.41 Gloucester suffers from 'pockets' of deprivation with two of its wards (Barton and Tredworth and Westgate) ranked in the 10 per cent most deprived wards in England. Another four are included within the list for the 25% of most deprived wards.

Shopping

- 4.42 Gloucester has an assumed shopper population of 190,500 (derived from CBRE using NSLSP data), which ranks it at 74 in CB Richard Ellis' Rank of Shopper Populations.
- 4.43 Recent estimates suggest that Gloucester has a total retail floorspace of approximately 117,000 sq m. The City therefore has weaker retail provision than might be expected given the size of the shopper population.
- 4.44 Comparison goods provision (non-food) is slightly above the national average accounting to 49.06%. The number of non-food multiple outlets is 126 compared to 356 in Cheltenham.
- 4.45 Of the top 20 retailers present in UK shopping centres, Gloucester has 75% presence. Zone 'A' rents in Gloucester have been consistently lower than in Cheltenham.
- 4.46 The most recent Focus survey for Gloucester recorded vacancy rates at 13.36% slightly above average and representing an increase since 2001. By comparison, vacancies in Cheltenham stand at 11.6%.

Summary

4.47 Based on the information set out above and the consultation responses we have received to date, we have summarized the key issues facing Gloucester as follows:

1. **Gloucester is defined as a Principal Urban Area (PUA) and together with Cheltenham, is expected to accommodate the majority of the County's housing and employment growth in the period to 2016 and beyond**
2. **The rate of household growth in Gloucester is twice the county average**
3. **Development of the City itself is constrained by its tight administrative boundary, areas of landscape conservation importance and the extent of the River Severn Floodplain**
4. **Parts of the City suffer from higher than average levels of poverty and unemployment**
5. **Gloucester has a higher than average crime rate**
6. **Statistics show that the health of Gloucester residents when compared to residents of Gloucestershire as a whole is poor**
7. **Gloucester has an overall shortage of public open space compared to national standards**
8. **Although car ownership in Gloucester is lower than average, high levels of in-commuting and frequent use by those that do own a car, lead to congestion particularly at peak times**
9. **Educational achievement in the City (apart from GSCE) is lower than average**
10. **Gloucester is an important tourist destination but most visitors are day visitors only and do not stay overnight**
11. **The city centre is lagging behind other towns like Cheltenham and Worcester in terms of its shopping offer and vibrancy of the evening economy**
12. **Recent housing needs data shows that there is an acute need for more affordable housing in Gloucester**
13. **Gloucester has a rich heritage which should be preserved and enhanced as far as possible**

- 14. The City has significant quantities of previously developed land and buildings particularly in the Central Area much of which has the potential to be brought into more effective use**
- 15. Gloucester has a diverse population the needs of which must be taken fully into account**

We realize the list of issues set out above may not be complete or that there may be certain issues you disagree with. We would like to know what you think. Please remember these are not necessarily problems, but issues that need to be taken into account.

Are there any issues not mentioned above that you consider important to the future development of Gloucester?

Do you disagree with any of the issues we have raised?

5. A 'SPATIAL VISION' FOR GLOUCESTER

- 5.1 Taking into account the key issues discussed in the previous section, we can start to develop a vision for Gloucester that captures the direction in which the future development of the City should be taken forward over the next ten years and beyond.
- 5.2 This means developing a relatively short and snappy statement that sets out what we want to achieve for the City in physical, economic and social terms.
- 5.3 So what should Gloucester's Spatial Vision look like? Set out below are a number of different ideas. **Some of these have been put forward in response to our first period of consultation on this document. You are welcome to comment on any of these options or put forward your own vision for Gloucester.**

OPTION 1

- 5.4 Option 1 would be to incorporate the existing vision of the Second Stage Deposit Local Plan (2002), which is:

'To create a City that looks good and feels good'.

- 5.5 The underlying aim of this vision is,

'To promote the economic, social and environmental well-being of the city through careful husbandry of new development and capitalising on the unique character and traditional urban form of this historic city'.

- 5.6 Notably the vision received just one objection when it was first published in 2001. We could incorporate part or all of this vision into the Core Strategy. What do you think?

OPTION 2

- 5.7 A second option would be to adopt the existing vision of the Gloucester Community Strategy, which is:

'To create a fair, just and thriving community in Gloucester where no-one is seriously disadvantaged'

- 5.8 A number of other local authorities are proposing to adopt the visions of their respective community strategies. Do you think we should do the same?
- 5.9 Does this vision capture the direction in which Gloucester should be taken over the next ten years?

OPTION 3

- 5.10 Our 'Community Forum' when asked for their views on a potential vision for Gloucester felt that the two visions outlined above could be usefully combined as follows:

'To create a fair, just and thriving community in Gloucester where no-one is seriously disadvantaged and where the economic, social and environmental well-being of the city is promoted through careful management of new development and capitalising on the unique character and traditional urban form of this historic city'.

- 5.11 What do you think of this vision?

OPTION 4

- 5.12 The following vision has been suggested by a local resident:

'Gloucester: a City that is for everyone - a City where a job, a home, a healthy environment, dynamic planning, commercial opportunities, economic vibrancy, community activity, health, and inclusivity are at the core of development'.

- 5.13 What do you think of this vision? Is it appropriate for Gloucester?

OPTION 5

- 5.14 A fifth option would be to develop an entirely new vision for Gloucester. You are welcome to put forward your own ideas but to assist you some possible examples are set out below.

- A 'A sustainable and inclusive City where everyone has access to decent affordable homes, jobs, shops and services and where development takes place at the right time and in the right location'.**
- B 'A prosperous and sustainable City which successfully balances the need for new development with the need to protect the natural and built environment'**
- C 'A City in which the needs of everyone are recognised, where no-one is disadvantaged and where development does not compromise the ability of future generations to meet their own needs'.**
- D 'To create through an ongoing 'urban renaissance' a modern and inclusive city for the 21st Century providing enough jobs and housing for everyone whilst making the**

most effective use of existing land and buildings wherever possible'

- E 'A prosperous, inclusive City which is characterised by a high quality of life, a clean and pleasant environment, high and stable levels of economic growth and good access to a wide range of shops and services'.**

We would like to hear your views. What should the vision for Gloucester look like? What issues should it seek to address in particular?

So far we have received mixed views with varying degrees of support expressed for a number of the visions set out above.

Please let us know what you think.

6. STRATEGIC OBJECTIVES

- 6.1 To support the spatial vision, the Core Strategy needs to identify a number of strategic or ‘spatial’ objectives. These objectives are particularly important, as they will then be ‘actioned’ through the Spatial Strategy and Core Policies discussed in the remainder of this paper.
- 6.2 Some draft strategic objectives are set out below. **These take into account a number of comments that we have received in response to our initial consultation document. In particular we have trimmed down the number of objectives in order to make them more achievable and to avoid repetition. We have also linked them to the key issues discussed earlier so that the basis on which the strategic objectives have been identified is clear.**

Strategic Objectives	Link to Key Issues
SO1 – To provide the right development in the right place at the right time to meet people’s needs.	1. Gloucester is defined as a Principal Urban Area (PUA) and together with Cheltenham, is expected to accommodate the majority of the County’s housing and employment growth in the period to 2016 and beyond
SO2 – To reduce the consumption of natural resources through environmentally friendly construction, the promotion of renewable forms of energy and effective recycling.	2. The rate of household growth in Gloucester is twice the county average
SO3 – To protect, conserve and enhance biodiversity, landscape character, air, soil, and water quality and to reduce the risk of flooding.	3. Development of the City itself is constrained by its tight administrative boundary, areas of landscape conservation importance and the extent of the River Severn Floodplain
SO4 – To encourage and facilitate inward investment and to create high and stable levels of economic growth. SO5 – To tackle poverty and inequality.	4. Parts of the City suffer from higher than average levels of poverty and unemployment
SO6 – To reduce crime and people’s fear of crime by ensuring that community safety is a fundamental principle of all new development.	5. Gloucester has a higher than average crime rate

Strategic Objectives	Link to Key Issues
SO7 – To improve the health of Gloucester residents by ensuring that they have access to high quality sport, leisure and recreational facilities and health care provision.	<p>6. Statistics show that the health of Gloucester residents when compared to residents of Gloucestershire as a whole is poor</p> <p>7. Gloucester has an overall shortage of public open space compared to national standards.</p>
SO8 – To reduce car use and encourage better use of public transport, walking and cycling.	8. Although car ownership in Gloucester is lower than average, high levels of in-commuting and frequent use by those that do own a car, lead to congestion particularly at peak times
SO9 – To improve educational attainment by ensuring that all residents have good access to learning establishments.	9. Educational achievement in the City (apart from GSCE) is lower than average
SO10 – To improve the attraction of Gloucester as a visitor destination particularly for overnight visitors.	10. Gloucester is an important tourist destination but most visitors are day visitors only and do not stay overnight
<p>SO11 – To improve shopping provision in the City Centre and to ensure that everyone has good access to local shops and services</p> <p>SO12 – To develop a vibrant and safe evening economy that appeals to all age groups</p>	11. The city centre is lagging behind other towns like Cheltenham and Worcester in terms of its retail offer and vibrancy of the evening economy
SO13 – To provide a mix of house types to meet peoples' needs at prices which they can afford	12. Recent housing needs data shows that there is an acute need for more affordable housing in Gloucester
<p>SO15 – To ensure that all new development achieves the highest possible standards of design</p> <p>SO16 – To protect, conserve and enhance the built and natural environment of the City</p>	13. Gloucester has a rich heritage which must be preserved and enhanced as far as possible

Strategic Objectives	Link to Key Issues
<p>SO17 – To regenerate Central Gloucester</p> <p>SO18 – To reduce the need for Greenfield development by making the most efficient use of previously developed land and buildings and encouraging mixed use development in appropriate locations</p>	<p>14. The City has significant amounts of previously developed land and buildings particularly in the Central Area much of which has the potential to be brought into more effective use</p>
<p>SO19 – To encourage an inclusive society which involves people and communities and takes into account the needs of minority groups</p>	<p>15. Gloucester has a diverse population the needs of which must be taken into account</p>

What do you think of the strategic objectives set out above?

Do you agree or disagree with any? Should they be prioritised?

Are there any important issues that we haven't mentioned?

7. **SPATIAL STRATEGY**

- 7.1 Once we have agreed on a vision for the City and what the strategic objectives should be, the next step is to develop these into a Spatial Strategy.
- 7.2 The Spatial Strategy is perhaps the most important part of the Core Strategy as it will set out in practical terms how the vision, issues and objectives discussed previously, will be translated into action.
- 7.3 In other words whilst Strategic Objective 1 – the regeneration of central Gloucester - is an admirable aim, how can this best be achieved in practical terms?
- 7.4 Set out below is a possible spatial strategy for Gloucester.

Please note: Only one option is put forward because as a compact urban area, significant development opportunities in Gloucester are considered to be restricted mainly to the Central Area.

It is also important to note that there has been positive support for the proposed strategy during the initial consultation stage on this document. Only very minor changes to wording have therefore been made. No alternative strategies have been put forward although you are of course welcome to put forward your own.

- 7.5 The City is almost completely built up to its northern and eastern limits. Recent housing developments at the former Horton Road Hospital and Coney Hill Hospital sites mean that there are no remaining sites of any significant size likely to be available for development in the eastern part of the city.
- 7.6 Along the western side, the built up area is bounded by the floodplain of the river severn. The continuing development of Waterwells Business Park and the granting of planning permission for mixed-use residential and employment development at RAF Quedgeley mean that the southern limit of the City will also soon be reached. Development to the south-east is constrained by the strategically important area of landscape that links Robinswood Hill to the Cotswold escarpment.
- 7.7 Whilst in a rural district it may be possible to consider several different strategies e.g. concentrated growth in one or two main towns or more evenly distributed growth across a number of smaller settlements, in Gloucester, we believe the only feasible option for future growth of the scale that will be required over the next ten years is to focus predominantly (but not exclusively) on the central area of the city where

there are significant areas of previously developed land and buildings suitable for redevelopment.

- 7.8 Notably this general approach received considerable support during our previous issues and options and deposit plan consultations in 2000 and 2001/2 respectively.

PROPOSED SPATIAL STRATEGY – FOCUS ON CENTRAL AREA REGENERATION

- 7.9 The proposed strategy seeks to maximize Gloucester's opportunities and build on its strengths in order to deliver a sustainable and ongoing urban renaissance. This will be achieved through the following overarching objectives:

- **Focusing the majority of (but not all) new development into the central area of Gloucester as defined by the GHURC boundary (Refer appendix 3).**
- **Upgrading and enhancing the local and strategic transport network including the completion of the inner relief road and SW Bypass in order to facilitate the development of the central area, increase opportunities for public transport and to enable RAF Quedgeley to be developed as planned**
- **Realizing the full development potential of previously developed land and buildings in order to safeguard Greenfield land.**
- **Encouraging the most efficient use to be made of land and buildings including the development of high-density residential schemes in appropriate locations particularly along major transport routes and in the city centre**

- 7.10 The key diagram attached at Appendix 1 illustrates the extent of the 'central area' that is the proposed focus of most development. It includes the City Centre, land inside the inner relief road, the area known as the Western Waterfront, the railway corridor and railway triangle and land either side of the Gloucester-Sharpness Canal stretching down as far as what is commonly referred to as 'Two Mile Bend'.

- 7.11 This central area reflects with the boundary of the Gloucester Heritage Urban Regeneration Company (GHURC) and the proposed 'Area Action Plan' that will be published as part of the Local Development Framework at a later date.

What do you think of this broad approach? Are we right in focusing the majority of new development towards this central location? Should we be narrower in defining the central area? Views expressed so far indicate support for the strategy. What do you think?

7.12 The underlying principles of the proposed spatial strategy include:

- Providing enough housing and employment land to meet forecast needs
- Reducing the need to travel
- Securing a good, balanced mix of uses in the central area including housing, employment, leisure, retail and community facilities
- Encouraging integrated mixed-use developments (e.g. flats above offices) in appropriate locations in order to reduce the need to travel and increase social interaction and vitality
- Encouraging high-density development in appropriate locations in order to make the most efficient use of land
- Strengthening the Primary Shopping Area by encouraging new retail and leisure/cultural development in appropriate locations
- Resisting out of centre retail and leisure proposals that would harm the vitality and viability of the city centre
- Creating a balanced network of district and local centres that provide a range of shops and services for local people including the creation of new centres in appropriate locations (e.g. areas not currently well-served by an existing centre)
- Ensuring access to essential services for all
- Permitting residential development in appropriate locations outside the central area giving priority to the development of previously developed or 'brownfield' land in preference to Greenfield sites.
- Locating developments which attract a lot of people e.g. cinemas, bowling alleys etc. in and adjacent to the city centre in order to enable linked trips and to promote greater use of public transport, walking and cycling
- The successful completion of the proposed RAF Quedgeley mixed-use development

- The continued expansion of Waterwells Business Park alongside employment development at RAF Quedgeley as Gloucester's prime strategic location for employment uses.
- Protecting environmentally sensitive parts of the City from inappropriate development e.g. the River Severn Floodplain and areas of landscape/nature conservation importance
- The safeguarding of Gloucester's important heritage through the protection and enhancement of its listed buildings, conservation areas and sites of archaeological importance.
- Protecting existing areas of publicly accessible open space including playing fields; and
- Resisting the loss of and providing for new community facilities where these are needed including health care and education provision
- Acknowledging the contribution of adjacent districts such as Tewkesbury in meeting the future development needs of the Gloucester Principal Urban Area (PUA)

Strengths

- 7.13 The strategy set out above is likely to yield a number of positive benefits. These will include bringing back into use vacant land and buildings that may be falling into disrepair, the development of a vibrant and successful city centre and providing effectively for local shopping and community needs.
- 7.14 Other advantages include the protection of Greenfield sites and other environmentally sensitive areas and reducing the need to travel by car through the promotion of walking, cycling and public transport.

Weaknesses

- 7.15 The proposed spatial strategy also has a number of potential weaknesses. In focusing the majority of future growth into the central area, clearly some existing occupants may be displaced by new forms of development and would be forced to re-locate elsewhere.
- 7.16 Having said that focusing development onto previously developed land within the urban area is consistent with national, regional and county level planning policy. Furthermore, it will be possible to incorporate a number of existing occupants through for example mixed-use development.

- 7.17 The strategy also runs the potential risk of increasing traffic congestion in the central area if people's travel habits fail to shift away from using private cars in favour of using public transport, walking and cycling.
- 7.18 We are confident however that the proximity of different types of use including housing, jobs, shops and services as well as improvements to public transport and provision for walking and cycling will lead to less reliance on use of the car. Again this approach is consistent with established national and regional policy.

We would like to know what you think of the proposed spatial strategy set out above.

We believe the underlying focus on the regeneration of the central area is not only consistent with national, regional and local policy but is also the most sustainable and realistic option for meeting the development requirements that will be placed on the city over the next ten years and beyond.

So far we have received positive support for this approach.

What do you think?

8. CORE POLICIES

- 8.1 In order to support and implement the objectives of the spatial strategy, we must develop a set of 'Core Policies.' These are particularly important because when finalised they will have statutory weight and will be used to guide planning decisions across the City.
- 8.2 So what should our Core Policies look like? What issues should they address? Based on the visions, objectives and strategy set out in the previous sections we would like to know which issues you think our Core Policies should be tackling and what they should look like.
- 8.3 There is no limit to the number of core policies we can include, although to keep them effective and manageable, we are envisaging having about 15.
- 8.4 Set out below are a number of potential policies for you to comment on. These are based on the key issues, strategic objectives and spatial strategy discussed in the previous sections. The Core Policies will compliment the Council's Development Control Policies' (see separate consultation). **The Core Policies have been worked up into more detail than during our initial consultation on the Core Strategy document and we would like your views on the different policy options that are set out below.**

CORE POLICY 1 – KEY DEVELOPMENT PRINCIPLES

- 8.5 The purpose of this policy would be to set out the key principles that the Council will apply in assessing all development proposals. So far we have had positive support for the inclusion of such an over-arching policy. Several different options are set out below.

OPTION A:

Development will only be permitted where:

- 1. It is in accordance with the Council's Spatial Strategy**
- 2. It is consistent with the fundamental principles of sustainable development**
- 3. It protects and wherever possible enhances the built and natural environment**
- 4. It seeks to makes the most efficient use of land**
- 5. It encourages a reduction in car use**
- 6. It achieves a suitably high standard of design**

7. It would not cause harm to a designated centre; and

8. It would not create an unacceptable burden on existing infrastructure that cannot be addressed

OPTION B:

All new development will be expected to be in accordance with the Council's Spatial Strategy and the underlying principles of sustainable development.

- 8.6 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 2 – HOUSING PROVISION

- 8.7 The purpose of this policy would be to set out Gloucester's overall housing requirement. The Structure Plan Third Alteration dictates the amount of housing to be provided in Gloucester in the period 2001 to 2016 although this figure and the requirement between 2016 and 2026 will be subject to review through the Regional Spatial Strategy process.
- 8.8 Set out below are a number of different options for tackling the required level of housing provision. One option would be to base our housing requirement on the Structure Plan Third Alteration, which indicates that provision should be made for about 10,200 dwellings between 2001 and 2016. The Core Strategy however should cover a period of at least 10 years from the proposed date of adoption (i.e. September 2017). Having a housing figure to 2016 would therefore fall short of this requirement.
- 8.9 Another option would be to base our housing requirement on the emerging Regional Spatial Strategy to 2026. We should know by the time the Core Strategy reaches the 'preferred options' consultation in January 2006 what Gloucester's housing requirement for this extended period will be. However 2026 is a long timeframe and a phased approach to provision would almost certainly need to be introduced.
- 8.10 What do you think? Should we be seeking to base our housing requirement on the Structure Plan or the emerging Regional Spatial Strategy? Responses received so far suggest that we should be treating the Structure Plan requirement as a minimum. What do you think? Some different options are set out below.

OPTION A:

Provision is made for 10,200 dwellings to be completed in Gloucester between Mid-2001 and Mid-2016.

In allocating sites and in considering speculative applications for residential development the Council will only consider sites that:

1. Are consistent with the Council's Spatial Strategy
2. Involve the re-use of previously developed land and buildings
3. Are accessible by a choice of means of transport
4. Are well related to existing shops and services

OPTION B:

Provision is made for a minimum of 10,200 dwellings to be completed in Gloucester between Mid-2001 and Mid-2016.

In allocating sites and in considering speculative applications for residential development the Council will only consider sites that:

1. Are consistent with the Council's Spatial Strategy
2. Involve the re-use of previously developed land and buildings
3. Are accessible by a choice of means of transport
4. Are well related to existing shops and services

OPTION C:

Provision is made for 11,000 dwellings to be completed in Gloucester between Mid-2001 and Mid-2017.

In allocating sites and in considering speculative applications for residential development the Council will only consider sites that:

1. Are consistent with the Council's Spatial Strategy
2. Involve the re-use of previously developed land and buildings
3. Are accessible by a choice of means of transport
4. Are well related to existing shops and services

OPTION D:

The Council will make sufficient provision to meet the housing requirements of the Regional Spatial Strategy.

In allocating sites and in considering speculative applications for residential development the Council will only consider sites that:

1. Are consistent with the Council's Spatial Strategy
2. Involve the re-use of previously developed land and buildings
3. Are accessible by a choice of means of transport

4. Are well related to existing shops and services

- 8.9 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 3 – AFFORDABLE HOUSING

- 8.10 A recent Housing Needs Survey for Gloucester carried out by Outside Research, shows that there is a net annual shortfall of 1,234 affordable houses in Gloucester. To put this in context, the average number of new houses completed per year in Gloucester between 1997 and 2002 was just 412. Clearly therefore there is an acute need for affordable housing. As such we believe it should be dealt with through a Core Policy. Responses we have received so far positively support the inclusion of a policy relating to affordable housing provision although concerns have been expressed about dropping the threshold at which affordable housing will be sought.
- 8.11 What do you think? Some different options are set out below.

OPTION A:

The City Council will seek an element of affordable housing on new housing sites of 15 or more dwellings or 0.5 hectares or larger, irrespective of the number of dwellings and will seek an overall target of 40% of the net site area.

The amount of affordable housing will be negotiated on the basis of site and market conditions at the time of application and may exceed 40% in some cases. In some cases, abnormal costs of development will need to be taken into account, which may reduce the affordable housing requirement.

There is a presumption that affordable housing should be provided as part of the proposed development however in exceptional circumstances the payment of commuted sums for off-site provision may be acceptable.

OPTION B:

On new housing sites of 15 or more dwellings or 0.5 hectares or larger, irrespective of the number of dwellings, the City Council will seek the provision of at least 40% of the net site area for affordable housing. The exact level of provision will be a matter for negotiation based on site and market characteristics.

On-site provision should be made unless exceptional circumstances can be demonstrated.

OPTION C:

The City Council will seek an element of affordable housing on new housing sites of 15 or more dwellings or 0.5 hectares or larger, irrespective of the number of dwellings.

The level of provision will be a matter for negotiation based on site and market conditions and the level of identified housing need at the time of application but is not likely to be less than 40%

OPTION D:

The City Council will seek an element of affordable housing on new housing sites of 5 or more dwellings or 0.2 hectares or larger, irrespective of the number of dwellings and will seek an overall target of 40% of the net site area.

The amount of affordable housing will be negotiated on the basis of site and market conditions at the time of application and may exceed 40% in some cases. In some cases, abnormal costs of development will need to be taken into account, which may reduce the affordable housing requirement.

There is a presumption that affordable housing should be provided as part of the proposed development however in exceptional circumstances the payment of commuted sums for off-site provision may be acceptable.

- 8.12 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 4 – EMPLOYMENT PROVISION

- 8.13 This policy would set out the Council's approach towards the provision of new employment land. To date, based on the Gloucestershire Structure Plan, the Council has committed to providing a certain quantity (expressed in hectares) of employment land. The latest version of the Structure Plan however includes no specific requirement. There are therefore several options open to us in terms of how we deal with employment land provision. We could for example set our own target in terms of floorspace or jobs or we could have a more general approach which allows market demand to dictate the amount of employment land that comes forward. Some different options are set out below. We have so far received mix responses on this issue. What do you think?

OPTION A:

Major strategic employment provision will be made at RAF Quedgeley.

Provision will be made for a choice of other employment sites to provide for flexibility and competition in meeting the economic needs of the City.

The amount of provision and the location of sites will be determined through the Council's Area Action Plan and Site Allocations Development Plan Documents.

OPTION B:

Provision is made for employment uses (B1, B2, B8) that will generate not less than XXXX net additional jobs by 2016 and not less than XXXX net additional jobs by 2026.

Sufficient provision of a range of employment sites will be made in order to meet these targets.

OPTION C:

Provision is made for XX hectares of employment land (B1, B2, B8) in the period 2006 - 2026. This will be phased in accordance with the requirements of the Regional Spatial Strategy.

- 8.14 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 5 – TRANSPORT AND ACCESSIBILITY

- 8.15 The purpose of this policy would be to stipulate the over-arching transport and accessibility requirements that the City Council would expect new development to be consistent with. There has been positive support for the inclusion of such a policy to date.

- 8.16 Some different options are set out below.

OPTION A:

Permission will only be granted for new development where:

- 1. The site is accessible by a choice of means of transport**
- 2. The proposal does not conflict with the objectives of the Gloucestershire Local Transport Plan**
- 3. Parking provision is made in accordance with the Council's approved parking standards**

4. In the case of major development, adequate highway infrastructure is proposed in order to mitigate the impact of the development; and
5. The proposal is in accordance with RPG10 accessibility standards

Travel Plans will be required for major commercial, service and educational development, for smaller developments that would generate a material increase in traffic or where it would help to address a particular local traffic problem which might otherwise mean the development would have to be refused on local traffic grounds.

OPTION B:

The Council will expect all new development to be consistent with the following objectives:

1. Reduce the need to travel especially by car
2. Provide a choice of means of transport
3. Ensure that the needs of people are put ahead of the ease of traffic movement
4. Be in accordance with the Council's approved parking standards
5. Meet RPG10 accessibility standards

- 8.17 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 6 – REGENERATION OF THE CENTRAL AREA

- 8.18 Core Policy 6 would outline the Council's commitment to the regeneration of the central area as set out in the proposed 'Spatial Strategy' discussed earlier. So far we have received positive support for the inclusion of such a policy. Some different options are set out below.

OPTION A:

The City Council will positively encourage the regeneration of the Central Area of Gloucester for suitable uses through new development.

OPTION B:

Development that is not consistent with and/or would cause harm to the Council's approved Spatial Strategy of Central Area Regeneration will be resisted.

OPTION C:

The Council will expect all new development to be consistent with the approved Spatial Strategy.

- 8.19 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 7 – CITY CENTRE AND RETAIL DEVELOPMENT

- 8.20 This policy would set out a commitment towards the protection of Gloucester's Primary Shopping Area and other designated district and local centres. So far we have received positive support for such a policy but concerns have been expressed about it being too prescriptive in terms of the amount of retail floorspace to be provided. Some different options are set out below.

OPTION A:

The City Council is committed to improving the vitality and viability of the City Centre and other designated centres and will support the creation of new district and local centres in appropriate locations and where there would be no harmful impact on an existing centre.

OPTION B:

Planning permission will not be granted for any development that would cause harm to the vitality and viability of a designated centre.

OPTION C:

New retail development on unallocated sites outside designated shopping centres will only be permitted where it can be demonstrated that:

- 1. There is a quantitative and qualitative need for the development.**
- 2. There are no other sites available in or on the edge of a designated centre.**
- 3. The development will not harm the Council's approved Spatial Strategy.**
- 4. The proposal would not have an unacceptable adverse impact on the vitality and viability of a designated centre or centres.**
- 5. The development would be genuinely accessible by a choice of means of transport.**
- 6. The development would not have an unacceptable impact on travel patterns.**

- 8.21 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 8 – MIXED USE DEVELOPMENT

- 8.22 This policy would set out the Council's commitment to mixed-use development in appropriate locations and in relation to appropriate types of use. So far we have received positive support for such a policy provided that it clarifies that mixed-use development may not be appropriate in all locations. Some different options are therefore set out below.

OPTION A:

The City Council will positively encourage mixed-use developments of compatible uses in appropriate locations.

OPTION B:

The City Council will encourage mixed-use development within existing buildings, for new buildings and for larger schemes, including new neighbourhoods.

OPTION C:

The City Council will expect all larger development schemes within the Central Area to incorporate a mix of different uses unless it can be demonstrated that a mixed-use scheme would not be desirable and/or achievable.

- 8.23 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 9 – DESIGN AND DENSITY

- 8.24 This policy would stipulate the need for new development to be of the highest possible quality in terms of design and also to ensure that development makes the most efficient use of land in terms of the density of development particularly in the central area and close to good transport routes, shops and services. So far we have received broad support for such a policy.

8.25 Some different options are set out below.

OPTION A:

The Council will expect high quality development that makes the most efficient use of land whilst respecting the rhythm, density, massing, height, layout and appearance of neighbouring buildings and the landscape of the local area.

OPTION B:

All new development will be expected to be of the highest possible standard of design and make the most efficient use of land in terms of the density of development.

8.26 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 10 – COMMUNITY SAFETY

8.27 Unfortunately Gloucester has a higher than average crime rate. Whilst planning and development cannot directly address the root causes of crime it can help to reduce the opportunity for crime through good design and layout.

8.28 This policy could therefore set out a general requirement for new development to have regard to the issue of community safety. So far we have received positive support for such a policy although it has been suggested that the policy could be contained in the Council's Development Control Policies document. What do you think? Some different options are set out below.

OPTION A:

In the interests of reducing crime and the fear of crime, the Council will expect all new development to have regard to the key principles of community safety.

OPTION B:

In the interests of community safety, planning permission will not be granted for any development that would contribute to an increase in crime or the fear of crime.

OPTION C:

The Council will expect all new development to contribute towards the strategic objective of increasing community safety.

- 8.29 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 11 – PROTECTION OF THE BUILT AND NATURAL ENVIRONMENT

- 8.30 This policy would set out a general presumption against development that would harm the City's built and natural environment. It would apply to Sites of Nature Conservation Interest, Landscape Conservation Areas, the River Severn Floodplain, Conservation Areas, Scheduled Ancient Monuments, Listed Buildings and any other site or building of acknowledged importance. We have received positive support for such a policy to date. Some different options are set out below.

OPTION A:

Development that would cause harm to Gloucester's built and/or natural environment will not be permitted.

OPTION B:

All new development will be expected to protect and wherever possible, enhance the City's built and/or natural environment.

- 8.31 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 12 – COMMUNITY PROVISION

- 8.32 This policy would set out general support for the provision of new community facilities and a general commitment towards the protection of existing facilities including schools, surgeries, meeting places, community centres, youth centres, places of worship and so on. So far we have received positive support for such a policy although it has been suggested that the policy could be contained in the Council's Development Control Policies document. What do you think? Some different options are set out below.

OPTION A:

The City Council will positively encourage the provision of new community facilities in locations that are accessible by a choice of means of transport and are well related to the area they intend to serve.

The loss of existing community facilities will only be permitted in exceptional circumstances.

OPTION B:

Planning permission will be granted for new community facilities in locations that are accessible by a choice of means of transport and are well related to the area they intend to serve.

The loss of existing community facilities will only be permitted where:

- 1. The facility is replaced within the new development; or**
- 2. Where feasible, alternative provision of equal community benefit is provided in an accessible location; or**
- 3. It can be demonstrated that the facility is not in use and is surplus to requirements.**

8.33 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 13 – ACCESS TO SHOPS AND SERVICES

8.34 This policy would seek to support development that would lead to an improvement in people's access to shops and services including jobs, housing, health, education, shops, leisure and community facilities, open space, sport and recreation.

8.35 Only one option is put forward. You are of course welcome to comment on this option and/or put forward your own suggestion. So far we have received mix views on the inclusion of such a policy. What do you think?

OPTION A:

Subject to compliance with other relevant planning policies the Council will positively support new development that would improve people's access to shops and essential services.

CORE POLICY 14 – SPORT AND RECREATION

8.36 This policy would set out a general presumption against the loss of existing sport and recreational facilities in Gloucester other than in exceptional circumstances. It could apply to indoor sports facilities, playing fields, play facilities and other areas of public open space. The policy could also support the provision of new sport and recreation facilities. It could also set out the Council's requirement in relation to developer contributions towards public open space provision.

8.37 So far we have received positive support for such a policy although concerns have been expressed about increasing our requirements too much. Some different options are therefore set out below.

OPTION A:

The Council will expect all residential development and major employment development to provide sufficient quantities of public open space and developers will be expected to pay a commuted sum towards maintenance costs for a period of 10 years from the date of adoption.

The level of open space provision will be a matter for negotiation but will not be less than 2.8 hectares per 1,000 population (28m² per person) for residential development and for major employment development 5% of the gross site area of development or 0.2 hectares, whichever is the greater.

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

OPTION B:

The Council will positively encourage the provision of new sports and recreation facilities in accessible locations that are well served by a choice of means of transport.

The loss of existing sport and recreational facilities will only be permitted in exceptional circumstances.

OPTION C:

Planning permission will be granted for new sports and recreation facilities in accessible locations that are well served by a choice of means of transport.

The loss of existing sport and recreational facilities will only be permitted in exceptional circumstances.

OPTION D:

There will be a general presumption in favour of new sports and recreation facilities in accessible locations that are well served by a choice of means of transport.

There will be a general presumption against the loss of existing sports and recreation facilities unless it can be demonstrated that:

1. There is no longer a demand or prospect of demand for the recreational use of the site and a deficiency would not be created in the short or long term by the development; or

2. The importance of the proposed development outweighs the recreational and amenity value of the site and suitable alternative provision can be found of equivalent or greater recreational or community benefit in easily accessible locations well served by a range of transport modes.

8.38 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 15 – CULTURE AND TOURISM

8.39 This policy would set out a presumption in favour of new cultural and tourist facilities in appropriate locations and a presumption against the loss of existing cultural and tourist facilities other than in exceptional circumstances. This is a new potential policy. Some different options are set out below.

OPTION A:

The Council will encourage the provision of new cultural and/or tourist facilities in the central area particularly where they are well related to existing attractions and facilities.

The loss of existing cultural and/or tourist facilities will only be permitted in exceptional circumstances.

OPTION B:

Subject to compliance with other relevant policies, the Council will grant permission for new cultural and/or tourist facilities in the central area of the City.

The loss of existing cultural and/or tourist facilities will only be permitted where it can be demonstrated that:

- 1. The facility is no longer viable/needed; or**
- 2. Replacement provision is proposed elsewhere; or**
- 3. The facility is inappropriately located in the first instance**

8.40 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

CORE POLICY 16 – DEVELOPER CONTRIBUTIONS

- 8.41 This policy would seek to ensure that where appropriate, the impact of new development is mitigated through the provision of appropriate infrastructure and community services where this is reasonable and related to the development. So far we have received positive support for the inclusion of such a policy provided it is clear that the level and type of any contribution will be a matter for negotiation. Some different options are therefore set out below.

OPTION A:

The City Council will, where appropriate, in determining planning applications, seek to enter into agreement under Section 106 of the 1990 Act and will expect developers to make reasonable contributions, in the form of land or otherwise, towards the provision of infrastructure and community services related to their development proposals.

OPTION B:

The City Council will, where appropriate, in determining planning applications, seek to enter into agreement under Section 106 of the 1990 Act and will expect developers to make reasonable contributions, in the form of land or otherwise, towards the provision of infrastructure and community services related to their development proposals. The nature of any provision or contribution will be a matter for negotiation on a site-by-site basis.

OPTION C:

The City Council will seek to ensure that new development does not burden Gloucester's existing infrastructure and services and where appropriate will seek to enter into a legal agreement with an applicant/developer to ensure that appropriate and reasonable provision is made in order to mitigate the impact of development.

- 8.42 Please let us know your preferred option out of those set out above and why or if you have any other ideas please feel free to put these forward too.

We would like your overall views on the different Core Policies set out above. Are there any key areas that we have missed which need to be addressed through a separate Core Policy?

Do you disagree with any of the potential Core Policies we have listed? If so please let us know and tell us why you disagree.

9. MONITORING AND IMPLEMENTATION

- 9.1 The new system of local development frameworks is intended to be responsive to change with individual documents able to be reviewed independently of others.
- 9.2 A prerequisite of this flexible new system is effective monitoring so that the impact of policies and proposals can be measured with certainty, which in turn will allow decisions to be made to maintain or review policies.
- 9.3 In line with this objective the Core Strategy is required to include within it a Monitoring and Implementation Framework setting set out how the City Council intends to monitor the progress of the Local Development Framework and the degree to which its policies and proposals are being implemented.
- 9.4 We are not consulting in detail at this stage on a proposed Monitoring and Implementation Framework, however in broad terms the framework will address the following matters:
- The extent to which policies/proposals are achieving their objectives
 - Whether these policies are delivering sustainable development
 - Whether policies have had or are having unintended consequences
 - The impact of policies in terms of national, regional and local policy targets
 - The extent to which the assumptions and objectives behind policies/proposals are still relevant
 - Where policies have not been implemented, the reasons for this and what steps need to be taken (e.g. policy revised or deleted)
 - The significant effects of implementing policies and proposals; and
 - How policies/proposals are performing against sustainability objectives and targets.
- 9.5 The Council intends to base its approach on established methodology used by regional planning bodies in their assessment of Regional Planning Guidance.

- 9.6 We will seek to identify which organisations and agencies are responsible for each policy area and will through a series of different indicators seek to identify the extent to which policies and proposals are being implemented.
- 9.7 The Council will prepare an Annual Monitoring Report (AMR) each year which will report on a number of the issues outlined above. The AMR will be submitted to the Secretary of State in December each year and will be made publicly available.
- 9.8 We would like to know if you have any views on the broad approach towards monitoring and implementation set out above. Are there any other issues we should be looking to take into account in assessing the implementation of the Gloucester Local Development Framework?
- 9.9 So far we have received positive support for the draft outline set out above. What do you think?

10. NEXT STEPS

- 10.1 The closing date for comments on this paper is **Wednesday 3rd August 2005**. The comments received in response to the 'Issues and Options' consultation will be taken into account by Officers and will be incorporated into a draft Core Strategy, which will then be published for a six-week 'Preferred Options' consultation in **January 2006**.
- 10.2 A schedule of comments will be made available separately together with Officer responses in order to demonstrate how the comments have been taken into account in drawing up the draft Core Strategy.
- 10.3 Following the preferred options consultation, a final version of the Core Strategy will be submitted to the Secretary of State for approval in **July 2006**. There will be a further six-week period of consultation at this stage and any objections submitted in response to the submitted Core Strategy will be considered through an independent examination.
- 10.4 Following the examination which is likely to take place in March 2007, the Inspector will provide the Council with a binding report and subject to any necessary changes the Council will be in a position to formally adopt the Core Strategy.

GLOSSARY OF TERMS

ABBREVIATION	EXPLANATION
LDF	Local Development Framework – The Local Development Framework is a constantly evolving portfolio of local development documents which will provide the local planning authority’s policies for meeting the community’s economic, environmental and social aims for the future of there area where this affects the development and use of land.
LDS	Local Development Scheme – A public statement identifying which Local Development Documents will be produced and when.
SCI	Statement of Community Involvement – A statement setting out how the Council will involve the community and other interested stakeholders in the preparation of the Local Development Framework.
LDD	Local Development Documents – Sit within the LDF portfolio and comprise Development Plan Documents (DPDs) that have been subject to independent testing and have the weight of development plan status and Supplementary Planning Documents (SPDs) which are not subject to independent testing and do not have development plan status.
DPD	Development Plan Document – Local Development Document that has been subject to independent testing and has the weight of development plan status. Replaces the Local Plan.
SPD	Supplementary Planning Document - Local Development Document that has not been subject to independent testing and does not have the weight of development plan status. Replaces Supplementary Planning Guidance.
AAP	Area Action Plan – A Development Plan Document that may be used by the local planning authority to provide a planning framework for areas of change and areas of conservation. Intended to deal with specific areas and specific requirements such as the redevelopment of an area of derelict land and buildings.
AMR	Annual Monitoring Report – Each local authority is required to prepare an annual monitoring report which assesses whether policies and related targets or milestones have been or are being met, or if not, the reasons why, what impact the policies are having on national, regional and local targets and whether policies need adjusting or replacing.
SEA	Strategic Environmental Appraisal – a generic term used internationally to describe environmental assessment as applied to policies, plans and programmes.

ABBREVIATION	EXPLANATION
SA	Sustainability Appraisal - Sustainability appraisal is as a systematic and iterative appraisal process, incorporating the requirements of the Strategic Environmental Assessment Directive. The purpose of sustainability appraisal is to appraise the social, environmental and economic effects of the strategies and policies in a local development document from the outset of the preparation process.
RSS	Regional Spatial Strategy – Has replaced Regional Planning Guidance (RPG) and forms part of the development plan for the purpose of determining planning applications. Prepared by the Regional Planning Body. The Local Development Framework must be in general conformity with the RSS.
RPB	Regional Planning Body – Responsible for the preparation of the Regional Spatial Strategy. In the case of Gloucester, the RPB is the South West Regional Assembly.
SWRA	South West Regional Assembly – The Regional Planning Body for the South West Region.
RTS	Regional Transport Strategy – The regional framework that will ensure that the investment programmes of local authorities, transport providers and other key stakeholders in the transport sector complement and support the wider regional objective of delivering a more sustainable pattern of development.
PPG	Planning Policy Guidance – National Statements of Planning Policy providing guidance on a range of different topics including housing, retail, employment, transport and so on. To be replaced by Planning Policy Statements.
PPS	Planning Policy Statements – Replace Planning Policy Guidance notes (PPGs). Designed to be more succinct, to separate policy guidance from practical implementation and to distinguish policy from advice.
GHURC	<p>Gloucester Heritage Urban Regeneration Company – The GHURC will be funded by the South West RDA, English Partnerships, Gloucester City Council and Gloucestershire County Council. Representatives from local partners and the private sector will sit on the URC board and be responsible for considering the best way forward in planning a comprehensive vision for future development in the city.</p> <p>Projects will include a new scheme for Blackfriars, the Southwest Bypass, the development of the docks and the Western Waterfront, and the scheme for the former city cattle market.</p> <p>The URC will focus on Gloucester's strengths and will be centred on the city's unique heritage. The idea behind the URC is to bring life back to the historic areas and reflect their special character while creating a new and prosperous urban centre for the 21st Century, encouraging investment into the area and</p>

	<p>improving housing, shopping and leisure facilities. The challenge for the company will be to combine new development with the city's existing heritage.</p> <p>Targets for the URC include:</p> <ul style="list-style-type: none"> ❑ Reclaim and develop 100 acres of brownfield land ❑ Repair and re-use 82 historic buildings ❑ Develop 300,000 sq ft of retail floor space ❑ Build 3,000 - 3,500 new homes ❑ Lever in £1 billion of private sector investment over 10 years; and ❑ Improve infrastructure with a new mainline railway station and inner relief road. <p>The URC will be funded for the first three years. Each year it will receive £750,000 made up of £250,000 from the South West RDA, £250,000 English Partnerships, £125,000 Gloucester City Council and £125,000 Gloucestershire County Council.</p>
<p>EIP</p>	<p>Examination in Public – Development Plan Documents and the Statement of Community Involvement will be subjected to independent scrutiny by way of an Examination in Public. This is essentially a public inquiry that may be dealt with in a number of ways including written representations, round table sessions, informal hearings and formal inquiry sessions (with legal representation present)</p>
<p>LSP</p>	<p>Local Strategic Partnership - A Local Strategic Partnership (LSPs) is a single non-statutory, multi-agency body, which matches local authority boundaries, and aims to bring together at a local level the different parts of the public, private, community and voluntary sectors.</p> <p>The 'Gloucester Partnership' is the Local Strategic Partnership for Gloucester. It was launched in October 2001 and brings together over 60 public, voluntary and community, and private sector organisations. The main purpose of the Partnership is to work together to secure the social, economic and environmental well-being of Gloucester.</p> <p>'Our Gloucester-Our Future', the Community Strategy for the</p>

	City, was adopted by the Gloucester Partnership at its conference on the 14 March 2003. It sets out six ambitions for the city for the next 10 years and targets to be achieved by 2008.
ODPM	Office of the Deputy Prime Minister

SOURCES OF USEFUL INFORMATION

Set out below are some useful sources of information relating to the new planning system and the introduction of the new system of Local Development Frameworks.

1. Planning Portal – Central Government source of information on planning

www.planningportal.gov.uk

2. Office of the Deputy Prime Minister's website. Contains all national and regional guidance and circulars.

www.opdm.gov.uk

3. Planning Aid - provides free, independent and professional advice and support on planning issues to people and communities who cannot afford to hire a planning consultant

www.planningaid.rtpi.org.uk

4. Town and Country Planning Association (TCPA)

www.tcpa.org.uk

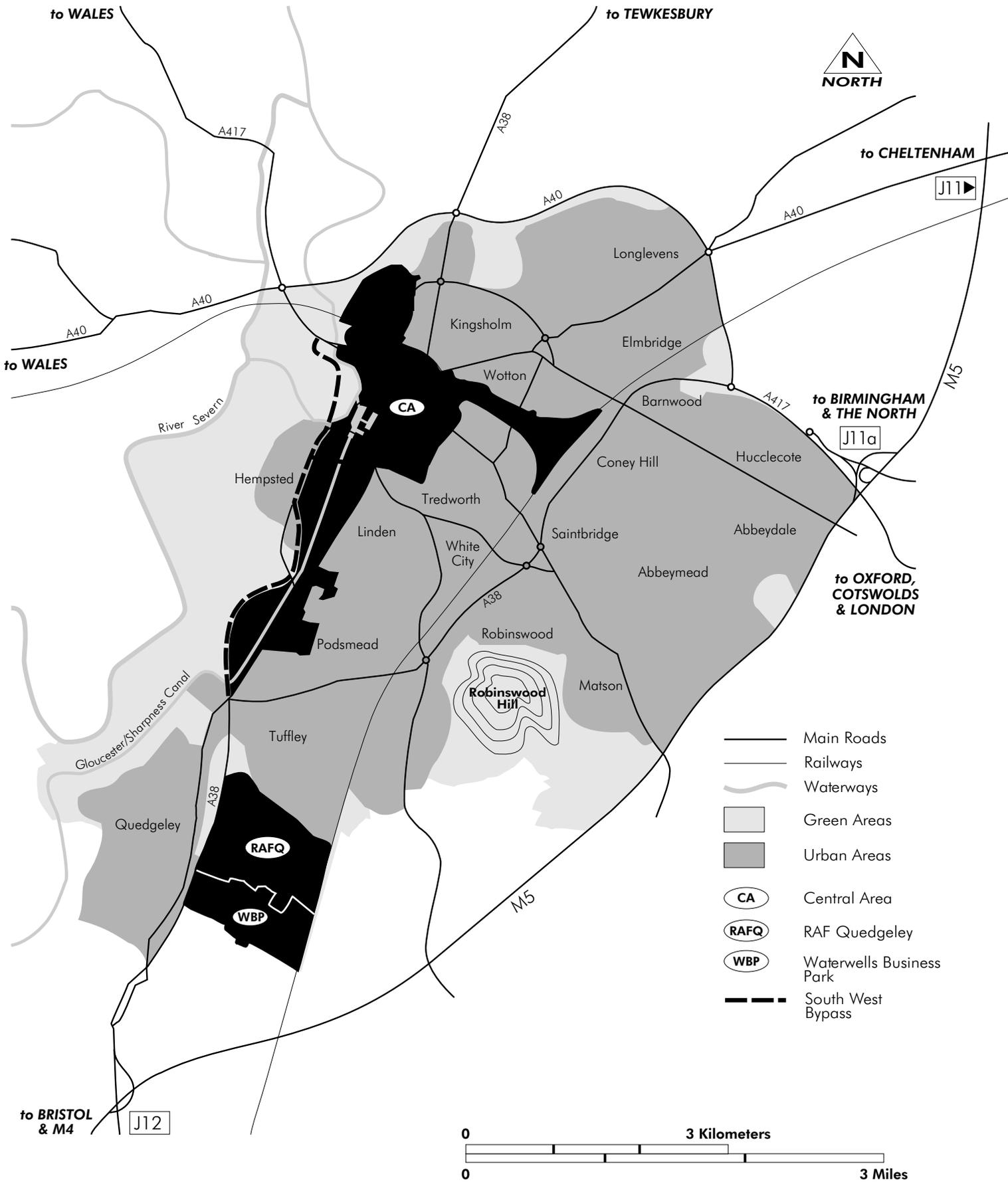
5. Royal Town Planning Institute

www.rtpi.org.uk

6. Planning Magazine – weekly publication covering current planning issues.

www.planning.haynet.com

Appendix 3. Key Diagram



If you have problems understanding
this in English please contact:
Tapestry Translation Services, Corporate Personnel
Services, Herbert Warehouse, The Docks, Gloucester
GL1 2EQ. Tel: 01452 396909.

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 ২ইকিউ
টেলিফোন নম্বর: (০১৪৫২) ৩৯৬৯০৯

Chinese

如果你對明白這些英文有困難的話，請聯絡
達意處翻譯服務
共同人事服務部
何畢貨倉
告羅士打
電話：(01452) 396926

Gujurati

તમોને જો આ ઈંગ્લીશમાં સમજવામાં તકલીફ પડતી હોય તો મદદરેખાની
કદીને નીચેની જગ્યાએ સંપર્ક સાધશો :
ટેપિસ્ટ્રી ટ્રાન્સલેશન સર્વિસ,
કોર્પોરેટ પર્સનલ સર્વિસીસ,
હરબર્ટ વેરહાઉસ, ધ ડૉક્સ,
ગ્લોસ્ટર, ગ્રુએલ ૧ ૨ઈક્યુ.
ટેલીફોન નંબર : (૦૧૪૫૨) ૩૯૬૯૦૯

Urdu

اگر آپ کو یہ انگریزی میں سمجھنے میں مشکل پیش آتی ہے تو براہ مہربانی یہاں
رابطہ قائم کریں:
ٹاپیسٹری ٹرانسلیشن سروس، کورپوریٹ پرسنل سروسز،
ہربرٹ ویئر ہاؤس، دی ڈاکس،
گلوستر جی ایل 1 2 ای کیو
ٹیلیفون : (01452) 396928