

Written and Produced by:

The Local Plan Team  
Planning Services  
Gloucester City Council  
Herbert Warehouse  
The Docks  
GLOUCESTER  
GL1 2EQ

Telephone: (01452) 396831  
Fax: (01452) 396668

[www.gloucester.gov.uk](http://www.gloucester.gov.uk)  
[localplan@gloucester.gov.uk](mailto:localplan@gloucester.gov.uk)

August 2002

<b>CONTENTS</b>	<b>PAGE</b>
<b>List of Policies</b>	i-viii
<b>Chapter</b>	
1. INTRODUCTION	5
2. STRATEGY	9
3. NATURAL ENVIRONMENT	21
4. BUILT ENVIRONMENT	41
5. TRAVEL	57
6. HOUSING	75
7. EMPLOYMENT	93
8. SHOPPING	101
9. COMMERCIAL LEISURE, TOURISM AND CULTURE	113
10. OPEN SPACE, SPORT AND RECREATION	123
11. COMMUNITY SERVICES	133
APPENDIX 1 Sites of Nature Conservation Interest	141
APPENDIX 2 Glos. BAP for Habitats & Species	143
APPENDIX 3 Watercourses within the City	145
APPENDIX 4 Parking Standards	147
APPENDIX 5 Archaeology	151
APPENDIX 6 Housing Land – expected implementation	153
GLOSSARY	
BIBLIOGRAPHY	
PLANS	
<b>List of Plans</b>	
Plan 1 Locational Strategy – Key Development Priorities	
Plan 2 Urban Design Strategy for the Central area	
<b>List of Tables</b>	
Table 1 The Timetable for the Main Stages of the Local Plan	
Table 2 Housing Supply	
Table 3 Housing Commitments at 31 <sup>st</sup> December 2001	
Table 4 Major Employment Land Commitments	
Table 5 Employment Land Supply Since 1991	
Table 7 Land Reserved for Community Services	

# **LIST OF POLICIES**

## **CHAPTER TWO: STRATEGY**

Policy ST.1 Sustainable Development

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

Policy ST.3 Protecting Valued Open Spaces

Policy ST.4 Reducing Travel by Car and Promoting Other Means of Travel

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.12 Key Development Priorities

Policy ST.13 Safeguarding the Strategy

Policy ST.10 Development in the Central Area

Policy ST.11 Phasing RAF Quedgeley

Policy ST.7 Urban Design Principles

Policy ST.8 Creating Attractive Routes to the Centre

Policy ST.9 Mixed Use Development

Policy ST.14 Developer Contributions

## **CHAPTER THREE: THE NATURAL ENVIRONMENT**

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 B.8 Non Identified Sites

Policy B.10 Trees and Hedgerows on Development Sites

Policy B.11 Tree Preservation Orders

Policy LCA.1 Development within Landscape Conservation Areas

Policy FRP.1a Development and Flood Risk

Policy FRP.3 Obstacles in the Flood Plain  
Policy FRP.5 Maintenance of Water Courses  
Policy FRP.6 Surface Water Run Off  
Policy FRP.7 Water Supply  
Policy FRP.8 Renewable Energy  
Policy FRP.9 Light Pollution  
Policy FRP.10 Noise  
Policy FRP.11 Pollution  
Policy FRP.12 Sewage Works Cordon Sanitaire  
Policy FRP.13 Phasing of Development Requiring Sewage Capacity  
Policy FRP.14 Septic Tanks  
Policy FRP.15 Contaminated Land  
Policy FRP.16 Telecommunications  
Policy FRP.19 Protection of Underground Oil and Gas Pipelines

#### CHAPTER FOUR: THE BUILT ENVIRONMENT

Policy BE.1 Scale, Massing and Height  
Policy BE.2 Views and Skyline  
Policy BE.3 Development Framework  
Policy BE.4 Criteria for the Layout, Circulation and Landscape of New Development  
Policy BE.5 Community Safety  
Policy BE.6 Access for All  
Policy BE.7 Architectural Design  
Policy BE.8 Energy Efficient Development  
Policy BE.9 Design Criteria for Large Commercial Development  
Policy BE.10 Design Criteria for Development in the Commercial Core of the Centre  
Policy BE.11 Shopfronts, Shutters and Signs  
Policy BE.12 Landscape Schemes  
Policy BE.13 Landscape Strategy  
Policy BE.14 Native Species

Policy BE.15 Provision of Open Space in Major Development

Policy BE.16 Provision of Public Art

Policy BE.17 Design Criteria for Large Scale Residential Development

Policy BE.18 Vehicular circulation and parking in new residential development

Policy BE.19 Enclosure of Front and Side Gardens on Existing Open Plan Estates

Policy BE.20 Extensions

Policy BE.21 Safeguarding of Amenity

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.26 Relaxation of Policies

Policy BE.27 The Principle of Enabling Development

Policy BE.28 Linking Enabling Development to the Heritage Objectives

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

Policy BE.38 Meeting the Costs

## CHAPTER FIVE: TRAVEL

Policy TR.1 Travel Plans and Planning Applications

Policy TR.2 Travel Plans – Planning Obligations

Policy TR.3 St Anne's Way Bridge Link

Policy TR.4 Developer Contributions St Anne's Way Bridge Link

Policy TR.5 South West Bypass

Policy TR.6 Developer Contributions South West Bypass

Policy TR.7 Land West of the Canal

Policy TR.8 Development at RAF Quedgeley

Policy TR.9 Parking Standards

Policy TR.10 Parking Provision Below the Maximum Level

Policy TR.11 Provision of Parking for People with Disabilities

Policy TR.12 Cycle Parking Standards

Policy TR.13 Central Area Parking

Policy TR.14 Coach Parking

Policy TR.15 Additional Coach Parking Facilities

Policy TR.16 Shared Parking

Policy TR.17 Proposed Car Parks – Western Waterfront

Policy TR.18 Safe & Secure Car Parks

Policy TR.19 Car Park Charging

Policy TR.20 Private Car Parks

Policy TR.21 Cross Centre Public Transport Service

Policy TR.22 Enhancing the Bus & Rail Interchange

Policy TR.23 Services in the Bus & Rail Interchange

Policy TR.24 Enhancing Pedestrian Routes to the Bus & Rail Interchange

Policy TR.26 Park & Ride – Waterwells

Policy TR.27 Bus Priority Routes

Policy TR.28 Contributions Towards Bus Priority Routes and Facilities

Policy TR.29 Home Zones in New Residential Areas

Policy TR.30 School Safety Zones

Policy TR.31 Road Safety

Policy TR.32 Protection of Cycle/Pedestrian Routes

Policy TR.33 Providing for Cyclists/Pedestrians

Policy TR.34 Cyclist Safety

Policy TR.35 Provision of Bicycles with New Residential Development

Policy TR.37 Proposed Pedestrian Priority Schemes

Policy TR.38 Public Footpaths

Policy TR.39 Footpaths/Cycleways Along the River and Canal

Policy TR.40 Taxis

Policy TR.41 Railway Station

Policy TR.42 Proposed New Railway Station – Quedgeley

Policy TR.43 Proposed Rail Freight Terminal

#### CHAPTER SIX: HOUSING

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.9 The Protection of Existing Residential Properties

Policy H.10 Redevelopment Within the Inner Ring Road

Policy H.11 Improving Residential Environments

Policy H.12 The Conversion of Houses to Flats

Policy H.13 The Sub-division of Plots for In-fill Development

Policy H.14 Redevelopment of Existing Housing at a Higher Density

Policy H.15 The Provision of Affordable Housing

Policy H.16 Affordable Housing Mix, Design And Layout

Policy H.18 Lifetime Homes

Policy H.18a Supported and Special Needs Housing

Policy H.19 Static Caravan Sites

Policy H.20 Travelling Showpeople's Site

#### CHAPTER SEVEN: EMPLOYMENT LAND

Policy E.1 Mixed Use Allocations

Policy E.2 Employment Allocations

Policy E.3 Allocations for Employment on Old Employment Sites

Policy E.4 Protecting Employment Land

#### CHAPTER EIGHT: SHOPPING

Policy S.2 Blackfriars

Policy S.2a Baker's Quay

Policy S.6 Monk Meadow

Policy S.5 Cattle Market Site

Policy S.7 Westgate Island

Policy S.3 Kings Square

Policy S.4 The Bus Station Site (MU.3)

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.11 Extension to Quedgeley District Centre

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



## CHAPTER NINE: COMMERCIAL LEISURE, TOURISM AND CULTURE

Policy CL.1 New Major Commercial Leisure Development

Policy CL.2 Westgate Island (MU.2)

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 T.3 New Hotel Development in the Central Area

Policy T.4 Change of Use of Dwellings to Guest Houses

Policy T.5 Provision of a Youth Hostel

Policy T.6 Provision of New Public Toilets

Policy C.1 Cultural Facilities

Policy C.2 The Loss Of Cultural Facilities

Policy C.3 A Multi Purpose Venue

Policy C.4 Cultural Facilities in the Western Waterfront

## CHAPTER TEN: SPORT AND RECREATION

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.1 Rowing Club Facility

Policy SR.2 Playing Fields And Recreational Open Space

Policy SR.2(a) New Rugby Stadium

Policy SR.3 Intensive Use Facilities And Floodlighting

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

## CHAPTER ELEVEN: COMMUNITY SERVICES

Policy CS.1 Protection of Community Facilities

Policy CS.2 Provision of New Community Facilities

Policy CS.3 Land Reserved for a Community Building, Abbeymead

Policy CS.4 New Police Station and Library at Abbeymead

Policy CS.5 Protection of Health Care Facilities

Policy CS.6 Provision of New Community Health Care Facilities

Policy CS.7 Change of Use of Dwellings to Residential Institutions

Policy CS.8 Change of Use of Dwellings to Day Nurseries and Playgroups

Policy CS.9 Land Reserved for Primary Schools

Policy CS.10 The Protection of Higher and Further Educational Facilities

Policy CS.11 Developer Contributions for Education

## CHAPTER ONE: INTRODUCTION

### ROLE AND PURPOSE OF THE PLAN

1.1 This Local Plan sets out our policies and proposals for future development and land use in the city for the period up to 2011.

1.2 The purposes of the Plan are:

- To provide a clear framework and policies against which development proposals in the city can be assessed;
- To provide local policies and land allocations for the city that interpret the adopted Gloucestershire Structure Plan, national and regional policies;
- To provide a clear framework for the co-ordination of infrastructure provision and public and private investment in the city;
- To bring planning issues before the public for debate.

1.3 When adopted the Local Plan, together with the Gloucestershire Structure Plan, Minerals Local Plan and Waste Local Plan, will form the Development Plan for the city. The Local Plan is important because the law requires that decisions on planning applications be made in accordance with the Development Plan unless material considerations indicate otherwise.

1.4 This Revised Deposit version of the Plan has been adopted by the City Council for development control purposes and will be a material consideration in planning decisions. The weight attached to the Plan will increase as it proceeds towards adoption. The Plan must be read as a whole and development proposals will be considered against all the relevant policies.

### THE NATIONAL AND STRATEGIC CONTEXT

1.5 The Plan has been prepared taking account of Government advice in the Planning Policy Guidance Notes (PPG's), and the context set by the Regional Planning Guidance for the South West (RPG 10) published in 1994, and the Gloucestershire Structure Plan Second Review which was adopted in 1999. The thrust of the new Regional Planning Guidance, which looks forward to 2016, is also reflected in the policies of the Plan. The Plan also takes account of the Local Transport Plan for Gloucestershire produced by the County Council.

1.6 Gloucester is identified as a Principal Urban Area in the Regional Guidance where the bulk of new development is to be located. All of these strategic documents acknowledge that towns and cities are the places where people can live most sustainably and minimise travel and use of resources. They support developing under-used urban land and improving the quality of urban environments so that they are where people prefer to live.

### PART OF THE COUNCIL'S CORPORATE PLANS

1.7 This Plan has also been prepared in the context of our Best Value Performance Plan which sets out that the Council's mission is "Improving the Quality of life for all who are involved with our City". The Best Value Performance Plan has six key policy objectives relating to community leadership, access for all, sustainable development, healthy living, culture learning and leisure, and a safe clean and pleasant city.

1.8 We adopted a Local Agenda 21 in December 2000 which included a set of “sustainability criteria”. This has been used in testing the suitability of policies and proposals for the Local Plan.

1.9 We are also preparing a Community Strategy for Gloucester and looking at putting Neighbourhood Partnerships in place. The results of public consultation on the Community Strategy will be taken into account as the Local Plan proceeds towards adoption. Neighbourhood Partnerships will have a key role in developing and implementing ideas for the future planning of individual neighbourhoods.

#### PREPARATION OF THE PLAN AND PUBLIC CONSULTATION

1.10 The Plan has been prepared following extensive public consultation through “Issues Papers” published in spring 2000. The results of the consultation indicated broad support for the main thrust of our vision for the planning of the city. Details of how the consultation was done and who was consulted are included in a separate document, “Gloucester Local Plan - Statement of Public Consultation 2001”. Full details of what people said are set out in the document “Local Plan Issues Papers – Comments July 2000”, and the Council’s response is in a Cabinet Report dated 18<sup>th</sup> July 2000. Details of these documents and how to access a copy are set out in the Bibliography at the end of the Plan.

1.11 The “First Deposit Draft” version of the Plan was the subject of a statutory six-week period of public consultation in June and July 2001. We received a total of 1,282 representations on the Local Plan.

1.12 We have considered the comments on the Plan and more up to date information and made the changes that we think are needed. These changes are now the subject of another six-week period for further comment to be made. After this there will be a Public Local Inquiry to allow unresolved objections to be considered by an independent Inspector. Following the Inspector’s Report we may propose further changes to the Plan which could be the subject of a further statutory consultation period. The intended timetable for the adoption of the Local Plan is set out below. The dates are indicative and will depend on the numbers and complexity of objections to the Plan.

Table 1. The Timetable for the Main Stages of the Local Plan.

• First Deposit Stage	June 2001
• Second Deposit Stage	August/September 2002
• Local Plan Inquiry	April 2003
• Inspector’s Report	April 2004
• Modifications	August 2004
• Adoption	November 2004

#### USING THE PLAN

1.13 The Plan consists of this Written Statement and a Proposals Map.

1.14 The Written Statement begins with a description of the overall strategy for the city, followed by chapters on specific topics and types of development. There are policies which affect the whole area of the City and others which relate to specific sites and areas as illustrated on the Proposals Map. Policies are set in a shaded background and follow the text which gives the justification and explanation for their inclusion.

1.15 In the interests of avoiding repetition policies for particular uses or sites do not duplicate the contents of other general policies. It is stressed that the contents of the Plan must be considered as a whole, and to help with this a List of Policy Headings is included at the front of the Plan.

1.16 The Proposals Map illustrates policies and proposals described in the Written Statement and comprises a City-wide Plan and a Central Area Inset Plan. The keys to these Plans include cross-references to the relevant policies in the text, and sites are numbered to correspond with the lists in the Tables included in the text for information.

1.17 For consistency all information in the Plan relating to the planning status of individual sites and monitoring is based on the situation at 1<sup>st</sup> January 2002. Later planning permissions have not been taken into account.

1.18 At the back of the Local Plan is a Glossary which sets out definitions of terms used in the Plan. There is also a Bibliography which lists details of any documents referred to in the text of the Plan.

### SUSTAINABILITY APPRAISAL

1.19 The Council is required to consider the environmental implications of proposals and policies in the Local Plan. The list of “sustainability criteria” (which includes social and economic criteria as well as environmental) that has been adopted by the Council through the production of a “Local Agenda 21” Strategy has been used in the process of developing the Local Plan policies and proposals. The appraisal of the First Deposit Plan against the adopted criteria is published as a separate document.

### SUPPLEMENTARY PLANNING GUIDANCE

1.20 In addition to the Local Plan we publish Supplementary Planning Guidance (SPG) to give more detailed guidance on certain topics or for specific areas of the city. These are material considerations in considering development proposals. A list of our current guidance that is referred to in the Plan text is included in the Bibliography.

1.21 Published separately to this Plan are the following SPG:

- Sustainable Urban Drainage Systems.
- Travel Plans.
- Standards for the Sub-Division of Houses.
- Affordable Housing.
- Lifetime Homes.
- New Housing and Open Space.

1.21a These were subject to public comment at the same time as the First Deposit Plan. We intend to respond to the comments that were made on them before the Local Plan Inquiry.

1.22 We will continue to produce Supplementary Planning Guidance to assist with the implementation of the Plan including specific Development Briefs and Urban Design Guidelines for sites within the Western Waterfront area.

### MONITORING

1.23 We intend to monitor annually the progress of the implementation of the Plan and the effectiveness of its policies through a report produced in April each year. This information will inform the subsequent review of the Plan. It is intended to review the Plan immediately following adoption in 2004 to take account of the emerging Structure Plan for the period to 2016. The objectives of the policies in the Plan are set out at the beginning of each chapter, and at the end the text sets out the indicators that will be monitored.

## CHAPTER TWO: STRATEGY

2.1 The purpose of the Local Plan Strategy is to set out the vision, aims and objectives of the plan, to describe the locational strategy, to indicate our priorities for accommodating new development and the design quality we will expect from developers.

### A PERIOD OF OPPORTUNITY

2.2 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 to relieve pressure on environmentally sensitive parts of the County. Although the city has fulfilled this role successfully, much of the development in recent years has taken place on the edge of the city, including in neighbouring districts. This happened despite significant opportunities to re-use land in the centre of the city, particularly in the areas alongside the Docks and the Gloucester-Sharpness Canal.

2.3 The role of the city as a centre for growth is set to continue to 2011 through the context set by the Gloucestershire Structure Plan. However, Government policy has evolved to support the better planning of towns. This means that we are now entering a period of great opportunity to make the most of the under-used potential in the Central Area of the city and to make Gloucester a better place to live, work, and visit.

2.4 However, this potential may not be fully realised if an unrestricted flow of development opportunities is provided on the edge of the city, particularly in neighbouring districts. We are currently seeking to resist the development of a new community at Hardwicke just beyond the southern edge of the city because it represents urban sprawl that would impact on the strategy of this Plan. We are also seeking to achieve the phasing of the development of houses at Brockworth on the eastern edge of the city through the local plans for Stroud and Tewkesbury. Phasing this development towards the end of the plan period is consistent with the sequential approach and will maximise the period in which the building of new houses in the centre of Gloucester can gain momentum. We will continue to argue against urban sprawl to the south and for future development to be directed first to sites within the urban area and then to the most sustainable locations outside. These latter locations lie within the current Gloucester/Cheltenham Green Belt. Accordingly, we will continue to argue for the Green Belt to be re-drawn to provide for sustainable development whilst ensuring Gloucester and Cheltenham remain separate, and for the Green Belt to be extended to envelop the city.

### THE NEW CONTEXT – SUSTAINABLE DEVELOPMENT AND “URBAN RENAISSANCE”

2.5 Sustainable development is most commonly defined as “development which meets the needs of the present without compromising the ability of future generations to meet their own needs” (Brundtland Commission 1987). The Regional Planning Guidance for the South West sets out that “Sustainability should be the cornerstone of the Region’s Development Plans and planning decisions” (RPG 10, 1994).

2.6 The main principles of sustainable development are to take a longer term view of resources, to ensure fairness and equity, to recognise that economic, social and environmental concerns are linked, and to involve the community fully in decisions.

2.7 It is now recognised that, to live more sustainably, we need to make better use of existing urban areas to meet development needs. Consequently we need to make towns and cities an attractive first choice for people to live. The idea of achieving an “Urban Renaissance” has been promoted by the Urban Task Force headed by Lord Rogers, and this now underlies the Government White Paper on Urban Areas published in November 2000. Further measures to improve urban areas can now be expected to build on the shift in Government planning policy. This already gives support to town centre locations for major new commercial uses and gives priority to re-using land before green fields are developed.

2.8 It is in urban areas like Gloucester that there is the greatest opportunity to re-use land and buildings, to create mixed use developments giving easier access to services and facilities for all, and to integrate land use and transport so that car use is reduced and walking, cycling, and use of public transport increase. However, meeting development needs in the most sustainable way means also protecting and enhancing historic, cultural and natural assets as well as important open areas within towns if a better quality of life and environment for urban residents is to be achieved.

#### THE AIMS AND OBJECTIVES OF THE PLAN

2.9 Achieving an “Urban Renaissance” for Gloucester requires a wide array of social, economic and environmental issues to be tackled by a range of organisations and authorities. We are committed, through our Best Value Performance Plan, to play a full role both in the way the city’s services are provided and by working in partnership with other agencies.

2.10 The Local Plan can play a significant part through influencing the type and location of new development in the city, by protecting existing uses and facilities, and requiring high standards of design in new development. Our vision is of a city that looks good and feels good. This will be achieved through pursuing the Guiding Aim of the Local Plan which is set out below:

*The Vision: To create a city that looks good and feels good.*

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

2.11 In more detail this means pursuing the following objectives:

- promoting and seeking out the right kind of investment for Gloucester.
- steering new development to places which are best suited to it.
- saving green land, improving the way it looks and its value for nature and leisure.
- concentrating development in central Gloucester which attracts a lot of people.
- encouraging people to live in central Gloucester and in new waterside apartments.
- putting everyday facilities and shops close to where people live.
- encouraging mixed use developments.
- developing first class public transport services and facilities within the city.
- providing a mix of dwellings to meet peoples’ needs at prices which they can afford.
- ensuring that people without a car, or who prefer not to use a car, can easily get to shops and other facilities.
- involving the community in decisions about facilities in their neighbourhoods.
- creating a variety of types of place to live and work.
- achieving the best quality possible of new buildings.
- creating welcoming streets and open spaces in the city.
- ensuring community safety is a principle for all new development.
- creating a linked up open space network.
- ensuring everyone has access to appropriate open space, sport and recreation facilities.
- creating attractive routes into the city.
- protecting and enhancing the historical and cultural assets of the city.
- developing Gloucester as a tourist destination

2.12 Individual new developments may not contribute to all of these objectives. However, if more sustainable development is to be achieved, it is important that environmental, social and economic issues are always taken into account when new development is proposed, and that we seek to achieve positive benefits in all these areas wherever this is possible.

**Policy ST.1 Sustainable Development**

**In assessing proposed new development the City Council will seek to optimise the economic, social, and environmental contribution of the development to the quality of life in the city.**

THE LOCATIONAL STRATEGY

2.13 Gloucester City has an administrative area of 4,071 hectares and a population estimated at 109, 890 (2000). It has a tightly drawn boundary and is almost completely built-up to its northern and eastern limits. Along the western side, the built-up area is bounded by floodplain and the important environment and landscape setting of the River Severn. To the south-east is the strategically important landscape linking Robinswood Hill to the Cotswold escarpment. To the south lies the former RAF base at Quedgeley and its associated farmland. This adjoins the Waterwells Business Park which abuts the administrative boundary and defines the southern edge of the city.

2.14 The city has an unusual form, with the historic centre situated against the floodplain on the western edge, and suburbs confined to the north, east and south. The Gloucester/Cheltenham Green Belt, which lies beyond the city boundary to the north, has resulted in recent development being focused primarily on land to the east and south. In these new suburbs of Abbeydale/Abbeymead and Quedgeley, new District Shopping Centres have been developed.

2.15 The Central Area still provides a location for many jobs, but most recent new employment development has taken place on the edge of the city at Quedgeley in the south, and at Barnwood to the east. There is a further major employment development under construction at Brockworth beyond the city's eastern administrative boundary. The suburbs to the south and east are connected by the former outer ring road which now serves as a central spine road linking these areas. Along this road a number of major shops in sheds have been built, against our wishes, which mainly serve customers travelling by car.

2.16 We have undertaken an Urban Capacity Study (2002) which updates previous work and shows the extent of previously used land, particularly in the centre of the city, that is available for redevelopment. This enables the Plan to take a very positive approach towards controlling the release of greenfield sites in the city, and protecting valuable open areas.

**Policy ST.2 Priority For Developing Previously Used Sites and Safeguarding Greenfield Land.**

**The development of greenfield sites will not be supported where previously used land of a suitable size and location is available and can viably accommodate the development needed.**

**Policy ST.3 Protecting Valued Open Spaces**

**Land with recognised nature, landscape, or recreational value will be protected appropriately according to its value unless there are special circumstances to justify development.**



2.17 The locational strategy of this Local Plan is based not only on the preference for re-using land. It is also based upon sustaining and enhancing designated centres, and reducing the need to travel and enabling other ways of travel to be used than the car. This not only benefits the environment but contributes to our anti-poverty strategy by ensuring that less well off people can have access to the facilities they need.

2.18 To achieve this the Plan aims to ensure that developments which attract a lot of people are wherever possible located in the Central Area. If a facility needs customers from all over the city or beyond, or there is only to be one of its type within the city, then it should be sited where all residents have an opportunity to reach it easily by public transport. This means close to and well connected to the transport hub of the city in its centre. Where this is not possible, other locations will only be considered provided that they are made genuinely accessible by public transport, cycling and walking.

2.19 To reduce the need to travel for everyday needs, the Plan supports the development of facilities in District Centres that are of a scale to serve residents in the surrounding suburban areas, and supports the development of facilities in local centres, including new centres, that meet residents day to day needs in their local neighbourhood.

2.20 In addition, higher density housing development will be encouraged near the centres and along high frequency bus routes to increase the number of people living close to or with good access to facilities.

2.21 This locational strategy is supported by proposals to improve conditions for pedestrians, cyclists and users of public transport in reaching shopping and employment centres. It is vital, given the limited road infrastructure and the planned growth of the city, that we achieve a gradual increase in travel by other means than the car if a pleasant environment is to be achieved and congestion kept in check.

**Policy ST.4 Reducing Travel by Car and Promoting Other Means of Travel**

**The City Council will expect development to minimise the need for car travel and, where appropriate, include measures to promote walking, cycling, and public transport and provide a safe and attractive environment for people who do not have access to a car, or choose not to use one.**

**Policy ST.5 Central Locations for Development which Attracts a lot of People**

**Development which attracts a lot of people or is intended to serve the whole of the city or a wider area, shall be sited in the Central Area where there are suitable sites available.**

**Policy ST.6 District and Local Centres**

**New development which serves suburban areas or the needs of local neighbourhoods shall be located at District and Local Centres respectively where there are suitable sites available.**

**KEY DEVELOPMENT PRIORITIES**

2.25 The Local Plan has to find room for the significant levels of new development set by the Gloucestershire Structure Plan Second Review. To achieve this, the Plan has certain key priorities.

The first three of these from Policy ST.12 are illustrated on Plan 1.

**Policy ST.12 Key Development Priorities**

**The City Council's key priorities for development are:**

- 1. The regeneration of the Central Area particularly the Western Waterfront.**
- 1. The completion of the Inner Relief Road and the Gloucester South West By-pass.**
- 2. The phased mixed use development of RAF Quedgeley.**
- 3. The development of first class public transport services and facilities in the city.**

**Policy ST.13 Safeguarding the Strategy**

**Development that would impact unacceptably on the implementation of the key development priorities of the Local Plan strategy will be resisted.**

Central Gloucester

2.26 There are large areas of under-used land in Central Gloucester and great unfulfilled potential to provide the shops, offices, houses and leisure facilities which residents need. Central Gloucester is at the heart of the community and already contains the main shops, a high number of jobs, the main historical and tourism assets (including the Cathedral and the Victorian Docks). This is all in a location that is the hub of the city's transport network, providing access by public transport to all quarters of the residential suburbs. The regeneration of the Central Area is therefore our top priority for new development.

2.27 We have already published an Urban Design Strategy for Central Gloucester. This sets out a vision of what the Central Area could look like in twenty years time. The illustration of this vision is included as Plan 2. The Urban Design Strategy describes how new development can build on the existing "star attractions" of the centre and create a vibrant, mixed use, and well connected area that will be a pleasure to live in and visit. The "star attractions" comprise the Cathedral and Via Sacra Ecclesiastical buildings, the ancient cross streets of the main shopping area, the Georgian and Victorian terraces and squares, the Docks and the River Severn and its floodplain.

2.27a Development opportunities in the Central Area include part of Kings Square and the Bus Station/Market Parade area, and the two GLOSCAT sites on either side of Brunswick Road. Redeveloping Kings Square and the Bus Station/Market Parade area will help improve linkages from the Primary Shopping Area to the city's bus and rail interchange. GLOSCAT is proposing to relocate within the Central Area, and their existing sites are suitable primarily for new housing, as part of a mixed use development. However, the greatest opportunity to regenerate the Central Area is the Western Waterfront.

2.29 The Western Waterfront comprises a broad strip of under-used land and buildings stretching from the Cattle Market in the north, includes the Blackfriars area behind Westgate and Southgate streets, and continues along the river and canal-side through the Docks to Monk Meadow in the south. The Western Waterfront has seven distinct character areas and is a wonderful opportunity for the mixed-use redevelopment of previously used land. The Plan envisages a significant amount of new residential development here, taking advantage of the unique waterside locations and historic buildings, together with a range of other uses to compliment and expand the offer of facilities available to city residents and visitors.

2.29a Blackfriars is the priority location for expanding the Primary Shopping Area and linking the main shops to the other star attractions of the Cathedral and the Docks. However, there are currently uncertainties over the final form of development together with the viability of this re-development opportunity. Accordingly, we only propose releasing other new comparison retail development, as identified within other character areas of the Western Waterfront, if it can be demonstrated at the time of the application that it will not harm the proposals for Blackfriars. A factory outlet centre is proposed at Baker's Quay, a food superstore at Monk Meadow, and retail warehousing at the Cattle Market. These

redevelopment opportunities, as part of the comprehensive approach to these parts of the Western Waterfront, will need to provide good pedestrian and other linkages with the Primary Shopping Area and the Blackfriars site so that its viability is strengthened over time. The shopping and commercial leisure chapters explain how these sites have been chosen.

2.30 The inclusion of high value uses, like retail, within mixed use developments in this area will be important in making viable schemes that can finance measures to deal with the expected contamination in the area, repair listed buildings and bring them back into use, bring forward additional parking for shoppers and visitors in appropriate locations, fund improvements to bus services and facilities in the city to manage increased travel demands, and help implement the improvements to infrastructure, including those that are identified in the Urban Design Strategy. These improvements to infrastructure include:

- the completion of the inner relief road;
- the traffic-calming and introduction of pedestrian priority on Commercial Road to improve the connection of the Docks area with the Primary Shopping Area and the Cathedral;
- the re-organisation of the roads at Westgate to remove the traffic gyratory and re-connect the island to the commercial core of the centre;
- the reduction of traffic on The Quay and its re-design as a attractive riverside linear public space and pedestrian walkway;
- the improvement of riverside and canalside routes for pedestrians and cyclists;
- the improvement of connections from the built-up area to the riverside meadows;
- the improvement of pedestrian and cycle linkages from the Cattle Market to the primary shopping area; and
- the improvement of bus links across the Central Area to connect the attractions and parking facilities.

2.31 The Western Waterfront has the potential to re-populate and revitalise the Central Area, improving community safety and transforming attitudes and perceptions of the area. This will be supported by the extension of existing bus services into the area to encourage residents to access the area by bus, and the provision of good quality new parking at appropriate locations within the area, linked by high frequency bus routes across the centre.

#### **Policy ST.10 Development in the Central Area**

**Planning permission will be granted for new development in the Central Area provided that it meets all of the following criteria:**

- **supports and is well-linked to the existing attractions of the Central Area and the public transport interchange.**
- **supports the regeneration of the Central Area**
- **reinforces Gloucester's special character and sense of place.**

The Gloucester South West By-pass and the St. Ann's Way Bridge Link (IRR4b)

2.36 These road schemes are critical to the achievement of the Local Plan strategy for development in Gloucester. They are vital to supporting commercial confidence in the centre and raising the profile of development opportunities within the Western Waterfront. The South West By-pass will improve access to the Central Area from the south and its northern section will directly serve the Western Waterfront. Both roads will also allow for a reduction in traffic on other routes in the southern part of the Central Area, and give more priority to pedestrians. This should help to attract people back to live in the centre and create attractive routes between the star attractions of the Central Area. The early completion of the South West By-pass is essential to creating the road capacity that is needed to enable the substantial development of the RAF Quedgeley site and to implement schemes to promote other modes of travel than the car.

RAF Quedgeley

2.34 We consider opportunities for development in the Central Area to be sequentially preferable to RAF Quedgeley. This is because development in the Central Area will contribute to its regeneration as the city's economic and social heart, and involves land which is all brownfield. However, the Central Area cannot accommodate all the development needs of the city in the period to 2011, and the Gloucestershire Structure Plan envisages an urban expansion at Quedgeley to provide new housing and employment. RAF Quedgeley has an area of 140 hectares of which just over half is previously used land. The site offers the potential to provide a community of 2,100 new dwellings and a substantial amount of new employment, taking advantage of and building around the existing natural and historic assets of the site. The development has the potential to be well linked to the existing community of Quedgeley and the facilities provided at the existing district centre, as well as the employment opportunities at Waterwells Business Park. The site also has the potential to accommodate a rail freight terminal to serve the sub-region, and land to the south of the site to the rear of Waterwells Business Park is the preferred site for a new station for local commuting. Land is reserved for these potential uses which may be needed before 2011.

2.35 The development of RAF Quedgeley can help regeneration in the centre by making a significant contribution towards the cost of completing the South West By-pass and improving bus provision in this corridor. We therefore accept that RAF Quedgeley will be developed alongside opportunities in the Central Area, provided that it is properly phased with improvements to the transport infrastructure serving the southern sector of the city. This will ensure that the transport system is able to cope with the increase in travel movements in the area and that unacceptable congestion does not result. Transport study work indicates that the new development should not proceed beyond 500 houses before the Gloucester South West Bypass is completed.

**Policy ST.11 Phasing RAF Quedgeley**

**The development at RAF Quedgeley will be phased with the implementation of the South West Bypass and other transportation improvements to ensure that unacceptable congestion does not result.**

Improving Public Transport

2.35a The city's public transport system includes a core urban bus network, two park and ride sites, taxi services and a city centre mainline rail station and bus interchange. A high frequency bus route operates between Gloucester and Cheltenham. Inter city coaches use the city's bus station, as well as a number of less frequent rural bus services.

2.35b The future development of these services is essential to support sustainable development and for the regeneration of the city. Of particular importance are measures to allow public transport services to avoid traffic congestion on the highway network. The Proposals Map shows bus priority routes that will be used by high frequency bus services. Also, we have identified a local commuter passenger station at Quedgeley. The station would link Quedgeley with the Central Area, and enable employees to use the train to get to their jobs at Waterwells Business Park and on the redeveloped RAF Quedgeley site.

DESIGN QUALITY

2.22 Government has placed increasing emphasis on design and quality in urban regeneration as set out in the Urban White Paper. Good design should be the aim of everyone involved in the development process and will be encouraged by the City Council. We believe that good design can:

- improve the quality of the existing environment;
- attract business and investment;
- reinforce civic pride by helping the city to look good and citizens feel good about their city;
- reinforce positive and distinctive local character;

- encourage more people to choose to live here, especially in the Central Area.

#### **Policy ST.7 Urban Design Principles**

**The City Council will expect high quality development that respects the rhythm, density, massing, height, layout and appearance of neighbouring buildings and the landscape of the local area. New urban spaces, views, landmarks, and other townscape features will be sought in appropriate locations to contribute to the character of the city.**

2.23 We are particularly keen to achieve high quality design along main routes into the city to make them more attractive for residents and visitors travelling to the centre. This will include demanding well-designed buildings and spaces that contribute to the creation of attractive streetscape. This will be particularly important at junctions and roundabouts where 1“landmark” and distinctive buildings will be required to form gateways to the city and help visitors locate themselves. Where appropriate we will seek high quality landscaping within developments and along the adjacent route to enhance the setting of the new buildings.

#### **Policy ST.8 Creating Attractive Routes to the Centre**

**New development alongside main routes to the centre will be expected to be of a high quality to make the routes more attractive to residents and visitors. This will include well-designed buildings and spaces and, where appropriate, landscaping of the route in the vicinity of the development. The appropriate redevelopment of existing poor quality development alongside these routes will be encouraged.**

#### **ENCOURAGING MIXED USE DEVELOPMENT**

2.24 We can mix uses in individual buildings, development in the Central Area and other designated centres, and also in new neighbourhoods. Generally, mixed use development offers the following benefits:

- jobs and services brought closer to people without cars;
- reduced travel, less traffic congestion and pollution;
- more opportunities for social interaction;
- socially diverse communities;
- visual diversity of buildings and uses;
- greater feeling of community safety;
- more efficient use of space and buildings;
- street life and urban vitality;
- support for small scale local businesses.

#### **Policy ST.9 Mixed Use Development**

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

#### **IMPLEMENTATION**

2.37 We are committed through our Service Development processes and Best Value Performance Plan to working towards improving the quality of life of the city both through the delivery of our own services and through working to engage other agencies in achieving our vision for the future of Gloucester.

2.38 The revitalisation of Gloucester’s Central Area is a significant challenge but around which there is great optimism. The Urban Design Strategy for Central Gloucester has been warmly received by a wide variety of stakeholders and has generated significant interest from landowners and developers. Crucially the vision is backed by the South West Regional

Development Agency whose direct involvement will help ensure that the potential of the Western Waterfront and other schemes in the Central Area is realised. We are confident that our willingness to embrace partnership working will see an early start and steady progress to achieving the regeneration of the waterside areas.

2.39 We are already concentrating much effort to put in place a holistic approach to the improvement of the Central Area including:

- Working in partnership with the Regional Development Agency, the Government Office for the South West, the Environment Agency, the County Council, the Gloucestershire Development Agency and landowners to bring about the redevelopment of the Western Waterfront, including the investigation and resolution of constraints to development and the production of development frameworks and guidelines.
- Investigating, with the Local Strategic Partnership, the creation of a Renewal Area in the southern half of the Central Area to bring forward grant assistance for tackling housing, social and economic issues and to generate a greater sense of community.
- Promoting the development of the Council's landholdings at St. Oswald's Park and Blackfriars to achieve key developments and release funds for further improvements to the public realm of the centre.
- Focusing conservation grant assistance in the Central Area through the implementation of a Townscape Heritage Initiative Scheme for Worcester Street, Eastgate Street, Brunswick Road and St. Michael's Square, supported by the Heritage Lottery Fund.
- Opening a new leisure centre in the Central Area on Eastgate Street, and seeking the re-use of the Blackfriars Priory for the City Museum.
- Working with the local education authority and others in the education sector to realise new centrally located buildings for secondary and further education.
- Working with the County Council to seek further funding to accelerate the provision of the South West By-pass.
- Promoting Living Over the Shop schemes and tackling Empty Homes.

2.40 We are confident that these actions are increasing investor confidence so that significant private investment in the Central Areas will soon follow.

2.41 RAF Quedgeley has been bought from the Ministry of Defence by a consortium of developers known as Quedgeley Urban Village Limited. The Consortium aim to have the site significantly developed by 2011, and the early completion of the Gloucester South West Bypass is necessary to achieve this.

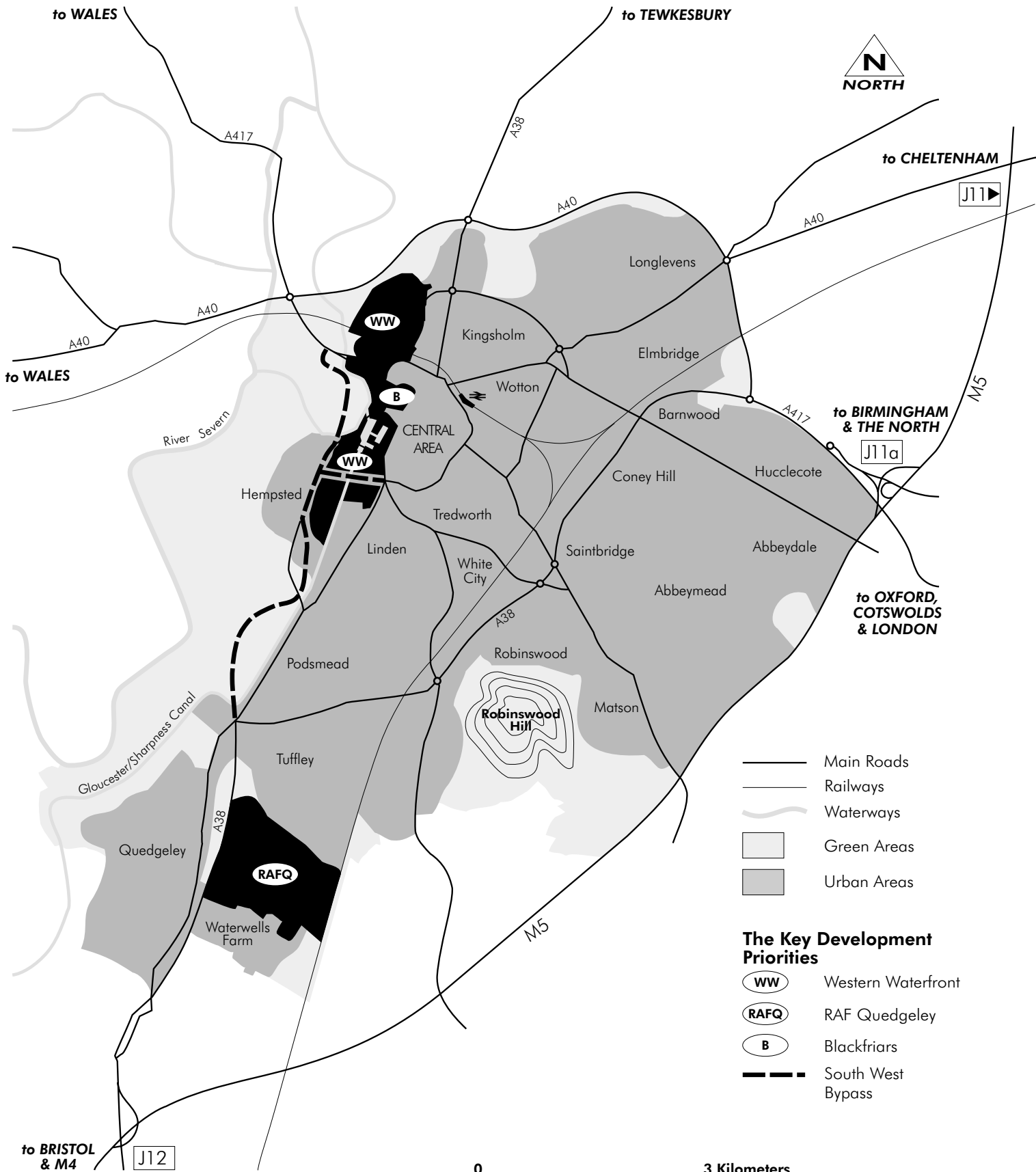
2.42 The Gloucester South West Bypass is supported by the Government Office for the South West and it will be funded partly by developer contributions and partly from public finance. We are working with the County Council as highway authority and the Quedgeley Urban Village Consortium to put in place arrangements to fund the building of the road, which will require significant developer contributions, in advance of substantial further development with completion anticipated in 2005.

2.43 It is important to delivering the vision for Gloucester that the major developments in the Central Area and at Quedgeley make their fair contribution to the infrastructure, facilities and services needed to make them work successfully and contribute to Gloucester's revitalisation. Indeed, to raise the quality of life across the city, it will be important that all new development, wherever it is located, makes its fair contribution to enhancing its local environment. Negotiations with developers over planning obligations will involve both the city and county councils. Whenever possible we will ensure that the local community is involved in deciding how developer contributions are best spent to provide the facilities that are needed.

**Policy ST.14 Developer Contributions**

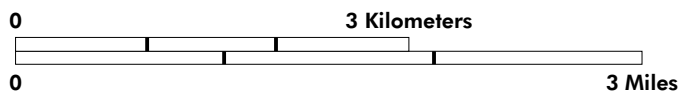
The City Council will, where appropriate, in determining Planning Applications, seek to enter into agreements under S106 of the 1990 Act and will expect developers to make reasonable contributions, in the form of land or otherwise, towards the provision of infrastructure and community services related to their development proposals.

# Plan 1. Key Development Priorities



- Main Roads
- Railways
- Waterways
- Green Areas
- Urban Areas

- The Key Development Priorities**
- WW Western Waterfront
  - RAFQ RAF Quedgeley
  - B Blackfriars
  - South West Bypass

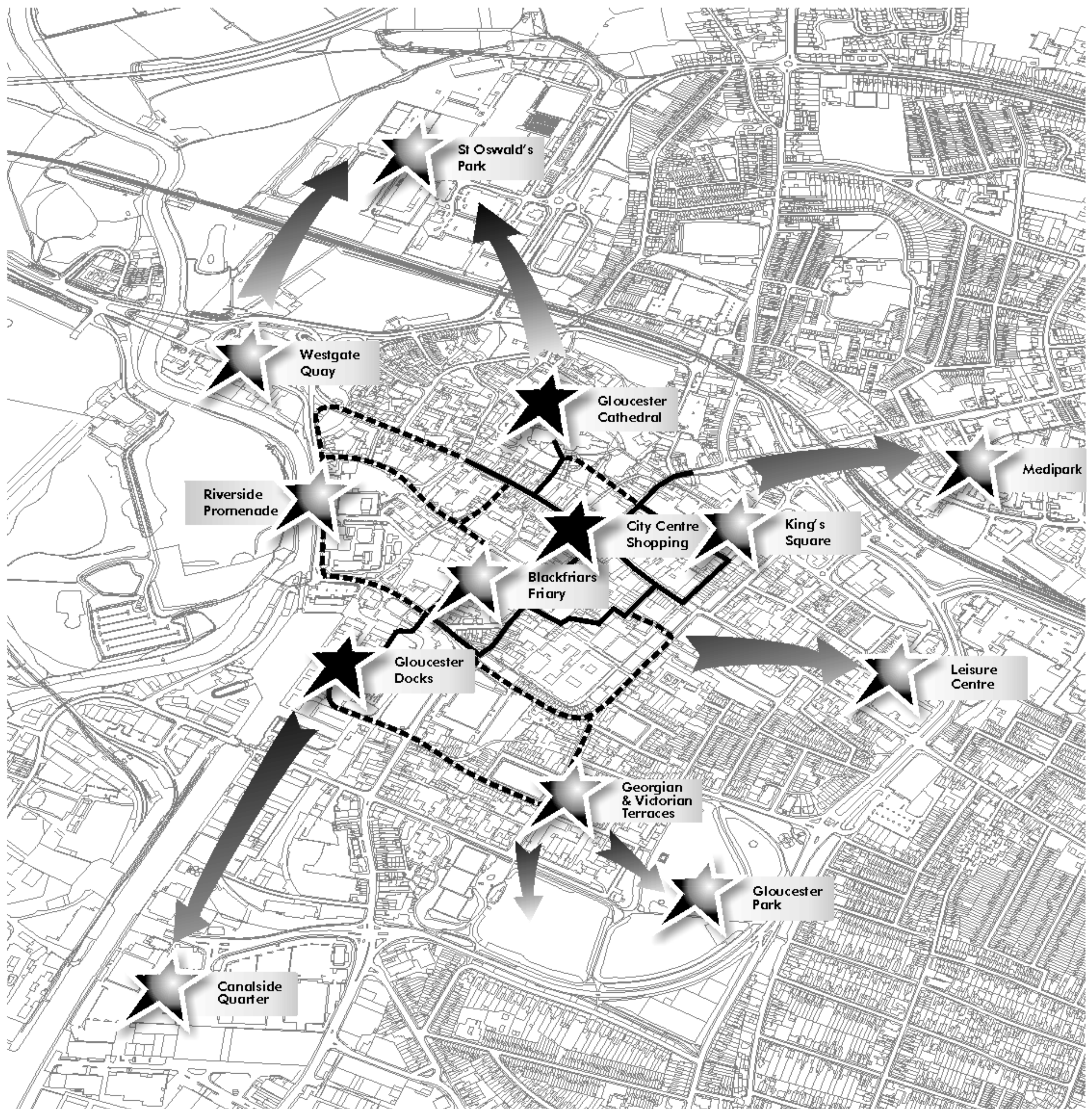


© Crown copyright. All rights reserved. Licence no. LA078050.  
© Gloucester City Council.



## Plan 2. The Urban Design Strategy for Central Gloucester

The Urban Design Strategy sets out a vision for central Gloucester, and a process to guide co-ordinated development towards that goal. It identifies opportunities to enhance tourism and economic prosperity, create quality residential environments and encourage an urban renaissance.



Based upon the 1998 OS 1:1250 and 1:2500 mapping with the permission of the controller of HMSO.Crown Copyright. Licence 078050. ©Gloucester City Council.



Existing Star Attractions



Emerging Star Attractions



Existing good quality pedestrian routes



Enhancement of pedestrian routes and links

## CHAPTER THREE: THE NATURAL ENVIRONMENT

### INTRODUCTION

3.1 The Planning system has always strived to provide for and protect those aspects of the natural environment that people hold dear. As people's appreciation and understanding of the environment has increased, the desire to protect and enhance it has also increased.

3.2 In Gloucester we are fortunate in that high quality environments like Robinswood Hill and the riverside meadows are within walking distance for most people. However protection of a few high profile sites is not enough. If we are to ensure a high quality of life for every one, development will need to be steered to the most appropriate sites. Development must address the issues of biodiversity and landscape as well as the impacts upon the wider environment.

3.3 Saving green land, improving the way it looks and its value for nature conservation is one of the detailed aims of this plan. This chapter sets out our policies for achieving this and other environmental objectives. In doing so it recognises that in achieving a more sustainable city the environmental, economic and social imperatives are not separated from each other but interconnected. We do not protect the environment just for its own sake, but because jobs and social well being are dependent upon it.

3.4 The chapter is divided into three sections. The first deals with biodiversity and how it can be protected and enhanced. The second is concerned with landscape and protecting what is considered to be best in the City. The final section deals with Flooding, Resource management and Pollution. This covers the traditional environmental issues such as renewable energy as well as more immediate environmental problems such as flooding – the two of course are inter-related.

### BIODIVERSITY

#### INTRODUCTION, PRINCIPLES AND ISSUES

3.5 We are moving towards promoting biodiversity, not just nature conservation. Nature conservation traditionally concerns itself primarily with protecting rare species and habitats, typically in nature reserves or similar. Biodiversity is about the totality of life forms we see around us. Enhancement of biodiversity is very much proactive and leads to species and habitat gain.

3.6 This subtle but important shift in policy requires a significant change in the way land use planning addresses the whole issue of wildlife, its conservation and enhancement.

#### Sites of Nature Conservation Interest

3.8 The City of Gloucester Nature Conservation Strategy (updated 1995) identified 31 sites of nature conservation interest. Two have been lost and another six have since been identified. These were evaluated using standard ecological criteria, and given the urban nature of Gloucester, social criteria were also taken into account. All these sites were graded from A (the best) declining in importance through B, C and finally to D.

3.9 Some of the more important sites are also Key Wildlife Sites (KWS) as identified by Gloucestershire Wildlife Trust, which are evaluated in a County Context and also protected by Structure Plan policies. All Sites of Nature Conservation Interest appear on the proposals map and are listed at appendix 1. All KWS in the City are synonymous with Grade A or Grade B sites and are also identified at Appendix 1.

## Biodiversity Action Plan (BAP) for Gloucestershire

3.13 The Gloucestershire BAP (published March 2000) was produced by a wide coalition of partners including local authorities, landowners and businesses as well as organisations directly involved with biodiversity such as the Gloucestershire Wildlife Trust and the Royal Society for the Protection of Birds. The BAP identifies a number of key habitats and species of particular interest in the county that warrant attention due to their scarcity, importance, or because they are experiencing significant decline. The document was produced over 4 years and included a significant consultation exercise. Any habitat or species identified in the plan therefore brings with it added importance. Many species and habitats found within the administrative area of the City are included.

## Natural Areas

3.14 English Nature and the Countryside Commission jointly produced a series of Natural Area Profiles for the country, each describing the particular landscape and biodiversity characters of the defined areas. Gloucester sits within the Severn and Avon Vales. This Natural Area stretches from Bristol to beyond Worcester and Stratford. It has within it habitats and features that are considered important, some of which appear within Gloucester.

## Corridors

3.15 Corridors and links are a vital component of maintaining and enhancing biodiversity. Wildlife cannot exist long term in remote isolated pockets. Some species like mammals need to move around almost on a daily basis, while other such as plants need to disperse and mix their genetic material with others if they are to survive.

3.16 Links and corridors operate on a number of levels. They can be very local. For example a hedge connecting a few gardens. They can also operate at the macro level. For example the River Severn and its washlands acts as a major corridor for the movement and dispersal of wildlife on a regional scale. As global warming becomes more apparent the significance of these macro corridors will increase as they can allow the migration of species and habitats as the climate changes.

3.17 Development has the potential to block wildlife corridors and can have a significant impact on biodiversity. However it can also act in a positive manner and provide new corridors and links between disparate plant and animal communities.

## No Net Biodiversity Loss

3.18 The common perception is that development is bad for nature conservation. People see green fields being 'buried under concrete' and understandably assume that wildlife has gone forever. And yet urban areas are exceedingly diverse habitats. A small area of green space in Gloucester may not be important on its own, but when connected to others by a network of wildlife corridors, including railway embankments, brooks, hedgerows and public open space, it builds into a mosaic of habitats which is capable of supporting many species.

3.19 In the past, especially with low-density suburban type development, large gardens and street tree planting contributed to species rich urban habitats. As densities get higher and demand for land gets greater there is a danger that existing features are lost and no room is provided for new habitats like street trees. We must ensure that important natural features like hedgerows are maintained and new habitats created, for example sensitively designed balancing ponds. Depending on what was on the site before, there is no reason why an industrial or housing development should not support a greater variety of wildlife than before it was built.

Prime Biodiversity Areas

3.20 Prime biodiversity areas (PBAs) are areas that have, or potentially have, particular concentrations of high priority habitat. Within these areas there is a high potential for habitat and species restoration and enhancement. Within a PBA development should promote the biodiversity character of the area and not conflict with opportunities to contribute to biodiversity targets as outlined in the Gloucestershire BAP.

Protected Species

3.21 Law protects certain species. In Gloucester this would include great crested newts, water voles or badgers. If a protected species exists, or is thought to exist on a particular site then development will have to take this into account. It may be that development cannot proceed or if it does then significant mitigation measures may be required. English Nature will need to be involved in any discussions and negotiations.

SITES OF SPECIAL SCIENTIFIC INTEREST (SSSIs)

3.22 There are two SSSIs within the City, Hucclecote Hay Meadows and Robinswood Hill Quarry. Both are in the City Council's ownership and are therefore unlikely to be threatened by development. Adjacent sites are also in the ownership of the Council or have already been developed. Even so over the plan period the situation may change.

**Policy B.1 Sites of Special Scientific Interest**

**Development will not be permitted that would diminish or in any other way have an adverse impact upon, the interest and importance of a Site of Special Scientific Interest.**

SITES OF NATURE CONSERVATION INTEREST

3.23 The Nature Conservation Strategy for Gloucester City identified 31 sites as having nature conservation interest within the City. Six more have since been identified (and two lost). These were ranked by their value from A to D.

3.24 A and B sites are considered most important and will therefore be vigorously protected from inappropriate development. Key Wildlife Sites as identified by the Wildlife Trust, are of similar value (all KWS in the City are designated as A or B sites). Any new KWS site identified will be protected by policy B.2.

**Policy B.2 Sites of Nature Conservation Interest (A&B) and Key Wildlife Sites**

**Development will not be permitted that would harm the ecological or geological interest of a site identified as an A or B site of nature conservation interest or a Key Wildlife Site, unless the City Council is satisfied that the need for the development outweighs its nature conservation importance and that no alternative site is appropriate. Where development is permitted, mitigation or compensatory habitats will be required that over the long term ensure that the overall biodiversity value of the area is enhanced.**

3.25 C & D sites although valuable are not as important as A&B sites as their ecological value can more easily be mitigated against or incorporated into a new development without losing its overall value.



**Policy B.3 Sites of Nature Conservation Interest (C&D)**

**Development will be permitted that impacts upon a site of nature conservation interest identified as a C or D provided that mitigation and/or compensation on or off site is implemented that ensures the biodiversity value of the area is enhanced over the long term.**

3.25a Regarding policy B.2 and B.3, where mitigation or compensation is proposed off site then it is the off site value along with the residual value of the development site that will be assessed for its biodiversity value.

3.25b Other sites of nature conservation interest or Key Wildlife Sites may come to light over the plan period. In the unusual event if this happening then subject to consultation a relevant grading will be assigned and policies applied accordingly.

**CORRIDORS**

3.26 The isolation of habitats through development is a particular concern in an urban area such as Gloucester. The rivers and brooks as they flow through the City form important wildlife corridors, linking disparate communities within the City and to other habitats in the wider countryside. We are concerned that these vital corridors are not sterilised in any way by inappropriate development. An area of land 8 metres either side of watercourses should therefore be kept free from development. The 8 metres should be measured from the top of the bank. Unlike policy B.3 mitigation or off site, compensatory works will invariably be unacceptable, as corridors can rarely be recreated. Certain uses such as Public Open Space may be acceptable in the corridor. If cycle paths, play areas and other similar uses are to be located in this Public Open Space then this will have to be taken into account when calculating the size of the corridor.

3.27 Culverts will be discouraged and bridges will need to be designed to allow the free flow of species. Where development sites include existing culverts we will actively promote their removal. (see Supplementary Planning Guidance on Sustainable Urban Drainage Systems).

**Policy B.4 Corridors**

**Development will not be permitted within 8 metres of the Water Courses identified on the proposals map unless it can be shown that the ability of the water course to act as a corridor for the movement and dispersal of wildlife will not be compromised.**

3.28 The canal and the river Severn are not identified on plan 3 as their interest is protected by policies B.2 and B.3.

**BIODIVERSITY ACTION PLAN SPECIES AND HABITATS**

3.29 The Gloucestershire BAP contains a number of species and habitats that have been identified as being important. Not all of these will be found in areas identified on the proposals map as an A, B, C or D site. The City Council will seek to ensure therefore that development does not compromise the ecological value of a habitat or species identified in the BAP. Appendix 2 lists the various species and habitats identified In the Action Plan as well as information on where to obtain a copy.

**Policy B.5 Biodiversity Action Plan Species and Habitats**

Development will not be permitted that would harm a species or habitat identified in the UK or Gloucestershire Biodiversity Action Plan unless the City Council is satisfied that the need for the development outweighs the ecological value of the species or habitat identified. Where development is permitted, mitigation or compensatory habitats will be required that contribute to UK or Gloucestershire BAP targets and enhances their value long term.

PRIME BIODIVERSITY AREA

3.30 The Prime Biodiversity Area (PBA) is defined as the un-built land to the west of the Gloucester and Sharpness canal (including Hempsted Landfill), and Alney Island. The area is part of the strategically important River Severn Corridor.

**Policy B.6 Prime Biodiversity Areas**

Appropriate development within the Prime Biodiversity Area as defined above will be permitted if it can be shown that the proposal where possible will lead to biodiversity gains in the area. Benefits can be on or off site (though within the PBA) and should be in accordance with the special features as defined in the English Nature/Countryside Commission Natural Area Profile for the Severn and Avon Vales, and/or targets in the Gloucestershire Biodiversity Action Plan.

PROTECTED SPECIES

3.31 Some species are protected by law because of their rarity, ecological importance or the need to safeguard them from deliberate harm or injury. Where a protected species is impacted upon in some way then English Nature will be a statutory consultee and it is likely that they will be involved in any discussions and negotiations.

**Policy B.7 Protected Species**

Development that would cause harm to a habitat of a species protected by law will not be permitted unless the City Council is satisfied that adequate measures are taken to ensure the protection and welfare of the species and the future viability of the population of that species.

OTHER SITES

3.32 Biodiversity is not confined to Sites of Nature Conservation Interest, but is all around us, including potential development sites. If biodiversity decline is to be arrested then all development needs to address the issue. This does not necessarily mean that all biodiversity should be protected on site. It does mean that all development should through landscape planting and other aspects of design take into account the issue of enhancing biodiversity in the long-term.

**Policy B.8 Non Identified Sites**

The design, layout and landscape design of any development shall take account of its ability, over the long term, to enrich the biodiversity value of the city.

INFORMATION ACCOMPANYING A PLANNING APPLICATION

3.33 Although information has been gathered for the Sites of Nature Conservation Interest the richness and value of the sites will vary over time. Some sites hitherto unknown to the authority may come forward, whilst other previously high value sites may decline. The City Council may require an application to be accompanied by a nature conservation survey, giving details of the sites current ecological value, how it relates to neighbouring areas as well as measures to ensure that impacts to any identified nature conservation interest is mitigated against or compensated for. Conditions may be attached to permissions requiring that certain measures be taken.

TREES AND HEDGEROWS

3.34 Trees and hedgerows are an important part of the city's landscape. Not only do they give a sense of maturity and attractiveness to a development, they are also an important wildlife resource. We will therefore, require details to be submitted of all trees and hedgerows on all proposed development sites, including their location, species and condition. Development proposals will need to show how trees and hedges worthy of retention will be incorporated into the development, how future growth will be accommodated and what protective measures will be taken during the development process. Where appropriate conditions will be attached to any consent requiring that development accords with good arboricultural practice. In certain cases tree preservation orders will be served on those trees worthy protection.

3.34(a) Although urban hedgerows are normally exempt from the hedgerow regulations, regard will be had to this legislation when assessing the value of an urban hedgerow and its worthiness for retention. In limited areas of the city where the regulations do apply, we will, where appropriate, issue hedgerow retention notices in order to protect a hedgerow of accepted historic, landscape or nature conservation value.

**Policy B.10 Trees and Hedgerows on Development Sites**

**Where trees and hedgerows make a valuable contribution to the amenity and/or nature conservation value of a site the City Council will seek their retention in development proposals.**

3.34(b) Where trees and hedgerows are to be retained on site we will expect them to be protected in accordance with British Standard 5837 'Code of Practice for Trees in Relation to Construction' or any standard that supersedes this. Where valuable trees cannot be retained within the development then compensatory planting may be required.

TREE PRESERVATION ORDERS

3.35 In certain circumstances trees preservation orders will be served to ensure the long-term protection of important trees. In evaluating trees for formal protection the council will have regard to criteria as laid out in the City Councils Tree Strategy. When assessing applications to do works to trees subject to a tree preservation order or in Conservation Areas then similarly we will have regard to the policies contained in the Tree Strategy.

**Policy B.11 Tree Preservation Orders**

**When making tree preservation orders, the City Council will take into consideration the following:**

- **Existing or potential contribution to public amenity**
- **intrinsic beauty**
- **contribution to the landscape**
- **capacity to screen eyesores**
- **scarcity**
- **wildlife value**

**LANDSCAPE**

3.36 Landscape is not just the appearance of the land but is the result of interaction between physical, biological and human elements. These components come together to create different landscapes, which are modified and evolve over time and are seen in the light of associated human values. Where a distinct pattern of components arises the landscape may be said to have a specific character.

3.37 Landscape character considered of national importance like for example the Cotswolds is defined by Areas of Outstanding Natural Beauty (AONB). None of these directly apply to Gloucester. At the County level however the area between Gloucester urban area and the Cotswolds including Robinswood Hill is identified in the Structure Plan as a Special Landscape Area. Also the scientific value, landscape setting and character and the archaeological remains of the Severn Estuary is identified as having special value and therefore worthy of protection.

3.38 The Structure Plan requires all local plans to identify the precise boundaries of the Special Landscape areas. It also suggests that Local Plans should include policies safeguarding the special interests of the Estuary.

3.39 To identify aspects of landscape character worthy of protection, and to confirm the boundaries of the Special Landscape Area and the Estuary landscape, the City Council commissioned consultants to carry out a landscape assessment for the City.

3.40 Recognising the urban nature of the City and taking on board the comments of the Inspector at the 1993 Local Plan Inquiry the criteria for designation as Local Landscape Conservation Areas are as follows:-

- areas of land which contribute to the setting of the City of Gloucester and/or may be visible from major transport routes which feed into and circulate around the city;
- areas of land which serve to separate built development and create a green lung;
- the intrinsic value of the landscape concerned;
- Areas of Special Landscape Value as defined in the County Structure Plan.

3.41 Areas were then evaluated against the criteria leading to a number of Landscape Conservation Areas being identified; these are reproduced on the proposals map. Detailed site dossiers for each Landscape Conservation Area are available from Planning Services. These define the character of the areas and give reasons for inclusion.

3.42 It is the intention that Landscape Conservation Areas are protected from development that would detract from their character. However, in exceptional circumstances development within an area may be justified if the development is vital to the economic and social well-being of the city and no other suitable site is available.



**Policy LCA.1 Development Within Landscape Conservation Areas**

**Development will not be permitted that would detract from the particular landscape qualities and character of Landscape Conservation Areas unless there are exceptional circumstances. Open air recreational uses and small-scale development required to support them, agricultural development and renewable energy proposals may be acceptable provided they are sensitively located, designed and landscaped.**

FLOODING, RESOURCE MANAGEMENT AND POLLUTION

INTRODUCTION

3.43 Gloucester's location, next to the River Severn, makes it vulnerable to the frequent flood events that are associated with this river. The flood plain is an important feature that provides land where, in times of flood, excess water can flow downstream or can be stored. In this way the flood plain protects land and buildings elsewhere in the city. We recognise the importance of the floodplain and, where possible, the need to restore its capacity where it has been eroded by past developments. We have adopted a Policy Statement on Flood and Coastal Defence to comply with the Government's strategy

DEVELOPMENT IN AREAS OF FLOOD RISK

3.46 There is a need to protect the capacity of the City's watercourses including the River Severn to discharge and/or stem flood flows, and to ensure that new development does not result in an increased risk of flooding, as far as possible, through attenuation on site. It is also important not to impede the flow of water across the flood plain. Buildings or structures can form an obvious barrier but even low level landscape schemes within a car park for example, may impede flow.

3.46a The Environment Agency has a general duty to provide advice on flooding issues. To this end, the Agency produces flood plain maps for stretches of watercourses including the River Severn where such information is available. The area shown on the proposals map is for indicative purposes only and is based on the 1947 flood levels and updated in 2000. There may be areas at risk from flooding that do not appear on this map, developers are, therefore, urged to seek advice from the EA at the earliest opportunity.

3.46b The Environment Agency should therefore be consulted by developers, before submitting a scheme where proposals fall within, or adjacent to, areas where development could contribute to flooding problems. For all such proposals an appropriate flood risk assessment (FRA), as set out in PPG 25 "Development and Flood Risk" (Appendix F), must be carried out by the developer. The FRA will identify the likely frequency and impact of flooding, taking into account the adequacy of flood defences, the effect the development will have both on and off site and an assessment of the impact of climate change. The FRA will inform the planning decision and may identify appropriate design and mitigation measures.

The Risk Based Approach

3.46c PPG 25 also sets out that local planning authorities should apply a risk-based approach to their decisions through the application of a sequential test. Three zones are identified according to degree of flood risk, ranging from little or no risk, through to high risk.

3.46d Little or no risk is where there is a less than 0.1% risk of flooding. The policies below do not apply to these areas. Low to Medium risk is where there is a 0.1% to 1.0% annual probability of flooding. High risk is where the annual probability of flooding is greater than 1%. Within the high risk flood zone there are 3 sub-divisions:

1. Functional flood plain.
2. Undeveloped and sparsely developed areas.
3. Developed areas.

#### Areas at High Risk

3.46e The 'Functional flood plain' is defined as the unobstructed or active areas where water regularly flows in times of flood. Built development in such areas should be wholly exceptional and limited to essential transport and utilities infrastructure that has to be there because no other site can be found.

3.46f 'Undeveloped or Sparsely developed areas' are similar to the above however some development may have taken place in the past. In these areas development should also be exceptional unless that particular location is absolutely essential with no other site being appropriate.

3.46g In Gloucester 'developed areas' will typically be already protected by flood defences and here there may be more scope for development, provided that the appropriate minimum standard of flood defence can be maintained for the lifetime of the development.

3.46.h Where flood defences and related engineering works are proposed, the developer should ensure that recognised ecological, geomorphological, archaeological, landscape and recreational interests are fully taken into account and, where appropriate, mitigation provided.

#### Areas at Low to Medium Risk

3.46i In areas at low to medium risk the opportunities for development are greater but measures may still be required to mitigate potential flood risk. It is important for developers to discuss their proposal with both the Council and the Environment Agency at the earliest practical opportunity to discuss the risks and to identify, in appropriate cases, what design criteria are necessary to mitigate flood risk problems. This would include incorporating suitable sustainable drainage systems to ensure that flows or volumes of surface water discharging to the receiving watercourse are not increased and mimic the existing characteristics of the catchment.

3.46j Where development is permitted in areas at 'Low to Medium' or 'High' risk of flooding, the local planning authority will consider the removal of permitted development rights.

#### **Policy FRP.1a Development and Flood Risk**

**Planning applications within areas of 'Low to Medium' or 'High' risk of flooding must be accompanied by a flood risk assessment (FRA) in accordance with PPG25, Annex F. Sites within the indicative flood plain as defined on the proposals map will be at risk, however, there may be other sites that are at risk (albeit low) where an FRA will be required. Developers are urged to enter in discussions with the EA at the earliest opportunity to assess the risk associated with their site, and where appropriate the detail of any FRA that needs to be submitted. Development will be permitted where an appropriate flood risk assessment has been carried out and the proposed development meets all the following criteria:**

1. There are no other reasonable options available in a lower risk zone.
2. It will not itself be at unacceptable risk from flooding.
3. It will not increase the risk of flooding to third parties within the floodplain or in adjoining areas by reducing flood storage capacity, increasing the depth of flood flows, increasing flow velocities or diverting flood flows.

4. The risk to human life and property is acceptable.
5. A minimum access strip of 8m on main rivers and on ordinary watercourses is provided.
6. Existing flood defences and other existing or potential flood alleviation measures are adequately safeguarded.
7. It would not result in extensive culverting.
8. Where additional flood defences, other mitigation works or warning measures are required they must be fully funded by the developer including adequate provision for ongoing maintenance through a dedicated commuted sum for 30 years.
9. The proposal does not involve significant and unsustainable additional flood defences in undeveloped or sparsely developed areas or within the functional floodplain.
10. Where the EA consider it appropriate the ground floor level of any building shall be a minimum of 600 mm above the designated 1% flood level for that particular locality. Means of access should be above the designated 1% flood level.

#### REMOVAL OF OBSTACLES TO FLOOD FLOW

3.52 To reduce the effects of flood events it is important to enable the free flow of water from watercourses and from flood storage areas. Obstacles to this flow include man-made structures such as embankments and buildings. We will support initiatives to remove such obstacles where there is a proven benefit to flood flow and in support of enhancing the landscape of the Severn Estuary.

#### **Policy FRP.3 Obstacles in the Flood Plain**

**The removal of any structure in the flood plain that will increase the flow of water and reduce the effects of flood events, as advised by the Environment Agency will be supported, subject to archaeological, landscape and nature conservation concerns and satisfactory restoration of the land affected.**

#### MAINTENANCE OF WATER COURSES

3.55 In order to facilitate the maintenance or improvement of rivers and watercourses, we will normally require development proposals to retain an adequate working strip on either side of the channel. Appendix 3 identifies all the significant water courses in the City. Those identified as 'Main Rivers' are regulated by the Environment Agency. Regulation of the other, generally smaller watercourses is the responsibility of the City Council.

#### **Policy FRP.5 Maintenance of Water Courses**

**Development should allow adequate access for future maintenance and/or improvement of a river channel or flood plain. A maintenance strip will be required 8 metres either side of any watercourse in the city. These areas should be kept free of all buildings, fences, walls, dense planting and other obstructions. Such areas are often most appropriately included within areas of public open space.**

#### SURFACE WATER RUN OFF

3.57 Surface water run off and its impact is an issue which has gained importance over the past few years. Although polluting uses may be controlled in some instance, all development, especially where hard surfaces are created will inevitably have an impact upon the water environment. Conditions may be attached to planning permissions, therefore, ensuring systems are installed that prevent pollution occurring.

3.58 Traditionally surface water was disposed of by channelling it into pipes to be discharged into the nearest brook or stream. Dealing with water in this way has a number of problems including depletion of ground water flows, increased flooding and local pollution incidents.

3.59 To overcome these problems, Sustainable Urban Drainage Systems have been developed. These generally ensure that water is dealt with on site. Typically it involves the creation of ponds, wetlands, porous hard surfaces and swales (wide-open ditches located as close to the area where the rain collects as possible). Sustainable urban drainage systems can also be designed to provide an attractive landscape feature that can enhance biodiversity and potentially increase site value.

**Policy FRP.6 Surface Water Run Off**

**Developers will need to demonstrate that proposals for development will not lead to an unacceptable increase in surface water run off, deplete or pollute ground water flows or result in discharges of pollutants into water courses. Developers will be expected to take on board the principles of Sustainable Urban Drainage Systems when submitting planning applications. Where this is not practicable developers will need to show that an alternative method of surface water disposal is incorporated.**

3.60 The City Council has published Supplementary Planning Guidance to assist developers in the design and implementation of Sustainable Urban Drainage Systems.

WATER SUPPLY – DEMAND MANAGEMENT

3.61 Much of Gloucester’s tap water comes from the River Severn, and due to increased abstraction, summer water flows into the Estuary are becoming a concern. Potable water makes up a two thirds of all abstractions and is rising significantly. The average household now uses twice as much water than they did in 1961. With provision for 50,000 extra dwellings in the county over the structure plan period (between 1991 and 2011) demand management of water could over the local plan period become a necessity. House builders especially can help mitigate the problem by installing as part of their development, fixtures and fittings that use water more efficiently.

**Policy FRP.7 Water Supply**

**Developers may be required to show how water management measures will be incorporated into development proposals. This may include rainwater harvesting systems and grey water recycling. The City Council will take advice from the Environment Agency as to when, and if, such measures will be necessary.**

RENEWABLE ENERGY

3.62 Minimising the impact development has on energy usage is dealt with in the Built environment chapter. This section is concerned with proposals for renewable energy generating capacity.

3.63 Reducing dependence upon fossil fuels is a fundamental component of sustainable development and therefore of this Plan.

3.64 Renewable energy is generated by using natural resources that occur and reoccur over a short period of time. There is potential for renewable energy developments including wind, solar, short rotation energy crops (plants grown to be combusted) and even tidal power within Gloucester City’s administrative boundary.

3.67 Of most relevance is the potential for householders to erect their own solar collectors. Many of these will not need planning permission, but some will, and could be potentially intrusive. Proposals effecting listed buildings or within Conservation Areas will also need to be assessed against policies in the Built Environment Chapter.

3.68 The growing of energy crops is an agricultural or forestry practice and therefore does not need planning permission. Buildings and plant associated with these practices however may require consent.

3.68a Buildings and plant required for the processing of energy crops will be directed to existing sites identified for commercial development, unless it is evident that the development is small scale and needed in close proximity to the growing site.

**Policy FRP.8 Renewable Energy**

**Development for renewable energy installations will be permitted provided they are sympathetically sited and designed. However, in sensitive locations the applicant will have to show that a more acceptable site is not available or practical.**

LIGHT POLLUTION

3.70 Light pollution is increasing. It is distracting for people, it can disorientate wildlife, and sadly it blocks out all but the brightest celestial bodies. Sending light up into the sky rather than to where it is needed wastes energy and will be discouraged except where it is required to illuminate interesting or historic buildings, and for security reasons.

3.71 Properly designed lighting units direct their light where it is needed, saving energy and cutting out pollution and trespass. When assessing applications for developments requiring lighting the City council will seek to ensure that light pollution and trespass is kept to a minimum.

**Policy FRP.9 Light Pollution**

**External lighting of new development will be permitted providing that : -**

- 1. The lighting scheme proposed is the minimum required to undertake the task**
- 2. Light pollution and trespass is kept to a minimum**
- 3. There will be no dazzling or distraction of drivers using nearby highways**

3.72 Particular attention will be paid to the impact upon Sites of Nature Conservation Interest, Landscape Conservation Areas and sites on the urban fringes of the City.

NOISE

3.73 Apart from the more obvious noise sources, such as motorways, mechanical and industrial noise, or certain recreational pursuits, other less obvious sources must be carefully considered, such as air handling units (vents, fans, etc.) and refrigeration and compression units.

3.74 The City Council has published Supplementary Planning Guidance on Development and Noise that sets out noise standards in line with current Government guidance.

**Policy FRP.10 Noise**

**Development likely to generate levels of noise which, in its location, is unacceptable either in volume, or duration will not be permitted.**

**Planning permission will not be granted for noise sensitive development in locations where it would be subject to unacceptable noise levels from existing sources, unless, as part of the development , measures can be implemented to permanently mitigate the source of the disturbance.**

374a Some developments may be rendered acceptable by means of amelioration measures such as internal sound proofing or acoustic barriers. In some cases restrictions to hours of operations will be required.

OTHER POLLUTION

3.75 Pollution includes all manner of emissions that can cause harm to people and the environment generally. The role of the planning system is to ensure that potentially polluting new development is acceptable in its location. It is for other relevant bodies including our Environmental Health Section to actually control emissions. Nevertheless, new development should be designed to ensure that it does not lead to unacceptable emissions of pollutants, which may cause health or environmental problems and then has to be controlled by our Environmental Health Section or other agencies. This is particularly relevant where a potentially polluting use is proposed next to a sensitive site (schools, hospitals etc.) It is also incumbent upon the authority to ensure that these potentially sensitive uses are not located near to existing sources of pollution.

**Policy FRP.11 Pollution**

**Development that may be liable to cause pollution of water, air or soil, or pollution through noise, dust, vibration, light, heat or radiation will only be permitted if the quality and enjoyment of the environment would not be unduly damaged or put at risk.**

**Particular attention will be given to development of potentially polluting uses in close proximity to sensitive uses such as schools, hospitals, housing or offices.**

**Development of sensitive uses such as schools, hospitals, houses and offices will not be permitted where they would be adversely affected by existing polluting uses.**

CORDON SANITAIRE

3.76 Severn Trent Water Limited is responsible for sewerage and sewage disposal. They operate Netheridge sewage disposal works south of Hempsted and Longford works to the north of the City. The fields adjoining Netheridge are used for sludge disposal that, in addition to the works itself, create unavoidable smell problems. In order to reasonably prevent development that would be adversely affected by smell, two cordon sanitaires are shown on the proposals map within which development will not generally be permitted. The cordons do not represent the absolute limit of the area where smells can be detected, but are drawn so as not unreasonably to constrain development in the existing built-up area.

3.77 Severn Trent Water Limited have indicated to the Council that it intends to close the Longford works within the plan period. When the works have been permanently closed the part of the policy below which relates to the Longford cordon sanitaire will no longer be valid.

**Policy FRP.12 Sewage Works Cordon Sanitaire**

**Development likely to be adversely affected by smell from Netheridge and Longford works, within the constraint areas defined on the proposals map, will not be permitted.**

**Policy FRP.13 Phasing of Development Requiring Sewage Capacity**

**In the case of development for which increased sewerage and/or sewage treatment capacity is required, the City Council will ensure that occupation does not commence prior to the completion of the improved facilities.**

Septic Tanks & On Site Sewage Treatment

3.78 The City Council is concerned about the use of septic tanks, and will generally oppose their use as they can lead to the pollution of ground water and give rise to other environmental problems.



**Policy FRP.14 Septic Tanks**

The City Council will oppose development dependent on the use of septic tanks in urban areas, and where such use could result in pollution of ground and/or surface water.

Sustainable 'on site' treatment for brown and/or grey water such as reed beds however, may be appropriate. Given the wider environmental benefits that can accrue from the use of this technology the City Council will generally support such treatment of foul water subject to no objections by the Environment Agency.

**CONTAMINATED LAND**

3.79 A key aim of this Plan is to redevelop previously-used land, much of which has been used for industrial purposes in the past, and is liable to be subject to contamination. With the aim of introducing housing and mixed use schemes onto these sites, it is clearly important to ensure that they are "fit for purpose", and that future occupiers are not put at risk from pollution.

3.80 A full assessment of potential hazards and the measures necessary to counter these will be required before applications are determined. Developers should consult the Environment Agency and the City Council's Environmental Health Section prior to submitting a planning application to establish the need for studies to be undertaken into potential effects on water resources and other receptors. Any subsequent planning application will be referred to the Environment Agency for their comments.

**Policy FRP.15 Contaminated Land**

On land that is known to be contaminated, or is suspected of being contaminated, the City Council will generally require planning applications to be accompanied by a thorough survey showing the type and extent of contamination present on site.

On contaminated sites, planning permission will only be granted subject to the implementation of a scheme of measures to remove the contamination or make the land suitable for the proposed end use.

**TELECOMMUNICATIONS POLICY**

3.81 Government policy is to facilitate the growth of telecommunications systems and to this end has allowed some development to take place as permitted development.

3.82 The overall approach is to balance the need and demand for developing telecommunications systems on the one hand and the protection of amenity on the other. The planning system should provide for such development, including new forms of broadcasting, but the appearance of the built environment needs to be protected as far as possible from unsightly equipment.

3.83 Telecommunications operators are allowed to carry out minor developments without requiring planning permission from us although we are consulted on these. Major telecommunications development, including masts or installations over 15m in height require planning permission.

3.84 In considering applications for telecommunications development we will have due regard to the technical and operational requirements and legal obligations of telecommunications operators. We will use the tests set out in Policy FRP.16 below when commenting on minor proposals that do not require planning permission.

**Policy FRP.16 Telecommunications**

Planning permission will be granted for the installation of external apparatus necessary for the transmission or receipt of telecommunications, provided the City Council is satisfied that:

1. The siting and appearance of apparatus, including any location and landscape design requirements, have been designed to minimise the impact of such apparatus on residential amenity and the appearance of the wider urban and rural environment.
2. Installations are sited so as to minimise their effect on the external appearance of the building on which they are installed.
3. Applicants have proved that they have fully explored the possibility of erecting antennas on an existing building, mast or other structure.
4. Applicants who propose to install a mast have considered the need to include additional structural capacity to take account of the growing demands for network development, including that of other operators.
5. Where the proposed site is within 25 metres of an occupied dwelling house, in the interest of residential amenity, applicants will need to show that no alternative more acceptable site is available.

3.84a The City Council keeps a register of consented and notified installations. Operators will be encouraged to utilise this resource when planning expansion of their current network.

3.85 The siting of telecommunications equipment concerns with regard to health. Government policy however is clear. In that, if any base station meets current standards, it should not be necessary for a local planning authority, in processing an application for planning permission, to consider further the health aspects and concerns about them.

**WASTE DISPOSAL**

3.87 The County Council is the waste planning authority and specific policies for guiding waste related development will be found in the Waste Local Plan. The City Council will however, work with the County Council to ensure that the facilities that are needed are directed to the most appropriate site in accordance with the social, economic and environmental principles of 'Best Practicable Environmental Option'.

**UNDERGROUND GAS AND OIL PIPELINES**

3.88a High pressure oil and gas pipelines pass through the plan area. For reasons of safety and maintenance no development should take place directly above these that would make access dangerous or difficult.

**Policy FRP.19 Protection of Underground Oil and Gas Pipelines**

**Proposals for development above or in the immediate vicinity of a high pressure oil and gas pipelines will not be permitted unless it can be shown that maintenance and safety considerations are in no way compromised.**



MONITORING

3.89 Monitoring the success or otherwise of all the policies described in the environment chapter is simply not feasible. The following have been chosen therefore to give an overall indication as to whether or not the plan is achieving its objectives.

- Number of identified sites of nature conservation interest degraded or improved.
- Trees Protected by Tree Preservation Order
- Number of inappropriate developments leading to a loss of Landscape Conservation Areas
- New homes that have flooded.

## CHAPTER FOUR: THE BUILT ENVIRONMENT

### INTRODUCTION

4.1 The Built Environment embraces all aspects of Gloucester's buildings, streets and urban spaces. This chapter sets out our policies for the design of new development and for the protection and enhancement of our Listed Buildings, Conservation Areas and Archaeology.

4.2 The aim of this chapter is to set out policies to:

- Improve the quality of the built environment within Gloucester City;
- Achieve a high standard of design in all new development;
- Protect and enhance the city's distinctive character;
- Secure a high quality of development that is appropriate to its context;
- Promote measures to improve community safety;
- Protect buildings of special architectural or historic interest and Conservation Areas from unsympathetic development and support their enhancement;
- Ensure the protection and preservation in situ of archaeological remains.

4.3 The policies and proposals within this plan seek to support and help implement our broader economic and environmental priorities. For example:

- We are continuing our improvement of the public realm to make the Central Area more attractive to work, visit and live in. This includes our successful and award winning partnership with the County Council to continue to pedestrianise the main shopping streets;
- We are also continuing to promote economic regeneration in the Townscape Heritage Initiative areas by investing in repairs to historic buildings, grants for historic buildings and facelift schemes;
- We have prepared an Urban Design Strategy for the Central Area and an Urban Design Framework for the Western Waterfront;
- We are preparing Development and Design Briefs focussing on brownfield sites in the Central Area;
- We are preparing a Tree Strategy;
- We are regulating 'A' boards;
- We help provide enhanced management of the centre by City Centre Management;
- We are redesigning the city's key streets and spaces as part of a rolling programme of improvements to the pedestrian environment;
- We have published a Building At Risk (BAR) register and we are actively promoting the reuse and repair of buildings at risk;
- We will continue to provide specialist advice and guidance on listed building matters including the preparation of guidance notes for owners and occupiers;
- We will continue to monitor and review the coverage of conservation areas and where necessary we will bring forward proposals to designate new ones or to amend the boundaries of existing ones;
- We will bring forward a programme for the production and adoption as Supplementary Planning Guidance, Conservation Area Appraisals for each conservation area in the city;
- We will designate Worcester Street as a Conservation Area;

## DESIGN

4.4 All new development should be of the highest quality design and appearance. When assessing proposals the City Council will place considerable emphasis on the overall scale, density, massing, height, landscape, layout, access and appearance of the proposal. Gloucester, like many other places, experienced a significant amount of development during the second half of the twentieth century. Much of this development was of a poor quality, utilizing a standardised and often inappropriate design and layout of houses, retail sheds and highways. This has led to a deterioration in the urban quality of the city. It is the aim of the policies set out in this chapter to encourage investors, developers and their agents to contribute high quality developments that can help to re-establish the urban quality of the city. Existing poor quality development will not be accepted as a precedent or justification for future development.

## DISCUSSING DESIGN MATTERS AT AN EARLY STAGE

4.5 We encourage pre-application discussions. On all major schemes we will endeavour to provide a Development Team Approach to ensure that we foster development and secure good quality, sustainable urban design in the city. A guidance note setting out the Development Team Approach is available from the Council's offices.

4.6 Developers should demonstrate how they have taken the policies in this plan into account by, as a minimum, providing a short written statement. This statement should describe the design principles adopted as well as providing illustrative material. In addition to plans and elevations, this material should show the proposed development in its wider context. We will refuse applications that do not adequately take these policies into account.

### Urban Design Strategy

4.7 We have recently published an Urban Design Strategy for Gloucester's Central Area. The Strategy sets out a vision of central Gloucester in 20 years time and a process to guide development towards this goal. The Strategy aims to highlight, enhance and connect the urban assets of the Central Area; uniting its isolated historic zones into a richly varied, accessible whole and encouraging a wide range of activities and land uses (in particular housing) to promote the fullest possible participation in civic life by all sections of the community.

### Urban Design

4.8 In the context of this plan and its policies urban design includes:

- The appearance of proposed new development;
- The proposed development's relationship to its surroundings;
- The proposed development's impact on the character and quality of an area;
- The relationship between different buildings;
- The relationship between buildings and streets, squares, parks, waterways and other spaces;
- The nature and quality of the public realm itself;
- The relationship of one part of the city with other parts;
- The patterns of movement and activity thereby established;
- The complex relationships between all the elements of built and unbuilt space;
- The appearance and treatment of spaces between and around buildings - landscape design;
- Promoting and reinforcing Local Distinctiveness.

4.9 Proposals that are inappropriate to their context, such as those that are out of scale or incompatible with their surroundings, or other poor designs will be rejected.

4.10 Gloucester is an historic city of distinction with many fine buildings that represent a tangible link to our past. One of the key qualities of our historic city is its modest scale and therefore we will expect new development to respect the established scale, massing and height of the city, particularly in its centre. However, it is likely that there will be a number of opportunities to create new landmark buildings in locations where there is not a conflict with the established scale of the city and these will need to be discussed at an early stage with the City Council.

**Policy BE.1 Scale, Massing and Height**

**Proposed development should be of materials, scale, massing and height which sits comfortably with the height of existing adjacent buildings and the surrounding built environment. In certain circumstances there may be an opportunity to create a landmark building that is different in scale to its immediate neighbours, and these will be encouraged and permitted where appropriate.**

4.11 The city has a very distinctive skyline with a clearly defined centre. The Cathedral is the focal point of the skyline and it is imperative that it should remain so. It is therefore important that new developments protect or enhance views of the Cathedral whether viewed as a pedestrian from within the city's streets; from the floodplain and road approaches into the city; or from Robinswood Hill and the hills that surround the city. The development should also ensure that long distance views to key natural landmarks visible from the city, such as May Hill and the Cotswold escarpment, are protected. (Details of views, corridors etc. will be developed as Supplementary Planning Guidance and will be published in due course.)

**Policy BE.2 Views and Skyline**

**Proposed development should respect and protect the city skyline and important views and vistas within the city, views of the surrounding countryside from within the city, and views of the city from the surrounding countryside. It will be particularly important to protect views of the Cathedral.**

4.12 For adjacent sites that are being developed at different times by different owners, we may request the preparation of a masterplan or development framework for all the land to be developed, regardless of ownership. This will ensure that important infrastructure provision is consistent from site to site. This will cover issues such as pedestrian, cycle and public transport linkages, wildlife corridors, drainage and so on are adequately addressed.

**Policy BE.3 Development Framework**

**Where large or significant sites that are adjacent to each other are to be developed separately by different owners, the City Council will encourage the preparation of a development framework for the combined sites. This framework may be jointly commissioned by the adjacent owners to ensure an appropriate level of integration of design, layout, appearance, roads, footways, cyclepaths, natural and other boundaries, services and infrastructure. The framework should normally form part of the submission of an outline planning application**

LAYOUT

4.13 New development in the city should contribute towards the re-creation of traditional relationships between buildings, streets and spaces. Buildings should have clear fronts onto the street edge. There should be no confusion about what is for public and what is for private use. In housing developments private space should normally be located at the rear, accessible only to the residents or occupiers.

**Policy BE.4 Criteria for the Layout, Circulation and Landscape of New Development**

The City Council will permit development if it satisfies the following criteria:

1. Good pedestrian, cyclist and vehicular integration with the surrounding district and with the Central Area;
2. Where appropriate contributes to the open space network;
3. All areas within the site have a clear function and meet the needs of users;
4. The scale and design of buildings relates well to the spaces they enclose or face;
5. Landscape schemes are integrated into the development and provide sufficient space to allow existing and proposed trees, shrubs and other planting to flourish and mature;
6. All public spaces are of sufficient size to comfortably accommodate any planting, street furniture, public art or signs without impeding pedestrian movement;
7. Avoids small leftover areas of public space with no clear functional use;
8. Landscape schemes take up any opportunity for linkage to existing and neighbouring planting thus creating routes and habitats for wildlife;
9. The routes and spaces for pedestrians, cyclists and people with disabilities are safe, secure, convenient and suitable for use at all times;
10. All ancillary facilities, such as bin stores are integrated unobtrusively into the design;
11. There will be adequate daylight and sunlight into and between buildings.

4.14 Community safety is a key corporate priority for the City Council and each development will be assessed to ensure that, as far as possible, the opportunity for crime is minimised by careful consideration of the design without raising the fear of crime. We are currently preparing a Residential Design Guide that will be published in due course. This will become Supplementary Planning Guidance and will contribute significantly to the reduction in opportunities in new development for crime without detrimental effect on the attractiveness of such developments.

**Policy BE.5 Community Safety**

In the interests of community safety the City Council will permit development if it satisfies the following criteria:

1. Pedestrian and cycle routes and public spaces are overlooked and subject to natural surveillance;
2. Private spaces are well defined, have restricted access, and fulfil the role of defensible space;
3. Lighting is located and designed in such a way as to deter crime and reduce the fear of crime;
4. Landscape schemes do not create opportunities for crime;
5. Crime prevention measures are integrated in an unobtrusive manner.

4.15 We are committed to helping to create an environment that can be enjoyed by all members of our community. This includes ensuring that when new development comes forward, we make sure that the scheme is accessible to everyone regardless of their mobility. The Building Control Body will ensure that the Building Regulations are complied with within the buildings and external access to dwellings.

**Policy BE.6 Access for All**

The City Council will seek to ensure that the needs of people with disabilities are adequately catered for in new developments in site layouts, in the provision of suitable car parking where appropriate, and the routes from car parks and bus stops to the buildings' principal entrance.

LOCAL DISTINCTIVENESS AND APPEARANCE

4.16 It is important that safe, attractive, pedestrian-friendly environments are created everywhere in the city. In addition to these characteristics the opportunity should be taken to reinforce the positive local character or identity in the design and appearance of new development. In cases where there is little or no existing identity, or a negative identity, the development should contribute towards the creation of a new positive identity or character. In designing the public realm of new developments developers are encouraged to use a simple and appropriate palette of building and surfacing materials. At a detailed level the City Council will encourage designers to carefully consider the use of appropriate materials, surfaces, boundary walls, railings, gates, fences, and street furniture including lighting and signs.

**Policy BE.7 Architectural Design**

In order to reflect the local character of particular areas, the following criteria will be used to assess the appropriateness of development proposals:

1. The developer should provide a brief summary of any distinctive local characteristics of scale, layout, style, appearance, materials or details and show how these are to be used to lend a local character to the design and appearance of the proposed development;
2. All new buildings should be designed with attention to detail and be harmoniously composed, and to be constructed of high quality materials and finishes;
3. Where appropriate, vertical emphasis in the design, including features and additional storeys, may be encouraged in order to emphasise key corners or the entrances to buildings;
4. New development should respect and protect the setting of the city's historic built environment, natural landmarks and important features;
5. New development should use high quality materials which are sympathetic to the existing character and appearance of the city;
6. New development should avoid the use of light coloured or reflective roofing materials so that the development doesn't have undue prominence when viewed from the surrounding hills;
7. The building line, plot widths and depths, and the visual rhythm of the proposed elevations should respect the existing character of the area.

4.17 We are committed to promoting energy efficiency and supporting sustainability. Therefore, the Council will encourage all developers to consider carefully how they can minimise the energy use of their developments.

**Policy BE.8 Energy Efficient Development**

**The City Council will encourage new development to be designed in a way that, through siting, orientation and layout minimises its energy consumption.**

LARGE SCALE COMMERCIAL AND CITY CENTRE DEVELOPMENT

4.18 Large-scale commercial developments have, in the past, often been overly dominated by the car. The buildings are set back from the road surrounded by large areas of car parking in an environment that is very unfriendly for pedestrians. We are keen to encourage developers to integrate these developments much more into the fabric of the city and to ensure that they are pedestrian friendly.

**Policy BE.9 Design Criteria for Large Commercial Development**

The following criteria will be used to assess any large commercial development proposal in the city:

1. Provide high quality buildings in an attractive setting;
2. Face the main elevations, ancillary office uses and entrances of buildings onto the public realm;
3. Ensure that the layout helps to frame or enclose public spaces;
4. In the case of retail development ensure that windows are provided facing onto the public realm for the display of goods;
5. Ensure that layouts and use of surface materials are designed to give priority to pedestrians;
6. Where large prominent areas of blank wall are unavoidable, ensure that they are well designed and provide visual interest;
7. Locate areas for servicing, and for external storage in unobtrusive positions screened from public places;
8. Allow sufficient space for landscape schemes to include large-scale trees.
9. Ensure that the rooftop design does not encourage nesting Gulls.

4.19 The Central Area contains the commercial core which is the engine of the city's economy and as such is subject to constant investment and reinvestment. We are committed to retaining a vital and viable Central Area and to this end will support new investment in the centre where this supports a lively and active economy and environment.

**Policy BE.10 Design Criteria for Development in the Commercial Core of the Centre.**

The following criteria will be used to assess development proposals in the commercial core of the city centre. Schemes in the centre should:

1. Create high quality buildings that are appropriate in scale and massing to the context of the site;
2. Face the main elevations and entrances of buildings onto the main street;
3. Incorporate a lively, active mix of uses, particularly at street level;
4. Consider the potential for incorporating residential uses into the upper floors of the development;
5. Use materials that harmonise with the predominant materials used in the area;
6. Protect or enhance views of the Cathedral and other historic landmark buildings.
7. Not provide obvious nesting sites for Gulls.

**Policy BE.11 Shopfronts, Shutters and Signs**

Proposals to alter an existing shopfront or sign, or create a new shopfront or sign, should take account of the following guidelines:

1. There will be a presumption in favour of retaining good quality traditional shopfronts where they make a positive contribution to the character of the area and are capable of repair;
2. A new or refurbished shopfront should be designed to take account of the design, style and proportions of the building of which it forms a part and the character of the street in which the proposal is located;
3. Advertisements, signs and notice boards must be appropriate in scale, design and materials to the character and appearance of the building of which it forms a part and the street scene in which the proposal is located;
4. Proposals for external security measures on shop fronts will only be approved where the proposal harmonises with the shop front and the street scene.
5. The new shopfront should be accessible to wheelchair users wherever this is practical;

**6. Hanging or projecting signs must not interfere with the visibility requirements of existing CCTV cameras.**

4.20 Applicants are encouraged to refer to the publication, *“Shopfronts: Design Guidelines for Gloucester”* available from Planning Services.

LANDSCAPE DESIGN

4.21 Landscape design can do much to enhance a development by providing an appropriate setting for buildings and an environment for people to enjoy. It can define spaces, create shelter and privacy, enhance or screen views, extend wildlife habitats and create identity and character.

Thinking about landscape from the outset

4.22 The landscape scheme must be considered as an integral part of the project from the outset and throughout the design process. Where appropriate the layout, implementation and management of landscape schemes will be achieved by the use of planning conditions.

**Policy BE.12 Landscape Schemes**

**Applications for development should be accompanied by a landscape scheme all on a single plan, incorporating hard landscape and planting details. Such plans must:**

- 1. Exhibit a design and choice of hard materials, boundary treatment and planting appropriate to the particular location and existing landscape character, or create a new and distinctive character where this is currently lacking;**
- 2. Retain and incorporate existing natural features such as trees, hedges and watercourses;**
- 3. Ensure, in appropriate developments, especially housing schemes, that adequate space is provided for the planting and maturing of large scale trees;**
- 4. Indicate areas of public open space and amenity land that are proposed for adoption by the City Council.**

4.23 A landscape strategy may be necessary as part of a major development site to be implemented in phases. We will seek to achieve implementation of the strategy by means of planning conditions or an agreement under S.106 of the Act.

**Policy BE.13 Landscape Strategy**

**Development that will involve phased implementation or that will be in multiple ownerships following completion of the development will be required to provide a Landscape Strategy for approval at the outline stage. Subsequent detailed applications will be required to demonstrate conformity with this approved Landscape Strategy.**

4.24 The use of native species in new planting schemes, particularly species that are indigenous to the Vale of Gloucester, will help to increase biodiversity in the city. Using local species means:

- they grow better as they are adapted to the local climate
- they will suit their local context (e.g. urban edge sites)
- they support significantly more species of fauna.

Use of seed and plant stock of local provenance will also be encouraged.



**Policy BE.14 Native Species**

**Where appropriate, the use of native species in planting schemes will be required.**

4.25 Open spaces in the Central Area can offer a range of opportunities for relaxation and recreation to workers, residents and visitors alike, and are often highly valued in built up areas.

**Policy BE.15 Provision of Open Space in Major Development**

**In centrally located major retail and commercial schemes the City Council will require the provision of a space or spaces that are publicly accessible and which can be used flexibly for a variety of cultural and performance activities.**

PUBLIC ART

4.26 Developers of major development schemes should contribute towards art and craft works. The Arts Council has promoted the 'per cent for art' scheme, whereby a proportion of the capital budget of a major development project is set aside to commission works of art.

4.27 In suitable new developments, we will seek the provision of art or artist-designed features. The design and execution of public art should fully involve the local community in which it is located and be properly related to the wider public realm or buildings in the area. In certain circumstances it may be more appropriate that we seek a financial contribution towards conserving a public heritage asset e.g. a statue. We will, in appropriate circumstances, secure such provision through the use of planning obligations.

**Policy BE.16 Provision of Public Art**

**In new major development schemes across the city, the City Council will seek the provision of, or a financial contribution towards the commissioning of, publicly accessible art, craft and design works, or towards the conservation of part of a public heritage asset.**

LARGE SCALE RESIDENTIAL DEVELOPMENT

Density

4.28 The standards for density are contained in government guidance and in the Housing Chapter of this plan. However, density is a key ingredient in the mix to ensure that varied and interesting urban places are created by new development. The adherence to a blanket 'density average' has, in the past, led to monotonous and repetitious standards across the whole development. Higher density development will be expected in central locations, fronting onto the river or canal frontage, overlooking a park or other large open space, and at key node points and centres of activity. At all times the designer should be seeking to ensure that buildings, streets and spaces are experienced at a human scale.

**Policy BE.17 Design Criteria for Large Scale Residential Development**

The City Council will permit development if it satisfies the following criteria or a variation is agreed:

1. There is a clearly articulated design concept demonstrating that the development will complement the existing positive character of the area or create a distinct identity which contributes to the character of the city;
2. The average density is at the maximum that is feasible given the site constraints, need and impact on the local area, Criterion 4 below and the density policy (Housing policy H.7);
3. In addition to housing there is a mix of other uses that support sustainability;
4. A range of housing types and tenures are provided, suitable to the size of the site and its location;
5. All dwellings have an attractive outlook and receive adequate daylight and sunlight, and all existing or proposed dwellings are not subjected to unacceptable overlooking effects or overbearing massing effects;
6. Private rear gardens should back on to each other and wherever possible dwellings shall face onto public places.
7. The front of properties are enclosed by low walls, railings, fences, hedges or gates or an appropriate combination of these to provide defensible space;
8. Private external spaces have gates to prevent unauthorised access;
9. Service access and refuse storage/ collection points are located to minimise nuisance to occupiers of nearby property;
10. Sufficient space is allowed for landscape schemes which include large scale trees

**Policy BE.18 Vehicular circulation and parking in new residential development**

In providing for vehicle circulation and car parking in new residential development the design of the scheme should ensure that:

1. The land taken for vehicle access, circulation and parking is minimised;
2. Roads, cycleways and pavements are logically linked to the adjoining road network;
3. Where provided, garages are of a size and design to encourage regular and convenient use for car parking;
4. Covered storage provision is made for two bicycles per dwelling;
5. The means of calming traffic do not detract from the character of the street scene;
6. Parking areas are overlooked and located close to or within the curtilage of a dwelling with direct access from each property wherever possible;
7. Pavements are constructed to an adoptable standard, are well lit, have an easy surface to walk on for all members of society, and are over-looked from within homes.

Existing Open Plan Estates

4.29 There is an increasing growth in proposals to enclose existing gardens on open plan estates. This can create potential eyesores if enclosure is allowed to take place on a piecemeal basis.

**Policy BE.19 Enclosure of Front and Side Gardens on Existing Open Plan Estates**

Enclosure of gardens and unusable strips of land will be allowed on existing open plan estates provided that the land to be enclosed does not adjoin a footpath link and its enclosure does not harm the visual amenity or community safety of the locality.

Extensions

4.30 Extensions to existing buildings form a substantial element of the development undertaken in the city each year. Unless such development is carefully controlled it can have detrimental effects upon the local environment.

**Policy BE.20 Extensions**

**Planning permission will be granted for the extension of existing buildings provided that:**

- 1. the design is sympathetic in scale, form, and materials to the existing building, and;**
- 2. it has no significant adverse effect on the amenity of nearby properties in terms of height, scale, overshadowing, proximity, or loss of privacy; and**
- 3. the design respects the character and appearance of the street scene, and;**
- 4. it does not unreasonably detract from the existing open area of the site, including garden areas, landscaping, protected trees and areas for essential parking, and;**
- 5. it does not create safety issues on any highway.**

4.31 Development can have detrimental effects upon the amenity currently enjoyed by existing residents and occupiers of adjoining property. It is important that enjoyment and amenity values are recognised and safeguarded.

**Policy BE.21 Safeguarding of Amenity**

**Planning permission will not be granted for any new building, extension or change of use that would unreasonably affect the amenity of existing residents or adjoining occupiers.**

THE CARE AND CONSERVATION OF OUR HERITAGE

4.32 The historic City of Gloucester can claim to be one of the oldest continuously occupied cities in the country. The city can trace its origins to pre-Roman times, though the basis of its ancient street pattern dates from when it was adopted as one of the four coloniae of Roman Britain along with Colchester, Lincoln and York. Its virtually uninterrupted development over many centuries has therefore resulted in the city possessing a diverse historic environment with buildings of all ages still to be found.

4.33 This diverse heritage is the basis of Gloucester's attraction today, and we recognise that the quality and character of the built environment is of prime importance not only to residents but in the development of Gloucester as a centre for tourism, and in attracting new commercial and industrial investment to the city. The policies in this section seek to preserve and enhance this irreplaceable heritage. The policies are grouped under the following headings:

- Listed Buildings
- Conservation Areas
- Archaeology

LISTED BUILDINGS

4.34 There are over 700 listed buildings and structures in the city. These represent our finest examples of buildings of architectural or historic merit. At the time of publication there are 37 grade I, 53 grade II\* and 616 grade II buildings. This illustrates the high number of grade I and grade II\* buildings and structures as a percentage of the whole listed building stock compared to other historic towns and cities. These buildings have been protected because they have special interest that we wish to retain. The guiding principle in considering

a proposal to make alterations to a listed building is whether or not the proposal, if implemented, would preserve or enhance this special interest.

4.35 The majority of these buildings and structures are well maintained and we are keen to encourage this. However, in recognition of the fragile nature of the city's important historic building stock a 'Buildings at Risk' Strategy has been prepared. This identifies listed buildings and scheduled ancient monuments that are in need of repair and re-use and prioritises them for positive action. The register incorporating these buildings is available to the public from Planning Services or on the City Council's web-site.

4.36 Where work is approved for alteration to a listed building the applicant will provide the City Council with a photographic record of the work before, during and after the approved alterations. Alternatively, the applicant will allow the City Council reasonable access to the building before, during and after the approved alterations. This information will be placed on the relevant listed building file.

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

**The Council will ensure that any material alterations to a listed building or development within its curtilage:**

- 1. Preserves or enhances the quality and character of the building or its setting;**
- 2. Respects the period, style, plan, detail and materials of the existing building or structure;**
- 3. Retains internal and external original fabric and features;**
- 4. Does not harm the structural stability or fabric of the building or any adjoining structure;**
- 5. Is carefully researched, (including the submission, in duplicate and free of copyright, of fully detailed architectural drawings and a photographic record of the building and its setting), and professionally executed;**
- 6. In the case of emergency works carried out in the interests of public safety, be carried out in accordance with the above criteria unless an exception has been expressly made by the Council.**

**Policy BE.23 Development Affecting the Setting of Listed Buildings**

**The Council will not permit any development that adversely affects the setting of a listed building.**

4.37 Government guidance makes it clear that the demolition of any grade I or II\* building should be wholly exceptional and should require the strongest justification.

**Policy BE.24 Demolition of a Listed Building**

**The demolition of a listed building, or any substantial part of a listed building, will only be supported in exceptional circumstances and if all of the following criteria are satisfied:**

- 1. That clear evidence is provided to the City Council that all reasonable efforts have been made to keep the existing uses or find viable new uses, and that these efforts have failed;**
- 2. That evidence is provided to the City Council that all reasonable efforts have been made to sell the building at a reasonable figure to someone who is willing to restore it;**
- 3. That every effort has been made to identify a local charitable or community use for the building, or,**
- 4. That the proposal is essential to meet wider community objectives that cannot be achieved anywhere else;**

**Policy BE.25 Consent for Demolition of a Listed Building**

Where consented, demolition shall only commence after proposals for a new development on the site have been approved and a contract let for construction that is relevant to the demolition. The applicant will be required to adequately record the building to a specification approved by the City Council prior to demolition and provide the City Council with an illustrated report of the survey in duplicate and free of copyright.

4.38 Not only is it important to retain historic buildings, but it is also essential to ensure that they are maintained in good repair, and where they are empty, that viable and appropriate uses can be found for them. By virtue of their historic nature, listed buildings are not always capable of meeting modern standards. In some circumstances therefore it may be appropriate to relax certain standards in order to facilitate the appropriate re-use of historic assets.

**Policy BE.26 Relaxation of Policies**

The Council will, to the extent that it is expedient to do so in order to secure the retention, repair or appropriate re-use of a listed building, relax policies and guidance relating to density, daylight levels, highway and parking standards, provided that reasonable standards of health amenity and safety are maintained.

4.39 Enabling development, that is, development that is essential to secure the long-term future of a heritage asset and would not otherwise be acceptable, may be approved if it meets all of the criteria set out in the following policy.

**Policy BE.27 The Principle of Enabling Development**

Where enabling development is proposed affecting a Listed Building or other heritage asset, permission will only be granted when all of the following criteria are met:

1. the enabling development will not materially detract from the archaeological, architectural, historic landscape or biodiversity interest of the asset or materially affect its setting;
2. the proposal avoids detrimental fragmentation of management of the historic asset;
3. the enabling development will secure the long term future of the heritage asset and, where applicable, its continued use for a sympathetic purpose;
4. the problem arises from the inherent needs of the heritage asset, rather than the circumstances of the present owner or the purchase price paid;
5. financial assistance is not available from any other source;
6. it is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the heritage asset, and that its form minimises disbenefits;
7. the financial justification is independently assessed at the expense of the applicant;
8. the value or benefit of the survival or enhancement of the heritage asset outweighs the long term cost to the community (i.e. the disbenefits) of providing the enabling development.

4.40 Where the principle of enabling development is accepted it is vital that it is capable of achieving what it sets out to do and that it is enforcably linked to the achievement of the heritage objectives.

**Policy BE.28 Linking Enabling Development to the Heritage Objectives**

Where the criteria set out in policy BE27 above are met, planning permission will only be granted where:

1. the impact of the enabling development is precisely defined at the outset through the granting of full rather than outline planning permission and;
2. the achievement of the heritage objective is securely and enforcably linked to it with the appropriate regard to current government policy on planning obligations and;
3. the heritage asset is repaired to an agreed standard, or the funds to do so are made available as early as possible in the course of the enabling development, ideally at the outset and certainly before completion or full occupation.

**CONSERVATION AREAS**

4.41 There are 11 conservation areas around the city. They are predominantly concentrated in the Central Area. Each of these areas has a valuable and distinctive character and therefore, proposals for development within conservation areas will be expected to preserve or enhance the character, appearance and/ or setting of the area. We have begun the process of preparing assessments for the Conservation Areas. This will continue until each area is covered by an assessment including policies for the protection and enhancement of the areas. An urban tree strategy is being prepared which will trees to be managed and protected and also opportunities for new planting. Where new development is proposed, contemporary architectural solutions that respond to the context will be encouraged.

**Policy BE.29 Development within Conservation Areas**

Proposals within conservation areas should:

1. Preserve or enhance the character or appearance of the conservation area;
2. Retain the historic street pattern and character of individual streets or other spaces including all historic materials and components;
3. Be of a scale, form, mass, layout, alignment, elevational treatment and overall character that harmonises with those buildings and features that contribute positively to the character of the conservation area;
4. Ensure that important views into and out of the conservation area are retained or enhanced;
5. Protect and, where appropriate, add to the supply of distinctive trees within the urban area.

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

There is a general presumption in favour of retaining buildings and substantial parts of buildings which make a positive contribution to the character or appearance of a conservation area. Applications for the demolition of buildings in conservation areas will be determined having regard to the following considerations:

- 1) the part played by the building in the architectural or historic interest of the area
- 2) the condition of the building and the viability of its retention and continued occupation;
- 3) the wider effects of demolition on the surroundings and on the Conservation Area as a whole, and
- 4) whether the replacement scheme will make a positive contribution to the appearance or character of the area, or bring other substantial benefits to the community that outweigh the harm caused by the loss of the buildings.



**New Policy BE 30a Control of redevelopment within Conservation Areas**

**Planning permission for development involving the demolition of buildings within Conservation Areas will be subject to the imposition of conditions or the negotiation of an obligation under the 1990 Act to provide that demolition should not take place until a satisfactory form of binding contract for the carrying out of works or redevelopment has been entered into.**

**ARCHAEOLOGY**

4.41 (a) There is evidence of continuous human occupation in Gloucester district from the Palaeolithic (Old Stone Age) right up to the present day. The first permanent settlement within the City was a Roman fort established Kingsholm following the invasion of Britain under the Emperor Claudius in 43 AD. In about 65 AD this fort was replaced by a large Legionary fortress covering what is now the modern city centre. The fortress was later established as a civil settlement named *Glevum* for retired soldiers during the reign of the Emperor Nerva (96-98 AD). Following a period of abandonment after the collapse of Roman Rule, the city was reoccupied in the 8th century by the Anglo-Saxons who reused the Roman defences, but established new streets, markets and churches. This provided the framework for the thriving medieval city with its castle, guilds and religious houses, a city which has now been in existence for over 1900 years.

4.41(b) Known archaeological sites and monuments within the City have two levels of protection. The first are Scheduled Ancient Monuments which are protected by law under the Ancient Monuments and Archaeological Areas Act 1979. The second are Areas of Principal Archaeological Interest defined by Gloucester City Council using information contained in the Gloucester Urban Archaeological Database. However, this does not imply that other areas within district are of no archaeological interest. Government planning policy in relation to archaeology is set out in Planning Policy Guidance Note 16 (PPG16, Department of the Environment, 1990). The broad principles set out in PPG16 can be summarised as follows:

- a. There is a general presumption in favour of the physical preservation of nationally important archaeological remains.
- b. The need to assess the archaeological implications of developments before determination of planning applications.
- c. The need to secure a suitable archaeological mitigation strategy; the preferred option being preservation in situ, as against preservation by record (archaeological excavation).

**Policy BE.31 Preserving Sites of Archaeological Interest**

**The City Council will seek to protect, enhance and preserve sites of archaeological interest and their settings.**

4.41(c) Throughout the city there are archaeological sites which are of such importance that they are considered to be part of our national heritage. Given the recognised importance of such sites, it is appropriate that any development on or near these sites should be strictly controlled (see Proposals Map).

**Policy BE.34 Presumption in Favour of Preserving Archaeology**

**Where nationally important archaeological remains, whether scheduled or not, or their settings are affected by proposed development, there will be a general presumption in favour of their physical preservation.**

**Policy BE.35 Scheduled Ancient Monument**

**There will be a presumption against development on the site of, or in the setting of, a scheduled ancient monument except where this would enhance the character and setting of that monument.**

4.42 Continued pressure for development throughout the city and particularly in the historic Central Area means that sites in which there is an archaeological interest are increasingly vulnerable to disturbance. The rich heritage of the city is an important ingredient in its appeal as a tourist centre as well as a source of pride to residents and a valuable source of information about the past. It is therefore vitally important to ensure that when new development proposals are assessed, the case for protecting, enhancing and promoting the archaeological heritage of the city is considered before the decision to grant planning permission is taken. In order to make such judgements, it is necessary for the planning authority to have information about the likely nature and extent of the archaeology in sites before deciding whether to grant planning permission. The City Archaeologist will advise on the information that will be needed to ensure a proper evaluation.

4.43 Known archaeological sites and Areas of Principal Archaeological Interest have been specifically identified as assistance to developers (see Proposals Map and Appendix 5). In view of the peculiarity of archaeology as a resource, knowledge of its existence will change over time and with the advance of technology. There is not an assumption, therefore, that sites or areas which have not been specifically referred to in this plan will not have an historical dimension. If, at the time of a planning enquiry or application, there is good reason to believe that the site may be of archaeological interest, planning applications will be required to be accompanied by appropriate survey information.

4.44 Developers will be encouraged to discuss their development proposals with the City Archaeologist at an early stage, to determine whether there is a need for an evaluation and to include in their research into the development potential of a site, a critical assessment of whether the site is, or likely to be, of archaeological interest.

4.45 In response to the current priority accorded by English Heritage to the definition of the urban archaeological resource in major cities (English Heritage, 1992, Managing the Urban Archaeological Resource), English Heritage have commissioned Gloucester City Council to undertake the Gloucester Urban Archaeological Strategy Project. The Project will consist of three successive stages; an Urban Archaeological Database (GUAD), an Urban Archaeological Assessment (GUAA) and an Urban Archaeological Strategy (GUAS). The GUAS will ultimately guide archaeological planning policy, and enable the better protection and management of the archaeological resource in Gloucester.

**Policy BE.32 Archaeological Assessment**

**Within the areas of principal archaeological interest shown on the Proposals Map, developers will be expected to undertake, before making a planning application, an initial assessment of whether their site is known to, or is likely to contain archaeological remains.**

**Policy BE.33 Archaeological Field Evaluation**

**Where early discussions with the planning authority or the developers own research indicate that important archaeological remains may exist on a development site, developers will be requested to arrange for a field evaluation to be carried out before the application is determined. They will be expected to provide the results of that field evaluation as part of their planning application in order to demonstrate the impact of their proposals on the remains where there is good reason to believe that there are remains of archaeological importance on the site. This information will be a material consideration in the determination of the planning application.**



4.47 With information from a preliminary evaluation of a site, the planning authority and the applicants can together consider how any archaeology should be protected. It may be that alteration to the layout of the scheme would allow the preservation of deposits in situ, and avoid the need for a "rescue" excavation. In view of the rapidly developing science of archaeology, there will be a presumption in favour of the preservation in situ of important archaeological remains, in order to protect these for future recording, exposure or excavation, with the benefit of more advanced levels of technology.

**Policy BE.36 Preservation in Situ**

**There will be a presumption in favour of the preservation in situ of nationally important archaeological remains. The preservation in situ of important archaeological remains will nearly always be preferred.**

4.48 Where the indications are that a site contains important archaeological remains and applicants are unwilling to redesign their proposals to respect the deposits or to guarantee their proper rescue and preservation via a Section 106 Agreement, the City Council may refuse permission on archaeological grounds. In cases where the planning authority have decided that planning permission may be granted, a negative condition may be attached to the planning permission prohibiting the carrying out of the development until the applicant has secured the implementation of a programme of archaeological work, in accordance with a written scheme of investigation, which has been submitted by the applicant and approved by the planning authority.

4.49 If the preliminary evaluation throws up little of importance, it may be decided that a watching brief will be all that is required. There may, however, be cases where there is no alternative but to excavate the site if development is to proceed. The case for the preservation of archaeological remains will be assessed by determining the individual merits of each case, taking into account archaeological policies, all other relevant policies and material considerations, including the importance of the remains, and weighing these against the need for the proposed development.

**Policy BE.37 Recording and Preserving Archaeology**

**In circumstances where development can proceed only after excavation has first taken place, the determination of the application will be subject either to the completion of a S.106 agreement to ensure that a detailed excavation of the site to a specification and programme agreed with the planning authority is undertaken, and that measures are taken to ensure the recording and preservation of any remains to nationally approved standards, or where appropriate to a condition prohibiting the carrying out of development until such an excavation has been carried out and such measures taken.**

4.50 The City Council recognises that Gloucester is an historic city of great national importance which, on the one hand, should be cared for and protected and, on the other, has great potential for enhancement, academic study and subsequent popular interpretation of its past. In recognising its responsibilities in this respect the Council is nevertheless mindful of the fact that resources are limited and that other conflicting important priorities mean that it cannot devote nearly as much of its resources as it would like to protecting and enhancing Gloucester's heritage. For this reason, the Council is aware of the possible role other groups in society, both public and private, might be able to play in nurturing Gloucester's heritage, and is anxious to promote activity by others in this field by helping to launch a suitable organisation whose role is to unite funding for suitable "heritage" projects from a range of public and private sources.

4.51 The City Council will continue to support the existing preservation trust (Gloucester Historic Buildings Ltd.) And will promote its extension to enable both public and private funding to be sought for works to preserve, examine and enhance Gloucester's heritage.

4.52 The City Council will encourage and seek to enter into legal agreements with developers of sites with archaeological interest for the use of part of their sites for displays for the interpretation of the archaeological remains for the public.

**Policy BE.38 Meeting the Costs**

The City Council will encourage and seek to enter into legal agreements with developers of sites with archaeological interest for the use of part of their sites for displays for the interpretation of the archaeological remains for the public and to secure the full costs of the archaeological assessment, excavation and display from the developer.

**MONITORING**

4.53 The following will monitor the success of the built environment policies:

- The number of Community Safety improvements negotiated on submitted schemes.
- The number of applications where improvements to landscape schemes are negotiated through interpretation of policy.
- The number of applications where improvements to the architectural design of schemes are negotiated through interpretation of policy.
- The number of applications for planning permission approved where improvements are negotiated in order to preserve or enhance the character or appearance of a conservation area.
- The number of applications for Listed Building Consent approved with improvements negotiated on design, detail or reduced intervention in the historic fabric.
- The number of buildings successfully repaired and/or re-used and removed from the Buildings at Risk Register.
- The number of listed or other targeted buildings benefiting from City Council administered or promoted grants.
- The number of planning applications where archaeological assessment or evaluation has been required before determination.
- The number of planning applications where an archaeological watching brief has been required by condition.
- The number of planning applications where an archaeological mitigation strategy or excavation has been required by condition.

## CHAPTER FIVE: TRAVEL

### INTRODUCTION

5.1 The aim of this chapter is to set out policies to:

- Improve accessibility to day-to-day facilities for all, especially for those without a car;
- Integrate all forms of transport with the land-use planning process, leading to a better, more efficient transport system;
- Widen sustainable transport choices and reduce reliance on the car for work and other journeys;
- Protect sites and routes which are critical in developing infrastructure, to widen transport choices for both passengers and freight movements.

5.2 The car dominates transport in Gloucester. Over 70% of Gloucester residents use a car, either as a driver or as a passenger, for their journey to work. The amount of traffic in Gloucester is also growing. Between 1985/86 and 1996/97, traffic growth in Gloucester averaged 2.6% per year. This compares with a national average of 1.5% per year.

5.3 Walking, cycling and public transport must play a greater role if we are to successfully address the problems of congestion and pollution. We need to give priority within the limited road space, and in the provision of new routes, to these forms of travel. The travel policies in this Plan focus on the promotion and development of these more sustainable forms of transport.

5.4 The policies set out below reflect the locational strategy in policies ST.4, ST.5 and ST.6. They will support these policies when assessing the travel implications of development proposals.

5.5 Whilst the aim of this chapter is to reduce the dependence of people on the car for journeys within the city, and hence does not generally promote road building as a method to ease congestion, there are exceptions. The South West Bypass and the final spur of the Inner Relief Road at St Anne's Way Bridge are identified in policy ST.12 as a priority to support the regeneration of the Western Waterfront and enable the development of RAF Quedgeley. Aside from these two roads, no other major road building schemes are proposed in this Local Plan.

### WHAT IS CURRENTLY BEING DONE?

5.6 A number of initiatives implemented around the city are attempting to tackle some of the travel objectives of this Local Plan:

- Two Park & Ride facilities offer an alternative to driving into the Central Area by car from the northern and southern approaches to the city.
- The Safer City project has successfully introduced traffic calming measures with a resultant increase in pedestrian and cyclist safety.
- New and improved bus services, such as the express bus from Abbeymead to the Central Area, help to attract people onto public transport and to leave their cars at home.
- Gloucester, as part of a European consortium, has won a bid to implement a pilot car sharing scheme based on a sophisticated central database of participants accessed via our website. This project is designed to help reduce congestion on our roads, especially at peak times.
- The County Council is currently preparing a Park and Ride strategy. This strategy will identify appropriate sites for Park and Ride facilities to serve the needs of Gloucester in the future.

TRAVEL PLANS

5.7 A Travel Plan is a general term for a package of measures tailored to the needs of individual sites, aimed at delivering sustainable transport objectives. It involves the development of a set of mechanisms, initiatives and targets that together can enable organisations to reduce the impact of travel and transport on the environment. Unacceptable development will not be permitted because of the existence of a travel plan.

5.8 The outcomes from implementation of Travel Plans include:

- Reductions in car use (particularly single occupancy journeys)
- Increased walking, cycling and public transport use;
- More environmentally friendly delivery and freight movements, including home delivery services.

5.9 We will require travel plans to accompany planning applications for large developments, for developments that will generate a large amount of travel, or for development that may cause local traffic problems such as unacceptable congestion or off-site parking problems. Travel Plans should be prepared in conjunction with the local authority and transport providers. The Travel Plan shall be subject to a S.106 Agreement in line with the council's published supplementary planning guidance. This guidance sets out the circumstances a Travel Plan will be required and what issues it should address. The same thresholds should be applied to identify 'large' or 'major' development as contained in Appendix 4 Table A.

5.10 We will encourage existing users of premises to adopt such plans.

5.11 We will seek either through a planning condition or a planning agreement with the developer, to ensure that the targets set in the travel plan are achieved, with contributions made for:

- Off site improvements for walking, cycling and public transport including strategic links, provision of services and upgrading of facilities and control of on street parking in the vicinity of the site.
- An annual survey of the travel habits of employees and users of the premises including parking in the vicinity of the site.

**Policy TR.1 Travel Plans and Planning Applications**

**Travel Plans will be required to accompany planning applications in the following circumstances:**

- 1. for major commercial, service and educational developments;**
- 2. for smaller developments that would generate a material increase in traffic; or**
- 3. where a travel plan would help address a particular local traffic problem which might otherwise mean a development would have to be refused on local traffic grounds.**

**Policy TR.2 Travel Plans – Planning Obligations**

**In determining planning applications for major commercial, service and educational developments, the City Council will seek to enter into an agreement under Section 106 of the 1990 Act for adoption of a Travel Plan prior to occupation.**

PLANNING & TRAVEL – NEW ROAD SCHEMES

5.12 The Department of the Environment, Transport for the Regions is responsible for the improvement and maintenance of trunk roads in the city. The County Council is responsible for all other roads, and for preparing the Local Transport Plan for Gloucestershire. The City Council, however, carries out most of the highway improvements, maintenance and traffic management in the city under an agency agreement with the County Council.

5.13 The Gloucestershire Structure Plan Second Review states that the Inner Relief Road Stage 4 (St Anne’s Way Bridge Link) and the South West Bypass (SWBP) will be constructed during the period up to 2011.

5.14 These road schemes are important to help achieve major new development in central and southern Gloucester. These two roads will enable traffic on other routes into the Central Area to be reduced, allowing further pedestrian, cycle, and bus priority schemes to be implemented.

5.15 The Structure Plan also states that the Highways Agency will make improvements to Junction 12 of the M5, providing a junction without movement restrictions, in the period up to 2011.

St Anne’s Way Bridge Link

5.15 (a) New development along the Bristol Road corridor, including land west of the canal, should contribute to the construction of St Anne’s Way Bridge Link. The level of contributions sought from each proposal will be assessed on its own merits, in particular by the amount of traffic generated by the development.

**Policy TR.3 St Anne’s Way Bridge Link**

**The City Council will seek the early completion of the St Anne’s Way Bridge Link. Land for this link will be safeguarded as shown on the proposals map.**

**Policy TR.4 Developer Contributions to St Anne’s Way Bridge Link**

**In determining applications for any development which would result in a material increase in the volume of traffic using Bristol Road, Southgate St, Commercial Road or The Quay, or for the development of land west of the canal, the City Council will seek to enter into an agreement under section 106 of the 1990 Act for the developer to contribute towards the cost of the road to an extent commensurate with the scale and nature of the development, and the volume of traffic likely to be generated.**

5.16 New development which would result in a material increase of traffic along the Bristol Road corridor should contribute to the construction of the South West Bypass. The level of contributions sought from each proposal will be assessed on its own merits, in particular by the amount of traffic generated by the development. The South West Bypass will also provide an opportunity to promote public transport on the Bristol Road corridor. Bus priority along this corridor will be supported as identified in policies TR.27 and TR.28.

5.17 We will seek to ensure that traffic conditions on existing roads are not unacceptably affected as a result of new development on land to the west of the canal.

**Policy TR.5 South West Bypass**

**The City Council will seek the early completion of the South West Bypass. Land for the South West Bypass will be safeguarded as shown on the proposals map.**

**Policy TR.6 Developer Contributions to the South West Bypass**

In determining applications for any development which would be likely to result in a material increase in the volume of traffic using Bristol Road, Southgate St, Commercial Road or The Quay, or for the development of land west of the canal, the City Council will seek to enter into an agreement under section 106 of the 1990 Act for the developer to contribute towards the cost of the South West Bypass to an extent commensurate with the scale and nature of the development and the volume of traffic likely to be generated.

**Policy TR.7 Land West of the Canal**

Any planning permission granted for development of land west of the canal will be subject to conditions prohibiting the carrying out of some or all of the development, prior to the completion of new or improved highway links where environmental conditions on the existing road network would otherwise be unacceptably affected.

**RELEASE OF LAND AT RAF QUEDGELEY**

5.18 It is important that transport measures are provided so that the existing transport networks are not unacceptably affected from the increase in traffic generated by development of RAF Quedgeley. One important element is to develop the South West Bypass so that traffic may be redirected onto this road, allowing existing roads to develop into high quality public transport corridors. A phased approach to the development of RAF Quedgeley is required to ensure that unacceptable congestion does not occur. Transport study work by the County Council suggests that new development at RAF Quedgeley should not proceed beyond 500 dwellings before the South West Bypass is completed.

5.19 We will seek appropriate contributions to transport infrastructure from the RAF Quedgeley development covering the South West Bypass, new bus services (including priority measures) as well as appropriate pedestrian and cycling facilities.

**Policy TR.8 Development at RAF Quedgeley**

Development at RAF Quedgeley shall be phased with the construction of the South West Bypass and the introduction of other public transport improvements to reduce congestion especially along Bristol Road north of, and through, the Cole Avenue junction and increase the attractiveness of local bus services, including park and ride. No more than 500 dwellings shall be completed before the South West Bypass is completed.

**PARKING**

5.20 The availability of car parking has a major impact on the way people travel particularly at busy times during the peak travel period. The adoption of a maximum level of car parking provision can help reduce reliance on the use of the private car.

5.21 We recognise that in the Central Area people will still own cars even if they do not use them as much as they do now. The old policy of allowing less parking in the centre than in the suburbs has therefore been abandoned. The car parking standards in Appendix 4 allow less parking space than in the past and are a maximum level of parking to be permitted.

**Policy TR.9 Parking Standards**

For new development the city council will apply as a maximum standard, the parking requirement as set out in Appendix 4 of this document.

5.22 Developers may propose a level of parking provision below the maximum standards identified in Appendix 4. This may result in an increase in on-street parking. In some cases, especially in the Central Area and older residential areas, this may cause road safety problems. Under these circumstances we may then require the developer to fund improvements to road safety. This may include for example, enforcement measures to control on-street parking, the provision or extension of bus services, the provision or enhancement of Park and Ride services or facilities, or enhanced pedestrian/cycle facilities on approaches to the site. These issues may need to be addressed through adoption of a Travel Plan under policy TR.1.

**Policy TR.10 Parking Provision Below the Maximum Level**

**In determining applications for development where off-street parking below the maximum level allowed under policy TR.9 would result in road safety problems, the City Council will seek to enter into an agreement under section 106 of the 1990 Act for the developer to:**

- 1. contribute to enforcement, or other traffic management measures, and/or**
- 2. improve the accessibility for public transport, Park and Ride facilities, cyclists and pedestrians,**

Planning permission will be refused where the level of car parking proposed is so low as to be likely to cause road safety problems that cannot be overcome.

**PARKING FOR PEOPLE WITH DISABILITIES**

5.23 For some people, particularly those with a disability or for parents with young children, public transport, cycling or walking may not be a feasible alternative to the car. Within Gloucester, just under 5% of the population between the age of 16 and 59 receive a Disability Living Allowance that includes a component for mobility. We consider that this should equate to the level of car parking for people with disabilities or mobility problems in new developments. This provision is inclusive in the overall parking requirement. This parking will be required close to the building entrances of the new facilities.

**Policy TR.11 Provision of Parking for People with Disabilities**

**The City Council will require new employment, commercial and service developments, including educational establishments, to make provision for disabled parking and parking for those with restricted mobility at a level of at least 5% of the total maximum parking provision for the development as calculated in accordance with Appendix 4.**

**CYCLE PARKING**

5.24 Gloucester is generally flat and cycling is often the quickest way of getting around. We are creating cycle routes throughout the city. These will be more useful if secure and safe parking for cycles is provided at appropriate destinations. In some instances such as redevelopment or change of use it may be appropriate to provide communal facilities within new development.

5.25 Facilities need to be in place before occupation of new development as an incentive to use this mode of travel from the start. Secure covered cycle parking will be required for each new dwelling (see also policy BE.18).

**Policy TR.12 Cycle Parking Standards**

**Secure covered cycle parking will be provided within development in accordance with the council's standards (see Appendix 4). Where this is not possible, a commuted sum for the provision of communal secure cycle parking nearby will be sought.**



### PUBLIC CAR PARKING IN THE CENTRAL AREA

5.26 Providing car parking sufficient to maintain commercial viability has to be balanced against over provision that could undermine the aim of reducing car usage over time. Priority will therefore be given to the provision of short stay public car parking to cater for the needs of shoppers and visitors to the Central Area. New car parks will be provided alongside commercial development within the major mixed-use sites in the Western Waterfront (at the Cattle Market and Monk Meadow areas) and at Blackfriars. With continued expansion of the Central Area by the redevelopment of brownfield sites, most new public car parking provision shall be on the periphery of the Central Area, adjacent to the Inner Relief Road.

5.27 Although the Central Area is a major employment area, the long stay car parks for commuters are a waste of valuable land. Such car parks result in the penetration of cars into the heart of the city thereby undermining the high quality environment required for the shopping and tourist activities. The introduction of alternative means of travel to the city centre such as Park and Ride, as well as an increase in the use of local bus services, may allow a shift of some long stay car parks to short stay. This will produce the opportunity to redevelop car parks such as St Michael's Square.

#### **Policy TR.13 Central Area Parking**

**The City Council will seek to ensure the vitality and viability of the Central Area by:**

- 1. Giving priority to parking in the Central Area for use by shoppers and tourists.**
- 2. Reducing the level of commuter parking.**
- 3. Requiring sites for new short stay car parks within the Western Waterfront to be identified as part of major mixed-use development proposals.**

### COACH PARKING

5.28 Coaches bring a high number of visitors into Gloucester, which is important to the economy of the city. The existing coach parking facilities are located at Westgate Car Park and at the Docks. Current development proposals for these sites (which are included in the Western Waterfront area) for leisure and hotel uses will result in the loss of coach parking spaces. Replacement coach parking for the intended Westgate Car Park redevelopment shall be provided at the Cattle Market as an interim measure. We will need to identify additional sites to replace the coach parking lost through development at the Docks.

5.29 We consider that there is a need for coach parking within the Western Waterfront redevelopment. The Draft Gloucester Coach Parking Strategy, March 2002, identifies the Bakers Quay and Monk Meadow areas as appropriate for new coach parks. We will seek to identify the appropriate land required for such facilities and negotiate with developers to ensure such facilities are provided. In any other future development proposal, we will require lost coach parking spaces to be replaced elsewhere.

5.30 It is important that visitors by coach are dropped off close to the main visitor attractions of the city and new parking facilities should be sited as close to these attractions as possible, without harming the very environment people come to experience. To ensure that people arriving back to the drop off points are able to wait in comfort, the provision of high quality waiting areas will be encouraged, including, as a minimum, sheltered seating.



**Policy TR.14 Coach Parking**

**New development that involves the loss of existing coach parking will not be permitted unless:**

- 1. Alternative parking is provided in the Central Area, or**
- 2. Dropping off points are provided close to the main visitor attractions, in addition to the provision of parking facilities elsewhere.**
- 3. Where possible, covered seating areas are provided at coach dropping-off points.**

5.31 Some development proposals for example for major leisure facilities may generate levels of demand for coach parking which would put a strain on existing parking facilities. We will require developers to provide coach parking to serve their sites where appropriate, or contribute to the provision of additional coach parks (or the enhancement of existing coach parks).

**Policy TR.15 Additional Coach Parking Facilities**

**In determining applications for any development which would be likely to result in an increase in demand for coach parking, the City Council will seek to enter into an agreement under section 106 of the 1990 Act for the developer to contribute to the provision of coach parking on-site or appropriate funding for off-site provision.**

**MAJOR DEVELOPMENTS**

5.32 In mixed-use developments such as the Western Waterfront and Blackfriars, high density development is expected. Higher densities of development require more parking per hectare than low density schemes. Much of this can be provided in multi-storey car parks. Also where the opportunity exists, we will seek shared use parking.

**Policy TR.16 Shared Parking**

**In major development schemes the City Council will seek shared use parking whenever possible.**

**WESTERN WATERFRONT**

5.33 The provision of car parks in the Western Waterfront is important to ensure the success of the area as a mixed-use development and its contribution to the vitality of the Central Area. By connecting these car parks through the Central Area by frequent bus services we can provide for better access to the core shopping area and encourage shared use parking between residents and shopping developments in the Western Waterfront area.

**Policy TR.17 Proposed Car Parks – Western Waterfront**

**Within the Western Waterfront site MU.2, at least three short stay car parks will be provided within the mixed use schemes at St. Oswald's Park, Monk Meadow and Westgate Island.**

In determining any planning application for development of the Western Waterfront, the City Council will seek to enter into an agreement under S.106 of the 1990 Act for the developer(s) to fund, for a period of at least 5 years, frequent bus services through the Central Area from car parks established as part of the development. These bus services will be required to be operational either when the first dwellings are completed or the shopping areas first open for business. The appropriate level of new bus services required should be identified through a Travel Assessment.

5.34 We recognise that theft of and from vehicles and personal security, particularly at multi-storey car parks, is a concern of many drivers. All new car parks to which the general public has access will be required to incorporate features that improve community safety. We will expect the design of new car parks to meet appropriate national "Secured Car Parks" standards. We will work with the Police Architectural Liaison Officer to ensure this is the case. Where there is no on site car parking provision but the development is dependent upon public parking we will require it to contribute to security at existing car parks.

**Policy TR.18 Safe & Secure Car Parks**

**In determining planning applications that include new car parks, the City Council will seek to enter into an agreement under S.106 of the 1990 Act to ensure that the design of all new car parks is safe and secure. Particular issues that will be included in agreements include:**

- 1. payment systems for car parks to avoid queuing on to public highways; and**
- 2. car parks to be controlled 24 hours a day by CCTV, and attendants where necessary.**

**When new development is reliant on existing public car parks, contributions will be sought to enhance safety and security of these sites, as well as the routes to and from them.**

5.35 The cost of parking is a major factor when deciding whether or not to use the private car. We will continue to give priority to short stay parking and will continue to ensure that the difference in pricing levels between long and short stay parking is not decreased. Consistent pricing throughout the Central Area is necessary to discourage longer trips to cheaper car parks. In developments that include an element of public parking we will seek an agreement that charges will be comparable to those in public car parks, and that a regular review is undertaken to maintain the compatibility.

5.36 Developers providing public car parking will be expected to enter into an agreement under S.106 of the 1990 Act to ensure consistent charging is applied in the Central Area.

**Policy TR.19 Car Park Charging**

**The City Council will seek to ensure that a consistent charging system is applied throughout the Central Area that reflects the priority given to short stay car parking.**

PRIVATE CAR PARKS

5.37 Private car parks, especially workplace car parks can provide a disincentive to travel by public transport, cycling or walking. We will allow the redevelopment of private car parks provided that the developer can demonstrate, through the adoption of a Travel Plan, that this will not detrimentally affect the safety, environmental quality, or on-street parking provision in the surrounding area of the development, or contravene other policies in the Plan.

**Policy TR.20 Private Car Parks**

**The Council will encourage and generally permit the redevelopment of private car parks for alternative uses, in conjunction with the adoption of a Travel Plan.**

INCREASING THE USE OF PUBLIC TRANSPORT

5.38 In order to improve the accessibility between Central Area sites we will seek to introduce frequent cross centre bus services that link the major attractions and facilities such as the Hospital, retail centres, employment and leisure facilities and the rail station. Detailed routes will be established in conjunction with the Highways Authority and public transport operators. The routes will not prejudice the operation of existing or any proposed pedestrian priority schemes in the Central Area.

**Policy TR.21 Cross Centre Public Transport Service**

**In determining planning applications for development that will attract a large number of people within and adjacent to the Central Area, the City Council will seek to enter into an agreement under S.106 of the 1990 Act, for developers to fund the introduction and operating costs of a Central Area public transport service, or an extension to existing bus services.**

BUS & RAIL INTERCHANGE

5.39 Quick and easy changes between different forms of transport such as buses and trains are essential to encourage people to use cars less. An area around the bus and train stations is identified on the proposals map where public transport services should be concentrated and facilities for passengers improved.

5.40 We will work with the service operators, Railtrack and developers to try to improve the efficiency and attractiveness of the bus and rail stations as well as the footpaths to these facilities from the surrounding areas.

**Policy TR.22 Enhancing the Bus & Rail Interchange**

**The City Council will seek the enhancement of the bus and rail interchange as shown on the proposals map. This area includes the Bus and Rail stations as well as the areas of Clarence Street, Station Road and Market Parade.**

**Policy TR.23 Services in the Bus & Rail Interchange**

**The City Council will work with the highway authority and public transport operators to ensure that bus services are routed through the area shown on the proposals map as a bus and rail interchange.**

**Policy TR.24 Enhancing Pedestrian Routes to the Bus & Rail Interchange**

**In determining planning applications for development in the Central Area, the City Council will seek to enter into an agreement under S.106 of the 1990 Act for developers to fund improvements to pedestrian routes from the bus and rail interchange to their developments.**

PARK AND RIDE

5.41 Park and ride schemes are an important element of our sustainable transport strategy, particularly in achieving the targets set in the Local Transport Plan for reduction in journey to work trips by private car.

5.42 For park and ride to be most effective: -

- They should be located at the fringe of the urban area at the point where congestion starts or is forecasted to start in the future and ideally at the intersection of radial and orbital routes;
- They should be located in reach of the urban centre and where approaching routes have good access to the facility and;
- Services should be complemented by measures for bus priority and car restraint in the urban centre.

5.44 The city currently has two park and ride sites, situated at St Oswald's Park and at Waterwells Business Park. Development that prejudices the operation of the Waterwells facility will not be permitted unless alternative arrangements or sites are provided as part of the development. We will, during the plan period, seek to extend the capacity at Waterwells as demand increases. When the Park and Ride facility was established at Waterwells, an additional area of land to the south was reserved for an extension to the facility. This land will be reserved at least for the duration of this local plan.

5.45 The Park and Ride at St Oswald's Park is not intended to be a permanent facility due to the Western Waterfront redevelopment proposals, but it is included in the County Council's current study. In any event, the City Council intends to retain this facility for a minimum of 5 years, which reflects the phasing arrangements for redevelopment of St Oswald's Park.

5.46 Park and Ride services will utilise bus priority routes identified in the text accompanying policy TR.27 to ensure quick and easy access to the city centre is achieved.

**Policy TR.26 Park & Ride – Waterwells**

**The existing Park and Ride site at Waterwells will be safeguarded from alternative development unless a satisfactory replacement is provided as part of the development.**

**Land is reserved to the south of the existing Park and Ride site for future expansion of this facility. Planning permission will not be granted for any alternative use.**

**BUS PRIORITY ROUTES**

5.47 To enable buses to make trips quicker than the private car, bus priority measures such as bus lanes and bus priority at junctions will be introduced in association with Bus Quality Partnerships between the City Council and the service operators. As a matter of principle we will seek Quality Contracts to be implemented when Quality Partnerships have not produced the services required. Bus Quality Partnerships are agreements between the council and service operators to provide improved bus facilities and local services along particular routes. These bus priority routes will be established along existing (and future) high frequency bus routes.

5.48 Where a Transport Assessment or Travel Plan, submitted as part of a planning application, demonstrates the need for the provision or enhancement of public transport services along any bus priority routes, we will require the developer to enter into an agreement to provide or fund off site facilities to meet this need.

**Policy TR.27 Bus Priority Routes**

**Bus Priority Routes will be implemented along existing (and future) high frequency bus routes as shown on the proposals map.**

5.49 High quality facilities for passengers are an important element in encouraging people to use public transport not only at the bus station but also at local bus stops. Where those high quality bus services would be of benefit to a development, contributions will be sought as part of planning permissions for facilities that would increase the quality and efficiency of bus services along the bus priority routes. The contributions sought will reflect the particular circumstances of each individual development site. Such facilities shall include illuminated shelters, seats, service route and time information, and junction improvements for bus priority.

5.50 As well as providing express services along appropriate corridors, bus priority measures at other sites are proposed. These measures are reviewed on an annual basis through the Local Transport Plan and new proposals may be identified in due course.

**Policy TR.28 Contributions Towards Bus Priority Routes and Facilities**

**In determining planning applications for development that will result in an increase in traffic to or from the site, the City Council will seek to enter into an agreement under S.106 of the 1990 Act for the developer to fund:**

- 1. the implementation of bus priority routes, or the extension of existing bus priority routes; and**
- 2. enhanced facilities and bus services; and**
- 3. additional bus priority measures.**

**TRAFFIC IN RESIDENTIAL AREAS – IMPROVING THE STREET ENVIRONMENT**

Home Zones

5.51 Streets dominated by traffic discourage walking and neighbourliness that together can help create a sense of community.

5.52 Homes Zones are streets or groups of streets where pedestrians have priority and cars travel at low speeds. Home Zones seek to make streets places for people, not just for traffic. Within the zone there are a range of features that force drivers to drive slowly and safely, such as speed tables, road pinching, as well as planting, extended pavement areas with seats, areas for children's casual play, often associated with small equipped play areas. We may require the implementation of Home Zone principles in new residential areas.

5.53 By design or in combination with traffic calming measures, traffic speed on new residential development will be restricted to 10 mph within Home Zone designations, and 20 mph on all other roads within the development site.

**Policy TR.29 Home Zones in New Residential Areas**

**In proposals for large new residential development, the City Council will seek to ensure that the layout and design of the site enables the creation of home zones in appropriate parts of the development.**

School Safety Zones

5.54 School safety zones restricts traffic speeds and on-street car parking close to schools, as well as providing safer crossing facilities for children on their way to/from school. We have successfully implemented these types of schemes in the city and wish to see more in place as a key contribution to road safety. We will seek funding from developers where they either generate an increase in traffic near to schools, or generate an increase in people walking or cycling to existing or new schools.

**Policy TR.30 School Safety Zones**

**In determining planning applications, the City Council will seek to enter into an agreement under S.106 of the 1990 Act, for the developer to fund the implementation of measures necessary to establish school safety zones in the proximity of schools affected by the development.**

ROAD SAFETY

5.55 We will continue to secure development compatible with the Safer City Strategy that sought to reduce road accidents and vehicular speeds, reduce intrusion of vehicles in residential areas and promote sustainable modes of travel.

5.56 The Local Transport Plan identifies a number of traffic management proposals that are assessed annually, and implemented upon a priority basis dependent upon the level of funding available.

5.57 The prime objective of such schemes is to reduce the number and severity of road accidents for cyclists or pedestrians and particularly the elderly and children. Measures that seek to restrict traffic speed are promoted.

**Policy TR.31 Road Safety**

**Planning permission will be granted for development that deals satisfactorily with road safety issues.**

**In determining planning applications that would result in a material increase in traffic, the City Council will seek to enter into an agreement under S.106 of the 1990 Act, for the developer to implement schemes that will improve road safety in the vicinity of the development.**

**Development that creates unresolvable road safety problems will be refused.**

INCREASING CYCLIST & PEDESTRIAN JOURNEYS

5.58 Benefits of increasing cycling and walking as a method of travel include primarily the reduction of congestion and pollution, but also the associated health benefits of this form of exercise. The road network needs to become more cycle-friendly with cycle priority measures and segregated cycle routes a common feature of our travel network. Transport interchanges will be improved so that cyclists can make smooth and secure changes of mode as part of their whole journey. Cycle and pedestrian routes need to permeate the whole city, reaching places where people need to get to, for example the Central Area.

5.59 The city already has a significant cycle network, but more needs to be done to encourage people to use it. Land use planning can play its part by ensuring appropriate facilities, linkages and protection of cycle and pedestrian routes within new development proposals.

5.60 We have identified a cycling network that is regularly reviewed and which we propose to implement when funding is available. This network is shown on the proposals map. We will prepare a cycling and walking strategy. Development that would prejudice the operation or attractiveness of any existing or proposed route will not be permitted.

**Policy TR.32 Protection of Cycle/Pedestrian Routes**

**Strategic cycle routes as identified on the proposals map will be safeguarded.**

**Development affecting cycle or pedestrian routes will only be permitted where satisfactory provision is made to retain or divert the existing or proposed cycle or pedestrian route, taking into account the operation, safety, attractiveness or convenience of these routes.**

5.61 Significant proportions of people in the city suffer from a disability, have circumstances which impair their mobility, or who can't afford to buy a car, and for whom walking or the use of a wheelchair is the only form of transport available. The provision of safe and attractive pedestrian routes will significantly enhance the mobility and quality of life for this section of the community.

5.62 We are aware of the potential conflict between cyclists, pedestrians and wheelchair users on shared use routes. We favour a joint segregated provision. This is where a lane is physically divided by paving, for example, so that cyclists have to keep to their allocated space. It will not be possible or economically viable to make such a provision in all instances, such as safe routes to school or where pedestrian flows are light, and a shared surface may be more appropriate. The strategic cycle / pedestrian network and all new links to this network, and routes within new development sites shall be joint segregated provision.

5.63 In new development we will require the provision of safe, convenient, secure and attractive pedestrian and cycle routes directly linking employment, leisure, shopping and educational facilities with residential areas. In addition to the provision of roadside paths (which people can feel more comfortable using when, for example it is dark), we will require routes to be designed to be more direct than that which can be achieved by road. This is to encourage people to use this method of travel by providing a potentially quicker journey time. When designing the layout of any development, priority will be given to pedestrians (including those with a mobility handicap) and cyclists. Direct links to bus stops will be required. In the case of major development these links shall be extended to the strategic cycle routes as shown on the proposals map. Policies in the Built Environment chapter expands on the above.

5.64 To facilitate cycling as a leisure activity we propose to extend the strategic cycle network into countryside areas around the city such as in area of the River Severn, and towards the Cotswolds. This is already in progress through the national cycle network being developed by Sustrans. In addition, we will work with the Highways Authority and surrounding Districts, to identify other routes as part of the cycling strategy and connect them in due course to the strategic cycle network.

**Policy TR.33 Provision for Cyclists/Pedestrians**

**Planning permission will be granted for development that will generate cycle traffic provided that:**

- 1. It provides for safe, convenient and attractive access for pedestrians and cyclists within the site and to the surrounding area. These routes should be well lit, with additional security provided through building layout; and**
- 2. In the case of large developments, it provides pedestrian/cycle links to the strategic network; and**
- 3. The needs of people with disabilities are taken into account.**



5.65 Safety and priority measures will be introduced on roads that form an important route for cyclists. Where developments will increase the number of cyclists on the road network, contributions will be sought to introduce priority and safety measures in the vicinity of the development. Such measures shall include:

- Advisory and mandatory cycle lanes
- Advanced stop lines
- Improvements to existing routes

**Policy TR.34 Cyclist Safety**

**In order to improve cycle safety and give cyclists greater priority over other traffic, safety measures will be required on all roads with significant or potential cycle flows.**

**In determining planning applications that will generate additional cycle traffic, the City Council will seek to enter into an agreement under S.106 of the 1990 Act for the developer to provide funding to improve cycle safety and priority in the vicinity of the development.**

5.66 As part of our sustainable travel objectives, we aim to reduce the impact of new residential development on the road network and to encourage a shift of travel mode from the car to bicycle for shorter trip lengths. To help achieve this, where appropriate, we will seek the developer of new residential units to provide a new bicycle with each dwelling.

**Policy TR.35 Provision of Bicycles with New Residential Development**

**When determining planning applications for residential development, the City Council will seek to enter into an agreement under S.106 of the 1990 Act for the developer to provide a minimum of 1 bicycle per dwelling.**

PEDESTRIAN FACILITIES IN THE CENTRAL AREA

5.67 Good pedestrian circulation is important in the Central Area of Gloucester to help create a lively, active and prosperous town centre. The pedestrianisation of the streets around The Cross has been successful in creating a much more pleasant environment in the shopping core of the city. To further encourage walking within the Central Area, the council will support initiatives to increase pedestrian priority within the Inner Relief Road.

5.68 In addition, routes between the Central Area and the bus/rail stations, park and ride sites or from short stay shoppers car parks on the periphery of the Central Area, should be safe and attractive. The Inner Relief Road is a physical barrier to pedestrian journeys to the Central Area. To attempt to combat this, we will provide enhanced pedestrian facilities on routes leading to the Central Area, outside of the Inner Relief Road.

5.69 Such priority facilities shall include:

- Giving priority at junctions e.g. humped pelican crossings
- Reducing car penetration (removing unnecessary trips into the Central Area)
- Widening footpaths where opportunities exist
- Removing clutter from pedestrian spaces, i.e. street lighting columns, sign posts and advertising columns
- Reducing severance between the Central Area and elsewhere by improving pedestrian crossings over the Inner relief Road.



NEW PEDESTRIAN PRIORITY SCHEMES

5.70 Additional pedestrian priority schemes will take place in Southgate Street, as an extension of the existing pedestrian area, between Longsmiths Street and Kimbrose Triangle, and along Ladybellgate Street. This will take place in association with the redevelopment at Blackfriars.

**Policy TR.37 Proposed Pedestrian Priority Schemes**

**Pedestrian priority schemes will be implemented in Southgate Street between Longsmith Street and Kimbrose Triangle, and along Ladybellgate Street.**

PUBLIC FOOTPATHS & CYCLEWAYS

5.71 Public rights of way are an essential part of the City's pedestrian network and provide an important recreational facility as well as useful shortcuts in the built environment. The Definitive Rights of Way map will be used to ensure that the present footpath network is protected and where possible, improved.

5.72 Where a proposed new development threatens an existing route, improvements and new provision will always be sought. Routes we would like to see included are for example, circular walks at the Riverside Meadows, and foot/cycle path routes through the Central Area from St. Oswald's Park to the Monk Meadow area. It is particularly important to provide pedestrian routes, and associated facilities such as signs and interpretation boards, along the River Severn and the Canalside. We will therefore seek to enter into legal agreements with developers of land adjacent to these attractive watercourses to provide access for pedestrians and, where appropriate, cyclists, accompanied by appropriate interpretation facilities.

**Policy TR.38 Public Footpaths**

**Development on land crossed by a public right of way will only be permitted if satisfactory provision is made to retain or divert the right of way.**

**Policy TR.39 Footpaths/Cycleways Along the River and Canal**

**In determining applications for development adjacent to the River Severn, the City Council will seek to enter into a legal agreement for the developer to contribute towards the provision of a public right of way alongside the waterside, as well as appropriate interpretation facilities and signs, for the use of pedestrians and, where appropriate, cyclists; similar agreements will be sought in relation to the Gloucester and Sharpness Canal for the provision of public access by agreement with the operator of the canal.**

TAXIS

5.73 Taxi ranks must be conveniently located and in areas where there is good natural surveillance within easy reach of popular destinations.

5.74 Taxis also play an important role in the evening economy of the city, allowing people to move about safely when other forms of public transport do not operate. New taxi ranks are proposed in Upper Quay Street and Brunswick Road to help serve the evening economy.

**Policy TR.40 Taxis**

**The City Council will ensure that adequate kerbside space is reserved for licensed hackney carriages.**

RAIL FACILITIES & TRAVEL

5.75 We will seek to ensure that access to the bus and rail stations is improved. We propose to improve the pedestrian and cycle routes from the railway station to the main shopping area of the city. The cycle link will join up with the existing cycle lane on Bruton Way (in front of Twyver House), whilst the pedestrian links will form an attractive and safe route from the railway station to Kings Square.

5.76 Given the importance of the rail station, we will not allow any development that would jeopardise its role within the city's travel network.

**Policy TR.41 Railway Station**

**Planning permission will not be granted for any proposal that is likely to undermine the role of the existing railway station.**

5.77 We see a potential role for a passenger railway station to be located on land south of Naas Lane to serve the major employment and housing developments proposed at RAF Quedgeley, and the current employment development at Waterwells Farm. The station could serve a commuting role to the RAF Quedgeley area as well as providing an alternative way of reaching the Central Area from Quedgeley. We will seek to ensure that any new station will not affect the operation or threaten the viability of the Central Area railway station. An assessment will need to be carried out to assess the physical, operational and commercial viability of a new station at this location.

**Policy TR.42 Proposed New Railway Station – Quedgeley**

**Land will be reserved for a passenger railway station south of Naas Lane as shown on the proposals map.**

RAIL FREIGHT

5.78 A rail freight study has been produced by the County Council that identifies their preferred location as RAF Quedgeley for a rail freight facility within the city. There may, however, be a future need for a rail freight terminal at the Railway Triangle. Although this site is allocated for employment purposes in the local plan, the use of the site for rail freight would be considered acceptable under Policy E.4 provided the need is demonstrated.

**Policy TR.43 Proposed Rail Freight Terminal**

**Land will be safeguarded at RAF Quedgeley, as shown on the proposals map, for a rail freight terminal.**

LOBLEYS DRIVE LINK

5.80 The link road over the motorway from Lobleys Drive will connect to the new development at Brockworth (in Tewkesbury Borough's area). This will allow city residents to get to jobs at the new business park and provide another route for Brockworth residents to get to central Gloucester. The County Council has decided that the road should be in the form of a managed link, with signalled controlled access for buses, cars and bicycles only.

**MONITORING**

5.82 The success of policies in this chapter can be measured by monitoring the following:

- The increase in journeys to work by bicycle, walking or public transport.
- The growth of car use in the City.
- Implementation of the St Ann's Way Bridge Link (Inner Relief Road 4) and the South West Bypass.
- The reduction in traffic accidents.
- The number of new houses provided with cycles and secure cycle parking.
- The number of Travel Plans adopted through new developments.
- The number of long stay car parking spaces converted to short stay within the Inner Relief Road.
- Amount of money raised through S.106 agreements towards travel facilities.

5.83 A number of the above monitoring indicators are provided by the County Council through its Local Transport Plan process. The information is not gathered on an annual basis. The City Council will, however, include such matters in its own monitoring report when information is available.

## CHAPTER SIX: HOUSING

### INTRODUCTION AND CURRENT TRENDS

6.1 The aim of this chapter is to set out policies which:

- ensure a sufficient number, range and mix of types of dwellings are built to meet the needs of different households in the city, including those with special needs,
- ensure that new dwellings are provided in ways that minimise the loss of green fields, secure the re-population of the centre of the city, and make best use of land and the existing housing stock, and
- ensure mixed use development so that people live close to jobs and other facilities.

It is also an aim to achieve good design in new housing layouts and this is dealt with by policies in the Built Environment Chapter.

6.2 At the end of 2000 there were about 46,500 dwellings in Gloucester. The average housebuilding rate in the city from 1991-2000 was 563 dwellings per year. There are currently about 45,000 households in the city. It is estimated that 76.8% are owner occupiers, 15.4% are social housing tenants, and 7.9% are in private renting and other tenures.

6.3 The Gloucestershire Structure Plan sets out there should be about 10,250 extra dwellings provided in the city between 1991 and 2011. However, many of these dwellings have already been built or have planning permission.

6.4 Much of the recent housebuilding in the city has been on green fields at Abbeymead and Quedgeley. This has meant only a third of it has been provided through re-using land and buildings. Nationally there is a target of achieving 60% of new housing on brownfield land by 2008 and the new Regional Guidance is suggesting a 50% target for the south west. However, it is anticipated that larger urban areas will achieve more than this to compensate for rural areas where brownfield opportunities are limited. Providing housing in mixed-use re-development is seen as increasingly important in tackling deprivation through neighbourhood renewal.

6.5 The need for extra housing arises in part because people are expected to move into the city over the next 10 years. Also people are living longer and staying independent, there is more divorce with more people living apart, and more young people are choosing to live alone. This means that people are living in smaller households. Household size in Gloucestershire has fallen from 2.52 persons per household in 1991 to an estimated 2.4 in 1999, and the average is expected to be 2.2 persons by 2011.

6.6 The Council conducted a Housing Needs Survey in 2000. The survey covered all areas of the City and all tenure groups, and over 1300 personal interviews were completed. The survey collected information that helps us to understand aspects of the demand for market housing in the city and peoples' preferences for major new housing locations in the city, as well as the extent of need for affordable homes. The Survey suggests that over the next five years there will be a strong demand for two and three-bedroomed homes. When asked about their willingness to move to likely new areas for housing, those households likely to move in the next five years showed a similar level of preference for Quedgeley (21.5%) and the city centre (19.3%), with slightly lower preference for Brockworth (15.2%) which is outside the city administrative area to the east. For concealed households likely to move (those currently sharing a dwelling with another household) the city centre is a clear first preference (31.3%), followed by Quedgeley (27.4%) and then Brockworth (20.4%). The Housing Needs Survey suggests that there will be an annual shortfall of 526 dwellings a year for those not able to buy at market prices.

NEW HOUSING

6.7 We need to provide for a choice of housing types and locations; some in the suburbs, some in or near the centre. The more central sites could have a more vibrant character and include a mixture of other uses like the mix found in older city quarters.

6.8 Table 2 below compares the city's housing land supply including the allocations in this Plan to the Structure Plan requirement. The Table includes an allowance for demolitions and losses of housing based on actual figures from monitoring since 1991, projected to 2011, because the Structure Plan did not make an allowance for this. The windfall figure is based on the assumption that past windfall rates will decline through the period to 2011 as a result of the identification of brownfield land in this Plan following an Urban Capacity Study. The methodology for the calculation of the windfall allowance is set out in the Urban Capacity Study. A considerable element of over-supply to meet the Structure Plan requirement is considered prudent to allow for unseen circumstances and delays that may occur on some sites. Also with the development of the University some housing sites may well be used for building student accommodation instead. The potential for an over-supply of housing, provided this results from the development of brownfield sources, is not inconsistent with the general strategy of the Structure Plan and the new Regional Guidance.

Table 2: Housing Supply

(a)	Dwelling Requirement mid-1991 to mid-2011	10,250
(b)	Completed mid-1991 to end 2001	5,559
(c)	Expected further losses to housing stock to mid-2011	200
(d)	Remaining requirement (a)-(b)+(c)	4891
(e)	Commitments at end 2001: Existing Permissions on Small Sites (1-5 Dwellings)	139
(f)	Existing Permissions on Large sites	1212
(g)	Other firm Commitments	214
(h)	Allowance for windfalls (dwellings built on unidentified sites)	500
(i)	Allocations in this Local Plan	4220
(j)	Total Supply (e)+(f)+(g)+(h)+(i)	6285
(k)	Relationship of total supply to the dwelling requirement	+1394

6.9 At the end of the year 2001, including allocations in the First deposit Local Plan, there was a total of about 12.2 years supply of housing land in the city. Significant housing sites (10 or more dwellings) that are committed are shown on the Proposals Map and listed in the table below.

Table 3: Housing Commitments on large sites at 31<sup>st</sup> December 2001

Site Reference	Site Address	Dwellings Under Construction	Dwellings Started	Not
1	Coney Hill Hospital South		294	
2	Land at India Road	8	81	
3	Horton Road Hospital		184	
4	124-130 London Road		41	
7	Land at 82/90 Longford Lane	2	6	
8	Windfall Way	3	-	
9	Paygrove farm	12	28	
10	74 Tuffley Crescent**		12	
11	Bodiam Avenue		350	
12	The Causeway		68	
13	Land at Hempsted (West)	14	39	
14	Land at Hempsted (East)	11	82	
15	Co-op Creamery Site		53	
17	The Docks*		123	
18	Bakers Quay*		118	
19	Priday Flour Mill*	30		
20	Albert Warehouse*		27	
21	St. Oswald's Park* (former Cattle Market)		400	
22	Ribston Hall, 15 Spa Road		21	
23	Former Hospital Stores, Great Western Road	40		
24	83-89 London Road		37	

Source: Gloucester City Council Housing Land Availability Study 2002.

\* These sites lie within the area of the Western Waterfront allocation. \*\* This site lies within the area of the mixed use allocation MU8. None of these sites are included within the figure for commitments in Table 2 (lines (f) and (g)), or shown on the Proposals Map.

6.10 An Urban Capacity Study (2002) of the city, up-dated with site viability input from consultants (Chesterton), highlights a significant opportunity to re-use land in the Central Area, particularly in the area known as the Western Waterfront where there is great regeneration potential focused on Gloucester's 4 kilometres of river and canal-side. Re-development for a mix of uses including a significant amount of housing, with higher density apartments overlooking the water areas, will help re-vitalise the centre. Part of this area is currently at risk of flooding. The Environment Agency support the development going ahead provided developments contribute towards the implementation of a floodplain plan for Gloucester. This may involve improving the flood defences between the Quay and Sudmeadow and undertaking compensatory measures in the floodplain (see Flooding section at Paragraph 3.43).

6.11 The sale of the RAF Quedgeley site by the Ministry of Defence to a Consortium of developers also makes available additional large areas of previously built land, mixed with green field areas, for redevelopment for mixed use. The Gloucestershire Structure Plan Second Review Policy H.5 identifies Quedgeley for a major urban extension, and there is the potential to create a sustainable community using the latest innovations and techniques in building design, construction and layout, and in promoting movement by walking, cycling and public transport. The development will need to minimise waste and promote recycling in accordance with the policies of the County Waste Local Plan. Part of the site has valuable mineral deposits and these will need to be exploited as part of the development in accordance with the policies of the County Minerals Local Plan.

6.12 Significant development in Quedgeley depends on the completion of the South West By-pass, and the opportunities in the Western Waterfront area will benefit from the road which, in its northern section both directly serves and removes traffic from the area. These sites, together with other brownfield sites identified in policies H.1 and H.2 below, will ensure that the city has enough land to satisfy the need for new homes up to 2011.

6.14 The range of brownfield sites means that no green field land for housebuilding, other than at RAF Quedgeley, needs to be allocated. If development proceeds in accordance with existing commitments and the allocations in this Plan then the amount of new housing on brownfield land will be about 68% of the total over the period to 2011.

6.14a We have considered whether phasing within the Plan is justified as suggested in the Government's better practice guide "Planning to Deliver". However, because all of the sites within the Plan are brownfield (with the exception of part of RAF Quedgeley), we have concluded that breaking the Plan into phases is unnecessary. Although housing development in the Central Area is our top priority, it is not expected that development there will be undermined by the development of brownfield land elsewhere in the city. RAF Quedgeley includes considerable areas of greenfield land but is considered to be a strategic site which needs to be developed from about 2004 onwards to contribute to the delivery of the South West By-pass and help ensure housing targets are met. However, this major development does need to be phased with transportation improvements (see Policy TR.8).

6.14b The current expectations for the timing of the implementation of committed and allocated sites, divided into three time periods up to the end of the Plan period, is shown in Appendix 6. There are uncertainties connected with many brownfield sites and we will monitor progress towards the housing target annually. Any significant deviation from current expectations will lead to a formal review of the housing strategy at the end of 2005.

6.15 We would emphasise that the site specific obligations in policies H.1 and H.2 below include only those which are considered to be individual to that site. There will be obligations arising from other policies in this Plan, notably in the Travel Chapter, and, for example, from the need to tackle contamination on sites with a history of potentially polluting uses. A list of policies is included at the front of the Plan to assist.

**Policy H.1 Allocations for Mixed Use Including Housing**

The following sites are allocated for mixed use development to including an element of housing. Prior to the granting of any planning permission for development on these sites a comprehensive development brief, including where appropriate the safeguarding of the development potential of any adjacent site, must have been approved by the City Council. A Section 106 Legal Agreement for each development or part of the development will be sought to secure the planning obligations required by other policies in this Plan, the site specific requirements set out below, and any others that arise through the consideration of planning applications:

**Site MU2. Western Waterfront (Area approximately 100 hectares).**

Mixed use to include residential, employment, retail, education, leisure, hotels, culture, community facilities and services, open space, public car parking and tourist coach parking.

Indicative capacity of 2000 dwellings of which 1500 expected by mid-2011.

**Site Specific Obligations:-**

- A comprehensive development brief for the character area (as shown on the Proposals Map) in which a proposed development is located.
- Re-location of bad neighbour uses where appropriate.
- Contributions to infrastructure improvements in the area (see Strategy Chapter paragraph 2.30).
- A contribution towards the provision of centralised residents' parking where appropriate.
- Provision of, or contribution towards the provision of, open space within the Western Waterfront area.
- Provision of a canalside footpath and cycleway, including, if feasible, a bridge across the entrance of Monk Meadow Dock.

**Site MU.3 Bus Station and Market Parade (Area of 1.8 hectares)**

Mixed use to provide improved bus station, offices, retail and housing.

Indicative capacity of 25.

Site Specific Obligations: (see Employment policy E.1)

**Site MU5 RAF Quedgeley (Area approximately 139 hectares).**

Mixed use to include housing with associated public open space, community facilities and services, and employment.

Indicative capacity of 2050 of which 1775 expected to be built by mid-2011.

**Site Specific Obligations:-**

- Masterplan to provide for physical integration with existing communities and facilities to the north and west and to the employment opportunities at Waterwells Farm and future railway station to the south.
- Contributions to bus priority schemes linking the site to the city centre and other main employment locations in the central severn vale, and to the initial subsidy of bus services.
- Phasing of development in conjunction with transport infrastructure and bus service improvements which will include the provision of an express service to the Central Area to be operational when the first dwellings are occupied.
- Provision of indoor recreational facilities to serve the local population.
- The creation of a linear park along the Daniels Brook and the creation of an open landscaped setting for the Moated Manor Farm.
- Provision of a local centre to include local shops, public house, and community centre, reserved land for medical and other local facilities including place of worship, and a contribution towards the extension of Quedgeley library.
- Provision of two new primary schools on the site and a contribution to secondary education facilities.
- Provision of a mix of house types and sizes with an overall net density not less than 37 dwellings to the hectare.



**Site MU6** Land at Junction of Barnwood Road and By-pass (Area approximately 1.3 hectares)

Mixed use primarily for employment, limited housing and new local shopping centre.

Indicative capacity of 15

Site Specific Obligations

- Access only from Barnwood Road

**Site MU7** Gloscat Main Site, Brunswick Road (Area approximately 1.7 hectares)

Mixed use to include primarily housing with small-scale retail, office, and leisure uses.

Indicative capacity of 85

Site Specific Obligations

- The re-siting of this part of the college to an appropriate location within the Central Area.

**Site MU8** Gloscat Media Studies Site, Brunswick Road (Area approximately 0.65 hectares)

Mixed use to include primarily housing with small-scale retail, office, and leisure uses.

Indicative capacity of 30

Site Specific Obligations

- The re-siting of this part of the college to an appropriate location within the Central Area.

**Site MU9** Land on Bristol Road (Area approximately 9.1 hectares).

Mixed use to include housing with employment

Indicative capacity of 250

Site Specific Obligations

- Contributions to the removal of the railway bridge and provision of bus priority on Bristol Road.
- Comprehensive scheme guaranteeing the removal of all bad neighbour uses from the site.

6.16 In addition to the obligations set out above all of these sites, with the exception of MU6 and MU9, are within Areas of Principal Archaeological Interest and assessments are required before planning permission could be granted. Sites 2 and 5 are also known to contain contamination and will require survey information to accompany any planning application. Site 9 is also suspected to include contamination.

## **Policy H.2 Allocations for Housing Development**

The following sites are allocated for residential development:-

**Site 1.** Part of St Michael's Square facing Brunswick Road (Area of 0.1 hectares)

Indicative capacity of 15 dwellings.

Site Specific Obligations:-

- Enhancement of the Square to provide resident's and short term shopper parking in the short term with a design to enable the introduction of open space if replacement short term shoppers parking made available in the Central Area.

**Site 2.** Corner of Southgate Street and Trier Way (Area of 0.2 hectares)

Indicative capacity of 20 dwellings.

Site Specific Obligations:-

- Improve Sudbrook culvert.

**Site 3.** Thomas Rich's Car Park, Hampden Way (Area 0.2 hectares)

Indicative Capacity of 30 dwellings.

**Site 4. Land at the Hospital, Great Western Road (Area of 1.6 hectares)**

Indicative capacity of 80 dwellings.

**Site Specific Obligations:-**

- Contribution to improved pedestrian links to the railway station.

**Site 6. Bus Depot, London Road (Area of 0.7 hectares)**

Indicative capacity of 35 dwellings.

**Site 7. Former Petrol Filling Station, London Road (Area of 0.2 hectares)**

Indicative capacity of 10 dwellings.

**Site 8. Part of Oil Storage Depot fronting Hempsted Lane outside the landscape conservation area (Area of 0.9 hectares out of a total site area of 6.7 hectares)**

Indicative capacity of 30 dwellings.

**Site Specific Obligations:-**

- Contribution to floodplain defences and compensation measures.
- Provision of a public footpath link through the site from Hempsted Lane.
- Restoration/landscape improvements of the storage tank area.

**Site 9. Land at Tuffley Lane (Area of 0.8 hectares)**

Indicative capacity of 30 dwellings.

**Site 10. Grange Road Infants School (Area of 1.24 hectares)**

Indicative capacity of 40 dwellings.

**Site 12. Former Telecom House Site, Great Western Road (Area of 0.6 hectares)**

Indicative capacity of 25 dwellings.

**Site 13. Coney Hill Hospital (Area of 1.5 hectares)**

Indicative capacity of 45 dwellings.

**Site 14. Former Coney Hill Infants School Site (Area of 0.44 hectares)**

Indicative capacity of 20 dwellings.

**Site 15. Kingsholm Rugby Club Ground (Area of 2.6 hectares)**

Indicative capacity of 100 dwellings.

**Site Specific Obligations:**

- Re-location of the Rugby Stadium to an appropriate location within the Central Area.

**Site 16. Part of Coney Hill Junior School (Area of 1.6 hectares)**

Indicative capacity of 60 dwellings.

6.17 In addition to the above, sites 1-3, 6, 7, 15 and 16 lie within Areas of Principal Archaeological Interest and assessments are required before planning permission could be granted. Sites 2,6,7,8, 9, 12 and 13 may contain contamination and a ground assessment will need to accompany any planning application. As a result of the threshold for affordable housing contributions set in Policy H.15 we will not be seeking such a contribution from Site 7 above.

RE-USING VACANT BUILDINGS AND SITES FOR HOUSING.

6.19 In addition to the allocated sites, new housing on unidentified sites will be acceptable provided the sites are not greenfield, that they re-use or make better use of redundant premises, and the scale of the development does not threaten the strategy for development in the Central Area and at Quedgeley and the construction of the South West By-pass.

6.20 Some offices, storage and industrial buildings may no longer be suitable for their purpose and, depending on their location, could be usefully converted to residential use. In the Central Area in particular there are many vacant floors above commercial premises. We

have supported a number of successful 'Living Over the Shops' schemes and will continue to provide assistance to help re-populate the commercial core. Making use of redundant and under-used buildings helps meet housing needs without using more land. Proposals will, therefore, be supported provided such development does not threaten the implementation of the key development priorities.

#### **Policy H.4 Housing Proposals on Unallocated Sites**

**The development of previously used sites and buildings within the built-up area of the city for residential purposes, will be permitted provided that:**

- 1. The site is not allocated or protected by a policy of this Plan for another purpose;**
- 2. The scale of the development or its location does not threaten the development priorities of the Plan (see Strategy Policy ST.12);**
- 3. The development will provide an acceptable environment for future residents; and**
- 4. The development would not have an unacceptable impact on the amenities of adjoining dwellings or highway safety.**

#### **Policy H.5 Use of Upper Floors for Residential**

**The City Council will encourage and permit the use of the upper floors of commercial buildings for residential use in the Central Area, and in the district and local centres designated in the Plan.**

6.21 New housing will be particularly encouraged in the Central Area and will be sought as part of the mix of uses on all significant development proposals.

#### **Policy H.6 Housing in the Central Area**

**Housing will be expected as part of the mix of uses in all significant development proposals in the Central Area, and shall be appropriately soundproofed to minimise potential for conflict with the other uses within the development.**

6.22 We need to make the best use of land for housing so that the future need to develop green fields is reduced. Higher densities than those achieved in the recent past will therefore be sought for the dwelling mix that is appropriate for sites provided this is consistent with the character of an area and contributes to the amenities of the locality. In particular, higher densities will be expected on sites that are easily accessible by public transport; along bus routes and at local and district centres and the city centre. Parts of the major development at RAF Quedgeley will be suitable for higher density and an overall net density of 37 dwellings per hectare is considered to be a reasonable target (see Policy H.1 Site MU.5). We will encourage innovative design solutions provided that they achieve a satisfactory relationship between new dwellings, and between new dwellings and existing dwellings, in terms of daylighting, sunlighting, massing, and privacy. Consideration will be given to removing permitted development rights for dwellings in high-density schemes where the City Council is concerned that the amenities of residents could be threatened.

6.22a Development will also need to provide adequate garden areas or, where appropriate, high quality shared open space. Garden sizes that are considered to be appropriate are 40, 75, 100, and 125 square metres for 1, 2, 3, and 4 bedrooed properties respectively, with a minimum area of 10 square metres designed as a "private area" not overlooked from living rooms or gardens of adjoining properties. Well-designed shared space will be expected on higher density flat and apartment developments which lack private garden areas, and this will include the provision of Private Spaces for Play for infants. We have an Open Space Design Guide which provides further guidance and is published as part of the Supplementary Planning Guidance, New Housing and Open Space.

**Policy H.7 Housing Density and Layout**

The City Council will expect housing layouts to make best use of land and will seek densities that:

1. are consistent with the mix of dwelling types appropriate for a site and the character of the locality,
2. protect the amenities of adjoining properties, and
3. create high quality environments for residents.

A variety of densities within large sites will be permitted to create good design, but higher densities will be expected on sites or parts of large sites that are close to high frequency bus routes or are in or adjacent to local and district centres or the city centre. In these locations reduced car parking provision will be acceptable provided on street parking would not adversely affect highway safety or unreasonably affect the amenities of the locality.

Layouts that fall below a net density of 30 dwellings to the hectare will be refused.

In layouts which include dwellings without private gardens, good quality shared space will be expected of a suitable size and design, to include where appropriate, Private Space for Play for infants.

6.23 Further policies on design are set out in the Built Environment Chapter and we will be publishing residential design guidance later in 2002.

6.24 A mix of dwelling types on sites is important for providing local choice and building balanced communities. It also adds to variety and visual interest in the built environment. Our Housing Needs Survey (2000) showed that a mix of house types is needed. Of households likely to move in the next five years, 5.7% are likely to move to a one-bedroomed dwelling, 29.3% a two, 41.2% a three, 20.5% a four, 3.2% a five, and 0.1% a six-bedroomed dwelling. We consider this mix should broadly be taken into account in the housing provided in the city. However, the types of property that will be demanded by people moving into the city are not known and demand may be affected by the type of property provided. For example, desirable waterside apartments in the Docks area may generate an increased demand for one and two-bedroomed dwellings. We will, therefore, approach the issue of housing mix flexibly taking into account such factors as the evidence of the need for specific house types to complement the mix in any given neighbourhood, the nature of the scheme proposed (especially where conversion of existing buildings or mixed use within a new building is involved), and any robust new information on housing demand that may be submitted by developers.

**Policy H.8 Housing Mix**

On housing sites the City Council will seek a mix of house sizes and types to meet local needs and build balanced communities. Account will be taken of the existing mix in the locality of the site and of evidence of local housing needs and demand at the time of the application.

**RETAINING EXISTING HOUSING.**

6.25 New housing will only meet a small part of the total housing need in the city. It is therefore, important that existing housing is retained and maintained and that development is controlled so that existing residential areas remain attractive to residents (see Built Environment policies BE.20 and BE.21).

6.26 Conversion to other uses may be justified where a use of particular value to the community is proposed especially where such uses are within or adjacent to existing local

and district centres and promote linked trips and reduced car usage (see also Chapters on Shopping and Community Services). Conversions to residential institution uses such as nursing or old people's homes are also acceptable in principle in residential locations and are not covered by Policy H.9 below, but are the subject of a separate policy in the Community Services Chapter (see Policy CS.7). Protecting and revitalising residential areas in the commercial core of the city helps fulfill our key aim to increase the population in the Central Area. For all proposed conversions we will aim to ensure that residential amenity and highway safety are not unreasonably affected in accordance with other policies of the Plan (see Policies BE.21 and TR.31).

**Policy H.9 The Protection of Existing Residential Properties**

**In the locations within the Inner Relief Road shown on the Central Area Inset and in all other areas of the city outside the Inner Relief Road, the conversion to non-residential use of any residential property capable of continued residential use will not be permitted unless:**

- 1. the proposed conversion is to a use or facility of particular value to the local community, and**
- 2. suitable alternative premises within or adjacent to an established centre are not available.**

**Policy H.10 Redevelopment Within the Inner Relief Road**

**In the protected residential locations within the Inner Relief Road shown on the Central Area Inset the conversion or redevelopment of non-residential premises will not be permitted unless the proposal is for residential use or a mixed-use scheme with upper floors in residential use.**

6.27 The conversion of residential properties to guesthouses, elderly persons accommodation, nursing homes, and day nurseries/playgroups can threaten the character of residential areas if there is an over-concentration. However, these uses are important visitor and community facilities and policies relating to them are located in the Commercial Leisure, Tourism and Culture, and Community Services chapters of this Plan.

6.28 The maintenance and improvement of established residential areas and housing will be encouraged through a variety of our initiatives including The Empty Homes Strategy, traffic management, and by giving Improvement Grants.

6.29 There are about 11,000 dwellings in the city that were built before 1919 and the future life of these properties is important to meeting housing needs. We have been pursuing a Renewal Area strategy in the Barton/Tredworth area which is nearing the end of its ten year life and has had a significant impact on the quality of life in this area. We are looking into a further Renewal Area for part of the Central Area. This would further help us to tackle problem sites and buildings within the Central Area through Compulsory Purchase and renovation projects.

6.30 Where there are bad neighbour uses in existing or proposed housing areas we will try to have them moved elsewhere or converted to housing.

**Policy H.11 Improving Residential Environments**

**Within established residential areas and throughout the Central Area the City Council will:**

- 1. promote the rehabilitation and redevelopment of vacant sites and buildings which are the subject of closing or demolition orders.**
- 2. continue to implement traffic management measures, giving priority to areas where congestion, through traffic or highway safety is a problem.**

3. support the re-location of non-conforming bad neighbour uses and the redevelopment of their sites for housing, open space or car parking/garages where appropriate.

MAKING BEST USE OF EXISTING RESIDENTIAL AREAS.

6.31 Much of the more recent housing development in the city has been built at densities that do not make the optimum use of land, and has housing mixes that do not reflect the trend towards smaller household sizes. While people may still choose to live in properties that are larger than they need, the Housing Need Survey (2000) suggests that there will be some demand for one bedroomed dwellings and a significant demand for two-bedroomed dwellings. Part of this demand could be met by converting large houses to flats. Such conversions create extra dwellings without using any more land. We have previously only supported the conversion of dwellings that are too large for single family occupation, but the changes in the demographic profile of the city suggests that a policy which also allows smaller dwellings to be converted is justifiable. Sub-division will not be permitted if this causes an unacceptable impact on the character or features of a Listed Building, or an adverse impact on the amenities enjoyed by the occupiers of neighbouring dwellings (see policies BE.21 and BE.22 in the Built Environment Chapter). Schemes involving Registered Social Landlords, where occupancy is controlled to non-car owning residents, can overcome objections where lack of parking space is a problem. More detailed guidance on standards for conversion is published separately as Supplementary Planning Guidance.

**Policy H.12 The Conversion of Houses to Flats**

**The sub-division of houses to provide flats will be permitted where satisfactory accommodation is provided, and where there is no unacceptable impact on highway safety and on the character and housing mix of the locality. In all sub-divisions the council will expect all dwellings to be self-contained.**

6.32 Sub-division of existing house plots to provide new dwellings on garden areas can provide extra land for new dwellings. However, it is important that the amenity and character of residential areas are not compromised. Where there are groups of gardens that might be more efficiently developed together it would not make best use of land if this potential is blocked by a development of one garden in isolation and such proposals will be resisted.

**Policy H.13 The Sub-division of Plots for In-fill Development**

**The sub-division of plots for the construction of additional dwellings will be permitted provided that:**

1. the proposed development would not have an unacceptable effect on the character of the locality, the appearance of the street scene, or the amenities enjoyed by the occupiers of neighbouring dwellings,
2. adequate off-street parking and access arrangements can be provided for both the existing and proposed dwellings, and
3. the proposed development does not prejudice the potential for comprehensive development of adjacent land where this appropriate.

6.33 The location of higher density housing is appropriate within easy walking distance of, or with good bus access to essential local facilities, and this is expected by Policy H.7 above in the re-use of vacant buildings and sites. Proposals for the redevelopment of existing housing at a higher density may come forward adjacent to District and Local Centres or along the high frequency bus routes and these would accord with the Strategy (high frequency bus routes are listed in the Travel Chapter at paragraph 5.47)



**Policy H.14 Redevelopment of Existing Housing at a Higher Density**

**The City Council will permit the redevelopment of existing housing for higher density residential development alongside a designated centre or a bus priority route provided that the character of the locality and the amenities of neighbouring properties are not unreasonably affected. Reduced car parking provision will be acceptable provided this would not adversely affect highway safety or unreasonably affect the amenities of the locality.**

6.34 Extending existing houses can enable households that are growing to stay in a property rather than moving. However, there are limits to how far a property can be extended reasonably, and this will vary from site to site. We will permit house extensions provided the amenity of neighbours and the locality are respected (see Built Environment policy BE.20).

**AFFORDABLE HOUSING**

6.35 Affordable housing is housing which is accessible to people whose income does not enable them to afford to buy or rent appropriate housing for their needs in the open market. It encompasses both low cost market and subsidised housing. Due to the availability of low cost market housing in the centre of Gloucester, the predominant need in the city is for rented housing. The exception to this is the RAF Quedgeley area where an element of low cost market housing would be acceptable in the interests of creating an acceptable choice and mix of housing. It is considered that a household wishing to purchase a property requires affordable housing if it does not have a deposit equivalent to 5% of the price of a suitable home and has a gross household income less than one third its mortgage requirement. For rental of a property, a household is unable to afford private rented housing if renting privately would take up more than 25% of its net household income. We need to know how many people need affordable housing so that we can plan for it.

6.36 A comprehensive Housing Needs Survey was carried out in 2000 in conformity with Government guidance published in July 2000. In Gloucester there is a severe shortage of affordable housing to meet local needs. The survey concluded that:

- 698 additional households will become in need of affordable housing per year over the next five years.
- 1,047 is the annual requirement for affordable housing.
- 521 dwellings per year on average is the estimated supply from re-letting existing affordable houses.
- We need 526 affordable houses per year to meet the annual shortfall.

6.37 Given the size of Gloucester's housing need, we believe that an overall target of 40% of the net site area of new housing sites should be affordable. The percentage of affordable housing we need from each site will vary according to the site's constraints and the housing market climate at the time of application. However, many of the allocated housing sites are constrained, have contamination issues to resolve and must contribute to infrastructure needs. This may mean that affordable housing contributions below 40% will be justifiable. Taking this into account and its effect on numbers of affordable dwellings that will be achieved, we consider that the city demonstrates exceptional circumstances according to circular 6/98. These being firstly that the amount of new housing on brownfield land will be about 80% of the total and secondly the high level of housing need in the city. We will therefore normally seek affordable housing on all new sites of 15 or more dwellings or on sites of 0.5 hectare or more irrespective of the number of dwellings. Apart from helping with the scale of the overall need, this will also help provide affordable houses in parts of the city where the only opportunity to achieve a mix of housing will be on small scale developments on unidentified sites. Where larger sites are proposed to be phased or subdivided, we will use the whole site for the purpose of determining whether the scheme falls above or below the required threshold.

6.38 In negotiations with developers our preferred approach will be to seek fully serviced sites to be transferred free of charge to a Registered Social Landlord, together with a financial

contribution towards building costs. In some cases we may be prepared to accept the transfer of completed dwellings for rent to people through a Registered Social Landlord. We will negotiate a mix of affordable housing that is most appropriate to a particular site. Due to the amount of cheap terraced housing in the centre of Gloucester, with the exception of development at RAF Quedgeley, the biggest role for affordable housing will be rented housing.

6.39 Our approach to affordable housing is explained in greater detail in the Supplementary Planning Guidance on “Affordable Housing” which is published separately.

**Policy H.15 The Provision of Affordable Housing**

**The City Council will seek the provision of an element of affordable housing on new housing sites of 15 or more dwellings or 0.5 of a hectare 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.**

Developers will be expected to provide serviced plots or land at nil cost together with a contribution towards the construction costs of the dwellings. In some circumstances it may be acceptable to provide the equivalent contribution in built units. There is a presumption that affordable housing should be provided as part of proposed developments. In exceptional circumstances, the payment of commuted sums for off-site provision may be acceptable.

The housing provided under this policy will be subject to a planning obligation to ensure that all initial and subsequent occupiers will benefit from the affordable status of the dwellings.

Permitted development rights for all properties provided through the application of this policy will be withdrawn so that affordable houses are not enlarged or altered in ways that would change their affordability for future occupiers.

6.39a On most housing sites there will be no reason why affordable housing should not be provided. In exceptional circumstances, we may consider the payment of commuted sums for the provision of affordable housing. These circumstances could include where:

1. The form of the residential development does not lend itself to incorporating an element of affordable housing provision, or
2. The site is in a location where there is already a high level of affordable housing provision, or
3. an opportunity is available in the Central Area, but awaiting finance, the development of which would produce a regenerative effect outweighing the loss of affordable housing to the site under consideration.

Reference should be made to the Supplementary Planning Guidance, ‘Affordable Housing’ for details on the calculation of commuted sums.

6.40 In larger housing developments we will encourage the provision of affordable housing in a number of small clusters rather than in a single location to encourage social inclusion. For further detail reference should be made to the Supplementary Planning Guidance, ‘Affordable Housing’. The design of affordable housing should blend in with neighbouring open market housing in order that they are integrated properly and promote social inclusion, and provide quality and choice in neighbourhoods.



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

**The City Council will seek a range of house sizes and densities to provide a mix of affordable housing to meet local needs, designed to a high standard that makes them well integrated with neighbouring open market housing.**

**In larger housing schemes, affordable housing should be well distributed across the development site and not segregated from the open market housing.**

6.42 For more information on affordable housing please consult the Council's Supplementary Planning Guidance entitled "Affordable Housing".

LIFETIME HOMES

6.43 The Housing Needs Survey 2000 estimated that some 11.1% of all households in the city contain people with special needs, and nearly three quarters of these include a person with physical disabilities. About half of special needs households are owner occupiers. Just over a quarter are in unsuitable accommodation.

6.44 Building Regulations (Part M) now requires the provision of access to new houses for people with disabilities. However, it is still important to increase the choice of housing available to people with disabilities and to assist those special needs households which are currently in unsuitable accommodation. We consider that at least 15% of housing on all sites which are well located in respect of shops, services and public transport, should be designed to enable adaptation to mobility standards.

6.45 Lifetime Homes can equally easily be lived in by people without special needs, and does not necessarily involve significant increases in space standards and cost. As Lifetime Homes can be lived in by people without special needs, it is considered more than 11% of sites are needed to be Lifetimes Homes. 15% will allow some spare capacity. People who develop disabilities either through accident or old age will face less disruption if more homes are designed to be easily adapted to accommodate them. Details of the standards which will be sought for Lifetime Homes are published in Supplementary Planning Guidance.

**Policy H.18 Lifetime Homes**

**To increase the choice of housing available to people with disabilities, the City Council will seek to negotiate agreement with developers to construct at least 15% of new houses across all types to be easily adapted to meet the needs of people with disabilities on suitable sites, and especially those that are conveniently located for shops, services and public transport.**

SUPPORTED AND SPECIAL NEEDS HOUSING

6.45a There is a wide range of Special Needs Groups, including those with learning difficulties, young homeless and those with physical and mental health disabilities. We acknowledge the importance of providing special needs housing in accordance with our Core Policy of, "creating a healthy and socially inclusive city" and through the Housing Strategy 2002/05 which emphasises that housing plays a critical role in promoting the well being of its citizens. Housing for some of the client groups will have specific requirements. For instance, sites for the elderly and physically disabled are preferably located close to shops and services.

**Policy H18a Supported and Special Needs Housing**

**Proposals for special needs and supported housing will be permitted in locations which are close to amenities and facilities and provide sufficient amenity space for the type of housing involved.**

CARAVAN PARKS

6.46 Living in static caravans is a way of life of choice to some people. Static caravans are a type of affordable accommodation. There are four large static caravan parks in the City. The loss of these would place a significant extra burden on alternative affordable provision, and the sites could not easily be replaced within the city. The existing sites will therefore be protected from alternative development proposals.

**Policy H.19 Static Caravan Sites**

**The existing static caravan sites shown on the Proposals Map will be safeguarded for their current use and proposals for alternative development will be refused.**

GYPSIES

6.47 There are currently no gypsy sites in Gloucester and in recent official counts there has been no evidence of gypsies resorting to the city. There is a known need for a transit site in the Gloucester area well related to the route of the A40 on the northern edge of the city. A study was undertaken in 1995 and concluded that there was not an acceptable site available in the city administrative area. The pressure for new development and redevelopment in the city arising from its role as a growth point and the aim of an urban renaissance means that it is very unlikely that a private application to establish a gypsy site within the city will ever be submitted. The Plan does not therefore include a policy on this issue and we will continue to encourage the need for a transit site to be met in an appropriate location in the neighbouring District.

TRAVELLING SHOWPEOPLE

6.48 The city has one site, at Pool Meadow, which is used by travelling showpeople. This is long established and well located relative to the main transport network. Given the lack of other suitable sites within the city boundary it is considered that it should be safeguarded for the future.

**Policy H.20 Travelling Showpeople's Site**

**The existing site for travelling showpeople at Pool Meadow will be safeguarded for its current use and alternative development will be refused.**

MONITORING

6.49 Monitoring of Housing Policies will be undertaken through the yearly Housing Land Supply Report prepared in January each year. The key issues that will be reported on are:

- calculation of how many years of housing supply exists.
- progress towards the Structure Plan provision figure.
- percentage of completions on previously developed land, sub-divided by type.
- mix of properties on new planning permissions.
- numbers of affordable homes permitted as a percentage of the total.
- Percentage of lifetime homes negotiated on new planning applications.
- Net density of new build housing on new planning permissions.
- The number of households presented as homeless.
- The number on the Housing Register.

## CHAPTER SEVEN: EMPLOYMENT

### INTRODUCTION AND CURRENT TRENDS

7.1 The Strategy Chapter identifies the need to promote investment and improve the local economy in a sustainable way. This means providing the market with good quality employment sites on brownfield land that can be reached or used without relying on the car.

7.2 The policies of this chapter are consistent with this vision. They:

- allocate a range of brownfield sites that are capable of meeting the needs of Gloucester's economy
- protect existing employment land that is needed for Gloucester's economy

7.3 The city's economy is expected to continue to grow steadily over the next decade. The city is to take more development for housing and jobs than any other urban area in the county up until 2011 (Gloucestershire Structure Plan, Second Review). Gloucester is also likely to become more attractive to large employers as improvements to the A417 and junction 12 of the M5 motorway reduce journey time to the M4 motorway.

7.3a Although Gloucester has had a strong tradition of defence-related industries, the last ten years have seen a sharp decline in employment in this sector (about 90% since 1991, source: 'Gloucestershire Labour Market Information Unit', 2002). As the local economy has diversified, a number of strong patterns have emerged. For example, about 2,300 jobs were created in the distribution, hotels and restaurants sector, between 1995 and 2000. However, there has been a marked decrease in jobs in the banking, finance and insurance sector over the last five years (about 1,200 fewer jobs since 1995, source: GLMIU, 2002).

7.5 Our Community Plan is identifying ways for us to work together with our partners, such as the Gloucestershire Development Agency and the South West Regional Development Agency, to develop a secure economic future for Gloucester. We are seeking to attract new employment sectors with sustainable growth potential. So far, a Medical Research Centre has been established at the Royal Hospital, where Cranfield Institute of Post Graduate Medicine is carrying out research. Also, an Innovation Centre has opened in the Central Area at Southgate House that will provide workspace and business support for small, innovative firms.

7.6 Gloucester's unemployment rate is 3.3%, slightly lower than the rate for Great Britain. Within Gloucester, different groups of people and different areas suffer much higher unemployment. Our Regeneration and Anti-Poverty strategies are seeking to reduce these disparities.

### NEW EMPLOYMENT LAND

7.7 The Local Plan must ensure that there is enough employment land to meet the need shown in the Gloucestershire Structure Plan. The Structure Plan indicates that the city should provide about 95 hectares of employment land between 1991 and 2011. The Structure Plan counts employment land as that falling within the following Use Classes: B1 (offices, research and light industry), B2 (general industry) and B8 (storage and distribution). Table 4 below shows the major employment land commitments in Gloucester at the end of the year 2001. Table 4 only includes the major employment land commitments. There are other various small commitments that are not listed in the table that bring the total area of employment commitments to 50.07 hectares. They are included in our latest annual report of our Employment Land Supply Position Statement, December 2001.

**Table 4: Major Employment Land Commitments**

Site Number	Site Name	Site Area (hectares)	Use Class
EC.1	Waterwells Business Park	12.09 remaining	B1
EC.2	Rear of 2-28 Hempsted Lane	8.7	B2 and B8
EC.4	Telecom House, Great Western Road	0.6	B1
EC.5	Metz Way	1.3	B1and B8

7.8 The latest annual report of our Employment Land Supply Position Statement, December 2001, is summarised in Table 5 below.

**Table 5: Employment Land Supply Since 1991**

		Hectares
(a)	Structure Plan provision	95
(b)	Net take up	8.87
(c)	Land remaining to be provided (a) minus (b)	86.13
(d)	Land identified and committed at December 2001	50.07
(e)	Land supply, December 2001 (d) – (c)	-36.06
(f)	Net* area of allocations, June 2002	19.51
(g)	Land supply, including allocations (e) + (f)	-16.55

\*see paragraph 7.10 for an explanation of net areas

7.9 The table shows that at December 2001, we were 36.06 hectares below the amount of land provided for Gloucester in the Structure Plan. The net area of the allocations for employment use in the Local Plan reduces this shortfall to 16.55 hectares. These allocations comprise RAF Quedgeley, the land on Bristol Road, and the land at the junction of Barnwood Road and Barnwood By-pass in Policy E.1, all the sites in Policy E.2 and the railway sidings, Horton Road in Policy E.3. The mixed use sites in the Central Area in Policy E.1 are excluded from this assessment. This is because we consider that their redevelopment is likely to bring as much new employment land as is lost. (The other sites in Policy E.3 are accounted for in our Employment Land Supply Position Statement, December 2001).

7.10 The assessment of the net areas of the allocations at RAF Quedgeley and the land at the junction of Barnwood Road and Barnwood By-pass in Policy E.1 requires explanation. Although the allocation at RAF Quedgeley is 40 hectares, there is currently about 47.5 hectares of employment land on the site. There would therefore be a net loss of employment land of about 7.5 hectares. The site area of the allocation of the land on Bristol Road is 9.13 hectares. This is all existing employment land. We are allocating all but one hectare for housing which results in a net loss of 8.13 hectares of employment land.

7.10a However, the Structure Plan makes clear that its figures for the districts are not targets, and that the quality, range and location of employment allocations need to be taken into account. Chesterton produced an 'Employment Land Study' on our behalf in June 2001. This assessed the need for employment land in Gloucester from a market perspective. The study has been taken into account in deciding on our employment allocations. We believe that the commitments and the allocations in policies E.1. E.2 and E.3 provide a range of employment sites that meet the different needs of the local economy.

### MIXED USE SITES

#### Central Area

7.11 The Central Area contains many businesses, including retail, leisure and tourism, as well as offices. These all help to sustain and enhance its vitality and viability. Mixed use developments in the Central Area that include offices would increase the opportunity for people to get to work without needing a car. It would also mean that developers requiring modern offices do not have to go outside the Central Area. We consider that the allocations for mixed use development will not have an impact on the supply of employment land because their redevelopment is likely to bring as much new employment land as is lost.

#### The Bus Station and Market Parade (MU.3)

7.12 The bus station is old fashioned and unwelcoming; the surrounding office buildings are empty. Market Parade, next to the bus station, includes a neglected terrace of shops and an NCP surface car park. Apart from Market Parade, the site is owned by the City Council. In partnership with the private sector, we see an opportunity to redevelop the site in the Local Plan period. A bus station would be retained, but the primary use of the site would be new offices. Part of the redevelopment would also include shop units on the ground floor, with a limited number of flats above. A mixed use scheme would increase interest and activity in the area. The bus station is within walking distance of the railway station and the Central Area shops. Many office workers could therefore use the bus or train to travel to work, and also use the shops. This would reduce traffic congestion and pollution, and the need for long stay parking spaces in the Central Area.

#### Western Waterfront (MU.2)

7.13 The Western Waterfront Urban Design Framework envisages the redevelopment of the area for a mix of uses, primarily housing, but also employment. A variety of employment uses currently occupy the area. These include manufacturing firms and smaller businesses like car breakers. Some businesses may not need to occupy sites on the Western Waterfront and could possibly be relocated to other parts of Gloucester. We are working with landowners to establish whether they wish to redevelop their land. The completion of the South West Bypass will increase the attractiveness of the area. Consultants have advised us that a redeveloped Western Waterfront could attract quality Class B1 office and light industrial uses.

#### Strategic Sites

7.14 Strategic sites should be at least 12 hectares, but preferably over 50 hectares on land that is flat, and free from contamination (or with realistic prospects of clean – up) and other constraints, have good communications, and an attractive environment. (Source: paragraph 5.16 of RPG10)

RAF Quedgeley (MU.5)

7.15 As Waterwells Business Park nears completion, there will be a need for a new strategic site for a business park in Gloucester that would attract inward investment. The adopted Gloucestershire Structure Plan identifies Quedgeley as a 'key strategic employment location where land will be reserved for long term employment needs'. RAF Quedgeley has very good access to the M5 motorway and also adjoins the Bristol to Birmingham main railway. The site is allocated for mixed use development. (Policy MU.5 in the Housing Chapter.) Our consultants, WS Atkins, recommended that at least 40 hectares of the site should be reserved for employment use. This would be in addition to the potential rail freight terminal or passenger station. (See policies TR.42 and TR.43 in the Travel Chapter.) RAF Quedgeley is likely to attract both Class B1 offices and light industry and Class B8 warehouses. Class B1 office and light industrial uses are likely to create more jobs and use land more intensively than Class B8 uses. Consequently, most of the 40 hectares is allocated for Class B1 uses.

Locally Significant Sites

7.16 These are sites that are suitable for smaller scale inward investment and local re-investment by small and medium sized firms.

Land at the junction of Barnwood Road and Barnwood By-pass (MU.6)

7.16a This land is available for redevelopment and would be suitable primarily for Class B1 offices. The site is in a very prominent location, adjoining Walls Roundabout. We would therefore expect a significant landmark building, of about half a hectare, to occupy the corner of the site nearest the roundabout. Limited housing away from the roundabout would be permitted. The existing post office could form part of a new local shopping centre. (See Policy S.9 of the Shopping Chapter.) There is also potential to relocate the petrol filling station on the site. If this is possible, then there will be a need to decontaminate the land. Access to the site would be from Barnwood Road. The redevelopment of the site would need to keep the important trees.

Land on Bristol Road (Site MU.8)

7.16b This site comprises Saint Gobaine, Wellman Graham, and Contract Chemicals. Saint Gobaine wish to relocate to better premises elsewhere in Gloucester. Both the Wellman Graham and Contract Chemicals buildings have been empty for some time, and when operating, occasionally caused noise complaints from nearby residents. Our consultants, Chesterton, advise that Bristol Road is not a quality employment area. However, improvements to the access as a result of the redevelopment of the site, would present an opportunity for Class B1 uses, occupying about a hectare of land, along Bristol Road.

**Policy E.1 Mixed Use Allocations**

**The following sites are allocated for mixed uses development, including employment use:**

**1. The bus station (MU.3), 1.81 hectares**

**B1 offices**

**Site specific obligations:**

- **Retention of bus station**

**2. Western Waterfront (MU.2),**

**B1 uses**

**Site specific obligations: See Housing Policy H.1**

**3. RAF Quedgeley (MU.5), site area 141 hectares  
Primarily B1 uses and some B8 uses (40 hectares)  
Site specific obligations: See Housing Policy H.1**

**5. Land at the junction of Barnwood Road and Barnwood By-pass (MU.6), site area 1.3 hectares  
Landmark building for B1 use (0.5 hectares)  
Site specific obligations:**

- Access from Barnwood Road
- Decontamination of the land if the petrol filling station is to be relocated on the site
- Retention of important trees

**6. Land at Bristol Road (MU. 9), site area 9.13 hectares  
B1 uses (1 hectare)  
Site Specific Obligations: See Housing Policy H.1**

## EMPLOYMENT ALLOCATIONS

### CENTRAL AREA

Long stay car park, railway station

7.18 We see an opportunity to redevelop the site for high quality offices in the Local Plan period. Car parking that meets the needs of rail passengers would be retained as part of the redevelopment. Like the bus station, the railway station is within walking distance of the Central Area shops. Many office workers could therefore use the train or bus to travel to work, and also use the shops. This would reduce traffic congestion and pollution, and the need for long stay parking spaces in the Central Area.

### STRATEGIC SITES

RMC site, north of Waterwells Farm Business Park

7.19 Waterwells Business Park is the single existing strategic employment site in the city. It has proved very successful in attracting B1 uses. Although it contains one or two other employment uses, these have only been allowed on an exceptional basis. We estimate that the business park will be completed by the middle of the Local Plan period. The RMC site is available on the northern edge of Waterwells Farm Business Park, and would allow for its expansion.

Land east of Waterwells Business Park

7.19a Land is also available on the eastern boundary of the business park. Although this is greenfield, we consider that its loss is justified to help meet the Structure Plan provision provided that it was used as an extension to the business park. The extension would adjoin the proposed passenger station, providing an opportunity for office workers to get to work by train. We consider that the site should be developed for B1 uses only, particularly as other land is allocated for B8 uses close to the proposed rail freight depot.

IM Group Site, north of Naas Lane

7.19b The IM Group currently occupies the site. It may relocate with the redevelopment of RAF Quedgeley. The land adjoins the proposed rail freight depot, and would therefore be suitable for Class B8 uses that could use the depot for transporting their goods.



LOCALLY SIGNIFICANT SITES

Land south of the junction of Eastern Avenue and Barnwood Road

7.20a The site includes part of the Territorial Army base that is surplus to requirements, as well as underused land. Like the land at the junction of Barnwood Road and Barnwood Bypass, this smaller site adjoins Walls Roundabout. We would therefore expect a similarly significant Class B1 office building to occupy the site. Access would be from Carne Place.

South West Bypass site

7.21 Occupying a prominent position next to the South West Bypass, we consider that this land is suitable for Class B1 uses.

**Policy E.2 Employment Allocations**

The following sites are allocated for employment use:

1. Long stay car park, railway station,  
(0.48 hectares B1 offices)

Site specific obligations:

- Car parking for rail passengers
- Contribution to improved pedestrian links to the railway station

2. RMC site, Waterwells Business Park,  
(7.2 hectares B1 uses)

Site specific obligations:

- Contribution to the cost of public transport facilities and services
- Mitigation of the contamination of the site
- Phasing of the site in conjunction with transport infrastructure improvements

3. South West Bypass site,  
(0.5 hectares B1 uses)

Site specific obligations: None

4. Land east of Waterwells Business Park,  
(15.1 hectares B1 uses)

Site specific obligations: None

5. IM Group site, north of Naas Lane,  
(6.4 hectares B8 uses)

Site specific obligations: None

6. Land south of the junction between Eastern Avenue and Barnwood Road,  
(0.7 hectares Landmark building for B1 use)

Site specific obligations:

- Access from Carne Place

OLD EMPLOYMENT SITES

7.22 The Railway Triangle, the British Gas site in Bristol Road and the railway sidings on Great Western Road are long-standing employment allocations that have previously been associated with industry. Poor environment, access, or ground conditions handicap the sites. Consequently, they have failed to attract modern businesses and remain undeveloped. Our consultants, Chesterton, consider that this situation is likely to continue. They advise that modern businesses want prestigious sites that enjoy excellent accessibility and that are surrounded by other successful businesses. A proposal for an alternative use may therefore be better than these allocations remaining undeveloped. This will be for the developer to demonstrate. However, we do not believe that the sites are suitable for housing. On either

side of the British Gas site are Class B2 'bad neighbour' uses. Operational railway lines that would provide a similarly poor environment for housing surround the Railway Triangle.

7.23 However, the focus of government policy is on re-using land. There may be more prospect of funding becoming available that would enable the old industrial sites to be redeveloped for employment use. They are close to high-density residential areas whose unemployment rate is higher than the average for Gloucester. One or more of them could be suitable for small businesses, including those that may be relocated from the Western Waterfront, or other places. The two railway siding sites at Great Western Road and Horton Road are close to the hospital and Class B2 and Class B8 uses may cause problems of noise, smell or vibration. These sites are therefore restricted to Class B1 uses.

**Policy E.3 Allocations for Employment on Old Employment Sites**

The following sites are allocated for employment use. However, an alternative use, or mix of uses may be permitted if the developer is able to demonstrate that the proposal would offer greater potential benefit to the community:

**Site 1. British Gas, Bristol Road, 7 hectares**

**B1 or B2 uses**

**Site specific obligations:**

- **Decontamination of site**

**Site 2. Railway Triangle, 10.9 hectares**

**B1, B2 or B8 uses**

**Site specific obligations:**

- **Improved access from Metz Way only**
- **Decontamination of site**
- **Land reserve for possible rail freight depot**

**Site 3. Railway sidings, Great Western Road, 4.3 hectares**

**B1 uses**

**Site specific obligations:**

- **Contribution to improved pedestrian links to the railway station**

**Site 4. Railway sidings, Horton Road, 3.46 hectares**

**B1 uses**

**Site specific obligations:**

- **Contribution to improved pedestrian links to the railway station**

**PROTECTING EMPLOYMENT LAND**

7.24 There is pressure to redevelop employment land for other uses, like retail, which have a higher value. We need to ensure that we do not lose existing employment land to other uses where it is needed for the local economy. The old employment sites in Policy E.3 have been specifically identified as sites with limited potential for employment. Other existing employment land, sharing their characteristics, may also face redevelopment pressure for alternative uses. It will be up to the developer to demonstrate that the land has limited employment potential and that the alternative use offers greater potential benefit to the community. The Employment Land Study by our consultants, Chesterton, provides background information on the quality of various employment sites in Gloucester.

**Policy E.4 Protecting Employment Land**

Planning permission will not be granted for new development that involves the loss of employment land unless the following criteria are met:

1. The land has limited potential for employment, and
2. The developer is able to demonstrate that an alternative use, or mix of uses, offers greater potential benefit to the community

**MONITORING**

7.25 The following will monitor the success of the employment policies:

- The implementation of employment schemes on allocated sites
- The implementation of employment schemes on greenfield sites
- An annual assessment of the take-up and loss of existing employment land, distinguishing between B1, B2 and B8 uses.

## CHAPTER EIGHT: SHOPPING

### INTRODUCTION

8.1 The objectives of this chapter are to:

- Sustain and enhance the vitality and viability of designated shopping centres
- Focus development, especially retail development, in places that increase competition and maximise the opportunity to use means of transport other than the car
- Maintain an efficient, competitive and innovative retail sector
- Ensure the availability of a wide range of shops, employment, services and facilities to which people have easy access by a choice of means of transport.

8.2 Our retail vision for Gloucester is for a top class sub - regional city centre of quality shops that is able to attract customers including those outside the county; retail uses as part of the mixed use development on the Western Waterfront that regenerates the Central Area; and for thriving district and local centres that meet the everyday needs of local people.

8.7 Realising our vision for a top class sub - regional city centre means working hard to compete with major car-based developments like Cribbs Causeway. We need a basket of measures to improve the vitality and viability of the Central Area. For example, the Central Gloucester Initiative, a member of the Association of Town Centre Management, is leading efforts to create a Cultural Quarter, and to establish the International Gloucester Blues & Heritage Festival.

### NEW MAJOR RETAIL DEVELOPMENT

#### The Primary Shopping Area

8.5 For shopping purposes, the Primary Shopping Area is the boundary of the 'city centre'. Its role as a sub - regional shopping centre has been threatened by competition from town centres like Cheltenham and retail parks like Cribbs Causeway. The lack of suitable premises for high quality traders in the city centre has meant that it has stagnated. Between 1984 and 1995, Gloucester fell 17 places in the national ranking of shopping centres. (Source: Hillier Parker *'Shopping Centres of Great Britain'*). The last major new build retail scheme in the city centre was the Eastgate Centre in the early 1970's.

8.6 A report by consultants (Gloucester Retail Study, Chase & Partners, April 2001) for the City Council confirms that Gloucester's retail economy is underperforming. The report shows that there is a significant number of people living in Gloucester's shopping catchment area who currently shop elsewhere. There is therefore potential for the Primary Shopping Area to expand and attract these customers back to Gloucester.

#### The Western Waterfront (MU.2)

8.13 The Strategy Chapter explains how the Western Waterfront has the potential to regenerate the Central Area. High value uses, like, new retail development, can help pay towards funding the South West Bypass and the St. Anne's bridge link. These are both vital to opening up the Western Waterfront and reducing unnecessary traffic in the Central Area that will enable improvements to be made to the public realm.

#### Blackfriars

8.13a For many years Blackfriars has been our priority location for new major comparison high street retailing. Straddling the south-west boundary of the Primary Shopping Area, its redevelopment would help to create a strong and attractive link between the Docks and the Cathedral; and bring high density development to a run down part of the Central Area. As

the major landowner, we have striven to deliver a viable scheme, anchored by a department store of 7,432 metres (80,000 square feet). Blackfriars remains the best location to expand the Primary Shopping Area. We will therefore continue to protect a scheme for Blackfriars from proposed competing developments elsewhere. We will ensure that planning permission granted for development on other sites would not have an unduly adverse effect on the prospects of securing the development proposed for the Blackfriars site in Policy S.2. This will entail considering the status of any emerging scheme at the time of an application for other retail development.

**Policy S.2 Blackfriars**

**Planning permission will be granted in the Blackfriars location for major comparison retail development provided that it is part of a comprehensive mixed use development that includes good pedestrian routes to other character areas of the Western Waterfront.**

Baker's Quay

8.13b There has been commercial pressure for a factory outlet centre (FOC) in Gloucester. In response, we have identified three sites on the Western Waterfront that are of a size that could accommodate the particular trading format and layout of an FOC. These sites are Baker's Quay, Monk Meadow and the Cattle Market. Of these, Baker's Quay is closest to the Primary Shopping Area, is available and is the preferred location.

8.13c The time taken to deliver the Blackfriars scheme has contributed to the lack of major new retail development in the Central Area. We do not wish to lose potentially valuable development that would attract extra visitors to the Central Area and so make the Blackfriars area more viable. A FOC by itself could divert existing trade, and have an unacceptable impact on the vitality and viability of the Primary Shopping Area and on the prospects for an expansion into the Blackfriars area, at least for the short term. However, a FOC at Bakers Quay as part of a large scale comprehensive mixed use development including a substantial amount of housing and effective links to Blackfriars and the existing shopping area, has the potential to create a critical mass of resident population and visitors sufficient to stimulate the regeneration of the whole of the Central Area.

8.13d The provision of the Saint Anne's bridge link on the Inner Relief Road would be an essential element of such a scheme. The development would also need to be phased with the completion of the South West By-pass to ensure the highway network would not become unacceptably congested. Facilities will be sought to help to make the proposed FOC genuinely accessible by means of travel other than the car. These facilities would comprise a cycle station, a shopmobility centre, coach parking, bus turning provision on the site, and a minibus link between the FOC through the Primary Shopping Area to the bus and rail stations. A Transport Assessment will need to be submitted with any planning application to test the impact of the development on the highway network.

**Policy S.2a Baker's Quay**

**Planning permission will be granted for a factory outlet centre at Baker's Quay provided that it is a part of a large scale, comprehensive mixed-use development that generates a critical mass of resident population and visitors and has high quality links that will:**

- 1. stimulate the regeneration of the Central Area, and**
- 2. ensure that there is no unacceptable impact on the potential redevelopment of the Blackfriars area and on the vitality and viability of the designated centres.**

**Site Specific Obligations:**

- The completion of the Saint Anne’s Way bridge link and a multi-storey car park,
- The restoration of the historic buildings within Baker’s Quay,
- Good pedestrian, cycle and public transport routes to other character areas of the Western Waterfront and the Primary Shopping Area.

Monk Meadow

8.13f There is commercial pressure for a new food superstore. However, there are no suitable sites available in or on the edge of the designated shopping centres. Several large brownfield sites are available outside the designated centres, including Monk Meadow, the Railway Triangle, and the British Gas site on Bristol Road. A food superstore on any of these sites would help to redevelop a large brownfield site. However, only a food superstore at Monk Meadow would help to regenerate the Central Area.

8.16 There are no food superstores between the Central Area and Quedgeley. The nearest superstores are the two Tesco stores at the Cattle Market and Quedgeley District Centre, and the Asda store at Bruton Way. A new food superstore at Monk would therefore cut the length of trips made to superstores, and serve not only existing residents in the surrounding area, but those that would live in the new homes on the Western Waterfront.

**Policy S.6 Monk Meadow**

**Planning permission will be granted for a food superstore at Monk Meadow provided that it is part of a comprehensive mixed use development that ensures that there is no unacceptable impact on the potential redevelopment of the Blackfriars area and on the vitality and viability of the designated centres.**

**Site Specific Obligations:**

- The completion of the Saint Anne’s Way bridge link
- Good pedestrian, cycle and public transport routes to other character areas of the Western Waterfront and the Primary Shopping Area.
- The repair and re-use of the Llanthony Priory and grounds.
- A pedestrian/cycle bridge across the entrance to Monk Meadow Dock if feasible.

Cattle Market site (St. Oswald’s Park)

8.15a There is a need to improve Gloucester’s retail offer of certain types of goods that are sold in retail warehouses. Capacity exists for major DIY retail warehousing and demand for a large retail warehouse. There are no suitable sites available in or on the edge of the designated shopping centres, but several large vacant brownfield sites exist elsewhere, including the Cattle Market, Monk Meadow, the Railway Triangle, and the British Gas site on Bristol Road. However, redeveloping the Cattle Market would not only regenerate an underused contaminated brownfield site, but it is also the only site whose redevelopment would enable improvements to be made to the pedestrian route to the Primary Shopping Area, and foster linked trips with the existing Tesco superstore.

8.15b There is also demand from retailers of electrical goods and furniture/ carpets that need large display areas. Retail units selling these goods are also needed to help make the Cattle Market scheme viable. Based on our retail consultant’s study, we consider that a DIY Warehouse and the sale of electrical, carpet and furniture goods at the Cattle Market site would improve Gloucester’s retail offer, and not have an unacceptable impact on the Primary Shopping Area. This is provided that the amount of proposed floorspace is controlled.

**Policy S.5 Cattle Market site**

Planning permission will be granted for a large DIY retail warehouse, and retail units for the sale of electrical, carpet and furniture goods only as part of the mixed-use development of the Cattle Market site on the Western Waterfront.

Site Specific Obligations:

- Improvements to the pedestrian route to the Primary Shopping Area
- A peripheral cycle route along the western side of the site connecting the Quay with Saint Oswald's Road
- Interim long stay, Park and Ride, coach and lorry parking for the city's total need for up to 5 years
- Control of the floorspace, and the range of goods for the sale, and the sub-division of units
- Improvement of adjoining public open spaces

Westgate Island (Westgate Quay)

8.17 Westgate Island is an important part of the Western Waterfront where it is known as Westgate Quay. New comparison retail uses would help to fund the replacement of the gyratory that is the key to its mixed use redevelopment and improving pedestrian links with surrounding areas. However, we would need to control the retailing so that it would not have an unacceptable impact on Blackfriars or the Primary Shopping Area. Ancillary A3 uses will also be acceptable.

**Policy S.7 Westgate Island**

Planning permission will be granted for the mixed-use redevelopment of the Westgate Island site for comparison retail development, commercial leisure uses, residential and offices, ancillary A3 uses and a multi storey car park. This is provided that:

1. The comparison retailing would not have an unacceptable impact on Blackfriars and the Primary Shopping Area generally
2. The commercial leisure uses would not have an unacceptable impact on the commercial leisure developments at Blackfriars and the Docks

Site Specific Obligations: See Policy CL.2

**NEW MINOR RETAIL DEVELOPMENT**

Kings Square

8.11 Development on the Western Waterfront would shift the retail focus of the Primary Shopping Area southwards. To counterbalance this shift, we intend to improve the environment and viability of the northern part of the Primary Shopping Area. We are investigating the potential for a street market in the Oxbode. Under the Townscape Heritage Initiative, properties on the corner of Northgate Street and Worcester Street will be renovated and environmental improvements carried out. The environment of Kings Square will be improved. This will include a small extension of the high street retailing in Kings Walk into Kings Square.

**Policy S.3 Kings Square**

Planning permission will be granted for part of Kings Square, as shown on the Proposals Map, for new retail development for comparison goods.

Site Specific Obligation:

- Contribution towards the cost of remodelling Kings Square

The Bus Station Site

8.12 The bus station site is allocated in the Employment Chapter primarily for offices as part of a mixed use development. Retail uses on the ground floor, with offices above, would increase interest and activity in the area.

**Policy S.4 The Bus Station Site (MU.3)**

**Planning permission will be granted for new retail development provided that it part of a mixed-use development.**

**Site Specific Obligations:**

- **Retention of bus station**
- **Contribution to improved pedestrian links with Kings Square**

**New Retail Development Outside Designated Shopping Centres**

8.4 Historically, retail development in Gloucester has been concentrated in designated centres. The hierarchy and role of the centres are described in the glossary and their locations are shown on the Proposals Map. This hierarchy is consistent with that of the adopted Gloucestershire Structure Plan which identifies Gloucester city centre as a sub-regional centre. The designated centres all contain a mixture of retail and other uses and are accessible by walking, cycling and public transport. However, major retail developments on unallocated sites outside the designated centres can weaken this sustainable shopping pattern by taking trade away from designated centres, increasing travel by car, and excluding people who are dependent on public transport.

8.4a There may be a need for new retail development that cannot be met on allocated sites or in designated centres. However, we need to be sure that such developments are sustainable and would not undermine the Local Plan strategy of regenerating the Central Area. Proposed schemes will therefore be judged against the criteria in Policy S.4a

**Policy S.4a New Retail Development Outside Designated Centres**

**New retail development on unallocated sites outside designated shopping centres will only be permitted provided that it meets all of the following criteria:**

1. **The developer has demonstrated that there is both a quantitative and qualitative need for the development.**
2. **The developer has demonstrated that there are no suitable sites available in or on the edge of designated shopping centres.**
3. **The development would not have an unacceptable impact on the local plan strategy of regenerating the Central Area.**
4. **The development would not have an unacceptable adverse impact on the vitality and viability of designated 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 and would lead to less overall car use.**

**CHANGES OF USE IN THE PRIMARY SHOPPING AREA**

8.18 The loss of Class A1 retail units on the ground floor of the Primary Shopping Area to other uses, such as offices and food take-aways, can harm its vitality and viability. Concentrations of non-retail uses can worsen these effects. We will therefore not permit the change of use of trading shops in the Primary Shopping Area unless the developer is able to show that a particular proposal would sustain and enhance the Primary Shopping Area.



8.18a However, we need to ensure that we do not end up with lots of empty unwanted shops. We will therefore allow the change of use of some empty shops in the Primary Shopping Area. This will apply where the proportion of non retail uses on the ground floor of properties on the same side of the street is below thirty per cent, and where the proposal would not result in a continuous group of more than two non-retail uses on the same side of the street. Thirty per cent is considered to be a reasonable figure to maintain the retail function of the Primary Shopping Area. The developer must also show that there has been no interest in the property as a shop for a reasonable period of time.

**Policy S.8 Changes of Use in the Primary Shopping Area**

**The change of use of ground floor Class A1 retail uses in the Primary Shopping Area will only be permitted where:**

- 1. The proportion of non retail uses on the ground floor of properties on the same side of the street is below 30%, and**
- 2. The proposal would not result in a continuous group of more than two non-retail uses on the same side of the street, and**
- 3. The property is vacant and the developer is able to demonstrate that the property has been marketed for a reasonable period of time, or**
- 4. The developer is able to demonstrate that the proposal would sustain and enhance the vitality and viability of the Primary Shopping Area.**

**NEW SUBURBAN AND NEIGHBOURHOOD RETAIL DEVELOPMENT**

8.19 A wide range of facilities in district and local centres reduces the need for local people to make unnecessary trips to the Central Area. This has two benefits. Firstly, it enables people without a car to get to the shops and facilities like doctors' surgeries in one trip. This is particularly important in Gloucester where there are areas of low car ownership. Secondly, it reduces traffic congestion around the Central Area and pollution from the use of cars and buses.

8.20 The more designated district and local centres we have, the easier it is for people without a car to do their shopping. Ideally, we would like all residents to be within a five minute walk of a designated centre, but some live further away. The redevelopment of sites may provide opportunities to create new district or local centres. However, we would need to be sure that the location of a proposed centre does not have an unacceptable impact on existing ones. The mixed use allocations at RAF Quedgeley and the land at the junction of Barnwood Road and the Barnwood By-pass both have the potential to include local centres. We do not consider that there are other sites that are currently available and suitable for new local centres.

**Policy S.9 New District and Local Centres**

**Planning permission will be granted for new groups of shops and other services outside the Central Area provided that they would perform the role of a local or district centre and would not have an unacceptable impact on existing centres.**

**New local centres will be provided as part of the mixed-use developments at RAF Quedgeley (MU.5) and the land at the junction of Barnwood Road and the Barnwood By-pass.**

**District Centres**

8.21 We intend to strengthen the role of district centres by permitting new retail development of a suitable scale and type. This is provided that it would not have an unacceptable impact on the Primary Shopping Area.

**Policy S.10 District Centres**

**Planning permission will be granted for new retail development of a suitable scale and type in district centres where there are suitable sites available provided that it does not have an unacceptable impact on Blackfriars and the Primary Shopping Area.**

8.22a There is land adjoining the petrol filling station in the Quedgeley District Centre that is suitable for an extension to the district centre. The land north of Highliffe Farm to the south of the district centre has planning permission for a discount foodstore.

**Policy S.11 Extension to Quedgeley District Centre**

**Planning permission will be granted on land west of the Tesco petrol filling station to enable Quedgeley District Centre to extend.**

**Site Specific Obligations: None**

Local Centres

8.23 The local centres contain a mix of uses that are accessible by bus, cycling and walking. However, they continue to face competition from free-standing developments that primarily serve customers travelling by car. Local centres are our preferred locations for the provision for everyday shopping and community facilities.

8.24 The designated local centres are: Barton Street, Coney Hill Parade, Finlay Road, High Street, Hucclecote Road, Matson Avenue, Old Cheltenham Road, Seymour Road, Windsor Drive, and Seventh Avenue.

**Policy S.12 Local Centres**

**Planning permission will be granted for new retail development of a suitable scale and type in local centres where there are suitable sites available provided it does not have an unacceptable impact on district centres and the Primary Shopping Area.**

CHANGES OF USE IN DISTRICT AND LOCAL CENTRES

8.25 The loss of Class A1 retail units on the ground floor of properties in district and local centres to other uses such as offices and food take-aways can harm the vitality and viability of the centres. We will therefore not permit the change of use of trading shops in district and local centres unless the developer is able to show that a particular proposal would sustain and enhance the centre.

8.25a However, we need to ensure that we do not end up with a centre of empty unwanted shops. We will therefore allow the change of use of some empty shops in district and local centres. This will apply where the proposal would not result in a continuous group of more than two non-retail uses. The developer must also show that there has been no interest in the property as a shop over a reasonable period of time.

**Policy S.13 Changes of Use in District and Local Centres**

The conversion of ground floor Class A1 retail uses in district and local centres (other than in Barton Street) will only be permitted where:

1. The proportion of non-retail uses on the ground floor of properties in the centre is below 30%, and
2. The proposal would not result in a continuous group of more than two non-retail uses in the centre, and
3. The property is vacant and the developer is able to demonstrate that the property has been marketed unsuccessfully for a reasonable period of time, or
4. The developer is able to demonstrate that the proposal would sustain and enhance the vitality and viability of the centre.

**BARTON STREET LOCAL CENTRE**

8.26 Over the years, Barton Street has declined as a shopping area. Faced by competition from out-of-town retail developments and problems of inadequate parking and off - street servicing of properties, independent businesses have closed. In some cases, they have been replaced by late night take-aways. Elsewhere, the properties have been left vacant. The Barton Enterprise Centre and the City Council's Renewal Areas and Regeneration team is addressing this decline by offering advice to local businesses, improving the environment and renovating properties. For example, since 1994 the number of shops that are available to let in Barton Street has fallen from 49 to just 3. (Source: Barton and Tredworth SRB1 Regeneration Scheme)

8.27 The Local Plan can help this process of recovery by continuing to protect retail uses in a defined a core shopping area. Outside this area we will encourage the change of use of properties to dwellings, offices, and community facilities. We consider that there are enough late night take aways in Barton Street. Their spread could cause environmental and traffic problems, and threaten the daytime economy of the local centre.

**Policy S.14 Barton Street Local Centre**

Within the core shopping area of Barton Street local centre shown on the Proposals Map, the change of use of ground floor Class A1 retail uses to other uses will not be permitted. Elsewhere in the local centre, permission will be granted for the change of ground floor Class A1 retail uses to dwellings, offices (Classes A2 and Class B1), leisure uses (Class D2) or community facilities only.

**Shopping Parades and Single Shops**

8.28 There are various shopping parades and corner shops in Gloucester that can easily be reached by walking or cycling. Although not big enough to be regarded as local centres, they provide an important service to local people. We will therefore seek to restrict the changes of use of corner shops and shops in shopping parades.

**Policy S.15 Shopping Parades and Single Shops**

The change of use of shops outside designated centres will only be permitted where:

1. The property is vacant and the developer is able to demonstrate that the property has been marketed unsuccessfully for a reasonable period of time, or
2. The new development is a dwelling, or
3. The new development would enhance the role of a shopping parade

**MONITORING**

8.29 We will monitor the success of the objectives by:

- Regular health checks on designated centres to establish changes to their vitality and viability.
- Progress on the implementation of schemes on allocated sites.
- Planning permissions granted on non-allocated sites outside designated centres.
- Regular retail capacity studies.

## CHAPTER NINE: COMMERCIAL LEISURE, TOURISM AND CULTURE

9.1 Commercial leisure, tourism and culture have an important role to play in the future of the city's economy and can make a major contribution to the quality of the urban environment for both visitors and residents. Improvements in these areas can greatly improve the image of Gloucester and be a catalyst for regeneration and inward investment.

### COMMERCIAL LEISURE

#### INTRODUCTION AND CURRENT TRENDS

9.2 The overall objective of this section is to set out policies that:

- Protect the commitments for major commercial leisure development at Blackfriars and the Docks.
- Support the evening economy of the Central Area.
- Guide commercial leisure development of an appropriate scale to district centres.

9.3 New commercial leisure development can sustain and enhance the vitality and viability of the Central Area and district centres, especially after the shops close. At present, there is a multiplex cinema at the Peel Centre in the Central Area that is some distance on foot from the Primary Shopping Area. Late night uses in the Central Area are concentrated along Eastgate Street. Outside the Central Area, there is a ski centre on Robinswood Hill and a leisure park at Barnwood, including a large health and fitness club with swimming pool and a ten pin bowling alley, both primarily serve car borne customers.

#### MAJOR COMMERCIAL LEISURE DEVELOPMENT IN THE CENTRAL AREA

9.4 There are two developments for major commercial leisure schemes in the Central Area, at Blackfriars and the Docks, both within the Western Waterfront.

1. Blackfriars is suitable for a multiplex cinema, cafes, bars and restaurants. (See policy S.2 of the Shopping Chapter).
2. Southgate Moorings in the Docks has outline planning permission for comprehensive redevelopment for Class D2 leisure uses. Full planning permission has been granted for an 8 screen multiplex cinema, separate bars and restaurants, and a multi storey car park.

9.5 These two sites are important to the success in regenerating the Central Area. Other new major commercial leisure developments must not undermine these commitments, and will therefore only be permitted where they meet the criteria in policy CL.1.

#### **Policy CL1 New Major Commercial Leisure Development**

**New major commercial leisure developments on sites other than those proposed at Blackfriars and the Docks will only be permitted where the developers are able to demonstrate that they have met all of the following criteria:**

1. **There is a quantitative and qualitative need for the development**
2. **The development would not by itself, or with other developments, have an unacceptable impact on those proposed at Blackfriars and the Docks**
3. **The development would be genuinely accessible by a choice of means of transport**
4. **The development would help to achieve the overall aim of reducing travel by car.**

Westgate Island

9.6 New commercial leisure uses on the Westgate Island site would help to pay towards the cost of replacing the traffic gyratory. This would bring easier pedestrian movement between the site and the gate streets, and re-connect the area with the riverside. The redevelopment of Westgate Island also has the potential to create a scheme of a high quality design that reflects the importance of the site as an entrance to the city centre. We will support the mixed-use redevelopment of the site that would also include office and comparison retail development, especially leisure retailing, and a multi storey car park. A multi storey car park is preferred to a surface car park because it would help to create a scheme of a high quality design.

**Policy CL.2 Westgate Island (MU.2)**

**Planning permission will be granted for the mixed-use redevelopment of the Westgate Island site for commercial leisure uses, with limited comparison retailing, residential and offices, and a multi storey car park. This is provided that:**

- 1. The commercial leisure uses would not have an unacceptable impact on the commercial leisure commitments at Blackfriars and the Docks and,**
- 2. The comparison retailing would not have an unacceptable impact on Blackfriars and the Primary Shopping Area generally.**

**Site Specific Obligations:**

- Retention of Saint Bartholomew Almshouses and the enhancement of their setting.**
- The replacement of the gyratory and improved pedestrian links to the rest of the Central Area**

LATE NIGHT USES IN THE CENTRAL AREA

9.7 We wish to develop a mixed use Central Area that is home to a large number of people. Commercial leisure uses like the cinema, the Guildhall, restaurants, bars, and nightclubs that are open during the evening help to sustain activity and interest after the shops close. However, late night uses can sometimes disturb local residents. We are preparing an 'Evening Economy Strategy' that will seek to manage the provision of facilities and uses in a way that sustains a safe and vibrant environment for both leisure users and residents.

9.8 Proposals for uses that are open late at night will be expected to contribute towards the special cost of maintaining an evening economy. This cost includes providing for close circuit televisions, taxi ranks, street lighting, improved late night bus services and litter collection. The strategy will cover all proposals for new build schemes, changes of use, and extensions of opening hours. A proposal for a late night use may cause environmental problems that would undermine the strategy. In these cases, planning permission will be refused.

**Policy CL.3 Late Night Uses Inside The Central Area**

**Planning permission will be granted for late night uses in appropriate locations in the Central Area that support the 'Evening Economy Strategy'. Planning obligations will be sought to contribute towards the cost of providing facilities for the evening economy, as set out in the strategy. Planning permission will be refused for proposals that would cause environmental problems or unacceptable harm to amenity in central residential enclaves that would undermine the strategy.**

## DISTRICT CENTRES

9.9 District centres are important in meeting the shopping and community needs of the suburban areas of the city. A wide range of facilities in district centres reduces the need for local people to make unnecessary trips to the Central Area (see Shopping and Community Services chapters). These centres should include commercial leisure uses that serve suburban areas. The type and scale of these uses in district centres will be controlled to ensure that they do not have an unacceptable impact on the implementation of the major commercial leisure commitments in the Central Area.

### **Policy CL.4 New Commercial Leisure Development In District Centres**

**Planning permission will be granted for new commercial leisure development that is of a type and scale that would serve a suburban area in district centres where there are suitable sites available.**

## TOURISM

### INTRODUCTION AND CURRENT TRENDS

9.10 The aim of this section is to set out policies that:

- Develop Gloucester as a tourist destination of the highest quality by raising its image and improving the profile of existing facilities and star attractions.
- Support the provision of new visitor attractions and guide them to suitable locations.
- Support the provision of all categories of new visitor accommodation and guide them to suitable locations.

9.11 Our main task is to guide the future direction of tourism in a sustainable way that benefits the local community as a whole without damaging our historic city for future generations to enjoy.

9.12 Tourism is a major growth industry for Gloucester. The city is an established tourist centre attracting visitors from the local area and beyond. They come to see our Docks and Cathedral, our museums, and Robinswood Hill Country Park. In 1999 over 6 million people visited Gloucester and £91 million is generated into the local economy each year. Three thousand five hundred people are directly, and 1,750 are indirectly, employed in the city's tourist industry. It is estimated that overnight visitors to the city already contribute £22 million annually to the local economy, with day visitors injecting an additional £68 million.

### **THE CENTRAL AREA**

9.14 The revitalisation of the Victorian Docks is the key to the future development of tourism in the city. The Docks area is the top tourist attraction in the county for both 1999 and 2000 (Source: Gloucestershire County Council Tourism Unit). For the Docks to flourish, it needs a wide variety of leisure, cultural and entertainment facilities. Quality restaurants, bars and entertainment venues will ensure night time activity to complement the experience for the day visitor. The Cathedral is also one of the county's top tourist attractions and is an established year round day visitor destination accounting for about 350,000 visitors each year. Both the Docks and the Cathedral have been used as film sets for television and the cinema, giving publicity and prestige to Gloucester.

9.15 A clean, well used Central Area attracting people to walk and shop and eat around the Gate Streets and the Docks is more likely to encourage more day visitors to stay overnight. Our Urban Design Strategy for Central Gloucester aims to highlight, enhance and connect Gloucester's urban assets and promotes the concept of linking the tourist attractions of the Central Area with attractive routes. We have also produced a Tourism Strategy for Gloucester (2001) which sets out how tourism should be developed over the local plan period.



**Policy T.1 Visitor Attractions in the Central Area**

**Planning permission will be granted for the creation of new visitor attractions in the Central Area where they are well linked to the existing tourist attractions, where there would be no adverse impact on traffic and environmental quality.**

**VISITOR ACCOMMODATION**

9.20 We need a range of accommodation in Gloucester that meets the needs of different types of visitors and business people. This includes quality and budget hotels, guest houses and youth hostels.

Hotels

9.21 Gloucester has significantly fewer hotel bed spaces than other comparable historic cities. At present, many tourists and business people are staying elsewhere, often outside Gloucester. Hotels can bring important economic benefits to the Central Area. Our particular need is for a quality hotel with conference facilities close to the tourist attractions in the Central Area. Planning Permission has been granted for a quality hotel in Westgate Street. Another hotel has permission in the Docks. They will help to establish Gloucester as a regional destination for tourists and business people.

9.22 Gloucester also requires good value visitor accommodation. There is a small number of existing budget hotels in the city. Like quality hotels, we will expect them to locate in the Central Area where there are suitable sites available.

**Policy T.3 New Hotel Development in the Central Area**

**Planning permission for new hotels for tourists and business people will be granted in the Central Area where they would be well linked to tourist attractions. Hotels proposed elsewhere will be refused permission if they would have an unacceptable impact on existing and proposed hotel accommodation in the Central Area.**

Guest Houses

9.23 Guest house developments for tourists and business people will usually be preferred along main radial routes into the city and in the Central Area, subject to the impact on adjacent residential properties and off-street parking provision, as set out in policies BE.21 and TR.31.

**Policy T.4 Change of Use of Dwellings to Guest Houses**

**Planning permission for the change of use of residential properties into guesthouses for tourists and business people will be permitted in the area within the Inner Relief Road of the Central Area and along the main radial routes into the city. In other residential locations, guest houses for tourists and business people will be permitted where the proposal will not have an unacceptable effect, together with existing and other proposed similar uses, on the character of the locality.**

Youth Hostel Accommodation

9.24 An analysis of present facilities and enquiries at Gloucester Tourist Information Centre confirms the shortfall in accommodation for specialist groups such as hostellers and campers/caravaners. The nearest youth hostels are at Cleeve Hill and Slimbridge, which are 12 miles from the Central Area. We will support the provision of a youth hostel in an appropriate location, preferably in the Central Area with good links to existing tourist attractions and public transport.



**Policy T.5 Provision of a Youth Hostel**

**Planning permission will be granted for the establishment of a Youth Hostel at a suitable location in the city.**

Extensions To Visitor Accommodation

9.25 In order to maintain an adequate range of quality visitor accommodation we will support extensions to visitor accommodation providing that there is no unacceptable impact on highway safety and on the amenity of neighbouring properties, as set out in policies BE.20, BE.21 and TR.31.

TRANSPORT AND TOURISM

9.26 Coaches bring a high number of visitors into Gloucester, which is important to the economy of the city. The existing coach parking facilities are located at Westgate car park and at the Docks. Development proposals for these sites (which are included in the Western Waterfront area) would see a loss of these valuable coach parking spaces. In any development proposals, we will require lost coach parking spaces to be replaced to an equivalent level and standard. It is important that visitors by coach are dropped off close to the main visitor attractions of the city and new parking facilities should be sited close to these attractions (see policies TR.14 and TR.15).

TOURIST INFORMATION AND ASSOCIATED FACILITIES

9.27 Gloucester has an attractive Tourist Information Centre on Southgate Street that provides information about a wide range of attractions that will not only enhance the tourist's visit but also encourage them to stay longer.

9.28 Tourist Information Points, Interpretative Displays and pedestrian and traffic signing can all assist in enhancing the visitor's stay and encouraging them to come back in the future or recommending Gloucester as a place to visit to family and friends. Tourist information and associated facilities should be accessible to all. A satisfactory number of high quality toilets are required to serve the needs of the visitor.

**Policy T.6 Provision of New Public Toilets**

**The provision of public toilets will be expected in new major retail and leisure developments.**

CULTURE

INTRODUCTION AND CURRENT TRENDS

9.29 The aim of this section is to set out policies that:

- Protect existing cultural uses.
- Guide new cultural uses and entertainment to locations compatible with other uses and which are accessible by foot, cycle or by public transport.

9.30 Gloucester has a wide range of cultural facilities on offer to residents and visitors. We are responsible for the Guildhall Arts Centre, City Museum and Art Gallery and the Folk Museum. In addition, the new leisure centre will become a major entertainment venue with a capacity of up to 2000 people providing a variety of shows and concerts.

9.31 We will publish a Cultural Strategy for Gloucester in 2002 that should be read in conjunction with the local plan policies. The strategy will go beyond the land use planning

issues of culture discussed here to provide an overall strategy for cultural development in the city over the plan period. It will aim to bring together the vision of the Council and the needs and aspirations of the community.

9.32 Gloucester hosts the prestigious 'Three Choirs Festival' once every three years attracting an international audience in excess of 20,000 people to its concerts, and contributing around £250,000 to the local economy. The next festival is planned in Gloucester for August 2004. Gloucester also hosts the annual International Blues and heritage Festival which stages events in a variety of venues and spaces in the central area.

9.33 Our role in this area is underpinned by the private sector which provides complementary cultural and entertainment facilities. The National Waterways Museum and Soldiers of Gloucestershire Museum are but two examples. The New Olympus Theatre on Barton Street and The Kings Theatre on Kingsbarton Street host a number of performances and concerts throughout the year. Other services such as restaurants, cinemas, public houses, wine bars, ten pin bowling and nightclubs add to the quality of life of residents and visitors alike. These facilities must be added to ensure the vitality and viability of the Central Area not only on weekdays, but during the evenings and on weekends. At present the Central Area is often quiet and uninviting in the evening.

9.34 There are a number of cultural facilities outside the Central Area that meet the needs of ethnic groups in local centres. These facilities are important to the catchment that they serve. We will resist any loss of cultural facilities in the city, especially in the Central Area.

**Policy C.1 Cultural Facilities**

**Planning permission will be granted for the creation of new cultural facilities in the Central Area or where they are well located to meet its defined catchment.**

**Policy C.2 The Loss Of Cultural Facilities**

**Planning permission will be refused for the change of use or redevelopment of entertainment and cultural facilities unless replacement facilities are proposed in close proximity to the development site or in another appropriate location.**

9.35 We will continue to enhance Gloucester's range of cultural services by promoting the full use of the Guildhall, museums and the new leisure centre.

9.36 The city's museums together attract around 60,000 users per year. However, in the face of changing customer expectations our current museum development plan involves the relocation of the City Museum to Blackfriars Priory and the further development of the Folk Museum site. The new City Museum at the Priory is part of the mixed-use scheme at Blackfriars (policy S.2).

9.37 The Guildhall Arts Centre is the city's prime cultural and entertainment venue attracting around 170,000 users to artistic performances, cinema screenings, workshops and other events. The capacity of the centre is however limited to 300 and in the longer term the development of a facility with a capacity of 500 would be highly desirable bringing greater economic returns.

**A MULTI PURPOSE VENUE**

9.38 We need a multi-purpose venue for theatre, concerts, exhibitions and conferences. This could be located in the Docks, or other suitable sites in the Central Area.

**Policy C.3 A Multi Purpose Venue**

**Planning permission will be granted for the development of a multi-purpose venue in the Docks or elsewhere in the Central Area capable of use for theatre, concerts, exhibitions and conferences.**

9.39 We intend to raise the quality and provision of cultural and arts activity in the Central Area. We will particularly seek to find ways of enhancing and linking existing facilities by encouraging quality cultural developments in the area incorporating Eastgate Street and the Docks. This will encompass the Blackfriars redevelopment and an area around St Mary de Crypt Church and Greyfriars in which new museum, archival and arts facilities will be developed. Where appropriate outside this zone we will also encourage the enhancement of existing facilities and the creation of good-quality new ones, whether for short-term or longer-term enhancement of the arts, culture and heritage of the city. The part of the Central Area around Greyfriars has been identified to include a world-class living archive and teaching centre for the Blues and a Centre for the Spoken Word.

9.40 The future of Llanthony Priory is being investigated to secure its long-term future. It has the potential to become a venue for cultural activities and/or community facilities in the redevelopment of the Western Waterfront (MU.2).

**Policy C.4 Cultural Facilities in the Western Waterfront (MU.2)**

**In the redevelopment of the Western Waterfront we will seek the inclusion of a range of cultural facilities.**

MONITORING

9.41 The following will monitor the success of the commercial leisure, tourism and culture policies:

Commercial Leisure

- The implementation of the leisure permission at Blackfriars
- The implementation of the leisure permission in the Docks development.
- The number of applications granted permission for evening uses that support and contribute to the 'Evening Economy Strategy'.
- The number and type of applications granted permission for commercial leisure development in designated centres.

Tourism

- The number of tourists that visit the city.
- The city's ranking in top tourist attractions in the county.
- New visitor accommodation granted permission and implemented.
- The number of applications that are granted that involve the loss of visitor accommodation.

Culture

- New cultural facilities granted permission and implemented.
- The number of applications that are granted that involve the loss of cultural facilities.
- The implementation of a multi purpose venue.
- The amount and type of cultural facilities in the mix of uses in the Western Waterfront redevelopment.

## CHAPTER TEN: OPEN SPACE, SPORT AND RECREATION

10.1 In an increasingly pressured society, open space, sport and recreation are acknowledged to be important components of civilised life, contributing to health and well-being of the individual whilst having valuable social, economic and educational roles. It is a key objective of this plan that everyone has access to the appropriate amounts of open space, sport and recreational facilities to meet present and future needs.

### INTRODUCTION AND CURRENT TRENDS

10.2 The aim of this chapter is to meet the needs of residents and visitors in the most sustainable way in terms of open space, sport and recreation, and to set out policies that:

- Protect valuable open space for formal sport, informal recreation and children's play from other development.
- Promote opportunities for outdoor sport, indoor recreation, equipped children's play and informal recreation in locations which are capable of being reached by foot, cycle or by public transport.
- Protect valuable allotment sites from other development.

10.3 The Government's sports strategy '*A Sporting Future for All*' underlined its commitment to sport generally and emphasised the importance of ensuring that appropriate facilities are available to create sporting opportunities for everyone. Government guidance encourages local authorities to develop their own open space standards for formal sport and informal recreation including children's play. It also recognises that the protection from development of open space in urban areas with recreational value, such as playing pitches, is an important issue with communities. Once built on, they are lost forever.

10.4 A key theme in resident surveys in the city is that there is a need for further sport and recreational facilities, including children's play. Over the plan period we will be actively promoting additional sport and recreational facilities in accessible locations in consultation with communities whilst supporting existing facilities. However, the provision of the full range of sport and recreation facilities relies on private investment as well as public provision.

10.5 Gloucester is a growth centre for new homes and businesses and a high quality environment is essential if the city is to be a desirable place to live and attract new business investment. The protection and provision of public and private open space, especially playing pitches, is a key issue. This is particularly the case given the emphasis on making best use of land in urban areas whilst avoiding 'town cramming'. A balance needs to be struck between providing for new development and maintaining a network of green open spaces, children's play space, playing pitches and recreational open space, which make a significant contribution to the quality of life of residents in the city.

10.6 Our adopted Public Open Space Strategy identifies shortfalls in the provision of public open space and facilities in terms of quantity, quality and distribution; and opportunities to improve public open space and playing fields; and suggests future improvements as funding opportunities arise. It was subject to considerable public consultation in 2000. It supports a change in policy to seek contributions to the provision of public open space from all new dwellings.

10.7 In addition to the Public Open Space Strategy, we will be preparing a Leisure Strategy that will determine the priorities for future provision of leisure facilities based on a review of current facilities and level of activity.

## GREEN SPACE

10.8 There is a wide variety of green spaces, both planned and unplanned, which contribute to the fabric and vitality of the city. This includes Robinswood Hill Country Park, Alney Island, public open space, playing pitches, allotments, cemeteries and woodland. Their retention and enhancement is an important part of making Gloucester an attractive place to live, work and visit.

### Robinswood Hill Country Park

10.9 The Country Park was established in the 1960s to satisfy the demand for informal recreation. As well as being promoted for walking, the hill is home to a wide variety of species and habitats and is managed to ensure their long-term viability. The use of the hill for recreational and educational purposes has developed significantly over the years and it is now home to Gloucestershire Wildlife Trust Headquarters, a Rare Breed farm and a ranger/information centre. The hill also contains a redundant Quarry, which is one of two designated Sites of Special Scientific Interest within the city.

### Alney Island

10.10 Alney Island is owned predominately by the City Council and is managed for quiet informal recreation and wildlife. The meadows flood periodically and therefore support an interesting variety of plants and animals. It is managed generally to enhance the wetland habitat and attract wading birds such as snipe and lapwing. As well as wet grassland the site supports a mosaic of other habitats providing an interesting diverse habitat right on the city's doorstep. Much of the site is designated a Local Nature Reserve.

### The Gloucester and Sharpness Canal

10.11 The canal began life as a commercial waterway. It now exists as an important recreational waterway with heavy leisure craft movements particularly in the spring and summer months. We will continue to seek to realise the full leisure, tourism and cultural benefits associated with it. The Victorian Docks will be another important focus for leisure and recreation development. The stretches of water associated with the Western Waterfront provide great scope for marina activities and water-based recreation and events, subject to assessment of impact, demand and viability.

## PUBLIC OPEN SPACE

10.12 Our Public Open Space Strategy carried out an assessment of public open space across the city, identified opportunities, and recommended improvements as funding becomes available. It concludes that the city as a whole is deficient in public open space provision, in terms of quantity, quality and distribution.

10.13 We must therefore maintain and enhance all existing areas of public open space unless it is demonstrated that the social and economic benefits of any new development would provide sufficient community benefit to outweigh the loss. Over the plan period, we may sell off small, unusable areas of public open space that serve a limited recreational role in the community's long term needs to help fund some of the projects identified by the Public Open Space Strategy.

**Policy OS.1 Protection of Public Open Space**

**The City Council will protect all public open spaces as identified on the proposals map unless:**

- 1. alternative provision of public open space of equivalent benefit or better recreational standard in terms of quantity and quality is made available at another appropriate and equally accessible location; or,**
- 2. it is an area or part area of poor quality which is unsuitable for recreation, and compensatory enhancements to existing public open space in the locality are implemented.**

10.14 Public open space is a vital component of the city's green space consisting of approximately 239 hectares (590 acres) for an estimated population of 109,264 (1999 mid year estimate). This equates to a ratio of 2.19 hectares (5.4 acres) of public open space to every 1000 residents, which is substantially below our current standard of 2.8 hectares (7 acres) per 1000 population. More importantly it is not evenly distributed across the city. There are areas of deficiency in terms of quantity notably the Inner Area of Barton and Quedgeley. Even, in areas of the city where there are good levels of public open space, the quality and access to the space and facilities are not always to an acceptable standard. The quality of equipped children's play areas across the city is poor and in need of investment for upgrading and maintenance.

10.15 The previous Council standard for public open space was 2.4 hectares (6 acres) for every 1000 population based on the National Playing Fields Association (NPFA) recommended minimum standard. This illustrative standard, highlighted in PPG 17 (DoE, 1991), is for outdoor playing space and does not include an element of public open space for passive recreation. The standard also includes privately owned recreational land that may not be accessible by the public. We define public open space for the purposes of this Plan in the glossary. Given that higher residential densities will be sought in the future which will limit garden sizes, and will include dwellings with smaller gardens and no gardens at all in some cases, this will put more pressure on public open space facilities. Therefore, it is considered appropriate that we increase our public open space standard to 2.8 hectares (7 acres) per 1000 population to add in an element of general recreation. This is broken down into three sub categories of public open space as set out below:

- 1.7 ha per 1000 population for formal sport
- 0.7ha per 1000 population for equipped and informal children's play
- 0.4ha per 1000 population for general recreation

**Policy OS.2 Public Open Space Standard for New Residential Development**

**Public open space in new residential developments will be provided at a minimum of 2.8 hectares per 1000 population.**

**NEW HOUSING AND PUBLIC OPEN SPACE PROVISION**

10.16 In the past, we have only sought the provision of public open space in new housing developments of 35 dwellings and over. This meant that below this number, no public open space was required. Such a situation is clearly inequitable and resulted in a large number of small or medium sized developments taking place whilst making little or no contribution to the provision of public open space and their associated facilities, whilst placing greater demand on existing provision. This is in contrast to amenity space which comprises of land consequential to the layout of a particular development and land which is incidental to a highway, cycleway or footpath. Whilst unable to perform a recreational function, i.e. informal games, amenity space may, however, serve to enhance the general appearance of a development.

10.17 All new housing will generate demand for additional or enhanced public open space for formal sport, children's equipped and informal play and passive recreation. Therefore, all new housing will be expected to provide the appropriate level of equipped and informal areas for children's play, formal sport and recreational facilities that are necessary and reasonable for the development to meet the needs of its residents. The willingness of a developer to include appropriate public open space in new housing developments will be a material consideration in determining the planning application.

10.17 (a) New housing may be proposed in areas of the city where the Public Open Space Strategy has identified a surplus of public open space. Provided that, as a result of the proposed development, the level of public open space will not fall below the 7 acre standard, and the development site is well located to existing public open space, the city council may accept a commuted sum in lieu of some or all of the required public open space. This payment will be used for the enhancement of facilities on existing public open space in the area.

10.18 For new single dwellings or housing developments up to 30 dwellings, it may not be appropriate or viable to seek on-site public open space in a single area of 0.2 hectare that is of reasonable shape and size for recreation to provide opportunities for informal games. In these circumstances it may be more appropriate for us to seek a financial contribution towards new provision or improvements to existing off-site public open space in the locality of the development site. All financial contributions for off-site public open space will be paid into the Public Open Space Fund. How the fund is operated and where the money is spent is explained in greater detail in the in the Supplementary Planning Guidance note 'New Housing and Open Space'.

10.19 In the Central Area we will be seeking higher density housing development. On high density flat schemes of 30 units or more, we may seek a smaller area of public open space on-site and take a financial contribution for the remainder of provision. In the case of high density flat schemes, where there are no private gardens, we will require such developments to provide a communal open space with an equipped children's play area of suitable size for regular supervised use by very young children who would otherwise be denied access to play space. The developer will be responsible for the play area's future maintenance. Exceptions to providing an equipped children's play area include rest homes, nursing homes and most other institutional uses.

**Policy OS.3 New Housing and Public Open Space**

**Planning permission will only be granted for new housing developments that provide for the laying out and equipping of public open space and associated facilities for children's play, formal sport and passive recreation to the Council standard. Housing schemes catering for special groups such as Elderly Persons Homes and other residential institutions will be considered more flexibly and assessed for the needs of the residents.**

**Where new development is proposed within an area identified in the Public Open Space Strategy as having a surplus of public open space, the city council may allow the payment of commuted sums in lieu of new open space provision, provided that the site is well located in respect of existing public open space.**

**Where the full provision of public open space and associated facilities on-site in accordance with the Council Standard is not feasible, a financial payment will be sought to improve existing or create new public open space and associated facilities within the appropriate catchment area as identified in the Public Open Space Strategy.**



PUBLIC OPEN SPACE DESIGN IN NEW HOUSING

10.20 If public open spaces are to fulfil their potential contribution to the quality of life of residents of the housing scheme, then high quality landscape design, appropriate to each area, is an important aim. Communal public open spaces in housing and higher density schemes offer the opportunity for accommodating forest species trees that cannot be grown in most private gardens. We consider that public open space is ideally provided as sites which are a minimum of 0.2 hectares (½ acre) in size, of reasonable shape for recreational and maintenance purposes. They should be designed and landscaped to comply with community safety considerations. The Council's expectations on the design of public open space and associated facilities is explained in greater detail in the Supplementary Planning Guidance note 'New Housing and Open Space'.

**Policy OS.4 Design of Public Open Space**

**Proposals for new housing development should incorporate high quality public open space in accordance with the following criteria:**

- 1. it should be in an accessible location to serve the residents and users of the development; (policy BE.6) and,**
- 2. it should be provided in areas of at least 0.2 ha (½ acre), and be of a useable shape and size for recreation; and,**
- 3. it should be overlooked by surrounding properties; and,**
- 4. it should be properly landscaped; (policy BE.12) and,**
- 5. it should be designed to take account of community safety considerations (policy BE.5).**

MAINTENANCE OF PUBLIC OPEN SPACE

10.21 Government guidance endorses the principle of developers making maintenance payments to the Council for public open space in new housing developments where it is principally of benefit to the development itself rather than to the wider public. We will seek a commuted sum to cover the maintenance of the public open space from the date of adoption. This is explained in greater detail in the Supplementary Planning Guidance note 'New Housing and Open Space'.

**Policy OS.5 Maintenance Payments for Public Open Space**

**The City Council will seek an appropriate commuted sum from developers to cover future maintenance costs of public open space in new developments for a period of ten years from the date of adoption.**

OTHER NEW DEVELOPMENT AND OPEN SPACE PROVISION

10.22 Major development for offices or industry can generate demand for formal and passive recreation for the staff to enjoy. We will seek, where appropriate, for such development to provide a reasonable element of open space on-site for formal and passive recreation. In the event that this is not possible or there is public open space in the locality that requires enhancement, we will seek a financial contribution in lieu of on-site provision.

**Policy OS.6 Provision Of Open Space By Other Development**

**In major employment development the City Council will seek the provision of open space, laid out, equipped and landscaped of formal and passive recreation, to a minimum Council standard of 5% of the gross site area of development or 0.2 hectares, whichever is the greater.**



NEW AREAS OF PUBLIC OPEN SPACE

10.23 There are a number of new sites of public open space that will soon be adopted by us and these are shown on the Proposals Map. These new areas include land at Naas Lane, Coney Hill Hospital, Paygrove Farm and Dimore Brook. Some of these sites will incorporate much needed playing pitches in areas of the city that desperately need them.

10.24 There are very few opportunities for creating new public open space in the city apart from in new housing schemes, as discussed earlier. However this plan has identified several opportunities which consist of land at St Michael's Square, Woolstrop Cottage, Clearwater Drive and Two Mile Bend.

10.24 (a) It is proposed to locate housing on the St. Michael's Square frontage to Brunswick Road which can help fund environmental improvements (see Policy H.2). The long term aim is for the rest of the square to become Public Open Space, but until alternative provision is available it is proposed to maintain public car parking for businesses and residents in an enhanced environment.

10.25 There is a recognised deficit of public open space in the Quedgeley area. Woolstrop Cottage could make a contribution to this under provision. The public open space use at this site would also enhance the setting of the moat Scheduled Ancient Monument. However, the Council does not have public funds to purchase the site as public open space and attempts to achieve lottery funding have failed. Therefore some development on the frontage of the site may be justifiable if this secures public open space on the remainder of the site.

10.25 (a) A further opportunity to address the deficit of Public Open Space at Quedgeley may arise at Clearwater Drive. The land reserved here for a primary school may not be needed for this purpose and the site now has significant nature conservation value. If the site is no longer needed for a school then it could make a useful contribution to public open space in this area. Therefore this site is allocated for new public open space alongside its reservation for education use.

10.26 When the canal is realigned at Two Mile Bend as part of the South West Bypass scheme, an area of newly created land will result that will have access to the waterside. This presents an opportunity to develop a waterside recreational area in a predominantly industrial/employment area, with access to and from the canal.

**Policy OS.7 New Areas of Public Open Space**

**The following sites are allocated for public open space as shown on the proposals map:**

**Site 1 – Part of St Michael's Square.**

**Site 2 – Woolstrop Cottage**

**Site 3 – Clearwater Drive**

**Site 4 – Two Mile Bend**

10.28 The redevelopment of the former RAF Quedgeley site (MU.5) should provide public open space at least to the Council's minimum standard. The development proposal should include a new neighbourhood park. Adequate winter and summer playing pitches, equipped and informal children's play areas and associated facilities such as multi use games areas and teenage areas. The neighbourhood park will also serve workers from nearby employment sites (see policies H.1, E.1 and S.9).

10.29 As identified in the Public Open Space Strategy, the former secondary school playing fields located either side of Paygrove Lane provide an opportunity in Longlevens for a

Neighbourhood Park to serve the immediate catchment area. These two sites are shown on the proposals map as private playing fields.

### OUTDOOR SPORT AND RECREATION

10.30 Gloucester Rowing Club is currently seeking a new site on the canal that is suitable for their current and future requirements which include a new boathouse that would incorporate training facilities and function rooms with car parking. Land is identified on the proposals map in this plan for such a facility. Given the landscape conservation area designation, any proposal will have to conform to policy LCA.1 of this plan.

#### **Policy SR.1 Rowing Club Facility**

**Land between the South West Bypass and the Gloucester to Sharpness Canal as identified on the proposals map is allocated for use as a site for a Rowing Club facility.**

### PLAYING PITCHES AND RECREATIONAL OPEN SPACE

10.31 Playing fields are a significant resource for formal sport and recreation. Government guidance places emphasis on the protection of playing fields and recreational open space whilst encouraging local authorities to carry out Playing Pitch Assessments of demand.

10.32 Our Playing Pitch Assessment, supported by Sport England, predicts that by 2011 there is likely to be a surplus of cricket grounds but a small deficit of rugby pitches and a significant deficit of football pitches. Therefore we are committed to protecting existing provision, bringing back into public use playing pitches that have been taken out of the supply, and encouraging greater community access to playing fields currently either privately owned or operated or in educational ownership. Private playing fields are shown on the proposals map so that it is possible to differentiate between private playing fields and public open space across the city.

10.33 We will also encourage improvements to the overall quality of playing fields and ensure that adequate funds are secured for maintenance where new or enhanced playing fields are provided as part of new development.

10.34 Throughout the city, residents have access to a wide range of outdoor recreational facilities that include courts, greens and surfaces for tennis, bowls, basketball and other sports in both public and private ownership. Generally, they provide important recreational opportunities in sustainable and accessible locations. Such facilities should be retained unless alternative provision of equivalent or enhanced standard can be provided in an accessible location.

#### **Policy SR.2 Playing Fields And Recreational Open Space**

**The City Council will oppose development proposals which involve the loss of playing fields, formal and informal recreational open space and their ancillary facilities unless:**

- 1. the redevelopment of a small part of the site will secure the retention and improvements of the available sports and recreation facilities, in which case the retention and improvement of such facilities shall be subject to a planning obligation, or**
- 2. alternative provision of facilities of equivalent benefit or better recreational standard in terms of quantity and quality is made available at another appropriate and equally accessible location, or**
- 3. a clear long term excess of sports pitch provision in the city and public open space in the area can be shown to exist, taking account of the recreational and amenity value of such provision, or**

**4. the proposed development is for an indoor sports facility, which would provide sufficient community benefit to outweigh the loss of the playing field or recreational open space.**

10.34(a) The Gloucester Rugby Club currently has its stadium at Kingsholm and is keen to develop a modern facility that remains close to the club's traditional home. The current ground is tightly hemmed in by housing development and is impractical to redevelop. A preferred site has been identified at the King's School playing field at St. Catherine's Meadow, within the Western Waterfront adjacent to the Riverside Leisure complex. The School intends to develop a new replacement facility outside the City. Although the St. Catherine's Meadow site has been identified as having landscape value to the city it represents a sustainable location for the Stadium, within reasonable walking distance of the bus and rail stations, that will encourage linked trips to the benefit of the vitality of the Central Area. The new Stadium also has significant social and cultural importance to the city which clearly outweighs the case for keeping the Meadow undeveloped. The re-location of the Stadium will be financed by the redevelopment of the existing site for housing (see Policy H.2), which gives an opportunity to provide some useful public open space in an area which is currently poorly served.

**Policy SR2(a) New Rugby Stadium**

**The King's School Playing Field at St. Catherine's Meadow is allocated for a new Rugby Stadium.**

**INTENSIVE USE FACILITIES & FLOODLIGHTING**

10.35 Synthetic turf pitches and multi use games areas (MUGAs) are less susceptible than grass to adverse weather conditions and drainage problems so they are able to accommodate higher levels of use, the only constraint being the time available. Synthetic turf pitches have also become the required surface for competition hockey. They are also used by other sports such as football for training and coaching. MUGAs are particularly valuable in providing a more local formal sport resource that can serve a range of sports such as five a side football, netball, basketball and tennis as well skateboarding.

10.36 These types of facility often benefit from floodlighting to extend the hours of use, especially in the winter months and increase their viability. The issues for floodlighting include the proximity of housing, the ambient levels of light and noise, the technical specification of the floodlighting, the proposed hours of operation, the amount of traffic generated and car parking required, the effect of excess glare on passing motorists and the harmful effect on wildlife in the locality. Particular care must be taken in choosing a suitable location.

**Policy SR.3 Intensive Use Facilities And Floodlighting**

**Proposals for synthetic turf pitches or multi use games areas and associated floodlighting will be permitted provided that the levels of noise, light, usage and traffic generation do not unacceptably detract from the amenities of local residents, the safety of passing motorists or the tranquillity of adjacent areas of wildlife.**

**INDOOR SPORTS FACILITIES**

10.37 Gloucester is providing high quality facilities, raising expectations, improving health and creating opportunities for sporting excellence. The new Leisure Centre on Eastgate Street will be the focal point of indoor sports facilities for all who work and live in Gloucester. The new Oxstalls Indoor Tennis Centre at the Plock Court sports ground has 6 indoor and 4 outdoor tennis courts. Planning permission has been granted for an International Cricket Centre at King's School that will raise the profile of cricket and complement the existing sport and recreational centres in the city.

10.38 We aim to achieve a wide range of indoor sports facilities in accessible locations throughout the city. Depending upon the scale, new health and fitness suites or gymnasiums should be located within or adjacent to designated centres where they will be accessible by public transport and promote linked trips with other facilities and there is no unacceptable impact on the locality, as set out in policies BE.21 and TR.31. For proposals regarding large scale indoor sports facilities, we will require an assessment of the need for the proposal.

**Policy SR.4 Indoor Sports Facilities**

**Planning permission for new indoor sports facilities will be permitted provided that:**

- 1. the development is located in or adjacent to a designated centre; or,**
- 2. it is associated and enhances an existing recreational or educational facility.**

**SHARED USE SITES**

10.39 Schools and colleges play an important part in the life of a local community and provide an opportunity to create new formal recreational facilities that would otherwise not be available. Recreational facilities at educational establishments, such as playing pitches and indoor sports halls, have the potential to be operated as a commercial venture out of school hours. We will continue to support and encourage the shared use of educational facilities for wider community use.

**Policy SR.5 Designing For Shared Use**

**Proposals for new schools and colleges or extensions to existing educational establishments should be designed to enable dual use of facilities, including independent access to changing and indoor sports facilities.**

**ALLOTMENTS**

10.40 Allotments provide everyone with the opportunity to grow their own fresh, cheap, and even organic food. This in turn helps to tackle the poverty issue whilst promoting a healthier lifestyle through regular exercise and promoting mental health through stress reduction and creative achievement. Allotments also create a focal point for local people, a community facility and they encourage wildlife and local biodiversity. They can provide educational opportunities for children and a valuable resource for learning in the community. They have an important recreational function and can be a visual amenity to an area.

10.41 Allotments are important to residents who do not have a suitably sized garden and require a cultivable plot. Where possible, this demand will be met. This involves two processes: first, the replacement of plots lost through development; secondly, adequate new provision should be made in development to maintain the current ratio of 0.2 hectares (½ acre) of allotments per 1000 residents. Over the plan period, an allotment site should be provided in the redevelopment of the RAF Quedgeley site (MU.5).

**Policy A.1 New Housing and Allotments**

**Planning permission will only be granted for new housing developments of 30 units or more that provide an allotment site to the Council standard of 0.2 hectares (½ acre) per 1000 residents. The City Council will consider the payment of commuted sums for the provision of allotments off-site where it is not feasible on-site.**

10.42 We have a statutory obligation to provide sufficient allotments to serve the needs of local residents. Gloucester currently has 12 City Council sites. They are distributed around the city consisting of 686 individual plots which roughly represents 0.2 hectares (½ acre) of allotments per 1000 residents. Approximately 82% of allotment plots are in active use and this

has increased since we commenced more active promotion of allotment use. Other allotment sites are owned and operated by the County Council.

10.43 The distribution of allotment sites slightly favours the northern part of the city, although there are several important sites located close to the Inner Area. There are currently no guidelines issued by the Government on the distribution of allotments. However, the National Society for Allotment & Leisure Gardeners recommend that allotment sites are spread within the Local Authority area so as to enable residents to find a site within 1.2km ( $\frac{3}{4}$  mile) of their home.

10.44 Based on the current level of provision and take up rate, all of the existing sites should be retained unless there are a high level of vacancies on a particular site and promotion for new tenants has failed. There may also be circumstances where a replacement site of equivalent size and quality can be located within 1.2km ( $\frac{3}{4}$  mile) to serve the existing plot holders. In exceptional circumstances, a development may be of such community benefit that it may override the loss of the allotments.

#### **Policy A.2 Protection Of Allotments**

**Planning permission involving the loss of allotments will not be permitted unless it is demonstrated that:**

- 1. their loss will not result in unmet demand for allotments within a reasonable walking distance of 1.2km, or**
- 2. replacement provision is made, of at least equivalent size and quality, in a convenient and accessible location to serve the existing plot holders, or**
- 3. allotment sites in the locality will be enhanced overall by the development or by compensatory measures secured by a planning obligation.**

#### **MONITORING**

10.45 The following will monitor the success of the open space, sport and recreation policies:

##### Public Open Space

- The amount of public open space lost to development.
- The amount of new public open space gained in new developments.
- The amount of financial contribution collected into the Public Open Space Fund.
- The number and type of schemes implemented using money from the Public Open Space Fund.
- The number of applications granted permission following negotiated improvements on the design or quantity of public open space they provide.

##### Open Space, Sport and Recreation

- The amount of new open space gained in new employment developments.
- The number of applications refused permission because they involve the loss of playing fields, recreational open space and/or their ancillary facilities.
- The number of applications that are granted for indoor sports.

##### Allotments

- The amount of allotments relocated or lost to development.
- The amount of allotments gained in new housing developments.
- The amount of financial contribution made for allotments in lieu of on-site provision.

**CHAPTER ELEVEN: COMMUNITY SERVICES**

11.1 Community facilities are those services that are essential to the continued well-being of Gloucester's population. They cover a range of uses such as health centres and surgeries, schools and colleges, community centres, meeting halls, libraries and playgroups. They are provided by a variety of agencies within the public, voluntary and private sectors.

**INTRODUCTION AND CURRENT TRENDS**

11.2 The overall aim of this chapter is to seek to meet the needs of residents for community services by setting out policies that:

- Protect existing community services and facilities in the city.
- Assist our work with partners to provide the appropriate level of community services and facilities to serve all the residents in suitable and accessible locations across the city.
- Steer new community services and facilities to locations which are capable of being reached by foot, by cycle or by public transport.
- Seek appropriate contributions from developers towards new community services and facilities, particularly in developing areas.

11.3 Gloucestershire County Council has a statutory responsibility to ensure the provision of community services that include education, social services, youth services, libraries and the fire service. Health care services are provided by the Health Authority, NHS Trusts and Primary Care Groups located in the city. The Gloucestershire Constabulary is responsible for the police service.

11.4 The City Council has no direct responsibility for community service provision. However, as the planning authority for Gloucester, we will seek to ensure that the supply of services and facilities are properly co-ordinated, where necessary through the allocation of land and with the aid of developer contributions where appropriate, to serve the needs of the population both now and for the future. Therefore, a close liaison is required between the service providers and the planning authority.

11.5 Land that is reserved for Community Services in this plan period are shown on the Proposals Map and listed in the table below:

Table 7: Land Reserved for Community Services

Key on Proposals Map	Community Service Use
C	Reserved Community Use Site – Land at Lobleys Drive Open Space
L	Reserved Library Site – Land off Abbeymead Avenue
P	Reserved Police Site – Land off Abbeymead Avenue
Sch1	Reserved School Site – Land off the Wheatridge East
Sch3	Reserved School Site – Land at Clearwater Drive

**COMMUNITY FACILITIES**

11.6 Community facilities can range from small places like meeting rooms to former school buildings and are used for a range of activities. Their availability for a variety of uses is an important factor in enabling community life. Any development that involves the loss of community facilities will normally be resisted. We will, wherever possible, encourage the re-use of such facilities for community purposes.

**Policy CS.1 Protection of Community Facilities**

Planning permission will be refused for a development proposal which leads to the loss of existing community facilities, unless:

1. the facility is replaced within the new development; or
2. alternative provision of equivalent community benefit is provided, wherever feasible, at a location in or adjacent to a designated centre, or otherwise at a location which is accessible by other means of transport than the private car; or
3. the facility is not in use and it can be established that there is a surplus of community facilities in the locality and no other organisation is willing to acquire the site and continue its use as a community facility.

11.7 We need to guide proposals for new community facilities to locations that are in or adjacent to existing and designated centres to maximise the amount of linked trips to reduce travel and to ensure facilities are in locations that are accessible by a choice of means of transport other than the private car. We believe that there should be a community centre for every 6,000 to 10,000 residents in order to achieve a satisfactory level and distribution to serve all of the residents of the city.

11.8 In major new housing development, like the redevelopment of RAF Quedgeley (MU.5), we will ensure that adequate land is reserved and facilities are funded by developers for community use. These should also be in accessible locations such as local and district centres. More detail of appropriate community facilities for the large sites that are set out in Policy H.1 will be developed in the preparation of the development briefs referred to in the policy.

**Policy CS.2 Provision of New Community Facilities**

Planning permission for new community facilities will be permitted:

1. in or adjacent to a designated centre; or
2. within residential areas in locations accessible by other means of transport than the private car, provided it is demonstrated that a suitable site is not available or that the need cannot feasibly be met in or adjacent to a designated centre.

In residential development or mixed-use schemes the City Council will expect developers to reserve land in appropriate locations that are accessible by a choice of means of transport other than the private car, and provide appropriate community facilities or financially contribute towards their provision, to meet the needs of the future residents of such developments.

11.9 As part of the comprehensive Abbeymead development, land was reserved for a community centre off Mead Road to serve the residents of the area. After consulting with the community, the site at Lobleys Drive Open Space, near to the existing car park, has been identified as better site for a community building. The former site at Mead Road is now allocated as future public open space.

**Policy CS.3 Land Reserved for a Community Building, Abbeymead**

Land at Lobleys Drive Open Space is allocated on the Proposals Map for a community building.



EMERGENCY SERVICES AND LIBRARY PROVISION

11.10 A county-wide office headquarters for Gloucestershire Ambulance Services NHS Trust and Gloucestershire County Council Fire Authority, including a central Tri-Service control room is currently under construction on the Waterwells Business Park. The Tri-Service control centre and new Ambulance and Fire headquarters will replace the individual arrangements that currently exist in Gloucester and Cheltenham. A separate application on the adjoining site is for the erection of a countywide office and operational headquarters for Gloucestershire Constabulary.

11.11 The County Council has reserved a site for a new library and police station on land off Abbeymead Avenue at Abbeymead to serve the needs of the area.

**Policy CS.4 New Police Station and Library at Abbeymead**

**Land is reserved for the construction of a new library and police station off Abbeymead Avenue.**

HEALTH CARE FACILITIES

11.12 The Gloucester Health Authority are responsible for Gloucester's health facilities including hospital care and aspects of primary and community care. Hospital care will continue to be centred on Gloucestershire Royal Hospital, Great Western Road. It is currently undergoing a programme of redevelopment and modernisation.

11.13 The West Glos Primary Care Trust is responsible for overseeing general practitioner (GP), dentist, optician and pharmacist services in the city. An increasing proportion of health care facilities is now delivered locally by the GPs and dentists. These existing services are located mainly in purpose built surgeries but over the plan period there will be a demand for the formation and expansion of group practices. In the future, for example, social workers may be based in GP surgeries.

11.14 We will resist the loss of health care facilities in the city where there is a need and alternative provision of equivalent benefit is not proposed. In the event that a building is no longer required for health care use we will seek to retain it for community use where this could meet an identified need.

**Policy CS.5 Protection of Health Care Facilities**

**Planning permission for the redevelopment or change of use of existing sites and buildings in use, or last used, for health care purposes will not be permitted unless:**

- 1. the site or building is surplus to requirements based on an up to date assessment of the city's future needs for health care facilities; and it is not required, or is unsuitable, to meet an identified need for another community use in the area; or**
- 2. alternative provision of equivalent health care facilities is provided, wherever feasible, at a location in or adjacent to a designated centre, or otherwise at a location which is accessible by other means of transport than the private car.**

11.15 For new purpose built health care facilities, we will seek to ensure where possible that these are located in or adjacent to district or local centres, or even in the Central Area, so that they are accessible by public transport and close to other services to reduce the need for car journeys. If this is not possible, we will allow them to locate in residential areas where residential amenity is protected. In new residential development we will expect developers to reserve land for the provision of health facilities where this is justified by demand. A site for a doctors' surgery has been reserved at Coney Hill Hospital to serve the Abbeymead area (see Housing Commitment 1 in Table 3). In the case of expansions to existing health care facilities, we will seek to ensure that the proposal will not be detrimental to the amenities of the area, as set out in policies BE.20, BE.21 and TR.31.



**Policy CS.6 Provision of New Health Care Facilities**

Planning permission for new health care facilities will be permitted:

1. in or adjacent to the Central Area, district or local centres; or
2. within residential areas in locations genuinely accessible by other means of transport than the private car, provided it is demonstrated that a suitable site is not available or that the need cannot feasibly be met in or adjacent to the city, district or local centres.

In residential development or mixed-use schemes the City Council will expect developers to reserve land in appropriate locations that are accessible by a choice of means of transport other than the private car to enable health facilities to be provided to meet the needs of the future residents of such developments.

SOCIAL SERVICES

11.16 Gloucester, like most other urban areas, is experiencing a steady increase in the number of its population over retirement age. This trend is likely to continue and will result in more very old people who are likely to require community care or accommodation in nursing homes. The conversion of residential properties to elderly persons accommodation and nursing homes can alter the character of residential areas if there is an over-concentration.

**Policy CS.7 Change of Use of Dwellings to Residential Institutions**

Planning permission for the change of use of residential properties to residential institutional uses will be permitted where:

1. the property has five bedrooms or more; and,
2. adequate parking can be provided on-site; and,
3. an appropriate amount of amenity space is available for the proposed use; and,
4. the change of use would not lead to an unacceptable mix of accommodation in the locality.

EDUCATION

11.17 Education facilities in Gloucester are provided by a number of schools and colleges maintained by the County Council and Gloucestershire Learning and Skills Council.

11.18 Gloucester is a growth centre for new homes and businesses in the region and a well educated and skilled workforce is essential if the city is to continue to be successful in attracting new businesses. We are therefore keen to raise educational standards and achievement in the city, to provide a trained workforce, able to respond to changes in the labour market.

11.19 The Gloucestershire Learning and Skills Council and the County Council are developing a policy for post-16 education provision across the County. We are very keen to work in partnership and implement a new eight-form entry comprehensive school and new sixth form college in a suitable Central Area location. One of the reasons for this is the concern over the unsustainable patterns of travel by schoolchildren every day into and out of the city. It is envisaged that a new school with further educational facilities in a Central Area location would raise the standard of educational achievement. We will, with our partners, actively search for a suitable site in the Central Area.

11.20 Learning City Gloucester is a multi agency partnership which seeks to encourage learning throughout everyone's lives, whether it is for work, leisure or personal development. With our partners, we have been successful in setting up an Education Achievement Zone in the city and have been awarded £5 million to invest in education over the next 5 years. It is a government funded initiative working with the community to raise educational standards.

#### Playgroups/Day Nurseries

11.21 A playgroup or day nursery is an establishment catering for pre-school age children for a period of more than 2 hours per day. There is an increasing demand for day nursery provision. We will ensure that the provision of nursery facilities is directed to the most appropriate locations and types of property to achieve a high standard of provision without detriment to the amenity of neighbouring properties (policy BE.21). Our first preference is for day nurseries to go in detached properties. Other types of properties will be considered for day nurseries, but they are more likely to cause a nuisance to neighbours.

#### **Policy CS.8 Change of Use of Dwellings to Day Nurseries and Playgroups**

**Planning permission for the change of use of dwelling houses to day nurseries/playgroups will only be permitted where:**

- 1. adequate access to and from the property, car parking and dropping off/picking up facilities within the curtilage are available; and,**
- 2. an adequate and safe outdoor play area is available; and,**
- 3. there is no unacceptable impact on the amenity of occupiers of adjoining dwellings; and,**
- 4. background air pollution levels are at or below the city average.**

#### GENERAL EDUCATION

11.22 When new schools or extensions to schools are proposed we will seek to ensure that the proposals do not give rise to adverse effect on the surrounding neighbourhood, as set out in policies BE.20, BE.21 and TR.31.

#### Primary Schools

11.23 The County Council has two sites in the city reserved for future use as primary schools and these are identified on the Proposal Map. Should the site at Clearwater Drive not be needed for a school it could provide useful additional public open space in an area where there is a considerable shortfall, and this is reflected in an allocation for this purpose under Policy OS.7.

11.23a It is anticipated that two further primary schools will be provided by the developer as part of the RAF Quedgeley development.

#### **Policy CS.9 Land Reserved for Primary Schools**

**Sites at The Wheatridge, and Clearwater Drive are reserved for new primary schools.**

#### Secondary Education

11.23b As set out in paragraph 11.19 above, we are keen to promote a new central secondary school to reduce the outflow of children from the city for their education. The Education Authority has calculated that the development at RAF Quedgeley will not require a new secondary school but additional capacity will need to be provided in nearby existing schools.

Higher and Further Education

11.24 The importance of post-compulsory education and training provision in strengthening the economy to provide a flexible, skilled and high quality workforce is key to meeting the requirements of modern industry.

11.25 The new University of Gloucestershire is currently redeveloping the existing Oxstalls campus for a new learning centre and sports science faculty building. The development will provide a much needed facility to improve access to higher education for residents of Gloucester and throughout the County. It is expected that this new facility will create a prestigious centre of excellence in sports science.

11.25a Gloucester College of Art and Technology currently provides further education in the city at its buildings on Brunswick Road. However, a relocation into new premises is planned as part of the comprehensive regeneration of the Western Waterfront area. This relocation fits with the strategy for locating uses which attract a lot of people in accessible locations in the Central Area (see Policy ST.5), and will free up the existing sites for a mix of uses, including a significant element of housing (see Policy H.1), later in the Plan period.

**Policy CS.10 The Protection of Higher and Further Educational Facilities**

**Planning permission for the redevelopment or change of use of existing sites and buildings in use, or last used, for further or higher education purposes will not be permitted unless:**

- 1. the site or building is surplus to requirements based on an up to date assessment of the city's future needs for further and higher educational facilities; or**
- 2. alternative provision of equivalent or greater educational benefit is provided wherever possible in a Central Area location with excellent accessibility by means of transport other than the private car.**

**DEVELOPER CONTRIBUTIONS FOR EDUCATION**

11.26 With the introduction of Parents' rights to choose which school their children attend, it is more difficult to predict the effects of new housing developments on the schools in their vicinity. However, where there are housing allocations in most cases it will be likely that there will be increased demand for educational facilities.

11.27 Capacities in schools and education planning areas continually fluctuate and assessment of the impact of new residential development on education facilities and the need for contributions will be calculated at the time planning applications are made. Contributions secured by planning obligations will be required to fund the one-off capital costs of provision of new permanent and temporary classroom space in order to meet rising school rolls.

**Policy CS.11 Developer Contributions for Education**

**Developer contributions will be sought to build new schools, classrooms and associated facilities as appropriate where new housing development will create the demand for school places that cannot be met by existing and forecast capacity in local schools.**

MONITORING

11.28 The following will monitor the success of the community services policies:

Community Facilities

- The number of applications refused permission because they involve the loss of community facilities.
- The number of applications granted permission for new community facilities.
- The percentage of new facilities which are located in or adjacent to designated centres.
- The ratio of multi-purpose community facilities available to population.

Health Care Facilities

- The number of applications refused permission because they involve the loss of health care facilities.
- The number of applications granted permission for new health care facilities.
- The percentage of new facilities which are located in or adjacent to designated centres.

Education

- The number of applications refused permission because they involve the loss of higher and further education facilities.
- The number of applications making a financial contribution towards education.

## Glossary

Affordable Housing	Housing which is accessible to people whose income does not enable them to afford to buy or rent appropriate housing for their needs in the open market. It encompasses both low cost market and subsidised housing.
Agenda 21 Strategy	The 1992 Rio Summit (Earth Summit) and current Government advice places an onus upon Local Authorities to produce a Local Agenda 21 strategy for their areas. A Local Agenda 21 (LA21) strategy is essentially a sustainable development strategy.
Allotments	Areas of land divided into small plots and leased for purposes of cultivation. Statutory allotments are dedicated under the law for that purpose.
Amenity Space	Small parcels of open land which remain as a consequence of the layout of a particular development, and which may function to enhance the general appearance of a development.
Ancient Wood land	Woodland that has been growing continuously for a least 400 years
Areas of Outstanding Natural Beauty	Areas designated by the Countryside Commission (now the Countryside Agency) for their attractive landscape and unspoiled character.
Area of Principal Archaeological Interest	Defined by Gloucester City Council using information contained in the Gloucester Urban Archaeological Database.
Best Value Performance Plan	The City Council's Performance Plan prepared under the requirements of the Local Government Act 1999 setting out comprehensively the Council's work programme with improvement targets aimed at securing continuous improvement in economy,efficiency and effectiveness.
Biodiversity	The variety of life on earth, not just species but their genetic variation and the ecosystems of which they are part.
Biodiversity Action Plan	A plan intended to focus resources to conserve and enhance biodiversity by taking account of local and national priorities
Brownfield Land	see "Previously Developed Land".
Bus & Rail Interchange	The area around the railway and bus stations where public transport services are concentrated, facilities for passengers are enhanced, and the environmental quality of the area allows pedestrians and cyclists to move from one public transport service to another quickly and safely.
Central Area / Central Gloucester	The Central Gloucester Proposals Map Inset shows the Central Area. The boundary of the Inset is drawn so that it includes both the Western Waterfront and the 'star attractions' of the Urban Design Strategy (see Plan 2). Policy ST.10 favours the grant of planning permission for new development in the Central Area. However, this is provided that it supports and is well linked to existing attractions of the centre and to the public transport interchange, supports regeneration, and reinforces Gloucester's special character and sense of place. The Central Area is not equivalent to the 'city centre.' For example, while there is a defined boundary (the Primary Shopping Area) of the city centre for shopping purposes, none exists for other uses.

City Centre	For shopping purposes, the city centre is the Primary Shopping Area. For other land uses, there is no fixed boundary for the city centre.
Commercial leisure uses	These include multiplex cinemas, ten pin bowling centres, family entertainment centres, health and fitness clubs, and other similar indoor leisure uses that are operated commercially.
Commitments	Undeveloped or partly developed sites with planning permission (or with a resolution of the Council to grant planning permission subject to the completion of a legal agreement).
Community Strategy	Provides a framework for promoting the economic, social and environmental well-being of the people of Gloucester City. It is intended to contribute to the achievement of sustainable development and bring together a long-term and integrated approach to the work of the Council and its partners. It will be prepared in consultation with the community, and implemented by a wide range of agencies, organisations, community groups and individuals.
Commuted Sums	See Planning Obligation
Conservation Area	A legally designated area of special architectural or historic interest of which it is desirable to preserve or enhance
Countryside Agency	Formally the Countryside Commission a statutory body working to conserve and enhance the countryside, to promote social equity and economic opportunity and to help everyone where ever they live to enjoy the Countryside
Cultural Facilities	Buildings and places used for artistic and educational purposes such as art galleries, museums and concert venues.
Development Brief	Guidance for prospective developers and other interested parties about how a site or area should be developed taking account of constraints and opportunities, and building on Local Plan policy. A brief will include advice on, for instance, the appropriate mix of uses, building design and layout, access, and landscaping. (Development Briefs are a form of Supplementary Planning Guidance - see separate entry).
District centres	Designated centres, containing a superstore, a wide range of comparison and convenience goods shops (or large supermarket), offices, restaurants and cafés and community facilities serving suburban areas, and which are accessible by bus, cycling and walking.
Dual Use Facility	Shared use of a facility, e.g. a school, by the general public to ensure benefit for the community.
Employment land	Land falling within Use Classes: B1 (offices, research and light industry), B2 (general industry) and B8 (storage and distribution). This is the definition of employment land used by the Gloucestershire Structure Plan
Empty Homes Strategy	An initiative to bring vacant houses back into use, particularly those that have been empty a long time or are derelict, and to reduce the vacancy rate to 3% of the total housing stock.
English Nature	Government agency responsible for promoting, protecting and enhancing nature conservation

Environment Agency	Government agency with wide ranging powers for environmental protection. Was formed by the amalgamation of the National Rivers Authority, Her Majesty's Inspectorate of Pollution and the Waste Regulation Authorities.
Evening Economy	The economy of the central area that is supported by late night uses after the shops and offices close. Late night uses include restaurants, cinemas, take aways, pubs and clubs.
Financial Contribution	See Planning Obligation
Flood Plain	All land below the highest known water level in adjacent watercourses over which water flows in time of flood or would flow but for the presence of flood defences where they exist. The limits of the flood plain are defined by the peak water level of 1 in 100 year return period flood or the highest known water level whichever is the greater.
Fossil Fuel	Fuel made by geological process and therefore not replaceable in a human time-scale. As typically carbon based combustion increases green house gas emissions
Greenfield Land	Land which has not been previously used for urban development, most often last used for agriculture. (See also "Previously Developed Land").
Greenhouse Gas	Typically carbon dioxide but also methane and other manufactured gases. Their release into the atmosphere traps infrared radiation and therefore leads to increased global temperatures.
Greenway	An environmentally pleasant linear space or corridor which functions as a route for pedestrians and cyclists.
Hierarchy of designated centres	1. Primary Shopping Area; 2. District Centres; 3. Local Centres
Housing Association	A non-profit making society or body of individuals whose mutual objective is the construction or improvement of houses. Through registration as an "Association" a degree of financial aid can be received.
Housing Land Availability	A study carried out annually by the City Council monitoring land for housing.
Housing Needs Survey	A detailed assessment of housing need by examining the suitability of present housing and the ability of households to afford market priced housing.
Joint Segregated Cycle Provision	A cycleway/footpath available for use by both cyclists and pedestrians. All routes will be designed so that there is an element of physical separation between users.
Lifetime Homes	Homes that include design features that ensure they are capable of easy adaptation to meet the needs of most households, and the needs of individuals throughout all the stages of their life.
Listed buildings	Buildings designated by the government as being of special architectural or historic interest compiled in a statutory list
Living Over the Shop	An initiative to bring into residential use the unused upper floors of buildings used for shops, offices and other commercial purposes on their ground floor.

Local centres	(Barton Street, Coney Hill Parade, Finlay Road, High Street, Hucclecote Road, Matson Avenue, Old Cheltenham Road, Seymour Road, Windsor Drive and Seventh Avenue). Designated centres containing groups of small shops, offices, and community facilities serving neighbourhoods and meeting everyday needs, and accessible by bus, cycling and walking.
Local Equipped Area of Play (LEAP)	Unsupervised play areas located on areas of public open space principally aimed at 4 to 8 year olds. They should include at least 5 types of play activity.
Local Nature Reserves	Areas formally designated by local authorities in consultation with English Nature to provide opportunities for educational use and public enjoyment, in addition to protecting wildlife or geological and physiographical features of special interest.
Local Transport Plan	The Local Transport Plan for Gloucestershire provides a statement of how the County Council intends to deliver an integrated and sustainable transport network. It also forms a bid to Central Government for funding to implement the Local Transport Plan.
Long-Stay Car Park	Car parking principally for commuters and other long-stay purposes controlled by management, pricing and locational policies, primarily for stays of more than half a day.
Multi Use Games Area (MUGA)	An enclosed area, smaller than a Synthetic Turf Pitch using a synthetic grass or hard surface principally used for five-a-side football, basketball and netball. Floodlighting will extend the hours of operation.
National Cycle Network	This is a Millennium Commission project supported by National Lottery funding and organised by Sustrans. It was opened in June 2001 with 5000 miles of continuous traffic-free routes, or traffic calmed minor roads reaching all parts of the UK.
Natural Area	Areas defined by English Nature and Countryside Commission identifying distinctive habitats and landscapes. Gloucester is part of the Severn and Avon Vale Natural Area.
Neighbourhood Equipped Area of Play (NEAP)	Unsupervised play areas located on areas of public open space mainly for older children between 8 and 14. They should include at least 8 types of play activity.
Neighbourhood Park	A significant area of public open space, of suitable size, location, with existing facilities and potential for additional facilities that will enable the area of public open space to meet the required criteria as a neighbourhood park in the city, serving a catchment population living within 1200m.
Neighbourhood Partnership	A partnership of local residents and service providing agencies which work to improve the neighbourhood and lives of residents.
Net Residential Density	For the purposes of this Plan the definition of net density follows the advice in Planning Policy Guidance Note No.3 Annex C. The net density of a site will only include those areas which will be developed for housing and directly associated uses. This will include access roads within the site, private garden space, car parking areas, incidental open space and landscaping, and children's play areas where these are to be provided. It will exclude major distributor roads, primary schools, open spaces serving a wider area, and significant landscape buffer strips.



Off-street Parking	Parking off the highway on private land. Such car parking may be public or private car parking associated with a development. Private car parking is either residential or non-residential.
On-street Parking	Kerbside car parking space. The vehicle is accommodated entirely within the highway and the control of this facility is through Traffic Regulation Orders.
Park and Ride	Dedicated car parking provision served by a bus, rapid transit and/or rail service usually to the centre of a large town or city.
Planning Obligation	An obligation between a developer/owner and a local authority under Section 106 of the Town and Country Planning Act 1990 as amended by Section 12 of the Planning and Compensation Act 1991, regarding the use or development of land or buildings which may: Restrict development or use of land; Require specific operations to be carried out; Require land to be used in any particular way or; Require a sum or sums to be paid to a local planning authority.
Planning Policy Guidance (PPG)	Issued by Department for the Environment, Transport and the Regions (DETR) which sets out the national planning policy context for Local Authorities to take into account in their planning work.
Playing pitch assessment	A detailed study carried out by the City Council, which is supported by Sport England, that looked at the pitch supply and demand of football, rugby and cricket in the city.
Premier Park	A significant area of public open space, of suitable size, location, existing facilities and potential for additional facilities that will enable the public open space to meet the required criteria as a premier park to serve the whole of the city.
Previously-developed Land	For the purposes of this Plan previously used land is defined as set out in the Government's Planning Policy Guidance Note 3 Annex C: "Previously-developed land is that which is or was occupied by a permanent structure(excluding agricultural and forestry buildings), and associated fixed surface infrastructure. The definition covers the curtilage of the development. Previously developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through the development control procedures. The definition excludes land and buildings that are currently in use for agricultural or forestry purposes, and land in built-up areas which has not been developed previously (e.g. parks, recreation grounds and allotments – even though these areas may contain certain urban features such as paths, pavilions and other buildings). Also excluded is land that was previously developed but where the remains of any structure or activity have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings), and where there is a clear reason that could outweigh the re-use of the site – such as its contribution to nature conservation – or it has subsequently been put to an amenity use and cannot be regarded as requiring redevelopment."

Primary Shopping Area	This is the most important designated centre, containing the widest variety of comparison shops (located around the Cross in Gloucester) serving the whole city and beyond, and easily accessible by rail, bus, cycling and walking.
Private Playing Field or Open Space	Land used for recreation purposes owned by a private individual or organisation and usually reserved for their own use i.e. not generally available for public use.
Public Open Space	Open space that is available for sport, active recreation or children's play, which is of a suitable size and nature for its intended purpose, and safely accessible and freely available to the general public.
Public Open Space Strategy	A strategy that identifies shortfalls in the provision of public open space and facilities in terms of quantity, quality and distribution; opportunities to improve public open space and suggests future improvements as funding opportunities arise. The draft was subject to considerable public consultation in 2000 and adopted by Council in 2001.
Renewable Energy	Energy that is generated by using natural resources that occur and reoccur over a short period of time – the incineration of waste with energy recovery is not therefore considered renewable
Residents survey	A survey carried out by the City Council on a regular basis seeking the views of residents on how the city should be improved.
Scheduled Ancient Monument Section 106 (or 52 under the 1971 Planning Act)	Area protected by law under the Ancient Monuments and Archaeological Areas Act 1979. See Planning Obligation
Serviced Site	A site or plot which is connected to all services in the locality (eg. gas, electricity, water, drainage, telecommunications, and cabling) and free of commuted payments and infrastructure charges for connection and adoption; which is fit for purpose in terms of any previous contamination; and which has frontage and access to an adoptable road, and to shared parking areas where this appropriate.
Shared Use Parking	Car parking that can be shared by different users, usually who operate at different periods of the day. For example, offices and leisure uses (such as cinemas) might share parking because peak levels of use do not coincide.
Short-Stay Car Park	Car parking principally for shoppers and other short-stay purposes controlled by management, pricing and locational policies primarily for stays of less than half a day.
Site of Special Scientific Interest	Areas of Land identified by English Nature as being of special interest on account of its flora, fauna geological or physiographical features.
Special Needs Housing	This includes housing for the mentally ill, those with learning disabilities, ex-offenders, physically and mentally disabled, single mothers, homeless people and those leaving care. The housing may be with or without support.

Supplementary Planning Guidance	Planning guidance that supplements the policies and proposals in this Plan by providing advice at a greater level of detail to help those preparing planning applications. This guidance does not have the same status as the Local Plan but the Council will take it into account as a material consideration when taking decisions on planning applications.
Supplementary Planning Guidance (SPG)	Planning advice which supplements local plan policies at a greater level of detail than is appropriate for inclusion in the local plan. SPG will be taken into account as a material consideration in deciding planning applications or appeals if it is consistent with national and regional guidance and the policies set out in the local plan.
Sustainable Development Sustrans	See paragraphs 2.5 and 2.6. Sustrans stands for sustainable transport, and is a charity working on practical projects to encourage people to walk and cycle more, its flagship project being the National Cycle Network.
Synthetic Turf Pitch (STP)	An enclosed full size hockey/football pitch, using a synthetic grass surface and usually floodlit to extend the hours of operation.
Transport Assessment	A system of assessment, to be submitted alongside applications for major development, which illustrates the likely modal split of journeys to and from the site together with details of proposed measures to improve access by public transport, walking and cycling.
Travel Plan	A written document which sets out targets for the reduction of road traffic associated with a particular development and includes a range of measures to achieve these targets.
Tree Preservation Order	A process under which trees can be protected from damage. Damaging a tree with a tree preservation order may be a criminal offence.
Windfalls	All dwellings that are built on sites that are not specifically identified in this Plan (eg. from conversions, in-filling, and redevelopment).

## BIBLIOGRAPHY

- Chase and Partners, (April 2001) *Gloucester Retail Study*
- Chesterton plc, (January 2001), *Employment Land Study*
- Chesterton, (March 2002), *Housing Market Issues Report*
- Chesterton, (March 2002), *Urban Capacity Study Stage 1 Viability Report*
- Department of Culture, Media and Sport, (2000), *A Sporting Future For All*, HMSO, London
- Department of the Environment, (1990), *Planning Policy Guidance Note 16, Archaeology and Planning*,
- Department of the Environment, (1991), *Planning Policy Guidance 4 : Industrial and Commercial Development and Small Firms*, HMSO, London
- Department of the Environment, (1991), *Planning Policy Guidance Note 17: Sport and Recreation*, HMSO,
- Department of the Environment, (1994), *Planning Policy Guidance Note 15, Planning and the Historic Environment*, HMSO London
- Department of the Environment, (1994), *Planning Policy Guidance Note 23 : Planning and Pollution Control*, HMSO, London
- Department of the Environment, (1996), *Planning Policy Guidance 6 : Town Centres and Retail Developments*, HMSO, London
- Department of the Environment, (1997), *Circular 01/97: Planning Obligations*, HMSO, London
- Department of the Environment, (1997), *Planning Policy Guidance Note 1: General Policy and Principles*,
- Department of the Environment, Transport and the Regions, (1998), *A New Deal for Transport: Government White Paper*, HMSO, London
- Department of the Environment, Transport and the Regions, (1998), *Circular 06/98: Planning and Affordable Housing*, HMSO, London
- Department of the Environment, Transport and the Regions, (2000), *Planning Policy Guidance Note 12 : Development Plans*, HMSO, London
- Department of the Environment, Transport and the Regions, (2000), *Planning Policy Guidance Note 3: Housing*, HMSO, London
- Department of the Environment, Transport and the Regions, (2000), *Tapping the Potential, Assessing urban housing capacity: towards better practice*, DETR.
- Department of the Environment, Transport and the Regions, (2001), *Planning Policy Guidance Note 13 : Transport*, HMSO, London
- Department of the Environment, Transport and the Regions, (2001), *Planning Policy Guidance Note 17 : Consultation Paper: Sport, Open Space and Recreation*, HMSO, London
- Department of the Environment, Transport and the Regions, (2001), *Planning Policy Guidance Note 25 : Revised Consultation Draft: Development and Flood Risk*, HMSO, London
- Energy Efficiency Best Practice Programme, (2000), *A Travel Plan Resource Pack for Employers*, Energy Efficiency Best Practice Programme, Didcot
- English Heritage, (1992), *Managing the Urban Archaeological Resource*, English Heritage, London
- English Heritage, (1999 ), *Enabling Development and the Conservation of Heritage Assets*, English
- Gloucester City Council, (1993), *Shopfronts: Design Guidelines for Gloucester*, Gloucester City Council Planning Services, Gloucester
- Gloucester City Council, (1999), *Playing Pitch Analysis 1996-97*, Gloucester City Council Planning
- Gloucester City Council, (2000) *Employment Land Supply Position Statement*, Gloucester City Council Planning Services, Gloucester
- Gloucester City Council, (2000), *Housing Needs Survey*, Fordham Research Ltd, London
- Gloucester City Council, (2001), *Buildings at Risk Strategy*, Gloucester City Council Planning Services,
- Gloucester City Council, (2001), *Public Open Space Strategy*, Gloucester City Council Planning Services,
- Gloucester City Council, (2001), *Urban Capacity Study - Stage 1*, Gloucester City Council Planning
- Gloucester City Council, (2001), *Urban Design Strategy for Central Gloucester*, Gloucester City Council Planning Services, Council
- Gloucester City Council, (June 2001), *Local Plan Review Statement of Public Consultation*.
- Gloucester City Council, (June 2001), *Local Plan Supplementary Planning Guidance*.
- Gloucester City Council, (June 2001), *Local Plan Sustainability Assessment*.
- Gloucester City Council, (May 2000), *Local Plan Review Issues Papers (Overall Strategy, Central Gloucester, Housing, Employment, Shopping, Travel and Accessibility, Green Areas)*.
- Gloucester City Council, *Best Value Performance Plan, 2001/2002*.

Gloucester City Council, *Local Agenda 21, A Sustainable Development Strategy for Gloucester*.  
Gloucestershire Biodiversity Partnership, (2000), *Biodiversity Action Plan for Gloucestershire*.  
Gloucestershire County Council, (1999), *Structure Plan Second Review*, Gloucestershire County Council Environment Department, Gloucester  
Gloucestershire County Council, (2000), *Local Transport Plan 2001-2006*, Gloucestershire County Council Environment Department, Gloucester  
Gloucestershire Tourism, (2000), *Gloucester District Tourism Profile 1999 Fact Sheet*, Gloucestershire County Council, Gloucester  
National Playing Fields Association, (2001), *The Six Acre Standard*, NPFA, London  
Planning Officers Society, (1997), *Better Local Plans: A Guide to Writing Effective Policies*, Hadleigh  
Sport England, (1999), *Planning Policies for Sport*, Sport England, London  
Sport England, (2001), *Providing for Sport and Recreation through New Housing Development: A Good Practice Guide*, Sport England, London  
Urban Task Force, (1999), *Towards an Urban Renaissance*, Department of the Environment, Transport  
WS Atkins, (June 1998), *RAF Feasibility Study*

## **WORLD WIDE WEB**

Further useful information can be also found at the following web sites:

[www.culture.gov.uk](http://www.culture.gov.uk)  
[www.detr.gov.uk](http://www.detr.gov.uk)  
[www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)  
[www.gloscc.gov.uk](http://www.gloscc.gov.uk)  
[www.gloucester.gov.uk](http://www.gloucester.gov.uk)  
[www.homezones.org](http://www.homezones.org)  
[www.info4local.gov.uk](http://www.info4local.gov.uk)  
[www.lga.gov.uk](http://www.lga.gov.uk)  
[www.mylife.gloucester.gov.uk](http://www.mylife.gloucester.gov.uk)  
[www.nlud.org.uk](http://www.nlud.org.uk)  
[www.oultwood.com](http://www.oultwood.com)  
[www.sportengland.org](http://www.sportengland.org)  
[www.statistics.gov.uk](http://www.statistics.gov.uk)  
[www.sustrans.org.uk](http://www.sustrans.org.uk)  
[www.english-heritage.org.uk](http://www.english-heritage.org.uk)  
[www.cabe.org.uk](http://www.cabe.org.uk)  
[www.oursouthwest.com](http://www.oursouthwest.com)  
[www.wildlifetrusts.org](http://www.wildlifetrusts.org)  
[www.biodiversity.freeserve.co.uk](http://www.biodiversity.freeserve.co.uk)  
[www2.rudi.net/rudi.html](http://www2.rudi.net/rudi.html)      resource for urban design info

**G L O U C E S T E R**

**LOCAL**

**PLAN**

**Appendices to Second Stage  
Deposit Local Plan 2002**



**GLOUCESTER**  
**CITY COUNCIL**

PLANNING SERVICES

## GLOUCESTER CITY COUNCIL REVISED DEPOSIT LOCAL PLAN

### APPENDIX 1

#### SITES OF NATURE CONSERVATION INTEREST

##### Policy B.2 and B.3

	Grade
1. Hucclecote Meadows LNR including (a) Hay Meadows SSSI	A
2. Robinswood Hill including (a) Quarry SSSI (KWS)	B
3. Over Ponds	A
4. Osier Bed	B
5. Saintbridge Pool (KWS)	C
6. Sudmeadow (Part KWS)	B
7. Sandhurst Lane Meadows (KWS)	C
8. Alney Island (part) including Alney Island LNR (a) not included in LNR	C
9. Hempsted Village Fringe	C
10. Llanthony Priory	D
11. River Twyver	C
12. Wotton Brook (part)	D
13. Daniels Brook	C
14. Matson Wood (KWS)	B
15. Gloucester Golf Course	B
16. Barnwood Park	D
17. Selwyn School Pond	D
18. Tredworth Road Cemetery	D
19. Horsbere Brook (part)	C/D
20. BWB Scrubland Edge	D
21. Canal Edge (part)	C
22. Matson Park Pond	D
23. Sud Brook	D
24. Monk Meadow	D
25. Longlevens Meadow	D
26. Quedgeley Arboretum	C
27. Quedgeley Moat	D
28. Daniels Meadow	C
30. Dimore Brook	C
31. Abbeydale Community Centre	C
32. Appleton Way Balancing Pond	C
33. Barnwood House Arboretum	C
34. Green Farm Orchard	C
35. Severnvale Drive Woodland	D
36. Clearwater Drive (KWS)	B

APPENDIX 2

GLOUCESTERSHIRE BIODIVERSITY ACTION PLAN  
HABITATS AND SPECIES

HABITAT ACTION PLANS

1. ESTUARIES, SALTMARSH AND MUDFLATS
2. RIVERS, STREAMS
3. CANALS
4. REEDBEDS
5. STANDING OPEN WATERS
6. LOWLAND WET GRASSLAND
7. UNIMPROVED NEUTRAL GRASSLAND
8. UNIMPROVED LIMESTONE GRASSLAND
9. CEREAL FIELD MARGINS
10. SPECIES RICH AND/OR ANCIENT HEDGEROWS
11. WOODLANDS
12. WOODPASTURE, PARKLANDS AND VETERAN TREES
13. HEATHLAND
14. DRY ACID GRASSLAND
15. LIMESTONE PAVEMENT
16. URBAN HABITAT
17. OLD ORCHARDS



## GLOUCESTER CITY COUNCIL REVISED DEPOSIT LOCAL PLAN

### APPENDIX 3

Watercourses within the City Council operating area

#### CANAL:

Gloucester and Sharpness Canal

#### MAIN RIVER:

River Severn

River Severn east channel

Dimore Brook (Part)

Horsbere Brook

Whaddon Brook (Part)

Wotton Brook (Part)

#### ORDINARY WATERCOURSE:

Daniels Brook

Daniels Brook relief channel

Dimore Brook tributary from Farriers End

Dimore Brook Farriers End tributary, tributary from RAF Quedgeley

Linden Brook

Sud Brook

Sud Brook tributary from Robinswood Hill

Sud Brook tributary from Winneycroft Farm

River Twyver

River Twyver relief channel

**GLOUCESTER CITY COUNCIL REVISED DEPOSIT LOCAL PLAN**

Whaddon Brook (Part)

Wotton Brook

Wotton Brook tributary from Coney Hill

Wotton Brook tributary from Abbeymead Avenue

Wotton Brook tributary from Ashwood Way

Wotton Brook tributary from Lilliesfield Avenue

Wotton Brook tributary from Rydal Road

SPECIES ACTION PLANS

1. GREAT CRESTED NEWT
2. FARMLAND BIRDS (SKYLARK, LINNET, REED, BUNTING, CORN BUNTING, TREE SPARROW, GREY PARTRIDGE, BULLFINCH, TURTLE DOVE, SONG THRUSH)
3. BITTERN
4. NIGHTJAR
5. WOODLARK
6. SPOTTED FLYCATCHER
7. ALLIS & TWAITE SHAD
8. WATER VOLE
9. BROWN HARE
10. EUROPEAN OTTER
11. DORMOUSE
12. BATS (BARBASTELLE, BECHSTEIN'S BAT, PIPISTRELLE, GREATER HORSESHOE BAT, LESSER HORSESHOE BAT)

INVERTEBRATES

1. ANTS AND BEES
2. BEETLES (certain species)
3. STAG BEETLE
4. HIGH BROWN FRITILLARY BUTTERFLY
5. PEARL-BORDERED FRITILLARY BUTTERFLY
6. MARSH FRITILLARY BUTTERFLY
7. FLIES (certain species)
8. MOTHS (certain species)
9. WHITE CLAWED CRAYFISH
10. A SNAIL *Lauria sempronii*
11. FRESHWATER MUSSELS

A copy of the plan can be obtained from The Gloucestershire Biodiversity Partnership, Church House, Standish, Stonehouse, Glos. GL10 3EU. Telephone 01453 791576

**GLOUCESTER CITY COUNCIL REVISED DEPOSIT LOCAL PLAN**

APPENDIX 4

Table A: Maximum Car Parking Standards for Strategically Significant Land Uses

LAND USE	MAXIMUM PARKING STANDARD
AI Food Retail over 1,000 sq m	1/14 sq m
AI Non-Food Retail over 1,000 sq m	1/20 sq m
B1 (a), (b) & (c) Office/R & D, light industry over 2.500 sq m	1/30 sq m
B2 Industrial over 5,000 sq m	1/50 sq m
B8 Warehousing over 10,000 sq m	1/200 sq m
C1 Hotel over 20 Bedrooms	0.9/Bedroom + 1/3 Employees
D1 Higher/Further Education over 2,500 sq m	1/2 Employees + 1 space per 15 students
D2 Cinema/Conference Facilities over 1,000 sq m	1/5 Seats
D2 Other, Inc Leisure over 1,000 sq m	1/22 sq m
Stadium over 1,500 Seats	1/15 Seats

**Source :Planning Policy Guidance 13 Transport, DTER, March 2001 & Gloucestershire Local Transport Plan 2001-2006, Gloucestershire County Council July 2000**

## GLOUCESTER CITY COUNCIL REVISED DEPOSIT LOCAL PLAN

Table B: Maximum Car Parking Standards for Other Land Uses

LAND USE	MAXIMUM CAR PARKING
A1 Retail up to 1,000 sq m and A2 Professional Services	1/25 sq m
A3 Public House/Restaurant	1/5 sq m of Public Area
B1 (a) & (b) Office/R & D up to 2,500 sq m	1/25 sq m
B1 (c)/B2 Industrial up to 5,000 sq m	1/50 sq m
B8 Warehousing/Distribution up to 10,000 sq m	1/100 sq m
C1 Hotel up to 20 Rooms	1/Bedroom + 1/3 Employees
C1 Hostel	1/6 Bedspaces + 1/Employee
C2 Nursing Home	1/6 Bedspaces + 1/Employee
C2 Boarding School	1/Employee + Visitors
C3 Dwelling Houses/Flats	1.5/Dwelling (Average)
C3 Sheltered Housing	1/Employee + 1/2 Dwelling Units
D1 Doctor's/Vet's Surgery/Health Centre	1/Employee + 1/5 sq m Waiting Area
D1 School/Creche/Day Centre	1/Employee
D1 Higher/Further Education up to 2,500 sq m	1/Employee
D1 Art Gallery, Museum, Library	1/50 sq m Public Space + 1/Employee
D1 Public Hall/Place of Worship	1/4 Seats or 1/5 sq m
D2 Cinema, Conference Facilities up to 1,000 sq m, Concert Hall	1/4 Seats
D2 Other Uses Including Leisure up to 1,000 sq m	1/10 sq m

Source : Gloucestershire Local Transport Plan 2001-2006, Gloucestershire County Council July 2000

Note:

- 1/[denominator] means a maximum of one car parking space per [sq m floorspace, number of employees, etc].
- Floorspace figures (in sq m) refer to Gross **External** Floor Area
- Employees refers to the total of full-time equivalent employees, eg a person employed half-time would count as 0.5

Table C: Minimum Cycle and Motorcycle Parking Standards

A minimum of 2 cycle parking spaces must be provided at any new non-residential development, however small.

In addition to the required level of parking provision (which should be under cover and secure), strategically-significant developments (i.e. those included in Table A) should also provide showers and lockers for cyclists. Such facilities shall be provided at smaller developments where appropriate.

In the central area developers should have the option of paying commuted sums in lieu of the required provision, for public cycle parking to be provided by the City Council.

LAND USE	MINIMUM CYCLE AND MOTORCYCLE PARKING
A1 Food Retail	1/60 sq m
A1 Non-Food Retail	1/120 sq m
A2 Professional Services	1/166 sq m
A3 Public House/Restaurant	1/26 sq m
B1 (a) & (b) Office/R & D	1/166 sq m
B1 (c)/B2 Industrial	1/330 sq m
B8 Warehousing/Distribution	1/330 sq m
C1 Hotel	0.15/Employee
C1 Hostel	0.15/Employee
C2 Hospital	0.15/Employee
C2 Nursing Home	0.15/Employee
C2 Boarding School	0.15/Employee + 0.15/Student
C3 Dwelling Houses/Flats	2/Dwelling
C3 Sheltered Housing	0.15/Employee
D1 Doctor's/Vet's Surgery/Health Centre	0.15/Employee
D1 School/Creche/Day Centre	0.15/Employee + 0.15/Student
D1 Higher/Further Education	0.15/Employee + 0.15/Student
D1 Art Gallery, Museum, Library	1/300 sq m Public Area + 0.15/Employee
D1 Public Hall/Place of Worship	1/20 Seats or 1/26 sq m
D2 Cinema, Concert Hall, Night Club	1/20 Seats or 1/26 sq m
D2 Leisure/Sports Centre/Fitness Club	1/66 sq m

Source : Gloucestershire Local Transport Plan 2001-2006, Gloucestershire County Council July 2000

**Appendix 5**

**Archaeology**

**Scheduled Ancient Monuments**

<b>No</b>	<b>Name</b>
00116	Blackfriars
00186	Matson Camp
00188	Hucclecote Roman Villa
00216	Greyfriars Church
00219	Infirmary Arcade
00220	Little Cloister
00221	St Mary's Gateway
00223	St Oswald's Priory
00224	St Nicholas House
00228	Roman Remains Eastgate Street
00330	Glevum Roman Colonia
00331	Remains of Roman Wall
00337	Llanthony Priory Secunda
00350	Scrivens Conduit
00362	Sneedham's Green Moat
00393	Wall North Bishop's Palace
00394	Garden Pavilion (Bishop's Palace)
00398	Tower of St Michaels Church
00427	Over Bridge
00462	Hempsted Village Cross
00463	Lady's Well
00465	Kingsholm Palace
00468	Eastgate
00480	St James Church Moat
13805	Manor Farm Moat
28814	Tanner's Hall

**Areas of Principal Archaeological Interest**

<b>A</b>	<b>Kingsholm (Roman Fort and Saxon Settlement)</b>
<b>B</b>	<b>Walham (Iron Age Settlement)</b>
<b>C</b>	<b>Parkend Road / New Street (Roman Cemetery)</b>
<b>D</b>	<b>Podsmead Moat (Medieval Moated Site)</b>
<b>E</b>	<b>Robinswood Hill (Historic Landscape)</b>
<b>F</b>	<b>Newark Hempsted (Civil War Earthworks)</b>
<b>G</b>	<b>Selwyn School (Historic House and Gardens)</b>
<b>H</b>	<b>Barnwood Villa and Cemetery (Roman Villa and Cemetery)</b>
<b>I</b>	<b>Metz Way Villa (Roman Buildings)</b>
<b>J</b>	<b>Hucclecote Prehistory (Prehistoric-Roman Activity and Settlements)</b>
<b>K</b>	<b>Barnwood Gravels (Prehistoric-Roman Activity and Settlements)</b>
<b>L</b>	<b>Saintbridge Allotments (Iron Age Settlement)</b>
<b>M</b>	<b>Horton Road (Roman Cemetery)</b>
<b>N</b>	<b>Olympus Park (Roman Villa)</b>
<b>O</b>	<b>Hucclecote (Roman Villa)</b>
<b>P</b>	<b>Netheridge (Early Settlement)</b>
<b>Q</b>	<b>Hempstead Grove (Early Enclosure)</b>
<b>R</b>	<b>East Quedgley (Historic Landscape and Roman Road)</b>
<b>S</b>	<b>West Quedgeley (Historic Landscape)</b>
<b>T</b>	<b>Sneedhams Green (Medieval Moated Site)</b>
<b>U</b>	<b>Northern By-pass (Historic Landscape)</b>

GLOUCESTER CITY COUNCIL REVISED DEPOSIT LOCAL PLAN

**Appendix 6: Housing Land - Expected Implementation**

SITE	TOTAL CAPACITY	*TYPE	TIMESCALE AND EXPECTED DELIVERY		
			(a)2002-05	(b)2006-08	(c)2009-mid 2011
<b>Allocations</b>					
RAF Quedgeley	2050	B/G	400	750	625
Western Waterfront	2000	B	300	600	600
Gloscat Main	85	B			85
Gloscat Media	30	B			30
Bristol Road	250	B		250	
Barnwood Road/By-pass	15	B		15	
Bus Station and Market Parade	25	B			25
Part of St. Michael's Square	15	B		15	
Corner of Southgate Street/Trier Way	20	B	20		
Thomas Rich's Car Park	30	B			30
Land at the Hospital, Great Western Road	80	B			80
Bus Depot, London Road	35	B			35
Former Petrol Filling Station, London Road	10	B	10		
Part of Oil Storage Depot Fronting Hempsted Lane	30	B		30	
Land at Tuffley Lane	30	B	30		
Grange Road Infants School	40	B			40
Former Telecom House site, Great Western Road	25	B	25		
Coney Hill Hospital Site	45	B	45		
Site of Former Coney Hill Infants School	20	B	20		
Kingsholm Rugby Club Ground	100	B		100	
Part of Coney Hill Primary School	60	B		60	
<b>Sub - totals</b>	<b>4995</b>		<b>850</b>	<b>1820</b>	<b>1550</b>
<b>Commitments</b>					
Coney Hill Hospital South	294	G	294		
Land at India Road	89	B	89		
Horton Road Hospital	184	B	184		
124-130 London Road	41	B	41		
Land at 82/90 Longford Lane	8	B	8		
Windfall Way	3	G	3		
Paygrove Farm	40	G	40		
Bodiam Avenue	350	G	350		
The Causeway	68	B	68		
Land at Hempsted (West)	53	G	53		
Land at Hempsted (East)	93	G	93		
Co-op Creamery Site	53	B	53		
Ribston Hall, 15 Spa Road	21	B	21		
Former Hospital Stores, Great Western Road	40	B	40		
83-89 London Road	37	B	37		
<b>Sub - totals</b>	<b>1374</b>		<b>1374</b>		
<b>Overall Total</b>	<b>6369</b>		<b>2224</b>	<b>1820</b>	<b>1550</b>

Note: \*Type - B = Brownfield, B/G = Part Brownfield/Part Greenfield, G = Greenfield.