

Local Development Framework

Annual Monitoring Report 2008



Contents

- Executive Summary 3
 - 1. Introduction 5
 - 2. Gloucester City Profile 7
 - 3. Progress on the Local Development Framework 18
 - 4. Policy Impact 22

- Appendix 1 – Role and content of Development Plan Documents
and Supplementary Planning Documents 55

Executive Summary

This is the Council's fourth Annual Monitoring Report (AMR). It covers the period 1st April 2007 to 31st March 2008.

The AMR considers two main issues:

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

Progress in Producing the LDF

The Council's current LDF timetable, known as the Local Development Scheme (LDS) was approved in June 2007. Unfortunately it has not been possible to achieve all the milestones set out in the LDS.

In particular, there has been a significant change to the LDS timetable regarding the Core Strategy. It has now been agreed that Gloucester City Council will produce a Joint Core Strategy with Cheltenham Borough Council and Tewkesbury Borough Council. This change has significantly impacted on the Core Strategy timetable set out in the 2007 LDS and has implications for the other Development Plan Documents within the Gloucester LDF including the Central Area Action Plan.

Policy Impact

For ease of reference and consistency with the previous AMR covering the period 2006/2007, we consider the impact of existing Local Plan policies and emerging Local Development Framework policies under the following headings:

- Housing
- Employment
- Transport
- Commercial Development (retail, office and leisure)
- Natural environment
- Built environment
- Leisure and recreation

The main findings are summarised below and set out in full in Section 4 of the report.

Housing

- 1053 new dwellings were completed in the monitoring period.
- 26% of all residential completions were on windfall sites.
- Between 2001/2 and 2007/8 a total of 4,768 dwellings were completed, 1,690 more dwellings than the required number set out in the Gloucestershire Structure Plan for the same period.
- The South West Regional Spatial Strategy (Proposed Changes – July 2008) sets a housing target for Gloucester of 11,500 dwellings to be delivered from 2006 to 2026. An annual requirement of 575 dwellings (1150 required to date).

Employment

- Net gain of 0.44 hectares of employment land in the monitoring period.
- Majority of retail development has taken place outside the city centre.
- A variety of use class developments have been completed.
- Gloucestershire University completed extension developments at the Oxstalls campus.

Transport

- All new development has complied with parking standards.
- New housing development has occurred within 30 minutes public transport.
- Major new infrastructure delivery has been completed at St Anne's Way with the opening of the new canal bridge crossing and link road connecting the Inner Relief Road and South West Bypass.
- Public transport monitoring could usefully be improved by Gloucestershire County Council.

Commercial Development

- The majority of new retail development has occurred outside the city centre.
- No retail floorspace has been lost in the city centre.
- New office development has occurred both within and outside the city centre.

Natural Environment

- No planning applications were granted permission contrary to the advice of the Environment Agency.
- Biodiversity habitats, species numbers and areas of value have been successfully protected during the monitoring period.
- Gloucester City no longer has any open space managed to Green Flag Award standard.
- Air quality has improved in the City.
- River water quality in the area is fair, with good results for chemistry but phosphate levels are fairly high at numerous monitoring locations across the City.

Historic Built Environment

- 56 listed building applications were registered with the Council's Development Services Section during the monitoring period. Policies are being applied to protect the historic built environment of Gloucester City.
- Work continues to monitor buildings that have been registered as 'at risk'.
- Work continues to implement the Denmark Road Conservation Area including the preparation of a Conservation Area Appraisal and Management Document.

Recreation

- Gloucester City no longer has any open space managed to Green Flag Award standard.
- No new open space or leisure space has been delivered in the monitoring period.

1. Introduction

The 2004 Planning and Compulsory Purchase Act brought about changes to the way in which spatial planning is organised within local planning authorities. Under the new system the 'Development Plan' consists of the Regional Spatial Strategy (RSS) - in the case of Gloucester, the Regional Spatial Strategy for the South West and the Local Development Framework or LDF. The RSS is produced by the Regional Planning Body, whilst the LDF is produced by Local Authorities. The Gloucester LDF is a portfolio of planning documents that will collectively deliver the spatial planning strategy for the City. When adopted these will replace the existing 1983 Gloucester Local Plan and the 2002 Revised Deposit Draft Local Plan, which has been approved for development control purposes.

Each local authority's program for the production and monitoring of its LDF documents is set out in a document known as the 'Local Development Scheme' (LDS). The revised LDS for Gloucester was approved in June 2007. A revised LDS will be submitted to Government Office in early 2009 however for the purposes of this AMR, progress against the 2007 LDS has been assessed.

Purpose of the AMR

As part of the Local Development Framework, the Council is required to produce an Annual Monitoring Report (AMR). The report must be submitted to Government Office for the South West no later than 31st December each year.

The purpose of the AMR is to provide information on the implementation of the approved LDS and the extent to which policies contained within the plans and documents in the LDF are being achieved. AMRs are also expected to fulfil the monitoring requirements of Sustainability Appraisal (SA) and the Strategic Environmental Assessment (SEA) Regulations. In broad terms, this means that monitoring must be linked to the significant environmental or sustainability effects caused by the implementation of each Local Development Document (LDD) within the LDF.

The AMR will reach a point where it will be possible to look at the extent to which LDF policies are being achieved. At present however, no LDF policies have been adopted. Therefore, this AMR, which is the fourth to be produced by the City Council and covers the period 1st April 2007 to 31st March 2008, looks at the impact of existing adopted and draft local plan policies.

Why Monitor?

Monitoring is essential to establish what is happening now, what may happen in the future and then compare these trends against existing policies and targets to determine what needs to be done.

Monitoring helps to address questions like:

- Are policies achieving their objectives and in particular are they delivering sustainable development?
- Have policies had unintended consequences?
- Are the assumptions and objectives behind policies still relevant?
- Are targets being achieved?

Monitoring is becoming increasingly important because Local Development Frameworks must be continually reviewed and revised. Monitoring of the implementation and effect of the different components of the LDF is central to this process.

Monitoring Information Provided in this AMR

This AMR presents an analysis against the policies that are currently in the LDF for Gloucester City Council. For Gloucester the LDF currently includes the Local Development Scheme, Statement of Community Involvement, the Local Plan and previous Annual Monitoring Reports.

This AMR covers the period 1st April 2007 to 31st March 2008. Good Practice Guidance advises authorities to clearly link policies to objectives, targets and indicators to facilitate LDF monitoring and review. It also indicates a strong relationship between the SA process and the AMR. For Gloucester City Council it is currently difficult to make some of these links as many documents are still under development, including the Core Strategy, while others have not been subject to a full Sustainability Appraisal (e.g. the Local Plan). The links between policies, objectives, targets and indicators will be clearer in future AMRs as new documents and their Sustainability Appraisals are developed and adopted.

There are four different types of measures (indicators) of planning policy performance:

- Contextual indicators – not connected to any policy but provide information on the general environmental, social and economic conditions
- Process indicators – for LDS delivery
- Output indicators – which measure the performance of policies in the LDF
- Significant effects indicators – which measure the significant environmental, economic and social effects of policy implementation

Structure of the Report

This report consists of a further three sections:

Section 2 sets out the sustainability context for Gloucester, based on contextual indicators.

Section 3 reports on LDS delivery, providing an overview of the timetable including key milestones and reporting progress on the preparation and implementation of LDDs.

Section 4 reports on the performance of LDDs, based on National Core Output Indicators and Local Output indicators.

2. Gloucester City Profile

Overall Context

Gloucester is the capital city for the county of Gloucestershire. The local authority area is predominantly urban and is bound to the west by the River Severn and to the north, east and south by the predominantly rural boroughs of Tewkesbury and Stroud. The District is served by good transport connections via the M5 and rail links, offering access to Bristol, the Midlands and London.

The topography of the City is mainly flat, lying on the lias clays of the Severn Vale, with the exception of Robinswood Hill that rises to 198m above sea level and is an outlier of the Cotswold escarpment. There are two sites of Special Scientific Interest, Hucclecote Meadow and Robinswood Hill Quarry.

In terms of its built environment, Gloucester is recognised as one of Britain’s most important historic cities. It’s varied townscape and wealth of archaeological remains bears witness to almost 2000 years of continuous habitation. Altogether, the city has 707 listed buildings, a high proportion of which are Grade I or II*. Gloucester also has 26 scheduled monuments and thirteen designated conservation areas, which cover most of the City Centre as well as areas beyond.

On the whole the residents of Gloucestershire enjoy a relatively good quality of life, but there are a number of social issues in Gloucester City that pose a challenge to local decision makers and partnership groups. This section provides contextual information on issues that are not connected to a particular policy, but which provide background information on the general environment, social and economic conditions in the City.

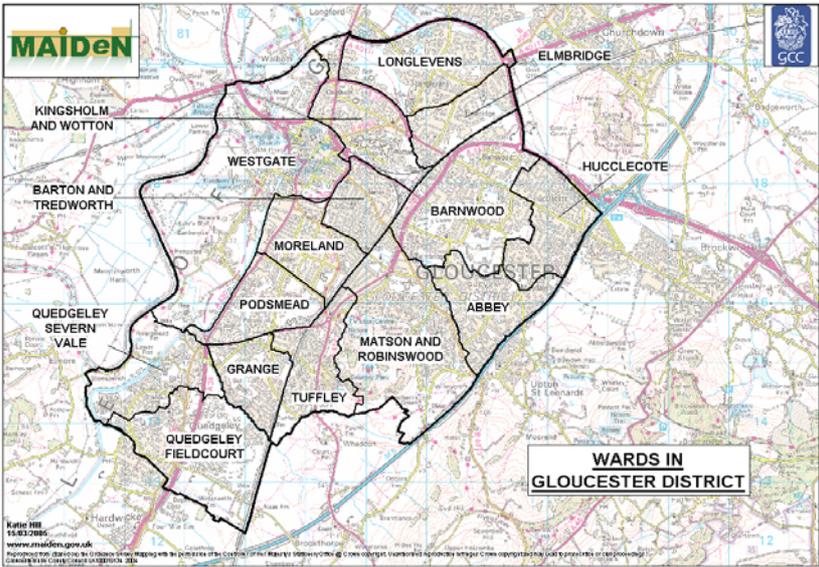


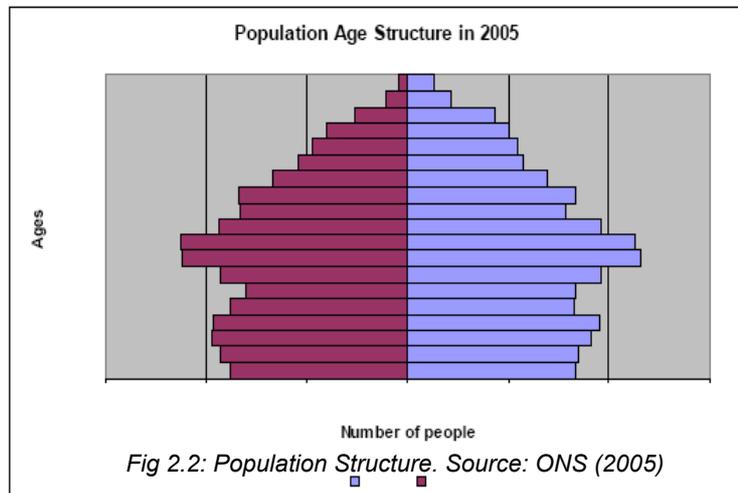
Fig 2.1: Wards in Gloucester

Demographic Structure

The total population for Gloucester City authority area is approximately 113,160. This population is distributed across 15 wards. The three largest wards are Barton and Tredworth (10,952), Matson and Robinswood (10,605) and Moreland (10,062). The City's population is forecast to rise to 123,050 by 2026¹.

Age Structure

The age structure of Gloucester's population, as illustrated in the chart, is relatively young with peaks for both male and females in the 35-45 age brackets. The average age of residents in Gloucester is 37.



Population Density

The population density of Gloucester is 27.6 persons per hectare. The density levels vary across the City, as demonstrated in the table below. The most densely populated ward is Barton and Tredworth, while Westgate ward has the lowest density due its large area, which is dominated by city centre and employment uses.

Ward	Size (hectares)	Population	Population Density
Abbey	197	9,556	48.6
Barnwood	398	9,115	22.9
Barton and Tredworth	131	10,327	78.6
Elmbridge	144	5,617	39.0
Grange	142	6,865	48.5
Hucclecote	194	9,159	47.2
Kingsholm and Wotton	215	6,263	29.1
Longlevens	282	9,063	32.1
Matson and Robinswood	486	10,242	21.1
Moreland	183	10,054	55.0
Podsmead	175	3,116	17.8
Quedgeley Fieldcourt	349	5,510	15.8
Quedgeley Severvale	227	6,290	27.8
Tuffley	194	5,749	29.6
Westgate	736	4,056	5.5

Table 2.1: Population Density

¹ The Gloucester Story (2006) Published by Gloucestershire County Council.

Dwellings and Households

Total number of households

There are currently 47,900 households in Gloucester. 44,227 of these are private sector households (including properties owned by Registered Social Landlords). The growth in households is outstripping the population growth as a result of the increase in single person or smaller households, which is a reflection of a national trend (source the Gloucester Story 2006).

Average household size

The average household size based on 2001 Census was 2.37 persons per household, slightly higher than the national and regional average. In June 2005, the number of people per private sector households in Gloucester was as follows:

- One person = 10,535 (23.8%)
- Two persons = 18,054 (40.8%)
- Three persons = 4,431 (10%)
- Four persons = 3,149 (7.1%)

Household Composition

According to the 2001 Census there were 45,765 households in Gloucester, broken down as follows:

One person households	13,821
Households of more than one person	31,944
of which:	
1 adult of any age and 1 or more children	2,589
1 adult non-pensionable or 2 adults of pensionable age and no children	5,916
2 adults and 1 or 2 children	6,920
2 adults of non-pensionable age and no children	8,178
2 adults and 3 or more children or 3 or more adults and 1 or more children	3,845
3 or more adults and no children	4,496

Household Tenure

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

Tenure	Number	%
Owner occupied	36,133	81.7
Private rented	3,273	7.4
Registered Social Landlord	2,344	5.3
Other	177	0.4
Tenure unobtainable	2,300	5.2

Quality of housing stock

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

Attitudes towards housing

Satisfaction towards private sector housing within the City is as follows (source: Private Sector House Condition Survey, 2005):

- Very satisfied 81.8%
- Quite satisfied 15.6%
- Dissatisfied 2.3%
- Don't know 0.3%

Housing and date of construction

In June 2005 there were 44,227 private sector homes (including RSL), their dates of construction are as follows (source: Private Sector House Condition Survey, 2005):

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

Dwelling type

The breakdown of dwelling type in Gloucester is as follows:

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

Housing affordability

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

In the last quarter the average house price in Gloucestershire County was £234,079. However, Gloucester's average price last quarter was considerably lower at £155,118, demonstrating that Gloucester caters for many housing needs within an affluent rural county.

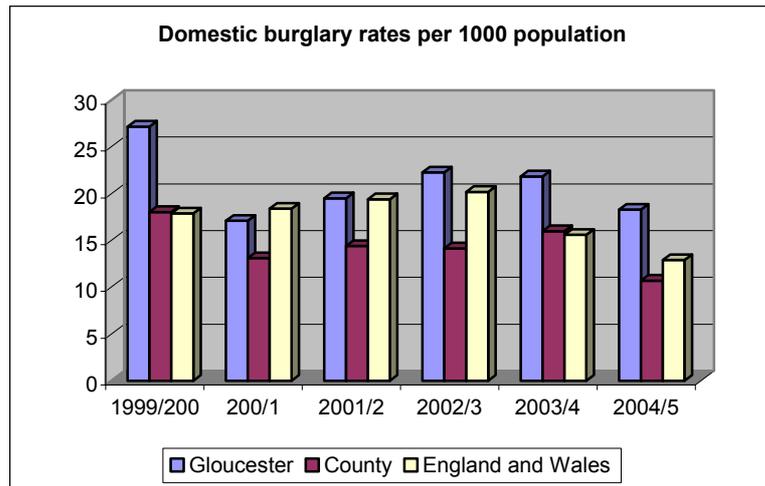
Tenant Satisfaction

In 2004 63.8% of tenants were fairly or very satisfied with social housing in Gloucester

Crime

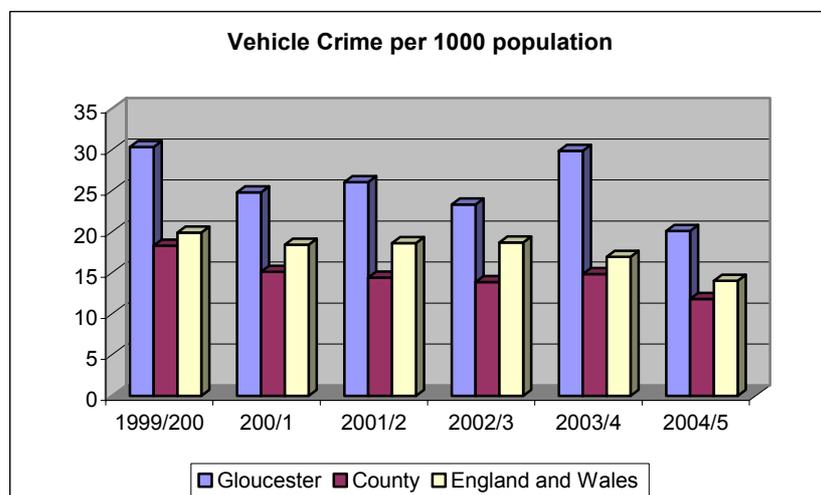
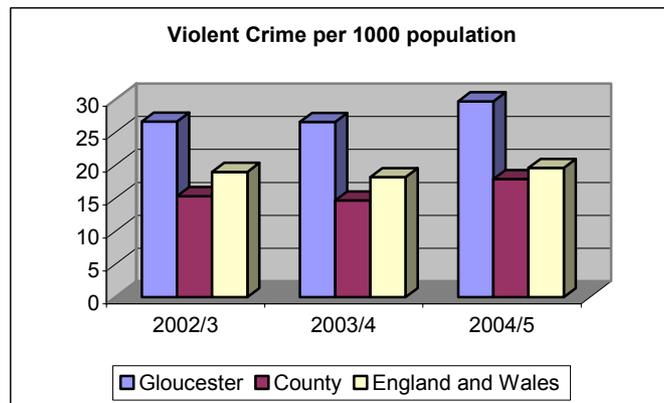
Crime rates

Crime rates in Gloucester are relatively high with burglary rates at 20 per 1000 population, compared to 12 per 1000 nationally for 2004/2005. Violent offences and vehicle crime are also high compared to county and national averages for the same period (source The Gloucester Story). However, in 2007/8 the burglary rate in Gloucester had reduced to 12.6 per 1000 population (Home Office).



Fear of Crime

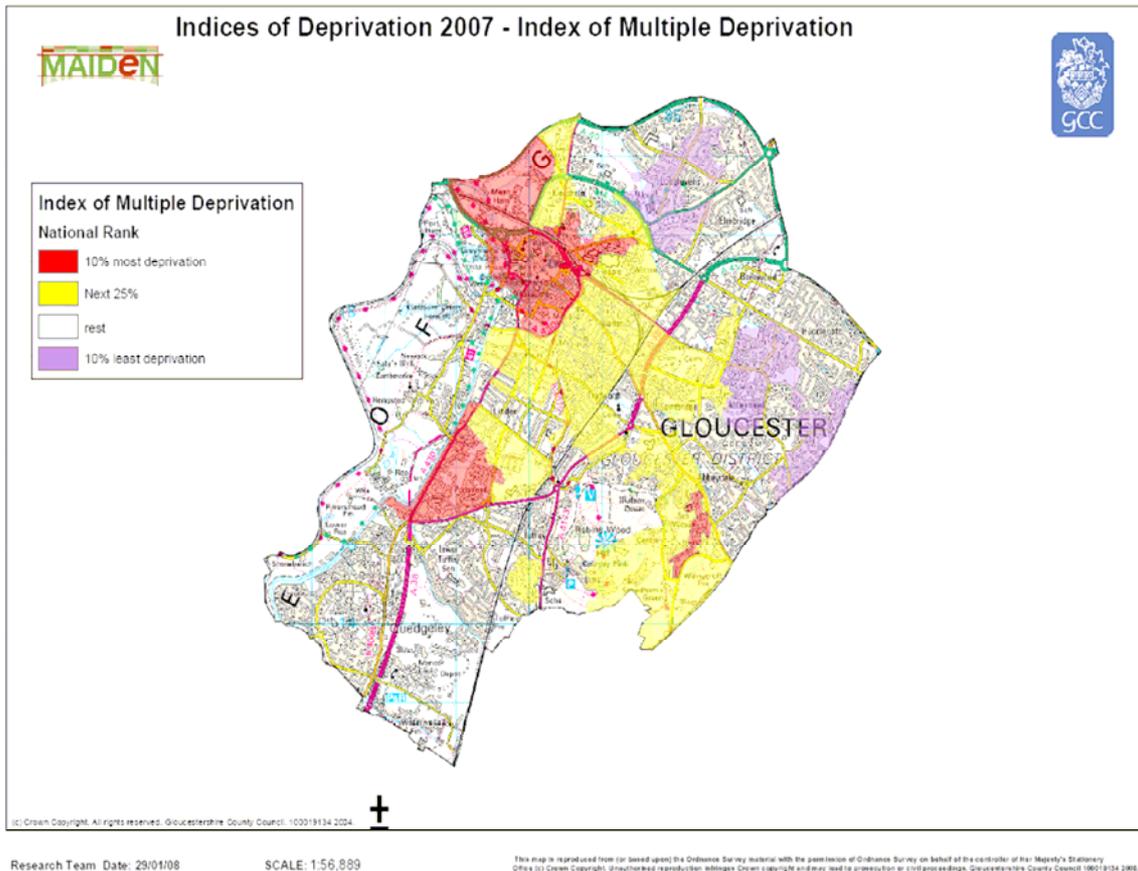
In 2004 85.6% of residents in Gloucester felt safe in their local areas during the daytime, compared to 90.3% across the county. At night 32.7% of residents felt safe in their local area compared to 44.2% for the County.



Health and well-being

Deprivation

Gloucester has 5 super output areas that fall within the top 10% of the most deprived super output areas in England. There are approximately 7,500 residents living within these deprived areas. The index of multiple deprivation for Gloucester is mapped below. Gloucestershire as a County is ranked as one of the least deprived counties in England. The disparity between the City and the County as a whole is therefore quite significant.



Fuel Poverty

A household is considered to be in fuel poverty if it cannot afford to keep its home warm, and are usually defined as those needing to spend more than 10% of their income to heat their home to a healthy temperature. In Gloucester 22% of households are defined as being in fuel poverty and, along with Cheltenham, has the highest rate of fuel poverty in the County. The County average is 20%. However, the rate is equal to that for the south west region and is less than that for England as a whole (23%).

Life expectancy

Average life expectancy for residents in Gloucester is 75.8 years for men and 81 years for women. This is comparable with national figures of 76.1 and 80.6 respectively (source: The Gloucester Story, 2006).

Long term limiting illness

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

Economy

Main economic sectors

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

In 2002, the most prominent sectors of the economy in Gloucester were public administration, education and health, distribution, hotels and restaurants and banking finance and insurance. These sectors employed 29%, 25% and 18% of the workforce respectively. In particular, public administration and health was higher than both the county and national averages (source: ONS Annual Business Enquiry, 2002).

Figures show that there has been a reduction in the number of businesses registered for VAT in Gloucester since 1994.

Economically active

The table below illustrates figures regarding the economic activity of Gloucester's residents, compared to the region and nation.

	Gloucester	SW Region	Nation
% Population of working age	62.1	60.2	62.2
% of working population that is economically active	83.9	81.5	78.6
% of economically active population that are unemployed	4.6	3.9	5.2
% of working age population claiming job seekers allowance	2.4	1.2	2.15
% of unemployed people claiming benefits who have been out of work for more than a year	8.2	7.9	11.5

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

Gross Value Added £ Per Head (Productivity)

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

Unemployment

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

Average Earnings

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

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

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

(Source: Private Sector House Condition Survey 2005)

Retail and Commercial Leisure

Shop Numbers

In April 2005 there were a total of 253 shops in Gloucester City Centre (Zone A). There has been a small decline in the number of shops from 256 in October 2000, to 253 in April 2005 (source: retail vacancy rates supplied by Central Gloucester Initiative).

Vacancy Rates

In April 2005, a total of 91.3% of shops in Gloucester City Centre (Zone A) were occupied and open. Between October 2000 and April 2005 the average occupancy rate in Gloucester was 91.9%.

Education

GCSE qualifications

In 2004, 51.6% of Gloucester's 16 year olds achieved 5+ GCSEs grades A*-C. This is slightly lower than the national average of 53.7%.

Working age population with NVQ level 3

In Gloucester 20% of the working population hold a foundation degree or higher qualification. This is lower than the regional and national averages of 26.5% and 26.5% respectively.

Transport

Car ownership

The table below illustrates the percentage of car ownership in Gloucester compared to the County and England and Wales (source ONS 2001 Census).

	No cars	1 car	2+ cars
Gloucester	24.2	45.9	30.0
Gloucestershire	18.7	43.8	37.5
England and Wales	26.8	43.8	29.4

School transport

In 2003 the largest mode of transport used to take children to school was the private car, constituting 45% of journeys to primary school, and 41% of journeys to secondary school.

The second largest was walking and cycling, which constituted 54% of journeys to primary schools and 34% of journeys to secondary schools. Bus transport accounted for only 1% of journeys to primary schools and 34% of journeys to secondary schools.

Commuter interactions

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

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

Commuting mode

The preferred mode of transport to work is outlined in the table below. This illustrates that the main mode of transport is the private car or van. However, The level of car ownership in Gloucester is lower than the County average.

	%
Work from home	7.17
Underground, metro, light rail or tram	0.05
Train	0.43
Bus, mini-bus or coach	6.54
Motorcycle, scooter or moped	1.54
Car or van	60.19
Passenger in a car or van	7.04
Taxi	0.17
Bicycle	6.06
On foot	10.5
Other	0.32

Commuting Distance

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

Residents Travel to Work Mode

The table below shows resident's travel to work modes in Gloucester according to the 1991 and 2001 Census'. Between 1990 and 2001 the number of people travelling to work by car increased from 58.26% to 64.51%. All other modes experienced a decline. In particular, 'car passenger' experienced a 2.03% decrease, and 'motorcycle' experienced a 1.55% decline. (Source: The Gloucester Story 2005).

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

Walking and Cycling

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

Environment

Area protected by a designation

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

Designation	Area (hectares)	% of city covered by designation
Landscape conservation area	1,102	27
Floodplain	835.9	20.6
Site of nature conservation interest	298.9	7.4
Site of Special Scientific Interest	3.56	0.08
Cordon Sanitaire	133.3	3.3
Conservation area	112	2.8
Areas of principal archaeological interest	1,218	30.1
Public open space	244.9	6
Private playing field	53.76	1.3
Allotment	17.12	0.42

Air Quality

Gloucester has three air quality management areas (AQMAs) where air quality is below required national standards. These include Priory Road, Barton Street and Painswick Road. Air quality in the rest of the City is considered to be acceptable.

River Quality

River quality within Gloucester is mixed. Data from the Environment Agency shows that the River Twyver, the Wotton Brook and Daniels Brook fail to meet acceptable river quality standards, while the Sudbrook, Dimore Brook and River Severn comply with river quality requirements (source: Environment Agency).

Energy Efficiency

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

The following results were achieved in Gloucester in June 2005:

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

The average SAP rating for a private sector dwelling in Gloucester in June 2005 was 61, which is higher than the national average.

Waste production and recycling

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

	Waste Produced		Recycled		Composted		Landfill	
	Kg/head	Total tonnes	Total tonnes	%	Total tonnes	%	Total tonnes	%
Gloucester	439	48687	7071	14.5	644	1.3	40972	84.2
Cheltenham	446	49483	8111	16.4	4099	9.5	36673	74.1
Stroud	346	37919	8297	21.9	0	0	29622	78.1
Cotswold	464	38361	6597	17.2	7586	19.8	24179	63
Forest of Dean	451	36365	4964	13.7	7468	20.5	23933	65.8
Tewkesbury	429	33532	5550	16.5	13	0	27969	83.4
Average	429	40725	6765	16.7	3301.6 7	8.5	30558	74.8

The amount of waste produced in Gloucester reduced between 2005 and 2006. The amount of waste going to landfill has steadily reduced, while the amount recycled has increased (source: Waste Management Unit, Environment Directorate, Gloucestershire County Council).

3. Progress on the Local Development Framework

Background

This section describes the progress made by the City Council in achieving the milestones set out in its approved Local Development Scheme (LDS). The Council's current LDS was approved in June 2007 and covers the three-year period to June 2010.

According to the 2007 LDS, the Gloucester Local Development Framework will comprise four main development plan documents (DPDs):

- Core Strategy
- Development Control Policies
- Central Area Action Plan
- Site Allocations and Designations (Non-Central Area)

Supporting these four main development plan documents will be a number of topic and site-based Supplementary Planning Documents (SPDs). Topic based SPDs include:

- Affordable Housing
- New Housing and Open Space
- Designing Safer Places
- Extending Your Home
- Telecommunications Development
- Development Affecting Sites of Historic Environment (Archaeological) Interest
- Lifetime Homes
- Lighting in New Development
- Tall Buildings in New Development

Site-specific SPDs include:

- Conservations Area Appraisals (various)
- Greater Blackfriars
- Greater Greyfriars
- King's Square and the Bus Station
- Westgate Island and Quay
- The Railway Corridor
- Land at Clearwater Drive
- Land East of Waterwells Business Park

Appendix 1 briefly summaries the role and content of each DPD and SPD.

Progress

Core Strategy DPD

In January 2008 Gloucester City Council together with Cheltenham and Tewkesbury Borough Councils began informal discussions on the potential of preparing a Joint Core Strategy. In March 2008, the three councils agreed in principle to prepare a Joint Core Strategy, covering the entirety of the three administrative areas. In July 2008, the three Councils, supported by Gloucestershire County Council, formally resolved to enter into joint working arrangements.

The Joint Core Strategy will set out a spatial vision and identify a set of strategic objectives and Core Policies for Gloucester, Cheltenham and Tewkesbury. This will be prepared within the context of national and regional planning policy and guidance alongside strategies and plans prepared locally including Sustainable Community Strategies.

The Joint Core Strategy is the most important part of the LDF and deals with key strategic issues including the direction and timing of growth. It will need to clearly set out how the Regional Spatial Strategy for the South West will be delivered.

The implications of the decision to prepare a Joint Core Strategy is that Gloucester's LDS approved in 2007 is effectively now deferred. A new LDS will be agreed in 2009 between the three relevant local authorities and Government Office for the South West. It also means that updating the LDS via the AMR is delayed due to ongoing discussions with Cheltenham Borough, Tewkesbury Borough and Government Office for the South West to ensure that the Joint Core Strategy can be delivered in a realistic and timely manner.

The provisional draft timetable for the Joint Core Strategy is set out below. This identifies key milestones as set out in PPS12*. However, this may be subject to amendment following discussions between the local authorities and Government Office for the South West. A revised LDS will be submitted in early 2009.

Jan-June 2009	Targeted consultation. Preparation and alignment of evidence base. Development of vision, objectives and options for the Joint Core Strategy. Preparation of Infrastructure Delivery Plan (IDP).
Sept 2009	Public consultation on draft Joint Core Strategy
March 2010	Formal publication of Joint Core Strategy*
May 2010	Submission of Joint Core Strategy*
Nov 2010	Examination
May 2011	Adoption of Joint Core Strategy*

Significant progress has already been made on the Joint Core Strategy. A programme management framework has been put in place, a workshop held with Local Strategic Partnerships, work has progressed on aligning the Joint Core Strategy and a Sustainability Appraisal Scoping Report has been prepared. The Sustainability Scoping Report was subject to consultation between 24th October and 28th November 2008 – this is the first key milestone for DPD preparation as set out in PPS12.

In addition, Gloucester City Council is supporting Gloucestershire County Council on the preparation of a Strategic Infrastructure Delivery Plan (IDP). This work will underpin the delivery of the Joint Core Strategy.

Development Control Policies, Central Area Action Plan and Site Allocations and Designations (Non-Central Area) DPDs

The decision to prepare a Joint Core Strategy has a direct impact on the remaining DPDs within the Gloucester LDF. These need to be in conformity with the Core Strategy and should not come forward before it.

Changes to Government policy also suggest that strategic site allocations can now be included within Core Strategies whereas previously they could not. Some of the allocations

contained in the other three DPDs already produced could therefore be carried forward into the Joint Core Strategy.

A decision on how or whether to progress the remaining three DPDs will therefore be taken later in 2009 once more is known about the content, scope and format of the Joint Core Strategy. If necessary, a revised LDS will be submitted to the Government Office for approval. For now however the three DPDs are 'on hold'.

Progress Summary

The tables below provide an update on all Local Development Documents identified in the 2007 LDS and illustrate key milestones against actual performance.

Table 1 – Development Plan Documents

Document	Milestone Description	2007 LDS Target	Actual
Development Plan Documents			
Core Strategy	Issues and Options Preferred Options	April 2005 January 2006 & November 2007	April 2005 Preferred option consultation undertaken January 2006 Further preferred Option consultation planned for November 2007 postponed.
	Submission	April 2008	N/a – revised date set for Joint Core Strategy
	Examination	November 2008	N/a – revised date set for Joint Core Strategy
	Adoption	May 2009	N/a – revised date set for Joint Core Strategy
Development Control Policies	Issues and Options Preferred Options	April 2005 January 2006	April 2005 January 2006
	Submission	January 2009	Decision to progress document on hold due to publication of JCS
	Examination	August 2009	Decision to progress document on hold due to publication of JCS
	Adoption	February 2010	Decision to progress document on hold due to publication of JCS
Central Area Action Plan	Issues and Options Preferred Options	October 2005 August 2006	October 2005 August 2006
	Submission	January 2009	Decision to progress document on hold due to publication of JCS
	Examination	August 2009	Decision to progress document on hold due to publication of JCS
	Adoption	February 2010	Decision to progress document on hold due to publication of JCS
Site Allocations and Designations (Non-Central Area)	Issues and Options Preferred Options	October 2005 August 2006	October 2005 August 2006
	Submission	January 2009	Decision to progress document on hold due to publication of JCS

Document	Milestone Description	2007 LDS Target	Actual
Development Plan Documents			
	Examination	August 2009	Decision to progress document on hold due to publication of JCS
		February 2010	Decision to progress document on hold due to publication of JCS
Annual Monitoring Report	Submission	December 2006, 2007, 2008, 2009	All submission dates achieved

Table 2 – Supplementary Planning Documents

Document	Milestone Description	2007 LDS Target	Actual
Supplementary Planning Documents			
Affordable Housing	Informal Consultation	January 2006	January 2006
	Formal Consultation	November 2007	Apr/May 2008
	Adopt as Interim guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
New Housing and Open Space	Informal Consultation	January 2006	January 2006
	Formal Consultation	November 2007	April 2008
	Adopt as Interim guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
Telecomms Development	Informal Consultation	January 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim guidance	June 2008	August 2008
	Formal adoption	February 2010	Expected May 2011 alongside Joint Core Strategy
Development affecting sites of Archaeological Interest	Informal Consultation	January 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim guidance	June 2008	August 2008
	Formal adoption	February 2010	Expected May 2011 alongside Joint Core Strategy
Home Extension Guide (formerly Extending Your Home)	Informal Consultation	January 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	August 2008
	Formal adoption	February 2010	Expected May 2011 alongside Joint Core Strategy
Designing Safer Places	Informal Consultation	January 2008	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	August 2008

Document	Milestone Description	2007 LDS Target	Actual
	Formal adoption	February 2010	Expected May 2011 alongside Joint Core Strategy
Lifetime Homes	Informal Consultation	September 2007	October 2007
	Formal Consultation	April 2008	Expected March 2009
	Adopt as Interim Guidance	October 2008	Expected October 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
Conservation Area Appraisals (various)	Informal Consultation	April 2006	Apr/May 2006
	Formal Consultation	November 2006 & February 2007	January 2007
	Adoption	July 2007	Interim adoption September 2007
Clearwater Drive	Informal Consultation	August 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	To be determined - depending on content of JCS
Land East of Waterwells – Development Brief	Informal Consultation	August 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
Greater Greyfriars	Informal Consultation	August 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
King's Square and the Bus Station	Informal Consultation	August 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
Greater Blackfriars	Informal Consultation	August 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
Westgate Island / Quay	Informal Consultation	August 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy

Document	Milestone Description	2007 LDS Target	Actual
Railway Corridor	Informal Consultation	August 2006	August 2006
	Formal Consultation	September 2007	October 2007
	Adopt as Interim Guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
Heights of Buildings (formerly Tall Buildings Guidance)	Informal Consultation	July 2007	November 2007
	Formal Consultation	November 2007	August 2008
	Adopt as Interim Guidance	June 2008	Expected March 2009
	Formal adoption	May 2009	Expected May 2011 alongside Joint Core Strategy
Lighting Strategy	Informal Consultation	March 2007	March 2007
	Formal Consultation	September 2007	Expected March 2009
	Adopt as Interim Guidance	June 2008	Expected October 2009
	Formal adoption	May 2009	To be determined - depending on content of JCS

4. Policy Impact

A fundamental element of the Local Development Framework is monitoring how well policies are performing. This section of the Annual Monitoring Report examines whether policies and related targets are being met, or progress is being made towards these targets. If targets are not being met reasons shall be explored.

It has been specifically stated that the Annual Monitoring Report should:

- Consider whether policies and related targets in Local Development Documents have been met or progress is being made towards meeting them, or where they are not being met or not on track to being achieved, the reasons why.
- Consider what impact the policies are having in respect of national and regional targets and any other targets identified in Local Development Documents.

The performance of the policies is measured using two sets of indicators, National Core Output Indicators (NCOI) and locally derived indicators. A list of NCOI has been provided and updated. These indicators have been reported on through RPG10/RSS monitoring to South West Regional Assembly.

Because Gloucester's LDF policies have yet to be formally adopted, in terms of assessing policy impact, this section of the AMR looks primarily at existing Local Plan policies taken from both the adopted 1983 Local Plan and the 2002 Revised Deposit Draft Local Plan. For completeness, some commentary is also provided on emerging LDF policies although these are of course now subject to significant change in light of the decision to prepare a Joint Core Strategy.

For ease of reference policy impact is considered under the following categories:

- Housing
- Employment
- Transport
- Commercial development (retail, office, leisure)
- Natural environment
- Built environment
- Leisure and recreation

Under each topic a summary is provided of the relevant national and regional policy context and local plan policies, as well as emerging LDF policies. The impact of these policies is then considered.

Housing

Context

Everyone should have the opportunity of a decent home. Therefore, the City Council has a responsibility to ensure that enough land is available to ensure a constant supply of new homes. Furthermore, there is a need to ensure that the right type of homes are provided. In Gloucester there is a significant need for affordable housing.

The Gloucestershire Structure Plan (1999) requires the provision of 10,250 dwellings from 1991 to 2011. As at 31st March 2008 10,006 of these dwellings had already been completed.

The Draft Regional Spatial Strategy for the South West Proposed Changes (July 2008) state that Gloucester should make provision for 11,500 new homes for the period 2006 to 2026. This equates to 575 new homes per annum. A further 9,500 new homes (475 per annum) should be provided on the edge of Gloucester through urban extensions in adjoining Districts.

Planning Policy Statement 3 and the RSS Proposed Changes emphasise that priority should be given to the re-use of previously developed land (pdl). The national annual target is that at least 60 per cent of new housing should be provided on previously developed land. For the south west region, the target is 50%. The RSS recommends high-density development of at least 50 dwellings per hectare for strategically significant settlements such as Gloucester and Cheltenham.

The average density of new build dwellings in Gloucester during the 2007/8 monitoring period was 115 dw/ha on large sites and 98 dw/ha on small sites. This is significantly above the RSS recommended density.

The draft RSS recognises the importance of affordable housing provision and seeks to ensure that an adequate choice and mix of housing types are provided at the most sustainable locations. Local authorities should require more than 30% of housing to be affordable (increased to 35% in the RSS Proposed Changes July 2008). In the 2007/8 monitoring period, 426 affordable dwellings were completed in Gloucester equating to 40% of the overall number of completions (1053 dwellings).

PPS3: Housing requires local planning authorities to maintain a five-year supply of available, developable land for housing. At 1st April 2008 there were 5157 commitments (i.e. dwellings with planning permission that are either not yet started or under construction), with a further 181 dwellings subject to Section 106 agreements. With the current completion level, Gloucester is able to demonstrate a housing land supply beyond the next five years.

Local Plan Policies

There are a number of Local Plan policies that relate to housing, including housing provision, affordable housing, housing mix, density, previously developed land, design and layout. They include the following:

1983 Local Plan

- Core Policy H1 – Five year housing land supply
- Core Policy H3 – Preservation and revitalisation of older housing stock
- Core Policy H4 – Housing need

Revised Deposit Draft Local Plan

- Policy H.1 – Allocations for mixed use including housing
- Policy H.2 – Allocations for housing development
- Policy H.4 – Housing proposals on unallocated sites
- Policy H.5 – Use of upper floors for residential
- Policy H.6 – Housing in the central area
- Policy H.7 – Housing density and layout
- Policy H.8 – Housing mix
- Policy H.15 – The provision of affordable housing
- Policy H.16 – Affordable housing mix, design and layout

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below and also in the housing trajectory below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) aims to ensure that enough sites are made available in order to meet the housing needs of the City in the period of 2026 (as defined by the Regional Spatial Strategy for the South West). Draft core policies of particular relevance include:

- Core policy 3 – Priority to the re-use of previously developed land and buildings
- Core policy 4 – Housing provision
- Core policy 5 – Housing types and tenure
- Core policy 6 – Proposals for gypsy and traveller accommodation

These policies are of course subject to significant change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.1 – Housing Indicators

Indicator Type	Output Indicator	Target(s)	Progress 07/08	Issues Identified
Core	NCOI 2a Dwelling completions Net additional dwellings for AMR period.	Structure Plan target 10,250 dwellings from 1991 to 2011. (Annually 512.5 dwellings x 17 years = 8712.5 requirement to date) RSS target 11,500 dwellings from 2006 to 2026. (Annually 575 homes x 2 years = 1150 requirement to date)	1053 net additional homes for the AMR period; see housing trajectory below. 10,006 dwellings from 1999 to 2008. 2,015 dwellings from 2006 to 2008.	Policies for housing development are performing well against targets.
	NCOI 2c Density i. new dwellings complete at less than 30 dwellings per hectare (%) ii. new dwellings completed between 30 and 50 dwellings per hectare (%) iii. new dwellings completed above 50 dwellings per hectare (%)	100% over 40 dwellings per hectare in central area. 100% over 30 dwellings per hectare elsewhere.	Completed developments across the city area: i. 1.7 ii. 57.2 iii. 41.2	Policies for housing development are performing well against targets, as densities are predominantly over 30 dwellings per hectare.
	NCOI 2d Affordable housing completions i. dwellings provided via S106 agreement ii. dwellings wholly funded through RSL or LA iii. dwellings wholly funded through developer contribution iv. dwellings funded through a mix of public subsidy and developer contributions v. Total affordable	Delivery of affordable homes on schemes proposing 15 or more dwellings, or over 0.5 hectares. Local Plan target 40% affordable housing. RSS target 30% affordable housing. (increased to 35% in RSS Proposed Changes – July 2008)	i. 167 ii. 0 iii. 13 iv. 154 v. 167	Section 106 agreements and mix of subsidy are securing provision of affordable housing. Further monitoring is required to ensure there is enough provision of affordable housing in the right locations.

Indicator Type	Output Indicator	Progress 07/08	Issues Identified
Local	HFR1 LA opening and closing stock Opening stock i. Private sector ii. LA iii. RSL iv. Total Closing i. Private sector ii. LA iii. RSL iv. Total	i. 43,679 ii. 4,548 iii. 2,212 iv. 50,439 i. 44,423 ii. 4,617 iii. 2,315 iv. 51,355	Stock levels are increasing year on year. Further monitoring is required in order to draw any conclusions on policy performance, especially in light of current market conditions. Demands on stock may change.
	HFR2 New build completions i. net new build temporary ii. net new build permanent	i. 0 ii. 1053 (of which 241 RSL completions)	A high number of permanent dwellings were delivered during this period. Policies for the provision of new dwellings have been performing well.
	HFR4 Changes of use	Total of 35 changes of use (changing premises to domestic use).	
	HFR5 Demolitions	Total of 11 demolitions in the area, all for redevelopment purposes.	All demolitions recorded were to enable further housing development, resulting in net gains.
	HS01a Net completions on allocated sites i) net completions on allocated pdl sites ii) net completions on allocated non-pdl sites iii) net completions on windfall sites iv) net completions on unidentified non-pdl sites	i. 394 ii. 340 iii. 274 iv. 45	The majority of new housing development has occurred on previously developed land, illustrating that policies are performing well.

Indicator Type	Output Indicator	Progress 07/08	Issues Identified
Local	HS01b Net completions on allocated sites in SSCT i) net completions on allocated pdl sites ii) net completions on allocated non-pdl sites iii) net completions on windfall sites iv) net completions on unidentified non-pdl sites	i. 394 ii. 340 iii. 274 v. 45 All completions within SSCT area.	The majority of new housing development has occurred on previously developed land, illustrating that policies are performing well.
	HS02a Net started and planned dwellings on pdl or non-pdl i. net dwellings on pdl started or with planning permission ii. net dwellings on pdl with planning permission subject to 106 agreement iii. net dwellings on non-pdl started or with planning permission iv. net dwellings on non-pdl with planning permission subject to 106 agreement	i. 3919 ii. 181 iii. 1238 iv. 0	The high level of commitments demonstrates housing development policies are securing land for housing provision. The majority of these are on pdl, illustrating that the policies are effectively promoting brownfield development.
	HS02b Net started and planned dwellings on pdl or non-pdl in SSCT i. net dwellings on pdl started or with planning permission ii. net dwellings on pdl with planning permission subject to 106 agreement iii. net dwellings on non-pdl started or with planning permission iv. net dwellings on non-pdl with planning permission subject to 106 agreement	i. 3919 ii. 181 iii. 1238 iv. 0 All permissions are within built up area, therefore none outside SSCT.	The high level of commitments demonstrates housing development policies are securing land for housing provision. The majority of these are on pdl, illustrating that the policies are effectively promoting brownfield development.

Indicator Type	Output Indicator	Progress 07/08	Issues Identified
	HS03 Vacant dwellings As at 31 March 2008 the number of dwellings recorded as vacant.	2024	Further investigation is required into the breakdown of this figure. The number of long term empty homes is considerably lower.
Local	HS05 Housing allocations i. Hectares remaining allocated for housing in local plan ii. Estimated dwellings to be provided via this land	i. 21.45 ii. 750	Policies have safeguarded sufficient land to supply housing to meet the targets.
	HS06a Housing density Housing density average in dwellings per hectare for new developments	111	Policies have delivered housing development above national and regional density targets.
	HS06b Housing density in SSCT Housing density average in dwellings per hectare for new developments in SSCT	111 All development within the SSCT area.	Policies have delivered housing development above national and regional density targets.
	HS07a Housing density by size Gross number of dwellings provided on fully complete sites by size and their net area (hectares): i. 1-9 dwellings ii. Area iii. 10-14 dwellings iv. Area v. 15+ dwellings vi. Area	i. 109 ii. 1.5 iii. 37 iv. 0.17 v. 1210 vi. 26.48	The results demonstrate that housing has been delivered through larger sites at greater densities.

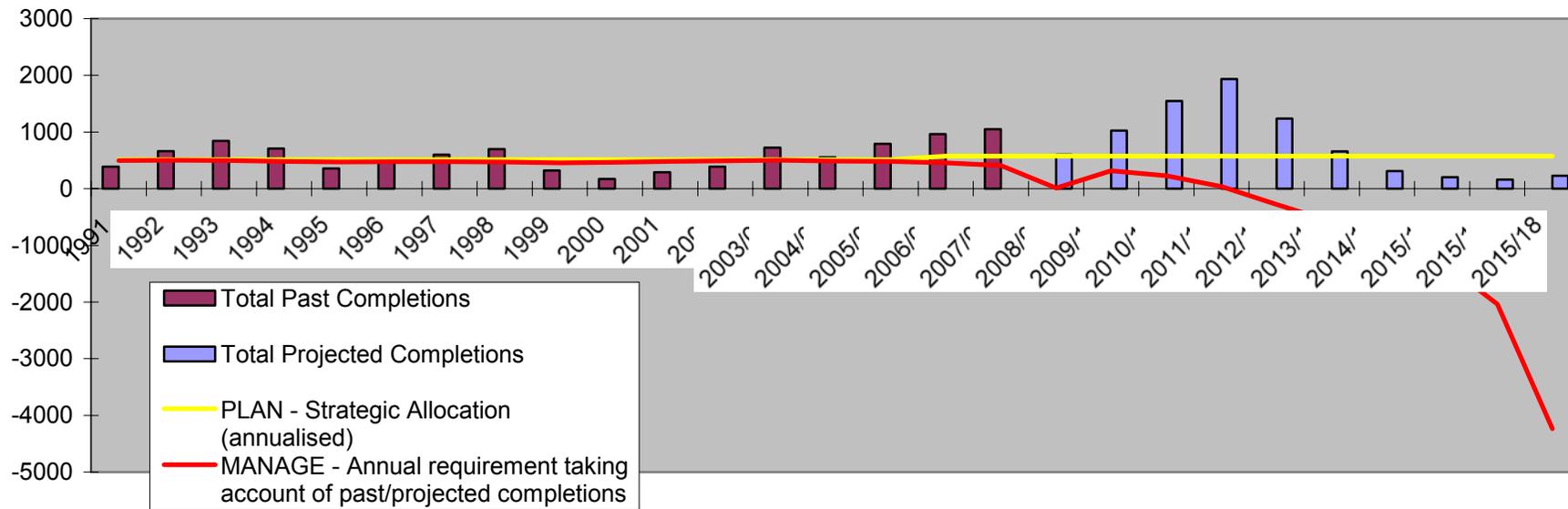
Indicator Type	Output Indicator	Progress 07/08	Issues Identified										
	HS07b Density by size within SSCT Gross number of dwellings provided on fully complete sites by size and their net area (hectares) within the SSCT: i. 1-9 dwellings ii. Area iii. 10-14 dwellings iv. Area v. 15+ dwellings vi. Area	i. 109 ii. 1.5 iii. 37 iv. 0.17 v. 1210 vi. 26.48	The results demonstrate that housing has been delivered through larger sites at greater densities within the SSCT area.										
Local	HS08a Bedroom mix houses/bungalows 1 bed 2 bed 3 bed 4 or more bed	Total provided (not available for all completed sites) 1 115 348 188	Policies are performing to provide a mix of housing types.										
	HS08b Bedroom mix flats/maisonettes 1 bed 2 bed 3 bed 4 or more bed	Total provided (not available for all completed sites) 158 254 2 0	Policies are performing to provide a mix of housing types.										
	HS09 New dwellings provided on allocation sites i. net completions on allocated pdl sites ii. net completions on allocated non-pdl sites iii. net completions on windfall sites iv. net completions on unidentified non-pdl sites	<table> <thead> <tr> <th>Number</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>i. 394</td> <td>i. 37.4</td> </tr> <tr> <td>ii. 340</td> <td>ii. 23.3</td> </tr> <tr> <td>iii. 274</td> <td>iii. 26</td> </tr> <tr> <td>iv. 45</td> <td>iv. 4.3</td> </tr> </tbody> </table>	Number	Percentage	i. 394	i. 37.4	ii. 340	ii. 23.3	iii. 274	iii. 26	iv. 45	iv. 4.3	Policies are performing to provide housing on allocated and non allocated sites, but predominantly on previously developed land.
	Number	Percentage											
i. 394	i. 37.4												
ii. 340	ii. 23.3												
iii. 274	iii. 26												
iv. 45	iv. 4.3												
HS10a Affordable dwelling completions i. Affordable social housing gained completions ii. Affordable low cost market housing gained completions iii. Affordable dwellings gained via S106	i. 241 ii. 18 iii. 167	Further monitoring is required to demonstrate if policies are delivering sufficient affordable housing.											

Indicator Type	Output Indicator	Progress 07/08	Issues Identified
	HS10b Affordable dwelling stock AMR period opening stock for affordable dwellings AMR period closing stock for affordable dwellings	2212 2315	This result shows an increase but further monitoring is required to demonstrate if policies are delivering sufficient affordable housing.
	HS19 Affordable dwelling threshold Urban site size to include affordable housing	15 dwellings	Further monitoring is required to demonstrate if policies are delivering sufficient affordable housing to determine if this threshold is the correct one to apply.

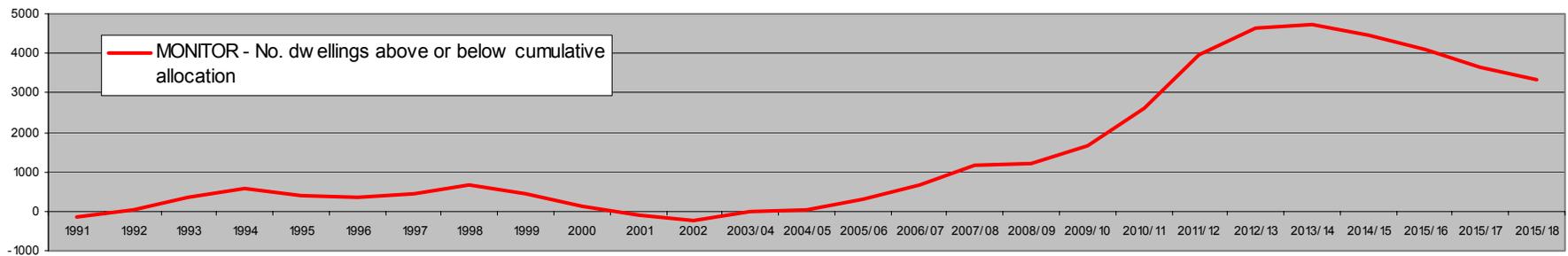
Housing Trajectory

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2015/17	2015/18
Past Completions - Allocated Sites										200	400	447	384	513	420	734											
Past Completions - Unallocated Sites										90	131	140	171	277	542	319											
Projections - Allocated Sites																	400	825	1245	1635	1095	596	250	140	100	170	
Projections - Unallocated Sites																	200	200	300	300	141	60	60	60	60	60	
Total Past Completions	391	665	844	709	359	477	602	700	319	172	290	391	727	555	790	962	1053										
Total Projected Completions																	600	1025	1545	1935	1236	656	310	200	160	230	
Cumulative Completions	391	1056	1900	2609	2968	3445	4047	4747	5066	5238	5528	5919	6646	7201	7991	8953	10006	10606	11631	13176	15111	16347	17003	17313	17513	17673	17903
PLAN - Strategic Allocation (annualised)	512.5	512.5	512.5	512.5	512.5	512.5	512.5	512.5	512.5	512.5	512.5	512.5	512.5	512.5	512.5	575	575	575	575	575	575	575	575	575	575	575	
MONITOR - No. dwellings above or below cumulative allocation	-122	31	363	559	405.5	370	460	647	454	113	-110	-231	-16.5	26	303.5	691	1169	1194	1644	2614	3974	4635	4716	4451	4076	3661	3316
MANAGE - Annual requirement taking account of past/projected completions	498	502	495	481	471	476	476	470	457	465	482	494	501	485	480	454	408	10	315	226	37	-279	-582	-891	-1292	-2038	-4236

Gloucester Housing Trajectory 2008



Number of dwellings above/below cumulative allocation for Gloucester City



Employment

Gloucester is a major employment centre providing around 60,000 jobs. It provides jobs for those living in the City as well as those outside who commute from surrounding rural areas, particularly Stroud and Forest of Dean. Gloucester's importance as an employment centre has been recognised in the draft Regional Spatial Strategy.

The adopted Gloucestershire Structure Plan (1999) requires Gloucester City to provide around 95 hectares of employment land over the period 1999 to 2011. As at March 2008, a total net supply of 29.48 hectares of employment land has been completed.

The draft RSS emphasises the need for Gloucester to realise its economic potential in order to stimulate regeneration and increase the accessibility to and dispersal of prosperity across society, particularly in areas of high unemployment.

The RSS also recognises the changing structure of the economy and emphasises the increasing importance of less traditional sectors in providing job opportunities, such as the service sector, which is expanding following a decline in manufacturing.

The draft RSS states that around 12,750 new jobs should be provided within the Gloucester travel to work area (TTWA). It should be noted that this has been decreased to 11,700 in the RSS Proposed Changes (July 2008) with the introduction of a new area-based target of 79 hectares of employment land to be provided. Existing data suggests that most of these new jobs will be provided within the City. This will be facilitated by Gloucester Heritage Urban Regeneration Company, which has set itself a target of creating 2000 new jobs in the Central Area of Gloucester by 2014.

The provision of new employment land will be particularly important in Gloucester and Cheltenham in order to balance job opportunities with the creation of a significant number of new homes, thereby creating more sustainable patterns of growth.

It is anticipated that a large number of new jobs will be created through the provision of 20 hectares of new employment land as part of the mixed-use redevelopment of the former RAF Quedgeley site now known as Kingsway. Further large-scale employment provision will be made through the proposed extension to Waterwells Business Park.

Local Plan Policies

The following policies relate to the economy and employment land provision:

1983 Local Plan

- Core Policy E1 – Employment land supply
- Core Policy E2 – Release of land for office development

Revised Deposit Draft Local Plan (2002)

- Policy E1 – Mixed-use allocations
- Policy E2 – Employment allocations
- Policy E3 – Allocations for employment on old employment sites
- Policy E4 – Protecting employment land

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) aims to encourage and facilitate inward and indigenous investment and to create high and stable levels of economic growth in order to reduce unemployment, particularly among the long-term unemployed.

The following draft Core policies are of particular relevance:

- Core Policy 2 – Regenerating the Central Area
- Core Policy 7 – Employment provision
- Core Policy 8 – Safeguarding employment land
- Core Policy 9 – Mixed-use development
- Core Policy 17 – Education and skills

These policies are of course subject to significant change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.2 – Employment and Economy Indicators

Indicator Type	Output Indicator	Target(s)	Progress 07/08		Issues Identified
Core	NCOI 01 Employment land i. employment floorspace developed (m ²) ii. amount developed in regeneration or development areas (m ²) iii. % on pdl iv. employment land supply (hectares)	Structure Plan 95 Ha between 1991-2011 Draft RSS proposed mods 12,750 jobs 2006-2026 RSS Proposed Changes 11,700 jobs and 79 Ha employment land GHURC target of 2,000 jobs created in central area by 2014	Business i. 781 ii. 190 iii. 100 iv. 0.07	General Ind i. 3575 ii. 0 iii. 100 iv. 0	The majority of development has occurred outside the Central (GHURC) regeneration area. Further monitoring will be required to ascertain if this will have an adverse impact.
	NCOI 04a Retail, Office and Leisure development i. Retail (m ²) ii. Office (m ²) iii. Leisure (m ²)	See above	i. 4444 ii. 463 iii. 175		Further monitoring is required to establish any trends in development and their impacts.
	NCOI 04b Retail, Office and Leisure development in town centre i. Retail (m ²) ii. Office (m ²) iii. Leisure (m ²)	See above	i. 190 ii. 142 iii. 175		The majority of retail development and all leisure development occurred outside the town centre. Further monitoring is needed to identify any concerns.
Local	EP05 Employment Land i. Net hectares developed (Ha) ii. Net Ha on pdl iii. Net floorspace developed (m ²) iv. Floorspace on pdl land	Structure Plan 95 Ha between 1991-2011 Draft RSS proposed mods 12,750 jobs 2006-2026 RSS Proposed Changes 11,700 jobs and 79 Ha employment land	i. 0.44 ii. 0.44 iii. 14240 iv. 14240		The City has not gained a great deal of employment land, but all development has taken place on pdl. Further monitoring is required to review the need for and provision of employment land.

Transport

Significant levels of growth are envisaged for Gloucester within the Regional Spatial Strategy over the next twenty years. This will potentially increase vehicle movements, particularly use of the private car.

The contextual indicators have highlighted that a large number of people already travel in and out of Gloucester each day to reach their place of work and that most of these travel by car. As a result Gloucester suffers from congestion in certain locations at peak travel times.

In order to provide more sustainable options and reduce the need for people to travel by car it is important to address the location and type of developments. This is coupled with the need to encourage people to use alternative modes of transport to the private car, such as walking, cycling and public transport. For example, new homes and jobs provided close together would provide people with the option of reducing their car journey to work.

These issues are recognised within national policy and within the draft Regional Spatial Strategy. The draft RSS emphasises the importance of providing attractive, safe and convenient pedestrian and cycle routes, improving the quality of public transport, parking strategies to discourage long-stay commuters, as well as a variety of potential demand management measures including congestion charging, travel plans, car sharing schemes and bus priority.

The Gloucestershire Local Transport Plan 2006-2011 sets out the transport strategies that Gloucestershire County Council will seek to implement from 2006 to 2011. Some of the objectives of the Plan include improving access to jobs and services, improving public transport, reducing congestion, improving highway infrastructure, reducing single occupancy car trips, reducing road casualties and facilitating the use of alternatives to the car.

It will be particularly important for the City Council to fully assess the transport implications of any large-scale urban extension to Gloucester to ensure that appropriate new infrastructure is provided in order to mitigate the impact of development, reduce the need to travel and to promote non-car modes of travel.

Local Plan Policies

Many transport policies relate to reducing car use and encouraging more sustainable modes of transport, they include:

1983 Local Plan

- Core Policy T3 – Traffic regulation and control measures
- Core Policy T6 – Cycling

Revised Deposit Draft Local Plan (2002)

- Policy TR1 – Travel plans and planning applications
- Policy TR9 – Parking standards
- Policy TR10 – Parking provision below the maximum level
- Policy TR26 – Park & Ride Waterwells
- Policy TR27 – Bus priority routes
- Policy TR32 – Protection of cycle / pedestrian routes

Policy TR33 – Providing for cyclists / pedestrians
Policy TR35 – Provision for bicycles with new residential development
Policy TR39 – Footpaths / cycleways along the river and canal

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The Local Development Framework draft Core Strategy aims to improve air quality, reduce traffic congestion and contributions to climate change by encouraging less use of the car and greater use of walking, cycling and public transport.

Where parking is provided below the maximum standards, a financial contribution will be sought from development within the central area towards the establishment of a 'Car Club' for the City.

Strategic transport infrastructure projects will be supported and safeguarded appropriately including the completion of the south west bypass and the St Anne's Way bridge link, proposed park and ride sites at Linton, Brockworth and the ITEC proposal at Elmbridge.

The following draft policies are of particular relevance:

- Core Policy 1 – Sustainable Development
- Core Policy 9 – Mixed-use development
- Core Policy 10 – Sustainable transport
- Core Policy 11 – Strategic transport infrastructure
- Core Policy 25 – Managing the impact of development

These policies are of course subject to significant change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.3 – Transport Indicators

Indicator Type	Output Indicator	Progress 07/08	Issues Identified
Core	<p>NCOI 03a Parking Standards</p> <ul style="list-style-type: none"> i. Completed non-residential development completed UCO A, B and D ii. Amount complying with car parking standards iii. Percentage complying with parking standards 	<ul style="list-style-type: none"> i. 0.44 Ha ii. 0.44 Ha iii. 100 % 	<p>Policies are being applied to planning applications successfully to ensure that they comply with parking standards. Further monitoring will be required to ascertain if this has an impact on traffic levels.</p>
	<p>NCOI 03b Service proximity to residential development</p> <p>% of new residential development 30 minutes public transport from</p> <ul style="list-style-type: none"> i. GP surgery ii. Hospital iii. Primary school iv. Secondary school v. Area of employment vi. Major retail centre vii. Services 	<ul style="list-style-type: none"> i. 100 ii. 75 iii. 100 iv. 96 v. 100 vi. 100 vii. 100 	<p>The data demonstrates that new housing development has occurred in sustainable locations with good public transport links to services.</p>
	<p>TP05 Bus accessibility</p> <p>Number of rural and urban households live within 13 minute walk of an at least hourly bus service</p>	<p>Monitoring information for this indicator was not available this year.</p>	<p>Monitoring needs to be improved to cover this indicator. This is the responsibility of Gloucestershire County Council as the local transport authority.</p>

Indicator Type	Output Indicator	Progress 07/08	Issues Identified
Local	Number of public parking spaces in the city centre and disabled spaces. Proportion allocated for short stay use.	No change for previous monitoring period.	Policies are protecting car parks as well as not encouraging private car use by providing more car parking.
	Progress on planned transport improvements	None in monitoring period although St Anne's Way link bridge opened November 2008.	Highway infrastructure completions are key to the regeneration of the central area of Gloucester. Policies and joint working have secured delivery of a key element of infrastructure.
	Number of passenger journeys on local bus services	Not monitored at district level by County Council.	Monitoring needs to be improved to cover this indicator. This is the responsibility of Gloucestershire County Council as the local transport authority.

Commercial Development (retail, office and leisure)

In recent years Gloucester has fallen in the sub-regional retail hierarchy, suffering through competition from locations such as Cheltenham and Cribb's Causeway. The 2008 Gloucester retail study recognizes this and identifies significant capacity for additional retail floorspace in Gloucester in the period up to 2026

National Planning Policy Statement 6: Planning for Town Centres, emphasizes that local authorities should plan positively for the growth and development of existing centres and should seek to enhance consumer choice by making provision for a range of shopping, leisure and local services.

The overall objective is to sustain and enhance the vitality and viability of existing centres. The main types of use to which PPS6 applies are retail, leisure, offices, arts, culture and tourism uses.

At the regional level the draft RSS emphasises the need to maintain and enhance the economic vitality and viability of the region's town and city centres. The draft RSS emphasises the need to retain and improve the public realm, the retail offer and adequate space for office-based and leisure activities.

Through the Local Plan the extent of the Primary Shopping Area (PSA) and City Centre boundary have been identified. The PSA is the focus for new retail development and City Centre boundary is the focus for other City Centre type uses including leisure and office development.

Local Plan Policies

There are a number of Local Plan policies relating to commercial development including retail, leisure and office development, of particular relevance are:

1983 Local Plan

- Core Policy E2 – Office Development
- Core Policy S1 – Maintaining and Strengthening Gloucester's Sub-Regional Shopping Status
- Policy S1.a – Location of Retail Development
- Core Policy S3 – Local Shopping Needs

Revised Deposit Draft Local Plan (2002)

- Policy ST.5 – Central locations for development which attract a lot of people
- Policy ST.6 – District and local centres for everyday facilities
- Policy ST.8 – Creating attractive routes to the centre
- Policy E.4 – Protecting employment land
- Policy S.4a – New retail development outside designated centres
- Policy S.8 – Changes of use in the primary shopping area
- Policy S.9 – New district and local centres
- Policy S.10 – District centres
- Policy S.12 – Local centres
- Policy S.13 – Changes of use in district and local centres
- Policy S.14 – Barton Street local centres
- Policy S.15 – Shopping parades and single shops
- Policy CL.1 – New major commercial leisure development

Policy CL.3 – Late night uses inside the central area
Policy CL.4 – New commercial leisure development in district centres
Policy T.1 – Visitor attractions
Policy C.1 – Cultural facilities
Policy C.2 – The loss of cultural facilities

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework

The Core Strategy recognizes the importance of improving Gloucester City Centre in order to retain expenditure currently lost to other places and to increase the number of tourists including overnight visitors. The strategy also aims to meet shopping needs at the local level.

One of the strategic objectives of the draft Core Strategy is to improve the vitality of the City Centre and other designated centres and to ensure the provision of a balanced network of local shopping facilities and other essential services.

The Core Strategy also aims to develop a vibrant, diverse and safe evening and night-time economy that appeals to all age groups and encourages a greater proportion of visitors to Gloucester to stay overnight.

The LDF continues to focus new retail development into the PSA although the boundary of the PSA has been re-defined to include Primary and Secondary shopping frontages in line with PPS6.

The draft Central Area Action Plan identifies the area around the Bus Station and King's Square for major retail-led redevelopment. This site is also a priority regeneration project for the Gloucester Heritage Urban Regeneration Company.

These proposals are of course subject to potential change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.4 – Commercial Development Indicators

Indicat or Type	Output Indicator	Target(s)	Progress 07/08	Issues Identified
Core	NCOI 04a Retail, Office and Leisure development iv. Retail (m ²) v. Office (m ²) vi. Leisure (m ²)	Structure Plan 95 Ha between 1991-2011 Draft RSS proposed mods 12,750 jobs 2006-2026 RSS Proposed Changes 11,700 jobs and 79 Ha employment land GHURC target of 2,000 jobs in central area by 2014	i. 4444 ii. 463 iii. 175	There has been a good level of retail development during the AMR period. Further monitoring is required to understand the impact of retail development located outside the city centre. There has been a small amount of leisure development. Further monitoring is required to understand the impact of leisure developments on the residents of Gloucester.
	NCOI 04b Retail, Office and Leisure development in town centre iv. Retail (m ²) v. Office (m ²) vi. Leisure (m ²)	See above	i. 190 ii. 142 iii. 175	There has been a good level of retail development during the AMR period. Further monitoring is required to understand the impact of retail and office development located outside the city centre. There has been a small amount of leisure development. Further monitoring is required to understand the impact of leisure developments on the residents of Gloucester.
Local	Loss of retail floorspace in city centre and elsewhere.	N/A	None lost across district during monitoring period.	Policies have performed to prevent the loss of retail space across the City.

Natural Environment

Although it is a predominantly urban area, Gloucester has a rich natural environment including Sites of Special Scientific Interest (SSSIs), Sites of Nature Conservation Interest (SNCIs), landscape conservation areas, prime biodiversity areas, floodplain, public and private open space, woodland, as well as a network of natural corridors and informal green infrastructure. Robinswood Hill is an important natural environment and a recreational resource.

The area around Gloucester is also important in terms of the natural environment. Land to the south of the City is designated as a Special Landscape Area in the Structure Plan (1999) and land to the north is designated as Green Belt.

The Gloucestershire Structure Plan recognises the importance of the natural environment, requiring development to protect and where ever possible enhance biodiversity. Sites of nature conservation importance should be safeguarded.

The importance of the natural environment is also recognised in the draft RSS. The strategy seeks to protect and enhance the region's environment and natural resources by ensuring that development respects landscape and ecological thresholds, reducing environmental impact, contributing to regional biodiversity targets and positively planning to enhance natural environments.

Local Plan Policies

Policies of particular relevance are:

1983 Local Plan

Policy A4.e – Protection of Robinswood Hill

Revised Deposit Draft Local Plan (2002)

Policy B.1 – Sites of Special Scientific Interest
Policy B.2 – Site of Nature Conservation Interest (A&B)
Policy B.3 – Sites of Nature Conservation Interest (C&D)
Policy B.4 – Corridors
Policy B.5 – Biodiversity action plan species and habitats
Policy B.6 – Prime biodiversity areas
Policy B.7 – Protected species
Policy FRP.1a – Development and flood risk
Policy FRP.8 – Renewable energy
Policy FRP.15 – Contaminated land

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) recognises the importance of Gloucester's natural environment and aims to conserve, enhance and restore biodiversity, landscape character, air, soil and water quality and to reduce the risk of flooding.

This includes designating and safeguarding sites of nature conservation interest, protecting the floodplain, protecting natural corridors, safeguarding formal and informal open space and green space.

Core policies of particular relevance include:

Core Policy 1 – Sustainable Development

Core policy 14 – Protection and enhancement of the natural environment

Core Policy 20 – Loss of open space including playing fields

These policies are of course subject to change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.5 – Natural Environment Indicators

Indicat or Type	Output Indicator	Target(s)	Progress 07/08	Issues Identified
Core	NCOI 04c Open spaces managed to Green Flag Award standard		None – there is no longer any open space in Gloucester managed to this standard.	Ongoing improvements are required to achieve the Green Flag Award. Further monitoring is required to ascertain if there are long term adverse impacts from not obtaining the Green Flag Award.
	NCOI 07 Flooding planning permissions Number of planning permissions granted contrary to the advise of the Environment Agency.		None. All applications listed by EA were either refused, withdrawn or conditions applied in accordance with EA and have been discharged to their satisfaction.	Policies are performing to prevent inappropriate development in the floodplain.
	NCOI 08a Biodiversity Habitats Change in hectares of habitat.		No change	Policies are performing well to protect habitats within the area and prevent development that would have an adverse impact.
	NCOI 08b Biodiversity Species Change in species numbers.		No change	Policies are performing well to protect species within the area and prevent development that would have an adverse impact.
	NCOI 08c Biodiversity Environmental Value Changes in areas designated for their intrinsic environmental value, including sites of international, national, regional or local significance.		No change	Policies are performing well to protect areas of environmental value within the area and prevent development that would have an adverse impact.
	NCOI 09a Renewable energy installed			None installed during monitoring year.

Indicat or Type	Output Indicator	Target(s)	Progress 07/08	Issues Identified
Local	NCOI 09b Renewable energy total capacity operational Bio fuels Solar energy Landfill gas Other	Gloucestershire target for 40-50 mw installed generating capacity by 2010.	Megawatts 0.625 0.064 4.270 0.100 (Heat pump extracting heat provided by the sun and using in the building (Gloucestershire constabulary new HQ))	Further monitoring is required before conclusions can be drawn regarding renewable energy installations in the Gloucester area.
	Waste levels produced within the City.		Data has not been supplied by Gloucestershire County Council.	Monitoring needs to be improved, however, it is beyond the remit of the City Council as waste is under the jurisdiction of the County Council.
	Air quality		Barton Street AQMA has shown improvement. Elmbridge Road, Barnwood does not require AQMA after further monitoring. Priors Road AQMA has remained the same, despite increased traffic. Painswick road AQMA has shown improvement.	Air quality across the city has improved. Further monitoring and investigation will be required to understand the reasons for this improvement and how to support this trend.
	River Water Quality		River water quality in the area is fair, with good results for chemistry but phosphate levels are fairly high at numerous monitoring places across the city area.	Policies are protecting river courses but more may be needed to further enhance river water quality. Further monitoring is required.

Historic Built Environment

Gloucester is an important historic City, having existed as a settlement for over 2,000 years. The historic importance of the City is reflected in the fact that the Gloucester Heritage Urban Regeneration Company (GHURC) is the only URC in the country to be heritage-led.

Government policy on the historic environment is set out in PPG15: Planning and the Historic Environment. The overarching approach is that planning should provide effective protection for all aspects of the historic environment.

The Gloucestershire Structure Plan (1999) recognises the importance of the County's historic environment, emphasising that the physical survivals of the past are to be valued and protected for their own sake as a central part of cultural heritage and a sense of national identity.

Gloucester also has an important built environment. The city has 707 listed buildings, of which 13% are Grade I or II* (i.e. of outstanding architectural or historic interest). This is a high proportion of Grade I or II*, as this figure nationally is only 6%.

Gloucester also has 26 scheduled ancient monuments and 13 designated Conservation Areas.

Local Plan Policies

Local Plan policies of relevance to the historic built environment include:

1983 Local Plan

Core Policy A2 – Heritage
Policy A2 (d) – Conservation Areas

Revised Deposit Draft Local Plan (2002)

Policy BE.22 – Alterations to and development within the cartilage of listed buildings
Policy BE.23 – Development affecting the setting of a listed building
Policy BE.24 – Demolition of a listed building
Policy BE.25 – Consent for demolition of a listed building
Policy BE.29 – Development within conservation areas
Policy BE.30 – Demolition of non-listed buildings in conservation areas
Policy BE.30a – Control of redevelopment within conservation areas
Policy BE.31 – Preserving sites of archaeological interest
Policy BE.32 – Archaeological Assessment
Policy BE.33 – Archaeological field evaluation
Policy BE.34 – Presumption in favour of preserving archaeology
Policy BE.35 – Scheduled ancient monument
Policy BE.36 – Preservation In situ
Policy BE.37 – Recording and preserving archaeology

The impact of these Local Plan policies are during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) recognises the importance of Gloucester's historic environment and seeks to ensure that new development protects and wherever possible enhances Gloucester's heritage including in particular listed buildings, conservation areas, scheduled ancient monuments and areas of archaeological interest.

In detail this will mean safeguarding scheduled monuments, conservation areas and areas of principle archaeological interest, the use of high quality materials in new development, including the re-use of original materials wherever possible, the re-use of vacant and under-used historic buildings, enhancing buildings and the settings of buildings of historic importance and improving the standard of the public realm.

The draft Core strategy policies are of course subject to change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.6 – Historic Built Environment Indicators

Indicat or Type	Output Indicator	Progress 07/08	Issues Identified
Core	No national core output indicators identified		
Local	Number of Listed Building applications processed by the authority during the monitoring period.	56 LBC applications were registered during the monitoring period. 50 were granted permission 3 were refused consent 3 were withdrawn	Policies are being utilised to protect the historic built environment of Gloucester.
	Buildings at Risk Category 1 – Buildings at extreme risk Category 2 – Buildings at grave risk Category 3 – Buildings at risk Category 4 – Buildings to watch	5 listed (2 worsening condition) None 17 listed 14 listed From 2001 27 have been removed from register	Buildings have been removed from the buildings at risk register and only 2 have worsened in condition. Further monitoring is required to determine the long-term situation, but policies appear to be performing to protect the historic built environment.
	Number of Conservation Area Statements created.	None adopted during monitoring period, but Denmark Road CAS was re-drafted and has been consulted on and should be adopted in next years' monitoring period.	Work has progressed to develop another CAS, but further monitoring will be required to understand the impact of all CASs.
	Number of Conservation Area Consent applications.	6 CSA consent applications were determined during the monitoring period. 4 were granted permission 1 was withdrawn 1 not determined	Policies are being utilised to protect the conservation areas. Further monitoring is required to understand the impact on conservation areas over time.

Recreation

Providing opportunities for recreation not only improves quality of life but can also have health benefits. This is particularly important in Gloucester as evidence suggests that the health of Gloucester residents is poorer on average compared to the rest of the County. Notably, Gloucester has a shortage of public open space compared to nationally recommended standards of provision.

The provision of open space is becoming increasingly important as more housing is built at higher densities with reduced, or even no garden space. Public open space can for example, provide an important resource for residents within blocks of flats.

National policy set out in PPG17: Sport and Recreation acknowledges the benefits of passive and active forms of recreation. The draft Regional Spatial Strategy (2006) emphasizes the importance of cultural and leisure facilities and promotes the management of green infrastructure which contribute to people's well being. The provision of leisure facilities such as playing fields and community sports centres is recognised as playing a vital role in supporting sustainable communities. The Gloucestershire Structure Plan (1999) requires the provision of new open space in residential development and seeks to improve public access to the countryside.

Local Plan Policies

Relevant Local Plan policies include:

1983 Local Plan

- Core Policy L1 – Public open space provision
- Policy L1 (a) – Retention of existing public open space

Revised Deposit Local Plan (2002)

- Policy ST.3 – Protecting valued open spaces
- Policy OS.1 – Protection of public open space
- Policy OS.2 – Public open space standard for new residential development
- Policy OS.3 – New housing and public open space
- Policy OS.4 – Design of public open space
- Policy OS.5 – Maintenance payments for public open space
- Policy OS.6 – Provision of open space by other development
- Policy OS.7 – New areas of public open space
- Policy SR.4 – Indoor sports facilities
- Policy SR.5 – Designing for shared use
- Policy A.1 – New housing and allotments
- Policy A.2 – Protection of allotments

The impact of these Local Plan policies during the period April 2007 to March 2008 is reported on in the tables below.

Emerging Local Development Framework Policies

The draft Gloucester Core Strategy (2006) recognizes the importance and benefits of leisure and recreation provision. The strategy seeks to improve the health of residents, in particular this will mean ensuring the provision of public open space through new development, safeguarding existing areas of open space and supporting the provision of new indoor facilities in accessible locations.

Core policies of particular relevance include:

- Core Policy 14 – Protection and enhancement of natural environment
- Core Policy 19 – Sport and recreation
- Core Policy 20 – Loss of open space including playing fields
- Core Policy 21 – Community and healthcare provision

The draft Core strategy policies are of course subject to change as the Council moves towards a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils. Once a Joint Core Strategy is adopted the policies contained therein will be monitored through the Annual Monitoring Report.

Table 4.7 – Recreation Indicators

Indicat or Type	Output Indicator	Progress 07/08	Issues Identified
Core	<p>NCOI 04c Open Space</p> <p>Amount of open space managed to Green Flag Award standard.</p>	<p>There is no longer any open space within Gloucester managed to Green Flag Award standard.</p>	<p>Ongoing improvements are required to achieve Green Flag Award. Further monitoring is required to ascertain if there are long-term adverse impacts from not obtaining the Green Flag Award.</p>
	Local	<p>Provision of new public open space during the monitoring year.</p>	<p>No new open space adopted during the monitoring period. Total amount in the Gloucester area is 267.37 hectares.</p>
<p>Amount of completed leisure development.</p>		<p>No new leisure development completed during the monitoring period.</p>	<p>With little data available it is difficult to draw conclusions. Further monitoring is required in order to draw any conclusions regarding the provision of leisure and its impact upon the residents of Gloucester.</p>

Appendix 1

Appendix 1 - Role and content of Development Plan Documents and Supplementary Planning Documents

Development Plan Documents

Core Strategy *(Please note: the description below is based on the 2006 draft Core Strategy for Gloucester, not the Joint Core Strategy being prepared with Cheltenham and Tewkesbury Borough Councils).*

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

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

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

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

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

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

Copies of the draft Core Strategy can be viewed online at www.gloucester.gov.uk

Notably, it has now been agreed that Gloucester will produce a Joint Core Strategy with Cheltenham Borough Council and Tewkesbury Borough Council. This should be adopted by 2011.

Development Control Policies

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

The Development Control DPD has reached the preferred option stage however a decision on whether to take the document forward will be made at a later date, having regard to the content and progress of the new Joint Core Strategy

Central Area Action Plan

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

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

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

The Central Area Action Plan DPD has reached the preferred option stage however a decision on whether to take the document forward will be made at a later date, having regard to the content and progress of the new Joint Core Strategy.

Site Allocations and Designations (Non-Central Area)

The Site Allocations and Designations (Non-Central Area) DPD covers the parts of the City located outside the Central Area, as defined by the boundary of the GHURC.

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

The Site Allocations DPD has reached the preferred option stage however a decision on whether to take the document forward will be made at a later date, having regard to the content and progress of the new Joint Core Strategy.

Supplementary Planning Documents

Affordable housing

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

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

New Housing and Open Space

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

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

Designing Safer Places

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

Extending your Home

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

Telecommunications Development

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

Development Affecting Sites of Historic Environment (Archaeological) Interest

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

Lifetime Homes

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

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

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

Lighting in new Development

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

Tall Buildings in New Development

The overall aim of the Tall Buildings in Gloucester document is to provide a policy approach in dealing with applications for new tall buildings in the City. As regeneration in the City takes place it will be important to safeguard important views including those of the Cathedral from within the City and from other key viewpoints outside the City. This document considers the different policy options that could be taken in order to safeguard key views.

Conservation Area Appraisals (Various)

Applies to various Conservation Areas including: The Spa, Southgate Street, The Docks, Eastgate and St Michaels, City Centre, The Barbican, Cathedral Precincts, Worcester Street, London Road, Barton Street, Hucclecote Green, Hempsted, Kingsholm and Denmark Road.

The appraisals will define the special character of each area. They will give a brief historical outline that highlights stages in the development of the area, including details of important people and events that are associated with it. Detracting or negative features as well as those that it is essential to retain will be identified with the report culminating in the development of management guidance proposals, the aim of which being to safeguard the conservation and enhancement of each area.

Greater Blackfriars

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Greater Greyfriars

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

King's Square and the Bus Station

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Westgate Island and Quay

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

The Railway Corridor

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Land at Clearwater Drive

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

Land East of Waterwells Business Park

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

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

The document has been subjected to an initial period of consultation in August/September 2006 and formal Regulation 17 consultation in October/November 2007.

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www.gloucester.gov.uk

Council's translation unit: **01452 396909**.

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