

# GLOUCESTER CITY PLAN 2011–2031

ADOPTED  
JANUARY 2023



# WELCOME TO GLOUCESTER'S CITY PLAN

Following a huge amount of work, consultation and public examination, the Gloucester City Plan was adopted by the City Council in early 2023.

Sitting under the adopted Joint Core Strategy, the City Plan addresses local issues and opportunities important to Gloucester, covering a timeframe up to 2031.

The vision running through the City Plan seeks to ensure Gloucester will be a flourishing, healthy, modern and ambitious City where people feel safe and happy in their community, and a city where people are proud to live and work.

The City Plan supports our commitment to tackling the climate emergency and our ongoing regeneration programme. It helps to deliver economic growth and decent homes needed for our communities, whilst protecting our unique natural and built environment. It further contributes to bringing brownfield land and underused and vacant properties back into an effective purpose and incorporating good design principles.

I would like to take this opportunity to thank the many residents, community groups and stakeholders who have provided valuable input throughout its preparation and shaped the plan we have before us.

I would like to express my sincere gratitude to my Cabinet Member predecessors, Cllr Colin Organ and Cllr Andrew Gravells, who both made significant and valuable contributions, guiding the plan along its journey and helping to ensure it was found 'sound' by the Secretary of State. I would also like to thank the cross-party member working group for all of their efforts in creating a plan that delivers for the needs of our communities.

Last but by no means least, I would like to give recognition to the officers that produced this plan, who have done so with great passion and professionalism and always with Gloucester and its communities at the forefront of the policies. Well done!



**Councillor Stephanie Chambers**  
Cabinet Member for Planning and Housing Strategy

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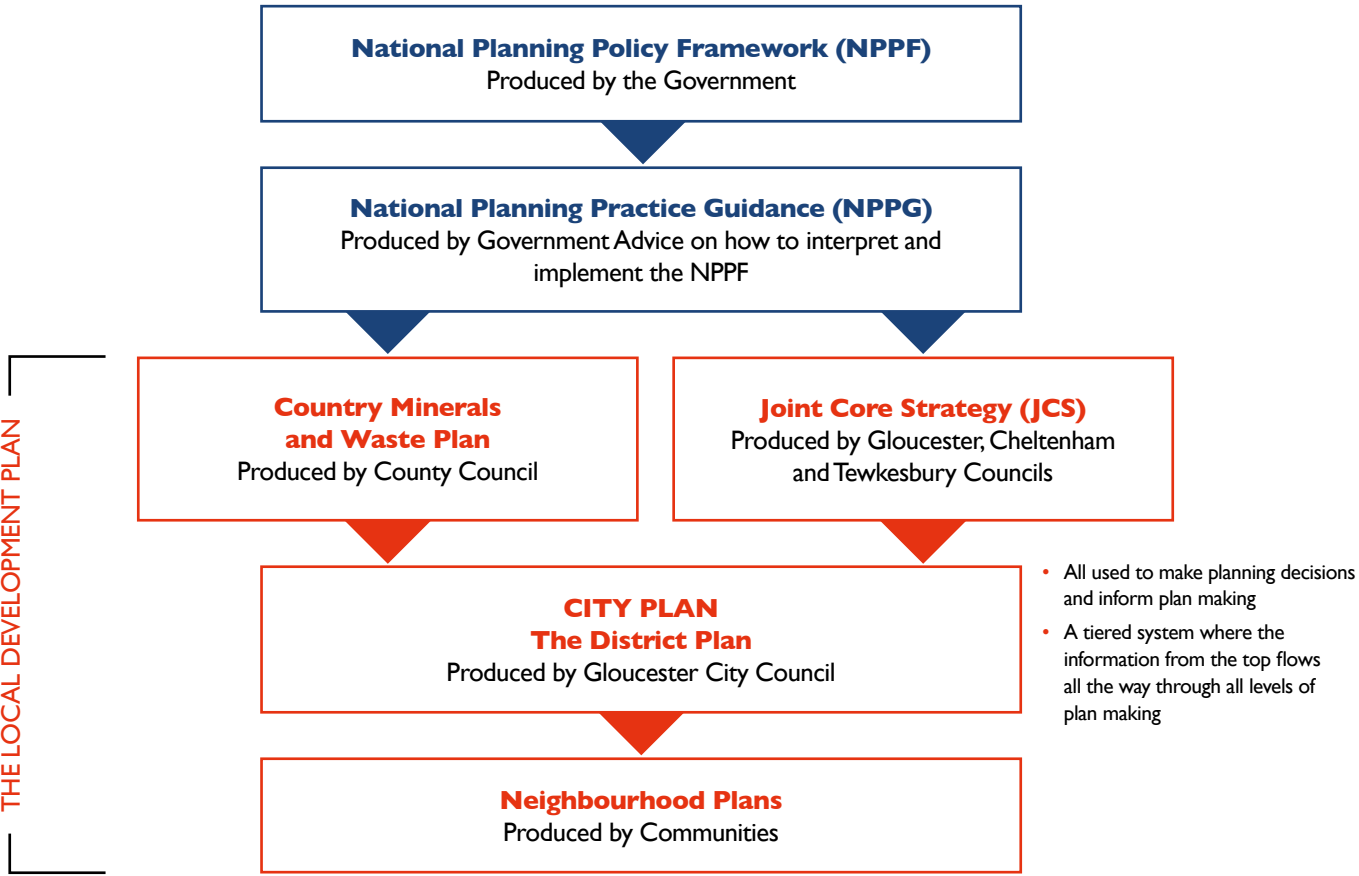




# INTRODUCTION AND OVERVIEW

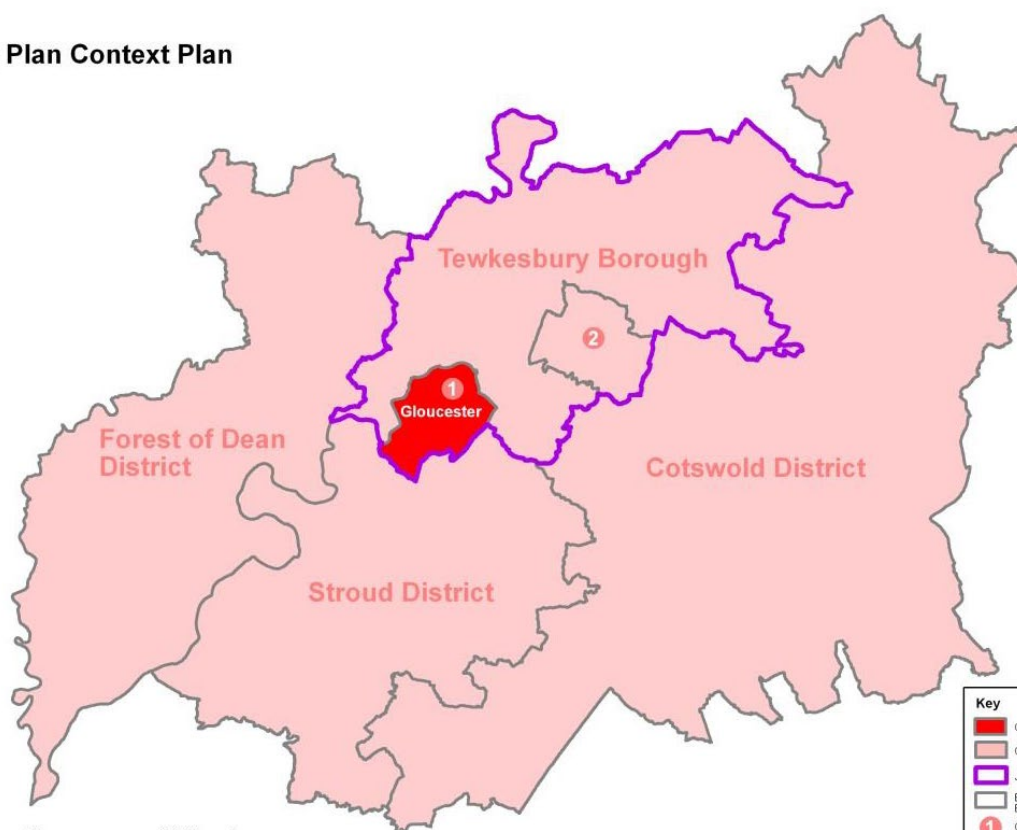
## What is the Gloucester City Plan?

1.1 The Gloucester City Plan (GCP), together with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS), the Gloucestershire Minerals and Waste Local Plans and any Neighbourhood Plans will, when adopted, comprise the statutory Development Plan for Gloucester up to 2031. Together, they set out the city’s policies and proposals for development and use of land. The GCP supports the delivery the Council Plan (2017 – 2020) and other strategies and plans. It is important the GCP is consistent with the objectives and principles of the JCS and the national content set out in the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG). The diagram below shows the Development Plan for Gloucester City and its relationship with the NPPF and NPPG.





## City Plan Context Plan



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- 1.2** Between 2011 and 2031, Gloucester has and will experience significant growth. The JCS identifies larger sites for housing and employment and deals with strategic issues such as major infrastructure delivery and transport. The GCP identifies additional site allocations for smaller scale growth and sets out detailed policies for development and how key assets will be protected, for example the historic environment, open spaces and sports facilities. The GCP does not seek to cover strategic issues that are addressed by the JCS or the subsequent review of the JCS. The map below shows the context Gloucester City Council and the GCP, in relation to the JCS area and Gloucestershire.

## Joint Core Strategy

- 1.3** The Joint Core Strategy (JCS) is a partnership between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council. It is the strategic plan that covers a twenty-year period between 2011 and 2031, addressing cross-boundary planning matters including housing need for each of the local authorities, the need for employment land and strategic site allocations. The JCS provides strategic policies for the local authorities, in accordance with paragraphs 20 – 23 of the NPPF. The district plans provide non-strategic policies, which for Gloucester City is the Gloucester City Plan.



- 1.4** The constrained nature of both Gloucester City and Cheltenham Borough and resulting lack of land to provide for future development needs, meant it was necessary for sites to be identified in Tewkesbury Borough to support the required levels of growth. This conforms with JCS strategy which is to maximizing urban capacity, alongside the identification of 'urban extensions' to the main urban areas of Gloucester and Cheltenham. This is so as to concentrate new development in and around the existing urban areas to meet their needs, to balance housing and employment needs, and provide new development close to where it is needed and where it can benefit from the existing and enhanced sustainable transport network. The JCS was formally adopted by all three local authorities in December 2017. Together, the JCS and GCP form the Local Plan for Gloucester and should be read together when preparing planning proposals.
- 1.5** The review has now begun and an 'Issues and Options' consultation was held between November 2018 and January 2019. The next stage will be the Draft JCS Review (Regulation 18). At the time of writing the programme is being finalised, but it is anticipated the draft plan will be considered by the authorities by the end of 2022, followed by public consultation. Further information is available on the JCS website at [www.jointcorestrategy.org](http://www.jointcorestrategy.org).
- 1.6** The other Development Plan Documents for Gloucester City are the Gloucestershire Waste Core Strategy 2012 – 2027, and the Minerals Local Plan for Gloucestershire 2018 – 2032. For ease of use, each policy in the GCP is accompanied with a table that identifies other policies in the Development Plan where there is a direct relationship. A full schedule is provided at Appendix 2.

## Neighbourhood Development Plans

- 1.7** Neighbourhood planning was first introduced in the Localism Act 2011 and Gloucester City Council has a duty to support communities in making their Neighbourhood Development Plan, commonly referred to as a Neighbourhood Plan. Neighbourhood Plans must support the delivery of strategic policies within the GCP.

- 1.8** At present, there are no Neighbourhood Plans in Gloucester City. However, if these were to be progressed in the future, and where they are 'made' (adopted), the plan and its policies will become a part of the Development Plan (together with the JCS and GCP) and will be used to guide development and determine applications in the designated neighbourhood planning area. The City Council will welcome and support communities that wish to take forward a Neighbourhood Plan.

## Evidence base

- 1.9** Development plans are required to be supported and evidenced by robust evidence. The Gloucester City Plan (GCP) is supported by a wealth of supporting information including sustainability appraisals, habitats regulations assessment, flood risk assessment, infrastructure needs and viability appraisal. The full evidence base is available to view from the City Council's website.

## Sustainability appraisal

- 1.10** The Sustainability Appraisal and associated assessments are an integral part of the whole process, helping to shape by testing different policy options and potential site allocations for their contributions to ensure the plan is the most sustainable. The full sustainability appraisal assessment, for this and previous versions of the plan, are available to download from the City Council's website.

## Structure of the Plan

- 1.11** The GCP is structured as follows:
- **Section 1:** Introduction and overview of the GCP, it's wider links with the JCS;
  - **Section 2:** Planning for Gloucester: Vision and key principles;
  - **Section 3:** Development needs and strategy
  - **Section 4:** Development Management policies, organised under key themes such as 'housing' and 'healthy communities';
  - **Section 5:** Site allocations;
  - **Section 6:** Monitoring framework;
  - **Section 7:** Strategic policies and proposals in the Joint Core Strategy and Gloucester City Plan;
  - **Section 8:** Superseded policies;
  - **Section 9:** Glossary;
  - **Appendix 1:** Housing trajectory and five-year housing land supply calculation; and
  - **Appendix 2:** Relationship with the Adopted Development Plan.



# 2

## PLANNING FOR GLOUCESTER

### Context

**2.1** The Gloucester City Plan (GCP) delivers the Joint Core Strategy (JCS) locally and addresses local issues and opportunities. The City Plan Vision statement, key principles policies have been informed by the Council Plan (2017 – 2020), City Vision: A City ambitious for its future and proud of its past (2012 – 2022), other relevant strategies and plans, community and stakeholder consultation, and evidence around the issues and opportunities that exist in the city. The following section provides a summary of the city, based on the above, highlighting some of the issues and opportunities, which then feed into the subsequent Vision and Key Principles.

### Gloucester today, Gloucester tomorrow – A portrait of the city

**2.2** Gloucester is a small city located in the South West of England. The city is bound by the River Severn to the west with the Forest of Dean beyond. To the east lies the Cotswold escarpment with the Cotswold Areas of Outstanding Natural Beauty (AONB) beyond. It is strategically located with excellent links by road, rail and waterways, and is near Gloucestershire, Bristol, Birmingham and Cardiff airports.

**2.3** The city's population in 2018 was estimated to be 129,285 and is growing year on year<sup>1</sup>. Gloucester will experience the greatest population growth of all the district authorities in Gloucestershire over the coming years, with an expected growth of 20.1% between 2010 and 2035<sup>2</sup>. It is a diverse city, with a wide range of different ethnicities, cultures and backgrounds.

**2.4** The population of Gloucester is relatively young with 24.6% of people being under the age of 19, the highest of all Gloucestershire districts, the South West and UK. This is set to increase with the number of children and young people predicted to grow by over 16.4% between 2010 and 2035<sup>3</sup>. By 2035 Gloucester is expected to have 6,000 people over the age of 85. The GCP needs to ensure that it plans for the housing needs of this older population as well as meeting the needs of those with specific housing needs.

**2.5** There are around 55,690 homes in Gloucester<sup>4</sup> and recent evidence shows there has been significant growth in new homes. The JCS identifies a need of 14,300 new homes for the city between 2011 and 2031. Approximately 35% of these new homes will be provided in locations on the edge of the city, outside of the City Council's administrative area. However, it is important that sufficient sites are identified within the city itself to provide the amount and type of new homes that the community needs and, given the limited amount of developable land, it has been necessary to consider all possible development sites on both greenfield and brownfield land and to ensure that the very best use is made of these sites.

<sup>1</sup> NOMIS Mid-2018 Population Estimates, Office for National Statistics  
<sup>2</sup> Gloucester Regeneration and Economic Development Strategy 2016 - 2021  
<sup>3</sup> Mid-year population estimates, Office for National Statistics  
<sup>4</sup> Centre for Cities



2.6 Most homes in the city are owner-occupied<sup>5</sup>, the highest levels of home ownership are found in the wards of Abbey, Elmbridge, Grange, Hucclecote and Longlevens (more than 80%). The lowest levels of home ownership are in Kingsholm and Wotton, Podsmead and Westgate. Privately rented homes are most common in Westgate, Kingsholm and Wotton and Barton and Tredworth. It is important a mix of new homes is delivered to meet the needs of our existing and future communities.

2.7 Gloucester has a strong and growing economy, being the main economic driver in the county along with Cheltenham, and there are aspirations for major economic growth over the coming years<sup>6</sup>. Gloucester is well represented from a strong finance and insurance sector, as well as a growing number of information security, web hosting, IT and defence communications and security businesses<sup>7</sup>. The creative community has also grown rapidly in recent years, with Blackfriars and Westgate Street becoming established as a hub for creative businesses<sup>8</sup>. The city has a substantial stock of existing employment land which provides for the needs of businesses and offers growth potential; it is important to protect and make the best use of this employment land. The JCS identifies a need for 192 hectares of 'B Class' employment land across the three local authority areas. The strategic allocations provide for a significant quantum of this need, but it is important that additional suitable land is identified within the urban area to support the economy.

2.8 Tourism plays an increasingly important role in the city's economy, generating around 5.9 million visitor trips to Gloucester each year, with an annual spend of approximately £207m. There are plans to grow this in future years, capitalising on the city's unique and in many cases world class heritage and culture. Venues such as the Guildhall and Gloucester Rugby provide music, arts and cultural events, however the city lacks a major permanent cultural venue that could regularly hold major events<sup>9</sup>. The Docks and canal are assets unique to Gloucester and a major tourist attraction, but which could be capitalised on further, particularly use of the waterspace<sup>10</sup>.

2.9 Within the city centre, the council is working with partners to deliver a strong regeneration programme. This has seen the delivery of a new transport hub and plans are afoot for the redevelopment of the wider King's Quarter area to provide a wide range of different uses, including commercial units and offices, and a high-quality arrival point into the city centre. The Regeneration and Economic Development Strategy (2016 – 2021) sets out a number of priority regeneration schemes and smaller development sites, along with objectives that seek to deliver significant improvements to the city centre, jobs, growth, community benefits and an enhanced cultural offer.



5 ONS, Town and Cities, 2011 Census

6 Gloucestershire Strategic Economic Plan (SEP) March 2014

7 Ibid

8 Gloucester Regeneration and Economic Development Strategy, 2016 – 2021

9 Gloucester's Cultural Vision and Strategy, 2016 - 2026

10 Gloucester Waterspace Strategy (2019), Canal and River Trust



**2.10** Gloucester city centre has a good range of shops, services and facilities. However, evidence also shows that there continues to be a poor perception from shoppers around the quality of the environment and the range of shopping available. It further shows that there is a lack of choice from some types of product, particularly fashion / clothing, and that there are a limited number of independent retailers<sup>11</sup>. The city centre has lost trade to other competition centres over recent years, as well as increased competition from out-of-centre retailing and the internet<sup>12</sup>. Gloucester Quays opened in 2009 and now offers a wide-range of discount retailing and a leisure quarter including a multiplex cinema, restaurants, café and bars. In the future, it is important that further investment is secured in the city centre and that it capitalises on the success of key visitor attractions in the city, including Gloucester Quays, the Cathedral and Gloucester Rugby. Equally, that new retail and leisure development is planned to complement and not compete with or undermine the city centre.

**2.11** There are pockets of significant deprivation in the city and in some cases, these are worse than the national average. It is estimated that around 20% of children in the city live in poverty. Life expectancy is also lower than the rest of the country. From a public health perspective there are challenges and inequalities around issues such as inactivity, obesity, alcohol related harm, diabetes and drug misuse, suicide and attempted suicide, all of which are at higher levels than the national average<sup>13</sup>. Planning for and developing strong, healthy and vibrant communities are vital in ensuring the physical and mental well-being of the city's residents.

**2.12** Half of people in Gloucester aged between 16 and 64 are educated to at least NVQ3 level and above. However, 8.1% of the population have no qualifications<sup>14</sup>. The city has several high performing schools and is home to the University of Gloucestershire, satellite campuses for the University of the West of England and Gloucestershire College. Hartpury College is located approximately 5 miles to the north east of the city but a substantial number of its student live in the city during term-time. A key issue for the GCP is to create a positive environment to allow the college and universities to grow and attract students.

**2.13** Gloucester is actively engaged in sport and has many sports clubs, particularly in football, rugby union and cricket, but with growing participation in rugby league, American football, Gaelic football and gymnastics<sup>15</sup>. Overall, participation in formal sports is increasing. There are a large number playing pitches and sporting facilities - but there are shortages in some areas. Evidence shows that many playing fields and sports facilities are poor quality but have been improving<sup>16</sup>. An expanded multi-sports hub has recently been completed in the north at Oxstalls Sports Park and the University of Gloucestershire, including two full-sized 3G artificial surfaces and a large indoor sports hall with stadium seating. The City Council is also working with partners to bring forward a Sport and Community Hub at 'Blackbridge' in Podsmead.

<sup>11</sup> Joint Core Strategy Retail Study: Phase 1, 2011

<sup>12</sup> Joint Core Strategy Retail Study 2015, February 2016

<sup>13</sup> Gloucestershire Health and Wellbeing Strategy 2019 - 2030

<sup>14</sup> NOMIS official labour market statistics

<sup>15</sup> Gloucester Playing Pitch Strategy, 2015 – 2025, Gloucester Built Sports Facilities Strategy (2019)

<sup>16</sup> Ibid



**2.14** Car ownership and car use continues to dominate, and there are significant congestion issues on some roads, particularly at peak hours<sup>17</sup>. However, a high number of people live and work within an acceptable commutable area, which means there are opportunities for increased use of sustainable transport modes. A new modern bus station has recently been delivered as part of Phase I of the King's Quarter regeneration project. Funding has also been secured through the Local Enterprise Partnership for substantial improvements to the adjacent railway station; this will have a positive impact in encouraging people to use alternative forms to transport to the private car. There is a lack of cycle lanes between Gloucester and Cheltenham. It is important that the GCP, together with the JCS, creates a positive framework that supports the delivery of the Gloucestershire Local Transport Plan<sup>18</sup> and a move towards increased use of more sustainable modes of transport, including active travel.

**2.15** There are 48 formal play areas in Gloucester and over £1m of investment was made by the City Council in upgrading these between 2009 and 2015. However there remain shortages in open space in some parts, both in terms of quantity and quality<sup>19</sup>. There are numerous informal leisure and recreational assets including for example Robinswood Hill Country Park and Alney Island, both of which have received recent investment and subsequent increases in visitor numbers. As the population of the city grows it is important to protect open spaces, to invest in improving facilities and reduce recreational damage from increased usage.



<sup>17</sup> Local Transport Plan, 2015 – 2031, Gloucestershire County Council

<sup>18</sup> Ibid

<sup>19</sup> Gloucester Open Space Strategy, 2014 - 2019

**2.16** Climate change is the greatest long-term challenge facing human development. The Gloucester Climate Change Strategy (2010) identifies that even in the 'best-case scenario' Gloucester is likely to experience winters up to 42% wetter, more frequent flooding, worsening summer air pollution, drier summers and loss of wildlife habitats and species. Planning can make a major positive contribution to tackling climate change by shaping new and existing developments in ways that reduce carbon emissions and positively build community resilience to problems such as weather events and flood risk. The JCS and GCP contain policies that will require new development to be designed in ways that promote the efficient use of resources and waste reduction, greater use of sustainable transport, generate energy from renewable sources, provide tree planting, create and connect to public open spaces and multi-functional green infrastructure, make use of Sustainable Urban Drainage Systems and opportunities to improve flood risk and manage it better; and to deliver improvements and net gains to biodiversity.

**2.17** Gloucester is characterised by the River Severn, which runs along the western edge of the city and there are various tributaries that run into it. As a result, some areas are subject to flood risk, particularly to the north, west and south west. It is important therefore that the necessary policy framework is in place to ensure this is adequately assessed and addressed through new development, both for today and factoring in the predicted effects of climate change.

**2.18** Gloucester has a unique and rich heritage formed by historic buildings, street patterns, archaeological remains, landscape and other physical remnants of its past. A city of intense urban activity for nearly two thousand years, it has a special legacy of nationally significant heritage from all historic periods. Heritage is a central component in the identity of Gloucester and defines much of what is locally distinctive and impacts on how residents and visitors feel, use and perceive the city. This has wide reaching implications on the image of the city, the economy, tourism and the health and wellbeing of residents, as well as providing distinctive character and landmarks. The Gloucester Heritage Strategy (2019) sets out projects and opportunities to deliver, enable, engage and support conservation and recreation of heritage.



## Vision

- 2.19** The GCP aims to be aspirational but also to be realistic. The NPPF requires local authorities to take a positive approach that delivers sustainable development, reflecting the three central considerations; environmental, social and economic.
- 2.20** The GCP Vision to 2031 has evolved throughout the process and the starting point is the City Vision, which is, 'Gloucester will be a flourishing, modern and ambitious city, which all residents can enjoy.' This is then taken further through five 'key aims', which are; (1) A flourishing economy and city centre which meets the needs of our residents, businesses and visitors; (2) A vibrant evening economy; (3) A city which improves through regeneration and development; (4) A city where people feel safe and happy in their community; and (5) A healthy city with opportunities available to all.
- 2.21** This has been taken further to reflect the Council plan, strategies, plans and evidence around issues and opportunities in creating a Vision for the GCP, which is as follows:

Between 2011 and 2031 the city Council, together with its partners, stakeholders and the community will work together in positively delivering the Joint Core Strategy and Gloucester City Plan.

During this time significant progress will have been made in the regeneration of the City Centre and elsewhere within Gloucester. The city will be a flourishing, healthy, modern and ambitious City, where people feel safe and happy in their community and are proud to live and work.

Gloucester will grow as an economy and make a significant contribution to the wider economy of Gloucestershire, building on its strengths as a business location, whilst supporting business growth and expansion within the city itself.

A significant number of new decent homes will have been delivered in a way that reflects the type and tenure needed by the local community and that supports economic growth.

Health and wellbeing will be improved through the protection and provision of active streets, open and green spaces, woods and trees, playing fields, community infrastructure, environmental quality, connectivity and access.

New development will be built to the highest possible standard of design, focused on protecting the quality and local distinctiveness of the city, whilst responding to and building resilience and adaptability to the implications of climate change.

Gloucester's unique heritage, culture, and natural environment will be safeguarded and enhanced to create a highly attractive place that all residents and visitors can enjoy.

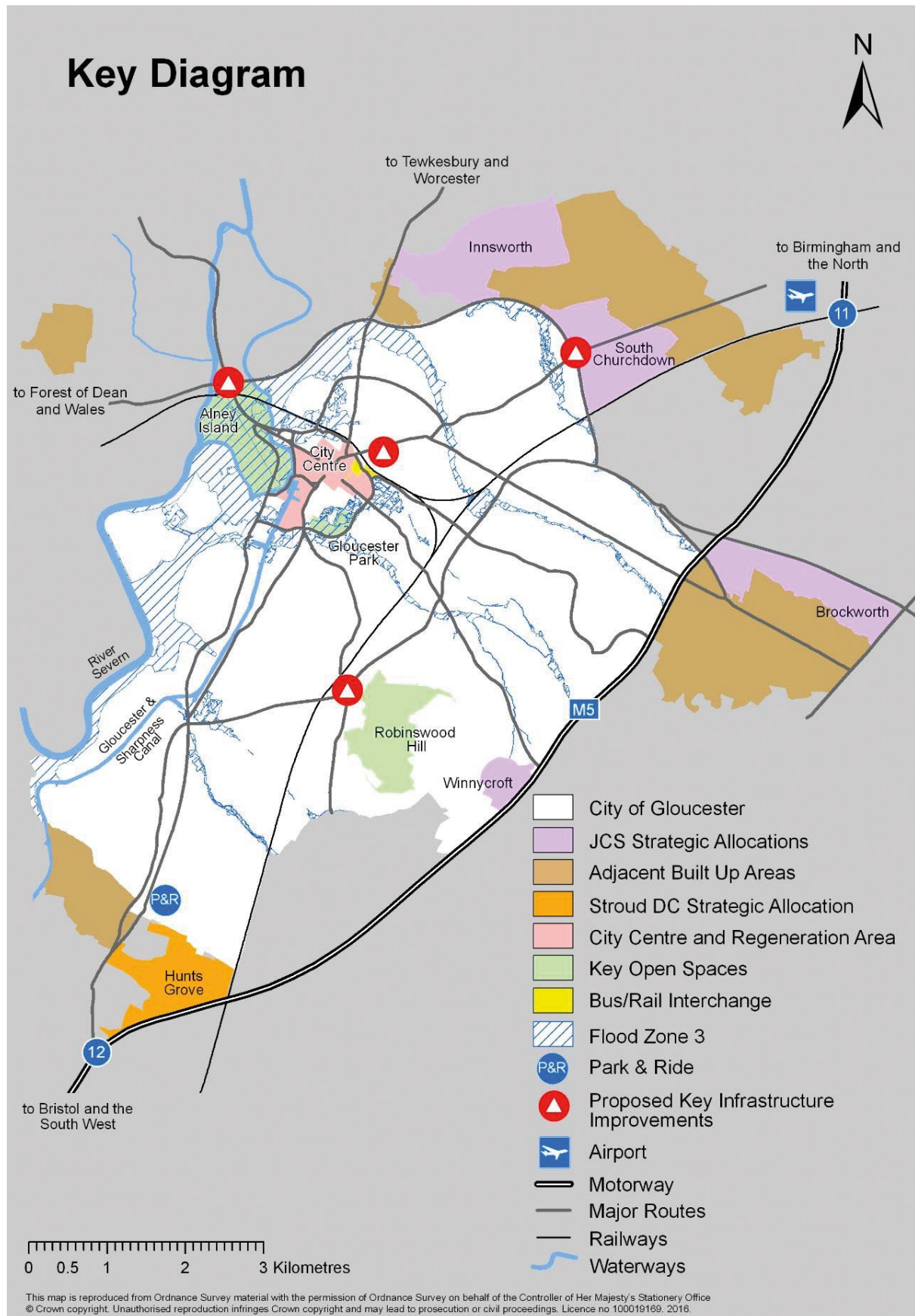


## Key principles

**2.22** To deliver the City Plan Vision, a set of 13 key principles have been identified. These feed into the policies and ensure the Vision is met.

1. Ensure that new development contributes to the delivery of a transforming, low carbon city which is resilient and adaptable to a changing climate, brings regeneration benefits, promotes sustainable development, incorporating measures to reduce waste, and makes the most efficient use of brownfield land and the reuse of vacant and underused buildings and space.
2. Ensure that new development is supported by the necessary infrastructure.
3. Regenerate and develop the city centre and other areas of the city in a way that responds to and meets the needs of the 21st century and builds on strengths such as heritage and the waterside location.
4. Build on existing strengths to create a distinctive, diverse and innovative cultural, arts, tourism and sporting offer.
5. Encourage a vibrant and safe evening and night-time economy that appeals to all age groups and interests and encourages more overnight visitors.
6. Provide a balanced mix of new homes that provide for the needs and aspirations of existing and future communities.
7. Encourage and facilitate inward and homegrown investment, attract innovative growth sectors, create high and stable levels of economic growth and productivity, and increase jobs and skills development opportunities.
8. Improve educational attainment, skills and learning opportunities.
9. Protect and enhance the city's leisure, recreation and environmental assets, including the historic environment, public open spaces, woodlands and trees, allotments, areas of nature conservation, sensitive landscapes, playing fields and sports facilities.
10. Deliver development that achieves high quality design and layouts that integrates new and existing communities, reduces crime and the fear of crime, builds positively on local distinctiveness and contributes to the creation of an active, connected and sustainable city.
11. Ensure that development responds, mitigates and minimises its impact on climate change through sustainable design and construction, addressing flood risk and encouraging the use of sustainable forms of transport, making the most of existing infrastructure.
12. Improve the health and wellbeing of communities through good design that promotes and prioritises active travel and active lifestyles, by providing access to good quality open spaces, playing fields, multi-functional green infrastructure and community facilities.
13. Tackle poverty and deprivation and the worst affected areas of the city.

**2.23** The following key diagram shows Gloucester City within the context of JCS growth and key constraints. It shows the key JCS growth area to the north and east, located within Tewkesbury Borough, as well as development to the south of the city's boundary in Stroud District.







# 3

## DEVELOPMENT NEEDS AND STRATEGY

**3.1** The NPPF requires that local authorities should positively plan to deliver development needs. For Gloucester, these development needs are set by the strategic level Joint Core Strategy (JCS), which was adopted by Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council in December 2017. Between 2011 and 2031, the development needs for Gloucester are set out by the following JCS policies.

- **Policy SPI** – The need for new development’: at least 14,359 new homes for Gloucester City and, along with Cheltenham Borough and Tewkesbury Borough, at least 192 hectares of B-Class employment land to support approximately 39,500 new jobs.
- **Policy SD2** – Retail and City / Town Centres’: 45,500 sq m (net) of comparison goods retail floorspace and 3,600 sq m (net) of convenience goods floorspace.
- **Policy SD13** – ‘Gypsies, Travellers and Travelling Showpeople’: This policy sets out a criteria-based policy for the assessment of planning applications for these communities. The supporting text sets out accommodation needs arising from the Gloucestershire Gypsy and Traveller Accommodation Assessment (2017). For Gloucester City, it identifies a need of two Gypsy pitches and 16 Travelling Showpeople plots arising from Gloucester’s existing communities. In relation to transit pitches for those members of the community travelling through the area, the GTAA recommends that there is no need for such provision and that the authorities should instead consider the use of ‘temporary tolerated stopping places’.



**3.2** Policy SP2 ‘Distribution of new development’ of the JCS, sets out the delivery strategy, which is development that maximises urban capacity, alongside the identification of urban extensions (strategic allocations) to the main urban areas of Gloucester and Cheltenham. This is so as to concentrate new development in and around the existing urban areas of Cheltenham and Gloucester to meet their needs, to balance employment and housing needs, and provide new development close to where it is needed and where it can benefit from the existing and enhanced sustainable transport network.

**3.3** Most strategic allocations are in Tewkesbury Borough; this reflects the fact that Gloucester has a very limited land supply and in order to meet development needs, it has been necessary to work in partnership with Tewkesbury Borough Council to identify urban extensions within that local authority area. One strategic allocation, Winneycroft, is located within the administrative area of Gloucester City.

## Housing

3.4 Gloucester city's housing delivery position, as of 31st March 2021, is summarised in the table below.

	Gloucester City	Tewkesbury Borough
JCS Strategic allocations (Tewkesbury Borough)	–	4,331
Winneycroft Strategic allocation (Gloucester City)	620	–
Completed	5,070	–
Planning consents (commitments)	1,769	–
'Windfall allowance'	512	–
Gloucester City Plan allocations	920	–
Other supply	92	–
<b>TOTAL</b>	<b>13,314</b>	

3.5 Further information is available from the housing monitoring report (October 2021), available to download from the City Council's website.

3.6 Gloucester City has a shortfall of sites to provide for identified housing needs from 2028 to 2031; this amounts to 1,045 dwellings as of the end of the monitoring period to March 2021. A shortfall is acknowledged and accepted within the JCS. Policy REV01 'Gloucester and Tewkesbury Housing Supply Review' states the need for an immediate review of housing supply and that 'The review will cover the allocation of sites to help meet any shortfall in housing supply against the JCS housing requirements for the respective authorities'.

3.7 Further details of Gloucester City's housing trajectory and five-year housing land supply is provided at Appendix I.

## Employment land

3.8 Employment development is considered on a JCS-wide basis. Across the JCS area, through both strategic and non-strategic allocations, provision has been made for at least 192 hectares of traditional employment land. At the JCS examination, evidence was provided to demonstrate that there was a capacity of 7ha of employment land in the city<sup>20</sup>. The GCP allocates 8.1 hectares, either as 100% 'B Class' employment sites or as part of wider mixed-use schemes. Together with recent commitments, such as those at King's Quarter, there is the opportunity for a substantial amount of floorspace to be delivered over the plan period. Policy B2 of the GCP seeks to protect against the loss of employment land and buildings and Policy B3 supports proposals to intensify existing employment land where possible and appropriate. Further information is available in the Employment Background Paper, available to download from the City Council's website.



<sup>20</sup> EXAM180 'JCS Economic Update Note'



## Retail and city / town centres

**3.9** Policy SD2 'Retail and City / Town Centres' provides the current JCS position. However, the policy is subject to an immediate review criterion 7 of the policy states 'Following adoption of the JCS, this policy will be subject to an immediate review. The single-issue review will take approximately two years to complete. It will cover strategic planning matters relating to the three JCS authorities including issues such as a revised assessment of retail, market share between different designated centres, city / town centre boundaries, site allocations, primary and secondary shopping frontages and locally defined impact thresholds.' As mentioned above, this review has already commenced with an 'issues and options' consultation held between November 2018 and January 2019.

Consultants have been appointed to undertake the necessary evidence and support the JCS authorities in taking forward the emerging plan.

## Gypsy and traveller communities

**3.10** As identified above, there is a need for additional permanent Gypsy and Travelling Showpeople accommodation to meet the needs of Gloucester's existing communities. The Gloucestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment 2017 identifies an overall need for two Gypsy/Traveller pitches and 16 Travelling Showpeople plots, between 2016 and 2031. The City Council has reviewed all possible site opportunities, including their own land assets and

those submitted through 'call for sites', and it has been concluded there are none that are suitable, available and viable within the city.

A request has been submitted to all neighbouring authorities, under the 'duty to cooperate', for help in identifying deliverable sites. Further details of the five-year housing land supply requirement for Travelling Showpeople plots is provided at Appendix I.

**3.11** Notwithstanding this, Policy SD13 'Gypsies, Travellers and Travelling Showpeople' and Policy SD11 'Housing mix and standards' set out a positive policy mechanism to deliver sites for both travelling and non-travelling households, where consistent with other policies in the Development Plan.

## Windfall development

**3.12** The JCS Review (now called the Joint Strategic Plan) is underway. This will consider the quantum of development required and the overarching spatial strategy moving forward, including the identification of development sites. Notwithstanding this, in the context of Gloucester's current development requirements as set out in the adopted JCS, relating to general housing needs, employment land and accommodation for Gypsies, Travellers and Travelling Showpeople, the City Council will take a positive approach to proposals for additional development over and above those allocated within the development plan where they are consistent with the development strategy of the JCS and policies of the Development Plan as a whole.





# 4

## DEVELOPMENT MANAGEMENT POLICIES HOUSING

### Introduction and context

**4.1.1** There is a significant shortage of housing in the UK and this problem has persisted for decades. Not enough homes are being built to meet current or future needs and Gloucester is certainly not immune from this major social and economic issue. Gloucester's population is growing, but the city is physically constrained by the M5 to the east and floodplain to the west and is not able to meet its housing needs without formal cooperation with its neighbouring authorities. Through the adopted JCS the urban extensions to Gloucester (geographically in Tewkesbury Borough) will make an important contribution to meeting housing needs up to 2031. However, further allocations are made through the GCP and it is important that the most effective use of these sites is made of these development opportunities and that residential development delivers the range of housing required to meet the city's needs.

**4.1.2** Policy SPI 'The need for new development' of the adopted JCS sets a housing requirement of at least 14,359 new homes over the plan period of 2011 – 2031. Table SP2b of the JCS apportions the district capacity in the urban area at 7,772 homes, taken from different sources of supply. This figure does not represent a cap on capacity and, as highlighted elsewhere in the GCP, the City Council takes a positive approach to development proposals, where consistent with the development strategy of the JCS and policies contained in the Development Plan as a whole.

**4.1.3** The supporting text to Policy SD13 'Gypsies, Travellers and Travelling Showpeople' identify needs relating to the Gypsy, Traveller and Travelling Showpeople community. At the time of writing, there are no deliverable sites for these needs in Gloucester City. However, the Council continues to explore opportunities within its administrative area and work proactively with neighbouring local authorities to meet these needs. Furthermore, Policy SD13 and Policy SD11 'Housing mix and standards' are enabling policies that support the delivery of suitable sites, where in accordance with the development plan, should they come forward as windfall proposals.

**4.1.4** Appendix I provides the housing trajectory and five-year housing land supply calculation as of the end of March 2021. In addition, it appears from limited evidence available<sup>21</sup> that as of 1 April 2022, the Council will be able to demonstrate a five-year supply of deliverable housing on adoption of the GCP.

**4.1.5** When people have decent, affordable and secure housing this acts as a foundation for healthy and happy communities and stable family lives. Ideally good housing needs to be close to schools, healthcare and public transport links. Good housing improves environmental and economic wellbeing and helps to create stronger communities and places that can act as a draw to investment and skilled workers.



**4.1.6** The policies in this chapter specifically reflect City Plan Key Principles 1, 3, 6 and 10. The GCP aims to create a policy framework whereby the needs of all types of households are met. The plan seeks to support families, single people, students, self-builders, the elderly those with disabilities or particular special needs, and Gypsies, Travellers and Travelling Showpeople. Based on the NPPF, Policy A1 provides the overall driver which seeks to use land and buildings effectively and efficiently. If this is achieved, then there is a greater prospect of a. achieving higher densities which will increase the supply of homes and b. protecting and preserving sites which need to be protected for their natural environmental value.

**4.1.7** Further information in relation to policies in this section is provided in the Housing Background Paper, available to download from the City Council's website.

## Policy A1: Effective and efficient use of housing, land and buildings

Gloucester City Plan policy	Other Development Plan policy
<b>A1:</b> Effective and efficient use of housing land and buildings	<b>SP2:</b> Distribution of New Development
	<b>SD4:</b> Design Requirements
	<b>SD10:</b> Residential Development
	<b>SD11:</b> Housing Mix and Standards
	<b>SD14:</b> Health and Environmental Quality

Development will be permitted where it makes effective and efficient use of land and buildings.

Development proposals should:

1. Result in overall improvements to the built and natural environment; and
2. Be of a suitable scale for the site and not have a significant adverse impact on the character of the locality, the appearance of the street scene and the living conditions of neighbouring occupiers or future residents; and
3. Provide adequate off-street parking, access, covered and secure cycle storage which provides for the existing and proposed use; and
4. Not prejudice the potential for the comprehensive development of adjacent land; and
5. Provide outdoor amenity space and garden space at a level that reflects the character of the area and the scale of the development; and
6. Provide adequate, well designed, appropriately located and accessible bin storage areas; and
7. Be well-designed to create and support healthy living conditions.

Mixed-use developments and the re-use of vacant floors above commercial premises will be supported where it can be demonstrated that the uses are compatible and will result in safe and healthy living conditions.

- 4.1.8** Gloucester is a growing city which is constrained by several physical boundaries. Land is a precious resource and it is imperative that development maximises the number of homes and jobs provided, whilst safeguarding and improving the built and natural environment, and creating safe and healthy living conditions.
- 4.1.9** The National Planning Policy Framework (NPPF) encourages local authorities to make the most effective use of land in meeting the need for new homes and other uses. More specifically, the NPPF states that where there is an existing or anticipated shortage of land for meeting identified housing needs, planning policies should avoid homes being built at low densities, developments make the optimal use of each site and that authorities consider the use of minimum density standards for city and town centres and other locations that are well served by public transport.
- 4.1.10** When considering the potential capacity of site allocations within the GCP, the City Council has identified those sites where higher densities are more appropriate in respect of their location and character. These are near the bus and rail interchange and within or adjacent to the city centre. Elsewhere, the indicative capacity has been determined based on a higher-level suburban density consistent with locations within the main urban area and in accordance with the Strategic Assessment of Land Availability (SALA) methodology.
- 4.1.11** However, it is not considered appropriate to set minimum densities for Gloucester City. This is because of the sensitive historic context within this area, with over 700 Listed Buildings and almost total coverage by different Conservation Areas, each with its own special character and distinctiveness. The most appropriate approach therefore is for applications to seek the most efficient use of land on a case-by-case basis, in the context of its location and character.
- 4.1.12** Developments will contribute to overall improvements to the built and natural environment of the city, including where appropriate its heritage. This includes ensuring that the scale of the development is befitting of the site and its wider locality and not cramped, awkward or 'squeezed' in appearance. This can be achieved by a proper site analysis and full understanding of the character of the area. In this regard, the Gloucester Townscape Character Assessment (2019) will be a particularly important consideration in determining appropriate densities and forms of development.
- 4.1.13** To increase density developers are encouraged to move away from smaller homes on smaller plots with less storage and amenity space, as this approach can often result in a cramped appearance and reduce mental wellbeing. Developers are encouraged to consider a range of innovative products and solutions that can compete with standard housing products. This could include apartments that are designed to be more desirable than a standard sized two- or three-bedroom house. This could be achieved by providing a higher quality of living environment through maximising natural light, which can provide views and a feeling of space and mental wellbeing, useable balconies, higher ceiling heights, increased storage, larger room sizes, additional reception or bedroom spaces, excellent standards of sound insulation, and architectural design that is more appealing than a standard two or three bedroom house. Three or more-bedroom apartments are encouraged and may appeal to smaller families and 'down-sizers' freeing up valuable family homes. An additional bedroom is often appealing to down-sizers as it allows for carers, visitors, or hobbies and interest to be pursued.
- 4.1.14** Improvements to the natural environment will be proportionate to the scale of development and could range from SUDs systems that extend the Green Infrastructure network to smaller scale biodiversity support and habitat creation through green roofs, tree planting, bat boxes, bird boxes and the like.
- 4.1.15** Within the City Centre evidence, including the Heritage Strategy (2019), points to many vacant floors above the commercial uses that operate at ground floor level. These vacant floors represent an opportunity for conversion to active uses including residential and office repopulating the city centre and bringing back into positive use heritage assets. Residents and workers in the city centre create activity and help to support its viability and vitality. This enlivens the area and helps to reduce crime and the fear of crime by providing natural surveillance, particularly in the evenings.
- 4.1.16** Careful consideration will be given to the design and location of the proposal as well as to amenity space, parking, servicing and access arrangements. Any residential development will be required to provide a suitable housing mix in accordance with SD11 Housing Mix and Standards of the JCS.



**4.1.17** The City Council operates bin and kerbside recycling facilities. Recycling is an important part of the Council's commitment to sustainability. New developments will need to demonstrate how they can comfortably provide space for the various bins required so that residents can easily access all of the recycling and collection services.

**4.1.18** Good design is necessary in this area to encourage use of the service, to aid refuse collection, maintain a visually attractive streetscene and to ensure that the highway is kept safe and free from obstruction. It is important that bin storage is accessible but also discreet and not located directly under openable windows. Communal collection facilities for new streets are aspirational as this can often take up less space and make bin storage more discreet.

## Policy A2: Houses in Multiple Occupation

Gloucester City Plan policy	Other Development Plan policy
A2: Houses in Multiple Occupation	SD4: Design Requirements
	SD10: Residential Development
	SD11: Housing Mix and Standards
	SD14: Health and Environmental Quality

Planning permission for the creation of a House in Multiple Occupation (HMOs) will be permitted where:

1. The development would not result in any existing residential property (C3 use) being 'sandwiched' between two HMOs; and
2. The development would not result in the creation of more than two adjacent properties in HMO use; and
3. HMOs, including the proposed development, would represent no more than 10% of properties within a 100-metre radius of the application property.

**4.1.19** HMOs are residential properties that were originally intended for a single household and have since been converted into a large HMO (Sui Generis) requiring planning permission.

**4.1.20** Whilst HMOs can provide a valuable housing option for many, high concentrations can have a negative impact on the character of an area, and the amenities enjoyed by existing residents. To ensure an appropriate balance HMOs will be required to provide a suitable housing mix in accordance with SD11 Housing Mix and Standards of the JCS and accord with the other policies of the GCP.

**4.1.21** The number of properties will be calculated using the Council's GIS (Geographic Information Systems) mapping software. Each property has a unique location point defined on the National Land and Property Gazetteer (NLPG) and the location point of the proposed HMO will be the centre of the 100m radius. The number of residential properties falling within the 100m radius of the proposed HMO will be assessed by totalling the location points falling within that defined radius. Properties that fall partly within the 100m radius will only be included if the location point, as depicted on the NLPG, falls within this buffer.

**4.1.22** For the purpose of this approach, dwellings that are either within purpose-built blocks of flats, or within houses that have been sub-divided into separate flats, are all counted as one single property, and only the first address point is counted. This will avoid counts becoming 'skewed' by a high proportion of flats in one small area. Where a property is in mixed use, the first residential address point is counted.

**4.1.23** In an area with an Article 4 Direction small HMOs (Use Class C4) will also be counted as intensified properties. Outside of an Article 4 direction, small HMOs will not be counted as intensified properties as they do not require the benefit of planning permission.

## Policy A3: Estate regeneration

Gloucester City Plan policy	Other Development Plan policy
A3: Estate regeneration	SD4: Design Requirements
	SD10: Residential Development
	SD11: Housing Mix and Standards
	SD14: Health and Environmental Quality
	INF3: Green Infrastructure
	INF4: Social and Community Infrastructure

There is a general presumption to support the regeneration of housing estates where the following criteria are met:

1. The physical condition of the housing stock is poor (i.e. the dwellings are substandard, or demonstrably not fit for purpose in the short-medium term); and/or
2. There is an area-specific socio-economic justification for re-development led regeneration, considered alongside alternative options for re-modelling or refurbishment;

If the criteria above are met, proposals must then meet the following:

3. The proposal has been properly master-planned; and
4. The existing strengths of the locality, both the built and natural environment and the community assets, are identified and positively improved upon as part of any regeneration; and
5. The local community has been actively engaged in shaping the proposals; and
6. The proposal provides suitable type and tenure housing choices to meet the needs of existing residents and the needs of the wider city; and
7. The proposal promotes strong and thriving communities by providing community facilities, open spaces, retail and other economic opportunities at an appropriate level to meet the needs of the existing and expanded community; and
8. The proposal can demonstrate that development led regeneration delivers positive socio-economic benefits for existing residents; and
9. The proposal helps to maintain and promote independent living and improves health and well-being.



**4.1.24** There are several former local authority housing developments in Gloucester of varying age. The City Council supports the regeneration of housing estates such as these where it can be demonstrated that the physical condition of this housing stock is considered not fit for purpose and alternative options have been robustly considered. Any redevelopment to provide new accommodation must meet the needs of existing and future residents and, as with all other planning applications, be compliant with other policies within the JCS and GCP.

**4.1.25** These established housing areas often have existing assets both in terms of the built and natural environment, but also in terms of residents and the communities they have created. It is important that the positive aspects of past housing developments are not lost and that any regeneration initiatives genuinely enhance the neighbourhoods and the communities involved. The council would encourage the use of independent community advisors and community builders throughout the process.

**4.1.26** The redevelopment of affordable housing provides an opportunity to improve community infrastructure, health and wellbeing, and access to jobs and services.

**4.1.27** The City Council has produced Supplementary Planning Documents for the areas of Matson and Podsmead. These SPDs provide additional guidance to support any future regeneration in these areas and should be considered as part of future planning applications.

## Policy A4: Student accommodation

Gloucester City Plan policy	Other Development Plan policy
<b>A4:</b> Student accommodation	<b>SD4:</b> Design Requirements
	<b>SD10:</b> Residential Development
	<b>SD11:</b> Housing Mix and Standards
	<b>SD14:</b> Health and Environmental Quality

Proposals for new purpose-built student accommodation must satisfy the following criteria:

1. The proposal will provide for an identified need of a further educational establishment located in Gloucestershire, for students attending courses for one academic year or more; and
2. The developer has entered into a formal agreement with the further education establishment; and
3. The proposed accommodation is suitable in type, layout, affordability and maintenance regime for the relevant institution(s); and
4. The location is well served by sustainable transport modes to the educational establishment; and
5. Rooms and facilities are of an appropriate size for living and studying.

The Council will seek appropriate controls to ensure that, within academic terms, the approved schemes are occupied solely as student accommodation for identified institution(s).

Proposals for purpose-built student accommodation will not be supported on sites allocated for housing elsewhere in the GCP.

The permanent loss of purpose-built student accommodation will only be supported where it can be demonstrated that the accommodation is surplus to the current and future requirements of relevant further education establishments, or equivalent or better replacement provision is made in a suitable location.



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**4.1.28** There are several further education establishments in Gloucester City; namely the University of Gloucestershire, the University of the West of England and Gloucestershire Royal Hospital. Hartpury College and University is also located a short distance to the north of the city.

**4.1.29** The City Council is keen to support the growth of these establishments, and others should they choose to locate campuses within the county, and recognise the important contributions that students living in the city make to the local economy. At the same time, over recent years the Council has received speculative planning applications for student accommodation that have not since come forward.

**4.1.30** In support of the GCP, consultation with the current further educational establishment has been undertaken to understand current and future needs for purpose-built student accommodation. It concludes that current built supply of accommodation, plus an element of those units with planning consent, are adequate to provide for current needs, and those anticipated in the short to medium term.

**4.1.31** The Council is keen to ensure that the best possible use of its finite land supply and will support planning applications for new purpose-built student accommodation where there is a proven need and it would deliver a quality living environment for future students. For the same reason, the Council is keen to protect from the loss of existing student accommodation to alternative uses. In support of planning applications, applicants will be expected to provide written evidence from the further education establishment, demonstrating the need the proposal would provide for, as well as evidence of a formal agreement between the developer and that further education establishment.

**4.1.32** Outside of term time, student accommodation can provide an important source of accommodation in support of tourism, events and festivals. The City Council strongly supports the use of purpose-built student accommodation in this way.

## Policy A5: Specialist housing

Gloucester City Plan policy	Other Development Plan policy
A5: Specialist housing	SD10: Residential Development
	SD11: Housing Mix and Standards
	SD12: Affordable Housing

Specialist housing developments will be permitted where they:

1. Are supported by evidence of the demonstrable need for this form of housing within Gloucester City;
2. Are suitable for the intended occupiers in relation to the affordability, quality, design and type of facilities with, if appropriate, the provision of support and/or care;
3. Are accessible to local shops and services, public transport and community facilities appropriate to the needs of the intended occupiers; and
4. Will not lead to harm through over concentration in the local area, including but not limited to:
  - a. Levels of activity that cause excessive noise and disturbance to local residents
  - b. Excessive demand on social infrastructure, such as health and social care and police services
  - c. Significantly reducing housing choice in the local area, preventing the existence of a mixed and balanced community.

Where the development falls within use class C3 (dwelling houses), the development will be expected to contribute to the supply of affordable housing within Gloucester.

If development, including change of use, would involve a net loss of specialist residential floorspace, this will only be permitted where appropriate replacement specialist housing accommodation will be made that satisfies the above policy or it is demonstrated that there is no local need for the floorspace to be retained for the current or last use.

**4.1.33** The UK has an ageing population and meeting the needs and aspirations of older, frail and disabled people is a priority. National and locally there is evidence that such housing should focus on the provision of well-designed adaptable, care-ready, HAPPI, general needs accommodation that meets identified needs and is suitable in terms of location, design and affordability. The accordance with the JCS, the City Council expects applications to support the delivery of inter-generational living and mixed and balanced communities in the city.

**4.1.34** Specialist housing is defined as housing designed and designated for occupation by older people, disabled people, and vulnerable people with specific housing needs. Such provision will include an element of care and support needed to allow residents to live as independently as possible. Specialist housing includes the following types of provision:

- Sheltered housing
- Residential care and nursing homes
- Extra-care housing
- Shared homes
- Cluster units
- Respite, rehabilitation and convalescent accommodation
- Hostel accommodation
- Accommodation for the homeless.





**4.1.35** The council will work closely with Social and Health Care commissioners to assess needs and develop strategies that will help inform development proposals. Early engagement with relevant commissioners by developers is essential to ensure there is a need for the form level and type of accommodation proposed.

**4.1.36** Design is a critical element of any development or dwelling housing but has a particular relevance to specialist housing and older persons' housing: for example, space and flexibility, daylight in the home and in shared spaces, balconies and/ functional high-quality outdoor space, adaptability and 'care ready' design. Proposals for specialist housing will be expected to reflect existing and or emerging best practice in relation to the proposed occupants.

**4.1.37** Older persons households, and disabled persons households often have a limited income. Where the development falls within use class C3 (dwelling houses), the development will be expected to contribute to the supply of affordable housing within Gloucester. A scheme's eligibility to be treated as 'exempt accommodation' for Local Housing Allowance purposes is not an indication that the provision is affordable housing, merely that the residents housing costs are benefit supported. Consideration will need to be given to future needs of residents and whether benefit dependency undermines longer term personal development, care, or housing needs.

**4.1.38** Given that specialist housing often provides housing for vulnerable persons, the safeguarding of their health and wellbeing is a key issue. Proposals will need to demonstrate that the landlord and service providers are either on a relevant procurement framework and/or can demonstrate that they are a fit and proper organisation to deliver the proposed scheme.

**4.1.39** Proposals should support the building of mixed and balanced communities and the over concentration of specialist housing in an area may lead to harm, for example through a significant adverse impact on the amenity of occupiers in the local area, and/or excessive demand on social infrastructure.

## Policy A6: Accessible and adaptable homes

Gloucester City Plan policy	Other Development Plan policy
<b>A6:</b> Accessible and adaptable homes	<b>SD4:</b> Design Requirements
	<b>SD10:</b> Residential Development
	<b>SD11:</b> Housing Mix and Standards

In order to create accessible homes that meets the needs of an aging population, frail and disabled persons, and to meet the City Council's duty under the Equality Act, the following accessible and adaptable homes standards will be met:

1. 25% of housing development should be of a size, configuration and internal layout to enable Building Regulations requirement M4 (2) 'accessible and adaptable dwellings' to be met; and
2. 4 (four) % of the affordable housing component of every housing development should meet Building Regulations requirement M4 (3) 'wheelchair user dwellings'.

**4.1.40** Accessible homes support the changing needs of residents from raising children through to mobility issues faced due to frailty, old age or through disability. The standards allow people to live independently maintaining their health and wellbeing for as much of their life as possible, either in their existing home or in alternative accommodation to meet their changing needs and aspiration within their neighbourhood or local area. This helps to promote safe, accessible environments that promote inclusion and community cohesion.

**4.1.41** Homes built to M4 (2) standards have design features that have been tailored to foster accessible living, helping to accommodate old age, injury, disability, pregnancy and pushchairs or enable future adaptation to accommodate this diversity of use. Developers are encouraged to provide M4(2) dwellings across all type and tenure to meet identified need in the city.

**4.1.42** Homes built to M4(3) 2 (b) standard are sufficient to meet the needs of occupants who are wheelchair users. The National Planning Practice Guidance states that local plan policies for wheelchair accessible homes (M4 (3)) should only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. In the interest of mixed and balanced communities, the Council would also encourage developers to build wheelchair accessible market homes, and Policy A7: Self build and custom build homes also supports provision of such homes. 4% of affordable homes should be wheelchair accessible to meet identified need on the City Council's Housing Register. Provision shall comprise of affordable rented homes to which the City Council will allocate households.

**4.1.43** Evidence shows a significant need for accessible and adaptable homes in Gloucester during the GCP period to meet the needs of an ageing population and those with a disability. Habintec 'Towards accessible housing: A toolkit for planning policy', provides a methodology for calculating the number of wheelchair user households with unmet housing needs. To support this policy the toolkit has been applied and it demonstrates that 4% of affordable housing needs to be wheelchair accessible to meet unmet and future wheelchair housing need.



**4.1.44** In terms of adaptable housing, an analysis has been undertaken to understand likely needs. It demonstrates an under-supply of existing homes and a future requirement for homes that meet this standard. Further information is available in the Housing Background Paper, available to download from the City Council's website.

**4.1.45** In complying with this policy, developers, and in particular those delivering specialist housing, may wish to increase the proportion of properties which meet the higher M4 (2) and M4 (3) standards, including the provision of wheelchair accessible housing.

**4.1.46** Compliance with the criteria should be demonstrated in the Design and Access Statement submitted with the planning application and conditions will be applied to any consent granted to ensure the standards are complied with. Exceptions will only be made where the applicant can clearly demonstrate why, given the particular site-specific circumstances of a development, the standards cannot be met. This could, for example, be where the structure of an existing building would preclude its conversion to housing in a manner consistent with the standards.

## Policy A7: Self build and custom build homes

Gloucester City Plan policy	Other Development Plan policy
<b>A7:</b> Self-build and custom build homes	<b>SD10:</b> Residential Development
	<b>SD11:</b> Housing Mix and Standards

For all housing sites\* either allocated in this plan or which come forward as windfall developments, and which comprise 20 or more houses, 5% of the serviced plots shall be offered for sale to self and custom builders, subject to demand being identified on the Council's Self & Custom Build Register.

Self and custom build plots which come forward through this policy shall be made available and appropriately marketed for a minimum of 12 months from grant of planning permission, or a shorter period if agreed by the City Council. Marketing should be directed at those on the Council's Self and Custom Build Register as well as the general public. If, after the agreed set marketing period, the plots have not been sold it will be for the developer to consider whether the plots continue to be marketed as self/custom build opportunities or if they will be built out by the developer. Evidence of sustained marketing will need to be submitted to the Council.

Elsewhere, windfall sites for self-build and/or custom build housing will be supported where they meet other policies within the JCS and GCP.

\* Excluding sites and applications for flats/apartments.

- 4.1.47** Self-build housing is where the individual or group has a high degree of autonomy and involvement in house design and construction. Custom-build housing involves an individual or a group commissioning specialist such as architects and/or builders to assist with the project.
- 4.1.48** The Self-Build and Custom Housebuilding Act 2015 requires the Council to keep, and have regard to, a register of people who have expressed an interest in self-build / custom build projects in the Local Authority area. Based on evidence of demand from the Self and Custom Build Register, the Act also requires the Council to put in place policies to support the delivery of planning permissions to meet the demand.
- 4.1.49** Developers are expected to liaise with the Council to ensure that plots available for self and or custom build are marketed to those on the register as well as to the general public. Further information to support this policy is provided in the Housing Background Paper, available to download from the City Council's website.





## Policy A8: Static caravan sites

Gloucester City Plan policy	Other Development Plan policy
A8: Static caravan sites	SD10: Residential Development
	SD11: Housing Mix and Standards

Existing static caravan sites shown on the policies map are protected for their current use and proposals for alternative development on these sites will not be supported, unless it can be demonstrated the need for this form of accommodation no longer exists.

- 4.1.50** For some people living in a static caravan is a choice and a way of life and static caravans provide a type of affordable accommodation. There are four large static caravan parks in the city and their loss would place a considerable burden on alternative affordable provision. Sites could not easily be replaced within the city. Existing sites will therefore be protected from alternative development proposals.

## Policy A9: Extensions to existing dwellings

Gloucester City Plan policy	Other Development Plan policy
A9: Extensions to existing dwellings	SD4: Design Requirements
	SD10: Residential Development

Well-designed extensions of residential properties, and/or the erection of outbuildings incidental to the enjoyment of the dwelling, will be granted planning permission where they satisfy all of the following criteria:

1. The plot size of the existing property is large enough to accommodate the extension or outbuilding without resulting in a cramped or overdeveloped site. Proposals that result in an inappropriate increase in the scale, form or footprint of the original building will not be permitted; and
2. The height, size, design and the external facing materials of the extension or outbuilding are in keeping with the scale and character of the existing dwelling and its wider setting; and
3. The living conditions of neighbouring occupiers are not unduly harmed by the proposal as a result of overlooking, overshadowing, or overbearing development.

- 4.1.51** A well-designed home extension can be a good way of providing additional accommodation and an improved living environment. An extension can improve the overall quality and efficiency of a home, as well as improving its flexibility to enable for example, working from home, better access, space for growing or extended families and allow residents to remain in their home and community even if their circumstances change.

- 4.1.52** The City Council seeks a high standard of design to house extensions to ensure that the extension is appropriate in terms of the character of the existing property, the surrounding street scene, and causes no unreasonable harm to those living in or around the property and to their enjoyment of their homes.

- 4.1.53** Further guidance can be found in the Supplementary Planning Document 'Home Extension Guide' and any subsequent iteration.

## Policy A10: Annexes to existing dwellings

Gloucester City Plan policy	Other Development Plan policy
A10: Annexes to existing dwellings	SD4: Design Requirements
	SD10: Residential Development

Annexes to existing dwellings will be granted planning permission where it can be demonstrated that there is a clear need to accommodate a relative, dependant or full- time carer and the proposal meets the following criteria:

1. There is a functional link with the principal dwelling; the accommodation provided within the annexe is ancillary and there remains a reliance on the connection with the main dwelling; and
2. Is of a subservient design and scale to the existing dwelling; and
3. Is in the same ownership as the principal dwelling; and
4. There will be no boundary demarcation or sub-division of garden areas between the proposed annexe and the principal dwelling.

**4.1.54** Residential annexes are a common form of development that allows a relative or dependent to live with their family. The accommodation is ancillary to the main dwelling and is sited within the residential curtilage. The resident of the annex should be clearly associated with the occupants of the principal dwelling house e.g. dependent relatives or domestic staff working for the residents of the principal dwelling. The annex should form part of the same “planning unit” by sharing the same access, parking area and garden.

**4.1.55** The City Council will normally seek to add a planning condition to any permission to secure its continued use as an annex ancillary to the main dwelling. This is in order to avoid the development being later used by an unrelated occupant or as an independent dwelling.

**4.1.56** Concerns can exist in respect of flood risk to vulnerable occupiers of ground floor annexes proposed in Flood Zones 2 and 3. Where there is no internal door linking an annex with the rest of an existing house a Flood Risk Assessment appropriate for a new dwelling will be needed to assess flood risk to occupiers of the annex.







# 4

## DEVELOPMENT MANAGEMENT POLICIES EMPLOYMENT DEVELOPMENT, CULTURE AND TOURISM

### Introduction and context

- 4.2.1** Gloucester has a strong a strong, diverse and growing economy, being the main economic driver in Gloucestershire, along with Cheltenham. Overall, the Gloucester economy supports 68,000 jobs and 3,425 businesses. Key sectors include manufacturing, energy, finance and insurance services and overall, the City has high rates of economic participation. Evidence shows that the city has a good range of different types of employment sites, supporting a diverse economy and with high occupancy rates.
- 4.2.2** Limited land supply within the administrative area of the City Council means that the strategic growth must take place in neighbouring authorities and the City Council must work with those authorities in realising growth aspirations.
- 4.2.3** Employment land is considered on a JCS-wide basis, providing The JCS provided an employment strategy for the JCS and strategic land release at urban extensions, aligned with the Strategic Economic Plan (SEP). Across the JCS area, through both strategic and non- strategic allocations, provision has been made for at least 192 hectares of traditional employment land. At the JCS examination, evidence was provided to demonstrate that there was a capacity of 7 ha of employment land in the city<sup>20</sup>. The GCP allocates 8.1 ha, either as 100% traditional employment or as part of wider mixed-use schemes. Together with recent commitments, such as those at King's Quarter, there is the opportunity for a substantial amount of floorspace to be delivered over the plan period.

- 4.2.4** The GCP allocates sites for additional employment land, in whole or in part, at the following locations; Quayside House; Land South of Triangle Park; and Part of West Quay, The Docks. Further information is available in Section 5 of this plan – Site allocations.
- 4.2.5** It is important that the city protects existing employment land and buildings for the benefit of existing and future business, including small and medium size business (SMEs) and 'start- ups', and that opportunities are taken to support business growth and the attractiveness of employment stock. Policy B2 of the GCP seeks to protect against the loss of employment land and buildings and Policy B3 supports proposals to intensify existing employment land where possible and appropriate. Further information is available in the Employment Background Paper, available to download from the City Council's website.
- 4.2.6** At the same it is important to support the economic potential of tourism and cultural development. For this reason, the GCP supports proposals to make better use of key assets including the Docks and Canal and develop their tourist and cultural base.
- 4.2.7** These policies link with several key principles, but particularly (7) 'Encourage and facilitate inward and home-grown investment, attract innovative growth sectors, create high and stable levels of economic growth and increase jobs and skills opportunities' and (4) 'Build on existing strengths to create a distinctive, diverse and innovative cultural, arts, tourism and sporting offer.'



**4.2.8** The JCS provides retail and city centre policies for the city at Policy SD2. However, this policy is subject to an immediate review. The review will cover, amongst other things, a revised assessment of retail floorspace needs and a strategy for each of the designated centres. It covers all designated 'town centres', i.e. the city / town centres, district centres and local centres. Further information is available on the JCS website.

**4.2.9** The policies in this section should be read in conjunction with JCS policies SP1 'The need for new development', SP2 'Distribution of new development', SD1 'Employment – Except retail development' and SD2 'Retail and City / Town centres'.

## Policy B1: Employment and skills plans

Gloucester City Plan policy	Other Development Plan policy
<b>B1: Employment and skills plans</b>	<b>SD1: Employment – Except Retail Development</b>

**For housing development of 10 or more units and major commercial development of 1,000 sq. m or more of new internal floorspace, applicants will be required to submit an Employment and Skills Plan (ESP). The ESP will be proportionate to the scale of the proposal and identify opportunities for the employment and skills development of local people during the construction and operational stages of the proposal.**

**4.2.10** There is a need for a focused improvement in educational attainment and skills in Gloucester. In order for local people to get jobs it is obvious that they need the right education and skills in order to be aligned with the needs of employers. But employers also need to play their part in giving opportunities to suitably qualified people from the local area. In the long term it is not socially or environmentally sustainable for people to travel long distances to work so employers should be encouraged to recruit locally.

**4.2.11** The Gloucester Economic Growth Strategy 2019 (EGS) takes a strategic approach to encouraging employment and skills development, seeking to;

- Enable more people to enter the labour market with the skills, knowledge and attitudes required to make them employable;
- Develop a larger and more skilled workforce in line with local employer/labour market needs;
- Increase the number of apprenticeships available; and
- Help facilitate a reduction in the number of unemployed and economically inactive people of working age.

**4.2.12** In terms of planning and development, the EGS seeks to:

- Insist that major regeneration schemes in which the Council has a financial interest create employment and skills opportunities for local communities and business opportunities for local suppliers.
- Require applicants seeking planning consent for major housing development and major commercial development to produce Employment and Skills Plans, identifying opportunities for the employment and skill development of local people.

**4.2.13** The ESP should address priorities identified by relevant local industry groups, such as the Construction Industry Training Board (CITB) and be agreed at an early stage through consultation with the City Council and local employment and skills agencies. The ESP will have targets reflecting industry standard benchmarks, setting out the outcomes expected from the development.

**4.2.14** The City Council will further support proposals within the ESP that seek to deliver the employment and skills aims of the EGS during the operational stage of the development.

**4.2.15** The City Council will keep the effectiveness of the policy under review through regular dialogue with housebuilders and through liaison with the Gloucestershire Employment and Skills Board, which includes industry representatives alongside learning and skills providers.

**4.2.16** Further guidance in relation to the preparation and implementation of Employment and Skills Plans is available on the City Council's website.

## Policy B2: Safeguarding employment sites and buildings

Gloucester City Plan policy	Other Development Plan policy
<b>B2: Safeguarding employment sites and buildings</b>	<b>SD1: Employment – Except Retail Development</b>

Employment sites and buildings will be safeguarded for offices, research and development, light industrial, general industrial and storage and distribution, and change of use/redevelopment to other uses will generally be resisted. Such proposals will only be supported where the following criteria are met:

1. The site or premise is redundant or no longer fit for purpose or capable of meeting employment needs; or
2. Alternative local employment facilities of an equivalent standard can be provided without adversely impacting on the operation of the existing business and its accessibility to existing employees; and
3. The proposal would not adversely impact on the continued use of adjacent employment uses; and
4. The proposal would bring significant benefits to the local economy and/or community that would demonstrably outweigh the loss of employment land.

**4.2.17** Gloucester is a small urban authority with a limited supply of employment land. Evidence from the City Council's Employment Land Review (2019), Economic Growth Strategy (2019) and Strategy Options for the City of Gloucester (2017) point to an excellent supply of existing employment sites and premises within the city, which overall are well occupied and meets the needs of and is attractive to the business community. The city provides a good range of different forms of employment space, from high profile business parks through to lower quality options, but which nevertheless provides the range of quality, type, size and price of accommodation to provide for the needs of businesses.

**4.2.18** Gloucester is a primary focus for economic activity in the county and it is important this is maintained. In order to achieve this, existing sites and premises are protected from redevelopment to alternative uses, unless the proposal can meet the criteria outlined in the above policy. Where opportunities exist, the City Council will support proposals to intensify and improve the quality and offer of existing employment sites – see Policy B3 below.

**4.2.19** For the avoidance of doubt, this policy covers sites and buildings currently in employment use, as well as extant consents. This is because the existing urban capacity of employment land is an important component in meeting the quantum of employment land required in the JCS.

**4.2.20** In demonstrating compliance with criteria a) of this policy, the City Council will normally expect the submission of a Marketing Appraisal, prepared by a suitably qualified person, demonstrating that the site or premises have been marketed for a reasonable period of time, details of any expressions of interest received and expert opinion of why the site was not acquired/leased.

**4.2.21** This policy applies to all existing employment land and premises, consented employment land and premises, and allocations made in the GCP.

## Policy B3: New employment development and intensification and improvements to existing employment land

Gloucester City Plan policy	Other Development Plan policy
<b>B3:</b> New employment development and intensification and improvements to existing employment land	<b>SD1:</b> Employment – Except Retail Development

Development proposals for new offices, research and development, light industrial, general industrial, and storage and distribution, and/or to improve the quality of accommodation, the environment and intensify the use of existing employment sites will be supported where the following criteria are met:

1. Any increase in traffic can be accommodated by the transport network; and
2. Satisfactory vehicular access, parking and manoeuvring space can be provided; and
3. The proposal would not result in significant adverse impact on the amenity of neighbouring uses, particularly residential properties and it would not place unreasonable operational restrictions on adjacent existing or allocated land uses; and
4. The scale and design of the proposal is compatible with the character of the location; and
5. It would not result in unacceptable adverse environmental impacts, for example in terms of noise, air, water, soil or light pollution; and
6. Provision is made for the delivery of efficient and effective commercial waste collection services.

Proposals for limited development outside these uses will be supported where they are genuinely ancillary / complementary to the primary use of the site. Where such uses are defined as 'main town centres uses', they will be considered in the context of Adopted JCS Policy SD2 'Retail and City / Town Centres'.

**4.2.22** Policy SP2 of the Adopted Joint Core Strategy (JCS) identifies a need for 192ha of new employment land across the JCS area. Gloucester is a small urban authority with a finite supply of land and therefore the opportunity to allocate land with the administrative area is limited. Most new employment land therefore has to come forward through the adopted JCS on strategic allocations outside of the City Council's administrative area. JCS Policy SD1 further supports employment development at locations allocated for employment development within Gloucester City and for the redevelopment of existing sites or the change of use from non-B class employment to B class where of an appropriate scale and character. This policy goes a step further in specifically supporting the intensification of existing employment sites where they meet set criteria.

**4.2.23** The city's existing employment stock makes an important contribution to the economy of the city and the wider county and region and, in light of the above, it is fundamentally important that the very best use of made of existing employment stock, whilst ensuring the impacts of doing so are adequately considered and addressed.

**4.2.24** The City Council's Employment Land Review (2019), Economic Growth Strategy (2019) and Strategy Options for the City of Gloucester (2017) point to an excellent supply of existing employment land within the city, which overall meets the needs of and is attractive to the business community. However, it also identifies that there are opportunities for environmental improvements and/or intensification that could support increased productivity/economic growth and the needs of growing businesses. This is particularly true within the city centre where concerns around the quality of the environment has been identified as an issue in attracting businesses to the area.



**4.2.25** In some circumstances additional uses within employment areas can provide an important local service within employment areas. In order to maintain the primary function of B use class employment sites, these will be genuinely ancillary to and, where constituting 'main town centres uses', assessed in accordance with the sequential test and impact test.

**4.2.26** With regards to waste collection from employment sites the City and County Council wish to see high quality facilities which support the implementation of the waste hierarchy and encourage the practices of resource efficiency and waste reduction.

## Policy B4: Development within and adjacent to Gloucester Docks and Canal

Gloucester City Plan policy	Other Development Plan policy
<b>B4:</b> Development within and adjacent to Gloucester Docks and Canal	<b>SD1:</b> Employment – Except Retail Development
	<b>SD2:</b> Retail and City / Town Centres
	<b>SD8:</b> Historic Environment
	<b>SD14:</b> Health and Environmental Quality

Development proposals within, or adjacent to the docks and canal that facilitate accessibility and recreational use of the historic docks, waterspace and the wider canal network will be supported where they satisfy the following criteria:

1. The development will not infill or reduce the depth of water of docks/canal waterspaces to the extent where it would limit the range of boats and other craft that could safely navigate and/or operate within the waterspaces; and
2. Development will be expected to respond to the significance of the historic docks conservation area and other individual heritage assets, ensuring new development makes a positive contribution to its character and distinctiveness; and
3. There will be no significant adverse impact on the amenity of local residents, visitors, workers or other recreational users of the waterspace; and
4. The development will not adversely affect existing, and where possible makes appropriate provision for future management and maintenance of public realm, movement routes, waterspaces and quaysides, moorings or waterway infrastructure and utilities. Where appropriate, opportunities should be taken to improve or reinstate the canal towpath; and
5. The development would not adversely affect the functioning of existing businesses; and
6. Development provides net biodiversity gain and facilitates delivery of multifunctional green and blue infrastructure (including water quality).

Where development could have an impact on internationally designated sites a Habitats Regulations Assessment is required.

**4.2.27** Gloucester Docks and the canal side is a major cultural and historic asset for the city, and already represents a major tourist attraction with the National Waterways Museum, Soldiers of Gloucestershire Museum and various festivals and events. The docks are also home to both commercial and leisure moorings as well as other commercial uses, including a successful working boatyard which add heritage value and visual interest to both the dockside and waterspace.

**4.2.28** However, the waterspace is generally underutilized and represent an opportunity to attract further investment, generate footfall within the city centre and encourage physical activity and improved health and wellbeing. The Canal and River Trust has prepared a Waterspace Strategy for Gloucester Docks, which aims to increase the recreational use of the Docks and canal, whilst retaining and supporting existing uses.

**4.2.29** The whole of the Docks and part of the Gloucester & Sharpness canal is located within conservation areas, and within the main Docks basin, there are 14 Listed warehouses. Furthermore, the city's successful regeneration programme over recent years has resulted in the creation of a new residential and business community within the docks and wider area. It is important that increased use of the waterspaces does not lead to a significant adverse impact on local amenity or lead to an erosion of the special historic character within the area.

**4.2.30** It is also important that land-based development does not have an adverse impact on or prevent the use of the waterspace and that new water-based activities do not impede the use of the waterspaces by boats, water craft and vessels.



**4.2.31** Development that could come forward to support greater use of waterspaces includes, but is not limited to, the following:

- Floating pontoons for canal boat mooring, boat hire, water taxis and buses;
- The provision of utilities and services to the quayside edge to enable/facilitate recreational activity (and reduce the reliance on generators, petrol engines, dock vehicular traffic etc).
- Installation of stepped dockside structures to gain access at water level;
- Feature lighting installations that assist in animating the dock and quaysides (waterspaces should remain dark);
- Proposals that enhance the interpretation of the cultural heritage and archaeology of the historic dockland environment; and
- Water sports activities.

**4.2.32** Applicants are encouraged to discuss proposals with the Canal and River Trust at the earliest possible opportunity.

## Policy B5: Tourism and culture

Gloucester City Plan policy	Other Development Plan policy
<b>B5: Tourism and culture</b>	<b>SD2: Retail and City / Town Centres</b>
	<b>INF4: Social and Community Infrastructure</b>

The City Council will support proposals for the provision of new creative workspaces and for the improvement and/or extension of existing tourism, arts and cultural workspace and facilities.

Where the proposal includes 'main town centre uses', the applicant must demonstrate compliance with the sequential test and impact test, as set out at Policy SD2 of the adopted Joint Core Strategy.

**4.2.33** Gloucester has a strong and unique culture and tourism offer, with Gloucester Cathedral, the Docks, over 700 Listed buildings, Roman heritage, Gloucester Rugby, thriving festivals and events, museums and cultural venues such as the Guildhall. At the same time, it is recognized that the city lags other cities and towns of a similar size or status. In response to this, the City Council and the Gloucester Culture Trust have ambitions to build on current strengths and develop and cultural and arts offer of the city further. The Gloucester Cultural Strategy and Vision Update 2021 – 2026 sets out a range of objectives and actions that seek to embed culture into the city's future plans, build cultural and creative industries, activities, festivals and events, and empower young people to participate in culture. Further opportunity is identified in the City Council's adopted Heritage Strategy (2019) in terms of the role that the historic environment can play in underpinning the delivery of quality places, tourism and culture.



**4.2.34** The City Council will therefore support proposals that seek to deliver the tourism and cultural offer of the city. Applicants should have regard to other relevant policies in the adopted JCS and GCP, for example in relation to development affecting designated and non- designated heritage assets and accessibility for all.

**4.2.35** Where a proposal is for a main town centre use outside of the city centre boundary, the applicant will need to apply the sequential test and impact test in accordance with the Joint Core Strategy.

## Policy B6: Protection of public houses

Gloucester City Plan policy	Other Development Plan policy
<b>B6:</b> Protection of public houses	<b>SD2:</b> Retail and City / Town Centres
	<b>INF4:</b> Social and Community Infrastructure

Development proposals for the redevelopment or change of use of public houses or buildings last used as public houses will only be permitted where it can be demonstrated that:

- 1.** All reasonable efforts have been made to keep the pub in viable use and it can be demonstrated that its continued use would not be feasible or practical. This will include:
  - a) The submission of a comprehensive sustained marketing campaign (agreed in advance by the Council), offering the public house for sale as a going concern and using an agreed realistic valuation of the premises;
  - b) The agreed marketing campaign will be run for a period of at least six months before the planning application is submitted;
  - c) The public house has been offered for sale locally, and in the region, in appropriate publications and through specialised licensed trade agents; or
- 2.** There is an existing public house within a reasonable walking distance that meets the needs of the local community; or
- 3.** A replacement public house that meets the needs of the local community will be provided on part or all of the site, or within reasonable walking distance of the site.

**4.2.36** Local pubs can be an important focal point within the local community. The City Council therefore seeks to protect pubs from unnecessary loss and will seek evidence from an applicant to demonstrate that all reasonable efforts have been made to retain the pub in viable use.

**4.2.37** To demonstrate that the alternative or proposed public house meets the needs of the local community evidence of extensive engagement will be required. As well as seeking the views of the community on their needs and the suitability of alternative or proposed provision, the community consultation shall also make the community aware of community ownership initiatives.





# 4

## DEVELOPMENT MANAGEMENT POLICIES HEALTHY COMMUNITIES

### Introduction and context

**4.3.1** Across the city there are significant health inequalities which result in people living a poorer quality of life and having reduced life expectancy. In 2016 life expectancy was 13.9 years lower for men and 12.5 years lower for women in the most deprived areas of Gloucester than in the least deprived areas. Key Principle 12 of this plan seeks to improve the health and wellbeing of communities through good design that promotes and prioritises active travel and active lifestyles, by providing access to good quality open spaces, playing fields, multi-functional green infrastructure and community facilities.

**4.3.2** Most health issues have a strong preventable component that is significantly influenced by the places and spaces in which people live. For example reducing inactivity could prevent up to 40% of many common long term conditions, such as diabetes.

*“If being active was a pill we would be rushing to prescribe it. Physical activity is essential for health and reduces the risk of many preventable diseases and conditions from cancer to depression.” Public Health England, Everybody Active, Every Day (PHE, 2014).*

**4.3.3** Local authorities have a statutory duty to improve the health of their residents through the Health and Social Care Act 2012. Directors of Public Health are statutory chief officers tasked with developing and supporting delivery of strategies to address local priorities to improve health and reduce inequalities. The City Council will continue to work closely with Public Health to ensure developments which contribute to the reduction of health inequalities across the city.

**4.3.4** The NPPG highlights the importance of developing a healthy community which:

- Supports healthy behaviours
- Supports reductions in health inequalities, and
- Enhances the physical and mental health of the community

**4.3.5** The environments in which people live, work and play influence their choices and behaviour. Planning, in being able to shape the urban environment and provide the infrastructure required for a healthy lifestyle, has a significant role to play in the creation of healthier places.

**4.3.6** The following policies have been included to ensure new development does not harm human health and takes all available opportunities to provide our residents with healthy active choices. More widely, the GCP supports the creation of healthier communities. This is reflected in many other policies, for example those relating to heritage, good design and creating a sense of place in new development, the delivery of new homes that meet the needs of communities and sustainable transport.

## Policy CI: Active design and accessibility

Gloucester City Plan policy	Other Development Plan policy
CI: Active design and accessibility	SD4: Design Requirements
	INFI: Transport Network

Development proposals must meet the highest possible standards of accessible and inclusive design, so that:

1. The development can be used safely, easily and with dignity by all regardless of ability, age, gender, ethnicity or economic circumstances; and
2. The development is convenient and welcoming with no disabling barriers, so everyone can use them independently without undue effort, separation or special treatment; and
3. The development will support healthy active lifestyles by facilitating participation in physical activity by:
  - a) Creating the conditions for active travel between all locations within the development and to the wider local shops, services, built and natural surroundings.
  - b) Prioritising active travel through safe integrated walking, running and cycling routes separate from vehicular activity.
  - c) Locating new facilities in the best location for those walking, cycling or using public transport.
  - d) Providing multifunctional spaces to create opportunities for sport and physical activity.
  - e) Creating a network of streets and spaces that are well enclosed by buildings and/or structural landscaping.
  - f) Creating a clear hierarchy of principal and secondary streets; and
  - g) Providing and facilitating access to facilities and other infrastructure to enable all members of society to take part in sport and physical activity.

**4.3.7** The location, accessibility, layout and design of developments have the potential to either positively or negatively impact on the extent to which people can make healthy choices and lead active lives.

**4.3.8** Cycling and walking is often more cost effective and therefore brings opportunities for access and inclusion across a wider number of income groups. Gloucester is a relatively flat and compact city making it ideal for walking and cycling. Applicants will be expected to maximise all viable options to improve the opportunities for walking and cycling in and around proposed developments.

**4.3.9** Active design promotes healthy lifestyles that are made easy through: the pattern of development, providing access to local services and facilities, good levels of connectivity, green spaces and green routes, safe places for active play, and spaces for food growing. All of which will be accessible by walking and cycling. Developers should have regard to 'Building for a Healthy Life' (Birkbeck, D., Kruczkowski, S. with Jones, P., McGlynn, S. and Singleton, D. June 2020), or any future iteration, in developing proposals.

**4.3.10** Good design should reflect the diversity of people who use it and not impose unnecessary barriers of any kind. People of all ages, genders, ethnicity, economic circumstance, those with both physical and learning disabilities in our community should be able to access, use and feel safe in all new developments. This includes extensions to all public buildings and the design and layout of public open spaces and playgrounds.





## Policy C2: Allotments

Gloucester City Plan policy	Other Development Plan policy
C2: Allotments	INF3: Green Infrastructure
	INF4: Social and Community Infrastructure

Existing allotments are protected from redevelopment to alternative uses, unless alternative provision is made by the developer, of equivalent or better quality, in an accessible and appropriate location to the community where the loss would occur.

Provision of new allotments will be supported where they would meet identified need within a community.

- 4.3.11** Gloucester is a small urban authority with an increasing population and finite land supply. Allotments are an incredibly important resource, supporting local food growth, physical activity and health and wellbeing. Within the city there are public allotments sites which collectively provide 652 individual allotments on 16 hectares of land. At the time of writing, there are waiting lists for all of the allotment sites. It is therefore important to protect against the loss of city's existing allotments sites.
- 4.3.12** Opportunities for new allotments are limited, however where demand arises and the proposal is in a suitable location to meet that demand, they will be supported by the City Council.



## Policy C3: Public open space, playing fields and sports facilities

Gloucester City Plan policy	Other Development Plan policy
C3: Public open space, playing fields and sports facilities	INF3: Green Infrastructure
	INF4: Social and Community Infrastructure

Existing public open spaces, playing fields and built sports facilities will be protected from redevelopment to alternative uses, in whole or in part, unless the following criteria are met:

1. For public open spaces, an assessment demonstrates the site is of low value and of poor quality, with no opportunities for improvement and is surplus in terms of all functions that open space can provide.
2. For playing fields and sports facilities, an assessment demonstrates there is an excess of provision in the local area, there is no current or planned future demand for such provision, or that there would be no overall shortfall in provision.

If the criteria above cannot be met:

3. The open space, playing field or facility can be replaced by alternative provision of an equivalent or better quality and quantity in an accessible and appropriate location to the community where the loss would occur; or
4. The proposal is ancillary development that would enhance existing facilities and not reduce or prejudice its ongoing use; or
5. The proposal affects land that is not suitable, or is incapable, of forming an effective part of an open space, playing field or facility and its loss would not prejudice the ongoing use of the remainder of the site for that purpose.

New open space, playing fields and built sports facilities within new development will be provided to meet the needs of the local area.

Development proposals to enhance open spaces, playing fields or built sports facilities will be supported where they meet the evidenced needs of the local area.

**4.3.13** Gloucester is a small urban authority with an increasing population, increasing participation in sports and physical activity and finite land supply. This will further increase with population growth through the delivery of new homes. The Council's Open Space Strategy, Playing Pitch Strategy and Built Sports Facilities Strategy identify the need to:

- Protect existing site from alternative uses;
- Make the best use of existing spaces and facilities should be made through improving quality and facilities to provide for the needs of communities and;
- Where possible, require new provision through new development to provide for the needs of new residents.

**4.3.14** At the same time, evidence shows that Gloucester has higher levels of inactivity than the national and regional averages (Sport England Active Lives 2017 – 2018) and, unsurprisingly, higher levels of health issues as a result. There is an opportunity within the city therefore to increase participation in formal sports and physical activity more generally.

**4.3.15** Policy INF4 of the Joint Core Strategy sets out that where new residential development will create, or add to, a need for community facilities, including open space, it should be met as on-site provision and/or as a contribution to facilities or services off-site. In satisfying this requirement, applicants should have regard to the aims and recommendations of the strategies identified in the paragraph above. Normally, new on-site open space will be expected on sites of 35 homes or greater.

**4.3.16** To achieve this, the site allocations within this plan identify specific opportunities for new provision where there is a shortfall in quantity, quality and accessibility, namely;

- Land rear of St Oswalds Retail Park;
- Land at Great Western Road Sidings; and
- Land at The Wheatridge (should it come forward for residential development)

**4.3.17** Furthermore, site allocation SA06 allocates land at 'Blackbridge' in Podsmead for a sports and community hub. This forms a key part of the Council's Playing Pitch Strategy, which seeks the delivery of two multi-functional sports hubs in Gloucester; one in the north and one in the south of the city. The northern hub, located at Oxstalls Sports Park and the University of Gloucestershire, was complete in 2018.

**4.3.18** The Council has set out in its adopted Open Space Strategy (OSS), Playing Pitch Strategy (PPS) and Built Sports Facilities Strategy (BSFS), the needs of the local area both in terms of the provision and the necessary enhancements required to improve the provision. These documents, or any future iterations, provide the detailed background evidence to support the delivery of the Council's aims and recommendations for new and enhanced open space, playing pitches, and built sports facilities.



**4.3.19** The Council's strategies also provide an assessment of the public open spaces, playing pitches and built sports facilities within the local area. These approved assessments, or any future update to them, will be used when assessing criterion 1 and 2 of this policy. It is recommended that the scope and methodology of any third-party assessments are approved in advance.

**4.3.20** The location and extent of open spaces and playing fields is identified on the policies map. Where new development delivers additional open spaces and playing fields that are not shown on the policies map, these will be afforded the same level of protection. In terms of protecting against the loss of built sports facilities, for the avoidance of doubt, these include sports halls, swimming pools, squash courts, the athletics track, indoor bowls and indoor tennis. It also includes village, community and parish halls, albeit they have a wider function within the community.

## Policy C4: Hot food takeaways

Gloucester City Plan policy	Other Development Plan policy
<b>C4:</b> Hot food takeaways	<b>SD14:</b> Health and Environmental Quality

Proposals for hot food takeaways, including mobile catering units must satisfy the following criteria:

1. The design of the unit, including its ventilation and bin storage would not have a significant adverse impact on the visual amenity of the area; and
2. There would not be a significant adverse impact on the amenities of occupants of nearby properties in terms of noise, traffic disturbance, odour, litter, light or hours of operation; and
3. There would not be an unacceptable impact on the surrounding highway network, traffic safety or create unacceptable parking issues; and
4. The proposal incorporates adequate waste storage and disposal facilities; and
5. There should be a minimum of two non-hot food takeaway units, or at least 10 metres, between the units, whichever is greater.
6. Outside of the city centre, district centres and local centres, that the proposal is not within 400 metres of any access to a secondary school or college.

**4.3.22** Planning can influence the built environment to improve health and reduce obesity and excess weight in local communities. Local planning authorities have a role in enabling a healthier environment by supporting opportunities for communities to access a wide range of healthier food production and consumption choices.

**4.3.23** Gloucester has several health issues connected with obesity that need to be addressed. Public Health England (PHE) reports that in 2018/19 25.9% of 4 – 5 year olds and 36.9% of 10 – 11 years olds in Gloucester City are an excess weight (overweight or obese). These figures are significantly higher than national and county averages. Furthermore, 5.4% of 10 – 11 year olds are affected by severe obesity and this level is one of the highest in the South West region. Reducing obesity, particularly among children, is one of the priorities of (PHE and the government's 'Childhood Obesity Plan'). Being overweight increases a person's risk of developing cancer, heart disease and type 2 diabetes.

**4.3.24** To help tackle childhood obesity through supporting healthy behaviours, hot food takeaways will not be permitted within 400 metres of any access to a secondary school or college. Primary schools have been excluded as children in this age group are normally restricted from leaving the school premises at breaktimes.

**4.3.25** The policy also aims to control the clustering of hot food take-aways in order to retain a balanced mix of shops and services within local centres and to preserve the amenity of the local environment by controlling the noise, smells and general disturbance generated from the use.

**4.3.26** Hot food takeaways can often generate significant levels of local litter and waste. The Council will expect efficient and effective commercial waste collection services that support the implementation of the waste hierarchy and encourage resource efficiency and waste reduction.

## Policy C5: Air quality

Gloucester City Plan policy	Other Development Plan policy
C5: Air quality	SD14: Health and Environmental Quality

Proposals for major development must demonstrate compliance with EU limit values and achieving national objectives for air pollutants. Proposals must:

1. Not create a new "street canyon", or a building configuration that inhibits effective pollution dispersion; and
2. Minimise public exposure to pollution sources, e.g. by locating habitable rooms away from busy roads, or directing combustion generated pollutants through well sited vents or chimney stacks; and
3. Use green infrastructure, trees and hedgerows, to absorb dust and other pollutants; and
4. Provide infrastructure that promotes modes of transport with low impact on air quality; and
5. Control dust and emissions from construction, operation and demolition.

Within the city's Air Quality Management Areas (AQMA) and in areas near schools and hospitals, development which reduces tree cover, hedges and other forms of vegetation will be expected to make provision for a net gain in vegetation onsite and/or within the relevant buffer zone. The use of green roofs and walls in these areas will be strongly supported along with other suitable measures to increase vegetative cover.



**4.3.27** Air pollution is a major threat to the health and wellbeing of people living in urban settings. In the UK it has been estimated that the mortality burden of long-term exposure to particulate matter (PM2.5) in 2008 was equivalent to nearly 29,000 premature deaths in those aged 30 or older. The Public Health Outcomes Framework data tool shows the fraction of mortality attributable to air pollution by local authority (range 2.7 – 8.3%, average for England 5.4%). It is likely that removing exposure to all PM2.5 would have a bigger impact on life expectancy in England and Wales than eliminating passive smoking or road traffic accidents. The economic cost from the impacts of air pollution in the UK is estimated at £9- 19 billion every year which is comparable to the economic cost of obesity (over £10 billion). In 2013, the International Agency for Research on Cancer has identified outdoor air pollution as causing lung cancer, without identifying the specific pollutants that are the carcinogenic component.

**4.3.28** Local authorities have a wide remit and their responsibilities touch on many aspects of our lives. To achieve their objectives, they need to draw on many different resources, some statutory, and some that rely on cooperation with others. Good air quality is one such objective, where many players can affect the outcome through actions taken in different places and sometimes over long periods of time as one development succeeds another.

**4.3.29** Determining one application in isolation may not achieve good air quality on its own. This is often achieved through many decisions made in different circumstances guided by a mosaic of policies that implemented together will create better air quality. Gloucester City Council currently has three Air Quality Management Areas (AQMA's) as identified by breaches of the average annual mean action levels. The M5 motorway also runs along the eastern edge of the city and creates impacts in terms of air and noise pollution.



## Mitigating impacts through planting

**4.3.30** There is evidence that increased urban vegetation can help to reduce the impacts of air pollution, but distinction should be made between reductions in concentrations of particulate matter and gaseous pollutants. In terms of gases, certain types of vegetation can remove small amounts of pollutants from urban air by deposition, but in terms of particulate matter, the planting of trees can redistribute particulates but not remove them. However reduced air temperature as a result of tree planting is believed to improve air quality because emissions of many pollutants and/or ozone-forming chemicals are temperature dependent –

<https://laqm.defra.gov.uk/laqm-faqs/faq105.html>

**4.3.31** In terms of trees, it is important to note that the level of effectiveness of any planting will depend on the season, the number of trees, the species, the siting, the canopy density and the prevailing wind direction in the particular street. NPPF Paragraph 186 states that in tackling air pollution green infrastructure provision and enhancement should be considered along with other initiatives.

**4.3.32** AQMAs have been targeted for action for obvious reasons but the policy also targets areas around the city's schools and hospitals. This is due to the fact that these areas generally have high levels of vehicular traffic combined with the congregation of large numbers of people who are particularly vulnerable to air pollution. Close proximity in the context of this policy means within 50 m of the site boundary identified in the buffer zones on the policies map.

## Policy C6: Cordon Sanitaire – Netheridge Sewage Treatment Works

Gloucester City Plan policy	Other Development Plan policy
<b>C6:</b> Cordon Sanitaire: Netheridge Sewage Treatment Works	<b>SD14:</b> Health and Environmental Quality Gloucestershire <b>Core Policy WCS11</b> – Safeguarding Sites for Waste Management – Waste Core Strategy 2012 – 2027:

Planning permission will be granted for development within the Cordon Sanitaire, as shown on the policies map, where it can be clearly demonstrated through a robust odour assessment that:

1. The users/occupants of the proposed development will not be adversely affected by odour nuisance; and
2. The introduction of the proposed use will not adversely affect the continued operation of the Netheridge Sewage Treatment Works.

**4.3.33** Severn Trent Water PLC (Severn Trent) is responsible for sewerage and sewage disposal. They operate Netheridge Sewage Treatment Works (NSTW) south of Hempsted, which is a strategic regional/subregional waste facility, processing permitted and non-permitted waste, for sewerage/sludge, domestic waste and trade waste. In order to prevent development that would be subject to odour nuisance and to prevent unreasonable constraints on the operation of NSTW, a Cordon Sanitaire is shown on the policies map. Development within the Cordon Sanitaire will not be permitted unless it can be shown that odour nuisance risk is negligible to future occupiers of that development.

**4.3.34** NSTW is identified in the Gloucestershire Waste Core Strategy 2012 under Core Policy WCS11 'Safeguarding Sites for Waste Management', which states:

'Existing and allocated sites for waste management use will normally be safeguarded by local planning authorities who must consult the Waste Planning Authority where there is likely to be incompatibility between land uses. Proposals that would adversely affect, or be affected by, waste management uses will not be permitted unless it can be satisfactorily demonstrated by the applicant that there would be no conflict. The Waste Planning Authority will oppose proposals for development that would prejudice the use of the site for waste management.'

**4.3.35** To support Policy C6, an assessment of odour nuisance arising from NSTW has been undertaken and has informed the boundary on the policies map. Severn Trent were engaged in the review process in order to understand currently and future

operations, including plans for any proposed future infrastructure improvements to accommodate additional waste and/or to reduce the impact of odour on the surrounding area.

**4.3.36** The Cordon Sanitaire is necessarily conservative as there is uncertainty as to how odorous emissions from NSTW might alter over the plan period –for example from the intensification of waste facilities at the site due to new development and/or from the closure of nearby facilities, or from a reduction in odour emissions from NSTW through the introduction of new technology.

**4.3.37** If development is proposed within the Cordon Sanitaire, whose occupants/users are likely to be sensitive to odours from NSTW, then applicants will be required to undertake appropriate assessments to show that odour nuisance would not occur, or the new use poses a risk to NSTW's operation.

**4.3.38** Without Policy C6, an increase in nuisance impacts on new development within the Cordon Sanitaire could unduly prejudice NSTW's operation, requiring it to pursue changes to its operation that would entail excessive cost; which would be contrary to Core Policy WCS11.

**4.3.39** Development proposed within the Cordon Sanitaire must be supported by an appropriate odour assessment in line with the Institute of Air Quality Management (IAQM) guidance. Planning applications for residential development and similarly sensitive uses must be supported by comprehensive and detailed odour dispersion modelling, and appropriate source monitoring and ground-based observations. It is strongly advised that the scope of any such odour assessment is agreed with the City Council in advance.

## Policy C7: Fall prevention from taller buildings

Gloucester City Plan policy	Other Development Plan policy
<b>C7:</b> Fall prevention from taller buildings	<b>SD4:</b> Design Requirements

**On buildings or structures above 12 metres in height, planning permission will be granted where mitigation measures have been taken to help prevent suicide and accidental falls.**

**Where mitigation measures are used, such as anti-climb methods, fences, barriers and rails, these will be well designed and integrated into the overall design of the building.**

**4.3.40** Suicide is a national and local health priority. In Gloucestershire suicide kills approximately 60-67 people a year. When compared to deaths from road traffic accidents, which were 29 in 2014, suicide is responsible for twice as many deaths. During a six-month period in 2019 Gloucestershire Constabulary dealt with 67 incidents of people attempting or threatening to attempt to jump from tall buildings across the city. Whilst not all suicides and attempted suicides can be prevented through mitigation measures in the urban environment, it is the Council's responsibility to do all that in can to keep people safe. In planning terms, a simple thing that can be done is to make sure that where there is public access to tall buildings, that these buildings are designed in a way that restricts the access or the possibility of jumping or falling from the upper floors. This accords with the government's objective to reduce access to the means of suicide.

**4.3.41** Retrofitting schemes can be expensive, cumbersome and poorly designed, as such it is considered appropriate to deal with this issue from the outset to ensure safe and well- designed buildings. It is known that falls from more than four storeys are more likely to result in life changing injuries or death. Falls can occur accidentally, through misadventure or suicide. The average floor to floor height for an office building is 3.9 meters per storey. Residential buildings tend to have floor to floor heights of about 3.1 meters. Therefore, where buildings or structures are proposed above 12 metres developers will be required to provide a statement within the Design and Access Statement outlining how they have considered this policy.

**4.3.42** The statement should outline what public access there will be to any roof, open element, or structure above 12 metres and what measures will be integrated into the design of the building to reduce the opportunities for suicide and falls. This could be as simple as ensuring that there is no public access to roof top spaces or designing out open sides above 12 metres on a car park for example. Where public access to an open roof top or element is possible, over 12 metres, suitable well-designed suicide prevention measures will be required to be incorporated into the design of the building. These will be subtle and cohesive to the architectural design.

**4.3.43** Further guidance can be found in 'Preventing suicides in public places; A practice resource' published by Public Health England.



## Policy C8: Changing Places Toilets

Gloucester City Plan policy	Other Development Plan policy
<b>C8: Changing Places Toilets</b>	<b>SD4: Design Requirements</b>

**Where possible, major non-residential developments and minor developments for community, cultural, leisure, sport and civic uses where a new or refurbished public toilet or changing facility is proposed, shall include a fully accessible and equipped toilet.**

**4.3.44** The NPPF requires local planning authorities to put in place policies that create places that are safe, inclusive and accessible, with a high standard of amenity for existing and future users.

**4.3.45** People with profound and multiple learning disabilities, as well as other disabilities that limit mobility, cannot often use standard accessible toilets. People may be limited in their own mobility and require equipment to help them, or the space to have support from one or more carers. Standard accessible toilets (or “disabled toilets”) do not allow for both right- hand and left-hand side transfers, provide changing benches or hoists and most are too small to accommodate more than one person. Without fully accessible and equipped toilets, the user is put at risk, and carers are forced to risk their own health and safety by changing their loved one on a toilet floor. This is potentially dangerous, unhygienic and undignified. Everyone has a right to live in the community, to move around within it and access all its facilities. For some people the lack of a fully accessible toilet is denying them this right.

**4.3.46** At present, none of the public toilets in the city are fully accessible, although a ‘Changing Places’ toilet is proposed within the refurbishment of Kings Walk Shopping Centre. The City Council will actively encourage developers to provide enhanced accessible toilets within schemes. This is considered especially important for those uses that are accessed by the public. This will help to improve the accessibility of the city and its enjoyment for some of our residents and visitors. The Council endorsed the use of “Changing Places: the practical guide” which can be found at [http://www.changing-places.org/install\\_a\\_toilet.aspx](http://www.changing-places.org/install_a_toilet.aspx).

**4.3.47** A fully accessible and equipped toilet includes space for two carers to change an adult with all of the necessary equipment required to do this with ease and in comfort.



# 4

## DEVELOPMENT MANAGEMENT POLICIES HISTORIC ENVIRONMENT

### Introduction and context

- 4.4.1** Gloucester has a unique and rich heritage formed by historic buildings, street patterns, archaeological remains, landscape and other physical remnants of its past. A city of intense urban activity for nearly two thousand years, it has a special legacy of nationally significant heritage from all historic periods. Gloucester's heritage is a central component in the identity of the city. It defines much of what is locally distinctive about the city and that impacts on how the city's residents and visitors feel, use and perceive the city. This has wide reaching implications on the image of the city, the economy, tourism, legibility and the health and wellbeing of the city's residents.
- 4.4.2** The historic environment, consisting of archaeological remains, historic buildings, townscapes and landscapes, including locally significant assets and their settings in addition to designated and statutorily protected features, will be valued, protected, preserved, enhanced and managed for its contribution to character, local distinctiveness and sustainability. New development should seek to safeguard, and where possible enhance, heritage assets and their settings. Development will be required to respect and respond positively to designated heritage assets and their settings, avoiding loss or harm to their significance. Proposals that involve securing a viable future use or improvement to an asset on the Heritage at Risk register will be supported.

### Gloucester Heritage Strategy

- 4.4.3** The City Council has recently adopted a new Heritage Strategy (HS) for the city. It sets out that Gloucester's historic environment, is a powerful resource for economic development, regeneration, supporting business and enterprise, competitiveness, tourism, and attracting people to live, work, visit and invest. It also provides volunteer opportunities and helps foster local identity and pride.
- 4.4.4** The overall aim of the HS is 'To achieve effective and sustainable conservation, regeneration and management of Gloucester's heritage, so as to fully realise its economic, community and cultural potential.' It sets out projects and opportunities to deliver, enable, engage and support conservation and recreation of heritage.
- 4.4.5** The HS was delivered through the Great Place scheme, funded by the Heritage Fund and Arts Council England. The Great Place scheme places a strategic focus on enhancing Gloucester's heritage for all and embeds a culture of developing an holistic approach to the regeneration of the city centre through the development of a heritage strategy which will in turn aid proactive working with developers, members, stakeholders and partners, whether professional or residents of the City over the next ten years and beyond.



## High Street Heritage Action Zone – Cathedral Quarter

- 4.4.6 Heritage is a key component in the effective delivery of sustainable growth. It contributes to the creation of a competitive City Centre, support for the diverse needs of local communities, and the creation and maintenance of a high quality and sustainable environment. The historic environment is an integral part of the wider regeneration, economic development, tourism and cultural aspirations of the City of Gloucester.
- 4.4.7 A background document has been created which informs the Gloucester Heritage Strategy 2019-29 titled “Gloucester Heritage Strategy Background Document – Evidence, Analysis, Engagement”. It comprises an evidence base and summary of stakeholder engagement and provides the foundation on which the strategy has been formulated. In addition to being the evidence base for the heritage strategy, it provides evidence for the Gloucester City Local Plan and includes evidence and analysis of Gloucester’s heritage resources, including the nature of the resource, economic value and key issues. Analysis of key projects and development involving or affecting Gloucester’s heritage, with a particular focus on design quality and economic impact. An overview of other local plans and strategies relevant to heritage. A summary of the outcomes of stakeholder and community engagement. Details of local stakeholders from across the sectors and a section on possible funding sources.
- 4.4.8 The Heritage Strategy has been written as a collaboration between local and national heritage organisations, including the City Council, Gloucester Civic Trust, Gloucester Historic Buildings Trust, Gloucester Heritage Forum and Historic England. The delivery of the key actions will require collaboration and close working between those partners to draw upon each other’s strengths and to attract the necessary resources to maximise the 10-year vision the strategy puts forward.

- 4.4.9 The City Council has also been successful in achieving High Street Heritage Action Zone (HSHAZ) status for the Cathedral Quarter, located around Westgate Street. Westgate is one of the oldest and best-preserved areas of Gloucester and the main commercial route linking the cathedral to the rest of the city. One of four original Roman routes, Westgate links the spectacular medieval cathedral to the rest of the city. Its array of stunning historic buildings includes the 15th century timber-framed Fleece Inn and Antiques centre, both of which are on Historic England’s Heritage at Risk register. Despite its strong historic character, proximity to the cathedral and good location, Westgate Street is underperforming. Westgate’s retail environment has changed dramatically in recent years. It once had a strong mix of independent businesses whose owners embraced the street’s historic buildings, but many have moved on and prospective new owners feel the properties are expensive to run and difficult to convert. The street scene is tired, with poor paving, inconsistent signage, and general clutter. Many retail units stand vacant. Locals perceive the area in a negative light and of the thousands of visitors to the cathedral, few are attracted into Westgate Street.
- 4.4.10 The Heritage Action Zone will capitalise on Westgate’s untapped potential and boost the number of people living, working and taking pride in the area. The award of up to £1.9m to Gloucester City Council will invest in Westgate Street’s beautiful historic buildings, repairing buildings and historic shopfronts and converting vacant upper floors for new uses. There will be advice and support for businesses in historic properties, and the streetscape will be improved with new signage and branding. The area will be vibrant with cultural activities, from community archaeology to performing arts, and will become known for its attractive evening and night-time offer. The Heritage Action Zone will help Westgate thrive again by bringing a modern business approach to an outstanding historic environment.



- 4.4.11** The JCS and GCP have a strong role in delivering the aims and objectives of the HS and Cathedral Quarter HZAZ. The policies that follow in this section quite obviously have a direct link in that they seek to conserve and enhance the historic environment. However, the HS is a golden thread that has informed and will be delivered by different policies, including for example Policy A1, which supports the reuse of vacant floors above commercial units to support the reuse of historic buildings and repopulation of the city centre. There are also important implications for some of the site allocations, particularly SA08 King’s Quarter, SA10 Former Fleece Hotel & Longsmith Street Car Park and SA21 Park of West Quay, The Docks.

**4.4.12** Given the importance of heritage and the benefits it can bring to the economy, the following policies meet several of the of the GCP key principles. Of note is (3) in relation to heritage and regeneration, (4) in building on existing strengths to create a diverse and innovative cultural, tourism, arts and sporting offer and (9) which seeks protect and enhance environmental assets.
- 4.4.13** A Townscape Character Assessment (TCA) has been undertaken for every part of the City. The TCA identifies the morphology of Gloucester identifying form and origins, building types, past and present uses, trees and greenspaces, grain, density and plot coverage, and architectural qualities including periods, detailing and materials and colour palettes for each character area. The TCA can be used to inform an understanding of character and local distinctiveness.

**4.4.14** The Public Realm Strategy SPD provides further guidance relating to the high-quality design of streets, squares, parks, green spaces and other outdoor spaces required in the historic core of the City.

**4.4.15** This policy should be read in conjunction with section SD8 ‘Historic Environment’ of the JCS.

Policy D1: Historic environment

Gloucester City Plan policy	Other Development Plan policy
D1: Historic environment	SD8: Historic Environment

Development proposals must conserve the character, appearance and significance of designated and non designated heritage assets and their settings. Proposals should demonstrate:

1. The protection and enhancement of existing heritage assets and their settings in proportion with the significance of the asset; and
2. The conservation of features that contribute to the significance of a heritage asset, including structures forming part of the curtilage; and
3. The proposed use of the heritage asset is compatible with sustaining or enhancing its significance; and
4. The proposal conserves and enhances the character, appearance and architectural quality of the area and wider setting in terms of siting, scale, form, proportion, design and materials; and
5. The use of high quality and locally distinctive materials following traditional building methods and detailing, where appropriate; and
6. Retains important views into or out of the Conservation Area.

Great weight will be applied to the conservation of designated heritage assets irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Any harm will require clear and convincing justification.

Development involving substantial harm to, or the loss of designated heritage assets will only be granted in very exceptional circumstances. The condition of an historic building resulting from deliberate damage and neglect will not be considered in any decision.

The historic core of the city contains extensive archaeological remains of the highest significance. Sites of similar importance are found in more localised areas throughout the wider city. Great weight will be given to the preservation of any such remains, whether designated or undesignated.

**4.4.16** This policy sets out a clear and positive strategy for the conservation, enjoyment and enhancement of Gloucester's historic environment and should be considered in conjunction with guidance provided in the National Planning Policy Framework (NPPF), the adopted JCS Policy SD8 Historic Environment and Gloucester Heritage Strategy 2019-2029 (2019). Development will be required to respect and respond positively to heritage assets and their settings, avoiding loss or harm to their significance. The NPPF defines significance as 'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.' It further defines designated heritage assets as 'A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation' (Annex 2: Glossary).

**4.4.17** The historic environment consists of archaeological remains, historic buildings, townscapes and landscapes these add value to heritage-led regeneration, improving health and well-being and attract economic investment and tourism. They are also a source of significant local pride, contributing to local identity, acting as a valuable cultural and educational resource by improving our understanding and appreciation of Gloucester's past. Heritage is a key component in the effective delivery of sustainable growth. It contributes to the creation of a competitive city centre, supports the diverse needs of local communities, and a high quality and sustainable environment. The City Council's adopted Heritage Strategy (2019 – 2029) highlights a range of evidence / information on the city's designated assets, and identifies opportunities for heritage to support wider regeneration, economic development, tourism and cultural aspirations. It will further be used to inform conservation and enhancement measures, public engagement and interpretation. The strategy and background document are available to download from the City Council's website.

**4.4.18** In addition to this, the historic environment is a finite and non-renewable resource and its protection is therefore an essential element in ensuring a sustainable future. The reuse of historic buildings can contribute to sustainability through retaining rather than wasting embodied energy and avoiding use of energy and materials for new build. Where demolition is required that includes, or is adjacent to, a built heritage asset, the City Council will require the consolidation of that asset prior to demolition proceeding.





**4.4.19** Equally the preservation of archaeological remains, especially those of the highest significance, is an objective of the NPPF. Preserving archaeological remains in-situ, rather excavating them is also more economically viable and represents a more sustainable approach for the city (Preserving Archaeological Remains Decision-taking for Sites under Development, Historic England 2016).

## Describing the significance of heritage assets

**4.4.20** Where planning applications are submitted for sites with archaeological interest:

- Applicants should seek early discussion with the City Council Archaeologist prior to the submission of an application in order to establish the likely level and scope of supporting information required.
- In the first instance applications on sites of archaeological interest may be required to provide an archaeological desk-based assessment. This assessment should be:
  - Informed by a search of the Gloucestershire Historic Environment Record;
  - Produced in accordance with a brief from the City Archaeologist; and
  - Where possible, assess the impact of the proposed development on archaeological remains.

- Following receipt of the desk-based assessment the City Council Archaeologist may judge that archaeological evaluation is required in order to understand the potential impact of the development proposals on the significance of any archaeological remains. Any evaluation will be:
  - Outlined in a brief produced by the City Council Archaeologist;
  - Undertaken in accordance with a Written Scheme of Investigation (approved by the City Council Archaeologist); and
  - Outlined in a report to be submitted in support of the planning application.

Where applications are likely to affect a built heritage asset, conservation area or its setting:

- Applications should be supported by a description of the asset's historic, architectural and archaeological significance with an appropriate level of detail relating to the likely impact of the proposal on that interest. A site analysis identifying the qualities which contribute to local character, including development patterns, history, its landscape and views, and how these can contribute to the quality and sustainability of the proposed development should also be provided. As assessment of the character of the local area with reference to the adopted conservation area appraisal and management recommendations should also be included where necessary. This may include:

- Built heritage assessment;
- Assessment of significance;
- Character appraisal and photomontages; and
- Setting assessment; and an impact assessment.

**4.4.21** Applicants should seek early discussions with officers prior to the submission of an application to establish the scope and nature of the supporting information required.



## Policy D2: Non-designated heritage assets

Gloucester City Plan policy	Other Development Plan policy
D2: Non-designated heritage assets	SD8: Historic Environment

Development affecting a non designated heritage asset, or its setting, should protect and where appropriate enhance its significance. Where harm is likely to occur, the scale of the impact and the significance of the heritage asset will be considered. Development proposals should:

1. Be of high quality and designed sympathetically to preserve the historic, architectural and archaeological interest.
2. Respect the surrounding landscape and its setting.
3. Seek to enhance the character of the non designated heritage asset.

Proposals for demolition or total loss of non designated heritage assets will be subject to a balanced assessment taking into account the significance of the asset, the scale of harm or loss, and that all reasonable steps have been taken to retain the asset, including an assessment of alternative uses.

**4.4.22** A building or monument which is identified as being of national importance for its 'special architectural or historic interest' are known as statutory Listed Buildings or scheduled monuments and are given special protection by law. There are, however, many heritage assets (for example buildings, structures, monuments, landscapes and spaces) which, while not satisfying the national criteria, have strong local interest or appearance and contribute significantly to the distinctive character of Gloucester's Historic Environment. These are identified as non-designated heritage assets. All archaeological remains should be considered as non-designated heritage assets.

**4.4.23** Gloucester City Council is in the process of creating a Local List of non-designated heritage assets, using a criteria for the identification of undesigned heritage assets.

**4.4.24** Non-designated heritage assets will continue to be identified as part of the planning application process, Gloucestershire Historic Environment Record and the Gloucester Townscape Character Appraisal (2019), will be given appropriate consideration and may be added to the Local List.

## Policy D3: Recording and advancing understanding of heritage assets

Gloucester City Plan policy	Other Development Plan policy
D3: Recording and advancing understanding of heritage assets	SD8: Historic Environment

Where development reveals, alters or damages a heritage asset, the City Council will require developers to record and advance the understanding of the significance of that asset prior to, and/or during development. The method used will be dependent on the nature of the impact and upon the significance of the asset. The developer will be responsible for the dissemination of any record created.

- 4.4.25 The heritage of the city belongs to everyone who lives, works or visits Gloucester. As custodians of the historic environment it is important to ensure that an accurate record of Gloucester’s Heritage is documented and maintained through the Gloucestershire Historic Environment record, and that this information is made public and can be freely used by the City Council and its residents.
- 4.4.26 Mitigation will be undertaken in accordance with a ‘Written Scheme of Investigation’ approved by the City Council. Mitigation may include (but is not restricted to):
- Historic building recording;
  - Archaeological watching brief;
  - Archaeological evaluation;
  - Archaeological excavation; and
  - Preservation in situ by design.

- 4.4.27 All new information gathered from investigations and mitigation will be appropriately disseminated and any archive material deposited with the Museum of Gloucester or other appropriate repository. Opportunities will be sought for community engagement, education and outreach activities to be integrated into any mitigation works. Dissemination may include (but is not restricted to):
- Public engagement and outreach;
  - Interpretation and public art;
  - Submitting of reports to the Historic Environment Record;
  - Publication of results in appropriate journals; and
  - Deposition of archives in appropriate repositories.

Policy D4: Views of the Cathedral and historic places of worship

Gloucester City Plan policy	Other Development Plan policy
D4: Views of the Cathedral and historic places of worship	SD8: Historic Environment

Development proposals should not harm any key views of the Cathedral and other historic places of worship.

- 4.4.28 Views of key historic landmark buildings act as way finders and improve the legibility of the city. They also contribute to the city’s identity and sense of place. They make Gloucester unique and are a special distinctive part of the skyline. Further guidance is available in the City Council’s ‘Heights of Buildings’ Supplementary Planning Document or any future iteration.





# 4

## DEVELOPMENT MANAGEMENT POLICIES NATURAL ENVIRONMENT

### Introduction and context

**4.5.1** The protection of the natural environment and the fight against climate change has never been higher up the political agenda. In January 2018 the Government published an ambitious '25-year plan to improve the environment' which set several challenging targets. In May 2019, the UK parliament declared a climate and ecological emergency. In June 2019 the Government announced that it was committing the UK to net zero greenhouse gas emissions by 2050, the first country in the world to do this. At the strategic level, the JCS includes policies SD6 'Landscape', SD9 'Biodiversity and Geodiversity', INF2 'Flood Risk Management' and INF3 'Green Infrastructure'.

**4.5.2** At a local level the Gloucester City Plan (GCP) seeks to make a difference. The policies in this chapter specifically reflect Key Principles 1, 9 and 11. In July 2019, the City Council declared a climate emergency, committing to make the city carbon neutral by 2050 and the Council's activities by 2030. All the policies aim, directly or indirectly, to address climate change. With effective implementation on the ground, these policies will make a difference locally even if the results seem small when weighed against the global climate change scenario. There is a push to protect our most valued natural environments and species and to green our urban neighbourhoods with more trees and more green roofs/walls. In doing this we cool the city, create more attractive places, encourage wildlife and tackle air pollution and associated health problems. The plan seeks better quality green/blue infrastructure in Gloucester and areas where nature can recover and thrive.

**4.5.3** Part of the area covered by the Gloucester City Plan lies within the South West Marine Plan area. Decisions on any development likely to affect this area should take the South West Marine Plan, and the Marine Policy Statement, into account in accordance with s58 of the Marine and Coastal Access Act. The Marine Management Organisation (MMO) should be consulted as appropriate. Also see the requirement in the supporting text for Policy E5 'Renewable energy potential of the River Severn and canal'.

**4.5.4** The NPPF strongly promotes the concept of 'biodiversity net gain' through development. This is specifically reflected in Policy E2 and several other policies in the plan.

**4.5.5** Gloucester is at risk of serious flooding and this situation will be exacerbated as the climate changes. Policy E6 is detailed and robust and has been written on the basis of collaboration and the latest advice from the Environment Agency and Severn Trent Water.





## Policy E1: Biodiversity and geodiversity

Gloucester City Plan policy	Other Development Plan policy
E1: Biodiversity and geodiversity	SD9: Biodiversity and Geodiversity

Development proposals must demonstrate the conservation of biodiversity, in addition to providing net gains appropriate to the ecological network. Potential adverse impacts on natural environment assets including the connectivity of the ecological network, must be avoided or satisfactorily mitigated.

In exceptional circumstances, where an impact cannot be avoided or mitigated on site, compensatory measures, including the use of biodiversity offsets will be considered as a means to provide an overall net gain.

### 1. Internationally designated sites:

Development proposals will only be permitted in localities that could have an impact upon designated Special Protection Areas (SPAs), Special Areas of Conservation (SAC) and Ramsar Sites, where it can be demonstrated that:

- a) There will be no significant effect, alone or in combination, considering the site's conservation objectives;
- or
- b) Any adverse effect on the site's integrity can be mitigated.

Where an adverse effect (or effects) on integrity cannot be mitigated, further tests will apply in order to decide whether permission can be granted.\*

### 2. Nationally designated sites:

Development proposals will only be permitted in localities that could have an impact upon designated Sites of Special Scientific Interest (SSSI), where it can be demonstrated that:

- a) There will be no conflict with the conservation, management and enhancement of a designation; and
- b) Any potentially harmful aspects of development can be satisfactorily mitigated; and
- c) There would be no wider indirect and/or cumulative impact on the national network of SSSIs; or where the benefits of development clearly outweigh the potential adverse impacts upon the key features of any designation.

### 3. Locally designated sites:

Development proposals on local sites that include Local Nature Reserves (LNR), Gloucestershire Local Wildlife Sites (LWS) and Regionally Important Geological Sites (RIGS) and in localities that could have an impact upon such designations will be permitted where it can be demonstrated that:

- a) The development would not have an adverse impact on the registered interest features or criteria for which the site was listed; or
- b) The importance of the development significantly and demonstrably outweighs the harm and the harm can be mitigated through appropriate measures and a net gain in biodiversity is secured.

Development proposals that could adversely affect legally protected species will only be permitted where it can be demonstrated that suitable safeguarding measures will be provided.



**4.5.6** Gloucester is a growing and regenerating city, but this need not be at the expense of protected and valued geodiversity and biodiversity. Open natural areas in and around the city, even those that are seemingly small or obscure, play an important role in supporting wildlife of many varieties and form part of a wider ecological network. Enhancing biodiversity can also lead to significant reductions in various forms of pollution and positive impacts for health and wellbeing.

**4.5.7** In accordance with the NPPF, the City Council seeks to protect and enhance the ecological network, improving the biodiversity of sites by achieving net biodiversity gains from development. Developers should demonstrably follow the mitigation hierarchy, which should be designed to maintain and, where possible, improve the connectivity of the network.

**4.5.8** The NPPF states that local wildlife-rich habitats and wider ecological networks should be mapped and taken account of through the planning process. The Local Nature Partnership (LNP) are in the process of mapping the ecological network for Gloucestershire; identifying existing habitat, restoration opportunities (in terms of ecological opportunities), key existing connectivity and the strategic locations for increasing connectivity.

**4.5.9** If the City Council considers that no on site mitigation is practical or possible, measures should be implemented as 'biodiversity offsetting' in the nearest Green Infrastructure (GI) project as set out in the JCS Green Infrastructure Strategy, or if this isn't possible, in Gloucester's designated Nature Recovery Area (NRA) as detailed at Policy E2 of the GCP.

**4.5.10** For the avoidance of doubt, please note that 'Local Wildlife Sites' were previously known as 'Key Wildlife Sites'.

**4.5.11** The River Severn, Severn Estuary and tributaries provide a route for migratory fish forming part of the reasons for the Severn Estuary's designation as a Special Area of Conservation and Ramsar Site. The Severn Rivers Trust has been established to promote projects to improve fish passage along the Severn and to develop greater use of the rivers Severn and Teme by locals and visitors. Development that may have direct and indirect impacts on watercourses used by the SAC and Ramsar species will be subject to a Habitats Regulations Assessment (HRA).

**4.5.12** Similarly, areas of land within the city such as Alney Island Nature Reserve provide refuge land for bird species designated as part of the Severn Estuary Special Protection Area (SPA). Development that may have direct or indirect impacts on such 'functionally linked land' used by SPA bird species will be subject to a Habitats Regulations Assessment (HRA).

\* Habitats Regulations Assessment. Conservation of Habitats & Species Regulations 2017 (As amended) – Paragraph 63 & 64. See also adopted JCS Policy SD9 and Policy E6 of this Plan.

## Policy E2: Nature Recovery Area

Gloucester City Plan policy	Other Development Plan policy
E2: Nature Recovery Area	SD9: Biodiversity and Geodiversity

The Severn Vale Nature Recovery Area (NRA) as shown on the policies map has been identified as an area for biodiversity offsetting as part of achieving biodiversity net gain when proposals cannot deliver enhancements on site or at priority Green Infrastructure projects.

Development proposals within the NRA, or in an area ecologically related to it, should identify the biodiversity constraints and opportunities. Applicants should show how the proposal will help to achieve net gain for biodiversity in keeping with identified species and habitat priorities.

**4.5.13** The Severn Vale Nature Recovery Area (NRA) lies to the west of Gloucester in the floodplain of the River Severn. The NRA (within Gloucester City) is just a small part of a much larger strategically important ecological network. Improvements and enhancements in the NRA will be part of a long-term strategy whereby the City Council, working with a range of stakeholders, will work to realize the potential of a Regional park or similar for the Severn Vale.

**4.5.14** Target species currently identified for the Severn Vale NRA are: Brown Hare, Otter, Water Vole, Reed Bunting, Farmland Birds, Curlew, Herring gull, True Fox Sedge, Bullfinch, Bewick Swan, all bat species, Great Crested Newt, Lesser Spotted Woodpecker, House Sparrow, Starling, Noble Chafer, Mistletoe Marble Moth and the Harvest Mouse. The priorities may be subject to change.

**4.5.15** Target habitats for the Severn Vale NRA are:

- Lowland Meadows - management, restoration and creation
- Coastal and Floodplain Grazing Marsh – management, restoration and creation
- Traditional Orchards - management, restoration and creation
- Ponds – management, restoration and creation (particularly of pond complexes)
- Wet Woodland – management and creation
- Hedgerows – management and restoration
- Arable Field Margins – management and creation
- Reed bed – creation
- Coastal Saltmarsh and Intertidal Mudflats – creation
- Lowland Mixed Deciduous Woodland – management and restoration

**4.5.16** This list is not exclusive, and priorities may be subject to change due to the ongoing renewal of evidence and will be determined in partnership with the LNP or future equivalent body.





## Policy E3: Green/Blue Infrastructure

Gloucester City Plan policy	Other Development Plan policy
E3: Green / blue infrastructure	INF3: Green Infrastructure

**Development must contribute towards the provision, protection and enhancement of Gloucester's Green/Blue Infrastructure Network. Contributions should be appropriate and commensurate to the proposal. Major development proposals will be designed in accordance with recognised standards.**

**4.5.17** JCS Policy INF3 and the associated JCS Green Infrastructure Strategy (GIS) seek to connect the urban areas of Gloucester with the high-quality green/blue infrastructure assets of the Cotswold's AONB and the Severn Vale. Green/blue infrastructure and their associated corridors and links are a vital component of maintaining and enhancing health and wellbeing. They also have functions regarding biodiversity, connecting the ecological network, surface water management, climate change adaption and amenity value. Importantly, local green/blue infrastructure also contributes to mitigating recreational impacts on European designated sites, including Cotswold Beechwoods.

**4.5.18** Waterside areas, or areas along known flood routes, can act as Green Infrastructure, being used for recreation, amenity and environmental purposes, allowing the preservation of flow routes and flood storage, and at the same time providing valuable social and environmental benefits contributing to other sustainability objectives.

**4.5.19** Development should contribute towards this objective, and to the broader network of green/blue corridors and assets across the city using SuDS, open space, green roofs and walls and tree planting. It is important that blue infrastructure such as rivers, streams, canals, lakes, ponds, wetlands and floodplains are fully considered as important assets.

**4.5.20** Development has the potential to block corridors resulting in the isolation of habitats from the ecological network which is a concern in an urban area such as Gloucester. The rivers, brooks, disused railway corridors, footpaths and open spaces form important corridors linking communities within the city and habitats to the wider countryside. These vital corridors need to be protected and where possible enhanced for their biodiversity value and as pedestrian/cycle routes through the city.

**4.5.21** For major developments, the Council will expect developers to design schemes in accordance with recognised standards, for example Building with Nature or the National Design Guide. Compliance should be demonstrated through the Design and Access Statement and/or a site-based green infrastructure strategy.

**4.5.22** 'Building with Nature' was developed by the Gloucestershire Wildlife Trust in partnership with the University of the West of England and MHCLG. It promotes a new benchmark for the design and maintenance of green infrastructure in housing and commercial development. Further information on Building with Nature is available at [buildingwithnature.org.uk](http://buildingwithnature.org.uk)

## Policy E4: Flooding, sustainable drainage and wastewater

Gloucester City Plan policy	Other Development Plan policy
<b>E4:</b> Flooding, sustainable drainage and wastewater	<b>INF2:</b> Flood Risk Management

Development shall be safe from flooding and shall not lead to an increase in flood risk elsewhere. In accordance with the National Planning Policy Framework, opportunities provided by new development should be used to reduce the causes and impacts of flooding in the area and beyond, through the layout and form of development, the appropriate application of sustainable drainage systems and, where appropriate through the use of natural flood management techniques.

Planning permission will not be granted for any development in the functional flood plain (Flood Zone 3b) except for development with ‘water compatible’ and ‘essential infrastructure’ flood risk vulnerability development classifications. The sequential test (flood risk) and exception test will be evaluated in line with government planning guidance.

All development will be expected to incorporate Sustainable Drainage Systems (SuDS) to reduce surface water discharge rates and address water quality, unless it can be shown, to the satisfaction of the City Council, that this is not feasible.

The most up to date Environment Agency and Local Lead Flood Authority climate change guidance shall be used in the evaluation of fluvial flood risk and for the design of drainage / SuDS.

Development proposals shall facilitate watercourse restoration, exploiting opportunities to open culverts, naturalise river channels, and protect and improve the floodplain, buffer strips and adjacent terrestrial habitats and water quality, as well as the heritage value. Development proposals to impound and narrow waterways will be refused.

An 8 metre riparian buffer strip, measured from the top of bank to each side of the watercourse or the outside edge of any culverted watercourses where is necessary for the culvert to remain in situ, shall be kept free of development. As well as for flood risk reasons, this is to facilitate maintenance access and to act as a green corridor for ecological benefit.

Applicants shall demonstrate that all surface water discharge points have been selected in accordance with the principles laid out in within the SuDS/drainage hierarchy. That is, where possible, connections to the public sewerage systems, and in particular the combined sewer network, are to be avoided. Wherever possible, foul drainage from development shall connect to the mains public sewer.

Where necessary, financial contributions towards flood risk management infrastructure will be sought through the development process.

- 4.5.23** Proposals for new development must be in accordance with: the NPPF; Planning Policy Guidance; JCS Policy INF2; Gloucester’s Strategic Flood Risk Assessment Level 1 and Level 2; Gloucestershire County Council’s SuDS Design and Maintenance Guide; Gloucester City Council’s Sustainable Drainage Design and Adoption Guide, or any future iterations.



## Flooding

**4.5.24** Gloucester has been identified as a 'Flood Risk Area' by the Environment Agency following a preliminary flood risk assessment for river, sea and reservoir flooding, carried out to meet the requirements of the European Floods Directive (2007/60/EC) (transposed into the Flood Risk Regulations (2009)). Flood Risk Areas are where the risk of flooding is likely to be significant at a national scale for people, the economy or the environment (including cultural heritage). As such, it is particularly important that Gloucester has robust policy with respect to flooding, sustainable drainage, watercourses and wastewater. All of Gloucester's watercourses are considered to lack capacity during design rainfall events; any increase in surface water discharge from development sites therefore represents an increase in flood risk. Flood risk should be considered at an early stage in deciding the layout and design of a site to provide an opportunity to reduce flood risk within the development.

**4.5.25** Proposals should have specific regard to the design principles outlined in the National Planning Practice Guidance, including a sequential approach to site layout, ensuring safe access is available for the lifetime of the development (i.e. incorporating climate change) and that it is supported by suitable flood warning and evacuation plans.

## Sequential Test & Exception Test

**4.5.26** The area of search for the flood risk sequential test shall generally be the whole of the Gloucester City – unless it can be demonstrated that there is a specific need in a specific location. The City Council's aspiration to redevelop a redundant brownfield site may be considered in the evaluation of the sequential test.

**4.5.27** Sleeping accommodation shall not be permitted where the floor level is below the design flood level. For the purposes of the exception test, the design flood level is that with a return period of 1% (100 year probability) with the appropriate allowance for climate change.



## Sustainable Drainage Systems (SuDS)

**4.5.28** Gloucester City Council actively seeks blue-green infrastructure through the development process, to mitigate against flood risk, by building with nature.

**4.5.29** All development proposals will be required to manage surface water through SuDS and reduce the existing discharge rate on previously developed sites. For brownfield sites, the post-development discharge rate shall be as close to the greenfield rate as possible and, as a minimum, at least 40% lower than the pre-development discharge rate. The 40% reduction is used across all districts in Gloucestershire and is cited in the Lead Local Flood Authority (LLFA) 'SuDS Design & Maintenance Guide'. This figure reflects a consensus view amongst district drainage officers, and the consultant engaged to write the SuDS guide, about what is 'reasonably practicable'. Additionally, the LLFA and districts have been successfully applying this standard to development since November 2015, thus demonstrating that it is a viable requirement. For greenfield sites, in the absence of long-term storage, flows shall be attenuated to QBar (mean annual flood). Where parts of a brownfield site do not have an existing on-site positive drainage system, these areas shall be treated as greenfield for the purposes of the surface water discharge rate calculations.

**4.5.30** Above ground SuDS (for example attenuation basins and swales), offer significant benefits over below ground systems, including water quality, biodiversity and amenity, and shall be incorporated where practicable. Larger developments will be expected to incorporate SuDS for source control (for example water butts and green roofs) and conveyance (for example swales), as well as for attenuation.

**4.5.31** The design of SuDS shall be considered at the earliest possible stage. If an adequate level of SuDS cannot be provided on site, there will be a requirement for a contribution to off-site measures.



**4.5.32** None of Gloucester's watercourses, currently assessed under the Water Framework Directive, have reached the targeted 'good' status. In order to achieve 'good' status by the target date of 2027, surface water discharge from developments must address water quality issues. The preferred option for addressing water quality is through the installation of SuDS, but where this is not practicable, demonstrably effective proprietary devices may be used.

Development should address the water quality guidelines set out in the most up to date version of the CIRIA SuDS Manual (C753).

## Upstream Natural Flood Management

**4.5.33** Upstream Natural Flood Management (NFM) may be appropriate in some circumstances as this can achieve the complementary benefits of effective flood risk management and habitat creation. Watercourses in greenspaces, the rural/urban fringe and in appropriate designated areas should be considered.

## Climate Change

**4.5.34** In calculating the attenuation volume requirements, the uplift on rainfall to allow for climate change shall be 40%, unless it can be demonstrated that the site is likely to revert to greenfield prior to 2070. It is expected that the Environment Agency climate change guidance will be updated in 2019/20 to incorporate the UK Climate Projections 2018 data (UKCP18). This is likely to increase the 40% requirement, and developments will be expected to adhere to the latest guidance, including any future upgrades to climate change guidance during the plan period.

**4.5.35** For calculating the climate change uplift for both tidal and fluvial flows (i.e. to determine the design flood level for the appropriate lifetime of a development which influences its design/layout of the development including floor levels, flow routes, floodplain compensation and safe access and egress arrangements), developers should refer to the latest Environment Agency climate change guidance. Developers are encouraged to assess the Upper End allowances (currently 70% for the Severn River Basin District based on 100 years lifetime of development). Major regeneration projects and infrastructure development are expected to incorporate this level as part of any mitigation measures.

## Watercourses & culverts

**4.5.36** Gloucester's waterways and watercourses are multifunctional assets. They provide transport and recreation corridors, green infrastructure, a series of diverse and important habitats, a unique backdrop for important heritage sites, landscapes, views, a backdrop for cultural and community activities, as well as drainage, flood and water management, and urban cooling functions.

**4.5.37** Gloucester City Council supports the Environment Agency in terms of culvert improvement; culverts shall be improved in accordance with the following hierarchy of betterment options; (1) open the culvert (2) replace the culvert (3) leave the culvert in open space for future to open up. All the above options need to incorporate 8 metre buffer strips to allow for access. Each option will still require riparian owners to undertake their responsibilities with regards to maintenance and upkeep of the culvert. It will need to be demonstrated that options higher up the hierarchy are not practicable for them to be discounted. Applicants should contact the Environment Agency and the Lead Local Flood Authority at the earliest opportunity to understand the constraints and opportunities of culverted watercourses for their proposals and because Land Drainage Consent may be required.

**4.5.38** Development proposals shall not remove or interrupt the continuity of existing natural or manmade drainage features, unless agreed with the City Council. Where watercourses or dry ditches are present within a development site, these should be retained and, where possible, enhanced. Enhancement measures could include removing redundant structures, improving fish passage and restoring watercourses to more natural alignments by improving hydromorphology. All measures can contribute to achieving 'good' status as required under the Water Framework Directive. Access to drainage features for maintenance should be retained and ownership of land clearly defined as part of the site maintenance plan. The removal of natural drainage features may result in an increased need to connect to the public sewerage network, and therefore be contrary to the SuDS / drainage hierarchy.



# Financial contributions towards flood risk management infrastructure

**4.5.42** For all developments in areas with known flooding issues, appropriate mitigation and construction methods will be required including, where appropriate, contributions towards maintenance of existing defenses that benefit the site, development or maintenance of existing flood warning services, developments of future flood alleviation projects and/or provision of upstream rural SuDS projects. The advice within paragraph 56 of the NPPF relating to planning obligations shall be key to determining appropriateness. Such instances would be rare but could include cases where the safety of a development and/or the ability to access the development safely, relies upon flood defences, the Environment Agency's Flood Warning System, or other flood risk management infrastructure.

**4.5.43** The Environment Agency has experience of working with developers and Councils in Gloucestershire to secure financial contributions in such cases. Money secured through such planning obligations can be used towards maintenance and improvements of flood defences, provision and upkeep of river gauges (which support the Flood Warning Service), and other flood risk management projects. Where appropriate, money will be secured through the appropriate funding mechanism for upstream Natural Flood Management.

## Wastewater

- 4.5.39** The existing sewerage network is known to have areas with capacity issues and network constraints and in some cases improvements to the network may be required for new development to connect. Applicants should contact Severn Trent at the earliest opportunity to understand if improvements to the network are required.
- 4.5.40** Surface water run-off discharge points should be as high up the hierarchy of drainage options as possible; (1) into the ground (infiltration) (2) to a surface water body (3) to a highway drain (4) to another drainage system and (5) to a combined sewer.
- 4.5.41** The creation of an overall masterplan for the development will enable strategic infrastructure serving multiple developments to be designed appropriately, providing wider benefits and efficiencies that would not otherwise be possible. The masterplan should outline key milestones that need to be achieved for critical infrastructure. This will help to align programmes between different stakeholders.

## Policy E5: Renewable energy potential of the River Severn and the canal

Gloucester City Plan policy	Other Development Plan policy
<b>E5:</b> Renewable energy potential of the River Severn and the canal	<b>INF5:</b> Renewable Energy/Low Carbon Energy Development

Development proposals that utilise the renewable energy potential of the River Severn and the Gloucester and Sharpness Canal will be supported providing there will be no adverse impacts on commercial and leisure uses and on the biodiversity of watercourses and riparian habitats.

**4.5.44** All forms of renewable energy generation are increasingly important as globally, nationally and locally, mitigation and adaption measures are needed to combat climate change. According to the Canal & River Trust the water flowing through the UK's waterways contains enough energy to produce approximately 640 MW of energy.

**4.5.45** Gloucester benefits both from a major river and a broad canal running through parts of the city. Through the use of heat exchange technologies there is the potential for significant benefits in terms of the heating and cooling of existing or future buildings. All applications proposing any water generated renewable energy generation (be this for heating, cooling or electricity generation) should consult with the Canal & River Trust and Natural England and the Marine Management Organisation. Decisions on applications affecting the marine area must consider the South West Marine Plan and Marine Policy Statement in accordance with the Marine and Coastal Access Act.



**4.5.46** Development that may have direct and indirect impacts on watercourses used by the Special Areas of Conservation (SAC) and Ramsar species, will be subject to a Habitats Regulations Assessment (HRA).

## Policy E6: Development affecting Cotswold Beechwoods Special Area of Conservation

Gloucester City Plan policy	Other Development Plan policy
<b>E6:</b> Development affecting Cotswold Beechwoods Special Area of Conservation	<b>SD9:</b> Biodiversity and Geodiversity

Development will not be permitted where it would be likely to lead directly or indirectly to an adverse effect upon the integrity of the Cotswold Beechwoods Special Area of Conservation (SAC) (alone or in combination), and the effects cannot be mitigated.

In order to retain the integrity of the SAC, and to provide protection from recreational pressure, all development that results in a net increase in dwellings will be subject to Habitats Regulations Assessment for likely significant effects. Any development that has the potential to lead to an increase in recreational pressure on the SAC will be required to identify any potential adverse effects and provide appropriate mitigation. This will be in accordance with the SAC mitigation and implementation strategy or through a Habitats Regulations Assessment.

Development which is likely to generate road traffic emissions to air, which are capable of affecting the SAC, will be screened against the Habitats Regulations Assessment Framework.





**4.5.47** There is planned growth in housing development in districts surrounding the Cotswold Beechwoods Special Area of Conservation (SAC), which could lead to an increased level of recreational pressure resulting from people visiting the site. Due to the extent of the Beechwoods and the fact that visitors travel a significant distance to visit the site, a Gloucestershire wide approach is required in order to successfully mitigate any likely adverse impacts.

**4.5.48** The Gloucestershire planning authorities commissioned a visitor survey, carried out over the summer of 2019, in order to better understand the recreational pressures on the SAC. The survey results will form part of the evidence base leading to the production of a mitigation strategy. This will identify what measures need to be put in place to mitigate the impact of new development and ensure the protection of the site. The evidence may also assist in determining when a development may be likely to have an adverse impact depending on factors such as distance from the SAC.

**4.5.49** In order to comply with the Habitats Regulations 2017, and specifically to address uncertainties regarding the effects of recreation pressure from new housing in Gloucester City, it is important to provide a policy approach to ensure effective mitigation. The above policy ensures this by requiring that, where residential development is likely to have an adverse impact on the SAC through increased recreational pressure, these impacts are mitigated. Mitigation should be undertaken as per the SAC mitigation strategy or through a bespoke Habitats Regulations Assessment for the development.

**4.5.50** Appropriate mitigation measures may include:

- On-site measures, including for example the provision of open and green space where this can be accommodated.
- Where this is not possible, financial contributions towards off-site measures such as green infrastructure, habitat management, access management, residential travel plans, visitor infrastructure and publicity and awareness raising.

**4.5.51** Any mitigation measures should take account of and integrate with:

- Adopted JCS Policy INF3: Green Infrastructure and the associated JCS Green Infrastructure Strategy.
- City Plan Policies EI: Biodiversity & Geodiversity, E2: Nature Recovery Areas and E4: Green/Blue Infrastructure.

**4.5.52** The Cotswold Beechwoods SAC lies within 200m of the A46. The 'air pollution information service' (APIS) website ([www.apis.ac.uk](http://www.apis.ac.uk)) indicates that the SAC currently exceeds its critical loads and levels for nutrient nitrogen. Natural England have therefore advised that development proposals that may generate additional traffic along this route should take account of its Guidance Note NEA001 (or any future iteration). This will ensure that the most up-to-date information in line with the Habitats Regulations 2017 are referenced and that the information is consistent with the Wealden case law dealing with in combination effects.

## Policy E7: Trees, woodlands and hedgerows

Gloucester City Plan policy	Other Development Plan policy
E7: Trees, woodlands and hedgerows	SD9: Biodiversity and Geodiversity
	INF3: Green Infrastructure

Development proposals should seek to ensure there are no significant adverse impacts on existing trees, woodlands or hedgerows and that every opportunity is taken for appropriate new planting on site, including trees and hedgerows. In the case of an unavoidable significant adverse impact on trees, woodlands and hedgerows, the developer must provide for measurable biodiversity net gain on site, or if this is not possible:

1. At nearby Green Infrastructure projects/areas; or
2. In suitable areas of parks, open spaces, verges; or
3. Through the restoration or creation of traditional orchards, prioritising sites identified as opportunities for increasing the connectivity of the ecological network; or
4. As new or replacement street trees.

Development which would result in the loss of irreplaceable habitats such as Ancient Woodland, Ancient Trees and veteran trees\* will not be permitted except in wholly exceptional circumstances.

On development sites where existing trees are to be retained, applicants will be required to demonstrate how these trees will be protected through all phases of development.

All new streets must be tree-lined unless, in specific circumstances, it can be demonstrated that there are clear, justifiable and compelling reasons why this would be inappropriate.

All new planting, either on site or elsewhere in the city as part of biodiversity net gain must be provided to the satisfaction of the City Council.

**4.5.53** The City Council recognises the many benefits which woodlands, orchards, hedgerows and trees generally bring to the city. Trees and hedgerows are an important part of the city's landscape having cultural and biodiversity significance, amenity value and providing cooling effects in urban areas. Tree planting can reduce the impacts of air pollution, the impacts of climate change and global warming and improve health and wellbeing of the community.

**4.5.54** The basis of this policy is a strong commitment to increase tree cover across Gloucester and to increase the number of street trees and trees in parks and areas of Green Infrastructure where there is scope to do so. Likewise, it is important that trees and hedgerows, as natural assets, are preserved for the enjoyment of future generations. Net gain and mitigation planting, depending on location, will generally be required to be locally appropriate native species.

**4.5.55** In terms of street trees, the Council considers that, given the significant benefits which trees afford to all residents of the city, technical solutions are available to address concerns such as pavement heave or issues of reduced visibility and mobility.

**4.5.56** New planting should include measures for appropriate long-term maintenance. It is expected that the protection measures will adhere to those contained within BS 5837:2012 Trees in relation to design, demolition and construction – recommendations, or subsequent revisions. The Council's Arboriculturist will advise.

**4.5.57** Through planning conditions, for the protection of wild birds, developers should be dissuaded from using exclusion netting and encouraged to either retain woodland features or undertake works at appropriate times of year.

\* Veteran trees are defined as 'trees that are of interest biologically, culturally or aesthetically because of their age, size or condition' (Ministry of Housing, Communities and Local Government; Ancient trees and veteran trees: protecting them from development, 2019). For veteran trees root protection buffers should generally be greater than standard buffers. Again, the Council's Arboriculturist will advise.





# 4

## DEVELOPMENT MANAGEMENT POLICIES DESIGN

### Introduction and context

**4.6.1** Design is an important part of a sustainable planning system. The design of buildings, streets and spaces affects how people feel, behave, and interact with the city. It is widely acknowledged that although design is only part of the planning process, it can affect a range of economic, social and environmental objectives beyond the requirement for good design in its own right. Policy SD4 of the Joint Core Strategy (JCS) sets out a comprehensive list of urban design and architectural design requirements as part of new development. It also provides a list of requirements for the content of Masterplans and Design Briefs.

**4.6.2** Key Principle 10 of the Gloucester City Plan (GCP) seeks to deliver development that achieves high quality design and layouts that integrates new and existing communities, reduces crime and the fear of crime, builds positively on local distinctiveness and contributes to the creation of an active, connected and sustainable city.

**4.6.3** Design is very closely linked to Healthy Communities, Economic Development and Sustainable Living, Transport, and Infrastructure sections of the GCP. Well-designed places can help to reduce health inequalities and respond to the challenges of climate change and there is a direct relationship between the quality of the environment and the ability to attract investment, businesses, shoppers and visitors.

**4.6.4** The policies below aim to protect and enhance Gloucester's unique local distinctiveness by giving careful consideration to the architectural detailing of proposals, create attractive climate change resistant landscapes, ensure community safety is a fundamental part of the design process, mitigate against damage from gulls, protect open plan estates and adopted the Nationally Described Space Standards which will ensure new homes are suitable in size and have adequate storage.



## Policy FI: Materials and finishes

Gloucester City Plan policy	Other Development Plan policy
FI: Materials and finishes	SD4: Design Requirements

Development proposals should achieve high quality architectural detailing, with external materials and finishes that are locally distinctive. Developments should make a positive contribution to the character and appearance of the locality.

The wider landscape should be respected in terms of the views into the city from Robinswood Hill, and the surrounding hills.

Innovative modern materials will be encouraged where they complement local distinctiveness.



**4.6.5** Local distinctiveness in the built environment is founded on the understanding of the characteristics and influences of the locality, particularly its landscape quality and corresponding use of materials. Understanding this can help to shape our modern communities, giving them a sense of history and distinct local identity whilst supporting sustainable development using locally sourced materials and promoting traditional skills.

**4.6.6** Development will be expected to complement and enhance the varied built environment, creating interesting and attractive buildings and places. It is important that new developments are designed to a high standard to ensure an attractive and functional place for people to live, work and visit to deliver prosperity and help attract inward investment. The City Council's Townscape Character Assessment (2019) provides detailed information regarding the character and local distinctiveness of Gloucester. Applicants should use this evidence to inform proposals and demonstrate how this has been addressed through the Design and Access Statement.

**4.6.7** Attention to detail can really make or hinder the overall design, appearance and sense of quality of a place. Particular attention should be paid to finishes, materials and the placement of external features to ensure the architectural design remains uncluttered, well designed and beautiful.

**4.6.8** The wider landscape of a scheme needs to be carefully considered. New developments should avoid the use of light coloured or reflective roofing materials so that the development does not have undue prominence or create glare, when viewed from the surrounding landscape.



## Policy F2: Landscape and planting

Gloucester City Plan policy	Other Development Plan policy
F2: Landscape and planting	SD4: Design Requirements
	SD6: Landscape
	INF3: Green Infrastructure

Planning applications for major development proposals where landscaping is to be considered, must be accompanied by a landscape scheme, incorporating hard landscape and planting details. Planning permission will be granted for schemes that:

1. Use high quality hard materials, boundary treatment and planting appropriate to the particular location and existing landscape character, or create a new and distinctive character where this is currently lacking; and
2. Retain and incorporate existing natural features such as trees, hedges and watercourses, where possible; and
3. Ensure that adequate space is provided for the planting and maturing of suitable large-scale trees and hedgerows; and
4. Incorporate well-designed, suitable, and functional areas of public open space and amenity land. Plans must indicate which spaces that are proposed for adoption and provide full details of who will be adopting and maintaining the spaces.

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

**4.6.9** Landscape design can do much to enhance a development by providing an appropriate setting for buildings and an environment for people to enjoy. It can define spaces, create shelter and privacy, enhance or screen views, extend wildlife habitats and create identity and character. The landscape scheme must be considered as an integral part of the project from the outset and throughout the design process. Where appropriate, the layout, implementation and management of landscape schemes will be achieved by the use of planning conditions.

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

- Grow better as they are adapted to the local climate
- Suit their local context (e.g. urban edge sites)
- Support significantly more species of fauna.

**4.6.11** The use of seed and plant stock of local provenance will also be encouraged. Consideration should also be given to the changing climate ensuring that species are chosen that can withstand the effects of climate change.

**4.6.12** Adequate space must be provided around trees and hedgerows to ensure that when they achieve maturity there is still plenty of space around them for them to thrive, be easily accessed and maintained, remain healthy and not cause any nuisance to the occupiers of nearby buildings. Leaving insufficient space can mean that trees and hedgerows fail to thrive and can lead to future requests for their removal.

**4.6.13** Where appropriate hard landscaping schemes should accord the Gloucester Public Realm Strategy (2017) and any subsequent amendments.

## Policy F3: Community safety

Gloucester City Plan policy	Other Development Plan policy
<b>F3:</b> Community safety	<b>SD4:</b> Design Requirements

Development proposals, including the associated public realm and landscaped areas, must be designed to ensure that community safety is a fundamental principle of the proposed development. This includes:

1. Maximising natural surveillance; and
2. Laying out the development in a way that creates secure perimeter blocks with back to back development; and
3. Providing secure rear gardens; where there are rear accesses these are secure and private; and
4. Parking on plot or to the front of active frontages that provide overlooking; and
5. Creating attractive to use, safe and where appropriate vibrant streets which provide visual interest and active frontages, particularly at street level avoiding blank walls; and
6. Footpaths and cycle routes that are well designed, lit, direct and overlooked.

**4.6.14** A well-designed environment can help to reduce the real and perceived risk of crime. The design and layout of buildings, open spaces, roads and footpaths can influence opportunities to commit crime and affect people's sense of safety and security. Appropriate design and layout of landscaping, planting and lighting can reduce crime and the fear of crime. Development proposals should be designed to provide safety within the development site and in nearby and adjacent areas.

**4.6.15** Parking courts are not normally considered appropriate as these can often be poorly surveilled and inconvenient for residents who prefer to park at the front of their property where they can see their vehicle and easily access their front door. Often parking courts are abandoned as the development ages and can become areas for fly tipping and antisocial behaviour. Integrated garages will only be accepted where there are windows serving habitable rooms on the ground floor overlooking the driveway and street.

**4.6.16** Lighting shall have low energy needs and be designed to ensure that it does not create excessive glare to highway users or to residential properties. Lighting that would have a detrimental impact on wildlife would not normally be permitted.

**4.6.17** If in exceptional circumstances rear parking courts are permitted, they should be well lit, overlooked, the same style as other parts of development, and restricted to a maximum of 10 spaces per court. Parking courts should only have one entrance/exit point to ensure that there is no reason for non-residents to travel through the court.

**4.6.18** Further guidance can be found in the City Council's 'Designing Safer Places' Supplementary Planning Document, or any future iteration.

**4.6.19** When designing public buildings and spaces consideration shall also be given to designing out opportunities for malicious threats and acts of terror. The council will seek the views of the Police Architectural Liaison Officer from Gloucestershire Constabulary on all major planning applications.



## Policy F4: Gulls

Gloucester City Plan policy	Other Development Plan policy
F4: Gulls	SD14: Health and Environmental Quality

Development proposals are expected to implement all viable non-lethal humane steps to prevent gull roosting, nesting and damage should be taken. Gull mitigations measures shall be well designed and sympathetic to the building and its setting.

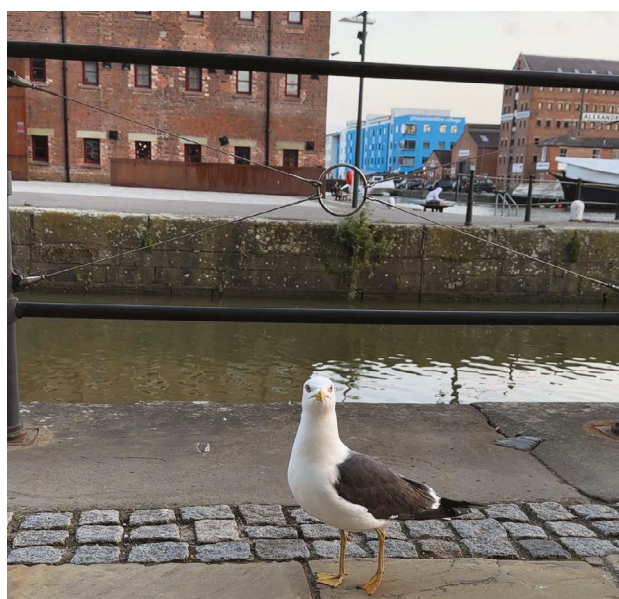
**4.6.20** Both lesser black-backed gulls and herring gulls nest in and around Gloucester City. Both species are experiencing declines across their range and a major proportion of the European breeding population of both species is found within the UK. The herring gull's conservation status is listed as 'red' and that of the lesser black-backed gull 'amber'. Gulls are declining in their traditional breeding localities due to a reduction in food (fish) and have colonised urban areas because of the ready availability of food (food waste, litter) and predator-free nest sites (buildings).

**4.6.21** Gloucester's large urban gull population cause disturbance and damage to buildings, through their excrement, nesting, and from their mating ritual of dropping stones on glazing and other shiny materials. They can be a nuisance to residents and visitors and can be particularly aggressive at certain times of the year.

**4.6.22** All viable non-lethal steps should be taken in new development to prevent exacerbation of this problem. Gull mitigation measures should be considered from the outset to avoid the need for retro-fitted schemes which can be costly and

disturb an established habitat. Applicants should also consider access arrangements for the maintenance of mitigation measures.

**4.6.23** Advice on design advice and suitable non-lethal mitigation measures is available in 'Gulls – How to Stop Them Nesting on Your Roof' (2016), produced by Gloucester City Council, or any future iteration.



## Policy F5: Open plan estates

Gloucester City Plan policy	Other Development Plan policy
F5: Open plan estates	SD4: Design Requirements
	SD9: Biodiversity and Geodiversity

Enclosure of front and side gardens and unusable strips of land will be permitted in open plan estates provided that the land to be enclosed does not adjoin a footpath link. In all cases the enclosure should not harm the visual amenity, community safety, or degrade the ecological networks of the locality.

**4.6.24** Open plan estates have a unique character and appearance. Erecting fences and walls can erode this character and can create an unattractive piecemeal appearance to boundary treatments.

**4.6.25** Extending the boundary treatment of gardens to incorporate amenity land can reduce the feeling of openness. When the boundary is adjacent to a footpath enclosing the surrounding amenity space can have a negative impact on visual amenity and community safety by narrowing the overall width of the footway and its landscaping. This can reduce views along the footpath and make the footpath feel more enclosed and less safe to use.

## Policy F6: Nationally Described Space Standards

Gloucester City Plan policy	Other Development Plan policy
<b>F6: Nationally Described Space Standards</b>	<b>SD11: Housing Mix and Standards</b>

**Development proposals for new residential development (including change of use or conversions) must meet Nationally Described Space Standards (or any future successor).**

**4.6.26** The NPPF makes clear that it is important to plan for the achievement of high quality and inclusive design for all development, including individual buildings. Housing developments should be of the highest possible quality internally, externally and in relation to their local context. All new housing should have sufficient internal space to cater for a variety of different household needs, with the aim of promoting high standards of liveability, accessibility and comfort.

**4.6.27** To support this policy, the City Council undertook an analysis of the gross internal floorspace of a range of dwellings delivered in the city over the past three years against the Nationally Described Space Standards (NDSS). During this time, a total of 1,451 units were constructed, an average of 483 per year. Of these dwellings 144 were assessed, a sample size of 30%. The analysis demonstrates that just over 51% of the homes delivered met the standard, with a further 19% almost meeting the standard (3.5 sq. m short or less). This means that 30% of new homes did not meet the NDSS. For detailed analysis is available in the Housing Background Paper, available to download from the City Council's website.

**4.6.28** Poor internal space is linked to poorer health (specifically mental health) and poorer educational achievement. Where new dwellings are created with sufficient internal space inhabitants are afforded a range of benefits including; the ability to better socialise with family members and guests, sufficient

storage, greater flexibility in arranging rooms to suit need, the ability to work from home, space for effectively managing waste and recycling, adequate access to daylight and ventilation and allowance for adaptation should inhabitants suffer from permanent or temporary impaired mobility.

**4.6.29** Gloucester City Council places great weight on the quality of life and health and wellbeing of its residents. For this reason, the NDSS have been adopted. Development proposals must *demonstrate compliance* with and will be robustly assessed against the standards set out in Technical Housing Standards – Nationally Described Space Standard March 2015, or any standards revoking or superseding those standards. Exceptions will only be made where the applicant can clearly demonstrate that the standards cannot be met because of the nature of the development, for example where it is a conversion of an existing building into new residential dwellings and meeting the standard would affect the structural integrity of the building.

**4.6.30** A transition period of 3 months will apply from the adoption date of the Gloucester City Plan. During this time the council will strongly encourage developers to meet the requirements of NDSS.

## Policy F7: Shopfronts, shutters and signs

Gloucester City Plan policy	Other Development Plan policy
F7: Shopfronts, shutters and signs	SD4: Design Requirements
	SD8: Historic Environment

Development that retain traditional shopfronts, including any features such as blind boxes or historic signage, contributing to the character of an area will be supported.

Developments for shop fronts, shutters and signage will be permitted where it can be demonstrated that:

1. The proposals retains or reinstates a traditional timber shopfront architectural detailing, including timber fascia and painted signage; or
2. Proposals for new shopfronts are of high quality and responds to the character of the scale and design of the building and the character of the area;
3. Internal shutters are open and allow shopfront displays to be prominent in the streetscene;
4. Signage is sympathetic to the scale and architectural style of the building, its surroundings and is not visually dominant or results in visual clutter;

In an historic setting in addition to the above the following will also be supported:

5. Non-illuminated or halo illuminated signage for applied and freestanding signage;
6. Timber fascia signage;
7. Traditional hanging signs in timber on a metal bracket; and
8. Colours for shopfronts and signage sympathetic to the character of a building or area.

**4.6.31** The Shopfront, Shutters and Signage policy will ensure that schemes are well considered and make a positive contribution to the streetscene and wider urban environment. Well-designed shopfronts and associated signage add to the character and quality of the city, change perceptions of local character and create a sense of place and pride. Most people recognise the importance of an attractive central shopping core to the city encouraging tourism providing an attractive environment for business and residents. Shopfronts should be designed to provide active building frontages with display windows, which contribute to the vibrancy of the shopping area and provide visual interest in the streetscene. Signage should be subtle and complement the built environment. Retention of historic shopfronts and sympathetic signage can help to protect the history of our city, provide opportunity for innovative and imaginative design and can result in a more attractive, richly varied and prosperous environment for residents, traders, workers and visitors alike.

**4.6.32** In all cases, both in an historic setting or in a more modern setting, it is important that shopfronts and signage are well proportioned, and the design and materials will need to take into account the character and appearance of the property and the wider area.

**4.6.33** The City Council's Shopfronts, Shutters & Signage Design Guidelines for Gloucester Supplementary Planning Document (2017) or any future iteration, provides information on general design guidelines that can be applied to the design or alterations to shopfronts, shutters and signs across the city.







# 4

## DEVELOPMENT MANAGEMENT POLICIES SUSTAINABLE LIVING, TRANSPORT AND INFRASTRUCTURE

### Introduction and context

- 4.7.1** This chapter addresses broad but important issues for Gloucester. The policies reflect the aspirations in City Plan Key Principles 2, 11 and 12. Everyone has a part to play and all residents of Gloucester must aim to live, work and travel in more sustainable ways. The realities of climate change and other forms of environmental damage and degradation are pushing these issues to the fore.
- 4.7.2** The chapter sets out policies focusing on sustainable transport, including two of the most sustainable forms which are walking and cycling. It also covers requirements for various forms of infrastructure and measures to improve the efficiency of communications and resource use.
- 4.7.3** The specific ways in which the plan addresses the challenge of climate change are set out below.

### Climate change

- 4.7.4** Climate change is happening now; it is the issue of our times that cannot be ignored. The City Council has recently declared a climate change emergency and the local plan process is a key mechanism and catalyst for action on the ground. There needs to be a rapid step- change in the way we live our lives and undertake our day to day activities in order to prevent the climate changing in such a way that it threatens the planet and future generations.
- 4.7.5** Climate change today is already resulting in a shift in our seasons; hotter drier summers, warmer wetter winters, more frequent droughts, more storms and gales resulting in damage to property. This is creating loss in wildlife habitats and species, social unrest through increased migration, greater demand for cooling in offices and homes, greater strain on water resources and wildlife, worsening summer air pollution, greater risk of flooding, increased heat stress to the elderly and infirm. These effects are happening globally and here in Gloucester. The risk of flooding in Gloucester and neighbouring areas is already high and these risks are increasing steadily.
- 4.7.6** In order to address the climate emergency, and in compliance with JCS Policy SD3 Sustainable Design and Construction, all applications for new buildings will be expected to demonstrate that all reasonable techniques have been utilised to adapt to and mitigate the effects of climate change.
- 4.7.7** JCS Policy SD3 requires the submission of an Energy Statement as well as a Waste Minimisation Statement for all major development. The GCP strongly encourages all applications for new buildings to supply an Energy Statement and a Waste Minimisation Statement.
- 4.7.8** The GCP strongly encourages energy efficiency measures allied with the appropriate use of renewable energy in new buildings and the retrofitting of existing buildings. It is considered that, as technologies and energy markets evolve, there are increasing opportunities to utilise renewables in sustainable design and construction without excessive costs.

**4.7.9** More specifically, climate change is a theme that runs through the whole of GCP and is a Strategic Objective of the JCS. A number of policies in this plan address climate change and its impacts either directly or indirectly. These include:

- Requiring new developments to make overall improvements to the natural environment (Policy A1)
- Protecting existing trees, woodlands, hedgerows and ensuring every opportunity is taken to increase new planting. (Policy E7)
- Requiring development to contribute towards the protection and enhancement of the Green and Blue Infrastructure Network. (Policy E3)
- Requiring major development to be designed in accordance with recognised Green/Blue Infrastructure standards. (Policy E3)
- Requiring developments are safe from flooding and contribute to flood risk betterment. (Policy E4)
- Requiring all development to incorporate SUDs and facilitate watercourse reconstruction. (Policy E4)
- Ensuring appropriate attenuation volume rates to allow for the increased rainfall from climate change. (Policy E4)
- Supporting the use of the River Severn and canal for renewable energy generation. (Policy E5)

- Requiring new landscape and planting to be climate change adaptable. (Policy F2)
- Requiring development proposals to conserve and provide net gains to biodiversity. (Policy E1)
- Protecting and improving cycle lanes and maximising opportunities for sustainable active travel. (Policy C1, G2, G3)
- Introducing the enhanced water efficiency standards reducing water consumption for each new home. (Policy G6)
- Protecting allotments and providing new allotments where there is a need. (Policy C2)
- Using green infrastructure to absorb dust and air pollutants from major developments, and increasing planting in AQMA, and around schools and hospitals. (Policy C5)

**4.7.10** The City Council strongly supports proposals that incorporate sustainable design and construction measures, including renewable energy generation within new development and within development sites.

**4.7.11** Policies SD3: Sustainable Design and Construction, SD4: Design Requirements, INF2: Flood Risk Management, and INF3: Green Infrastructure of the JCS also provide climate change requirements.

**4.7.12** This policy also links to the Gloucestershire Energy Strategy 2019, the Gloucestershire Climate Change Strategy 2019 and the Gloucester Climate Change Strategy and future iterations.





## Policy GI: Sustainable transport and parking

Gloucester City Plan policy	Other Development Plan policy
GI: Sustainable transport and parking	SD4: Design Requirements
	INF1: Transport Network
	INF6: Infrastructure Delivery

The City Council strongly supports and encourages improvements to the sustainable transport network.

In all development the following measures will be prioritised over the parking of private vehicles:

- On-street space which is designed and allocated for pedestrians, cyclists, mobility users and deliveries.
- Bus stops and bus priority measures.

### Cycle Parking

For residential development a minimum of 1 cycle parking space per 1 bedroom dwelling and 2 spaces per dwelling with more than 1 bedroom is required. For Houses of Multiple Occupancy (HMO) cycle parking shall be provided at a ratio of 1 space per bedroom.

In all development cycle parking must be sheltered, secure and easily accessible. Cycle parking in residential garages will only be accepted where the garage has a minimum internal dimension of 6m x 3m.

### Car Parking

All new development will provide car parking to a level and design that is appropriate for the local context taking into account:

- The accessibility of the development;
- The type, mix, and use of development;
- Any parking restrictions or restraints in the area;
- The availability and opportunities for public transport;
- Local car ownership levels; and
- The need to ensure adequate provision of spaces for charging plug-in and other ultra-low emissions vehicles.

The minimum car parking space is 2.4m x 4.8m. A minimum of 6m is required in front of a garage door. Tandem parking spaces for individual residential dwellings is limited to 2 vehicles and must not overhang the footpath. For ease of use both spaces must serve the same dwelling. The maximum number of adjoining car parking spaces in a row, adjacent to a footway, is 6 spaces.

**4.7.13** The Council will work closely with Gloucestershire County Council and National Highways as transport and highways authorities regarding all local transport matters. The Council will have regard to the Gloucestershire Local Transport Plan, Transport Implementation Strategy, Infrastructure Delivery Plan and Gloucester City Plan Highways Assessment regarding priority projects for implementation, including the capital and revenue funded transport projects identified in the city.

**4.7.14** In accordance with Policy INF1 of the adopted JCS, 'Planning permission will be granted only where the impact of the development is not considered to be severe. Where severe impacts that are attributable to the development are considered likely, including as a consequence of cumulative impacts, they must be mitigated to the satisfaction of the Local Planning Authority in consultation with the Highways Authorities and in line with the Local Transport Plan.'



**4.7.15** At present, buses and taxis operating within the city are fuelled by petrol/diesel. The City Council supports a move away from vehicles that use fossil fuels to the use of renewable sources. Applications for infrastructure to support this, such as electric charging points, will be supported where they comply with other policies within the JCS and GCP.

## Cycle parking design

**4.7.16** Cycle parking must be sheltered, secure and easily accessible. Designers should in the first instance look to design facilities located close to the primary entrance of the dwelling or building. In all cases to be easily accessible the cycle parking should be located closer to the main entrance than the car parking that serves that building or dwelling. This will require careful design to present an attractive facility. In some circumstances, for example where dwellings do not have front gardens or in the case of flats and HMOs where the number of spaces may be greater than the physical space available at the front of the property, parking in the rear garden will be accepted where the route is direct and as short as possible. It is not considered acceptable to negotiate 90-degree bends and/or several doors with a bicycle. Access through the dwelling to the rear garden is not considered acceptable.

## Car Parking

**4.7.17** The quantum of car parking will depend on the specific circumstances of the site. This will ensure that effective and efficient use of land is made. Those developments that are centrally located, close to public transport, and in areas with low car ownership, will not require as much land dedicated to car parking as more suburban sites with high levels of car ownership and limited access to public transport.

**4.7.18** Where a location can be shown to support a 'no car' or 'low car' approach then an approved Travel Plan will be required in accordance with Policy INFI of the JCS. This will identify specific outcomes, targets and measures and set out clear future monitoring and management arrangements. This will be especially important in areas that are already subject to parking restrictions where on-street parking or access to existing parking permit schemes may not be possible. 'No car' and 'low car' developments will require, as part of the Travel Plan, a communication strategy to ensure that new residents understand the limited availability of car parking spaces. Where some spaces are available it must be made clear who those spaces are to be used by.

**4.7.19** Minimum sizes are provided to ensure that spaces are useable and that tandem car parking spaces do not impact on the pedestrian environment or are designed in a way that would inconvenience the user.

**4.7.20** Further information on car parking in terms of the configuration of car parking courts and community safety can be found in City Plan Policy F3: Community Safety. Policy SD4 of the JCS sets out the hierarchy of transport modes and the design approach that should be undertaken. Applicants are also encouraged to refer to the latest version of Gloucestershire Manual for Streets and the Gloucestershire Local Transport Plan for further guidance.

## Policy G2: Cycling

Gloucester City Plan policy	Other Development Plan policy
<b>G2: Cycling</b>	<b>INF1: Transport Network</b>
	<b>INF6: Infrastructure Delivery</b>

Cycle lanes and paths that make up Gloucester's existing cycle network will be protected and development that promotes new routes and improved cycle security will be encouraged. All developments must provide safe and secure access by cycle.

The Council will support development leading to:

1. Improvement of cycle routes to sustainable transport hubs.
2. Cycle access improvements to the:
  - a. Outer ring road corridor in Gloucester
  - b. Canal towpath
  - c. A40 corridor between Gloucester and Cheltenham.

**4.7.21** Gloucester is relatively flat and is a good place to cycle. Cycling is increasingly popular and arguably if routes and facilities were better and safer, the take-up would be even greater. Cycling as an activity and a mode of transport has very few downsides. It is an effective means of transport that can significantly reduce car trips. Cycling contributes towards reducing carbon emissions and improving air quality. It assists with the adoption of healthier lifestyles and can help existing transport networks in towns and cities to run more efficiently. There is evidence that 'green' cycling routes are more likely to be used and that they contribute to the enhancement of ecological networks. These factors should be considered when improvements are made.

**4.7.22** The extent of Gloucester's existing cycle lanes and paths are outlined in the Gloucestershire Local Transport Plan (2015 – 2031) Policy Document 2 – Cycle (November 2017) and it is important that this document is referred to in considering development that promotes or protects cycling infrastructure in the city. The four priorities highlighted in the policy reflect recent work undertaken by the County and City Council and the project delivery priorities on page 23 of the Gloucestershire Local Transport Plan (2015 – 2031) Policy Document 2 – Cycle (November 2017).

**4.7.23** With regard to the Canal towpath, this is not a dedicated cycle path and current and future use must reflect the needs of other users.



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## G3: Walking

Gloucester City Plan policy	Other Development Plan policy
Policy G3: Walking	INF1: Transport Network
	INF6: Infrastructure Delivery

The City Council will support development proposals that protect and enhance convenient, safe and pleasant walking environments within the city and, where appropriate, to areas outside of the City Council's administrative boundary.

New footpaths that link neighbourhoods to each other and to areas of open space and Green Infrastructure will be supported subject to acceptability against other plan policies. The City Council will support development leading to the improvement of walking routes to sustainable transport hubs.

New development must reflect the fact that pedestrians are at the top of the road user's hierarchy.

Proposals that disrupt walking desire lines, reduce the pedestrian legibility or reduce pedestrian connectivity will not generally be supported.

**4.7.24** For most people walking as a leisure activity or as a means of getting about is an important part of daily life. Gloucester is a relatively small city which is also quite flat, and it is possible to walk right across the city in a reasonable time frame.

**4.7.25** Regularly walking in a safe and pleasant environment can have major benefits for health and wellbeing and where there is an opportunity for walking there is generally also the opportunity for jogging / running. Good quality, connected and accessible footpaths can encourage people to walk to access local shops, services or sustainable transport connections, supporting more active lifestyles and reducing the use of the private car. There is evidence that 'green' walking routes (e.g. pavements with trees) are more likely to be used and that they contribute to the enhancement of ecological networks. These factors should be considered when improvements are made.

**4.7.26** Working together the City Council and Gloucestershire County Council are particularly keen to promote improvements in walking routes to sustainable transport hubs i.e. the new bus station and railway station.





## Policy G4: Broadband connectivity

Gloucester City Plan policy	Other Development Plan policy
<b>G4:</b> Broadband connectivity	<b>INF6:</b> Infrastructure Delivery

All new residential and commercial development will be served by a high speed, reliable full-fibre broadband connection. The connection must reach each dwelling unit and commercial premise.

Exceptions may only be made where applicants are able to demonstrate through consultation with broadband infrastructure providers that this would not be possible, practical or economically viable.

**4.7.27** Access to high speed broadband and uninterrupted connectivity is a fundamental of modern living and working. However, there are still instances where new homes and business units have been built without high speed broadband connectivity.

**4.7.28** The NPPF requires planning policies to support the expansion of full-fibre broadband connections, prioritising connections to existing and new developments. Likewise, it is Government policy for all properties to have access to full-fibre broadband by 2025. This policy requires all new residential and commercial development to be served by reliable and high-speed broadband connection. At present, the main target standard is for full-fibre connectivity. This may well change in the future; if this is the case, it is expected that properties should meet the best possible standard.

## Policy G5: Telecommunications infrastructure

Gloucester City Plan policy	Other Development Plan policy
<b>G5:</b> Telecommunications infrastructure	<b>INF6:</b> Infrastructure Delivery

Development proposals for telecommunications infrastructure will be permitted where it can be demonstrated that the development is sympathetically designed and would not have an adverse impact upon the environment (including heritage assets, biodiversity, local amenity, the landscape and its setting).

In siting any equipment, every effort must be made to minimise visual impact. Proposals will be expected to use/share existing masts, structures or buildings where possible.

Where new sites are required (such as for new 5G networks, or for connected transport and smart city applications), equipment should be sympathetically designed and camouflaged where appropriate.

Where an installation becomes redundant for telecommunication purposes, the infrastructure and all associated apparatus and structures shall be removed by the developer or operator, and the site reinstated in accordance with proposals approved at the application stage.

- 4.7.29** The City Council supports the introduction of an advanced, high quality and reliable communications networks, which are essential to support the growing demand for improved communications. However, this has land-use implications in the form of structures such as masts, aerals and satellite dishes and this in turn has implications for the surrounding area. To minimise the visual impact of telecommunications infrastructure, the number of sites for such installations, shall be kept to a minimum consistent with the needs of consumers, the efficient operation of the network and providing reasonable capacity for future expansion.
- 4.7.30** Planning applications for new telecommunications infrastructure will be required to balance environmental, visual and amenity concerns with the future development needs of the mobile technology networks. Mobile phone masts and antennas should always be located and designed to respect their context and the amenity of those living, working or spending time in the locality.

- 4.7.31** Well-designed telecommunications equipment might be painted an appropriate colour to relate to background and surroundings or existing features. Prominent building-mounted antennas and equipment might be appropriately disguised and camouflaged to blend in with the building and streetscape. Equipment cabinets should be kept to a minimum and should be as small and unobtrusive as reasonably practical.
- 4.7.32** Where proposed development may affect a footpath or the public highway, applicants should have regard to how equipment siting may affect pedestrian movements and visibility splays for all highway users. Good, safe access for service vehicles to the proposed apparatus should also be demonstrated. The City Council will consult the highway authority on these matters where appropriate.

## Policy G6: Water Efficiency

Gloucester City Plan policy	Other Development Plan policy
<b>G6:</b> Water Efficiency	<b>SD3:</b> Sustainable Design and Construction
	<b>INF6:</b> Infrastructure Delivery

Development proposals must demonstrate that the estimated consumption of wholesome water per dwellings should not exceed 110 litres of water per person per day.

- 4.7.33** The NPPF sets out that plans should take a proactive approach to mitigating and adapting to climate change, taking into account long-term implications for flood risk, water supply, biodiversity and landscapes. Gloucester City lies within the Severn Trent Strategic Grid area, which has been identified as 'high vulnerability' within the Water Resource Management Plan (2019). It is therefore important that the amount of water used is reduced and that new developments install water efficient fitting and appliances in new homes. More generally, improved water efficiency provides wider benefits to the water cycle and environment.



## Policy G7: Review mechanism

Gloucester City Plan policy	Other Development Plan policy
<b>G7:</b> Review mechanism	–

Where planning policies cannot be immediately met by a development, due to wholly exceptional circumstances, a review mechanism shall be imposed for phased developments to ensure the ability of the development to comply with the relevant policies over the lifetime of the project is rigorously tested.

- 4.7.34** The viability of the policies contained within this plan and the JCS have been tested in accordance with the NPPF and NPPG. The policies and the contributions expected from development should be assumed viable.
- 4.7.35** The applicant would need to demonstrate whether there are any wholly exceptional circumstances that justify the need for a further viability assessment at the application stage. Such circumstances may include a site coming forward that was not part of the 24 typologies tested as part of the whole plan viability assessment, or a significant regional economic change. The applicant would need to provide robust evidence of the changes that have occurred.
- 4.7.36** A review mechanism will be implemented through a S106 process. This is likely to require an independent review of the site viability at regular practical intervals and shall be funded by the developer.





# 5

## SITE ALLOCATIONS

### Introduction and context

- 5.1 Approximately 34% of Gloucester's housing needs will be delivered through 'Strategic Allocations' in the JCS. Likewise, they will make a substantial contribution to the need for employment land for the wider JCS area.
- 5.2 That said, a substantial proportion has been and will be provided for within Gloucester's administrative area. Some of the needs within the plan period (since 2011) have already been delivered, having been granted planning permission and built or are under construction. Many more already have planning permission (known as 'commitments') and will be constructed over the next few years. In addition, the City Council makes an allowance for 'windfall' development; this is development that comes forward on sites that aren't allocated for development.
- 5.3 Further capacity is to be delivered through site allocations within the Gloucester City Plan (GCP). These have been identified through officer searches, call for sites, regeneration proposals and the brownfield register. Sites have been assessed for their suitability, availability and viability through the annual review of the Strategic Assessment of Land Availability (SALA) and in many cases, tested through community and stakeholder consultation and engagement.
- 5.4 In total, the GCP makes 18 site allocations for residential development, employment development, mixed-use development, a school and community use. The site allocations are underpinned by a comprehensive evidence base including a Flood Risk Assessment (Level 2), Transport Assessment and Infrastructure Delivery Plan to understand the likely infrastructure requirement required to support delivery.

- 5.5 The potential capacity of a site to accommodate new development has been determined in one of two ways; the first is to draw on existing masterplans or proposal from which a realistic capacity can be identified; the second is to use a 'density calculation', whereby an allowance is made from the gross site area for infrastructure and community uses, and a calculation then made of the likely capacity of the remainder. The housing capacities identified in Policy SA are indicative and do not represent a ceiling. Proposals should be considered in the context of Policy SD10 'Residential Development' of the adopted JCS and Policy A1 of the GCP 'Effective and efficient use of housing, land and buildings', which seek to ensure the best use is made of land, consistent with its location and character.
- 5.6 In making the most efficient and effective use of land, higher capacities have been identified for site allocations where they are within, or in close proximity to the city centre, near the transport hub (bus station and train station), and where appropriate in the context of the surrounding character and uses. In other locations, capacity assumptions are based on a higher level 'suburban density' of 35 to 40 dwellings per hectare, in accordance with the SALA methodology.
- 5.7 Policy SA below sets out the site allocations for the GCP. Underneath this, each allocation is accompanied by a Site Allocation Statement, which is intended to provide guidance that will be used in the determination of planning applications.

Gloucester City Plan policy	Other Development Plan policy
Site Allocations	<b>SP1:</b> The Need for New Development
	<b>SP2:</b> Distribution of New Development
	<b>SD1:</b> Employment – except retail development
	<b>SD10:</b> Residential Development
	<b>SD13:</b> Gypsies, Travellers and Travelling Showpeople Minerals Local Plan for Gloucestershire 2018 – 2032: Core Policy MS01 – Non-Mineral Development within Mineral Safeguarding Areas

## Policy SA: Gloucester City Plan Site Allocations

REF	SITE	ALLOCATION
<b>SA01</b>	Land at the Wheatridge	2 Form Entry Primary School and approximately 10 residential dwellings.
<b>SA02</b>	Land at Barnwood Manor	Approximately 30 residential dwellings.
<b>SA03</b>	Former Prospect House, 67 – 69 London Road	Approximately 60 residential dwellings.
<b>SA04</b>	Former Wessex House, Great Western Road	Approximately 40 residential dwellings.
<b>SA05</b>	Land at Great Western Road Sidings	Approximately 300 residential dwellings.
<b>SA06</b>	Blackbridge Sports and Community Hub	Multi-use sports, physical activity and community hub.
<b>SA07</b>	Former Quayside House, Blackfriars	Class E(g)(i) offices combined GP practice, pharmacy, approximately 50 residential dwellings.
<b>SA08</b>	Former Fleece Hotel / Longsmith Street Car Park	Main town centre uses and approximately 25 residential dwellings.
<b>SA09</b>	Land rear of St Oswalds Retail Park	Approximately 300 residential dwellings.
<b>SA10</b>	Former Colwell Youth and Community Centre	Approximately 20 residential dwellings.
<b>SA11</b>	Land off New Dawn View	Approximately 30 residential dwellings.
<b>SA12</b>	Land south west of Winneycroft allocation	Approximately 30 residential dwellings.
<b>SA13</b>	Land off Lower Eastgate Street	Approximately 15 residential dwellings.
<b>SA14</b>	Land south of Triangle Park (Southern Railway Triangle)	Class E(g)(office, research and development, or any other industrial process that can be carried out in a residential area without detriment to amenity only) and/or B8 Class (storage or distribution) use class employment uses.
<b>SA15</b>	Jordan's Brook House	Approximately 10 residential dwellings.
<b>SA16</b>	Land off Myers Road	Approximately 10 residential dwellings.
<b>SA17</b>	White City Community Facility	Replacement community facility.
<b>SA18</b>	Part of West Quay, The Docks	Mixed use 'main town centre uses' and approximately 20 residential dwellings.

## Site Allocation Statement SA01: Land at the Wheatridge

WARD / POSTCODE / GEOREF	SA01 / Abbeydale / GL4 5DF / E: 386060 N: 215495
GROSS SITE AREA:	2.28 ha (Note: a minimum of 1.6 ha is required for a primary school).
ALLOCATION:	Two Form Entry Primary School, plus approximately 10 residential dwellings.

### Description and overview

Greenfield site located within Abbeymead to the east of the city in a predominantly residential area. The site was originally reserved for a primary school when the estate was originally granted planning permission but was not needed at that time. However, the County Council as Education Authority have now identified a potential need for a new Two Form Entry Primary School within the plan period, in response to housing growth in the wider area.

In addition to the Primary School, in order to make the best use of the site, approximately ten additional dwellings can be accommodated within the site. A minimum of 1.6 hectares is required for the Primary School, the remaining land being available for residential development.

The need for the Primary School is dependent upon regeneration initiatives at Matson coming forward. If these do not, it is accepted that the site can come forward for 100% residential development. In this case the Council would expect approximately 50 residential dwellings and open space to include a Locally Equipped Area for Play.

### Site specific requirements and opportunities

#### Design and layout

- Maintain and increase tree cover across the site.
- Connect with the Ash Path, providing overlooking whilst retaining the tranquillity of the path.
- The layout of any buildings should be placed to reduce any negative impacts to the amenity of the neighbouring properties.

#### Open space

- A Two Form Entry Primary School does not require any specific open space; however, it will be required to include play space for pupils. If the site does not come forward for a Primary School and instead delivered approximately 50 new residential dwellings, the City Council expects new open space to include a Locally Equipped Area for Play in order to address a locally identified shortfall.

#### Historic environment

- Archaeological assessment.

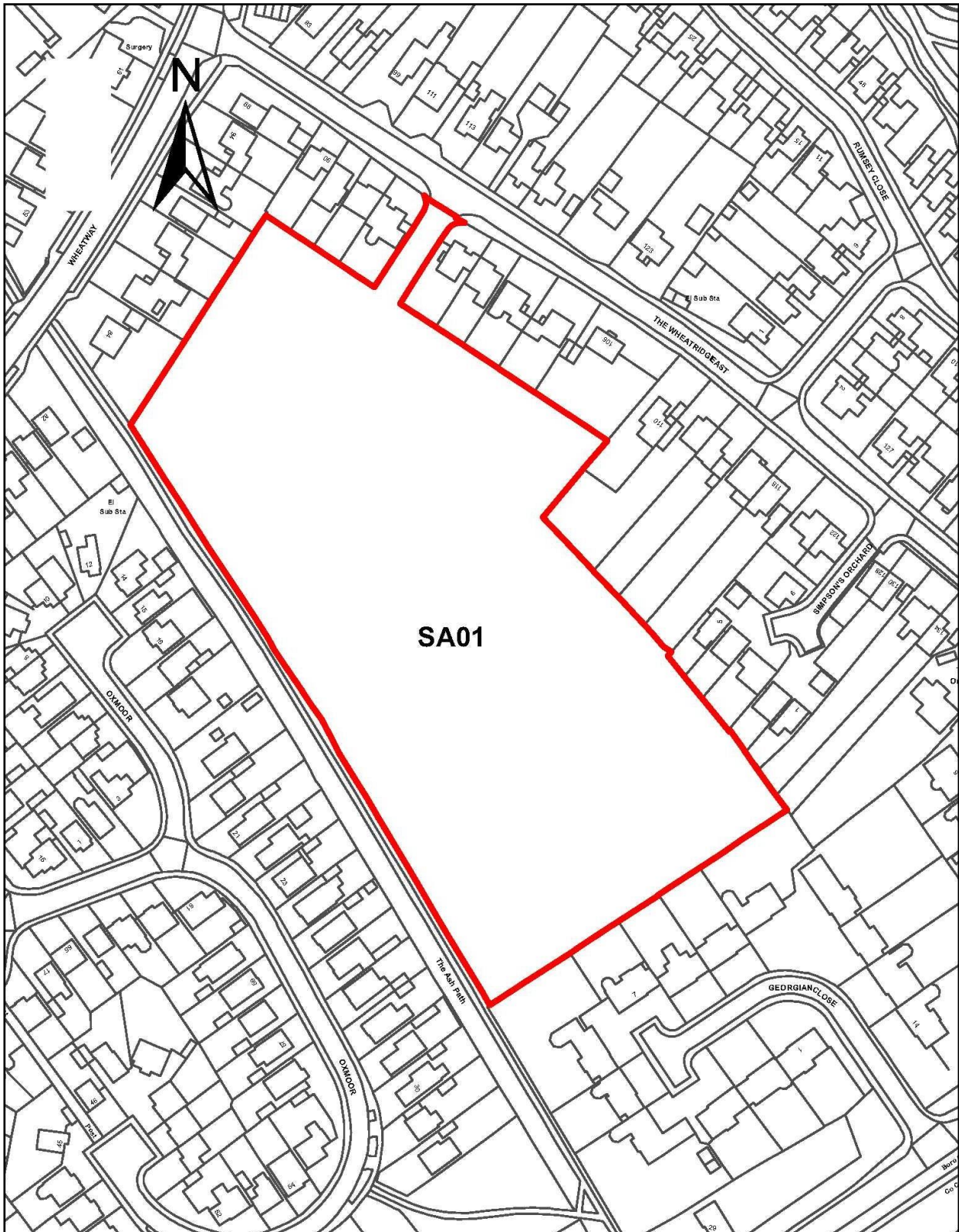
#### Biodiversity

- Improved connectivity to local areas of woodland including Hucclecote Meadow SSSI, possibly via the M5 embankment and farmland to the east of the M5. On site opportunities should be taken to implement species rich grassland and improvements to the species mix of hedgerows.
- Bat survey: To assess their use of linear features such as hedges.
- Bird survey: Not required, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.
- Reptile survey: To assess presence.

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.





**Land at the Wheatridge**

## Site Allocation Statement SA02: Land at Barnwood Manor

WARD / POSTCODE / GEOREF	Barnwood / GL4 3JX / E: 386341 N: 217774
GROSS SITE AREA:	1.95 ha.
ALLOCATION:	Approximately 30 residential dwellings.

### Description and overview

Occupied and functioning sheltered retirement accommodation. The nursing home is not included in the allocation and would remain as a fully functioning facility. The site is situated in a residential area and would provide the opportunity for the intensification of residential use, whilst protecting the setting of the listed manor building.

### Site specific requirements and opportunities

#### Design and layout

- Increase density whilst maintaining the setting of the Listed Building.
- Improve legibility and connectivity through the site between Barnwood Road and Barnwood Arboretum.
- Improve frontage and overlooking to Barnwood Road and North Upton Lane. Maintain pedestrian access to Wotton Brook from the surrounding dwellings.

#### Historic environment

- Built heritage and archaeological assessments.
- Protection of the setting of the Listed Manor.

#### Biodiversity

- Improved Green Infrastructure corridor through to Barnwood Arboretum / Park and Local Wildlife Site (LWS).
- Retention of naturalised watercourse.
- Lighting scheme that retains darkness to protect local otter population using Wotton Brook.
- Bats survey: Building inspections (and any required emergence/re-entry surveys) and activity survey.
- Bird survey: Not required, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.
- Otter and water voles survey: Survey of watercourse for recent evidence of presence.
- Reptiles: To assess presence.

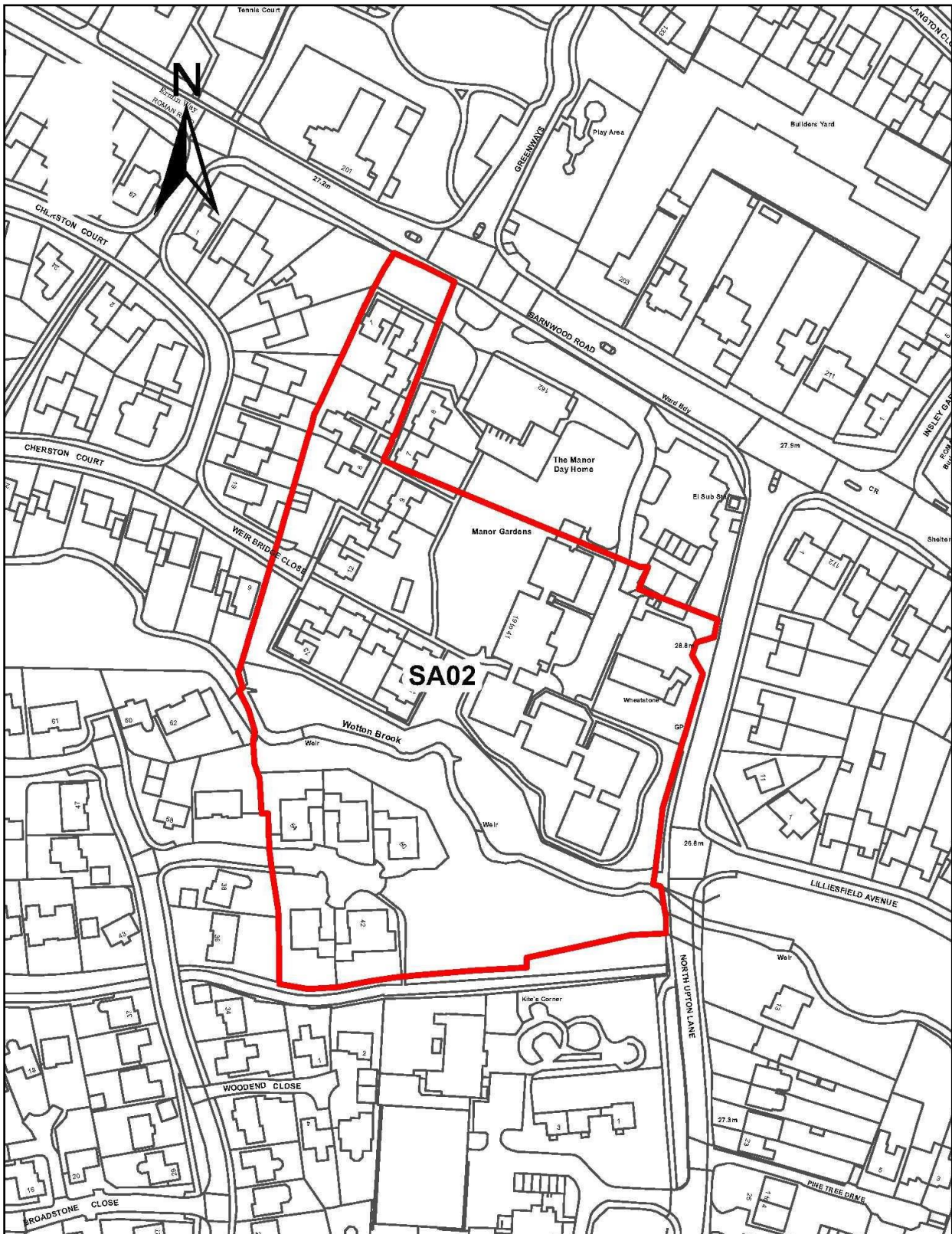
#### Flood risk

- Site-specific Flood Risk Assessment is required if any development located within Flood Zones 2 or 3 or greater than one hectare. Other sources of flooding should also be considered.
- Assessment and implementation of Sustainable Drainage Systems (SuDS) in accordance with general advice and site-specific recommendations in the Strategic Flood Risk Assessment (SFRA) Level 2 (September 2019).

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.





**Land at Barnwood Manor**

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## Site Allocation Statement SA03: Former Prospect House, 67-69 London Road

WARD / POSTCODE / GEOREF	Kingsholm and Wotton / GL1 3HF / E: 383906 N: 218911
GROSS SITE AREA:	0.40 ha.
ALLOCATION:	Approximately 60 residential dwellings. There is an expectation that the main existing building will be refurbished/repurposed.

### Description and overview

A redundant office block in a prominent location on the corner of London Road and Heathville Road. The premises have been marketed by the landowner for a considerable period but have been vacant for several years. The site offers the opportunity for the redevelopment to provide a higher density residential scheme, in a location supported by high frequency public transport and near to the city centre and public transport hub.

### Site specific requirements and opportunities

#### Design and layout

- Improve the architectural appearance of the buildings and the streetscene.
- Careful consideration to be given to the relationship between the site and the existing residential properties on Heathville Road. Improve the public realm along London Road.

#### Historic environment

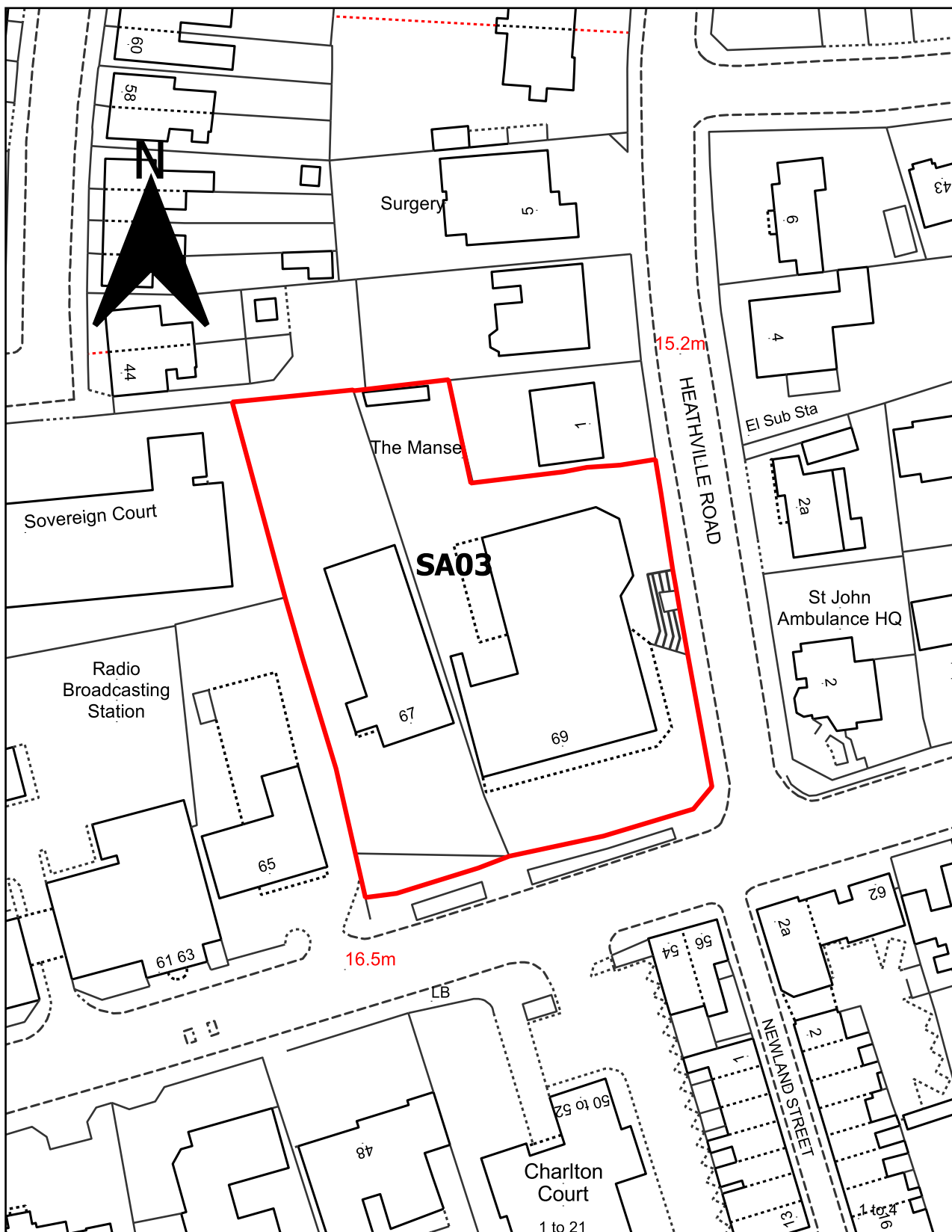
- Site located within the London Road Conservation Area; new development must therefore positively respond to the London Road Conservation Area Appraisal and Management document.
- Archaeological Assessment given proximity of location to Roman Road.
- Refer to detailed Site Historic Environment Assessment (November 2016) which concludes that development would be allowed with mitigation.

#### Biodiversity

- Creation of bat habitat and roosts as well as swift blocks and the provision for house martins.

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.



### SA03: Former Prospect House, 67-69 London Road

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## Site Allocation Statement SA04: Former Wessex House, Great Western Road

WARD / POSTCODE / GEOREF	Kingsholm and Wotton / GL1 3NF / E: 383701 N: 218632
GROSS SITE AREA:	0.3 ha.
ALLOCATION:	Approximately 40 residential dwellings, temporary accommodation or mixed use.

### Description and overview

A small, strategically located site close to Great Western Road underpass. Current building 'Edmundson Electrical' in the centre of the site is severely dilapidated and in need of demolition in order to facilitate development. The site offers the opportunity for higher density residential development or mixed-use given its very close proximity to the city centre and transport hub.

### Site specific requirements and opportunities

#### Design and layout

- The site should be laid-out to provide direct overlooking and create active frontages to Great Western Road and the adjacent underpass.
- Opportunity to widen the entrance into the underpass and create improved visibility.
- Green buffer to be created alongside adjacent railway to mitigate against noise and air pollution from the railway.
- Clearly defined public and private space, and appropriate boundary treatments will be important around the underpass.

#### Historic environment

- Archaeological assessment.

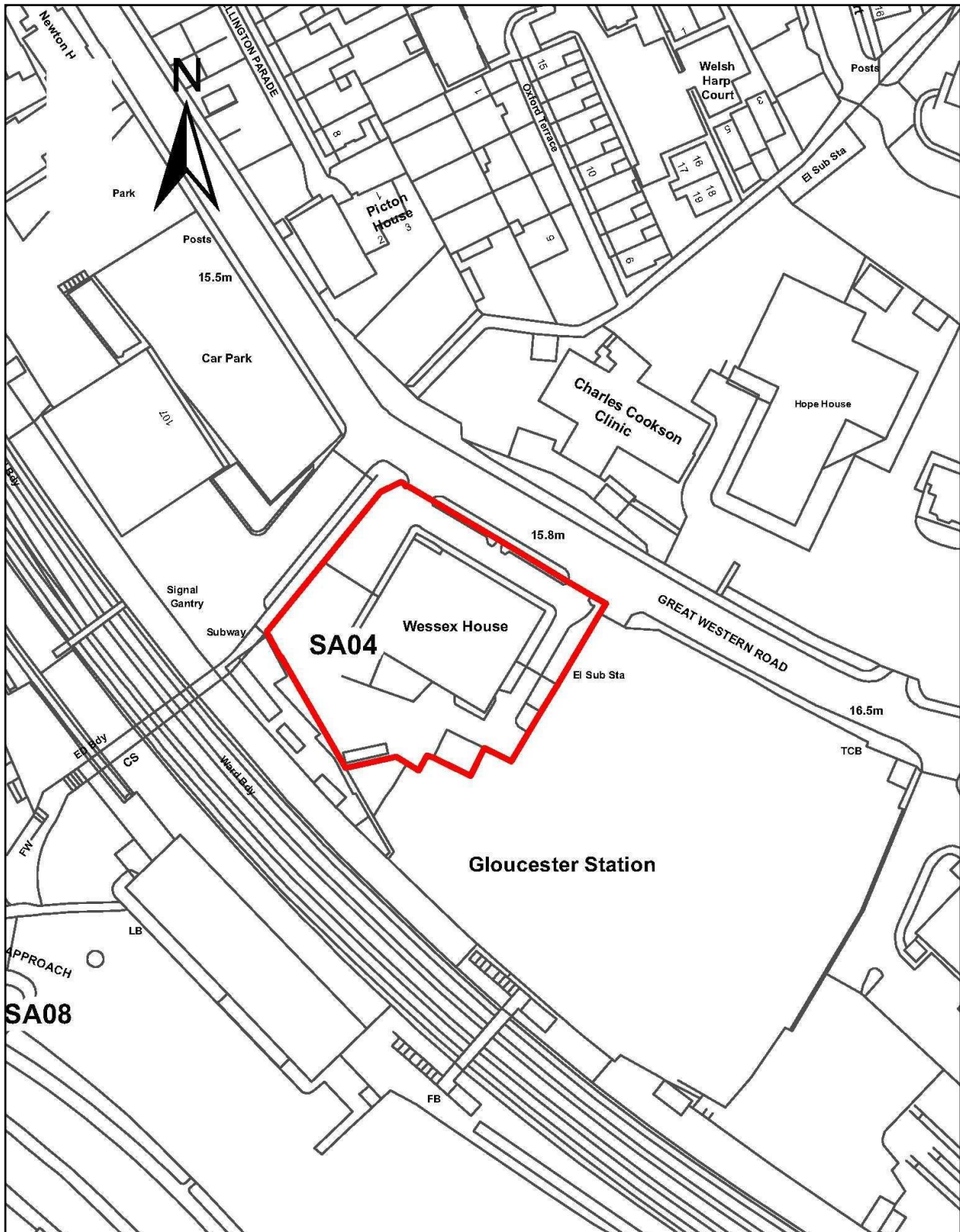
#### Biodiversity

- Green roofs/walls should be utilised.
- Creation of bat habitat and roosts as well as swift blocks and the provision for house martins.

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.





## Wessex House, Great Western Road

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## Site Allocation Statement SA05: Land at Great Western Road Sidings

WARD / POSTCODE / GEOREF	Kingsholm and Wotton / GL1 3PZ / E: 384152 N: 218365
GROSS SITE AREA:	4.3 ha.
ALLOCATION:	Approximately 300 residential dwellings.

### Description and overview

Large brownfield site; an area of railway sidings close to Gloucestershire Royal Hospital on the junction of Great Western Road and Horton Road. The site offers the opportunity for a higher density scheme near the city centre and transport hub.

### Site specific requirements and opportunities

#### Design and layout

- Create a well-defined built frontage to Great Western Road.
- Create a green link between Great Western Road and the southern end of Horton Road.
- Increase tree coverage and create a more meaningful useable open space that connects to the hospital and could be utilised by hospital visitors.
- Provision of appropriate crossing point to access open space.

#### Open space

- The site includes existing green space known as the 'Great Western Road Rest Gardens'. This should be included and expanded within the wider redevelopment, to provide a functional area of open space including a Locally Equipped Area for Play.

#### Highways and access

- Implementation of a new strategic cycle and footway linking to city centre and transport hub to the west and the new residential development at the Allstone site to the east.

#### Historic environment

- Built heritage and ecological assessments.
- Presence of historic steam engine shed is a non-designated heritage asset.

#### Biodiversity

- Creation of green corridor following the proposed walking/cycle route from Horton Road (with links to the Allstone site / Armscroft Park), through the sidings towards former Wessex House and railway station.
- Creation of bat habitat/roosts.

- Likely presence of nationally scarce invertebrates; any loss of brownfield habitat should be mitigated through brown roofs.
- Bat survey: Building inspections (and any required emergence/re-entry surveys) if any buildings are scheduled to be removed or altered.
- Birds survey: Not required, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.
- Reptile survey: To assess presence.
- Invertebrates survey: To determine presence of important habitats for invertebrates.

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.

#### Mitigation measures

- Due to the presence of nearby safeguarded mineral and waste infrastructure sufficient mitigation measures should be put in place to avoid unacceptable land-use incompatibility issues arising.

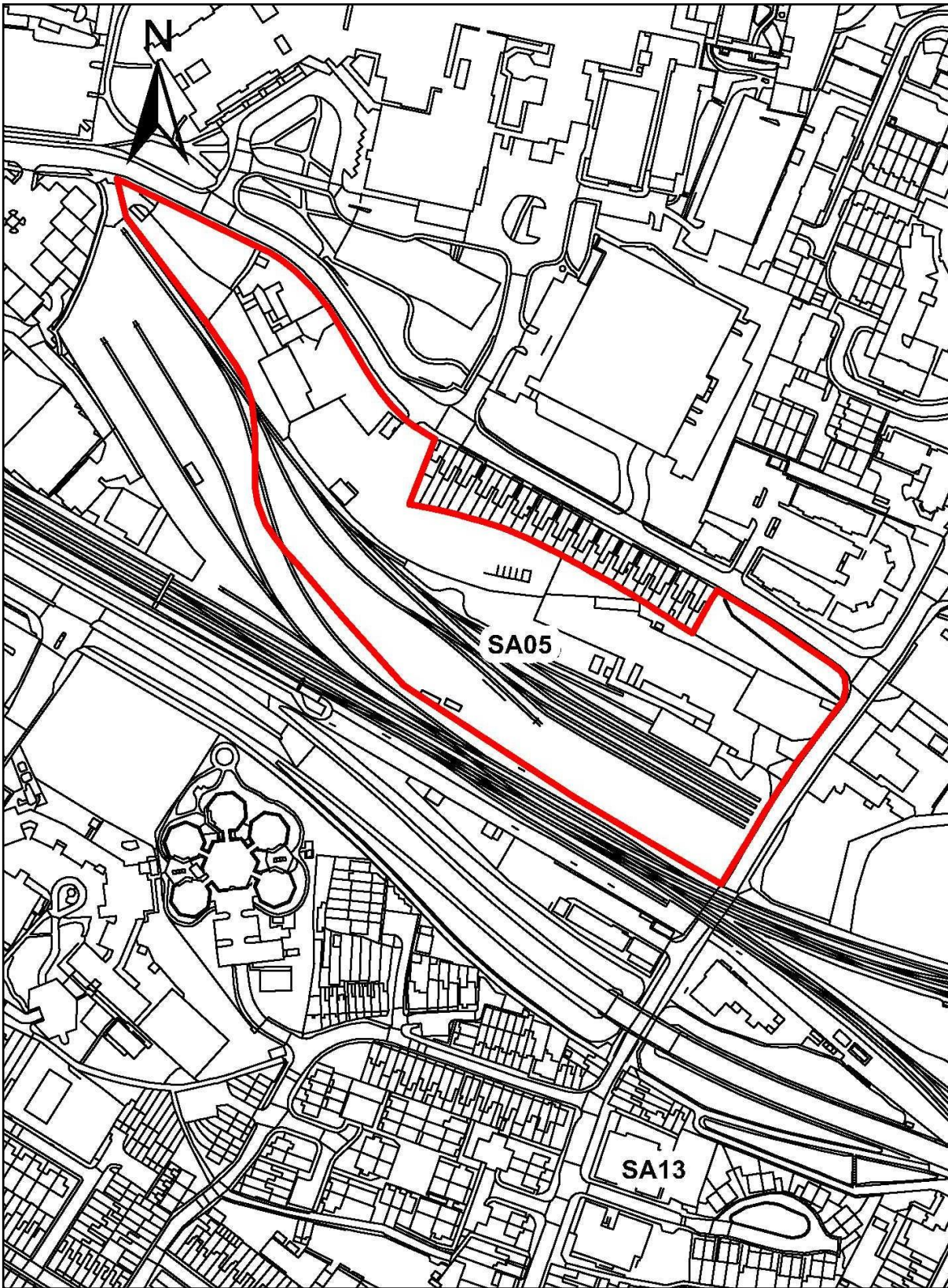
#### Air Quality

- Given the likely high density of development and the proximity of the site to existing potential sources of air pollution, all proposals for development should demonstrate their compliance in meeting EU limit values and national objectives for air pollutants. The development must be consistent with the Local Air Quality Action Plan.

#### Other

- Regard to the City Council's adopted 'Railway Corridor' Planning Brief.





## Land at Great Western Road Sidings

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## Site Allocation Statement SA06: Blackbridge Sports and Community Hub

WARD / POSTCODE / GEOREF	Podsmead / GL1 5TY (closest) / E: 382935 N: 215862
GROSS SITE AREA:	9.7 ha
ALLOCATION:	Multi-use sports, physical activity and community hub, to include a full- sized 3G artificial surface, grass playing fields and a multi-use health and wellbeing facility.

### Description and overview

Historically used as playing fields, this site has been identified in the Playing Pitch Strategy and Built Sports Facility Strategy as a priority for a multi-sports and community hub within the Podsmead community, but with a city-wide reach. It also provides opportunities for physical activity beyond formal sport. The development should include a multi-use health and wellbeing facility to provide for the needs of the local community and those arising from the delivery of sports facilities with the city-wide catchment.

### Site specific requirements and opportunities

#### Design and layout

- Careful consideration needs to be given to the access route into the site and the boundary treatments.
- An improved street presence and adequate parking will need to be provided.
- Opportunity to improve visibility and instate a footpath to the eastern side of Podsmead Road.
- Safe and secure routes will be needed between the facilities and its potential users.

#### Gloucester Athletics Club

- Incorporation of the adjacent Gloucester Athletics Club into the wider site to secure a seamless multi-sports venue. Protection of the amenity and facilities currently enjoyed by the club.

#### Historic environment

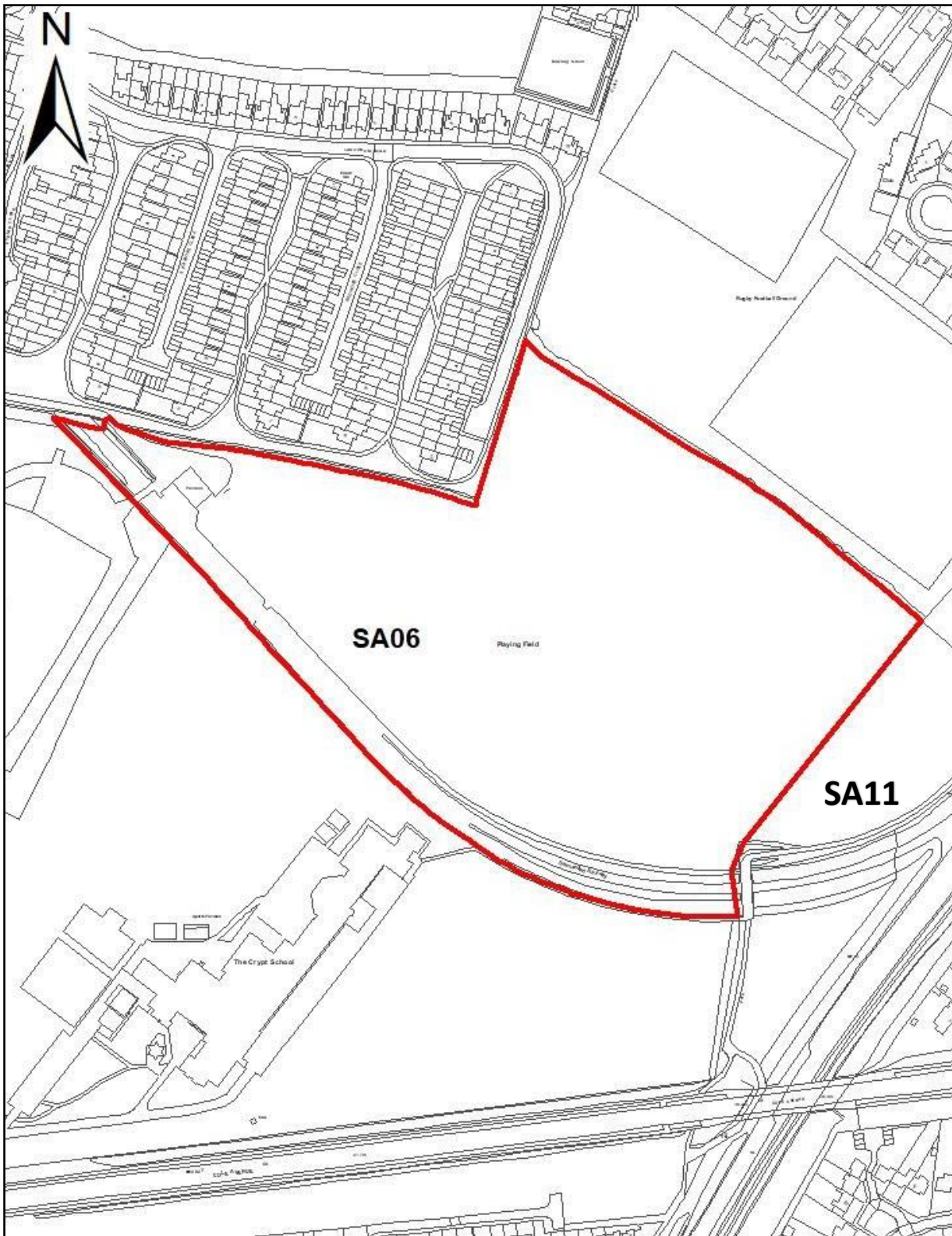
- Any requirements for upfront information and mitigation would depend on the scale and impact of any proposal.

#### Biodiversity

- Incorporation of and improvements to the dismantled railway cutting, currently an extensive area of brambles, shrubs and small trees including apples and damson. This area forms a potential Local Wildlife Site and is identified as having considerable potential for enhancing local conservation value and protection/enhancement of a key ecological corridor within an urban environment.

#### Flood risk

- Surface water runoff from the site is considered to contribute to flood risk in the downstream catchment; redevelopment provides an opportunity for flood risk mitigation for the wider area. Any development should therefore implement a robust Sustainable Drainage System (SuDS).



## Blackbridge Sports and Community Hub

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## Site allocation Statement SA07: Former Quayside House, Blackfriars

WARD / POSTCODE / GEOREF	Westgate / GL1 2TZ / E: 382781 N: 218659
GROSS SITE AREA:	1.6 ha.
ALLOCATION:	Class E(g)(i) offices, Combined GP Practice, Pharmacy, Residential (approximately 50 dwellings)

### Description and overview

Brownfield site adjacent to Shire Hall. Formerly the site was the location of Gloucestershire County Council offices 'Quayside House' but this has been demolished and is used in part for staff parking. The site provides the opportunity for a higher density scheme to provide additional office accommodation to meet the operational needs of the County Council, as well as a Combined GP Practice to provide for local need and approximately 50 residential dwellings.

### Site specific requirements and opportunities

#### Design and layout

- Natural surveillance to key routes.
- Improved pedestrian permeability through the site and connectivity with nearby bus stops.
- Respect and respond to designated heritage assets of the former prison to the south.

#### Historic environment

- Archaeological and built heritage assessments have been established and to some extent undertaken through the LDO (16/01510/LDO). It may be the case that further assessments are required, depending on the form of development proposed.

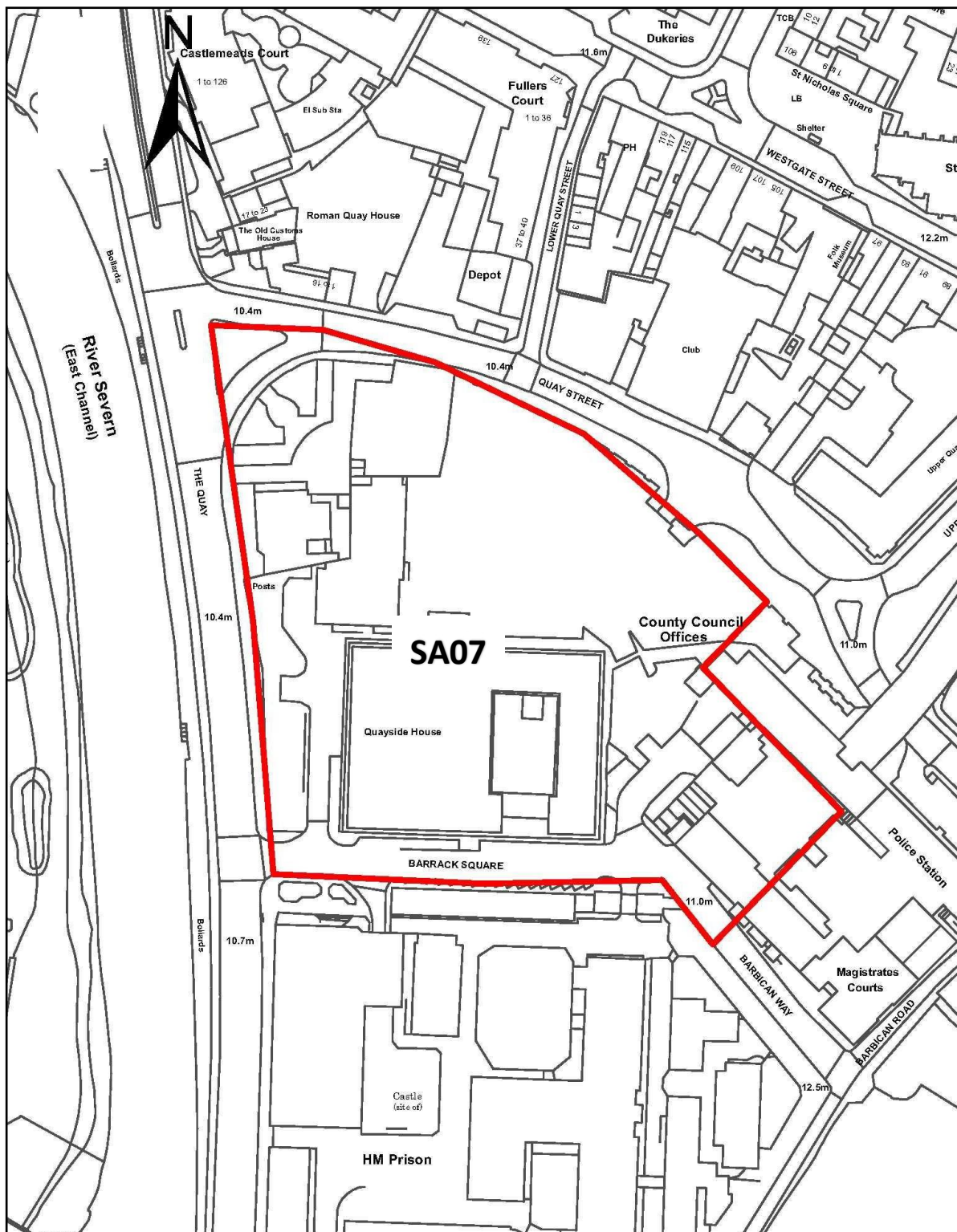
#### Biodiversity

- Green roofs/walls should be utilised on this site.
- Creation of bat habitat and roosts as well as swift blocks and the provision for house martins.

#### Flood risk

- A site-specific Flood Risk Assessment is required if any development located within Flood Zones 2 or 3 or is greater than one hectare. Other sources of flooding should also be considered.
- Assessment and implementation of Sustainable Drainage Systems (SuDS) in accordance with general advice and site-specific recommendations in the Strategic Flood Risk Assessment (SFRA) Level 2 (September 2019).
- Opportunities to improve flood protection along the River Severn as part of a wider regeneration scheme should be explored in consultation with the EA.





**Former Quayside House, Greater Blackfriars**

## Site Allocation Statement SA08: Former Fleece Hotel & Longsmith Street Car Park

WARD / POSTCODE / GEOREF	Westgate / GL1 2TZ (nearest) / E: 383056 N: 218561
GROSS SITE AREA:	1.6 ha
ALLOCATION:	Main town centre uses, including approximately 25 residential units.

### Description and overview

The Fleece complex is a centrally located historic site which is under-utilised and run down. It is comprised of a combination of important listed buildings, and a number of modern buildings all in poor condition within a tight urban grain. Longsmith Street car park is an operational City Council car park to the south west of the Fleece complex. The site offers the opportunity for a sensitive redevelopment to protect and enhance heritage assets, whilst delivering a mix of main town centre uses to support the vitality and viability in this key area of the city.

### Site specific requirements and opportunities

#### Design and layout

- Opportunities to provide active frontages to Bull Lane, Cross Keys Lane and Longsmith Street.

#### Historic environment

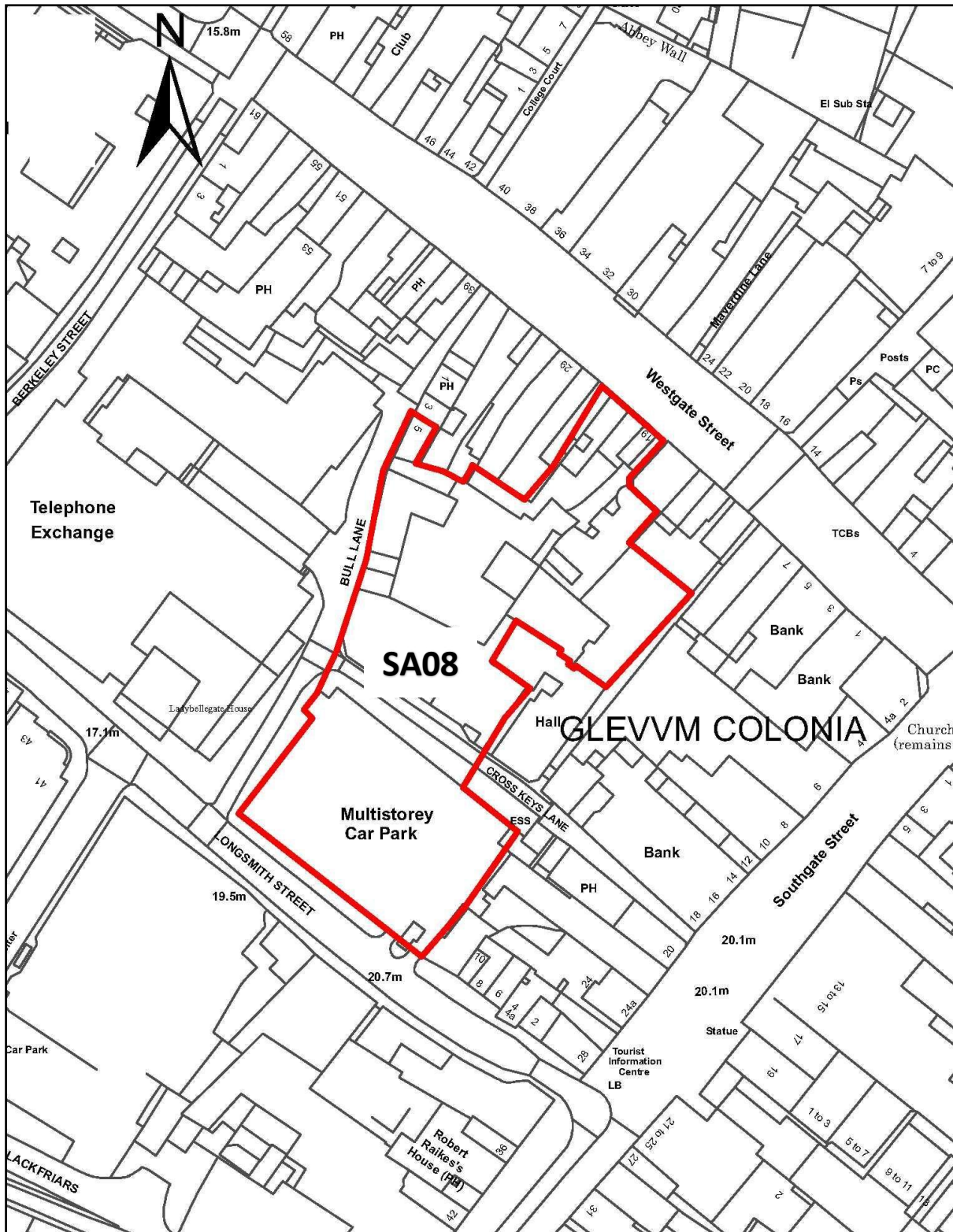
- This is a sensitive historical site. There is a requirement to refer to the City Council's Concept Statement on all matters to do with built heritage and archaeology.

#### Biodiversity

- Creation of bat habitat and roosts as well as swift blocks and the provision for house martins.

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.



**Former Fleece Hotel & Longsmith Street Car Park**



# Site Allocation Statement SA09: Land rear of St Oswalds Retail Park

WARD / POSTCODE / GEOREF	Westgate / GL1 2SR / E: 382738 N: 219372
GROSS SITE AREA:	6.44 ha.
ALLOCATION:	Residential: Approximately 300 dwellings.

## Description and overview

Large brownfield site to the west of the Tesco superstore at St Oswalds. A railway line runs the length of the southern boundary. To the north is residential development and older people's housing in the form of St Oswalds Village. To the west of the site lies Archdeacon Meadow which is in the floodplain of the River Severn.

## Site specific requirements and opportunities

### Design and layout

- Provide/improve cycleways and pathways, including linkages and integration with the GI network and the provision of level pedestrian access to Westgate Park and Severn Way.
- Opportunities to enhance green corridor along railway and create an appropriate buffer.
- Routes should be created across the site to create a legible link from Westgate park to the adjacent retail uses.
- Residential uses should be carefully sited to avoid conflict with the adjacent retail use.
- Buildings located to make the most of views of the Cathedral and surrounding countryside.

### Open space

- Provision of new open space to provide for the needs of the new community as well as to address identified shortfalls within the existing community at Dexter Way and Longhorn Avenue. To include a Locally Equipped Area for Play.

### Historic environment

- Archaeological Assessment: This is a former unregulated landfill site with made up ground and there is unknown archaeological potential.

### Biodiversity

- Retention of some areas of brownfield habitat for brownfield species.

Creation of:

- Green habitat / landscaping suitable for invertebrates and reptiles.
- Nutrient poor dry conditions using rock, gravel, rubble encouraging high flower abundance of native nature rich species.

- Patches of bare ground, exposed earth banks, seasonally wet areas.
- Green and brown roofs will be required on some buildings.
- Bat survey: To assess their use of the site.
- Bird survey: None, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.
- Reptile survey: To assess presence.

### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.

### Air Quality

- The site is in close proximity to Priory Road AQMA, all proposals for development should demonstrate their compliance in meeting EU limit values and national objectives for air pollutants. The development must be consistent with the Local Air Quality Action Plan.

### Land contamination

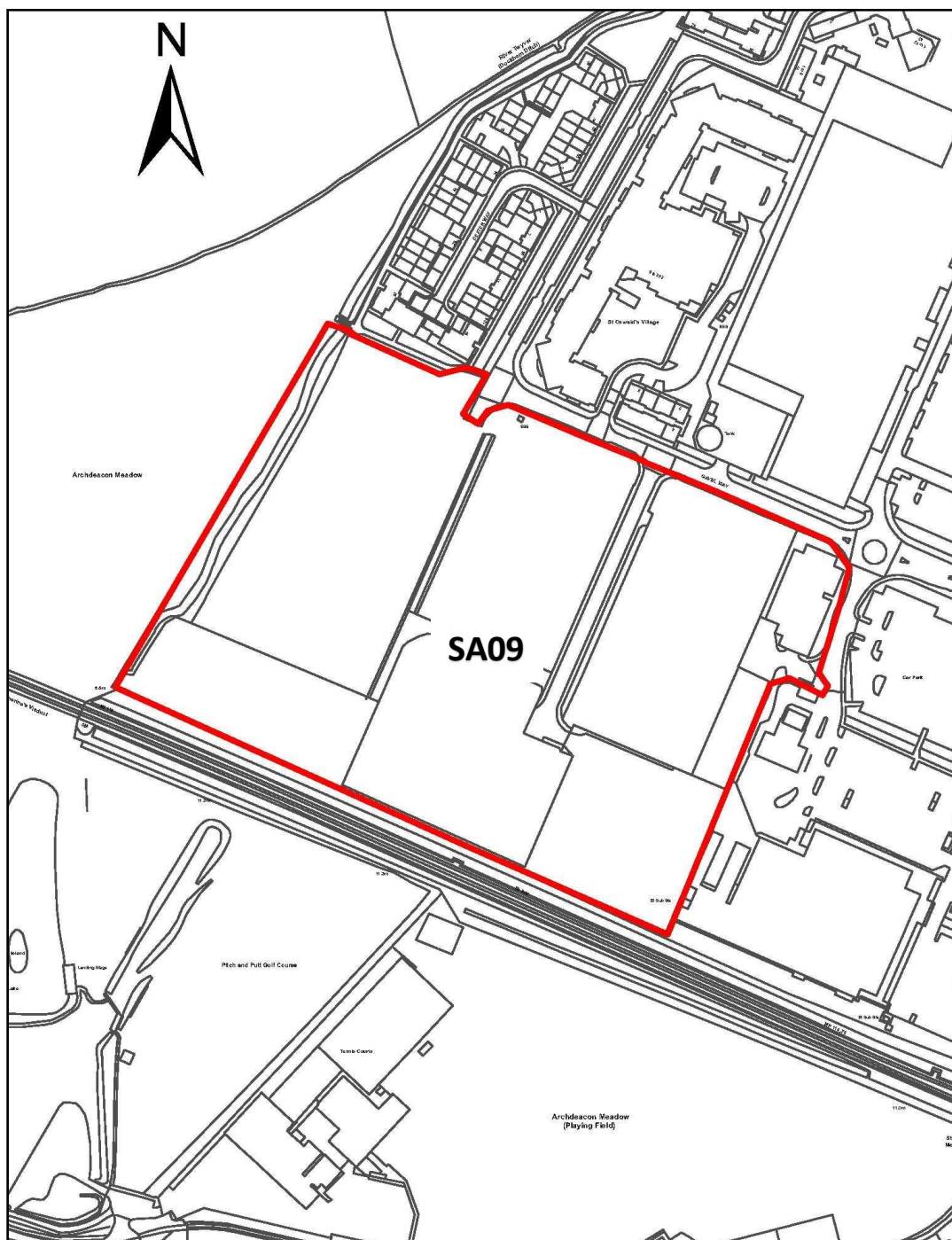
- The site allocation lies within an area subject to historic unlicensed landfill activity. Consequently, an appropriate land contamination risk assessment and options appraisal may be required. Early engagement with the Environment Agency in respect of this matter is strongly encouraged.

### Flood risk

- A site-specific Flood Risk Assessment is required if any development located within Flood Zones 2 or 3 or is greater than one hectare. Other sources of flooding should also be considered.
- Assessment and implementation of Sustainable Drainage Systems (SuDS) in accordance with general advice and site-specific recommendations in the Strategic Flood Risk Assessment (SFRA) Level 2 (September 2019).

### Ground & Surface Water Quality

- Development proposals will adopt specific drainage techniques to address the problems of previous contamination and land movement. This is in the interests of protecting ground and surface water quality.



### Land rear of St Oswalds Retail Park

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## Site Allocation Statement SA10: Former Colwell Youth & Community Centre

WARD / POSTCODE / GEOREF	Barton & Tredworth / GL1 4BD (nearest Sydney Street) / E: 384220 N: 218107
GROSS SITE AREA:	0.18 ha.
ALLOCATION:	Residential: Approximately 20 dwellings.

### Description and overview

Redundant former school building and car park. The site provides the opportunity to provide new homes in a predominantly residential area. The building should be retained and converted.

### Site specific requirements and opportunities

#### Design and layout

- The building and the boundary treatments should be preserved and enhanced to make the most of this attractive building that makes a positive contribution to the streetscene.
- Any proposed new development to the car park area will need to be considerate to the amenity of the adjacent existing two-storey residential properties.
- Overlooking of the pedestrian link to Metz way is encouraged provided it can be achieved whilst being sensitive to the amenity of the adjacent residential properties.
- Any proposed solar panels to the roof will need to be assessed to ensure there is no glint caused to the users of the elevated roadway Metz Way.

#### Historic environment

- Existing building is considered a candidate for the 'Local List' in the City Council's Townscape Character Appraisal (2019).
- Built Heritage Assessment of significance and character.

#### Biodiversity

- Incorporate green roofs or walls as part of any development of this site.

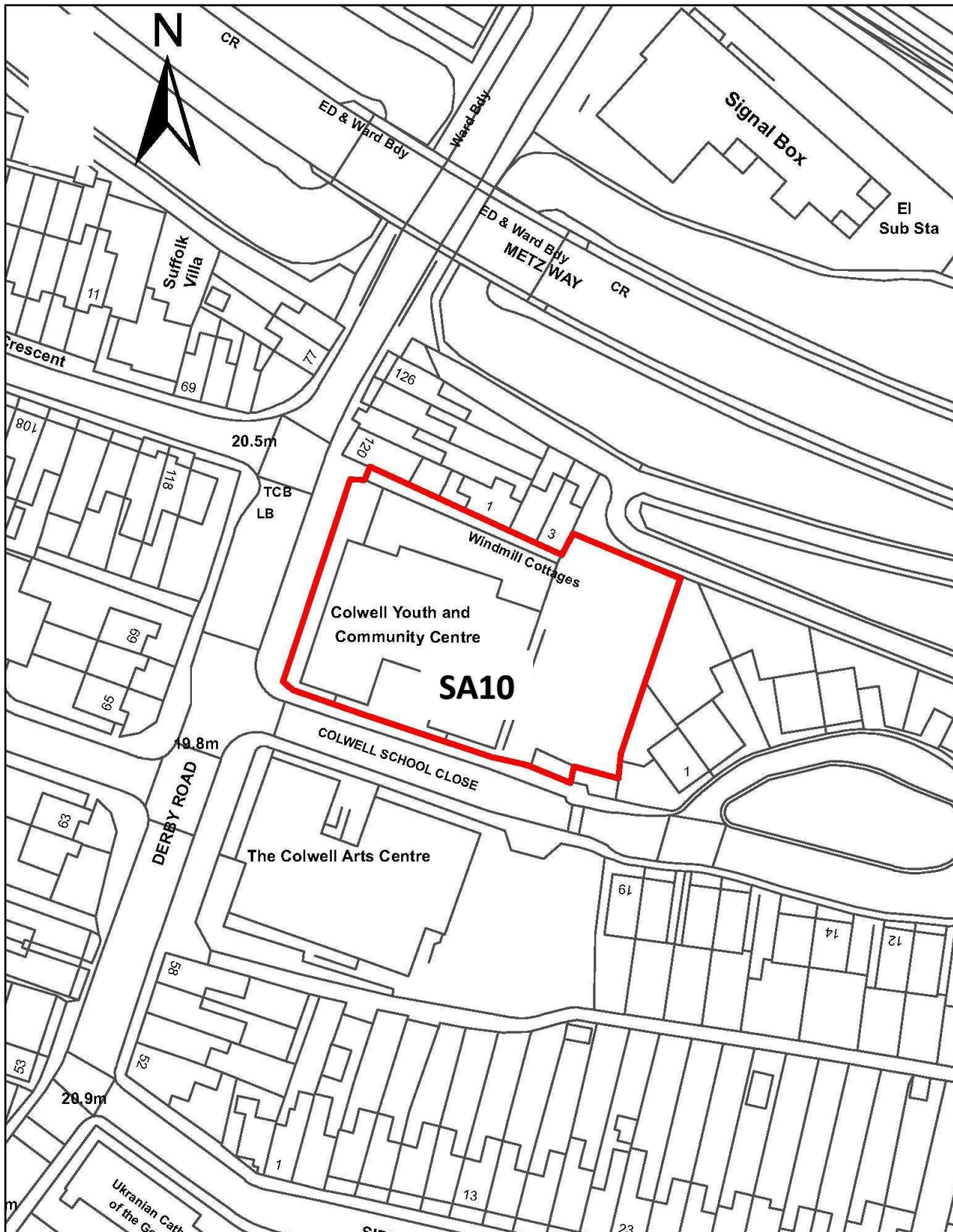
#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.

#### Mitigation measures

- Due to the presence of nearby safeguarded mineral and waste infrastructure sufficient mitigation measures should be put in place to avoid unacceptable land-use incompatibility issues arising.





**Former Colwell Youth & Community Centre**

## Site Allocation Statement SAI I: Land off New Dawn View

WARD / POSTCODE / GEOREF	Podsmead / GL1 5LH (nearest) / E: 383101 N: 215801
GROSS SITE AREA:	0.8 ha.
ALLOCATION:	Residential: Approximately 30 dwellings.

### Description and overview

Green land adjacent to the allocation for the Blackbridge Sports and Community Hub (see allocation SA06). The site is accessed through an existing residential area and provides an opportunity for an extension to provide a small number of new homes. The land currently forms playing field land as part of the wider Blackbridge site. The proposal to allow the loss of limited playing field land to support the delivery of the Blackbridge Sports and Community Hub (Policy SA06) is supported by the PPS Delivery Group. The use of a small part of the site for residential development releases the wider site to deliver significant net gains including a full-sized 3G pitch, grass pitches, a health and wellbeing building and opportunities for informal physical activity. On this basis, it is considered the proposal meets in whole or in part the Sport England exception tests relating to the loss of playing field land.

### Site specific requirements and opportunities

#### Design and layout

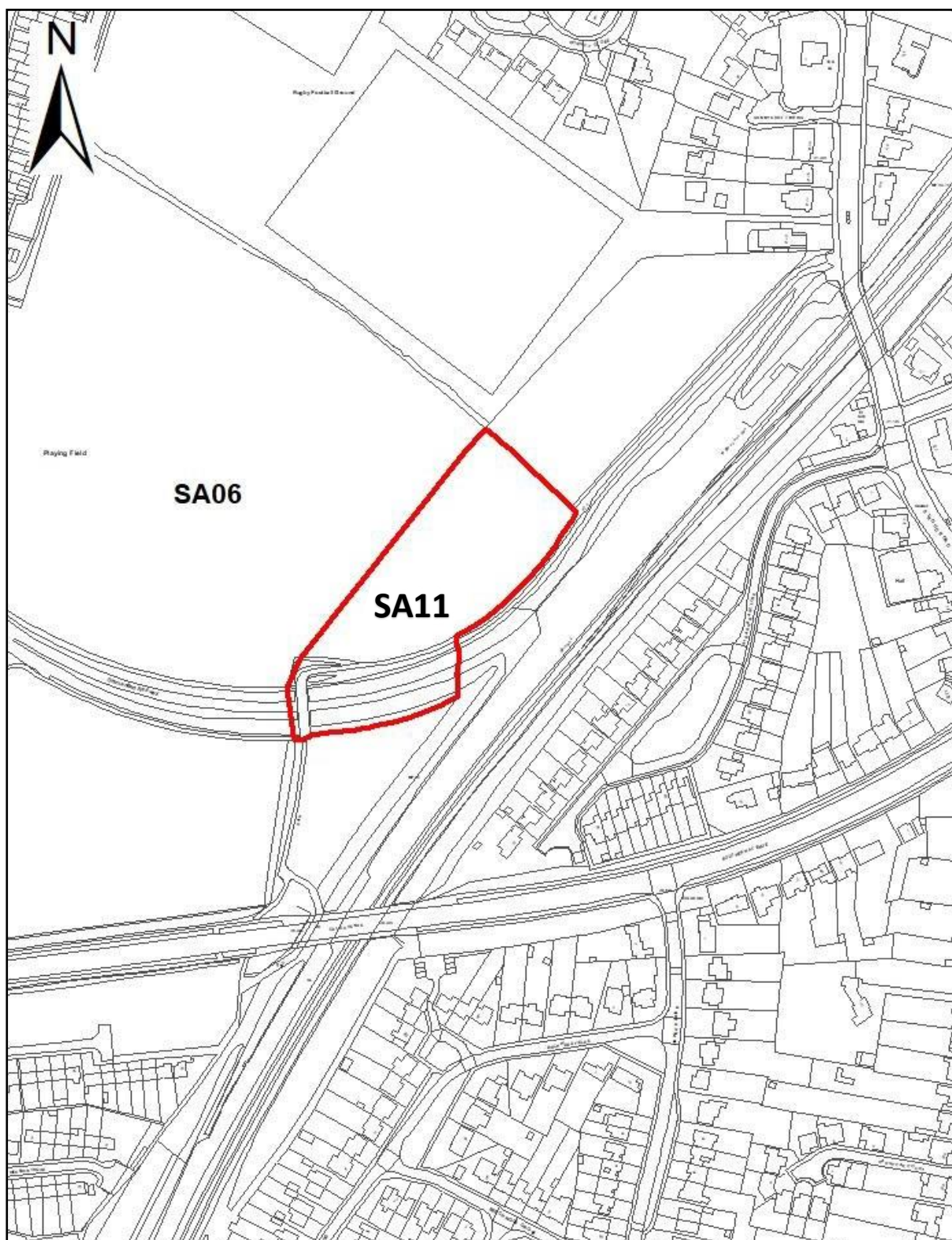
- Layout should be designed to incorporate as much of the existing green infrastructure as possible.
- Overlooking should be provided to the playing fields.
- An existing network of green and active routes exists and provide wild food including: blackberries, damsons, sloes, and apples.
- These routes and opportunities will need to be maintained for the purposes of health and wellbeing and biodiversity.

#### Historic environment

- Requirements for upfront information and mitigation would depend on the scale and impact of proposals.

#### Biodiversity

- Incorporation of and improvements to the dismantled railway cutting, currently an extensive area of brambles, shrubs and small trees including apples and damson. This area forms a potential Local Wildlife Site and is identified as having considerable potential for enhancing local conservation value and protection/enhancement of a key ecological corridor within an urban environment.
- Bird survey: Not required, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.



**Land off New Dawn View**



## Site Allocation Statement

### SA12: Land South West of Winneycroft Allocation

WARD / POSTCODE / GEOREF	Matson & Robinswood / GL4 6HY (nearest) / E: 385108 N: 214493
GROSS SITE AREA:	0.86 ha.
ALLOCATION:	Approximately 30 residential dwellings.

#### Description and overview

Greenfield site on the eastern side of Winneycroft Lane, broadly opposite Sneedhams Road. Currently used for grazing and keeping horses. This site provides an opportunity to link with the wider JCS strategic allocation at Winneycroft and deliver a small number of new homes.

#### Site specific requirements and opportunities

##### Design and layout

- The site lies in a medium Landscape Sensitivity Area. The layout, form, scale and architectural appearance should complement the setting of the site and not impact on the views into or from the Cotswold AONB and Robinswood Hill.
- Properties should be laid out to create an active frontage to Winneycroft Lane.
- The site should be designed to create a suitable transition between any built up area to the north and the rural fringe of the city.

##### Historic environment

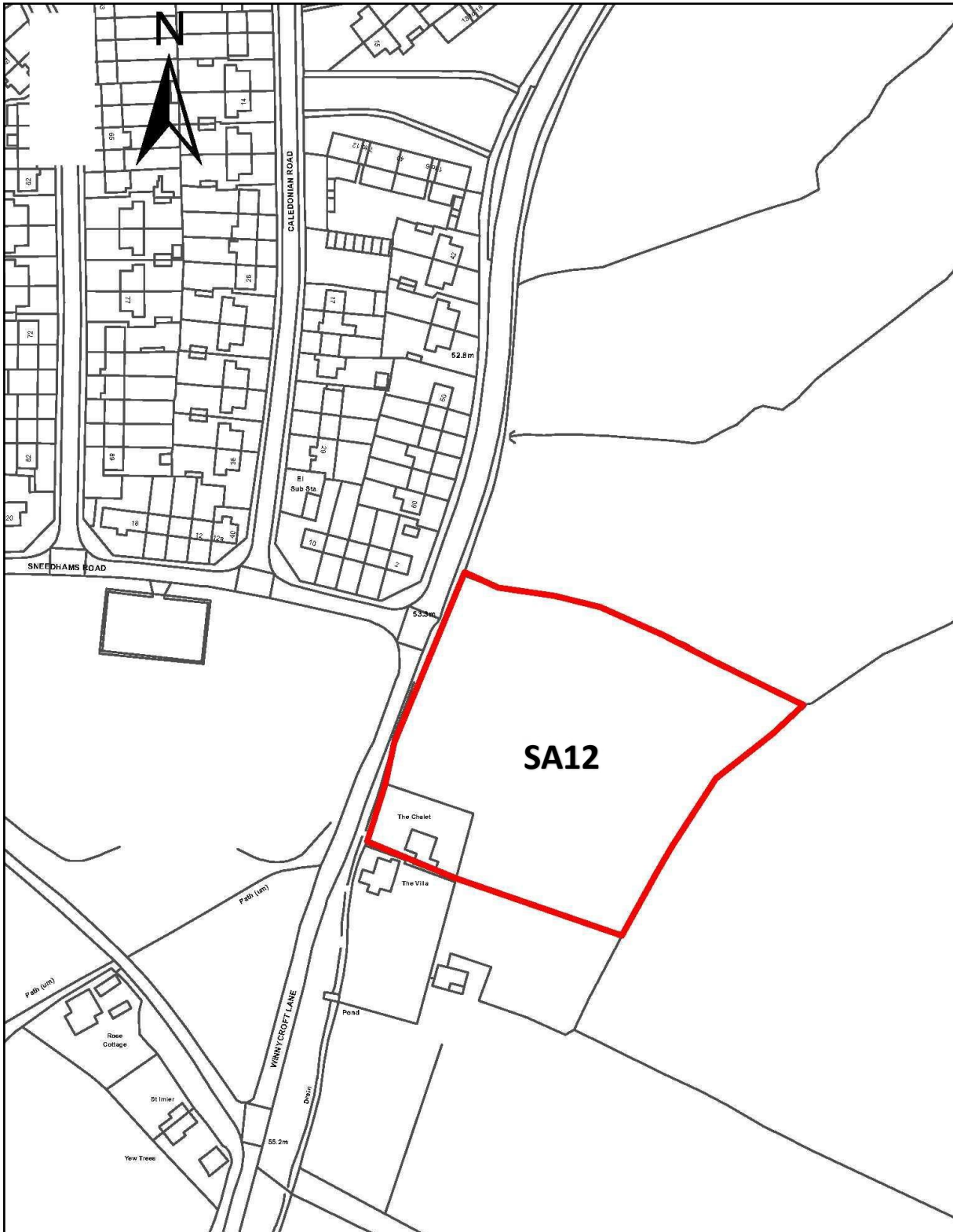
- Archaeological assessment.
- Site is relatively close to the protected moated site to the south.

##### Biodiversity

- Maintain and enhance hedgerows and trees.
- A remnant orchard is located to the north east of adjacent land and on the opposite side of the M5, plus fruit and nut trees on site. Implement opportunities for linear orchard planting in hedgerows, in consultation with the City Council.
- Bat surveys: Building inspections (and any required emergence/re-entry surveys) if any buildings are scheduled to be removed or altered and bat activity surveys.
- Bird survey: Not required, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.
- Reptile survey: To assess presence.

##### Flood mitigation

- The site should reasonably contribute to the ongoing Sud & Twyver flood mitigation scheme being led by the City Council in conjunction with the Environment Agency.



## Land South West of Winneycroft Allocation

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## Site Allocation Statement SA I 3: Land off Lower Eastgate Street

WARD / POSTCODE / GEOREF	Westgate / GL1 1QT / E: 383542 N: 218189
GROSS SITE AREA:	0.13 ha.
ALLOCATION:	Approximately 15 residential dwellings.

### Description and overview

Urban infill site on lower Eastgate street. The area is a busy city centre location with a relatively large number of commercial uses in proximity. The site offers the opportunity for a small higher density development of residential dwellings, within the city centre boundary and near the transport hub.

### Site specific requirements and opportunities

#### Design and layout

- Enhance the streetscene to Eastgate Street with the opportunity to increase the height of the built form whilst complimenting the existing parade of shops.
- Any development to the rear will have to be considerate of the relationship to the residential properties along Kings Barton Street. These properties have limited rear gardens and are at risk of being overlooked or overshadowed.
- The scale of any development at the rear must not be overbearing to the existing residential properties.
- Consideration needs to be given to the neighbouring uses surrounding the site. These include pubs, nightclubs and fastfood outlets. Careful design and mitigation will be required to ensure any proposed development is compatible with existing uses.

#### Historic environment

- Site is within the Eastgate & St Michaels Conservation Area. New development must therefore positively respond to the Conservation Area Appraisal and Management document.
- Various listed buildings in proximity and development must respect the buildings and setting.
- Desk-based evaluation and possibly a trial trench; route of the Roman road known as the 'Portway' extends through the northern part of the site and there is evidence of archaeological remains. It is possible that settlement and burial activity of Roman date extends through the site.

#### Biodiversity

- Creation of bat habitat and roosts as well as swift blocks and the provision for house martins.

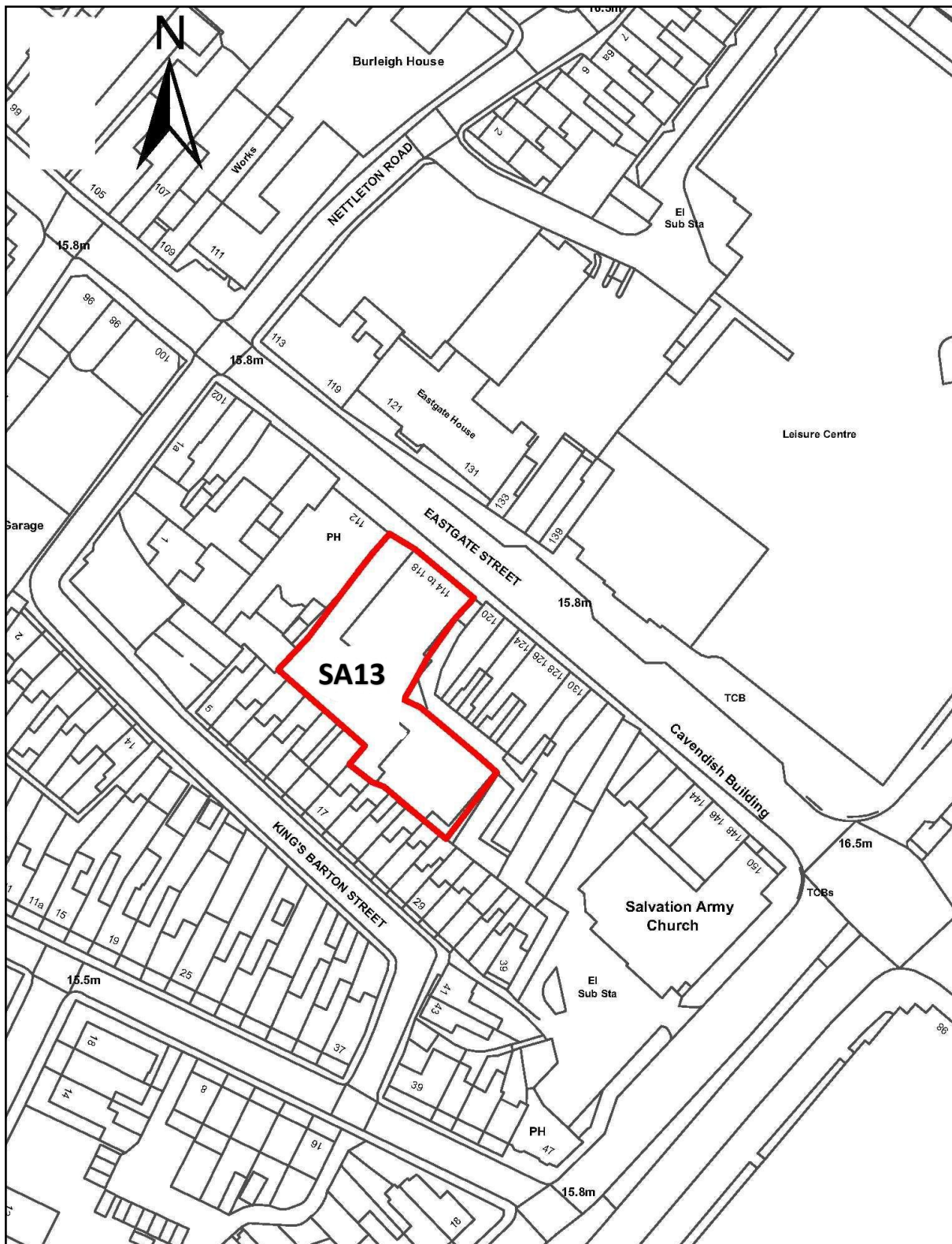
#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.

#### Flood risk

- A site-specific Flood Risk Assessment is required if any development located within Flood Zones 2 or 3 or is greater than one hectare. Other sources of flooding should also be considered.
- Assessment and implementation of Sustainable Drainage Systems (SuDS) in accordance with general advice and site-specific recommendations in the Strategic Flood Risk Assessment (SFRA) Level 2 (September 2019).





**Land off Lower Eastgate Street**

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## Site Allocation Statement SA14: Land South of Triangle Park (Southern Railway Triangle)

WARD / POSTCODE / GEOREF	Elmbridge / GL4 3JS (nearest) / E: 384603 N: 217834
GROSS SITE AREA:	4.2 ha
ALLOCATION:	Class E (g) (office, research and development, or any other industrial process that can be carried out in a residential area without detriment to amenity only) and/or B8 Class (storage and distribution) employment use.

### Description and overview

This site is currently used by Network Rail for operational purposes. However, this will cease during the plan period. The site provides an opportunity for an extension to the successful 'Triangle Park' to the north and is therefore allocated as above.

### Site specific requirements and opportunities

#### Design and layout

- Consideration to be given to the views of the site from the Metz Way and the railway line approaches.
- Design should be of a high quality that is locally distinctive and positive given this site forms an entrance point into the city particularly for rail users.
- Create 15m planting buffers to help mitigate any noise, vibration and air pollution from the railway line and integrate with the wider GI network.

#### Highways and access

- Access via existing route of Metz Way, with link into site via Metz Way bridge.

#### Historic environment

- Archaeological Assessment given previous use of the site.

#### Biodiversity

- Green infrastructure contributions between Ayland Gardens and Overbury Road (the closest opportunity to the site). Further consider Green Infrastructure connectivity to Former Great Western Road Sidings (Site Allocation SA5).
- Creation and retention of suitable habitat for invertebrates and reptiles and other brownfield site species.
- Green roofs and walls should also be utilised on site.
- Bat survey: Building inspections (and any required emergence/re-entry surveys) if any buildings are scheduled to be removed or altered and bat activity surveys.
- Badger survey: To assess presence.
- Bird survey: Not required, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.
- Reptile survey: To assess presence.

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.

#### Mitigation measures

- Due to the presence of nearby safeguarded mineral and waste infrastructure sufficient mitigation measures should be put in place to avoid unacceptable land-use incompatibility issues arising.







## Site Allocation Statement SA15: Jordan's Brook House

WARD / POSTCODE / GEOREF	Barnwood / GL4 3TL / E: 386354 N: 217605
GROSS SITE AREA:	0.85 ha.
ALLOCATION:	Residential: Approximately 10 dwellings.

### Description and overview

The site is in an attractive location off North Upton Lane and contains existing Council buildings (C2 residential) as well as car parking and gardens. There are a good number of large trees on the periphery. The site offers the opportunity for redevelopment to deliver a small number of new homes.

### Site specific requirements and opportunities

#### Design and layout

- Provide overlooking to the public footpath to the south of the site.
- Preserve the mature character of North Upton Lane through the retention of the existing mature trees building line.
- Site will need to be sensitively developed to reduce impacts to the existing occupiers to the west and south of the site. Development should not encroach on these boundaries or create any overlooking or loss of privacy.

#### Historic environment

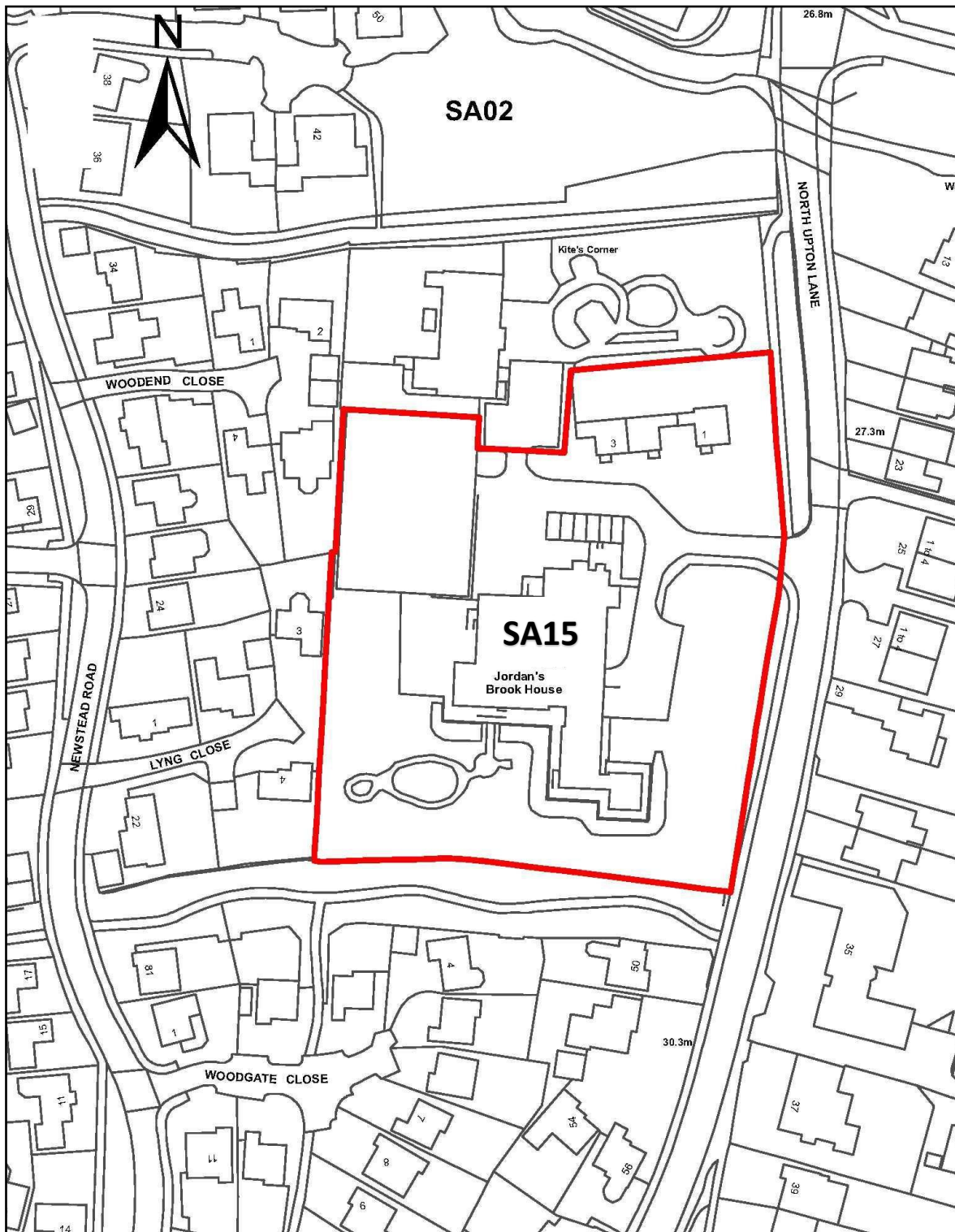
- Archaeological desk-based assessment, possible archaeological evaluation via trial trenching.

#### Biodiversity

- Improve Green Infrastructure links via a corridor to Land at Barnwood Manor (Site Allocation SA02) and Barnwood Arboretum / Park and Local Wildlife Site.
- Lighting scheme that retains darkness to protect local otter population using Wotton Brook.
- Minimum 10m green buffer strip between any development and the watercourse.
- Swift blocks, bat boxes and provision for house martins.
- Maintain good tree connectivity.
- Bats survey: Building inspections (and any required emergence/re-entry surveys) and activity survey.
- Bird survey: Not required, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.
- Otter and water voles survey: Survey of watercourse for recent evidence of presence.

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.



## Jordan's Brook House

## Site Allocation Statement SA16: Land off Myers Road

WARD / POSTCODE / GEOREF	Elmbridge / 3LI 3QD / E: 384437 N: 218299
GROSS SITE AREA:	0.36 ha.
ALLOCATION:	Approximately 10 residential dwellings.

### Description and overview

A small brownfield site located off Myers Road, backing onto former gas holder land. The suitability of this site is dependent on the removal of the adjacent Allstones Sand and Gravel site, which has planning permission for residential development and student accommodation.

### Site specific requirements and opportunities

#### Design and layout

- Enhance the streetscene and create an active building frontage and overlooking to Myers Road.
- Provide more green infrastructure and create a more pleasant environment.
- Layout to not preclude the adjacent sites coming forward for development.

#### Historic environment

- Archaeological investigation via trial trenching; the site is near the recorded locations of two Roman period lead coffins, therefore an historic cemetery could extent into the area.

#### Biodiversity

- Improve tree or hedge planting on the adjacent dismantled gas holder site.
- Green infrastructure improvements linking to those undertaken and required for Great Western Road sidings (Site Allocation SA05).

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.

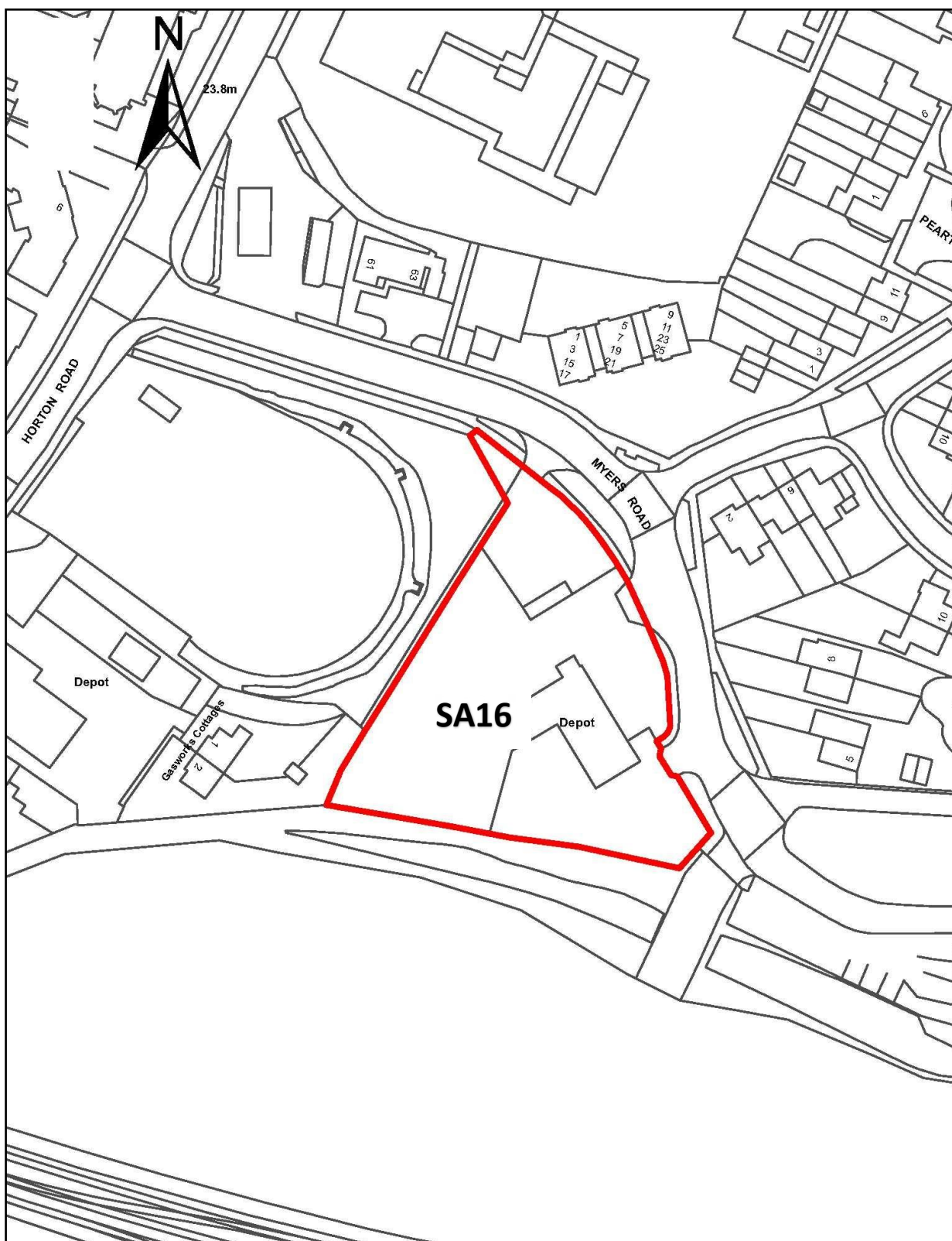
#### Mitigation measures

- Due to the presence of nearby safeguarded mineral and waste infrastructure sufficient mitigation measures should be put in place to avoid unacceptable land-use incompatibility issues arising.

#### Air Quality

- Given the proximity of potentially polluting land uses and the railway line development should demonstrate compliance in meeting EU limit values and national objectives for air pollutants. The development must be consistent with the Local Air Quality Action Plan.





## Land off Myers Road

## Site Allocation Statement SA17: White City Community Facility

WARD / POSTCODE / GEOREF	Matson & Robinswood / GL4 6UW / E: 383749 N: 216444
GROSS SITE AREA:	0.42 ha.
ALLOCATION:	Community facility.

### Description and overview

There is an identified need for a new community facility in the White City area of the city, to replace that lost at the former St Aldates site. A new community facility on this site must deliver for the needs of the local community and complement the multi-use health and wellbeing facility proposed at Blackbridge Sports and Community Hub (Site Allocation SA06).

Part of the site is a playground with various apparatus and amenity grassland. The other half of the site is amenity grassland with a cultivated patch used by the neighbouring allotments. It is bordered to the west by a railway line, and allotments and green space to the north. To the south and east of the site are residential areas.

### Site specific requirements and opportunities

#### Design and layout

- Careful consideration should be given to the impact to the adjacent bungalows. Development should be set away and set down from these properties.
- Any proposed building will need to respond to the residential setting and character of the area and be domestic in scale.
- The properties opposite the site have limited front gardens and windows overlooking the site. Consideration should be given to the location of the site access, hours of operation, and scale of development to ensure that existing residents are not unduly impacted by any intensification of use at the site or additional vehicular movements.

#### Open space

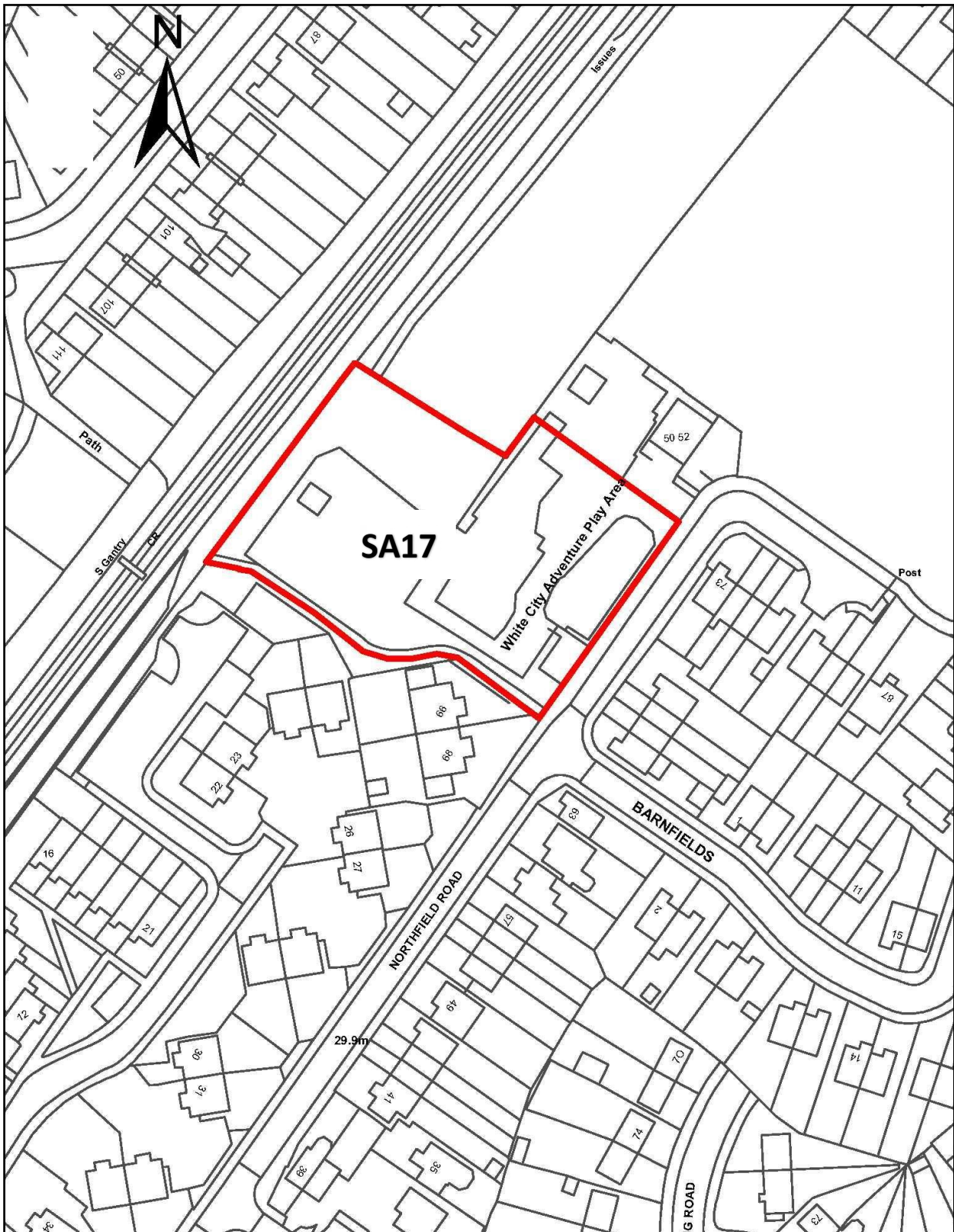
- Facilitate better use of existing open space (Open Space Strategy reference MRI3: White City Open Space, Northfield Road).

#### Biodiversity

- Retention of some brownfield land adjacent to the railway, and/or basic enhancements such as trees, hedges and planting for pollinators.
- Bird survey: Not required, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.
- Reptile survey: Not required, but vegetation should be removed during the active season in a phased manner.

#### Mineral Consultation Area (MCA)

- The site allocation lies within a Mineral Consultation Area (MCA) due to the recorded presence of underlying sand & gravel resources. Early engagement with the MWPA is strongly encouraged to establish whether a Mineral Resource Assessment (MRA) is necessary.



## White City Replacement Community Facility

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## Site Allocation Statement SAI8: Part of West Quay, the Docks

WARD / POSTCODE / GEOREF	Westgate / GL2 5HQ / E: 382574 N: 218207
GROSS SITE AREA:	0.7 ha.
ALLOCATION:	Main town centre uses, including approximately 20 dwellings. Please note, Alexandra Warehouse is within the site allocation but is not available as part of the redevelopment scheme.

### Description and overview

An attractive dockside site adjacent to Gloucester's historic dry docks. The site is currently utilised by a range of different uses including Gloucester Brewery and the Furniture Recycling Project. The site offers the opportunity for a redevelopment to better reflect the character of the wider area, including the Listed Alexandra Warehouse and setting, and its location with the Docks Conservation Area.

### Design and layout

- Protect the amenity and business activities of the T. Neilson & Company who operate the Dry Dock.
- Opportunity to provide additional overlooking to Llanthony Road.
- Public realm will need to be addressed to bring together a cohesive overall appearance that relates to the wider Docks area.

### Historic environment

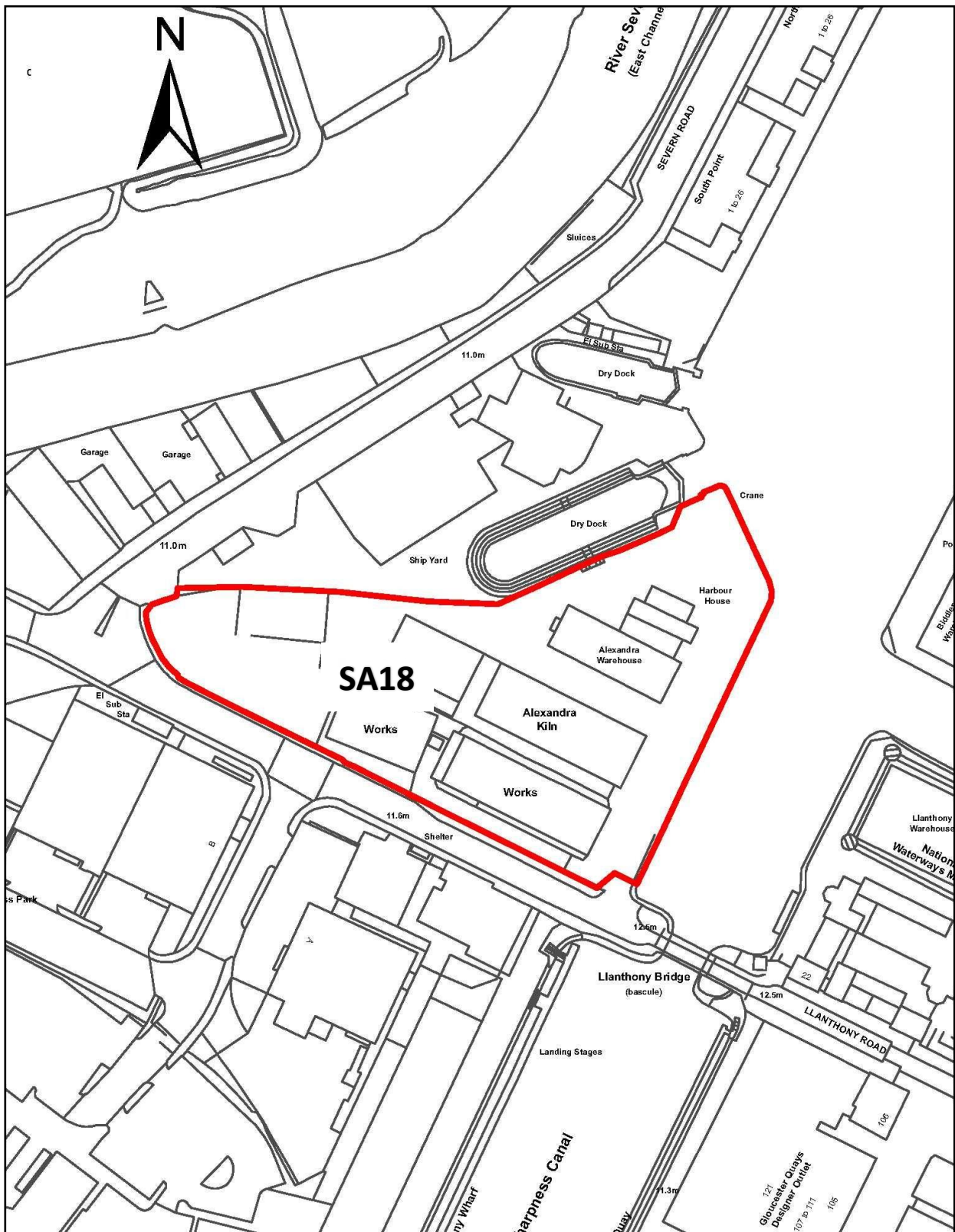
- Site located within The Docks Conservation Area; new development must therefore positively respond to The Docks Conservation Area Appraisal and Management document.
- Respect and enhance the setting of the Listed Alexandra Warehouse.
- Archaeological desk-based assessment and further evaluation.

### Biodiversity

- Green roofs/walls should be utilised on this site.
- Creation of bat habitat and roosts as well as swift blocks and the provision for house martins.
- Bat survey: Building inspections (and any required emergence/re-entry surveys).
- Birds: None, but vegetation scheduled for removal between March and August must be checked for evidence of breeding birds.

### Flood risk and water

- A site-specific Flood Risk Assessment is required if any development located within Flood Zones 2 or 3 or is greater than one hectare. Other sources of flooding should also be considered.
- Assessment and implementation of Sustainable Drainage Systems (SuDS) in accordance with general advice and site-specific recommendations in the Strategic Flood Risk Assessment (SFRA) Level 2 (September 2019).
- Consideration to be given to the protection of water quality during construction and operation.



Part of West Quay, the Docks



# 6

## MONITORING FRAMEWORK

- 6.1 The following provides the monitoring framework to review the effectiveness of policies. The JCS already includes a monitoring framework, which is directly relevant to GCP policies. Additional indicators have been identified where there is a gap and the information required is easily available and reliable.

### A: Housing

JCS INDICATOR	SOURCE	FREQUENCY
Net affordable housing completions against annual requirements.	Housing monitoring / internal	Annual
Net dwelling completions, based on the set housing requirements and 5-year housing supply.	Annual housing monitoring	Annual
Net completions of Gypsy, Traveller and Travelling Showpeople accommodation, against requirements, based on the set target.	Annual housing monitoring	Annual
CITY PLAN INDICATOR	SOURCE	FREQUENCY
Percentage of affordable housing granted on schemes of 10+ dwellings.	Housing monitoring / internal	Annual
Average density of residential development (city centre, outside of city centre).	Housing monitoring / internal	Annual
Net student accommodation units completed.	Housing monitoring / internal	Annual
Serviced self/custom build plots granted planning permission and taken up.	Housing monitoring / internal	Annual
Percentage of Category 2 and Category 3 homes consented against policy requirements.	Housing monitoring / internal	Annual
Net specialist housing units completed, supported by specialist housing commissioner.	Housing monitoring / internal	Annual



## B: Employment development, culture and tourism

JCS INDICATOR	SOURCE	FREQUENCY
Percentage of residents with NVQ Level 4 qualification and Above.	ONS	Annual
Amount of employment land lost to other non-employment generating uses.	Employment monitoring / internal	Annual
Net additional jobs created by sector (employment generating uses).	GCC Inform / ONS / NOMIS	Annual
Economically active persons aged 16 – 64.	GCC Inform / ONS / NOMIS	Annual
Net amount of employment floorspace created by use class (employment generating uses).	GCC Inform / ONS / NOMIS	Annual
Gross weekly earnings of full-time workers.	GCC Inform / ONS / NOMIS	Annual
Net new business start-ups.	GCC Inform / ONS / NOMIS	Annual
CITY PLAN INDICATOR	SOURCE	FREQUENCY
Public houses lost to alternative forms of Development.	Internal	Annual
Employment land allocations delivered.	Employment monitoring / Internal	Annual
Number of major developments with an agreed employment and Skills Plan.	Employment monitoring / Internal	Annual

## C: Healthy communities

JCS INDICATOR	SOURCE	FREQUENCY
Number of essential community facilities lost or gained through the development process.	Internal	Annual
Number of air quality management areas.	Internal	Annual
CITY PLAN INDICATOR	SOURCE	FREQUENCY
Net again of 'Changing Places' Toilets.	Annual monitoring report / internal	Annual
Gap in life expectancy.	Gloucestershire County Council – Public Health	Annual
Adults in physical activity.	Gloucestershire County Council – Public Health	Annual
National Child Measurement Data.	Gloucestershire County Council – Public Health	Annual
Hot food takeaways granted planning permission within 400m of a secondary school or college access point.	Annual monitoring report / internal	Annual

## D: Historic environment

JCS INDICATOR	SOURCE	FREQUENCY
Listed Buildings, Conservation Areas and Scheduled monuments on the 'at risk register'.	Internal	Annual
Net changes in the number of Listed Buildings, Registered Parks and Gardens, Battlefield and sites of archaeological importance, including Scheduled Monuments.	Internal	Annual
CITY PLAN INDICATOR	SOURCE	FREQUENCY
Numbers of buildings at risk removed from the register.	Internal	Annual
Numbers of listed buildings with implemented conversions of vacant upper floors to active use.	Internal	Annual
Numbers of grant schemes Implemented.	Internal	Annual
Records added to the historic environment record through development implementation.	Internal	Annual
Number of outreach and engagement events.	Internal	Annual
Enforcement against new shop fronts and signage.	Internal	Annual

## E: Natural Environment

JCS INDICATOR	SOURCE	FREQUENCY
Net changes to Key Wildlife Sites, Special Areas of Conservation, SSSIs, Special Protection Areas, Ramsar sites and other protected areas.	Internal	Annual
Condition of SSSIs and other areas of landscape and biodiversity importance.	Internal	Annual
New developments incorporating Sustainable Urban Drainage Systems.	Internal	Annual
Number of planning permissions granted contrary to Environment Agency advice on flooding of water quality Grounds.	Internal	Annual
CITY PLAN INDICATOR	SOURCE	FREQUENCY
Planning permissions granted that utilise the renewable energy potential of the River Severn and canal.	Internal	Annual
Number of developments permitted that do not achieve biodiversity net gain (on site or off site).	Annual monitoring report / internal	Annual (interim)
Net gain in biodiversity units.	Annual monitoring report / internal	Annual

## F: Design

JCS INDICATOR	SOURCE	FREQUENCY
None.	–	–
CITY PLAN INDICATOR	SOURCE	FREQUENCY
Number of new homes permitted that fall below Nationally Described Space Standards.	Annual monitoring report / internal	Annual

## G: Sustainable living, transport and infrastructure

JCS INDICATOR	SOURCE	FREQUENCY
Increase use of bus.	Gloucestershire County Council – Local Transport Plan monitoring.	Annual
Increase use of cycling.	Gloucestershire County Council – Local Transport Plan monitoring.	Annual
Increased use of rail.	Gloucestershire County Council – Local Transport Plan monitoring.	Annual
Journey time reliability on primary strategic routes.	Gloucestershire County Council – Local Transport Plan monitoring.	Annual
Number of peak hour vehicle journeys.	Gloucestershire County Council – Local Transport Plan monitoring.	Annual
CITY PLAN INDICATOR	SOURCE	FREQUENCY
Number of planning applications failing to meet full policy requirements and subject to a review mechanism within S106.	Internal	Annual
Number of dwellings permitted without secure cycle parking.	Annual monitoring report / internal	Annual
Number of dwellings permitted without full-fibre broadband connectivity.	Annual monitoring report / internal	Annual





# 7

## STRATEGIC POLICIES AND PROPOSALS IN THE JOINT CORE STRATEGY AND GLOUCESTER CITY PLAN

**7.1** For Gloucester the majority of strategic policies are contained within the JCS. A full list of strategic and non-strategic policies contained within the development plan as a whole are as follows:

### Joint Core Strategy 2011-2031 – Strategic Policies

<b>Paragraph 2.2:</b>	Vision	<b>Policy SD11:</b>	Housing Mix and Standards
<b>Paragraph 2.35:</b>	Strategic Objectives 1 to 9	<b>Policy SD12:</b>	Affordable Housing
<b>Policy SP1:</b>	The Need for New Development	<b>Policy SD13:</b>	GTTS
<b>Policy SP2:</b>	Distribution of New Development	<b>Policy SD14:</b>	Health and Environmental Quality
<b>Policy SD1:</b>	Employment	<b>Policy INF1:</b>	Transport Network
<b>Policy SD2:</b>	Retail and City / Town Centres	<b>Policy INF2:</b>	Flood Risk Management
<b>Policy SD3:</b>	Sustainable Design and Construction	<b>Policy INF3:</b>	Green Infrastructure
<b>Policy SD4:</b>	Design	<b>Policy INF4:</b>	Social and Community Infrastructure
<b>Policy SD5:</b>	Green Belt	<b>Policy INF5:</b>	Renewable Energy and Low Carbon Energy Development
<b>Policy SD6:</b>	Landscape	<b>Policy INF6:</b>	Infrastructure Delivery
<b>Policy SD7:</b>	AONB	<b>Policy INF7:</b>	Developer contributions
<b>Policy SD8:</b>	Historic Environment	<b>Policy SA1:</b>	Strategic Allocations
<b>Policy SD9:</b>	Biodiversity and Geodiversity	<b>Policy A6</b>	Winneycroft
<b>Policy SD10:</b>	Residential Development		

## Gloucester City Plan 2011-2031 – Non-Strategic Policies

### Vision

#### Key Principles

<b>Policy A1:</b>	Effective and efficient use of housing, land and buildings
<b>Policy A2:</b>	Houses in Multiple Occupation
<b>Policy A3:</b>	Estate regeneration
<b>Policy A4:</b>	Student accommodation
<b>Policy A5:</b>	Specialist housing
<b>Policy A6:</b>	Accessible and adaptable homes
<b>Policy A7:</b>	Self-build and custom-build homes
<b>Policy A8:</b>	Static caravan sites
<b>Policy A9:</b>	Extensions to existing dwellings
<b>Policy A10:</b>	Annexes to existing dwellings
<b>Policy B1:</b>	Employment and skills plans
<b>Policy B2:</b>	Safeguarding employment sites
<b>Policy B3:</b>	New employment development and intensification and improvements to existing employment land
<b>Policy B4:</b>	Development within and adjacent to Gloucester Docks and Canal
<b>Policy B5:</b>	Tourism and culture
<b>Policy B6:</b>	Protection of public houses
<b>Policy C1:</b>	Active design and accessibility
<b>Policy C2:</b>	Allotments
<b>Policy C3:</b>	Open space, playing fields and sports facilities
<b>Policy C4:</b>	Hot food takeaways
<b>Policy C5:</b>	Air quality
<b>Policy C6:</b>	Cordon sanitaire: Netheridge Sewage Treatment Works
<b>Policy C7:</b>	Fall prevention from taller buildings
<b>Policy C8:</b>	Changing Places Toilets
<b>Policy D1:</b>	Historic environment
<b>Policy D2:</b>	Non-designated heritage assets
<b>Policy D3:</b>	Recording and advancing understanding of heritage assets
<b>Policy D4:</b>	Views of the Cathedral and historic places of worship
<b>Policy E1:</b>	Biodiversity and geodiversity
<b>Policy E2:</b>	Nature Recovery Area
<b>Policy E3:</b>	Green/blue infrastructure
<b>Policy E4:</b>	Flooding, sustainable drainage, and wastewater

<b>Policy E5:</b>	Renewable energy potential of the River Severn and Canal
<b>Policy E6:</b>	Development affecting Cotswold Beechwoods Special Area of Conservation
<b>Policy E7:</b>	Trees, woodlands and hedgerows
<b>Policy F1:</b>	Materials and finishes
<b>Policy F2:</b>	Landscape and planting
<b>Policy F3:</b>	Community safety
<b>Policy F4:</b>	Gulls
<b>Policy F5:</b>	Open plan estates
<b>Policy F6:</b>	Nationally Described Space Standards
<b>Policy F7:</b>	Shopfronts, shutters and signs
<b>Policy G1:</b>	Sustainable transport and parking
<b>Policy G2:</b>	Cycling
<b>Policy G3:</b>	Walking
<b>Policy G4:</b>	Broadband connectivity
<b>Policy G5:</b>	Telecommunications infrastructure
<b>Policy G6:</b>	Water Efficiency
<b>Policy G7:</b>	Review mechanism
<b>Policy SA:</b>	Site allocations

## Article 4 Directions

- 7.2** Gloucester currently has two Article 4 directions, at St Michael's Square and Southgate Street Conservation Area. Full details can be found online <https://www.gloucester.gov.uk/planning-development/conservation-regeneration/article-4-direction/>

# 8

## SUPERSEDED POLICIES

**8.1** The list below shows the policies of the adopted Gloucester Local Plan 1983 (saved in 2007) which will be superseded on adoption of the Gloucester City Plan (in accordance with Regulation 8(5) of the Town and Country Planning (Local Planning) (England) Regulation 2012). With the exception of retail policies, all remaining policies of the 1983 Gloucester Local Plan have been superseded by the adopted Joint Core Strategy and Gloucester City Plan. These are as follows:

LOCAL PLAN POLICY		SUPERSEDED BY GLOUCESTER CITY PLAN	SUPERSEDING GLOUCESTER CITY PLAN POLICY
<b>E1</b>	Release of industrial land sufficient for 5 years requirement	Yes	B3/SA
<b>E2</b>	Release of office development sufficient to cater for 5 years requirement	Yes	B3/SA
<b>H1</b>	Release of land for residential development to cater for 5 years requirement	Yes	SA
<b>H1c</b>	Provision of additional housing sites to those identified in H1a will be encouraged in the city centre	Yes	A1
<b>H1e</b>	Density and quality of housing development	Yes	A1, F1, F6
<b>H3</b>	Preservation and revitalization of older housing stock	Yes	A3
<b>H4b</b>	Provision of grants for adaptation of homes for the registered disabled	No – no longer applicable	–
<b>A1a</b>	Heights of buildings and protection of views	Yes	D4
<b>A2</b>	Particular regard will be given to the city's heritage in terms of archaeological remains, listed buildings and conservation areas	Yes	D1, D3
<b>A2d</b>	Demolition of listed buildings in conservation areas	Yes	D1
<b>A3a</b>	Investigation and resolution of environmental problems caused by traffic on Bristol Road and Barton Street	No – no longer applicable	–



LOCAL PLAN POLICY		SUPERSEDED BY GLOUCESTER CITY PLAN	SUPERSEDING GLOUCESTER CITY PLAN POLICY
A4e	Development on or around Robinswood Hill will not be permitted except where there are exceptional circumstances	Yes	–
A5a	The inclusion of tourist related uses within the comprehensive redevelopment of the Docks area will be encouraged	Yes	B5
A5c	Conservation and maintenance of structures and settings of City's historic fabric (various sites)	Yes	D1, D2
A5d	Redevelopment of Blackfriars as a tourist attraction	No – no longer relevant	–
A6a	Provision of coach parking facilities at Westgate Street and the Docks	No – no longer relevant	–
A7	Encourage provision of an adequate level and mix of accommodation to satisfy visitor demand	Yes	B5
A7a	Provision of appropriate self-catering accommodation. Conference Centre and central area hotels	Yes	B5
A7b	Encourage Guest House developments along main radial routes and the city centre	Yes	B5
T1e	Pedestrian priority within traffic management schemes in the main shopping area of the city.	Yes	G1
T1f	Pedestrian priority in the city centre outside the main shopping area	Yes	G1
T2d	Measures to facilitate rear access servicing	No – no longer relevant	–
T3	Introduction of traffic regulation and control measures along Bristol Road and Southgate Street	No – no longer relevant	–
T3a	Access to existing and future industrial premises will be assisted, where necessary, by traffic management and other measures	No – no longer relevant	–
T3b	Consideration will be given to traffic management along Bristol Road	No – no longer relevant	–
T4a	Differential charging of short and long stay car parks to discourage inappropriate use	No – no longer relevant	–
T4k	Provision of car parking at private development in accordance with the Councils car parking standards	Yes	G1
S1e	Conversion of shops to other uses at ground floor level will not normally be allowed in the main shopping area	No	–
S2b	Major convenience shopping will not usually be permitted outside the main shopping area	No	–

LOCAL PLAN POLICY		SUPERSEDED BY GLOUCESTER CITY PLAN	SUPERSEDING GLOUCESTER CITY PLAN POLICY
S3	Continued provision of shopping facilities to meet local needs outside the City Centre will be encouraged	No	–
S3a	Neighbourhood shopping facilities will be encouraged and sometimes required in developing residential areas	No	–
S3b	The City Council will seek to maintain the existing neighbourhood shopping provision in the City	No	–
L1	Retain public open space, provision with new development, and attempt provision where a shortfall has been identified.	Yes	C3
L1a	Retain existing areas of public open space	Yes	C3
L1c	In new developments new public open space will be provided in accessible, centralised locations. They must be no less than half an acre in size	Yes	C3
L1d	Where public open space already exists or there is a need for recreational facilities other than open space we will consider the provision of alternative leisure facilities at the cost of the developer	Yes	C3
L2b	Seek to provide additional sports facilities on public open space in new developments	Yes	C3
L3c	Inclusion of leisure facilities within the docks redevelopment and financial contribution towards the cost of transferring the British Waterways museum to Gloucester	No – no longer applicable	–
L3d	Maintenance and protection of Robinswood Hill Country Park	Yes	C3
L5.b	Replacement provision of allotments	Yes	C2
L6	Maintenance of public footpath network	No – no longer applicable	–
L6.a	Development of land crossed by a public right of way	No – no longer applicable	–
L7.a	Presumption against development likely to affect the Robinswood Hill Quarry Site No	No – no longer applicable	–
L7.b	Nature conservation will be taken into account in proposals for development on a number of sites	Yes	E1, E2
C1.a	Site reserved at Abbeydale for location of an NHS clinic	No – no longer applicable	–
C1.e	Site identified at Abbeydale to provide two Primary Schools	No – no longer applicable	–
C1.f	Site identified at Abbeydale for County Council to provide a new library	No – no longer applicable	–
C1.g	Site identified at Abbeydale for Gloucestershire Constabulary to provide police station	No – no longer applicable	–



# 9

## GLOSSARY

**Disclaimer** – The Glossary is neither a statement of law nor an interpretation of the law. Its status is only an introductory and should not be used as a source for statutory definitions.

**Accessibility** – The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children and those encumbered with luggage or shopping.

**Affordable Housing** – Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

**Air Quality Management Areas** – Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.

**Allotment** – A plot of land rented by an individual or community for the purposes of growing food and/or flowers.

**Amenity** – A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

**Amenity Space** – Open land, often landscaped, that makes a positive contribution to the appearance of an area or improves the quality of the lives of people living or working within the locality.

**Ancillary Use** – A subsidiary or secondary use or operation closely associated with the main use of a building or piece of land.

**Archaeological Assessment** – An assessment of the potential archaeological interest of a site or building. This can be either a desk-based assessment or a field assessment, involving ground survey and small-scale pits or trial trenching carried out by professionally qualified archaeologist(s) looking for historical remains.

**Areas of Outstanding Natural Beauty** – An area with statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty. Together with National Parks, AONB represent the nation's finest landscapes. AONB are designated by the Natural England.

**Article 4 Direction** – An article 4 direction is made by the local planning authority. It restricts the scope of permitted development rights either in relation to a particular area or site, or a particular type of development anywhere in the authority's area. Where an article 4 direction is in effect, a planning application may be required for development that would otherwise have been permitted development.

**Biodiversity** – The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.

**Brownfield Land and Sites** – Previously developed land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. Also see 'Previously-Developed Land'.

**Built Sports Facility** – Buildings used for playing sport and undertaking physical activity, including sports halls, swimming pools, squash courts, athletics tracks, climbing walls, gymnastics centres and indoor bowls.

**Climate Change** – Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.



**Climate Change Adaption** – Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunities.

**Climate Change Mitigation** – Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.

**Commitments** – All land with current planning permission or allocated in adopted development plans for development (particularly residential development).

**Community Facility** – A place where the community can meet and come together to hold meetings and events.

**Conservation** – The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

**Conservation Area** – Local authorities have the power to designate as conservation areas, any area of special architectural or historic interest. This means the planning authority has extra powers to control works and demolition of buildings to protect or improve the character or appearance of the area. Conservation Area Consent has been replaced by planning permission for relevant demolition in a conservation area.

**Conversions** – Generally means the physical work necessary to change the use of a building from a particular use, classified in the use classes order, to another use. Can also mean the sub-division of residential properties into self-contained flats or maisonettes.

**Culture** – Culture includes arts, media, sports, libraries, museums, parks, and the countryside, built heritage, tourism, and the creative industries.

**Curtilage** – The area normally within the boundaries of a property surrounding the main building and used in connection with it.

**Density** – In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

**Designated heritage asset** – A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

**Development Management** – The process whereby a local planning authority receives and considers the merits of a planning application and whether it should be given permission having regard to the development plan and all other material considerations.

**Development Plan** – A document setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. This includes adopted Local Plans, neighbourhood plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

**Dwelling and Dwelling House** – A self-contained building or part of a building used as a residential accommodation, and usually housing a single household. A dwelling may be a house, bungalow, flat, maisonette or converted farm building.

**Economic Development** – Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

**Elevation** – The actual facade (or face) of a building, or a plan showing the drawing of a facade.

**Evidence Base** – The information and data gathered by local authorities to justify the “soundness” of the policy approach set out in Local Development Documents, including physical, economic, and social characteristics of an area.

**Flood Plain** – Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.

**Flood Risk Assessment** – An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

**Geodiversity** – The range of rocks, minerals, fossils, soils and landforms.

**Gloucester City Plan** – Part of the Development Plan for the City of Gloucester

**Greenfield Land or Sites** – Land (or a defined site) usually farmland, that has not previously been developed.

**Greenhouse Effect / Global Warming** – The gradual heating of the Earth due to greenhouse gases, leading to climate change and rising sea levels. Renewable energy, energy efficient buildings and sustainable travel are examples of ways to help avert the greenhouse effect.

**Green Infrastructure** – A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

**Groundwater** – An important part of the natural water cycle present underground, within strata known as aquifers.

**HAPPI** – Housing our Ageing Population Panel for Innovation.

**Heritage Asset** – A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

**Highway** – A publicly maintained road, together with footways and verges.

**Historic Environment** – All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

**Historic Environment Record (HER)** – Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

**Infill development** – The development of a relatively small gap between existing buildings.

**Infrastructure** – Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

**Joint Core Strategy** – The local core strategy ‘Development Plan’ document for the administrative areas of Gloucester City, Cheltenham Borough and Tewkesbury Borough councils.

**Layout** – The way buildings, routes and open spaces are placed or laid out on the ground in relation to each other.

**Legibility (in terms of settlement patterns)** – A legible area is one with a strong sense of local identity. Locations, streets, open spaces and places that have a clear image and are easy to understand. For example, a location that is easy to find your way around.

**Listed Building** – A building of special architectural or historic interest. Listed buildings are graded I, II\* or II with grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. wells within its curtilage).

**Listed Building Consent** – Consent required for the demolition, in whole or in part of a listed building, or for any works of alteration or extension that would affect the character of the building.

**Local Centre** – A small group of shops and perhaps limited service outlets of a local nature (for example, a suburban housing estate) serving a small catchment. Sometimes also referred to as a local neighbourhood centre.

**Local Enterprise Partnership (LEP)** – A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

**Local Planning Authority** – The public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the district council,

London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

**Main Town Centre Uses** – Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

**Major development** – Developments of 10 or more residential dwellings or a gross site area of 0.5 hectares or more.

**Master Plan** – A type of planning brief outlining the preferred usage of land and the overall approach to the layout of a developer. To provide detailed guidance for subsequent planning applications.

**Material Consideration** – A matter that should be taken into account in deciding a planning application or on an appeal against a planning decision.

**Minerals Local Plan** – A statutory development plan prepared by a minerals planning authority (Gloucestershire County Council) under transitional arrangements, setting out policies for the control of development constituting of the winning and working of minerals or the deposit of mineral waste.

**Mixed Use (or mixed-use development)** – Provision of a mix of complementary uses, such as residential, community and leisure uses, on a site or within a particular area.

**National Highways** – An executive agency of the Department for Transport responsible for operating, maintaining and improving the strategic road network of England.

**Nature Recovery Area** – The protection, management and promotion of wildlife habitat for the benefit of wild species, as well as the communities that use and enjoy them.

**Neighbourhood Development Plan** – A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

**National Planning Policy Framework** – The Government's planning policies for England and how these are expected to be applied.

**National Planning Practice Guidance** – The Government's guidance in support of the National Planning Policy Framework.

**Older People** – People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.

**Open Space (POS)** – Urban space, designated by a council, where public access may or may not be formally established, but which fulfils or can fulfil a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural usages).

**Original Building** – A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally.

**Over-development** – An amount of development (for example, the quantity of buildings or intensity of use) that is excessive in terms of demands on infrastructure and services, or impact on local amenity and character.

**Overbearing** – A term used to describe the impact of a development or building on its surroundings, particularly a neighbouring property, in terms of its scale, massing and general dominating effect.

**Overlooking** – A term used to describe the effect when a development or building affords an outlook over adjoining land or property, often causing loss of privacy.

**Overshadowing** – The effect of a development or building on the amount of natural light presently enjoyed by a neighbouring property, resulting in a shadow being cast over that neighbouring property.

**Planning Brief** – A planning brief can include site-specific development briefs, design briefs, development frameworks and master plans that seek to positively shape future development.

**Planning Condition** – A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

**Playing Field** – The whole of a site which encompasses at least one playing pitch as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015.

**Pollution** – Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

**Private Open Space** – Open space that is usually privately owned and is not usually accessible by members of the public.

**Protected Species** – Plants and animal species afforded protection under certain Acts and Regulations.

**Public Realm** – Those parts of a village, town or city (whether publicly or privately owned) available, for everyone to use. This includes streets, squares and parks.

**Regeneration** – The economic, social and environmental renewal and improvement of the City.

**Renewable and Low Carbon Energy** – Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

**Significance (heritage)** – The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance.

**Site of Special Scientific Interest (SSSI)** – A site designated by Natural England under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiographical features (plants, animals and natural features relating to the Earth's structure).

**Supplementary Planning Documents (SPD)**

– Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.



**Sustainability Appraisal (SA)** – An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

**Sustainable Transport Modes** – Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra-low emission vehicles, car sharing and public transport.

**Travel Plan** – A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

**Tree Preservation Order** – A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a tree preservation order may not normally be topped, lopped or felled without the consent of the local planning authority.

**Urban Design** – The art of making places. It involves the design of buildings, groups of buildings, spaces and landscapes, in villages, towns and cities, to create successful development.

**Urban Regeneration** – Making an urban area develop or grow strong again through means such as job creation and environmental renewal.

**Veteran Tree** – A tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally.

**Ward** – A small sub-area of a local authority district.

**Windfall Site** – Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

## Appendix I

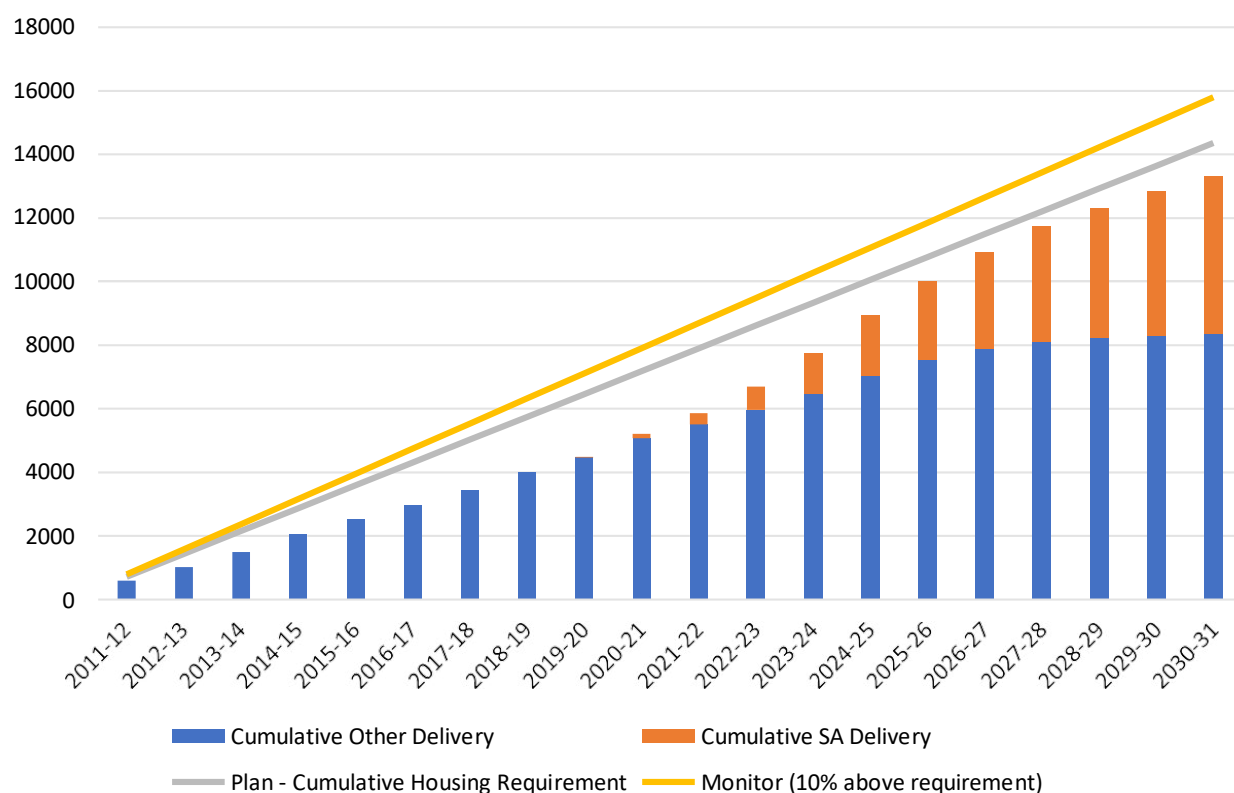
### – Housing trajectory and five-year housing land supply calculation

#### Housing (bricks and mortar)

The following tables and graph provide details of Gloucester City's housing trajectory and five-year supply calculation as of 31st March 2021. It updates that provided at paragraph 7.1.34 of the adopted Joint Core Strategy (pages 109 – 110).

YEAR	OTHER DELIVERY	SA DELIVERY	TOTAL PROJECTED COMPLETIONS	CUMULATIVE COMPLETIONS	PLAN – ANNUAL HOUSING REQUIREMENT	PLAN – CUMULATIVE HOUSING REQUIREMENT	MONITOR – NO OF DWELLINGS ABOVE OR BELOW CUMULATIVE REQUIREMENT
2011-12	593	0	593	593	718	718	-125
2012-13	430	0	430	1023	718	1436	-413
2013-14	476	0	476	1499	718	2154	-655
2014-15	554	0	554	2053	718	2872	-819
2015-16	470	0	470	2523	718	3590	-1067
2016-17	439	0	439	2962	718	4308	-1346
2017-18	487	0	487	3449	718	5026	-1577
2018-19	544	0	544	3993	718	5744	-1751
2019-20	467	21	488	4481	718	6462	-1981
2020-21	610	114	724	5205	718	7180	-1975
2021-22	440	211	651	5856	718	7898	-2042
2022-23	454	388	842	6698	718	8616	-1918
2023-24	515	540	1055	7753	718	9334	-1581
2024-25	572	609	1181	8934	718	10052	-1118
2025-26	495	585	1080	10014	718	10770	-756
2026-27	334	564	898	10912	718	11488	-576
2027-28	241	595	836	11748	718	12206	-458
2028-29	114	450	564	12312	718	12924	-612
2029-30	64	450	514	12826	718	13642	-816
2030-31	64	424	488	13314	718	14360	-1046

Gloucester City - Cumulative Housing Delivery against Requirement  
Update of JCS table at para 7.1.34



## Update of JCS 5 Year Housing Land Supply table at para 7.1.34

	HOUSING DELIVERY AS OF END MARCH 2021	EXPLANATION	5% BUFFER	
A	GCC annual housing requirement	–	718	718
B	Number of years into the plan period to adoption	–	10	10
C	Requirement to plan adoption	–	7,180	7,180
D	Actual delivery 2011 – 2021	–	5,205	5,205
E	Total delivery to date	–	5,205	5,205
F	Shortfall to date	F = C – D	1,975 Sedgefield	1,975 Liverpool
G	5 year requirement	G = A x 5	3,590	3,590
H	Remainder of plan period (years)	–	10	10
I	Plan period shortfall to be met within the five year period	I = Sedgefield = F Liverpool = (F/H) x 5	1,975	988
J	NPPF buffer	J = 5% of (G+I)	278	229
K	Total number of dwellings required	K = G + I + J	5,843	4,806
L	Total anticipated supply over 5 years		4,809	4,809
M	Percentage of total requirement met	M = (L/K) x 100	82%	100%
N	Supply in years	M = (L/K) x 5	4.1	5.0

## Travelling Showpeople plots

For Travelling Showpeople plots for households that meet the definition, the five-year housing land supply requirement as set out in the Gloucestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (2017), are as follows.

YEARS	0 – 5 2021 – 2026	6 – 10 2026 – 2031	TOTAL
Plots	7	1	8

At the time of writing, there are no deliverable sites within Gloucester to provide for this need. However, the City Council continues to explore opportunities within its administrative area engage proactively with neighbouring authorities to identify deliverable sites. Policies in the JCS support the delivery of windfall sites where in accordance with the development plan.

## Appendix 2 – Relationship with the Adopted Development Plan

The following table sets out how each of the policies in the Gloucester City Plan relate to policies in the adopted Development Plan.	
Gloucester City Plan policy	Other Development Plan policy
<b>A: HOUSING</b>	
<b>A1:</b> Effective and efficient use of housing, land and buildings	JCS SP2: Distribution of New Development JCS SD4: Design Requirements JCS SD10: Residential Development JCS SD11: Housing Mix and Standards JCS SD14: Health and Environmental Quality
<b>A2:</b> Houses in Multiple Occupation	JCS SD4: Design Requirements JCS SD10: Residential Development JCS SD11: Housing Mix and Standards JCS SD14: Health and Environmental Quality
<b>A3:</b> Estate regeneration	JCS SD4: Design Requirements JCS SD10: Residential Development JCS SD11: Housing Mix and Standards JCS SD14: Health and Environmental Quality JCS INF3: Green Infrastructure JCS INF4: Social and Community Infrastructure
<b>A4:</b> Student accommodation	JCS SD4: Design Requirements JCS SD10: Residential Development JCS SD11: Housing Mix and Standards JCS SD14: Health and Environmental Quality
<b>A5:</b> Specialist housing	JCS SD10: Residential Development JCS SD11: Housing Mix and Standards JCS SD12: Affordable Housing
<b>A6:</b> Accessible and adaptable homes	JCS SD4: Design Requirements JCS SD10: Residential Development JCS SD11: Housing Mix and Standards



<b>A7:</b> Self-build and custom build homes	JCS SD10: Residential Development JCS SD11: Housing Mix and Standards
<b>A8:</b> Static caravan sites	JCS SD10: Residential Development JCS SD11: Housing Mix and Standards
<b>A9:</b> Extensions to existing dwellings	JCS SD4: Design Requirements JCS SD10: Residential Development
<b>A10:</b> Annexes to existing dwellings	JCS SD4: Design Requirements JCS SD10: Residential Development
<b>B: EMPLOYMENT DEVELOPMENT, CULTURE AND TOURISM</b>	
<b>B1:</b> Employment and skills plans	JCS SD1: Employment – Except Retail Development
<b>B2:</b> Safeguarding employment sites and buildings	JCS SD1: Employment – Except Retail Development
<b>B3:</b> New employment development and intensification and improvements to existing employment land	JCS SD1: Employment – Except Retail Development
<b>B4:</b> Development within and adjacent to Gloucester Docks and Canal	JCS SD1: Employment – Except Retail Development JCS SD2: Retail and City / Town Centres JCS SD8: Historic Environment JCS SD14: Health and Environmental Quality
<b>B5:</b> Tourism and culture	JCS SD2: Retail and City / Town Centres JCS INF4: Social and Community Infrastructure
<b>B6:</b> Protection of public houses	JCS SD2: Retail and City / Town Centres JCS INF4: Social and Community Infrastructure
<b>C: HEALTHY COMMUNITIES</b>	
<b>C1:</b> Active design and accessibility	JCS SD4: Design Requirements JCS INF1: Transport Network
<b>C2:</b> Allotments	JCS INF3: Green Infrastructure JCS INF4: Social and Community Infrastructure
<b>C3:</b> Public open space, playing fields and sports facilities	JCS INF3: Green Infrastructure JCS INF4: Social and Community Infrastructure
<b>C4:</b> Hot food takeaways	JCS SD14: Health and Environmental Quality
<b>C5:</b> Air quality	JCS SD14: Health and Environmental Quality
<b>C6:</b> Cordon Sanitaire: Netheridge Sewage Treatment Works	JCS SD14: Health and Environmental Quality Gloucestershire Waste Core Strategy 2012 – 2027: Core Policy WCS11 – Safeguarding Sites for Waste Management
<b>C7:</b> Fall prevention from taller buildings	JCS SD4: Design Requirements
<b>C8:</b> Changing Places Toilets	JCS SD4: Design Requirements
<b>D: HISTORIC ENVIRONMENT</b>	
<b>D1:</b> Historic environment	JCS SD8: Historic Environment

D2: Non-designated heritage assets	JCS SD8: Historic Environment
D3: Recording and advancing understanding of heritage assets	JCS SD8: Historic Environment
D4: Views of the Cathedral and historic places of worship	JCS SD8: Historic Environment
<b>E: NATURAL ENVIRONMENT</b>	
E1: Biodiversity and geodiversity	JCS SD9: Biodiversity and Geodiversity
E2: Nature Recovery Area	JCS SD9: Biodiversity and Geodiversity
E3: Green / blue infrastructure	JCS INF3: Green Infrastructure
E4: Flooding, sustainable drainage and wastewater	JCS INF2: Flood Risk Management
E5: Renewable energy potential of the River Severn and the canal	JCS INF5: Renewable Energy/Low Carbon Energy Development
E6: Development affecting Cotswold Beechwoods Special Area of Conservation	JCS SD9: Biodiversity and Geodiversity
E7: Trees, woodlands and hedgerows	JCS SD9: Biodiversity and Geodiversity JCS INF3: Green Infrastructure
<b>F: DESIGN</b>	
F1: Materials and finishes	JCS SD4: Design Requirements
F2: Landscape and planting	JCS SD4: Design Requirements JCS SD6: Landscape JCS INF3: Green Infrastructure
F3: Community safety	JCS SD4: Design Requirements
F4: Gulls	JCS SD14: Health and Environmental Quality
F5: Open plan estates	JCS SD4: Design Requirements JCS SD9: Biodiversity and Geodiversity
F6: Nationally Described Space Standards	JCS SD11: Housing Mix and Standards
F7: Shopfronts, shutters and signs	JCS SD4: Design Requirements JCS SD8: Historic Environment
<b>G: SUSTAINABLE LIVING, TRANSPORT AND INFRASTRUCTURE</b>	
G1: Sustainable transport and parking	JCS SD4: Design Requirements JCS INF1: Transport Network JCS INF6: Infrastructure Delivery
G2: Cycling	JCS INF1: Transport Network JCS INF6: Infrastructure Delivery
G3: Walking	JCS INF1: Transport Network JCS INF6: Infrastructure Delivery
G4: Broadband connectivity	JCS INF6: Infrastructure Delivery
G5: Telecommunications infrastructure	JCS INF6: Infrastructure Delivery

<b>G6: Water Efficiency</b>	<b>JCS SD3: Sustainable Design and Construction</b> <b>JCS INF6: Infrastructure Delivery</b>
<b>G7: Review mechanism</b>	–
<b>SITE ALLOCATIONS</b>	
Site Allocations	<b>JCS SPI: The Need for New Development</b> <b>JCS SP2: Distribution of New Development</b> <b>JCS SD1: Employment – except retail development</b> <b>JCS SD10: Residential Development</b> <b>JCS SD13: Gypsies, Travellers and Travelling Showpeople</b> <b>Minerals Local Plan for Gloucestershire 2018 – 2032:</b> <b>Core Policy MS01 – Non-Mineral Development within</b> <b>Mineral Safeguarding Areas</b>



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