

G L O U C E S T E R

LOCAL

PLAN

First Stage Deposit Local Plan June 2001



GLOUCESTER
CITY COUNCIL

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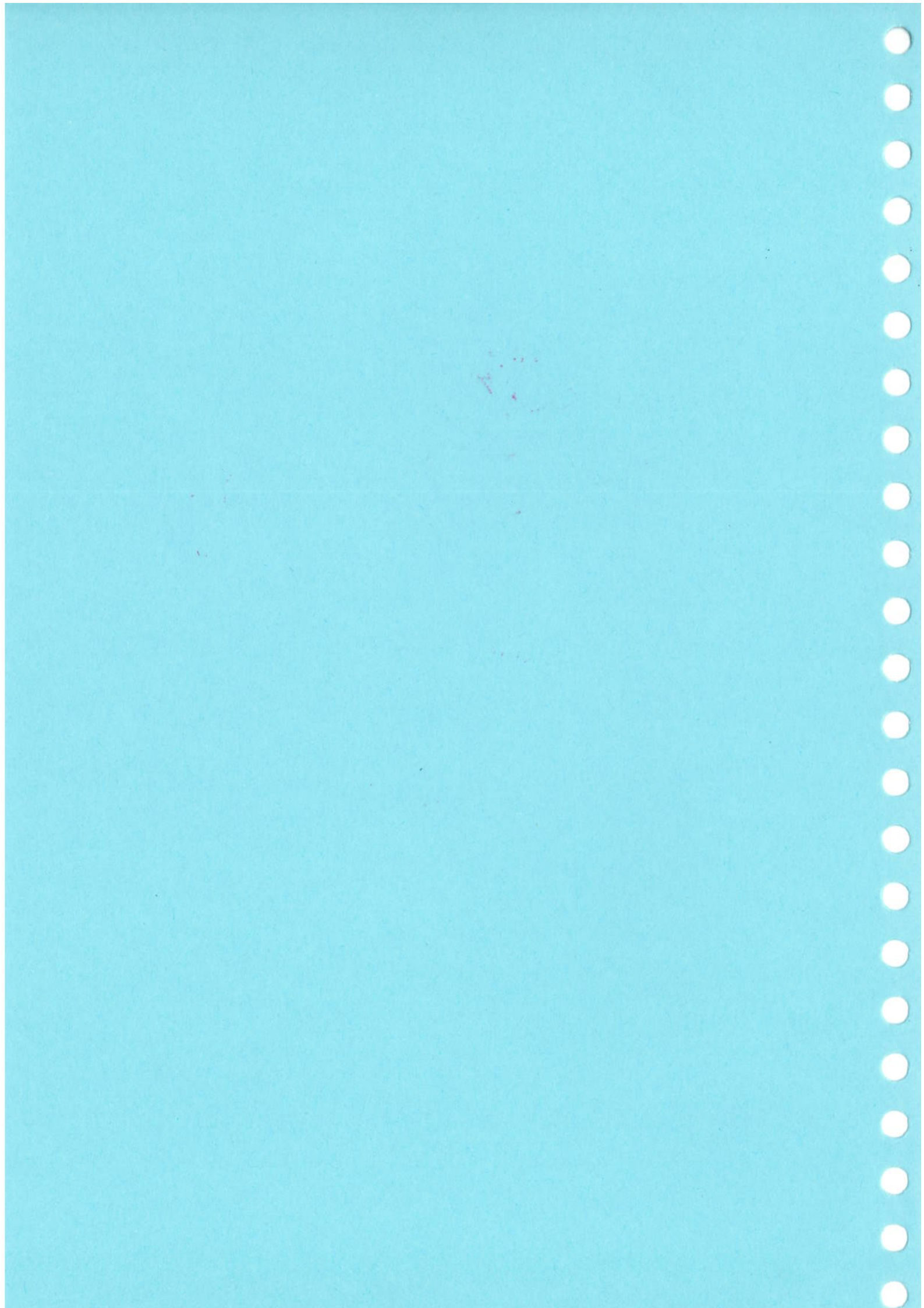
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CONTENTS	Page
List of Policies	i-viii
Chapter	
1. Introduction	5
2. Strategy	7
3. Natural Environment	17
4. Built Environment	31
5. Travel	45
6. Housing	57
7. Employment	69
8. Shopping	75
9. Commercial Leisure, Tourism and Culture	81
10. Open Space, Sport and Recreation	89
11. Community Services	97
Appendix 1 Sites of Nature Conservation Interest	103
Appendix 2 Gloucester Biodiversity Action Plan Habitats and Species	105
Appendix 3 Watercourses within the City	107
Appendix 4 Parking Standards	108
Glossary	111
Bibliography	117
List of Plans	
Plan 1 Locational Strategy - Key Development Priorities	11
Plan 2 Urban Design Strategy for the Central Area	12
Plan 3 Nature Conservation Corridors	21
List of Tables	
Table 1 The Timetable for the Main Stages of the Local Plan	6
Table 2 Housing Supply	58
Table 3 Housing Commitments at 31st December, 2000	58
Table 4 Major Employment Land Commitments	70
Table 5 Employment Land Supply Since 1991	70
Table 6 Top 10 Tourist Attractions in Gloucester	83
Table 7 Land Reserved for Community Services	97

Chapter 1

Introduction



CHAPTER ONE **INTRODUCTION**

THE ROLE AND PURPOSE OF THE PLAN

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

1.2 The purposes of the Plan are:

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

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

1.4 This Deposit Draft version of the Plan has been adopted by the City Council for development control purposes and will be a material consideration in planning decisions. The weight attached to the Plan will increase as it proceeds towards adoption.

The Plan must be read as a whole and development proposals will be considered against all the relevant policies.

THE NATIONAL AND STRATEGIC CONTEXT

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

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

PART OF THE COUNCIL'S CORPORATE PLANS

1.7 This Plan has also been prepared in the context of our Best Value Performance Plan which sets out that the Council's mission is 'Improving the Quality of life for all who are involved with our City'. The Best Value Performance Plan has six key policy objectives relating to sustainable development, fairness, community safety, healthy living, learning and aspiration, and modern local government.

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

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

PREPARATION OF THE PLAN AND PUBLIC CONSULTATION

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

1.11 This 'First Deposit Draft' version of the Plan is now the subject of a statutory six-week period of

public consultation during which representations supporting or objecting to the policies and proposals in the Plan can be made.

1.12 The next steps will be for the Council to consider comments on the Plan and make any changes that are considered appropriate. These changes will be published for a second six-week period for further comment to be made. After this there will be a Public Local Inquiry to allow unresolved objections to be considered by an independent Inspector. Following the Inspector's Report we may propose further changes to the Plan which could be the subject of a further statutory consultation period. The intended timetable for the adoption of the Local Plan is set out below. The dates are indicative and will depend on the numbers and complexity of objections to the Plan.

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

• First Deposit Stage	June 2001
• Second Deposit Stage	February 2002
• Local Plan Inquiry	June 2002
• Inspector's Report	June 2003
• Modifications	October 2003
• Adoption	January 2004

USING THE PLAN

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

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

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

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

1.17 For consistency all information in the Plan relating to the planning status of individual sites and monitoring is based on the situation at 1st January 2001. Later planning permissions have not been taken into account.

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

SUSTAINABILITY APPRAISAL

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

SUPPLEMENTARY PLANNING GUIDANCE

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

1.21 Published separately to this Plan, but subject to public comment for the same consultation period, are the following:

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

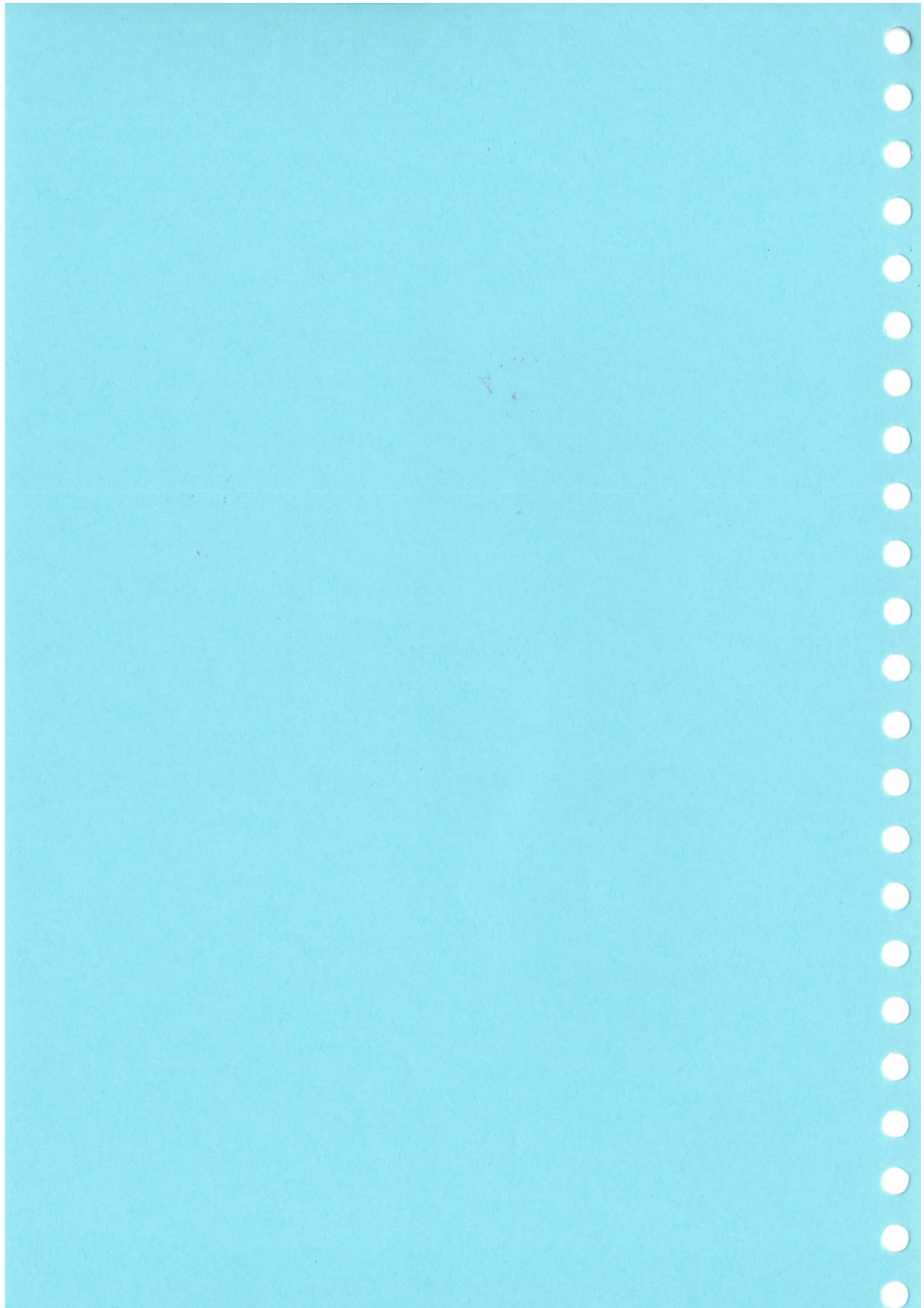
1.22 We will continue to produce Supplementary Planning Guidance to assist with the implementation of the Plan including specific Development Briefs and Urban Design Guidelines for sites within the Western Waterfront area.

MONITORING

1.23 We intend to monitor annually the progress of the implementation of the Plan and the effectiveness of its policies through a report produced in April each year. This information will inform the subsequent review of the Plan. At the end of each chapter in the Plan the text indicates the way in which monitoring is to be undertaken.

Chapter 2

Strategy



CHAPTER TWO **STRATEGY**

2.1 The purpose of the Local Plan Strategy is to set out the aims of the plan, to describe the locational strategy and to indicate our priorities for accommodating new development.

A PERIOD OF OPPORTUNITY

2.2 The City of Gloucester is the administrative centre of Gloucestershire and for many years has acted as a growth point absorbing housing and employment development to relieve pressure on environmentally sensitive parts of the County. Although the city has fulfilled this role successfully, much of the development in recent years has taken place on the edge of the city, including in neighbouring Districts. This happened despite significant opportunities to re-use land in the centre of the city, particularly in the areas alongside the Docks and the Gloucester-Sharpness Canal.

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

2.4 However, this potential may not be fully realised if an unrestricted flow of development opportunities is provided on the edge of the city, particularly in neighbouring Districts. We are currently seeking to resist the development of a new community at Hardwicke just beyond the southern edge of the city because it represents urban sprawl that would impact on the strategy of this Plan. We are also seeking to link the development of houses at Brockworth on the eastern edge of the city with the building of new houses in the centre of Gloucester. We will continue to argue against urban sprawl to the south and for future development to be directed to the most sustainable locations. These lie within the current Gloucester/Cheltenham Green Belt. We will continue to argue for the Green Belt to be re-drawn to provide for sustainable development whilst ensuring Gloucester and Cheltenham remain separate, and for the Green Belt to be extended to envelop the city.

THE NEW CONTEXT - SUSTAINABLE DEVELOPMENT AND 'URBAN RENAISSANCE'

2.5 Sustainable development is most commonly defined as 'development which meets the needs of the present without compromising the ability of future

generations to meet their own needs' (Brundtland Commission 1987). The Regional Planning Guidance for the South West sets out that 'Sustainability should be the cornerstone of the Region's Development Plans and planning decisions' (RPG 10, 1994).

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

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

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

THE AIMS OF THE PLAN

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

2.10 The Local Plan can play a significant part through influencing the type and location of new development in the city, by protecting existing uses and facilities, and requiring high standards of design

in new development. Our vision is of a city that looks good and feels good. This will be achieved through pursuing the Guiding Aim of the Local Plan which is set out below:

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

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

2.11 In more detail this means:

- Promoting and seeking out the right kind of investment for Gloucester.
- Steering new development to places which are best suited to it.
- Saving green land, improving the way it looks and its value for nature and leisure.
- Concentrating development in central Gloucester which attracts a lot of people.
- Encouraging people to live in central Gloucester and in new waterside apartments.
- Putting everyday facilities and shops close to where people live.
- Encouraging mixed use developments.
- Ensuring that people without a car, or who prefer not to use a car, can easily get to shops and other facilities.
- Involving the community in decisions about facilities in their neighbourhoods.
- Creating a variety of types of place to live and work.
- Demanding the best quality possible of new buildings.
- Creating welcoming streets and open spaces in the city.
- Ensuring community safety is a principle for all new development.
- Creating a linked up open space network.
- Creating attractive routes into the city.

- Protecting and enhancing the historical and cultural assets of the city.

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

Policy ST.1 Sustainable Development

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

THE LOCATIONAL STRATEGY

2.13 Gloucester City has an administrative area of 4,071 hectares and a population estimated at 109,264 (1999). It has a tightly drawn boundary and is almost completely built-up to its northern and eastern limits. Along the western side, the built-up area is bounded by floodplain and the important environment and landscape setting of the River Severn. To the south-east is the strategically important landscape linking Robinswood Hill to the Cotswold escarpment.

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

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

2.16 We have undertaken an Urban Capacity Study (2001) which updates previous work and shows the extent of previously used land, particularly in the

centre of the city, that is available for redevelopment. This enables the Plan to take a positive approach towards controlling the release of greenfield sites in the city, and protecting valuable open areas.

Policy ST.2 Priority For Developing Previously Used Sites.

The development of greenfield sites will not be supported where previously used land exists of a suitable size and location to accommodate the development needed.

Policy ST.3 Safeguarding Greenfield Land

Greenfield land with recognised nature, landscape, or recreational value will be protected unless there are exceptional circumstances to justify development.

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

2.18 To achieve this the Plan aims to ensure that developments which attract a lot of people are wherever possible located in the central area. If a facility needs customers from all over the city or beyond, or there is only to be one of its type within the city, then it should be sited where all residents have an opportunity to reach it easily by public transport. This means close to and well connected to the transport hub of the city in its centre.

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

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

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

to be achieved and congestion kept in check.

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

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

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

Development which attracts a lot of people or is intended to serve the whole of the city or a wider area, shall be sited in the central area in locations which are well linked to the public transport network where there are suitable sites available.

Policy ST.6 District and Local Centres for Every-day Facilities

New facilities which serve suburban areas or the day to day needs of local neighbourhoods shall be located at District and Local Centres respectively.

DESIGN QUALITY

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

- Improve the quality of the existing environment.
- Attract business and investment.
- Reinforce civic pride by helping the city to look good and citizens feel good about their city.
- Reinforce positive and distinctive local character.
- Encourage more people to choose to live here, especially in the central area.

Policy ST.7 Urban Design Principles

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

contribute to the character of the city.

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

Policy ST.8 Creating Attractive Routes to the Centre

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

ENCOURAGING MIXED USE DEVELOPMENT

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

- Jobs and services brought closer to people without cars.
- Reduced travel, less traffic congestion and pollution.
- More opportunities for social interaction.
- Socially diverse communities.
- Visual diversity of buildings and uses.
- Greater feeling of community safety.
- More efficient use of space and buildings.
- Street life and urban vitality.
- Support for small scale local businesses.

Policy ST.9 Mixed Use Development

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

KEY DEVELOPMENT PROPOSALS

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

- Major development to re-use land in the Central Area, including Blackfriars and the Western Waterfront
- An urban expansion onto the former RAF land to the East of the A38 at Quedgeley
- Completion of the South West By-pass and the Inner Relief Road

These are illustrated on Plan 1.

Central Gloucester

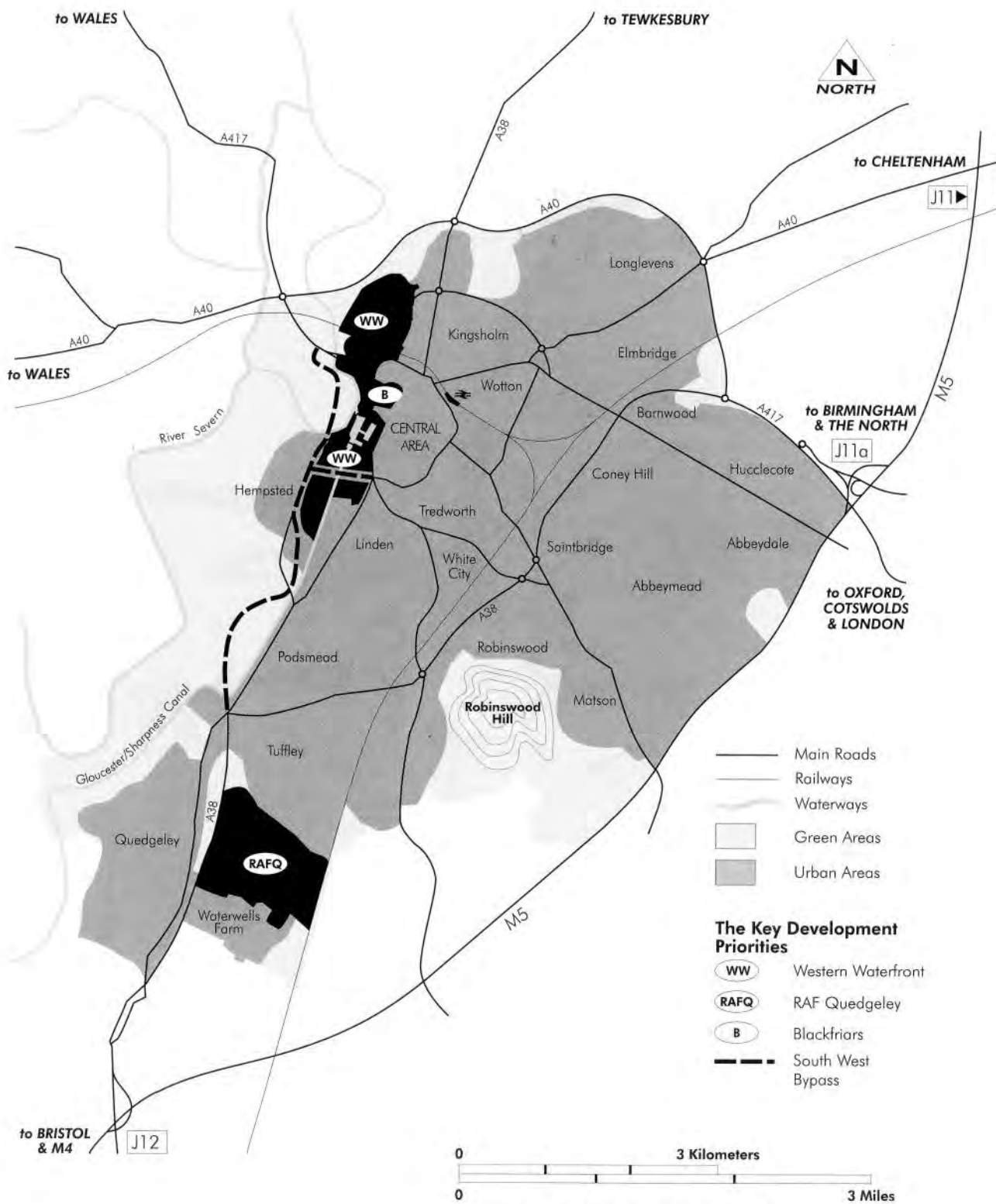
2.26 There are large areas of under-used land in Central Gloucester and great unfulfilled potential to provide the shops, offices, houses and leisure facilities which residents need. Central Gloucester is at the heart of the community and already contains the main shops, a high number of jobs, the main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

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

2.28 Within the central area are specific development opportunities that best link together the star attractions. The Blackfriars area remains the Council's priority for expanding high order comparison shopping and providing a multiplex cinema to link the main shopping area and Cathedral with the Docks area. We consider that the development of the Blackfriars area is vital to the regeneration of the centre.

2.29 The Western Waterfront comprises a broad strip of under-used land and buildings stretching from the Cattle Market in the north, along the river and

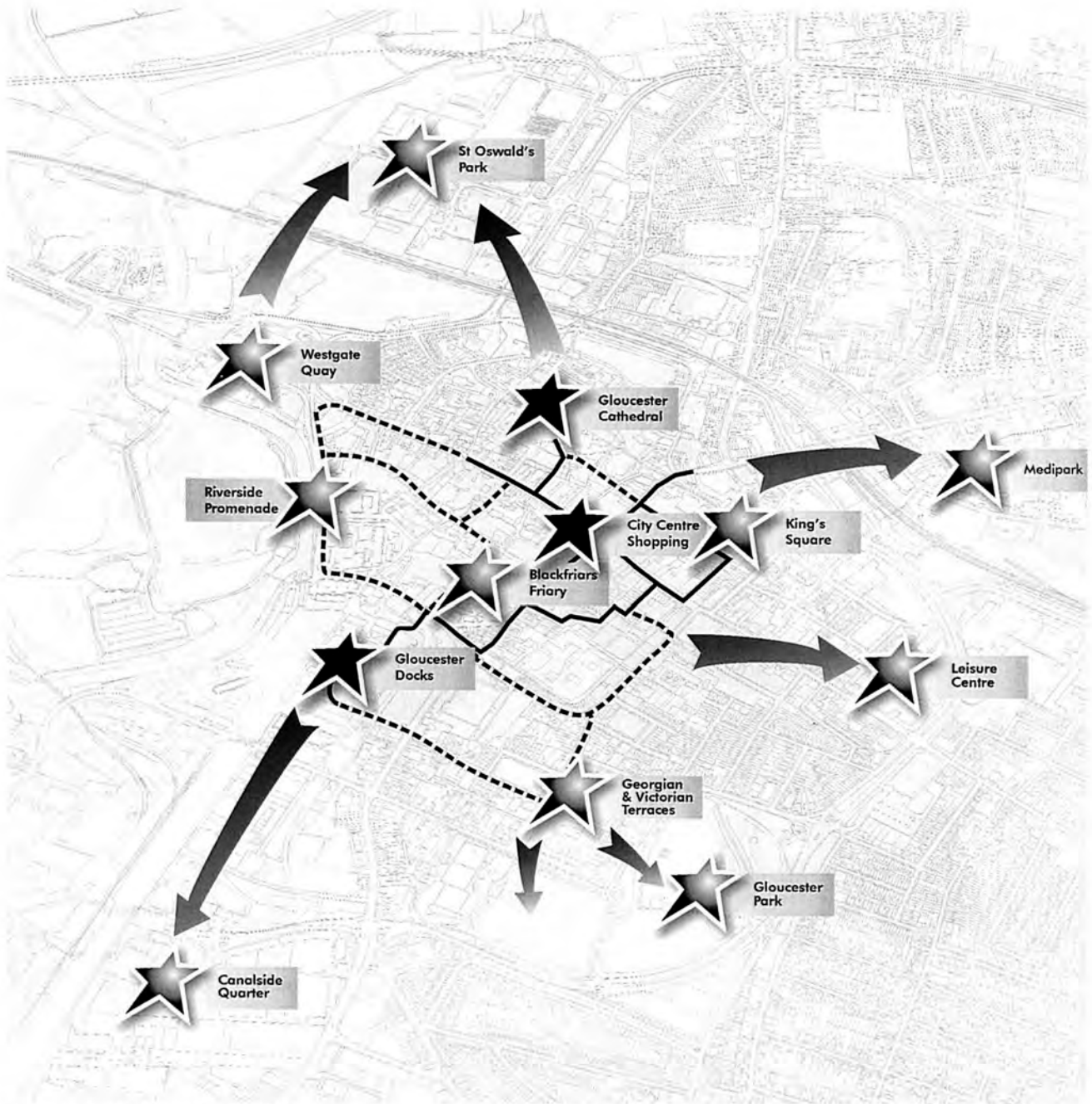
Plan 1. Key Development Priorities







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Plan 2. The Urban Design Strategy for Central Gloucester

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



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-  Existing Star Attractions
-  Emerging Star Attractions
-  Existing good quality pedestrian routes
-  Enhancement of pedestrian routes and links

canal-side through the Docks to Monk Meadow in the south. The Western Waterfront is a wonderful opportunity for the mixed-use redevelopment of previously used land. The Plan envisages a significant amount of new residential development here, taking advantage of the unique waterside locations and historic buildings, together with a range of other uses to compliment and expand the offer of facilities available to city residents and visitors.

2.30 The inclusion of high value uses within mixed use developments in this area will be important to making viable schemes that can finance measures to deal with the expected contamination in the area, bring forward additional parking for shoppers and visitors in appropriate locations, and implement the improvements to infrastructure that are identified in the Urban Design Strategy. These include:

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

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

2.32 Other development opportunities in the central area include part of Kings Square and the Bus Station/Market Parade area which will help improve linkages from the primary shopping area to the city's

bus and rail interchange.

2.33 The regeneration of the central area has wide ranging benefits for the whole community and will deliver the most sustainable and efficient form of development the city can provide. Development in the centre exploits the city's unique historical, architectural and geographical character, making the most of what's special about Gloucester and re-enforcing the unique spirit of place. It is, therefore, our top priority for new development.

Policy ST.10 Development in the Central Area

Priority will be given to new development in the central area that supports and is well-linked to the existing attractions of the centre and the public transport interchange, supports regeneration and re-enforces Gloucester's special character and sense of place.

RAF Quedgeley

2.34 The central area cannot accommodate all the development needs of the city in the period to 2011, and the Gloucestershire Structure Plan envisages an urban expansion onto the former RAF land to provide new housing and employment. The site has an area of 140 hectares of which just over half is previously used land. The site offers the potential to provide a community of 1700 new dwellings and a substantial amount of new employment, taking advantage of and building around the existing natural and historic assets of the site. The development will be well linked to the existing community of Quedgeley and the facilities provided at the existing District Centre. The site has the potential to accommodate a new station for local commuting or a rail freight terminal to serve the sub-region. Land is reserved for these potential uses which may be needed before 2011.

2.35 However, we consider opportunities for development in the central area to be sequentially preferable to RAF Quedgeley. This is because development in the central area will contribute to regeneration of the city centre as the city's economic and social heart, and involves land which is all brown-field. The development of RAF Quedgeley will, therefore, be carefully phased to ensure that it develops alongside rather than at the expense of the housing opportunities in the central area of the city. It will also be necessary to phase development alongside improvements to the transport infrastructure serving the southern sector of the city so that it is able to cope with the increase in travel movements in the area and unacceptable congestion does not result. Transport study work so far suggests that the new development should not proceed before the Gloucester South West Bypass is completed.

Policy ST.11 Phasing RAF Quedgeley

The commencement and pace of development at RAF Quedgeley will be phased with the implementation of the South West Bypass and other transportation improvements, and to ensure that the site is developed later or in tandem with development in the Western Waterfront.

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

2.36 These road schemes are critical to the achievement of the Local Plan proposals for development in Gloucester and are the third crucial element of the Plan. The early completion of the South West By-pass is essential to creating the road capacity that is needed in the southern sector of the city to implement schemes to promote other modes to the car and create the capacity to enable substantial development of the RAF Quedgeley site. This road also improves access to the central area from the south and its northern section directly serves the Western Waterfront area. This road, together with the completion of the Inner Relief Road, is vital to support commercial confidence in the centre and to raise the profile of the development opportunities within the Western Waterfront. These roads will allow for a reduction in traffic on other routes in the southern part of the central area, and give more priority to pedestrians. This should help attract people back to live in the centre and create attractive routes between the centre's star attractions.

Policy ST.12 Key Development Priorities

The City Council's key priorities for development are:

- 1. The regeneration of the central area including mixed use redevelopment in the Western Waterfront and high order comparison goods shopping and leisure uses at Blackfriars;**
- 2. The phased mixed use development of RAF Quedgeley;**
- 3. The completion of the Inner Relief Road and the Gloucester South West By-pass.**

Policy ST.13 Safeguarding the Strategy

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

IMPLEMENTATION

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

2.38 The revitalisation of Gloucester's central area is a significant challenge but around which there is great optimism. The Urban Design Strategy for Central Gloucester has been warmly received by a wide variety of stakeholders and has generated significant interest from landowners and developers. Crucially the vision is backed by the South West Regional Development Agency whose direct involvement will help ensure that the potential of the Western Waterfront and other schemes in the central area is realised. We are confident that our willingness to embrace partnership working will see an early start and steady progress to achieving the regeneration of the waterside areas.

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

- Working in partnership with the Regional Development Agency, the Government Office for the South West, the County Council, the Gloucestershire Development Agency and landowners to bring about the redevelopment of the Western Waterfront, including the investigation and resolution of constraints to development and the production of development frameworks and guidelines.
- Investigating the creation of a Renewal Area in the southern half of the central area to bring forward grant assistance for tackling housing, social and economic issues and to generate a greater sense of community.
- Promoting the development of the Council's land holdings at St. Oswald's Park and Blackfriars to achieve key developments and release funds for further improvements to the public realm of the centre.
- Focusing conservation grant assistance in the central area through the implementation of a Townscape Heritage Initiative scheme for Worcester Street, Eastgate Street, Brunswick Road and St. Michael's Square, supported by the Heritage Lottery Fund.
- Building a new leisure centre in the central area on Eastgate Street, and seeking the re-use of the Blackfriars Priory for the City Museum.

- Working with the education sector to realise new centrally located buildings for secondary and further education.
- Working with the County Council to seek further funding to accelerate the provision of the South West By-pass.
- Promoting Living Over the Shop schemes and tackling empty homes.

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

2.41 RAF Quedgeley has been bought from the Ministry of Defence by a consortium of developers known as Quedgeley Urban Village limited and planning applications for its development for housing and employment have already been lodged with the Council. The Consortium aim to have the site significantly developed by 2011, and the early completion of the Gloucester South West Bypass will assist this.

2.42 The Gloucester South West Bypass is supported by the Government Office for the South West and it will be funded partly by developer contributions and partly from public finance. We are working with the County Council as highway authority and the Quedgeley Urban Village Consortium to put in place arrangements to fund the building of the road in advance of further development with completion anticipated in 2006.

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

Policy ST.14 Developer Contributions

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



Chapter 3

Natural Environment

CHAPTER THREE

THE NATURAL ENVIRONMENT

INTRODUCTION

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

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

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

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

BIODIVERSITY

Introduction, Principals and Issues

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

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

conservation and enhancement.

3.7 This section is set against a background of significant species decline. For example, populations of farmland birds, many of which like the Song Thrush and the House Sparrow were common within urban areas have collapsed by half over the last 25 years. Habitat loss is the main culprit primarily due to farm intensification. Urban areas being relatively free from agri-chemicals and other pressures are in some instances the last refuges of many important species. Great Crested newts for example typically live in farm ponds, but most ponds have now been drained and infilled. Fortunately all UK newts do well in garden ponds and other areas of standing water found in urban areas. Without this urban habitat, Great Crested newts and other important species would undoubtedly be a good deal rarer.

Sites of Nature Conservation Interest

3.8 The City of Gloucester Nature Conservation Strategy (updated 1995) identified 31 sites of nature conservation interest. One has been lost and another 5 have since been identified. These were evaluated using standard ecological criteria, and given the urban nature of Gloucester, social criteria were also taken into account. All these sites were graded from A (the best) declining in importance through B, C and finally to D.

3.9 Some of the sites are also Key Wildlife Sites as identified by Gloucestershire Wildlife Trust, which are evaluated in a County Context and protected by Structure Plan policies. All sites appear on the proposals map and are listed at Appendix 1.

Critical and Tradable Assets

3.10 Treating biodiversity as a 'critical' or 'tradable' asset is a useful tool when trying to evaluate the impact of development on species and habitats, and importantly what our response should be. Those habitats classified as critical can not be recreated over a realistic timescale. For example, Ancient Semi Natural Woodland like Matson Wood is, by definition, at least 400 years old. You can not compensate for its loss by planting a few replacement trees.

3.11 It is these mature habitats that have been left relatively undisturbed or managed in a consistent way for long periods of time that tend to be the most species diverse and therefore usually warrant an A or B designation.

3.12 Tradable habitats are those which are in some way more ephemeral in nature. They may be interesting and uncommon, but potentially they can be recreated. Although loss of these habitats is to be resisted, if there is no alternative site for the development needed then it may be that habitat creation or mitigation either on or off site may be acceptable. These habitats tend to be C or D designations.

Biodiversity Action Plan (BAP) for Gloucestershire

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

Natural Areas

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

Corridors

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

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

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

No Net Biodiversity Loss

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

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

Prime Biodiversity Areas

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

Protected Species

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

SITES OF SPECIAL SCIENTIFIC INTEREST (SSSI's)

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

Policy B.1 Sites of Special Scientific Interest

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

SITES OF NATURE CONSERVATION INTEREST

3.23 The Nature Conservation Strategy for Gloucester City identified 31 sites as having nature conservation interest within the City. 5 more have since been identified (and one lost). These were ranked by their value from A to D.

3.24 A and B sites are considered critical, and will therefore be protected from inappropriate development.

Policy B.2 Sites of Nature Conservation Interest (A&B)

Development will not be permitted that would harm the ecological or geological interest of a site identified as an A or B site of nature conservation interest, unless the City Council is satisfied that the need for the development outweighs its nature conservation importance. In these cases developers will need to show that no alternative site is appropriate. Mitigation and/or compensatory habitats will be required.

3.25 C & D sites although valuable are not necessarily critical; they may over time be recreated.

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

Development that will harm the ecological or geological interest of a site identified as a C or D site of nature conservation interest, will not be permitted unless its ecological /geological value will not be diminished or its ecological/geological value can be satisfactorily mitigated or recreated on or off site.

CORRIDORS

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

3.27 Culverts will be discouraged and bridges will need to be designed to allow the free flow of species (see Supplementary Planning Guidance on Sustainable Urban Drainage Systems).

Policy B.4 Corridors

Development will not be permitted within 8 metres of the Water Courses identified on Plan 3 (overleaf) unless it can be shown that the ability of the water course to act as a corridor for the movement and dispersal of wildlife will not be compromised.

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

BIODIVERSITY ACTION PLAN SPECIES AND HABITATS

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

Policy B.5 Biodiversity Action Plan Species and Habitats

Development will not be permitted that would harm a species or habitat identified in the Gloucestershire Biodiversity Action Plan unless the importance of the proposal outweighs the ecological value of the species and habitat. In these cases appropriate mitigation and/or compensatory measures will be required.



Plan 3 Nature Conservation Corridors



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PRIME BIODIVERSITY AREA

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

Policy B.6 Prime Biodiversity Areas

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

PROTECTED SPECIES

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

Policy B.7 Protected Species

Development that would cause harm to a habitat of a species protected by law will not be permitted unless the City Council is satisfied that adequate measures are taken to ensure the protection or welfare of the species. Conditions will be attached to any planning permission requiring developers to implement such measures.

OTHER SITES

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

Policy B.8 Non Identified Sites

The design, layout and landscape design of any development shall take account of its

ability, over the long term, to enrich the biodiversity value of the city.

INFORMATION ACCOMPANYING A PLANNING APPLICATION

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

Policy B.9 Information Accompanying a Planning Application

On sites where biodiversity is thought to be threatened, the City Council will require an application to be accompanied by a Nature Conservation Survey.

TREES AND HEDGEROWS

3.34 Trees and hedgerows are an important part of the city's landscape. Not only do they give a sense of maturity and attractiveness to a development, they are also an important wildlife resource. We will seek to ensure that development takes account of these features and where appropriate retains them.

Policy B.10 Trees and Hedgerows on Development Sites

The City Council will require details to be submitted of all trees and hedgerows on all proposed development sites, including their location, species and condition. Development proposals will need to show how trees and hedges worthy of retention will be incorporated into the development, how future growth will be accommodated and what protective measures will be taken during the development process. Where important trees and hedgerows are not retained within the proposals then permission will not be granted.

TREE PRESERVATION ORDERS

3.35 In certain circumstances, tree preservation orders will be served to ensure the long-term protection of important trees. In evaluating trees for formal protection, the council will have regard to criteria as laid out in the City Councils Tree Strategy. When

assessing applications to do works to trees subject to a tree preservation order or in Conservation Areas then similarly we will have regard to the policies contained in the Tree Strategy.

Policy B.11 Tree Preservation Orders

When making tree preservation orders, the City Council will take into consideration the following attributes as well as guidelines and policies published in the City Council's Tree Strategy:

- 1. Existing or potential contribution to public amenity intrinsic beauty;**
- 2. Contribution to the landscape;**
- 3. Capacity to screen eyesores;**
- 4. Scarcity;**
- 5. Wildlife value.**

LANDSCAPE

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

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

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

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

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

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

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

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

Policy LCA.1 Development Within Landscape Conservation Areas

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

FLOODING, RESOURCE MANAGEMENT AND POLLUTION

INTRODUCTION

3.43 Gloucester's location, next to the River Severn, makes it vulnerable to the frequent flood events that are associated with this river. The flood plain is an important feature that provides land where, in times of flood, excess water can flow downstream or can be stored. In this way the flood plain protects land

and buildings elsewhere in the city. We recognise the importance of the floodplain and, where possible, the need to restore its capacity where it has been eroded by past developments. We have adopted a Policy Statement on Flood and Coastal Defence to comply with the Government's strategy.

3.44 The Environment Agency is currently undertaking a study of the flood plain around Gloucester, in conjunction with the City Council, to identify a package of measures that will improve both the city's defences and the flow of flood water past Gloucester. This study is expected in June 2001.

3.45 We will consult with the Environment Agency to ensure that development proposals will not jeopardise any of the above principles.

DEVELOPMENT IN AREAS OF FLOOD RISK

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

3.47 The Environment Agency will be consulted on any development proposal within the defined flood plain. The extent of the floodplain is shown on the proposals map.

UNDEVELOPED LAND IN THE FLOOD PLAIN

3.48 It is important to ensure that new development does not put other areas at risk. It is fundamental that the flood storage capacity is protected so as to retain the watercourses' capacity to discharge and/or store flood flows without causing or making existing flooding problems worse.

3.49 In exceptional circumstances where development is permitted on undeveloped land in the flood plain, we will need to be satisfied that the development is suitably designed to cope with the risk of flooding and includes effective measures to protect the land on a long term basis. Developers will need to submit a fully funded strategy for the long-term maintenance of flood defences. At no time should the area of flood plain be reduced through development of undeveloped land. Therefore any compensation or mitigation works agreed between the developer, the City Council and the Environment Agency should be carried out prior to, or concurrent with the development.

3.50 Information will be sought from any applicant to enable proper consideration of floodplain effects.

Policy FRP.1 Undeveloped Land in the Flood Plain

Development within areas at risk of flooding, on undeveloped land will only be permitted in the following circumstances:

- 1. Where no other appropriate site exists; and**
- 2. Where the capacity and flow of the flood plain will not be compromised; and**
- 3. Where the proposal includes satisfactory flood defences, mitigation measures and a commuted sum is made for maintenance in perpetuity, which shall be subject to an agreement under S.106 of the Act; and**
- 4. Where it is consistent with any landscape, nature conservation and archaeological concerns.**

ALLOCATED, PREVIOUSLY DEVELOPED LAND IN THE FLOOD PLAIN

3.51 To support the principles of urban regeneration, we have allocated previously developed land in the central area for redevelopment. Some of these sites are located within areas at risk from flooding. We will allow development on these sites providing that:

- Contributions are made towards flood defences as part of a strategic flood defence scheme (identified through the Environment Agency's current study - see above);
- Contributions are made to particular flood defences required for the development itself, supported by a long-term strategy for maintenance and funding of the defences;
- Compensatory works are implemented as necessary to protect and enhance the capacity of the flood plain.

Policy FRP.2 Allocated, Previously Developed Land in the Flood Plain

Planning permission will be granted for the development of allocated previously developed land in flood risk areas, provided that the developer enters into an Agreement under S.106 of the Act to make contributions towards construction and maintenance of flood defences, the maintenance of these defences and other flood mitigation measures.

REMOVAL OF OBSTACLES TO FLOOD FLOW

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

Policy FRP.3 Obstacles in the Flood Plain

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

MINIMUM FLOOR LEVELS

3.53 In order to remove the risk of flooding, the Environment Agency stipulate that where new buildings are permitted within lower lying areas, their ground floor levels should be constructed to a minimum 600mm level above the designated area flood level. This will be assessed for each case in consultation with the Environment Agency and should be the higher of two elements; the actual 1947 flood level, and the safe estimate of the likely one-in-a-hundred year flood level. There will always be a need to allow for a margin of error in each case, for example, to take account of the effects of wind and tidal action on floodwater.

3.54 We will also seek to ensure that the means of access will be free from flood.

Policy FRP.4 Minimum Floor Levels

The ground floor level of any building proposed within areas at risk from flooding shall be a minimum of 600mm above the designated flood level for that particular locality (i.e. highest recorded flood level, or an event of a return frequency of 1 in 100 years whichever is the greater). Means of access to new developments shall be designed, as far as is practicable, to be above the 1 in 100 year flood level.

MAINTENANCE OF WATER COURSES

3.55 In order to facilitate the maintenance or improvement of rivers and watercourses, we will normally require development proposals to retain an adequate working strip on either side of the channel. Appendix 3 identifies a list of all main watercourses

in the city.

Policy FRP.5 Maintenance of Water Courses

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

DEVELOPMENT ADJACENT TO OTHER WATER COURSES

3.56 Although not identified on the defined flood plain, other watercourses throughout the City may be at risk from flood. To ensure development near to any other watercourse mitigates for possible flood events and allows for access for maintenance, the Environment Agency will be consulted on development proposals within 200m of any watercourse.

SURFACE WATER RUN OFF

3.57 Surface water run off and its impact is an issue which has gained importance over the past few years. Although polluting uses will be controlled through licences issued by the Environment Agency, all development, especially where hard surfaces are created will inevitably have an impact upon the water environment.

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

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

Policy FRP.6 Surface Water Run Off

Developers will need to demonstrate that proposals for development will not lead to an unacceptable increase in surface water run off, deplete or pollute ground water flows or

result in discharges of pollutants into water courses. Developers of large sites will be expected to take on board the principles of Sustainable Urban Drainage Systems when submitting planning applications. Where this is not practicable developers will need to show that an alternative method of surface water disposal is incorporated.

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

WATER SUPPLY - DEMAND MANAGEMENT

3.61 Much of Gloucester's tap water comes from the River Severn, and due to increased abstraction, summer water flows into the Estuary are becoming a concern. Potable water makes up a two thirds of all abstractions and is rising significantly. The average household now uses twice as much water than they did in 1961. With provision for 50,000 extra dwellings in the county over the structure plan period (between 1991 and 2011) demand management of water could over the local plan period become a necessity.

Policy FRP.7 Water Supply

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

RENEWABLE ENERGY

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

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

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

3.65 What all these types of power generation have in common is their need for large structures to collect

and harness the available energy. Consequently renewable energy installations can have a significant visual impact upon the landscape.

3.66 Given the current pricing mechanisms it is unlikely that any proposal for commercial wind generator will come forward. Even so demonstration projects may be promoted or hobbyists may wish to erect their own wind turbines.

3.67 Of most relevance is the potential for solar collectors. It is unlikely over the plan period that commercial collectors will be installed, however there is a vast potential for householders to erect their own collectors. Many of these will not need planning permission, but some will, and could be potentially intrusive. Proposals effecting listed buildings or within Conservation Areas will also need to be assessed against policies in the Built Environment chapter.

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

3.69 For the purposes of this plan renewable energy is energy that is generated by using natural resources that occur and reoccur over a short period of time - the incineration of waste with energy recovery is not therefore considered renewable.

Policy FRP.8 Renewable Energy

When assessing applications for renewable energy installations the City Council will have regard to the wider environmental benefits that can be gained from such developments as these may outweigh the local impacts of the proposal. For obtrusive installations the applicant will need to ensure that a more acceptable site is not available or practical.

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

LIGHT POLLUTION

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

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

Policy FRP.9 Light Pollution

External lighting of new development will be permitted providing that:

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

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

NOISE

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

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

Policy FRP.10 Noise

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

Planning permission will not be granted for noise sensitive development in locations where it would be subject to unacceptable noise levels from existing sources.

Should a proposed development generate excessive noise levels, or be close to a noise source, amelioration measures such as internal sound proofing, external acoustic barriers or restrictions to hours of operations will be required.

OTHER POLLUTION

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

Policy FRP.11 Pollution

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

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

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

CORDON SANITAIRE

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

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

longer be valid.

Policy FRP.12 Sewage Works Cordon Sanitaire

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

Policy FRP.13 Phasing of Development Requiring Sewage Capacity

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

SEPTIC TANKS

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

Policy FRP.14 Septic Tanks

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

CONTAMINATED LAND

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

3.80 A full assessment of potential hazards and the measures necessary to counter these will be required before applications are determined. Developers should liaise with the Environment Agency to establish the need for studies to be undertaken into potential effects on water resources.

Policy FRP.15 Contaminated Land

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

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

TELECOMMUNICATIONS POLICY

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

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

3.83 Telecommunications operators are allowed to carry out minor developments without requiring planning permission from us. Major telecommunications development, including masts or installations over 15m in height require planning permission, and it is this type of development that the policies below relate to.

3.84 In considering applications for telecommunications development we will have due regard to the technical and operational requirements and legal obligations of telecommunications operators.

Policy FRP.16 Telecommunications

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

- 1. The siting and appearance of apparatus, including any location or landscape design requirements, have been designed to minimise the impact of such apparatus on amenity;**
- 2. Installations are sited so as to minimise their effect on the external appearance of the building on which they are installed;**
- 3. Applicants have proved that they have fully explored the possibility of erecting antennas on an existing building, mast or other structure;**
- 4. Applicants who propose to install a mast have considered the need to include**

additional structural capacity to take account of the growing demands for network development, including that of other operators.

3.85 The siting of telecommunications equipment raises environmental concerns regarding health and noise issues.

3.86 Scientific research on the health implications of telecommunications development is currently inconclusive. The City Council has adopted supplementary planning guidance that is based on the 'precautionary principle' of negotiating minimum distances between masts and occupied premises, responding to concerns over health issues and avoiding noise disturbance from apparatus. This supplementary planning guidance should be considered in conjunction with policies contained in this local plan.

Policy FRP.17 Telecommunication installations close to other buildings.

Ground mounted and roof mounted telecommunications installations will not be permitted within 25 metres of any occupied building, camping or caravan site.

WASTE DISPOSAL

3.87 The County Council is the waste planning authority; it will determine most applications for waste disposal.

3.88 Sud Meadow waste disposal site has long been blight on the City and any measure to expedite its completion will be pursued. The tip, situated within the floodplain of the river Severn, is in a sensitive location with respect to landscape and biodiversity, and is generally recognised to be an inappropriate site that would not receive planning consent today. Any proposal to increase the capacity of the tip be resisted. Remodelling or indeed removal of the tip to mitigate against flood events or to support landscape improvements may however be appropriate.

Policy FRP.18 Expansion of Sudmeadow Tip

The City Council will oppose the overall expansion of Sud meadow tip and seek the implementation of a comprehensive landscape scheme for the screening in the short term and eventual restoration in the long term.

Proposals to re-instate the traditional flood plain of the river Severn will be supported, subject to an acceptable disposal method or alternative use for the existing waste.

MONITORING

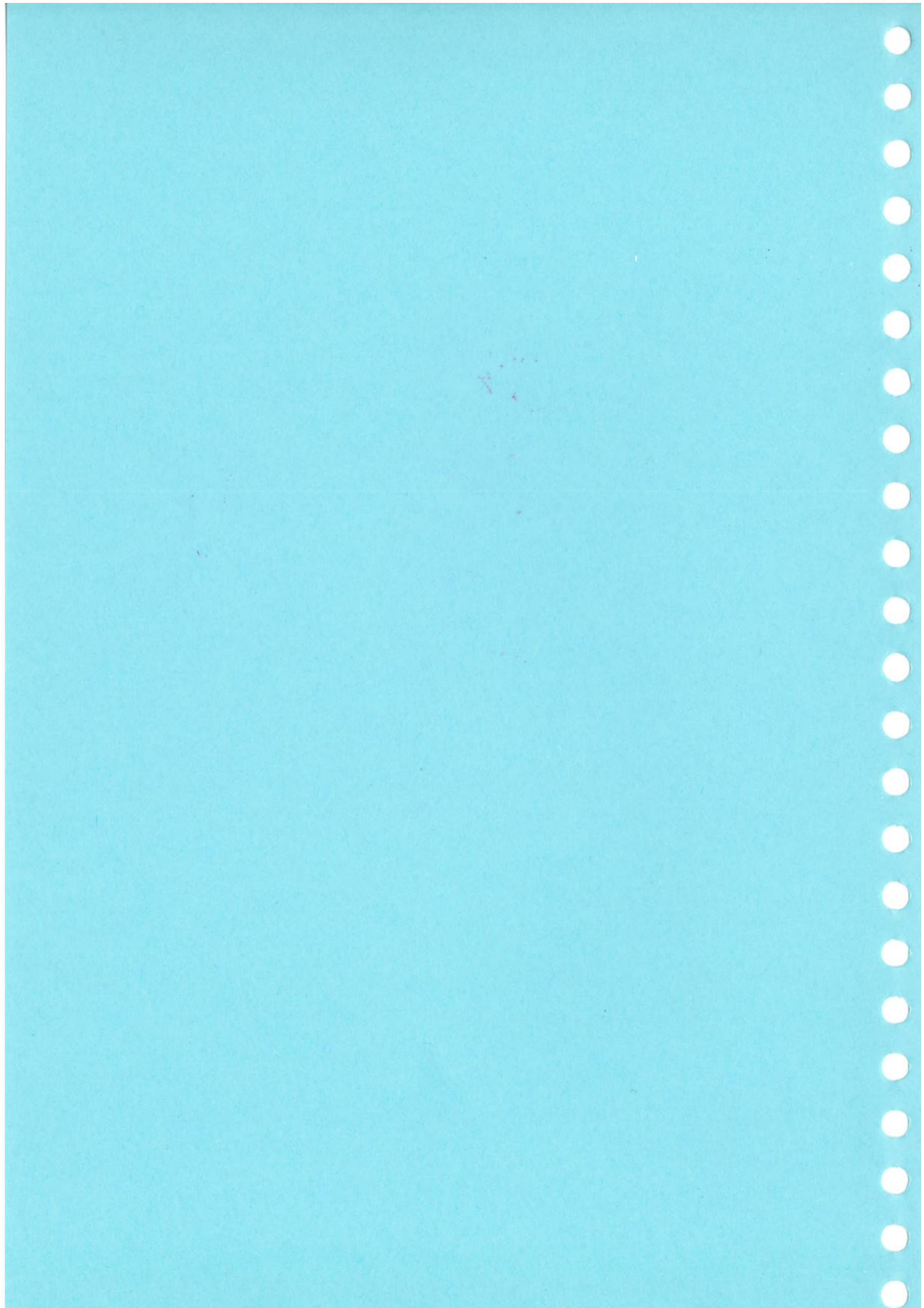
3.89 Monitoring the success or otherwise of all the policies described in the environment chapter is simply not feasible. The following have been chosen therefore to give an overall indication as to whether or not the plan is achieving its objectives:

- Number of identified sites degraded or improved.
- Trees protected by Tree Preservation Orders.
- Loss of Landscape Conservation Areas.
- New homes that have flooded.



Chapter 4

Built Environment



CHAPTER FOUR
THE BUILT ENVIRONMENT

INTRODUCTION

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

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

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

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

- We are continuing our improvement of the public realm to make the central area more attractive to work, visit and live in. This includes our successful and award-winning partnership with the County Council to continue to pedestrianise the main shopping streets;
- We are also continuing to promote economic regeneration in the Townscape Heritage Initiative areas by investing in repairs to historic buildings, grants for historic buildings and facelift schemes;
- We have prepared an Urban Design Strategy for the central area and an Urban Design Framework for the Western Waterfront;
- We are preparing Development and Design Briefs focussing on brownfield sites in the central area

- We are preparing a Tree Strategy;
- We are regulating ‘A’ boards;
- We help provide enhanced management of the centre by City Centre Management;
- We are redesigning the city’s key streets and spaces as part of a rolling programme of improvements to the pedestrian environment;
- We have published a Buildings at Risk (BAR) register and we are actively promoting the reuse and repair of buildings at risk;
- We will continue to provide specialist advice and guidance on listed building matters including the preparation of guidance notes for owners and occupiers;
- We will continue to monitor and review the coverage of conservation areas and where necessary we will bring forward proposals to designate new ones or to amend the boundaries of existing ones;
- We will bring forward a programme for the production and adoption as Supplementary Planning Guidance, Conservation Area Appraisals for each conservation area in the city;
- We will designate Worcester Street as a Conservation Area.

DESIGN

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

DISCUSSING DESIGN MATTERS AT AN EARLY STAGE

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

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

Urban Design Strategy

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

Urban Design

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

- The appearance of proposed new development;
- The proposed development's relationship to its surroundings;
- The proposed development's impact on the character and quality of an area;
- The relationship between different buildings;
- The relationship between buildings and streets, squares, parks, waterways and other spaces;
- The nature and quality of the public realm itself;
- The relationship of one part of the city with other parts;
- The patterns of movement and activity thereby established;

- The complex relationships between all the elements of built and unbuilt space;
- The appearance and treatment of spaces between and around buildings - landscape design;
- Promoting and reinforcing 'local distinctiveness'.

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

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

Policy BE.1 Scale, Massing and Height

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

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

Policy BE.2 Views and Skyline

Proposed development should respect and protect the city skyline and important views and vistas within the city, views of the surrounding countryside from within the city, and

views of the city from the surrounding countryside. It will be particularly important to protect views of the Cathedral.

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

Policy BE.3 Development Framework

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

LAYOUT

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

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

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

- 1. Good pedestrian, cyclist and vehicular integration with the surrounding district and with the central area;**
- 2. Where appropriate contributes to the open space network;**
- 3. All areas within the site have a clear function and meet the needs of users;**
- 4. The scale and design of buildings relates well to the spaces they enclose or face;**

5. Landscape schemes are integrated into the development and provide sufficient space to allow existing and proposed trees, shrubs and other planting to flourish and mature;

6. All public spaces are of sufficient size to comfortably accommodate any planting, street furniture, public art or signs without impeding pedestrian movement

7. Avoids small leftover areas of public space with no clear functional use;

8. Landscape schemes take up any opportunity for linkage to existing and neighbouring planting thus creating routes and habitats for wildlife;

9. The routes and spaces for pedestrians, cyclists and people with disabilities are safe, secure, convenient and suitable for use at all times;

10. All ancillary facilities, such as bin stores are integrated unobtrusively into the design;

11. There will be adequate daylight and sunlight into and between buildings.

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

Policy BE.5 Community Safety

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

- 1. Pedestrian and cycle routes and public spaces are overlooked and subject to natural surveillance;**
- 2. Private spaces are well defined, have restricted access, and fulfil the role of defensible space;**
- 3. Lighting is located and designed in such a way as to deter crime and reduce the fear of crime;**

4. Landscape schemes do not create opportunities for crime;

5. Crime prevention measures are integrated in an unobtrusive manner.

4.15 We are committed to helping to create an environment that can be enjoyed by all members of our community. This includes ensuring that when new development comes forward, we make sure that the scheme is accessible to everyone regardless of their mobility.

Policy BE.6 Access for All

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

LOCAL DISTINCTIVENESS AND APPEARANCE

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

Policy BE.7 Architectural Design

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

- 1. The developer should provide a brief summary of any distinctive local characteristics of scale, layout, style, appearance, materials or details and show how these are to be used to lend a local character to the design and appearance of the proposed development;**
- 2. All new buildings should be designed with attention to detail and be harmoniously**

composed, and to be constructed of high quality materials and finishes;

3. Where appropriate, vertical emphasis in the design, including features and additional storeys, may be encouraged in order to emphasise key corners or the entrances to buildings;

4. New development should respect and protect the setting of the city's historic built environment, natural landmarks and important features;

5. New development should use high quality materials which are sympathetic to the existing character and appearance of the city;

6. New development should avoid the use of light coloured or reflective roofing materials so that the development doesn't have undue prominence when viewed from the surrounding hills;

7. The building line, plot widths and depths, and the visual rhythm of the proposed elevations should respect the existing character of the area.

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

Policy BE.8 Energy Efficient Development

The City Council will encourage new development to be designed and constructed in a way that minimises its energy consumption.

LARGE SCALE COMMERCIAL AND CITY CENTRE DEVELOPMENT

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

Policy BE.9 Criteria for Large Commercial Development

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

1. Provide high quality buildings in an attractive setting;
2. Face the main elevations, ancillary office uses and entrances of buildings onto the public realm;
3. Ensure that the layout helps to frame or enclose public spaces;
4. In the case of retail development ensure that windows are provided facing onto the public realm for the display of goods;
5. Ensure that layouts and use of surface materials are designed to give priority to pedestrians;
6. Where large prominent areas of blank wall are unavoidable, ensure that they are well designed and provide visual interest;
7. Locate areas for servicing, and for external storage in unobtrusive positions screened from public places;
8. Allow sufficient space for landscape schemes to include large-scale trees.

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

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

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

1. Create high quality buildings that are appropriate in scale and massing to the context of the site;
2. Face the main elevations and entrances of buildings onto the main street;
3. Incorporate a lively, active mix of uses, particularly at street level;
4. Consider the potential for incorporating residential uses into the upper floors of the development;

5. Use materials that harmonise with the predominant materials used in the area;
6. Protect or enhance views of the Cathedral and other historic landmark buildings.

Policy BE.11 Shopfronts, Shutters and Signs

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

1. A new or refurbished shopfront should be designed to take account of the design, style and proportions of the building of which it forms a part and the character of the street in which the proposal is located;
2. Advertisements, signs and notice boards must be appropriate in scale, design and materials to the character and appearance of the building of which it forms a part and the street scene in which the proposal is located;
3. Proposals for external security measures on shop fronts will be resisted unless need can be adequately demonstrated. In such cases, the proposal must:
 - Harmonise with the shop front and the appearance of the street scene, and
 - Allow a clear view into the shop at all times
4. The new shopfront should be accessible to wheelchair users wherever this is practical
5. Hanging or projecting signs must not interfere with the visibility requirements of existing CCTV cameras.

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

LANDSCAPE DESIGN

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

Thinking about landscape from the outset

4.22 The landscape scheme must be considered as an integral part of the project from the outset and

throughout the design process. Where appropriate the layout, implementation and management of landscape schemes will be achieved by the use of planning conditions.

Policy BE.12 Landscape Schemes

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

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

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

Policy BE.13 Landscape Strategy

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

4.24 The use of native species in new planting schemes, particularly species that are indigenous to the Vale of Gloucester, will help to increase biodiversity in the city. Use of seed and plant stock of local provenance will also be encouraged.

Policy BE.14 Native Species

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

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

Policy BE.15 Provision of Open Space in Major Development

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

PUBLIC ART

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

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

Policy BE.16 Provision of Public Art

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

LARGE SCALE RESIDENTIAL DEVELOPMENT

Density

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

centres of activity. At all times the designer should be seeking to ensure that buildings, streets and spaces are experienced at a human scale.

Policy BE.17 Criteria for Large Scale Residential Development

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

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

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

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

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

Existing Open Plan Estates

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

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

Enclosure of gardens and unusable strips of land will be allowed on existing open plan estates provided this does not harm the visual amenity of the locality.

Extensions

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

Policy BE.20 Extensions

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

1. The design is sympathetic in scale, form, and materials to the existing building;
2. It has no significant adverse effect on the amenity of nearby properties in terms of

height, scale, overshadowing, proximity, or loss of privacy;

- 3. The design respects the character and appearance of the street scene;**
- 4. It does not unreasonably detract from the existing open area of the site, including garden areas, landscaping, protected trees and areas for essential parking;**
- 5. It does not create safety issues on any highway.**

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

Policy BE.21 Safeguarding of Amenity

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

THE CARE AND CONSERVATION OF OUR HERITAGE

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

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

- Listed Buildings
- Conservation Areas
- Archaeology

LISTED BUILDINGS

4.34 There are over 700 listed buildings and structures in the city. These represent our finest examples of buildings of architectural or historic merit. At the time of publication there are 37 grade I, 53 grade II* and 616 grade II buildings. This illustrates the high number of grade I and grade II* buildings and structures as a percentage of the whole listed building stock compared to other historic towns and cities. These buildings have been protected because they have special interest that we wish to retain. The guiding principle in considering a proposal to make alterations to a listed building is whether or not the proposal, if implemented, would preserve or enhance this special interest.

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

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

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

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

- 1. Preserves or enhances the quality and character of the building or its setting;**
- 2. Respects the period, style, plan, detail and materials of the existing building or structure;**
- 3. Retains internal and external original fabric and features;**
- 4. Does not harm the structural stability or fabric of the building or any adjoining structure;**

5. Is carefully researched, (including the submission, in duplicate and free of copyright, of fully detailed architectural drawings and a photographic record of the building and its setting), and professionally executed;

6. In the case of emergency works carried out in the interests of public safety, be carried out in accordance with the above criteria unless an exception has been expressly made by the Council.

Policy BE.23 Development Affecting the Setting of Listed Buildings

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

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

Policy BE.24 Demolition of a Listed Building

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

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

Policy BE.25 Consent for Demolition of a Listed Building

Where consented, demolition shall only commence after proposals for a new development on the site have been approved and a contract let for construction that is relevant to the demolition. The applicant will be required to

adequately record the building to a specification approved by the City Council prior to demolition and provide the City Council with an illustrated report of the survey in duplicate and free of copyright.

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

Policy BE.26 Relaxation of Policies

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

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

Policy BE.27 The Principle of Enabling Development

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

1. The enabling development will not materially detract from the archaeological, architectural, historic or landscape interest of the asset or materially affect its setting;
2. The proposal avoids detrimental fragmentation of management of the historic asset;
3. The enabling development will secure the long term future of the heritage asset and, where applicable, its continued use for a sympathetic purpose;
4. The problem arises from the inherent needs of the heritage asset, rather than the circumstances of the present owner or the purchase price paid;

5. Financial assistance is not available from any other source;
6. It is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the heritage asset, and that its form minimises disbenefits;
7. The financial justification is independently assessed at the expense of the applicant;
8. The value or benefit of the survival or enhancement of the heritage asset outweighs the long term cost to the community (ie. the disbenefits) of providing the enabling development.

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

Policy BE.28 Linking Enabling Development to the Heritage Objectives

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

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

CONSERVATION AREAS

4.41 There are 11 conservation areas around the city. They are predominantly concentrated in the central area. Each of these areas has a valuable and distinctive character and therefore, proposals for development within conservation areas will be expected to preserve, enhance or enrich the character, appearance and/or setting of the area. We have begun the process of preparing assessments for the Conservation Areas. This will continue until each area is covered by an assessment including policies for the protection and enhancement of the areas. An

urban tree strategy is being prepared which will trees to be managed and protected and also opportunities for new planting. Where new development is proposed, contemporary architectural solutions that respond to the context will be encouraged.

Policy BE.29 Development within Conservation Areas

Proposals within conservation areas should:

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

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

The demolition or substantial part-demolition of a non-listed building or structure in a conservation area will only be supported if the demolition and the proposed replacement preserves, enhances or enriches the character or appearance of the conservation area.

ARCHAEOLOGY

Policy BE.31 Preserving Sites of Archaeological Interest

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

4.42 Continued pressure for development throughout the city and particularly in the historic central area means that sites in which there is an archaeological interest are increasingly vulnerable to disturbance. The rich heritage of the city is an important ingredient in its appeal as a tourist centre as well as a source of pride to residents and a valuable source

of information about the past. It is therefore vitally important to ensure that when new development proposals are assessed, the case for protecting, enhancing and promoting the archaeological heritage of the city is considered before the decision to grant planning permission is taken. In order to make such judgements, it is necessary for the planning authority to have information about the likely nature and extent of the archaeology in sites before deciding whether to grant planning permission. The City Archaeologist will advise on the information that will be needed to ensure a proper evaluation.

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

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

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

Policy BE.32 Archaeological Assessment

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

Policy BE.33 Archaeological Field Evaluation

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

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

Policy BE.34 Presumption in Favour of Preserving Archaeology

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

Policy BE.35 Scheduled Ancient Monument

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

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

Policy BE.36 Preservation in Situ

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

in situ of important archaeological remains will generally be preferred.

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

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

Policy BE.37 Recording and Preserving Archaeology

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

4.50 The City Council recognises that Gloucester is an historic city of great national importance which, on the one hand, should be cared for and protected and, on the other, has great potential for enhancement, academic study and subsequent popular interpretation of its past. In recognising its responsibilities in this respect the Council is nevertheless mindful of the fact that resources are limited and that other conflicting important priorities mean that it cannot devote nearly as much of its resources as it would like to

protecting and enhancing Gloucester's heritage. For this reason, the Council is aware of the possible role other groups in society, both public and private, might be able to play in nurturing Gloucester's heritage, and is anxious to promote activity by others in this field by helping to launch a suitable organisation whose role is to unite funding for suitable "heritage" projects from a range of public and private sources.

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

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

Policy BE.38 Meeting the Costs

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

Monitoring

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

- The number of schemes accompanied by a design statement.
- The number of Community Safety improvements negotiated on submitted schemes.
- The number of design awards and positive media stories about good design in the city.
- The number of schemes accompanied by a landscape scheme.
- The number of applications for Listed Building Consent approved with improvements negotiated on design, detail or reduced intervention in the historic fabric.
- The number of buildings successfully repaired and/or re-used and removed from the Buildings at Risk register.

- The number of buildings benefiting from City Council administered or promoted grants
- The number of conservation areas covered by an adopted Conservation Area Appraisal.



Chapter 5

Travel



CHAPTER FIVE

TRAVEL

INTRODUCTION

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

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

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

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

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

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

WHAT IS CURRENTLY BEING DONE?

5.6 A number of initiatives implemented around

the city are attempting to tackle some of the travel objectives of this Local Plan:

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

TRAVEL PLANS

5.7 A Travel Plan is a general term for a package of measures tailored to the needs of individual sites, aimed at delivering sustainable transport objectives. It involves the development of a set of mechanisms, initiatives and targets that together can enable organisations to reduce the impact of travel and transport on the environment.

5.8 The outcomes from implementation of Travel Plans include:

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

5.9 We will require travel plans to accompany planning applications for large developments, for developments that will generate a large amount of travel, or for development that may cause local traffic problems such as unacceptable congestion or off-site

parking problems. Travel Plans should be prepared in conjunction with the local authority and transport providers. The Travel Plan shall be subject to a S.106 Agreement in line with the council's published supplementary planning guidance. This guidance sets out the circumstances a Travel Plan will be required and what issues it should address.

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

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

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

Policy TR.1 Travel Plans and Planning Applications

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

- For major commercial, service and educational developments; or
- For smaller developments that would generate significant amounts of travel; or
- For development proposals that may be refused on local traffic grounds.

Policy TR.2 Travel Plans - Planning Obligations

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

PLANNING & TRAVEL - NEW ROAD SCHEMES

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

and traffic management in the city under an agency agreement with the County Council.

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

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

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

Policy TR.3 St Anne's Way Bridge Link

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

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

In determining applications for any development which would benefit from the St Anne's Way Bridge Link, the City Council will seek to enter into an agreement under section 106 of the 1990 Act for the developer to contribute towards the cost of the road to an extent commensurate with the scale and nature of the development, the extent to which it would benefit from the road and the volume of traffic likely to be generated.

5.16 New development along the Bristol Road corridor should contribute to the construction of the South West Bypass. The South West Bypass will also provide an opportunity to promote public transport on the Bristol Road corridor. Bus priority along this corridor will be supported as identified in policies TR.27 and TR.28.

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

Policy TR.5 South West Bypass

The City Council will seek the early completion of the South West Bypass. Land for the South West Bypass will be safeguarded as

shown on the proposals map.

Policy TR.6 Developer Contributions to the South West Bypass

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

Policy TR.7 Land West of the Canal

Any planning permission granted for development of land west of the canal will be subject to conditions prohibiting the carrying out of specific parts of the development, prior to the completion of new or improved highway links. These links will ensure that traffic and environmental conditions on the existing road network are not unacceptably affected.

RELEASE OF LAND AT RAF QUEDGELEY

5.18 It is important that transport measures are provided so that the existing travel networks are not unacceptably affected from the increase in traffic generated by development of RAF Quedgeley. One important element is to develop the South West Bypass so that traffic may be redirected onto this road, allowing existing roads to develop into high quality public transport corridors. Transport studies to date have not proven that development at RAF Quedgeley could take place before the South West Bypass is complete.

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

Policy TR.8 Development at RAF Quedgeley

Development at RAF Quedgeley shall be phased with the construction of the South West Bypass and the introduction of other public transport improvements to reduce congestion especially along Bristol Road north of the Cole Avenue junction and increase the attractiveness of local bus services, including park and ride.

PARKING

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

5.21 We recognise that in the central area people will still own cars even if they do not use them as much as they do now. The old policy of allowing less parking in the centre than in the suburbs has therefore been abandoned. We want uniform parking standards, so as not to discourage development in the central area. The car parking standards in Appendix 4 allow less parking space than in the past and are a maximum level of parking to be permitted. Developers will not be expected to provide more off street parking than they or their potential occupiers require where it can be shown that:

- Either the development can be readily accessed by other means of transport, or
- That the need for parking is shown not to be required by the adoption of a Travel Plan.

Policy TR.9 Parking Standards

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

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

Policy TR.10 Parking Provision Below the Maximum Level

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

- 1. Contribute to enforcement, or other traffic management measures, and/or**

2. Improve the accessibility for public transport, cyclists and pedestrians.

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

PARKING FOR PEOPLE WITH DISABILITIES

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

Policy TR.11 Provision of Parking for People with Disabilities

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

CYCLE PARKING

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

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

Policy TR.12 Cycle Parking Standards

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

PUBLIC CAR PARKING IN THE CENTRAL AREA

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

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

Policy TR.13 Central Area Parking

The City Council will seek to ensure the vitality and viability of the central area by:

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

COACH PARKING

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

consider that there is a need for coach parking within the Western Waterfront redevelopment and work is currently being done to investigate the potential for this.

5.29 In any other future development proposal, we will require lost coach parking spaces to be replaced elsewhere.

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

Policy TR.14 Coach Parking

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

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

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

Policy TR.15 Additional Coach Parking Facilities

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

MAJOR DEVELOPMENTS

5.32 In mixed-use developments such as the Western Waterfront and Blackfriars, high density

development is expected. Higher densities of development require more parking per hectare than low density schemes. Much of this can be provided in multi-storey car parks. Also where the opportunity exists, we will seek shared use parking. In particular, overnight residential parking is a possibility with other daytime parking, especially within the Western Waterfront area.

Policy TR.16 Shared Parking

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

WESTERN WATERFRONT

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

Policy TR.17 Proposed Car Parks - Western Waterfront

Within the Western Waterfront site MU.2, at least three short stay car parks will be provided with the shopping elements at St. Oswald's Park, Monk Meadow and the leisure proposals at Westgate Island. In determining any planning application for development of the Western Waterfront, the City Council will seek to enter into an agreement under S.106 of the 1990 Act for the developer(s) to fund frequent bus services through the central area from car parks established as part of the development. These bus services will be required to be operational either when the first dwellings are completed or the shopping areas first open for business.

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

Policy TR.18 Safe and Secure Car Parks

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

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

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

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

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

Policy TR.19 Car Park Charging

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

PRIVATE CAR PARKS

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

Policy TR.20 Private Car Parks

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

INCREASING THE USE OF PUBLIC TRANSPORT

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

Policy TR.21 Central Area Public Transport Service

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

BUS AND RAIL INTERCHANGE

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

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

Policy TR.22 Enhancing the Bus & Rail Interchange

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

Policy TR.23 Services in the Bus and Rail Interchange

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

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

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

PARK AND RIDE

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

5.42 For park and ride to be most effective:

- They should be located at the fringe of the urban area at the point where congestion starts, and ideally at the intersection of radial and orbital routes;
- They should be located where the main approaches have good access to the facility;
- Services should be complimented by measures for bus priority and car restraint in the urban centre.

5.43 A Park and Ride study, led by the County Council, is currently being undertaken. This is looking at the potential for sites around the edge of Gloucester, enabling good coverage from all sides of the city. Any sites that are identified within the city boundary will be allocated for Park and Ride at the Second Deposit Stage and protected from alternative development.

Policy TR.25 Protection of Park & Ride Sites

New sites identified through the Park and Ride study will be safeguarded from alternative development unless a satisfactory replacement is provided as part of the development.

5.44 The city currently has two park and ride sites, situated at St Oswald's Park and at Waterwells

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

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

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

Policy TR.26 Park and Ride - Waterwells

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

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

BUS PRIORITY ROUTES

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

1. Cheltenham Road and London Road.
2. Lobleys Drive, Abbeymead Avenue and Metz Way.
3. Cole Avenue, Finlay Road, Eastern Avenue and Barnwood Bypass.

4. Bristol Road and Southgate Street.

Other appropriate routes will be identified through future studies.

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

Policy TR.27 Bus Priority Routes

Bus Priority Routes will be implemented along existing (and future) high frequency bus routes.

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

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

Policy TR.28 Contributions Towards Bus Priority Routes and Facilities

In determining planning applications for development that will benefit from bus priority routes, the City Council will seek to enter into an agreement under S.106 of the Act for the developer to fund:

- 1. The implementation of bus priority routes, or the extension of existing bus priority routes; and**
- 2. Enhanced facilities; and**
- 3. Additional bus priority measures.**

TRAFFIC IN RESIDENTIAL AREAS - IMPROVING THE STREET ENVIRONMENT

Home Zones

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

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

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

Policy TR.29 Home Zones in New Residential Areas

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

School Safety Zones

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

Policy TR.30 School Safety Zones

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

ROAD SAFETY

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

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

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

Policy TR.31 Road Safety

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

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

Development that creates unresolvable road safety problems will be refused.

INCREASING CYCLIST AND PEDESTRIAN JOURNEYS

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

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

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

Policy TR.32 Protection of Cycle/Pedestrian Routes

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

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

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

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

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

shown on the proposals map. Policies in the 'Built Environment' Chapter expand on the above.

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

Policy TR.33 Provision for Cyclists/Pedestrians

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

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

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

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

Policy TR.34 Cyclist Safety

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

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

priority in the vicinity of the development.

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

Policy TR.35 Provision of Bicycles with New Residential Development

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

PEDESTRIAN FACILITIES IN THE CENTRAL AREA

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

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

5.69 Such priority facilities shall include:

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

Policy TR.36 Pedestrian Routes Within and Leading to the Central Area

Pedestrian priority facilities and improvements to footpaths will be implemented on routes within and leading to the Central Area.

NEW PEDESTRIAN PRIORITY SCHEMES

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

Policy TR.37 Proposed Pedestrian Priority Schemes

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

PUBLIC FOOTPATHS AND CYCLEWAYS

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

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

Policy TR.38 Public Footpaths

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

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

In determining applications for development adjacent to the River Severn, the City Council will seek to enter into a legal agreement for the developer to contribute towards the provi-

sion of a public right of way alongside the waterside for the use of pedestrians and, where appropriate, cyclists; similar agreements will be sought in relation to the Gloucester and Sharpness Canal for the provision of public access by agreement with the operator of the canal.

TAXIS

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

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

Policy TR.40 Taxis

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

RAIL FACILITIES AND TRAVEL

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

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

Policy TR.41 Railway Station

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

5.77 We see a potential role for a passenger railway station to be located on the RAF Quedgeley site, to serve the major employment and housing developments proposed, and the current employment development at Waterwells Farm. The station could serve a commuting role to the RAF Quedgeley area as well as providing an alternative way of reaching the central area from Quedgeley. We will seek to ensure that any new station will not affect the operation or threaten the viability of the central area railway station.

Policy TR.42 Proposed New Railway Station - Quedgeley

Land will be reserved for a passenger railway station at RAF Quedgeley, as shown on the proposals map.

RAIL FREIGHT

5.78 A rail freight study has been produced by the County Council that identifies three sites suitable for the development of rail freight facilities in the County. Two of these sites are located within Gloucester - the Railway Triangle and RAF Quedgeley. We consider that either site could be implemented during the local plan period. The RAF Quedgeley site cannot accommodate both a station and a freight facility and the land reserved will serve either purpose. We will reconsider the land allocations made for rail freight facilities during the review process of this local plan.

Policy TR.43 Proposed Rail Freight Terminals

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

5.79 RAF Quedgeley cannot accommodate both a rail station and a rail freight depot. The work that is currently taking place will assess the opportunities for a passenger station and rail freight terminals at RAF Quedgeley. Until such time as this work is complete, we will safeguard land for both uses. At the Second Deposit Stage Local Plan, we will be in a position to make appropriate changes to these Local Plan policies.

LOBLEYS DRIVE LINK

5.80 The link road over the motorway from Lobleys Drive, connects to the new development at Brockworth (in Tewkesbury Borough's area). This will allow city residents to get to jobs at the new business park and provide another route for Brockworth residents to get to central Gloucester. A transport assessment is being carried out which is examining three options for the future use of Lobleys Drive. These are:

1. A fully open link with access for all vehicles except lorries.
2. A managed link, with signal controlled access for buses, cars and cycles.
3. Buses, pedestrians and cyclists only.

A consultation exercise is being carried out to establish the public's view on the three options.

5.81 We will draw up a policy to reflect the best approach for Lobleys Drive Link when the consultation results are known and the transport assessment is available. It is likely that this policy will be fed into the Second Stage Deposit Local Plan.

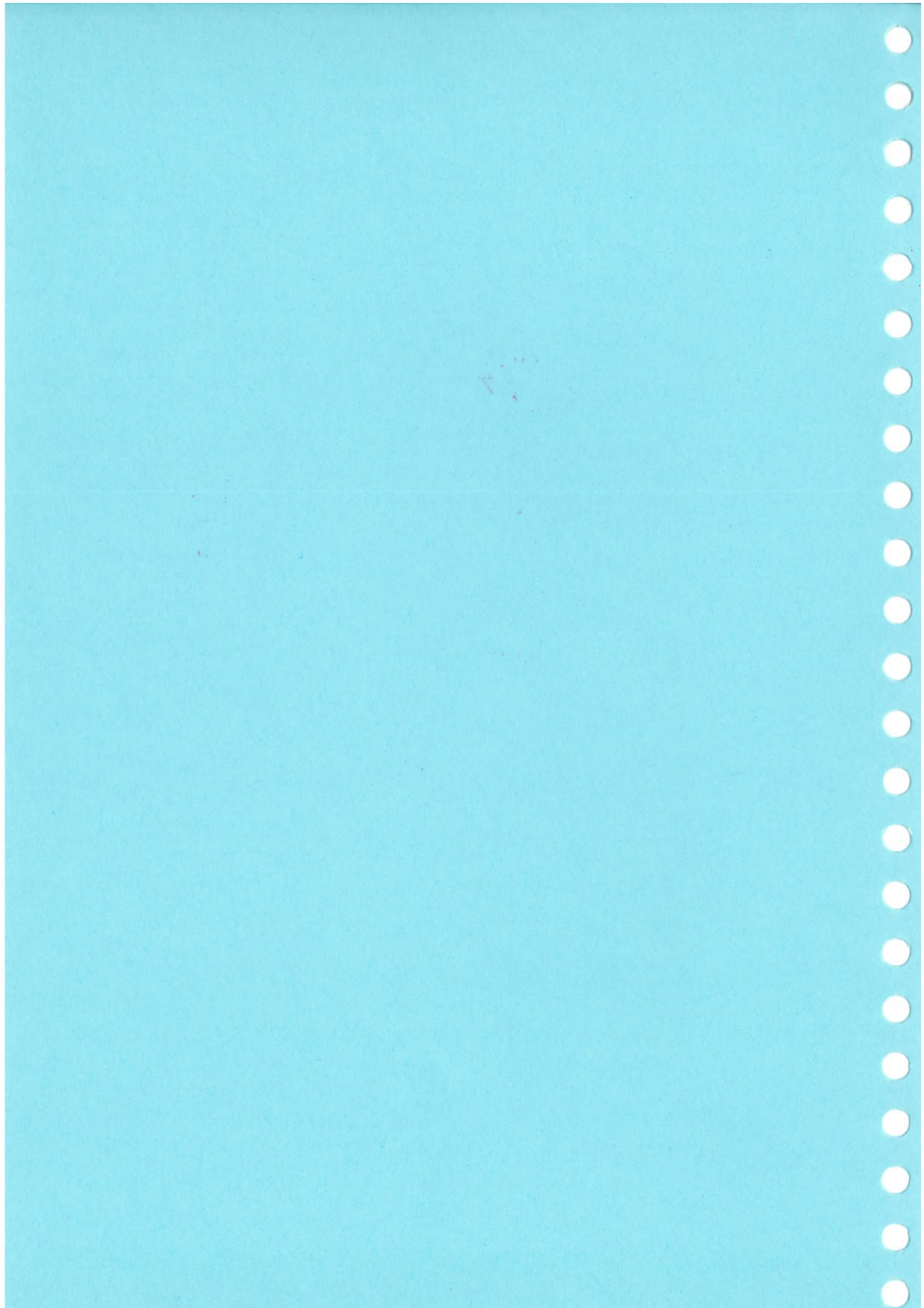
MONITORING

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

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

Chapter 6

Housing



CHAPTER SIX

HOUSING

INTRODUCTION AND CURRENT TRENDS

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

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

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

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

6.4 Much of the recent housebuilding in the city has been on green fields at Abbeymead and Quedgeley. This has meant only a third of it has been provided through re-using land and buildings. The emerging Regional Guidance is suggesting a 50% target for the south west, but it is anticipated that larger urban areas will achieve more than this. Providing housing in mixed-use re-development is seen as increasingly important in tackling deprivation through neighbourhood renewal.

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

6.6 The Council conducted a Housing Needs Survey in 2000. This suggests that over the next five years there will be a strong demand for two and

three-bedroomed homes. When asked about their willingness to move to likely new areas for housing, those households likely to move in the next five years showed a similar level of preference for Quedgeley (21.5%) and the city centre (19.3%), with slightly lower preference for Brockworth (15.2%) which is outside the city administrative area to the east. For concealed households likely to move (those currently sharing a dwelling with another household) the city centre is a clear first preference (31.3%), followed by Quedgeley (27.4%) and then Brockworth (20.4%). The Housing Needs Survey also suggests that there will be an annual shortfall of 526 dwellings a year for those not able to buy at market prices.

NEW HOUSING

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

6.8 Table 2 below compares the city's housing land supply including the allocations in this Plan to the Structure Plan requirement. The Table includes an allowance for demolitions and losses of housing based on actual figures from monitoring since 1991, projected to 2011. The windfall figure is based on the assumption that past windfall rates will continue through the period to 2011. An element of oversupply to meet the Structure Plan requirement is considered prudent to allow for unseen circumstances and delays that may occur on some sites.

Table 2: Housing Supply

A	Dwelling Requirement mid-1991 to mid-2011	10,250
B	Completed mid-1991 to end 2000	5,269
C	Expected further losses to housing stock to mid-2011	200
D	Remaining requirement (a)-(b)+(c)	5181
E	Commitments at end 2000: Existing Permissions on Small Sites (1-5 Dwellings)	146
F	Existing Permissions on Large sites	600
G	Other firm Commitments	944
H	Allowance for windfalls (dwellings built on unidentified sites)	800
I	Allocations in this Local Plan	3035
J	Total Supply (e)+(f)+(g)+(h)+(i)	5525
K	Relationship of total supply to the dwelling requirement	+344

6.9 At the end of the year 2000 there were about 4.85 years supply of housing land in the city. Significant housing sites (10 or more dwellings) that are committed are shown on the Proposals Map and listed in the table below.

Table 3: Housing Commitments at 31st December 2000

Site Ref.	Address	Dwellings Under Construction	Dwellings Not Started
1	Coney Hill Hospital South		294
2	Land at India Road		90
3	Horton Road Hospital		184
4	124-130 London Road		41
5	Former Colwell School		18
6	Land at Hamer Street	13	-
7	Land at 82/90 Longford Lane		10
8	Windfall Way	9	5
9	Paygrove farm		54
10	74 Tuffley Crescent		12
11	Bodiam Avenue		350
12	The Causeway		68
13	Land at Hempsted (West)	8	64
14	Land at Hempsted (East)	32	125
15	Co-op Creamery Site		53
16	Land on Parliament Street		22
17	The Docks*		100
18	Bakers Quay*		118
19	Friday Flour Mill*		30

Source: Gloucester City Council Housing Land Availability Study 2001.

* These sites lie within the area of the Western Waterfront allocation. They are not included within the figure for commitments in Table 2 (lines (f) and (g)), or shown on the Proposals Map.

6.10 An Urban Capacity Study (2001) of the city highlights a significant opportunity to re-use land in the central area, particularly in the area known as the Western Waterfront. Re-development for a mix of uses including a significant amount of housing, with higher density apartments overlooking the water areas, will help re-vitalise the centre. Part of this area is currently at risk of flooding. The Environment Agency support the development going ahead provided developments contribute towards the implementation of a floodplain plan for Gloucester. This will involve improving the flood defences between the Quay and Sudmeadow and undertaking compensatory measures in the floodplain (see Flooding section at Paragraph 3.43).

6.11 The sale of the RAF Quedgeley site by the Ministry of Defence to a Consortium of developers also makes available additional large areas of previously built land, mixed with green field areas, for redevelopment for mixed use. The Gloucestershire Structure Plan Second Review Policy H.5 identifies Quedgeley for a major urban extension.

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

6.13 Within policy H.2 a limited amount of housing has been included for Woolstrop Cottage at Quedgeley. This allocation is only made because it would help to achieve some much needed public open space. We do not consider that the site would otherwise be suitable for housing.

6.14 The range of brownfield sites means that no green field land for housebuilding, other than at RAF Quedgeley, needs to be allocated. If development proceeds in accordance with the allocations in this Plan then the amount of new housing on brownfield land will be about 80% of the total.

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

Policy H.1 Allocations for Mixed Use Including Housing

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

Site MU1 - Blackfriars (Area approximately 2.4 hectares)

Mixed use, primarily for shopping, with cultural facilities and some housing. Indicative capacity of 25 dwellings.

Site Specific Obligations:

- See Shopping Policy S.2

Site MU2 - Western Waterfront (Area approximately 66 hectares)

Mixed use to include residential, employment, retail, education, leisure, culture, open space, public car parking and tourist coach parking. Indicative capacity of 2000 dwellings of which 1,000 expected by mid-2011.

Site Specific Obligations:

- A mix of house types across the site which shall include high density apartments and flats above other uses.
- Re-location of bad neighbour uses where appropriate.
- Contributions to infrastructure improvements in the area (see Strategy Chapter).
- A contribution towards the provision of centralised residents' parking where appropriate.
- Provision of, or contribution towards the provision of, open space within the Western Waterfront area.
- Provision of a canalside footpath and cycle way including a bridge across the entrance of Monk Meadow Dock.

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

Mixed use to provide improved bus station, offices, retail and housing. Indicative capacity of 25.

Site Specific Obligations:

- See Employment policy E.1

**Site MU.4 - Part of British Energy site at
Barnwood (Area of 13.3 hectares)**

Mixed use, primarily for employment, with limited housing and retention of open space and recreation facilities. Indicative capacity of 110.

Site Specific Obligations:

- Retention of private open space and recreation facilities and provision of public access.
- See Employment policy E.1

**Site MU5 - RAF Quedgeley
(Area approximately 141 hectares)**

Mixed use to include housing with associated public open space, community facilities and services, and employment, and land reserve for a new railway station/site for rail freight transfer. Indicative capacity of 1700 of which 1500 to be built by mid-2011.

Site Specific Obligations:

- Contributions to bus priority schemes linking the site to the city centre and other main employment locations, and to the initial subsidy of bus services.
- Phasing of development in conjunction with transport infrastructure and bus service improvements which will include the provision of an express service to the central area to be operational when the first dwellings are occupied.
- Provision of indoor recreational facilities to serve the local population. The creation of a linear park along the Daniels Brook and the creation of an open landscaped setting for the Moated Manor Farm.
- Provision of a local centre to include local shops, public house, and community centre, reserved land for medical and other local facilities including place of worship, and a contribution towards the extension of Quedgeley library.
- Provision of two new primary schools on the

site and a contribution to secondary education facilities.

- Provision of a mix of house types and sizes with an overall net density not less than 37 dwellings to the hectare.

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

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

The following sites are allocated for residential development:

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

Indicative capacity of 15 dwellings.

Site Specific Obligations:

- Re-instatement of the Square to open space with residents parking.
- Development not to commence until replacement short term shoppers parking made available in the central area.

**Site 2 - Corner of Southgate Street and Trier
Way (Area of 0.2 ha)**

Indicative capacity of 20 dwellings.

Site Specific Obligations:

- Improve Sudbrook culvert.

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

Indicative Capacity of 30 dwellings.

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

Indicative capacity of 80 dwellings.

Site Specific Obligations:

- Contribution to improved pedestrian links to the railway station.

Site 5 - Former Hospital stores, Great Western Road (Area of 0.6 ha)

Indicative capacity of 70 dwellings.

Site Specific Obligations:

- Contribution to improved pedestrian links to the railway station.

Site 6 - Bus Depot, London Road (Area of 0.7ha)

Indicative capacity of 35 dwellings.

Site 7 - Former Petrol Filling Station, London Road (Area of 0.2 ha)

Indicative capacity of 10 dwellings.

Site 8 - Part of Oil Storage Depot, Hempsted Lane (Area of 0.9 ha out of a total site area of 6.7 hectares)

Indicative capacity of 30 dwellings.

Site Specific Obligations:

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

Site 9 - Land at Tuffley Lane (Area of 0.8 ha)

Indicative capacity of 30 dwellings.

Site Specific Obligations:

- Development to be phased with transportation improvements in the southern sector of the city.

Site 10 - Grange Road Infants School (Area of 1.24 ha)

Indicative capacity of 40 dwellings.

Site Specific Obligations:

- Development to be phased with transportation improvements in the southern sector of the city.

Site 11 - Site of Woolstrop Cottage, School lane (Area of 0.4 ha out of a total of 1.0 hectare)

Indicative capacity of 15 dwellings.

Site Specific Obligations:

- Development area to be located adjacent to School Lane.
- Dedication of Moat and adjacent area as public open space.
- Contribution towards the laying out of the open space and its future maintenance.

6.17 In addition to the above, sites 1-3, 6, 7, and 11 lie within Areas of Principal Archaeological Interest and assessments are required before planning permission could be granted. Sites 2,6,7,8, and 9 may contain contamination and a ground assessment will need to accompany any planning application.

ENSURING THE MOST SUSTAINABLE SITES ARE DEVELOPED EARLY

6.18 Our first priority is to re-use the redundant land and premises on the western side of the central area to help regeneration. Nevertheless to meet the housing requirement of the Structure Plan the RAF Quedgeley site must be developed alongside the central area. However, this site is part greenfield, and is the only housing allocation in this Plan to include greenfield land. It is Government policy that a sequential approach should be adopted for the release of land for housing with the aims of achieving regeneration and minimising the development of greenfield land. It is therefore important in Gloucester to ensure that the RAF Quedgeley site does not get built before or at the expense of central area opportunities. Consequently it is proposed to phase the release of the RAF Quedgeley site linked to the completion of development in the centre. This will also help ensure that Gloucester plays its part in helping to meet the regional target for new housing on brownfield land. This phasing is in addition to controlling the development for transport related reasons (see policy TR.8).

Policy H.3 The Phasing of RAF Quedgeley with the Western Waterfront

The development at RAF Quedgeley will be phased so that no more than 500 dwellings shall be completed until at least 300 have been completed in the Western Waterfront area, or before mid 2007 whichever is the sooner; and before each subsequent 500 dwellings is completed at RAF Quedgeley a further 350 dwellings shall have been completed in the Western Waterfront, or a further two years shall have elapsed.

RE-USING VACANT BUILDINGS AND SITES FOR HOUSING

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

6.20 Some offices, storage and industrial buildings may no longer be suitable for their purpose and, depending on their location, could be usefully converted to residential use. In the central area in particular there are many vacant floors above commercial premises. We have supported a number of successful 'Living Over the Shops' schemes and will continue to provide assistance to help re-populate the commercial core. Making use of redundant and under-used buildings helps meet housing needs without using more land. Proposals will, therefore, be supported provided such development does not threaten the implementation of the key development priorities.

Policy H.4 Housing Proposals on Unallocated Sites

The development of redundant previously used sites and buildings for residential purposes, other than those identified in policies H.1 and H.2, will be permitted, subject to compliance with the policies applicable to any proposal for residential development, unless it would contravene other relevant Local Plan policies or would result in material harm to the Local Plan Strategy.

Policy H.5 Use of Upper Floors for Residential

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

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

Policy H.6 Housing in the Central Area

Housing will be expected as part of the mix of uses in all significant development proposals in the central area.

6.22 We need to make the best use of land for housing so that the future need to develop green fields is reduced. The highest possible densities will

therefore be sought for the dwelling mix that is appropriate for sites provided this is consistent with the character of an area and contributes to the amenities of the locality. We will encourage innovative design solutions provided that they achieve a satisfactory relationship between new dwellings, and between new dwellings and existing dwellings, in terms of daylighting, sunlighting, massing, and privacy. Development will also need to provide adequate garden areas or, where appropriate, high quality shared open space. Garden sizes that are considered to be appropriate are 40, 75, 100, and 125 square metres for 1, 2, 3, and 4 bedroomed properties respectively, with a minimum area of 10 square metres designed as a 'private area' not overlooked from living rooms or gardens of adjoining properties. Well-designed shared space will be expected on higher density flat and apartment developments which lack private garden areas.

Policy H.7 Housing Density and Layout

The City Council will expect housing layouts to make best use of land and will seek the highest possible densities that are consistent with the character of the locality, that protect the amenities of adjoining properties, and that create high quality environments for residents. A variety of densities within sites will be permitted to create good design, but layouts that fall below a net density of 30 dwellings to the hectare will generally be refused.

In higher density layouts without private gardens, good quality shared space will be expected of a suitable size and design, and to include doorstep equipped areas of play for infants. Consideration will be given to removing permitted development rights for dwellings in high density schemes where the City Council is concerned that the amenities of residents could be threatened.

6.23 Further policies on design are set out in the Built Environment Chapter and we will be publishing Residential Design Guidance later in 2001.

6.24 Our Housing Needs Survey (2000) showed that a mix of house types is needed. Of households likely to move in the next five years, 5.7% are likely to have a one-bedroomed dwelling, 29.3% a two, 41.2% a three, 20.5% a four, 3.2% a five, and 0.1% a six-bedroomed dwelling. We consider this mix should broadly be taken into account in the housing provided in the city. A mix of dwelling types on sites is also important for providing local choice and building balanced communities. It also adds to variety and visual interest in the built environment.

Policy H.8 Housing Mix

On housing sites the City Council will seek a mix of house sizes and types to meet local needs and provide visual interest.

RETAINING EXISTING HOUSING

6.25 New housing will only meet a small part of the total housing need in the city. It is therefore, important that existing housing is retained and maintained and that development is controlled so that existing residential areas remain attractive to residents (see Built Environment policies BE.20 and BE.21). Conversion to other uses may be justified where a use of particular value to the community is proposed, especially where such uses are within or adjacent to existing local and district centres and promote linked trips and reduced car usage (see also Chapters on Shopping and Community Services). Protecting and revitalising residential areas in the commercial core of the city helps fulfill our key aim to increase the population in the central area.

Policy H.9 The Protection of Existing Residential Properties

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

- 1. The proposed conversion is to a use or facility of particular value to the local community; and**
- 2. Suitable alternative premises within or adjacent to an established centre are not available; and**
- 3. The change of use would not harm residential amenity and highway safety.**

Policy H.10 Redevelopment Within the Inner Relief Road

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

6.27 The conversion of residential properties to guest houses, elderly persons accommodation, nursing homes, and day nurseries/playgroups can threaten the character of residential areas if there is an

over-concentration. However, these uses are important visitor and community facilities and policies relating to them are located in the Commercial Leisure, Tourism and Culture, and Community Services chapters of this Plan.

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

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

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

Policy H.11 Improving Residential Environments

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

- 1. Promote the rehabilitation and redevelopment of vacant sites and buildings which are the subject of closing or demolition orders.**
- 2. Continue to implement traffic management measures, giving priority to areas where congestion, through traffic or highway safety is a problem.**
- 3. Support the re-location of non-conforming bad neighbour uses and the redevelopment of their sites for housing, open space or car parking/garages where appropriate.**

MAKING BEST USE OF EXISTING RESIDENTIAL AREAS

6.31 Much of the more recent housing development in the city has been built at densities that do not make the optimum use of land, and has housing mixes that do not reflect the trend towards smaller household sizes. While people may still choose to live in properties that are larger than they need, the

Housing Need Survey (2000) suggests that there will be some demand for one bedroomed dwellings and a significant demand for two-bedroomed dwellings. Part of this demand could be met by converting large houses to flats. Such conversions create extra dwellings without using any more land. We have previously only supported the conversion of dwellings that are too large for single family occupation, but the changes in the demographic profile of the city suggests that a policy which also allows smaller dwellings to be converted is justifiable. Sub-division will not be permitted if this causes an unacceptable impact on the character or features of a Listed Building, or an adverse impact on the amenities enjoyed by the occupiers of neighbouring dwellings (see policies BE.21 and BE.22 in the Built Environment Chapter). More detailed guidance on standards for conversion is published separately as Supplementary Planning Guidance.

Policy H.12 The Conversion of Houses to Flats

The sub-division of houses to provide flats will be permitted where satisfactory accommodation is provided, and where there is no unacceptable impact on highway safety and on the character and housing mix of the locality. In all sub-divisions the council will expect all dwellings to be self-contained. In semi-detached or terraced properties conversion will only be permitted if satisfactory sound-proofing can be implemented as part of the scheme.

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

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

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

- 1. The proposed development would not have an unacceptable effect on the character of the locality the appearance of the street scene, or the amenities enjoyed by the occupiers of neighbouring dwellings;**
- 2. Adequate off-street parking and access arrangements can be provided for both the existing and proposed dwellings;**

3. The proposed development does not prejudice the potential for comprehensive development of adjacent land where this appropriate.

6.33 The location of higher density housing is appropriate within easy walking distance of, or with good bus access to essential local facilities. It is expected that the Western Waterfront area in the centre will provide one location for apartment type development. Proposals for higher density residential development may come forward adjacent to District and Local Centres or along the high frequency bus routes and these would accord with the Strategy (high frequency bus routes are listed in the Travel Chapter at paragraph 5.47).

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

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

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

AFFORDABLE HOUSING

6.35 Affordable housing is housing which is accessible to people whose income does not enable them to afford to buy or rent appropriate housing for their needs in the open market. We need to know how many people need affordable housing so that we can plan for it.

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

- 698 additional households will become in need of affordable housing per year over the next five years.

- 1,047 is the annual requirement for affordable housing.
- 521 dwellings per year on average is the estimated supply from reletting existing affordable houses.
- We need 526 affordable houses per year to meet the annual shortfall.

6.37 Given the size of Gloucester's housing need we believe that an overall target of 40% of new houses should be affordable. The percentage of affordable housing we need from each site will vary according to the site's constraints and the housing market climate at the time of application. Sometimes it will be more than 40%. However, many of the allocated housing sites are constrained, have contamination issues to resolve and must contribute to infrastructure needs. This may mean that affordable housing contributions below 40% will be justifiable. Taking this into account and its effect on numbers of affordable dwellings that will be achieved, we will therefore normally seek affordable housing on all new sites of 5 or more dwellings or on sites of 0.2 hectare or more irrespective of the number of dwellings. Apart from helping with the scale of the overall need, this will also help provide affordable houses in parts of the city where the only opportunity to achieve a mix of housing will be on small scale developments on unidentified sites. Where larger sites are proposed to be phased or subdivided, we will use the whole site for the purpose of determining whether the scheme falls above or below the required threshold.

6.38 In negotiations with developers we will seek fully serviced sites to be transferred free of charge to a Registered Social Landlord, together with a financial contribution towards building costs. In some cases we may be prepared to accept the transfer of completed dwellings for rent to people through a Registered Social Landlord. We will negotiate a mix of affordable housing that is most appropriate to a particular site. We do not envisage that in Gloucester there will be any significant role for low cost market housing on the basis of the results of the Housing Needs Survey 2000.

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

Policy H.15 The Provision of Affordable Housing

The City Council will seek the provision of affordable housing on 40% of the developable area of all new housing sites of 5 or more

dwellings or 0.2 of a hectare or larger, irrespective of the number of dwellings. The amount of affordable housing will be negotiated on the basis of site and market conditions at the time of application and may exceed 40% in some cases.

Developers will be expected to provide serviced plots or land at nil cost together with a contribution towards the construction costs of the dwellings. In some circumstances it may be acceptable to provide the equivalent contribution in built units.

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

Permitted development rights will be withdrawn so that affordable houses are not enlarged or altered in ways that would change their affordability for future occupiers.

6.40 In larger housing developments we will encourage the provision of affordable housing in a number of small clusters rather than in a single location to encourage social inclusion. The design of affordable housing should blend in with neighbouring open market housing in order that they are integrated properly and promote social inclusion, and provide quality and choice in neighbourhoods.

Policy H.16 Affordable Housing Mix, Design And Layout

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

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

6.41 On most housing sites there will be no reason why affordable housing should not be provided. In exceptional circumstances we may accept a financial contribution to enable affordable housing be provided or bought at a suitable alternative location in the city. There are a number of possible reasons why providing off-site affordable housing provision could be preferable:

- High land values in one location may make the cash value equivalent higher, enabling more houses to be provided elsewhere.

- Higher than average infrastructure or building costs in one location, enabling more houses to be provided elsewhere.
- The form of development, e.g. a block of flats, may not lend itself to incorporating an element of affordable housing.
- There may be locations in the central areas where commuted sums could be invested to provide housing where currently the market is not active to promote much needed regeneration.
- The application could be in a location where there is ample affordable housing when there are some locations in the city, such as the inner area of Barton/Tredworth, where there is not enough.

Policy H.17 Affordable Housing Commuted Sums

The City Council will, in exceptional circumstances, consider the payment of commuted sums for the provision of affordable housing when:

- 1. Higher than average land or infrastructure costs on the application site indicate that more houses could be provided for the same cost elsewhere, or**
- 2. The form of the development does not lend itself to incorporating an element of affordable housing provision, or**
- 3. The site is in a location where there is already a high level of affordable housing provision, or**
- 4. An opportunity is available in the central area, but awaiting finance, the development of which would produce a regenerative effect outweighing the loss of affordable housing to the site under consideration.**

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

LIFETIME HOMES

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

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

6.45 Lifetime Homes can equally easily be lived in by people without special needs, and does not necessarily involve significant increases in space standards and cost. People who develop disabilities either through accident or old age will face less disruption if more homes are designed to be easily adapted to accommodate them. Details of the standards which will be sought for Lifetime Homes are published in Supplementary Planning Guidance.

Policy H.18 Lifetime Homes

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

CARAVAN PARKS

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

Policy H.19 Static Caravan Sites

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

GYPSIES

6.47 There are currently no gypsy sites in Gloucester and in recent official counts there has been no evidence of gypsies resorting to the city. There is a known need for a transit site in the Gloucester area well related to the route of the A40 on the northern edge of the city. A study was undertaken in 1995 and concluded that there was not an

acceptable site available in the city administrative area. The pressure for new development and redevelopment in the city arising from its role as a growth point and the aim of an urban renaissance means that it is very unlikely that a private application to establish a gypsy site within the city will ever be submitted. The Plan does not therefore include a policy on this issue and we will continue to encourage the need for a transit site to be met in an appropriate location in the neighbouring District.

TRAVELLING SHOWPEOPLE

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

Policy H.20 Travelling Showpeople's Site

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

MONITORING

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

- Calculation of how many years of housing supply exists.
- Progress towards the Structure Plan provision figure.
- Percentage of permissions and completions on brownfield sites, sub-divided by type.
- Mix of properties on new planning permissions numbers of affordable homes permitted as a percentage of the total.
- Percentage of lifetime homes negotiated on new planning applications.
- Numbers of houses built in the Western Waterfront and the phasing of RAF Quedgeley.
- Density of housing on new planning permissions.



Chapter 7

Employment

CHAPTER SEVEN **EMPLOYMENT**

INTRODUCTION AND CURRENT TRENDS

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

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

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

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

7.4 Gloucester has a strong tradition of defence related industries, and employs nearly twice the national average of people in this sector. (Source: WS Atkins RAF Quedgeley Feasibility Study.) We are keen that the city retains its traditional industries and skilled workforce, but are determined to diversify the local economy. In recent years, the strongest growth sectors in Gloucester have been distribution, hotels and restaurants, banking, finance and insurance.

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

7.6 Gloucester's unemployment rate is 4.0% (November 2000), higher than the rate for Great Britain (3.4%). Within Gloucester, different groups of people and different areas suffer much higher

unemployment. For example, the male unemployment rate in Westgate ward is nearly 20%. Our Regeneration and Anti-Poverty strategies are seeking to reduce these disparities.

NEW EMPLOYMENT LAND

7.7 The Local Plan must ensure that there is enough employment land to meet the need shown in the Gloucestershire Structure Plan. The Structure Plan indicates that the city should provide about 95 hectares of employment land between 1991 and 2011. The Structure Plan counts employment land as that falling within the following Use Classes: B1 (offices, research and light industry), B2 (general industry) and B8 (storage and distribution). Table 4 below shows the major employment land commitments in Gloucester at the end of the year 2000.

Table 4: Major Employment Land Commitments

Site Number	Site Name	Site Area (hectares)	Use Class
EC.1	Waterwells Farm	28.57 remaining	B1 - B8
EC.2	Rear of 2-28 Hempsted Lane	8.7	B2 - B8
EC.3	Van Moppes, Podsmead	1.6	B1 - B2 - B8
EC.4	Telecom House, Great Western Road	0.6	B1
EC.5	Metz Way	1.3	B1 - B8
Total		40.77	

7.8 The latest annual report of our Employment Land Supply Position Statement, December 2000, is summarised in Table 5 below.

Table 5: Employment Land Supply Since 1991

	Hectares
(a) Structure Plan provision	95
(b) Net take up	- 0.53
(c) Land remaining to be provided (a) + (b)	95.53
(d) Land identified and committed at December 2000	72.67
(e) Land supply, December 2000 (d) - (c)	- 22.86
(f) Net area of allocations, June 2001	5.44
(g) Land supply, including allocations (e) + (f)	- 17.42

7.9 The table shows that at December 2000, we were 22.86 hectares below the amount of land provided for Gloucester in the Structure Plan. The net areas of the allocations for employment use in the Local Plan reduce this shortfall to 17.42 hectares. These allocations comprise RAF Quedgeley and the British Energy site in Policy E.1, all the sites in Policy E.2 and the railway sidings, Horton Road in Policy E.3. The mixed use sites in the central area in Policy E.1 are excluded from this assessment. This is because we consider that their redevelopment is likely to bring as much new employment land as is lost (the other sites in Policy E.3 are accounted for in our Employment Land Supply Position Statement, December 2000).

There would therefore be a net loss of employment land of about 7.5 hectares. However, the Structure Plan makes clear that its figures for the districts are not targets, and that the quality, range and location of employment allocations need to be taken into account. We believe that the commitments and the allocations in policies E.1, E.2 and E.3 provide a range of employment sites that meet the different needs of the local economy.

7.10 The assessment of the net area of the allocation at RAF Quedgeley in policy E.1 requires explanation. Although the allocation is 40 hectares, there is currently about 47.5 hectares of employment land on the site.

MIXED USE SITES**Central Area**

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

The Bus Station and Market Parade (MU.3)

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

Western Waterfront (MU.2)

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

Strategic Sites

7.14 Strategic sites should be at least 12 hectares, but preferably over 50 hectares on land that is flat, and free from contamination and other constraints.

RAF Quedgeley (MU.5)

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

Locally Significant Sites

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

British Energy, Barnwood Road (MU.4)

7.17 This land is available to be comprehensively redeveloped for a mixture of uses, including limited housing and public open space, as well as employment. British Energy propose to remain on the site in a new building. There are low density uses on the site, including a lot of car parking, as well as landscaping. There is potential for the site to be more intensively used, with an increase in jobs, as part of a mixed use development.

Policy E.1 Mixed Use Allocations

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

Site 1. The Bus Station (MU.3), 1.81 hectares B1 offices

Site specific obligations:

- Retention of bus station

Site 2. Western Waterfront (MU.2), 66 hectares B1 uses

Site specific obligations:

- See Housing Policy H.1

Site 3. RAF Quedgeley (MU.5), 40 hectares Primarily B1 uses and some B8 uses

Site specific obligations:

- See Housing Policy H.1

Site 4. British Energy site (MU.4), 1.3 hectares B1 uses

Site specific obligations:

- Contribution to the cost of bus link and services
- See Housing Policy H.1

EMPLOYMENT ALLOCATIONS

Central Area

Long stay car park, railway station

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

Strategic Site

RMC site, adjoining Waterwells Farm Business Park

7.19 The RMC site is available on the edge of Waterwells Farm Business Park, and would allow for

its expansion.

Logically Significant Site

MEB, Barnwood Road

7.20 This land is available for redevelopment and would be suitable primarily for Class B1 offices. The site is in a very prominent location, adjoining Walls Roundabout. We would therefore expect a significant landmark building to occupy the corner of the site, nearest the roundabout. Access would be from Barnwood Road. The existing post office would be kept, and there is potential to relocate the petrol filling station on the site.

South West Bypass site

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

Policy E.2 Employment Allocations

The following sites are allocated for employment use:

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

Site specific obligations:

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

Site 2. RMC site, Waterwells Farm (7.2 hectares B1 uses)

Site specific obligations:

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

Site 3. Junction of Barnwood Road and Bypass (1.3 hectares Landmark building for B1 use)

Site specific obligations:

- Access from Barnwood Road

Site 4. South West Bypass site (0.5 hectares B1 uses)

OLD EMPLOYMENT SITES

7.22 The Railway Triangle, the British Gas site in Bristol Road and the railway sidings on Great Western Road are long-standing employment allocations that have previously been associated with industry. Poor environment, access, or ground conditions handicap the sites. Consequently, they have failed to attract modern businesses and remain undeveloped. They are not capable of being easily developed.

7.23 However, the focus of government policy is on re-using land. There may be more prospect of funding becoming available that would enable the old industrial sites to be redeveloped for employment use. They are close to high density residential areas whose unemployment rate is higher than the average for Gloucester. One or more of them could be suitable for small businesses, including those that may be relocated from the Western Waterfront, or other places. We do not consider that the sites are suitable for housing. However, a proposal for an alternative use may be better than the land remaining undeveloped. This will be for the developer to demonstrate.

Policy E.3 Allocations for Employment on Old Employment Sites

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

**Site 1. British Gas, Bristol Road
(7 hectares B1 or B2 uses)****Site specific obligations:**

- Decontamination of site

**Site 2. Railway Triangle
(10.9 hectares B1, B2 or B8 uses)****Site specific obligations:**

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

**Site 3. Railway sidings, Great Western Road
(4.3 hectares B1 or B2 uses)****Site specific obligations:**

- Contribution to improved pedestrian links to the railway station

**Site 4. Railway sidings, Horton Road
(3.46 hectares B1 or B2 uses)****Site specific obligations:**

- Contribution to improved pedestrian links to the railway station

PROTECTING EMPLOYMENT LAND

7.24 There is pressure to redevelop employment land for other uses, like retail, which have a higher value. We need to ensure that we do not lose existing employment land to other uses where it is needed for the local economy. This will depend on its location, size and role, and the ease to which any constraints can be overcome, as well as the supply of employment land.

Policy E.4 Protecting Employment Land

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

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

MONITORING

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

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



Chapter 8

Shopping

CHAPTER EIGHT **SHOPPING**

INTRODUCTION

8.1 The Strategy Chapter sets out the need to improve the quality and quantity of shopping provision in a way that sustains and enhances designated centres.

8.2 Our retail vision for Gloucester is for a top class sub - regional city centre of quality shops that is able to attract customers back from rival centres, including those outside the county; and for thriving district and local centres that meet the everyday needs of local people. This is consistent with strong government support for town centres, and steering new retail development to designated centres rather than to sites out of town.

8.3 The retail policies in this chapter seek to realise our vision in three ways. By guiding:

- Major new retail development for high order comparison goods to the Primary Shopping Area.
- New retail development for low order non-bulky comparison goods to district centres.
- New retail development for everyday goods to local centres.

HIERARCHY AND ROLE OF DESIGNATED CENTRES

8.4 Historically, retail development in Gloucester has been concentrated in designated centres. The hierarchy and role of the centres are described in the glossary and their locations are shown on the Proposals Map. This hierarchy is consistent with that of the adopted Gloucestershire Structure Plan which identifies Gloucester city centre as a sub-regional centre. The designated centres all contain a mixture of retail and other uses and are accessible by walking, cycling and public transport. However, more recent major retail developments like the retail warehouse parks at Eastern Avenue and the free - standing food superstore at Barnett Way have weakened this sustainable shopping pattern. These developments generally take trade away from designated centres, increase travel by car, and exclude people who are dependent on public transport.

Policy S.1 Designated Centres

New retail development will not be permitted where it would undermine the hierarchy and the roles of designated centres.

NEW MAJOR RETAIL DEVELOPMENT

The Primary Shopping Area

8.5 For shopping purposes, the Primary Shopping Area is the boundary of the 'city centre'. Its role as a sub - regional shopping centre has been threatened by competition from town centres like Cheltenham and retail parks like Cribbs Causeway. The lack of suitable premises for high quality traders in the city centre has meant that that it has stagnated. Between 1984 and 1995, Gloucester fell 17 places in the national ranking of shopping centres. (Source: Hillier Parker 'Shopping Centres of Great Britain'). The last major new build retail scheme in the city centre was the Eastgate Centre in the early 1970's.

8.6 A recent report by consultants (Gloucester Retail Study, Chase & Partners) for the City Council confirms that Gloucester's retail economy is under-performing. The report shows that there are people living in Gloucester's shopping catchment area who currently shop elsewhere. There is therefore potential for the Primary Shopping Area to expand and attract these customers back to Gloucester.

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

Blackfriars

8.8 The importance of the Blackfriars scheme in regenerating the central area is discussed in the Strategy Chapter. An outline planning application was originally made in 1996 for a comprehensive mixed use development. The scheme would be anchored by a department store of 80,000 square feet. A new city museum is also proposed at Blackfriars Priory. (See Commercial Leisure, Tourism and Culture Chapter.) Full planning permission has been granted for the first phase that includes a multiplex cinema and a multi storey car park. Blackfriars would establish Gloucester as a premier sub-regional shopping centre. It would help to create a strong and attractive link between the Docks and the Cathedral; and bring high density development to a run down part of the central area.

Policy S.2 Blackfriars (MU.1)

Blackfriars is allocated on the Proposals Map as the priority site for major comparison retail development for high order goods, as part of a mixed use development.

Site Specific Obligations:

- **Comprehensive redevelopment through appropriate integration within its historic setting**
- **The maximum amount of existing public car parking or the provision of replacement public car parking to be available during the construction of the development**
- **Improvement of pedestrian and cycle facilities within the development site and to the surrounding area**
- **Traffic management initiatives that will reduce unnecessary travel, especially by car, into the central area**
- **Contribution to public transport services, including evening services into and out of the central area**
- **Contribution towards the cost of a Shopmobility facility**
- **Contribution towards the cost of pedestrian priority in Southgate Street and Ladybellegate Street**
- **Renovation and refurbishment of the Fleece Hotel premises for its continued future use for its original purpose, or other appropriate uses**
- **Secure the future use of Mercers Hall, Cross Keys Lane**
- **Acquisition of Blackfriars Garage, 6 Commercial Road for the City Council to use in conjunction with the Blackfriars Friary and its setting**

8.9 The Blackfriars scheme is expected to start trading in 2004. The report by Chase and Partners concludes that other major new retail development for high order comparison goods would very likely jeopardise Blackfriars.

8.10 The Local Plan does not therefore make any other allocations for new major retail development for high order comparison goods. We intend to review this position in 2004 or once Blackfriars has been implemented, whichever is the sooner. By this time, suitable sites in or on the edge of the Primary Shopping Area may become available for new major retail development for high order comparison goods.

Kings Square

8.11 The Blackfriars development would shift the retail focus of the Primary Shopping Area southwards.

To counterbalance this shift, we intend to improve the environment and viability of the northern part of the Primary Shopping Area. We are investigating the potential for a street market in the Oxebode. Under the Townscape Heritage Initiative, properties on the corner of Northgate Street and Worcester Street will be renovated and environmental improvements carried out. The environment of Kings Square will be improved. This will include a small extension of the high street retailing in Kings Walk into Kings Square. The scale of the retailing will be limited to ensure that there is no unacceptable impact on the Blackfriars scheme or the function of the square itself.

Policy S.3 Kings Square

Part of Kings Square is allocated for limited new retail development for comparison goods, as shown on the Proposals Map.

Site Specific Obligation:

- **Contribution towards the cost of remodelling Kings Square**

The Bus Station Site

8.12 The bus station site is allocated in the Employment Chapter primarily for offices as part of a mixed use development. Retail uses on the ground floor, with offices above, would increase interest and activity in the area.

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

The bus station site is allocated for retail uses on the ground floor, as part of a mixed use development. The scale of the retail uses will be limited to prevent any unacceptable impact on the implementation of the Blackfriars scheme.

Site Specific Obligations:

- **Retention of bus station**
- **Contribution to improved pedestrian links with Kings Square**

The Western Waterfront (MU.2)

8.13 The Strategy Chapter explains how high value uses, like retail, can help achieve the potential of the Western Waterfront. Retail uses, as part of mixed use developments, could help fund ways of dealing with suspected contamination, and improve the transport infrastructure.

8.14 The report by our consultants, Chase and Partners, shows that the sale of DIY and convenience goods would not have an unacceptable impact on

the Blackfriars scheme or the Primary Shopping Area. The formats of both DIY retail warehousing and food superstores are not suitable for the Primary Shopping Area. However, they could be accommodated on the Western Waterfront.

DIY Retail Warehousing

8.15 There is capacity for major DIY retail warehousing. A major DIY retail warehouse on the Cattle Market site would help to regenerate a large brown-field site for a mix of uses. It would also enable improvements to be made to the pedestrian route between the area, that also includes a Tesco superstore, and the Primary Shopping Area.

Policy S.5 Cattle Market Site

Planning permission will be granted for a large DIY retail warehouse on the Cattle Market site as part of the mixed use development on the Western Waterfront.

Site Specific Obligations:

- **Improvements to the pedestrian route to the Primary Shopping Area**
- **A peripheral cycle route along the western side of the site connecting the Quay with Saint Oswald's Road**
- **Interim long stay, Park and Ride, coach and lorry parking for the city's total need for up to 5 years**
- **A shoppers' park and ride with a regular bus connection to the central area shops**
- **Control of the range of goods for the sale and the sub-division of units**
- **Improvement of adjoining public open spaces**

Food Superstore

8.16 There are no food superstores south of the central area to Quedgeley. The nearest superstores are the two Tesco stores at the Cattle Market and Quedgeley District Centre, and the Asda store at Bruton Way. A new superstore at Monk Meadow could help to regenerate the Western Waterfront. It would serve existing residents in the surrounding area, and those who would live in the new homes proposed on the Western Waterfront. Consequently, the length of trips made to superstores would be reduced.

Policy S.6 Monk Meadow

Planning permission will be granted for a new food superstore at Monk Meadow as part of the mixed use development on the Western Waterfront. This is provided that the floor-

space of comparison goods is limited to prevent an unacceptable impact on Blackfriars and the Primary Shopping Area.

Site Specific Obligations:

- **Contribution to the cost of the Saint Anne's Way Bridge Link**
- **See Housing Policy H.1**

Westgate Island

8.17 Westgate Island is allocated in the Commercial Leisure, Tourism, and Culture Chapter for primarily commercial leisure uses. As part of a mixed use development, we will support limited retailing for comparison goods, especially leisure goods.

Policy S.7 Westgate Island

Planning permission will be granted for the redevelopment of the Westgate Island site for primarily commercial leisure uses, with limited comparison retailing and offices, and a multi storey car park. This is provided that:

- 1. The comparison retailing would not have an unacceptable impact on Blackfriars and the Primary Shopping Area generally**
- 2. The commercial leisure uses would not have an unacceptable impact on the commercial leisure commitments at Blackfriars and the Docks**

Site Specific Obligations:

- **See Commercial Leisure Policy CL.2**

CHANGES OF USE IN THE PRIMARY SHOPPING AREA

8.18 The loss of Class A1 retail units on the ground floor of the Primary Shopping Area to other uses, such as offices and food take-aways, can harm its vitality and viability. Concentrations of non-retail uses can worsen these effects. We will therefore seek to restrict changes of use to non - retail uses in the Primary Shopping Area.

Policy S.8 Changes of Use in the Primary Shopping Area

The change of use of ground floor Class A1 retail uses in the Primary Shopping Area will only be permitted where:

- 1. The proportion of non retail uses on the ground floor of properties on the same side**

of the street is below 30%; and,

2. The proposal would not result in a continuous group of more than two non-retail uses on the same side of the street; and,
3. The property is vacant and the developer is able to demonstrate that the property has been marketed unsuccessfully for at least one year; or,
4. The developer is able to demonstrate that the proposal would sustain and enhance the vitality and viability of the Primary Shopping Area.

NEW SUBURBAN AND NEIGHBOURHOOD RETAIL DEVELOPMENT

8.19 A wide range of facilities in district and local centres reduces the need for local people to make unnecessary trips to the central area. This has two benefits. Firstly, it enables people without a car to get to the shops and facilities like doctors' surgeries in one trip. This is particularly important in Gloucester where there are areas of low car ownership. Secondly, it reduces traffic congestion around the central area and pollution from the use of cars and buses.

8.20 The more designated district and local centres we have, the easier it is for people without a car to do their shopping. Ideally, we would like all residents to be within a five minute walk of a designated centre. However, residents in some parts of Gloucester live some distance away from a designated centre. The redevelopment of sites may provide opportunities to create new district or local centres. The mixed use allocation at RAF Quedgeley has the potential to include a local centre.

Policy S.9 New District and Local Centres

Planning permission will be granted for new retail development outside the central area provided that it would perform the role of a local or district centre. A new local centre will be provided as part of the mixed use development at RAF Quedgeley (MU.5).

District Centres

8.21 We intend to strengthen the role of district centres by permitting the sale of low order comparison goods, including clothes and shoes. For example, we have already permitted a Matalan store at Quedgeley District Centre. The scale and number of units for low order comparison goods in district centres will be controlled to ensure that they do not have an unacceptable impact on the Primary Shopping.

Policy S.10 Comparison Goods in District Centres

New retail development for low order comparison goods will be permitted in district centres where there are suitable sites available provided that it does not have an unacceptable impact on Blackfriars and the Primary Shopping Area.

8.22 There is demand in Gloucester for further discount foodstores. Only one discount foodstore exists in Gloucester, a Lidl store, on an out of centre site in Bristol Road. The provision of discount foodstores in district centres would increase choice for local people in a sustainable way. We do not consider that the scale of discount foodstores is suitable for local centres. Neither of the two designated district centres at Quedgeley or Abbeymead has a discount foodstore. There is no land currently available for a discount foodstore at Abbeymead District Centre. However, there is land available for Quedgeley District Centre to expand north of Highliffe Farm. This could include a discount foodstore. A discount foodstore would strengthen the district centre at Quedgeley without having an unacceptable impact on the Primary Shopping Area.

Policy S.11 Extensions to Quedgeley District Centre

Land is allocated to enable Quedgeley District Centre to extend north of Highliffe Farm and west of the Tesco petrol filling station.

Site Specific Obligations:

- **Provision of a discount foodstore on part of the site north of Highliffe Farm**
- **Improved pedestrian routes within district centre**

Local Centres

8.23 The local centres contain a mix of uses that are accessible by bus, cycling and walking. However, they continue to face competition from free-standing developments that primarily serve customers travelling by car. Local centres are our preferred locations for the provision for everyday shopping and community facilities.

8.24 The designated local centres are: Barton Street, Coney Hill Parade, Finlay Road, High Street, Hucclecote Road, Matson Avenue, Old Cheltenham Road, Seymour Road, Windsor Drive, and Seventh Avenue.

Policy S.12 Everyday Goods in Local Centres

Planning permission will be granted for new retail development for everyday goods in local centres where there are suitable sites available.

CHANGES OF USE IN DISTRICT AND LOCAL CENTRES

8.25 The loss of Class A1 retail units on the ground floor of properties in district and local centres to other uses such as offices and food take - aways can harm the vitality and viability of the centres. We will therefore seek to restrict the changes of use to non - retail uses in district and local centres.

Policy S.13 Changes of Use in District and Local Centres

The conversion of ground floor Class A1 retail uses in district and local centres (other than in Barton Street) will only be permitted where:

- 1. The proposal would not result in a continuous group of more than two non-retail uses in the centre; and**
- 2. The property is vacant and the developer is able to demonstrate that the property has been marketed unsuccessfully for at least one year; or**
- 3. The developer is able to demonstrate that the proposal would sustain and enhance the vitality and viability of the centre.**

BARTON STREET LOCAL CENTRE

8.26 Over the years, Barton Street has declined as a shopping area. Faced by competition from out-of-town retail developments and problems of inadequate parking and off - street servicing of properties, independent businesses have closed. In some cases, they have been replaced by late night take-aways. Elsewhere, the properties have been left vacant. The Barton Enterprise Centre and the City Council's Renewal Areas and Regeneration team are addressing this decline by offering advice to local businesses, improving the environment and renovating properties. For example, since 1994 the number of shops that are available to let in Barton Street has fallen from 49 to just 3. (Source: Barton and Tredworth SRB1 Regeneration Scheme)

8.27 The Local Plan can help this process of recovery by continuing to protect retail uses in a defined a core shopping area. Outside this area we will encourage the change of use of properties to dwellings, offices, and community facilities.

We consider that there are enough late night take aways in Barton Street. Their spread could cause environmental and traffic problems, and threaten the daytime economy of the local centre.

Policy S.14 Barton Street Local Centre

Within the core shopping area of Barton Street local centre shown on the Proposals Map, the change of use of ground floor Class A1 retail uses to other uses will not be permitted. Elsewhere in the local centre, permission will be granted for the change of ground floor Class A1 retail uses to dwellings, offices (Classes A2 and B1) and community facilities only.

Shopping Parades and Corner Shops

8.28 There are various shopping parades and corner shops in Gloucester that can easily be reached by walking or cycling. Although not big enough to be regarded as local centres, they provide an important service to local people. We will therefore seek to restrict the changes of use of corner shops and shops in shopping parades.

Policy S.15 Shopping Parades and Corner Shops

The change of use of shops outside designated centres will only be permitted where:

- 1. The property is vacant and the developer is able to demonstrate that the property has been marketed unsuccessfully for at least one year; or**
- 2. The new development is a dwelling; or**
- 3. The new development would enhance the role of the centre.**

MONITORING

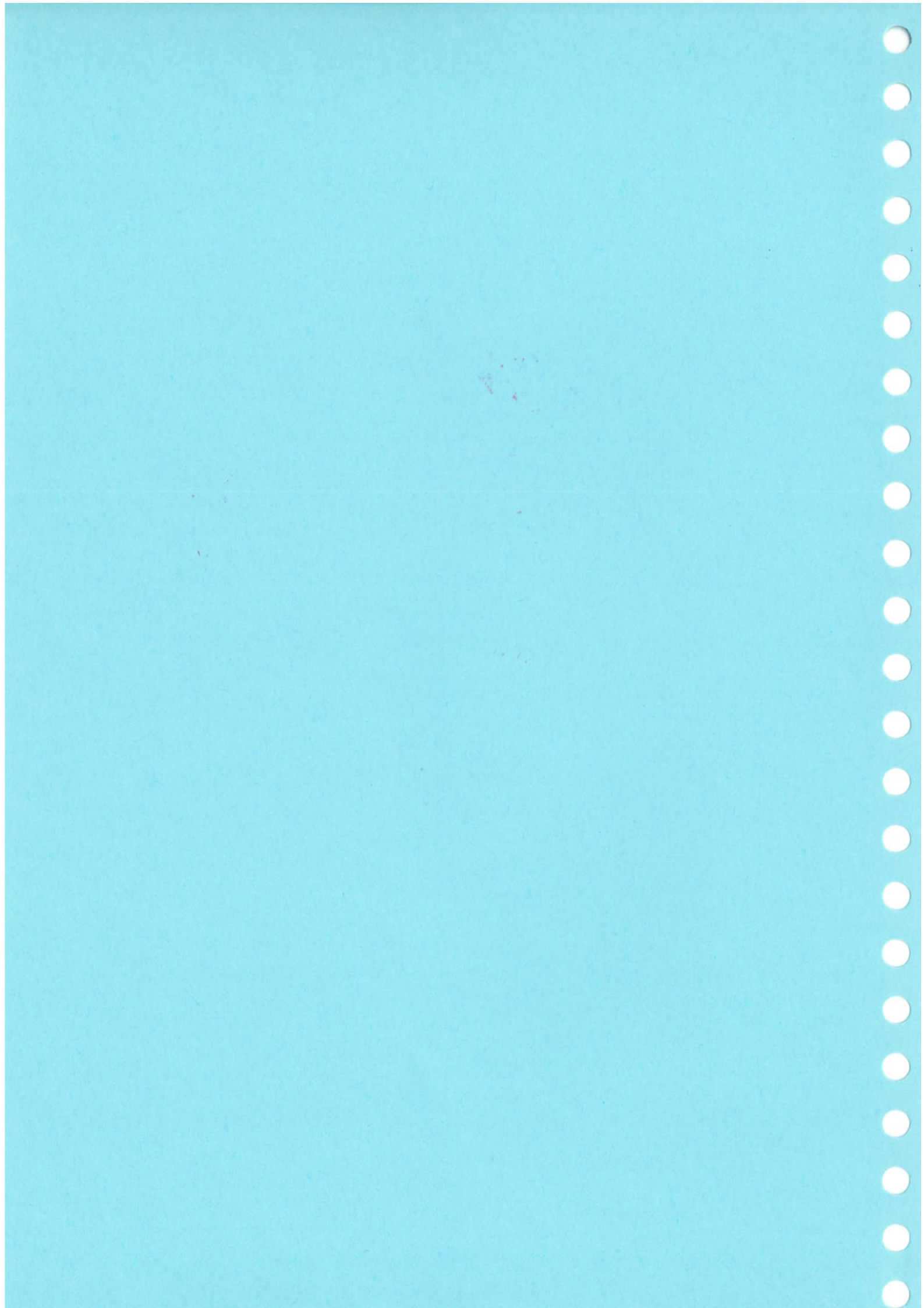
8.29 The following will monitor the success of the retail policies:

- Annual health checks on designated centres to establish changes to their vitality and viability.
- Progress on the implementation of schemes on allocated sites, especially Blackfriars.
- No planning permissions granted on non-allocated sites outside designated centres.



Chapter 9

Commercial Leisure, Tourism and Culture



CHAPTER NINE
COMMERCIAL LEISURE, TOURISM
AND CULTURE

9.1 Commercial leisure, tourism and culture have an important role to play in the future of the city's economy and can make a major contribution to the quality of the urban environment for both visitors and residents. Improvements in these areas can greatly improve the image of Gloucester and be a catalyst for regeneration and inward investment.

COMMERCIAL LEISURE

INTRODUCTION AND CURRENT TRENDS

9.2 The overall objective of this section is to set out policies that:

- Protect the commitments for major commercial leisure development at Blackfriars and the Docks.
- Support the evening economy of the central area.
- Guide commercial leisure development of an appropriate scale to district centres.

9.3 New commercial leisure development can sustain and enhance the vitality and viability of the central area and district centres, especially after the shops close. There is continuing demand for multiplex cinemas and health & fitness clubs. At present, there is a multiplex cinema at the Peel Centre in the central area that is some distance on foot from the Primary Shopping Area. Late night uses in the central area are concentrated along Eastgate Street. Outside the central area, there is a ski centre on Robinswood Hill and a leisure park at Barnwood, including a large health and fitness club with swimming pool and a ten pin bowling alley, both primarily serve car borne customers.

Major Commercial Leisure Commitments in the Central Area

9.4 There are two commitments for major commercial leisure schemes in the central area, at Blackfriars and the Docks.

Blackfriars has full planning permission for a multiplex cinema, cafes, bars and restaurants. This is the first phase of the mixed-use development scheme (See policy S.2 of the Shopping Chapter).

Southgate Moorings in the Docks has outline planning permission for comprehensive redevelopment for Class D2 leisure uses. Full planning permission has been granted for an 8 screen multiplex cinema, separate bars and restaurants, and a

multistorey car park.

9.5 These two sites are important to the success in regenerating the central area. Other new major commercial leisure developments must not undermine these commitments, and will therefore only be permitted where they meet the criteria in policy CL.1.

Policy CL.1 Major Commercial Leisure Commitments

New major commercial leisure developments on sites other than the commitments for major commercial leisure development at Blackfriars and the Docks will only be permitted where the developers are able to demonstrate that they have met all of the following criteria:

- 1. There is a quantitative and qualitative need for the development; and,**
- 2. The development would not by itself, or with other developments, have an unacceptable impact on the commercial leisure commitments at Blackfriars and the Docks.**

Westgate Island

9.6 New commercial leisure uses on the Westgate Island site would help to pay towards the cost of replacing the traffic gyratory. This would bring easier pedestrian movement between the site and the gate streets, and re-connect the area with the riverside. The redevelopment of Westgate Island also has the potential to create a scheme of a high quality design that reflects the importance of the site as an entrance to the city centre. We will support the mixed use redevelopment of the site, that would also include office and comparison retail development, especially leisure retailing, and a multi storey car park.

Policy CL.2 Westgate Island (MU.2)

Planning permission will be granted for the redevelopment of the Westgate Island site for primarily commercial leisure uses, with limited comparison retailing and offices, and a multi storey car park. This is provided that:

- 1. The commercial leisure uses would not have an unacceptable impact on the commercial leisure commitments at Blackfriars and the Docks,**

2. The comparison retailing would not have an unacceptable impact on Blackfriars and the Primary Shopping Area generally.

Site Specific Obligations:

- **Retention of Saint Bartholomew Almshouses and the enhancement of their setting.**
- **Financial contribution to the replacement of traffic gyratory.**

Late Night Uses in the Central Area

9.7 We wish to develop a mixed use central area that is home to a large number of people. Commercial leisure uses like restaurants, bars, and nightclubs that are open late at night help to sustain activity and interest after the shops close. However, late night uses can sometimes disturb local residents. We are preparing an 'Evening Economy Strategy' that will seek to manage the provision of facilities and uses in a way that sustains a safe and vibrant environment for both leisure users and residents.

9.8 Proposals for uses that are open late at night will be expected to contribute towards the special cost of maintaining an evening economy. This cost includes providing for close circuit televisions, taxi ranks, street lighting, and litter collection. The strategy will cover all proposals for new build schemes, changes of use, and extensions of opening hours. A proposal for a late night use may cause environmental problems that would undermine the strategy. In these cases, planning permission will be refused.

Policy CL.3 Late Night Uses Inside the Central Area

Planning permission will be granted for late night uses in appropriate locations in the central area that support the 'Evening Economy Strategy'. Planning obligations will be sought to contribute towards the cost of providing facilities for the evening economy, as set out in the strategy. Planning permission will be refused for proposals that would cause environmental problems or unacceptable harm to amenity in central residential enclaves that would undermine the strategy. Hours of operation will be controlled.

District Centres

9.9 District centres are important in meeting the shopping and community needs of the suburban areas of the city. A wide range of facilities in district centres reduces the need for local people to make unnecessary trips to the central area (see Shopping and Community Services chapters). These centres

should include commercial leisure uses that serve suburban areas. The type and scale of these uses in district centres will be controlled to ensure that they do not have an unacceptable impact on the implementation of the major commercial leisure commitments in the central area.

Policy CL.4 New Commercial Leisure Development In District Centres

Planning permission will be granted for new commercial leisure development that is of a type and scale that would serve a suburban area in district centres where there are suitable sites available. This is provided that it does not have an unacceptable impact on the implementation of the major commercial leisure commitments in the central area.

TOURISM

INTRODUCTION AND CURRENT TRENDS

9.10 The aim of this section is to set out policies that:

- Develop Gloucester as a tourist destination of the highest quality by raising its image and improving the profile of existing facilities and star attractions.
- Support the provision of new visitor attractions and guide them to suitable locations.
- Support the provision of all categories of new visitor accommodation and guide them to suitable locations.

9.11 Government policy for the past decade or so has been to let the tourist industry flourish in response to the market. The government encourages tourism as a source of employment and for its other economic benefits. Our main task is to guide the future direction of tourism in a sustainable way that benefits the local community as a whole without damaging our historic city for future generations to enjoy.

9.12 Tourism is a major growth industry for Gloucester. The city is an established tourist centre attracting visitors from the local area and beyond. In 1999 over 6 million people visited Gloucester and £91 million is generated into the local economy each year. Three thousand five hundred people are directly and 1,750 are indirectly employed in the city's tourist industry. It is estimated that overnight visitors to the city already contribute £22 million annually to the local economy, with day visitors injecting an additional £68 million.

9.13 Many thousands of visitors come to Gloucester each year attracted by the historic nature of the city, cultural and recreational attractions such as the Docks, the Cathedral, the various museums and the Robinswood Hill Country Park. Table 6 shows the top 10 tourist attractions in the city for 1999. The Docks, Antiques Centre and Cathedral are also the top 3 County Tourist Attractions.

Table 6: Top 10 Tourist Attractions in Gloucester

Rank in the City	Rank in the County	Tourist Attraction	Number of Visitors
1	1	Gloucester Docks	1,000,000*
2	2	Gloucester Antiques Centre	425,273
3	3	Gloucester Cathedral	350,000*
4	12	Mariners Church, Gloucester Docks	150,000*
5	-	Robinswood Hill Country Park	120,000*
6	-	National Waterways Museum	52,118
7	-	Queen Boadicia II, Gloucester Docks	41,686
8	-	Gloucester Folk Museum	25,414
9	-	Gloucester City Museum and Art Gallery	23,215
10	-	Soldiers of Gloucestershire Museum	12,500

*Estimated figure

Source: Gloucestershire Tourism 2000

THE DOCKS AND THE CATHEDRAL

9.14 The revitalisation of the Victorian Docks is the key to the future development of tourism in the city. For the Docks to flourish, it needs a wide variety of leisure, cultural and entertainment facilities. Quality restaurants, bars and entertainment venues will ensure night time activity to complement the experience for the day visitor. The Cathedral is one of the county's top tourist attractions and is an established year round day visitor destination accounting for about 350,000 visitors each year. Both the Docks and the Cathedral have been used as film sets for television and the cinema, giving publicity and prestige to Gloucester. The fact that the Docks is now attracting over twice as many visitors indicates that there is a need to address the linkage between the city's two main tourist attractions. Our Urban Design Strategy for Central Gloucester aims to highlight, enhance and connect Gloucester's urban assets and promotes the concept of linking the tourist attractions of the central area with attractive routes.

9.15 We want tourists not just to visit the big set pieces like the Docks and the Cathedral and need to ensure that the whole city is welcoming for tourists. Visitors are attracted to places that are lively and interesting both during the day and in the evening. A clean, well used central area attracting people to walk and shop and eat around the Gate Streets and the Docks is more likely to encourage more day visitors to stay overnight. This generates demand for hotels and puts more money into the local economy.

TOURISM STRATEGY

9.16 We will publish a Tourism Strategy for Gloucester in 2001 that should be read in conjunction with the local plan policies. The strategy goes beyond the land use planning issues of tourism discussed here to provide an overall strategy for tourism development in the city over the plan period. It is essential that Gloucester's tourism product is not solely based upon the city's history and cultural heritage. Although these will continue to be central to the city's growth as a tourist destination, it is vital that this is complemented by the development of the contemporary arts and architecture.

9.17 The key to successful sustainable tourism is visitor management. The emphasis must be on welcoming visitors and meeting their needs without damaging the historic city and without disturbing the residents. Most of the tourist attractions in the city are concentrated into a compact area that allows visitors to explore them easily on foot once they have arrived.

9.18 The quality of the city's historic environment is its main attraction, but visitors' impressions will be diminished if they are given a poor first impression because of the quality of what might be termed 'reception facilities'. This includes providing and enhancing accessible car and coach parks, improving the existing railway and bus stations and linkages to the central area, providing tourist information facilities, accessible and clean public toilets and improving signage to guide visitors around the city.

VISITOR ATTRACTIONS

9.19 We will encourage new tourist developments in the central area where they are well linked to existing attractions. They should be supported by measures to enhance the environment and, where appropriate, provide accurate and attractive signing and interpretation.

Policy T.1 Visitor Attractions

Planning permission will be granted for the creation of new tourist developments in the central area where they are well linked to the existing tourist attractions.

VISITOR ACCOMMODATION

9.20 We need a range of accommodation in Gloucester that meets the needs of different types of visitors and business people. This includes quality and budget hotels, guest houses and youth hostels.

Hotels

9.21 Gloucester has significantly fewer hotel bed spaces than other comparable historic cities. At present, many tourists and business people are staying elsewhere, often outside Gloucester. Hotels can bring important economic benefits to the central area. Our particular need is for a quality hotel with conference facilities close to the tourist attractions in the central area. The proposed quality hotel in Westgate Street will establish Gloucester as a regional destination for tourists and business people.

Policy T.2 New Hotel Development on Westgate Street

The Westgate car park site is allocated for a quality hotel with conference centre.

9.22 Gloucester also requires good value visitor accommodation. There are a small number of existing budget hotels in the city. Like quality hotels, we will expect them to locate in the central area where there are suitable sites available.

Policy T.3 New Hotel Development in the Central Area

Planning permission for new hotels for tourists and business people will be granted in the central area where they would be well linked to tourist attractions. Hotels proposed elsewhere will be refused permission if they would have an unacceptable impact on existing and proposed hotel accommodation in the central area.

Guest Houses

9.23 Guest house developments for tourists and business people will usually be preferred along main radial routes into the city and in the central area, subject to the impact on adjacent residential properties and off-street parking provision, as set out in policies BE.21 and TR.31.

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

Planning permission for the change of use of residential properties into guest houses for tourists and business people will be permitted in the area within the Inner Relief Road of the central area and along the main radial routes into the city. In other residential locations, guest houses for tourists and business people will be permitted where the proposal will not have an unacceptable effect, together with existing and other proposed similar uses, on the character of the locality.

Youth Hostel Accommodation

9.24 An analysis of present facilities and enquiries at Gloucester Tourist Information Centre confirms the shortfall in accommodation for specialist groups such as hostellers and campers/caravaners. The nearest youth hostels are at Cleeve Hill and Slimbridge, which are 12 miles from the central area. We will support the provision of a youth hostel in an appropriate location, preferably in the central area with good links to existing tourist attractions and public transport.

Policy T.5 Provision of a Youth Hostel

Planning permission will be granted for the establishment of a Youth Hostel at a suitable location in the city.

Extensions To Visitor Accommodation

9.25 In order to maintain an adequate range of quality visitor accommodation we will support extensions to visitor accommodation providing that there is no unacceptable impact on highway safety and on the amenity of neighbouring properties, as set out in policies BE.20, BE.21 and TR.31.

TRANSPORT AND TOURISM

9.26 Coaches bring a high number of visitors into Gloucester, which is important to the economy of the city. The existing coach parking facilities are located at Westgate car park and at the Docks. Development proposals for these sites (which are included in the Western Waterfront area) would see a loss of these valuable coach parking spaces. In any development proposals, we will require lost coach parking spaces to be replaced to an equivalent level and standard. It is important that visitors by coach are dropped off close to the main visitor attractions of the city and new parking facilities should be sited close to these attractions (see policies TR.14 and TR.15).

TOURIST INFORMATION AND ASSOCIATED FACILITIES

9.27 Gloucester has an attractive Tourist Information Centre on Southgate Street that provides information about a wide range of attractions that will not only enhance the tourist's visit but also encourage them to stay longer.

9.28 Tourist Information Points, Interpretative Displays and pedestrian and traffic signing can all assist in enhancing the visitor's stay and encouraging them to come back in the future or recommending Gloucester as a place to visit to family and friends. Tourist information and associated facilities should be

accessible to all. A satisfactory number of high quality toilets are required to serve the needs of the visitor.

Policy T.6 Provision of New Public Toilets

The provision of accessible public toilets will be expected in new major retail and leisure developments.

CULTURE**INTRODUCTION AND CURRENT TRENDS**

9.29 The aim of this section is to set out policies that:

- Protect existing cultural uses.
- Guide new cultural uses and entertainment to locations compatible with other uses and which are accessible by foot, cycle or by public transport.

9.30 Gloucester has a wide range of cultural facilities on offer to residents and visitors. We are responsible for the Guildhall Arts Centre, City Museum and Art Gallery and the Folk Museum. In addition, the new leisure centre will become the city's principal entertainment venue with a capacity of up to 2000 people providing a variety of shows and concerts.

9.31 We will publish a Cultural Strategy for Gloucester in 2001 that should be read in conjunction with the local plan policies. The strategy will go beyond the land use planning issues of culture discussed here to provide an overall strategy for cultural development in the city over the plan period. It will aim to bring together the vision of the Council and the needs and aspirations of the community.

9.32 Gloucester hosts the prestigious 'Three Choirs Festival' once every three years attracting an international audience in excess of 20,000 people to its concerts, and contributing around £250,00 to the local economy. The next festival is planned in Gloucester for August 2001.

9.33 Our role in this area is underpinned by the private sector which provides complementary cultural and entertainment facilities. The National Waterways Museum and Museum of Advertising and Packaging in the Docks are but two examples. The New Olympus Theatre on Barton Street and The Kings Theatre on Kingsbarton Street host a number of performances and concerts throughout the year. Other services such as restaurants, cinemas, public houses, wine bars, ten pin bowling and night clubs add to the quality of life of residents and visitors alike. These facilities must be added to ensure the vitality and viability of the central area not only on weekdays, but

during the evenings and on weekends. At present the central area is often quiet and uninviting in the evening.

9.34 There are a number of cultural facilities outside the central area that meet the needs of ethnic groups in local centres. These facilities are important to the catchment that they serve. We will resist any loss of cultural facilities in the city, especially in the central area.

Policy C.1 Cultural Facilities

Planning permission will be granted for the creation of new cultural facilities in the central area or where they are well located to meet its defined catchment.

Policy C.2 The Loss Of Cultural Facilities

Planning permission will be refused for the change of use or redevelopment of entertainment and cultural facilities unless replacement facilities are proposed in close proximity to the development site or in another appropriate location.

9.35 We will continue to enhance Gloucester's range of cultural services by promoting the full use of the Guildhall, museums and the new leisure centre.

9.36 The city's museums together attract around 60,000 users per year. However, in the face of changing customer expectations our current museum development plan involves the relocation of the City Museum to Blackfriars Priory and the further development of the Folk Museum site. The new City Museum at the Priory is part of the mixed use scheme at Blackfriars (policy S.2).

9.37 The Guildhall Arts Centre is the city's prime cultural and entertainment venue attracting around 170,000 users to artistic performances, cinema screenings, workshops and other events. The capacity of the centre is however limited to 300 and in the longer term the development of a facility with a capacity of 500 would be highly desirable bringing greater economic returns.

A MULTI PURPOSE VENUE

9.38 We need a multi-purpose venue for theatre, concerts, exhibitions and conferences. This could be located in the Docks, or other suitable sites in the central area.

Policy C.3 A Multi Purpose Venue

Planning permission will be granted for the development of a multi-purpose venue in the

Docks or elsewhere in the central area capable of use for theatre, concerts, exhibitions and conferences.

9.39 We intend to raise the quality and provision of cultural and arts activity in the central area. We will particularly seek to find ways of enhancing and linking existing facilities by encouraging quality cultural developments in the area incorporating Eastgate Street and the Docks. This will encompass the Blackfriars redevelopment and an area around St Mary de Crypt Church and Greyfriars in which new museum, archival and arts facilities will be developed. Where appropriate outside this zone we will also encourage the enhancement of existing facilities and the creation of good-quality new ones, whether for short-term or longer-term enhancement of the arts, culture and heritage of the city. The Central Gloucester Initiative has identified part of the central area around Greyfriars to include a world class living archive and teaching centre for the Blues and a Centre for the Spoken Word.

9.40 The future of Llanthony Priory is being investigated to secure its long term future. It has the potential to become a venue for cultural activities and/or community facilities in the redevelopment of the Western Waterfront (MU.2).

Policy C.4 Cultural Facilities in the Western Waterfront (MU.2)

In the redevelopment of the Western Waterfront we will seek the inclusion of a range of cultural facilities.

MONITORING

9.41 The following will monitor the success of the commercial leisure, tourism and culture policies:

Commercial Leisure

- The implementation of the Blackfriars scheme.
- The implementation of the Docks development.
- The number of applications granted permission for evening uses that support and contribute to the 'Evening Economy Strategy'.
- The number and type of applications granted permission for commercial leisure development in designated centres.

Tourism

- The number of tourists that visit the city.

- The city's ranking in top tourist attractions in the county.
- New visitor accommodation granted permission and implemented.
- The number of applications that are granted that involve the loss of visitor accommodation.

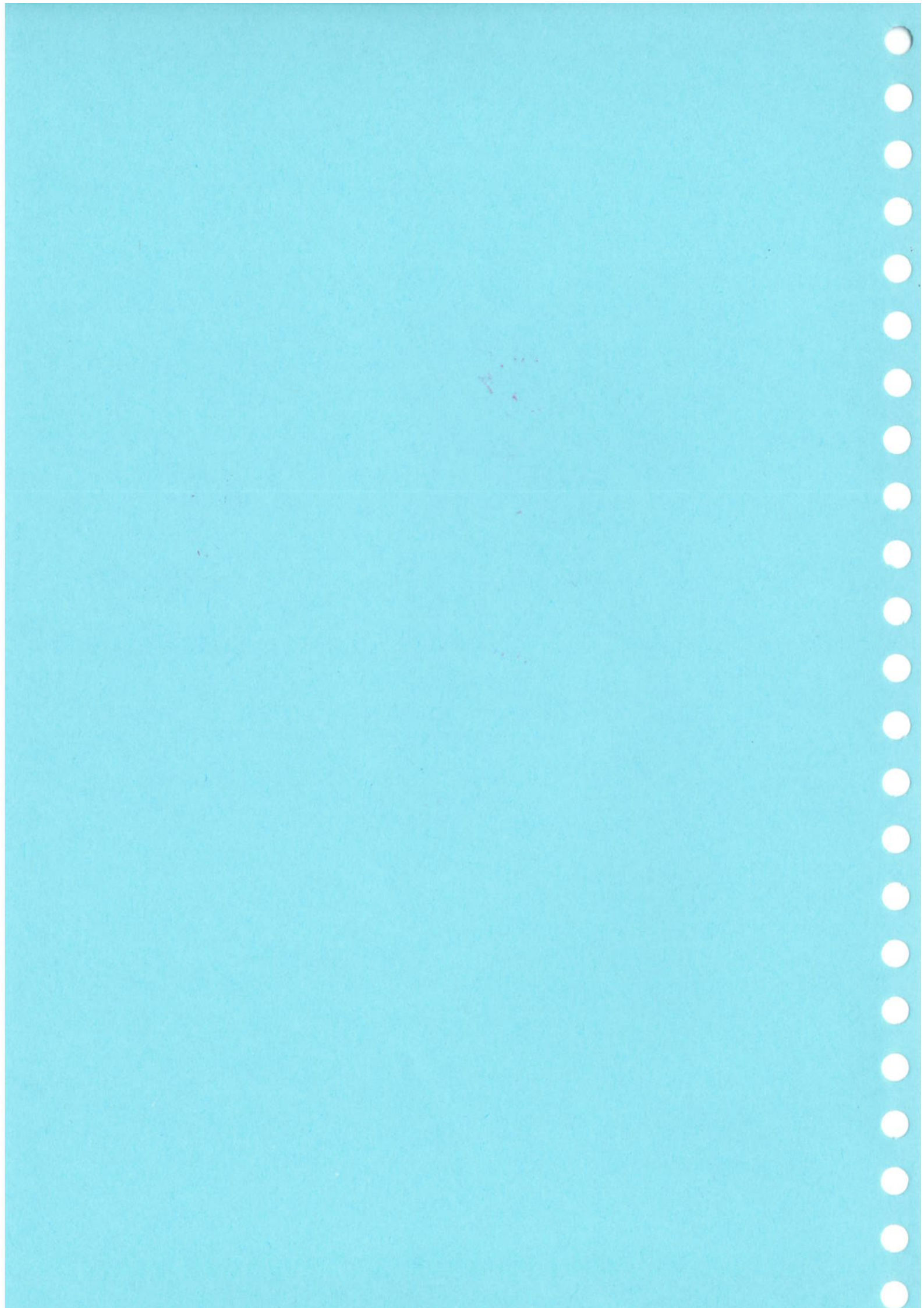
Culture

- New cultural facilities granted permission and implemented.
- The number of applications that are granted that involve the loss of cultural facilities.
- The implementation of a multi purpose venue.
- The amount and type of cultural facilities in the mix of uses in the Western Waterfront redevelopment.



Chapter 10

Open Space,
Sport and Recreation



CHAPTER TEN

OPEN SPACE, SPORT AND RECREATION

10.1 In an increasingly pressured society, open space, sport and recreation are acknowledged to be important components of civilised life, contributing to health and well-being of the individual whilst having valuable social, economic and educational roles. It is a key objective of this plan that everyone has access to the appropriate amounts of open space, sport and recreational facilities to meet present and future needs.

INTRODUCTION AND CURRENT TRENDS

10.2 The aim of this chapter is to meet the needs of residents and visitors in the most sustainable way in terms of open space, sport and recreation, and to set out policies that:

- Protect valuable open space for formal sport, informal recreation and children's play from other development.
- Promote opportunities for outdoor sport, indoor recreation, equipped children's play and informal recreation in locations which are capable of being reached by foot, cycle or by public transport.
- Protect valuable allotment sites from other development.

10.3 The Government's sports strategy 'A Sporting Future for All' underlined its commitment to sport generally and emphasised the importance of ensuring that appropriate facilities are available to create sporting opportunities for everyone. Government guidance encourages local authorities to develop their own open space standards for formal sport and informal recreation including children's play. It also recognises that the protection from development of open space in urban areas with recreational value, such as playing pitches, is an important issue with communities. Once built on, they are lost forever.

10.4 A key theme in resident surveys in the city is that there is a need for further sport and recreational facilities, including children's play. Over the plan period we will be actively promoting additional sport and recreational facilities in accessible locations in consultation with communities whilst supporting existing facilities. However, the provision of the full range of sport and recreation facilities relies on private investment as well as public provision.

10.5 Gloucester is a growth centre for new homes and businesses and a high quality environment is essential if the city is to be a desirable place to live and attract new business investment. The protection and provision of public and private open space,

especially playing pitches, is a key issue. This is particularly the case given the emphasis on making best use of land in urban areas whilst avoiding 'town cramming'. A balance needs to be struck between providing for new development and maintaining a network of green open spaces, children's play space, playing pitches and recreational open space, which make a significant contribution to the quality of life of residents in the city.

10.6 Our adopted Public Open Space Strategy identifies shortfalls in the provision of public open space and facilities in terms of quantity, quality and distribution; and opportunities to improve public open space and playing fields; and suggests future improvements as funding opportunities arise. It was subject to considerable public consultation in 2000. It supports a change in policy to seek contributions to the provision of public open space from all new dwellings.

10.7 In addition to the Public Open Space Strategy, we will be preparing a Leisure Strategy that will determine the priorities for future provision of leisure facilities based on a review of current facilities and level of activity.

GREEN SPACE

10.8 There is a wide variety of green spaces, both planned and unplanned, which contribute to the fabric and vitality of the city. This includes Robinswood Hill Country Park, Alney Island, public open space, playing pitches, allotments, cemeteries and woodland. Their retention and enhancement is an important part of making Gloucester an attractive place to live, work and visit.

Robinswood Hill Country Park

10.9 The Country Park was established in the 1960s to satisfy the demand for informal recreation. As well as being promoted for walking, the hill is home to a wide variety of species and habitats and is managed to ensure their long-term viability. The use of the hill for recreational and educational purposes has developed significantly over the years and it is now home to Gloucestershire Wildlife Trust Headquarters, a Rare Breed farm and a ranger/information centre. The hill also contains a redundant Quarry, which is one of two designated Sites of Special Scientific Interest within the city.

Alney Island

10.10 Alney Island is owned predominately by the City Council and is managed for quiet informal

recreation and wildlife. The meadows flood periodically and therefore support an interesting variety of plants and animals. It is managed generally to enhance the wetland habitat and attract wading birds such as snipe and lapwing. As well as wet grassland the site supports a mosaic of other habitats providing an interesting diverse habitat right on the city's doorstep. Much of the site is designated a Local Nature Reserve.

The Gloucester and Sharpness Canal

10.11 The canal began life as a commercial waterway. It now exists as an important recreational waterway with heavy leisure craft movements particularly in the spring and summer months. We will continue to seek to realise the full leisure, tourism and cultural benefits associated with it. The Victorian Docks will be another important focus for leisure and recreation development. The stretches of water associated with the Western Waterfront provide great scope for marina activities and water-based recreation and events, subject to assessment of impact, demand and viability.

PUBLIC OPEN SPACE

10.12 Our Public Open Space Strategy carried out an assessment of public open space across the city, identified opportunities, and recommended improvements as funding becomes available. It concludes that the city as a whole is deficient in public open space provision, in terms of quantity, quality and distribution.

10.13 We must therefore maintain and enhance all existing areas of public open space unless it is demonstrated that the social and economic benefits of any new development would provide sufficient community benefit to outweigh the loss. Over the plan period, we may sell off small, unusable areas of public open space that serve a limited recreational role in the community's long term needs to help fund some of the projects identified by the Public Open Space Strategy.

Policy OS.1 Protection of Public Open Space

The City Council will protect all public open space unless:

1. Alternative provision of public open space of equivalent benefit or better recreational standard in terms of quantity and quality is made available at another appropriate and equally accessible location; or,
2. It is an unusable area for recreation, or part area, of poor quality; and,

3. The proceeds of any sale are spent on enhancing existing public open space in the locality.

10.14 Public open space is a vital component of the city's green space consisting of approximately 239 hectares (590 acres) for an estimated population of 109,264 (1999 mid year estimate). This equates to a ratio of 2.19 hectares (5.4 acres) of public open space to every 1000 residents, which is substantially below our current standard of 2.8 hectares (7 acres) per 1000 population. More importantly it is not evenly distributed across the city. There are areas of deficiency in terms of quantity notably the Inner Area of Barton and Quedgeley. Even, in areas of the city where there are good levels of public open space, the quality and access to the space and facilities are not always to an acceptable standard. The quality of equipped children's play areas across the city is poor and in need of investment for upgrading and maintenance.

10.15 The previous Council standard for public open space was 2.4 hectares (6 acres) for every 1000 population based on the National Playing Fields Association (NPFSA) recommended minimum standard. This illustrative standard, highlighted in PPG 17 (DoE, 1991), is for outdoor playing space and does not include an element of public open space for passive recreation. It also includes privately owned recreational land that may not be accessible by the public. Given that higher residential densities will be sought in the future which will limit garden sizes, include dwellings with smaller gardens and no gardens at all in some cases, it is considered appropriate that we increase our public open space standard to 2.8 hectares (7 acres) per 1000 population to add in an element of general recreation. This is broken down into three sub categories of public open space as set out below:

- 1.7 ha per 1000 population for formal sport.
- 0.7ha per 1000 population for equipped and informal children's play.
- 0.4ha per 1000 population for general recreation.

Policy OS.2 Public Open Space Standard for New Residential Development

Public open space in new residential developments will be provided at a minimum of 2.8 hectares per 1000 population.

NEW HOUSING AND PUBLIC OPEN SPACE PROVISION

10.16 In the past, we have only sought the provision of public open space in new housing developments of 35 dwellings and over. This meant that below this number, no public open space was required. Such a situation is clearly inequitable and resulted in a large number of small or medium sized developments taking place whilst making little or no contribution to the provision of public open space and their associated facilities, whilst placing greater demand on existing provision. This is in contrast to amenity space which comprises of land consequential to the layout of a particular development and land which is incidental to a highway, cycleway or footpath. Whilst unable to perform a recreational function i.e. informal games, amenity space may, however, serve to enhance the general appearance of a development.

10.17 All new housing will generate demand for additional or enhanced public open space for formal sport, children's equipped and informal play and passive recreation. Therefore, all new housing will be expected to provide the appropriate level of equipped and informal areas for children's play, formal sport and recreational facilities that are necessary and reasonable for the development to meet the needs of its residents. The willingness of a developer to include appropriate public open space in new housing developments will be a material consideration in determining the planning application.

10.18 For new single dwellings or housing developments up to 30 dwellings, it may not be appropriate or viable to seek on-site public open space in a single area of 0.2 hectare that is of reasonable shape and size for recreation to provide opportunities for informal games. In these circumstances it may be more appropriate for us to seek a financial contribution towards new provision or improvements to existing off-site public open space in the locality of the development site. All financial contributions for off-site public open space will be paid into the Public Open Space Fund. How the fund is operated and where the money is spent is explained in greater detail in the in the Supplementary Planning Guidance note 'New Housing and Open Space'.

10.19 In the central area we will be seeking higher density housing development. On high density flat schemes of 30 units or more, we may seek a smaller area of public open space on-site and take a financial contribution for the remainder of provision. In the case of high density flat schemes, where there are no private gardens, we will require such developments to provide a communal open space with an equipped children's play area of suitable size for regular supervised use by very young children who

would otherwise be denied access to play space. The developer will be responsible for the play area's future maintenance. Exceptions to providing an equipped children's play area include rest homes, nursing homes and most other institutional uses.

Policy OS.3 New Housing and Public Open Space

Planning permission will only be granted for new housing developments that provide for the laying out and equipping of public open space and associated facilities for children's play, formal sport and passive recreation to the Council standard. Housing schemes catering for special groups such as Elderly Persons Homes and other residential institutions will be considered more flexibly and assessed for the needs of the residents.

Where the full provision of public open space and associated facilities on-site in accordance with the Council Standard is not feasible, a financial payment will be sought to improve existing or create new public open space and associated facilities within the appropriate catchment area as identified in the Public Open Space Strategy.

PUBLIC OPEN SPACE DESIGN IN NEW HOUSING

10.20 If public open spaces are to fulfil their potential contribution to the quality of life of residents of the housing scheme, then high quality landscape design, appropriate to each area, is an important aim. Communal public open spaces in housing and higher density schemes offer the opportunity for accommodating forest species trees that cannot be grown in most private gardens. We consider that public open space is ideally provided as sites which are a minimum of 0.2 hectares (½ acre) in size, of reasonable shape for recreational and maintenance purposes. They should be designed and landscaped to comply with community safety considerations. The Council's expectations on the design of public open space and associated facilities is explained in greater detail in the Supplementary Planning Guidance note 'New Housing and Open Space'.

Policy OS.4 Design of Public Open Space

Proposals for new housing development should incorporate high quality public open space in accordance with the following criteria:

- **It should be in an accessible location to serve the residents and users of the development (policy BE.6); and,**

- It should be provided in areas of at least 0.2 ha (fi acre), and be of a useable shape and size for recreation; and,
- It should be overlooked by surrounding properties; and,
- It should be properly landscaped (Policy BE.12); and,
- It should be designed to take account of community safety considerations (Policy BE.5).

MAINTENANCE OF PUBLIC OPEN SPACE

10.21 Government guidance endorses the principle of developers making maintenance payments to the Council for public open space in new housing developments where it is principally of benefit to the development itself rather than to the wider public. We will seek a commuted sum to cover the maintenance of the public open space in perpetuity from the date of adoption. This is explained in greater detail in the Supplementary Planning Guidance note 'New Housing and Open Space'.

Policy OS.5 Maintenance Payments for Public Open Space

The City Council will seek an appropriate commuted sum from developers for the maintenance of public open space in new developments in perpetuity from the date of adoption.

OTHER NEW DEVELOPMENT AND OPEN SPACE PROVISION

10.22 Major development for offices or industry can generate demand for formal and passive recreation for the staff to enjoy. We will seek, where appropriate, for such development to provide a reasonable element of open space on-site for formal and passive recreation. In the event that this is not possible or there is public open space in the locality that requires enhancement, we will seek a financial contribution in lieu of on-site provision.

Policy OS.6 Provision Of Open Space By Other Development

In major employment development the City Council will seek the provision of open space, laid out, equipped and landscaped of formal and passive recreation, to a minimum Council standard of 5% of the gross site area of development or 0.2 hectares, whichever is the greater.

NEW AREAS OF PUBLIC OPEN SPACE

10.23 There are a number of new sites of public open space that will soon be adopted by us and these are shown on the Proposals Map. These new areas include land at Naas Lane, Coney Hill Hospital, Paygrove Farm and Dimore Brook. Some of these sites will incorporate much need playing pitches in areas of the city that desperately need them.

10.24 There are very few opportunities for creating new public open space in the city apart from in new housing schemes, as discussed earlier. Subject to the relocation, or partial relocation, of the car park, one such opportunity does exist. St. Michael's Square could be reinstated at least in part as an area of public open space similar to that already in existence at Brunswick Square with housing on the frontage to Brunswick Road (see policy H.2).

Policy OS.7 Part of St. Michael's Square

St. Michael's Square is allocated for public open space and resident's parking.

10.25 Woolstrop Cottage could make a contribution to the under provision of public open space in Quedgeley. The public open space use at this site would also enhance the setting of the moat Scheduled Ancient Monument. However, the Council does not have public funds to purchase the site as public open space and attempts to achieve lottery funding have failed. Consequently, it has been allocated in this plan for housing subject to an obligation to transfer the moat and an adjacent area of public open space (0.2 hectares) into Council ownership (see policy H.2).

10.26 When the canal is realigned at Two Mile Bend as part of the South West Bypass scheme, an area of newly created land will result that will have access to the waterside. This presents an opportunity to develop a waterside recreational area in a predominantly industrial/employment area, with access to and from the canal.

Policy OS.8 Two Mile Bend

Land at Two Mile Bend is allocated for a landscaped park for informal waterside recreation.

10.27 The redevelopment of the British Energy site (MU.4) in Hucclecote for a mix of employment and housing site also provides us with an opportunity to negotiate the retention of recreational facilities and new public open space that would significantly broaden the existing range in this locality (see policies H.1 and E.1).

10.28 The redevelopment of the former RAF Quedgeley site (MU.5) should provide public open space at least to the Council's minimum standard. The development proposal should include a new neighbourhood park. Adequate winter and summer playing pitches, equipped and informal children's play areas and associated facilities such as multi use games areas and teenage areas. The neighbourhood park will also serve workers from nearby employment sites (see policies H.1, E.1 and S.9).

10.29 As identified in the Public Open Space Strategy, the former secondary school playing fields located either side of Paygrove Lane provide an opportunity in Longlevens for a Neighbourhood Park to serve the immediate catchment area. These two sites are shown on the proposals map as private playing fields.

OUTDOOR SPORT AND RECREATION

10.30 Gloucester Rowing Club is currently seeking a new site on the canal that is suitable for their current and future requirements which include a new boathouse that would incorporate training facilities and function rooms with car parking. Land is identified on the proposals map in this plan for such a facility. Given the landscape conservation area designation, any proposal will have to conform to policy LCA.1 of this plan.

Policy SR.1 Rowing Club Facility

Land between the South West Bypass and the Gloucester to Sharpness Canal as identified on the proposals map is allocated for use as a site for a Rowing Club facility.

PLAYING PITCHES AND RECREATIONAL OPEN SPACE

10.31 Playing fields are a significant resource for formal sport and recreation. Government guidance places emphasis on the protection of playing fields and recreational open space whilst encouraging local authorities to carry out Playing Pitch Assessments of demand.

10.32 Our Playing Pitch Assessment, supported by Sport England, predicts that by 2011 there is likely to be a surplus of cricket grounds but a small deficit of rugby pitches and a significant deficit of football pitches. Therefore we are committed to protecting existing provision, bringing back into public use playing pitches that have been taken out of the supply, and encouraging greater community access to playing fields currently either privately owned or operated or in educational ownership.

10.33 We will also encourage improvements to the overall quality of playing fields and ensure that adequate funds are secured for maintenance where new or enhanced playing fields are provided as part of new development.

10.34 Throughout the city, residents have access to a wide range of outdoor recreational facilities that include courts, greens and surfaces for tennis, bowls, basketball and other sports in both public and private ownership. Generally, they provide important recreational opportunities in sustainable and accessible locations. Such facilities should be retained unless alternative provision of equivalent or enhanced standard can be provided in an accessible location.

Policy SR.2 Playing Fields And Recreational Open Space

The City Council will oppose development proposals which involve the loss of playing fields, formal and informal recreational open space and their ancillary facilities unless:

- 1. The redevelopment of a small part of the site will secure the retention and improve the available sports and recreation facilities, in which case the retention and improvement of such facilities shall be subject to a planning obligation; or**
- 2. Alternative provision of facilities of equivalent benefit or better recreational standard in terms of quantity and quality is made available at another appropriate and equally accessible location; or**
- 3. A clear long term excess of sports pitch provision in the city and public open space in the area can be shown to exist, taking account of the recreational and amenity value of such provision; or**
- 4. The proposed development is for an indoor sports facility, which would provide sufficient community benefit to outweigh the loss of the playing field or recreational open space.**

INTENSIVE USE FACILITIES AND FLOODLIGHTING

10.35 Synthetic turf pitches and multi use games areas (MUGAs) are less susceptible than grass to adverse weather conditions and drainage problems so they are able to accommodate higher levels of use, the only constraint being the time available. Synthetic turf pitches have also become the required surface for competition hockey. They are also used by other sports such as football for training and

coaching. MUGAs are particularly valuable in providing a more local formal sport resource that can serve a range of sports such as five a side football, netball, basketball and tennis as well skateboarding.

10.36 These types of facility often benefit from floodlighting to extend the hours of use, especially in the winter months and increase their viability. The issues for floodlighting include the proximity of housing, the ambient levels of light and noise, the technical specification of the floodlighting, the proposed hours of operation, the amount of traffic generated and car parking required and the harmful effect on wildlife in the locality. Particular care must be taken in choosing a suitable location.

Policy SR.3 Intensive Use Facilities And Floodlighting

Proposals for synthetic turf pitches or multi-use games areas and associated floodlighting will be permitted provided that the levels of noise, light, usage and traffic generation do not unacceptably detract from the amenities of local residents or the tranquillity of adjacent areas of wildlife.

INDOOR SPORTS FACILITIES

10.37 Gloucester is providing high quality facilities, raising expectations, improving health and creating opportunities for sporting excellence. The new Leisure Centre on Eastgate Street will be the focal point of indoor sports facilities for all who work and live in Gloucester. The new Oxstalls Indoor Tennis Centre at the Plock Court sports ground has 6 indoor and 4 outdoor tennis courts. Planning permission has been granted for an International Cricket Centre at King's School that will raise the profile of cricket and complement the existing sport and recreational centres in the city.

10.38 We aim to achieve a wide range of indoor sports facilities in accessible locations throughout the city. Depending upon the scale, new health and fitness suites or gymnasiums should be located within or adjacent to designated centres where they will be accessible by public transport and promote linked trips with other facilities and there is no unacceptable impact on the locality, as set out in policies BE.21 and TR.31.

Policy SR.4 Indoor Sports Facilities

Planning permission for new indoor sports facilities will be permitted provided that:

- 1. The development is located in or adjacent to a designated centre.**

2. It is associated and enhances an existing recreational or educational facility.

SHARED USE SITES

10.39 Schools and colleges play an important part in the life of a local community and provide an opportunity to create new formal recreational facilities that would otherwise not be available. Recreational facilities at educational establishments, such as playing pitches and indoor sports halls, have the potential to be operated as a commercial venture out of school hours. We will continue to support and encourage the shared use of educational facilities for wider community use.

Policy SR.5 Designing For Shared Use

Proposals for new schools and colleges or extensions to existing educational establishments should be designed to enable dual use of facilities, including independent access to changing and indoor sports facilities.

ALLOTMENTS

10.40 Allotments provide everyone with the opportunity to grow their own fresh, cheap, and even organic food. This in turn helps to tackle the poverty issue whilst promoting a healthier lifestyle through regular exercise and promoting mental health through stress reduction and creative achievement. Allotments also create a focal point for local people, a community facility and they encourage wildlife and local biodiversity. They can provide educational opportunities for children and a valuable resource for learning in the community. They have an important recreational function and can be a visual amenity to an area.

10.41 Allotments are important to residents who do not have a suitably sized garden and require a cultivable plot. Where possible, this demand will be met. This involves two processes: first, the replacement of plots lost through development; second, adequate new provision should be made in development to maintain the current ratio of 0.2 hectares (fi acre) of allotments per 1000 residents. Over the plan period, an allotment site should be provided in the redevelopment of the RAF Quedgeley site (MU.5).

Policy A.1 New Housing and Allotments

Planning permission will only be granted for new housing developments of 30 units or more that provide an allotment site to the Council standard of 0.2 hectares (fi acre) per 1000 residents. The City Council will consider the payment of commuted sums for the

provision of allotments off-site where it is not feasible on-site.

10.42 We have a statutory obligation to provide sufficient allotments to serve the needs of local residents. Gloucester currently has 12 City Council sites. They are distributed around the city consisting of 686 individual plots which roughly represents 0.2 hectares (½ acre) of allotments per 1000 residents. Approximately 82% of allotment plots are in active use and this has increased since we commenced more active promotion of allotment use. Other allotment sites are owned and operated by the County Council.

10.43 The distribution of allotment sites slightly favours the northern part of the city, although there are several important sites located close to the Inner Area. There are currently no guidelines issued by the Government on the distribution of allotments. However, the National Society for Allotment and Leisure Gardeners recommend that allotment sites are spread within the Local Authority area so as to enable residents to find a site within 1.2km (¾ mile) of their home.

10.44 Based on the current level of provision and take up rate, all of the existing sites should be retained unless there are a high level of vacancies on a particular site and promotion for new tenants has failed. There may also be circumstances where a replacement site of equivalent size and quality can be located within 1.2km (¾ mile) to serve the existing plot holders. In exceptional circumstances, a development may be of such community benefit that it may override the loss of the allotments.

Policy A.2 Protection Of Allotments

Planning permission involving the loss of allotments will not be permitted unless it is demonstrated that:

- 1. Their loss will not result in unmet demand for allotments within a reasonable walking distance of 1.2km; or**
- 2. Replacement provision is made, of at least equivalent size and quality, in a convenient and accessible location to serve the existing plot holders; or**
- 3. Allotment sites in the locality will be enhanced overall by the development or by compensatory measures secured by a planning obligation.**

MONITORING

10.45 The following will monitor the success of the open space, sport and recreation policies:

Public Open Space

- The amount of public open space lost to development.
- The amount of new public open space gained in new developments.
- The amount of financial contribution collected into the Public Open Space Fund.
- The number and type of schemes implemented using money from the Public Open Space Fund.
- The number of applications granted permission following negotiated improvements on the design or quantity of public open space they provide.

Open Space, Sport and Recreation

- The amount of new open space gained in new employment developments.
- The number of applications refused permission because they involve the loss of playing fields, recreational open space and/or their ancillary facilities.
- The number of applications that are granted for indoor sports.

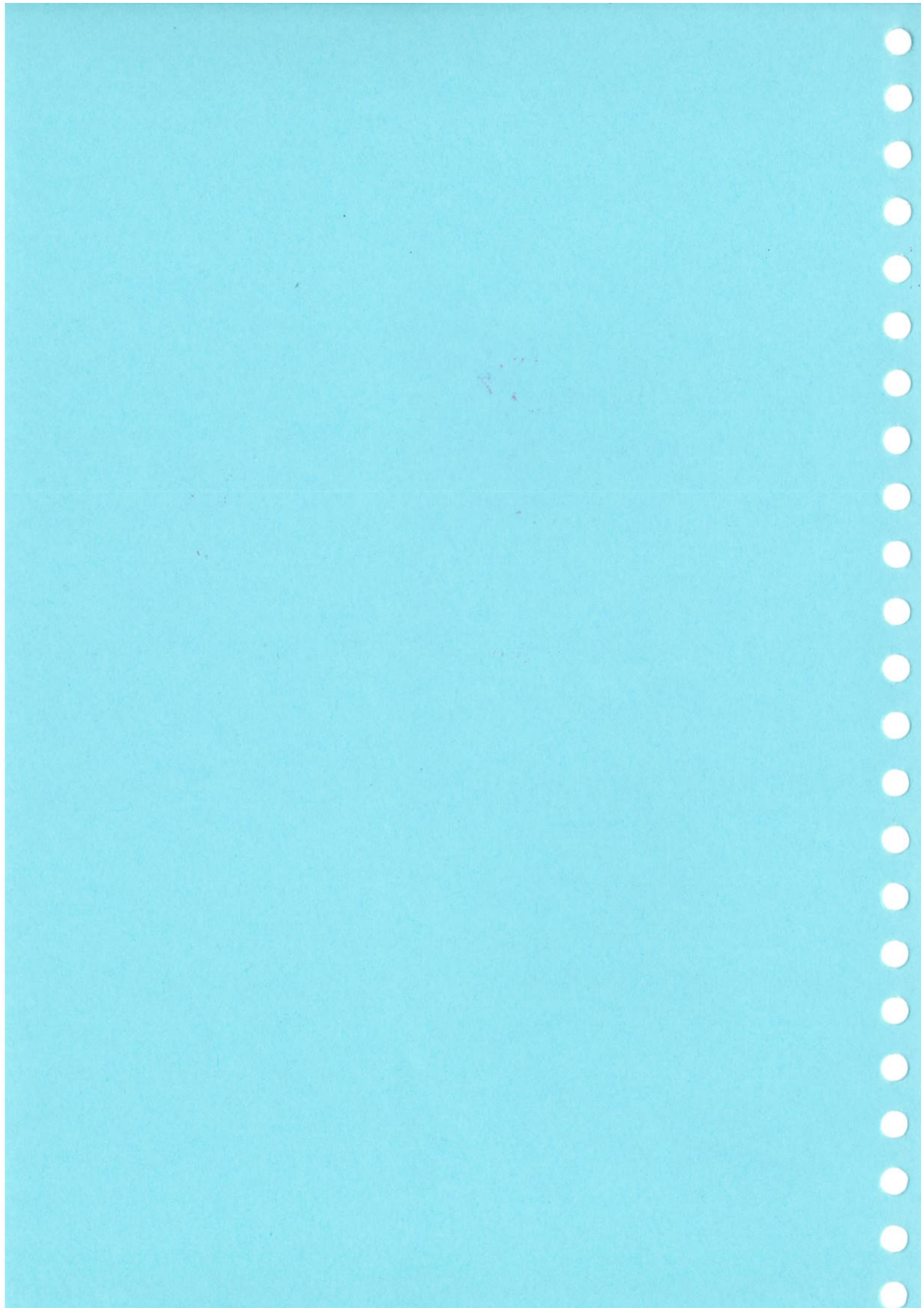
Allotments

- The amount of allotments relocated or lost to development.
- The amount of allotments gained in new housing developments.
- The amount of financial contribution made for allotments in lieu of on-site provision.



Chapter 11

Community Services



**CHAPTER ELEVEN
COMMUNITY SERVICES**

11.1 Community facilities are those services that are essential to the continued well-being of Gloucester's population. They cover a range of uses essential to individuals, such as health centres and surgeries, schools and colleges, community centres, meeting halls, libraries and playgroups. They are provided by a variety of agencies within the public, charitable and private sectors.

INTRODUCTION AND CURRENT TRENDS

11.2 The overall aim of this chapter is to seek to meet the needs of residents for community services by setting out policies that:

- Protect existing community services and facilities in the city.
- Work with our partners to provide the appropriate level of community services and facilities to serve all the residents in suitable and accessible locations across the city.
- Steer new community services and facilities to locations which are capable of being reached by foot, by cycle or by public transport.
- Seek appropriate contributions from developers towards new community services and facilities, particularly in developing areas.

11.3 Gloucestershire County Council has a statutory responsibility to ensure the provision of community services that include education, social services, youth services, libraries and the fire service. Health care services are provided by the Health Authority, NHS Trusts and Primary Care Groups located in the city. The Gloucestershire Constabulary is responsible for the police service.

11.4 The City Council has no direct responsibility for community service provision. However, as the planning authority for Gloucester, we will seek to ensure that the supply of services and facilities are properly co-ordinated, where necessary through the allocation of land and with the aid of developer contributions where appropriate, to serve the needs of the population both now and for the future. Therefore, a close liaison is required between the service providers and the planning authority.

11.5 Land that is reserved for Community Services in this plan period are shown on the Proposals Map and listed in the table right:

Table 7: Land Reserved for Community Services

Key on Proposals Map	Community Service Use
C	Reserved Community Use Site - Land at Lobleys Drive Open Space
L	Reserved Library Site - Land off Abbeymead Avenue
P	Reserved Police Site - Land off Abbeymead Avenue
Sch1	Reserved School Site - Land off the Wheatridge East
Sch2	Reserved School Site - Land at Coney Hill
Sch3	Reserved School Site - Land at Clearwater Drive

COMMUNITY FACILITIES

11.6 Community facilities can range from small places like meeting rooms to former school buildings and are used for a range of activities. Their availability for a variety of uses is an important factor in enabling community life. Any development that involves the loss of community facilities will normally be resisted. We will, wherever possible, encourage the re-use of such facilities for community purposes.

Policy CS.1 Protection of Community Facilities

Planning permission will be refused for a development proposal which leads to the loss of existing community facilities, unless:

- 1. The facility is replaced within the new development; or,**
- 2. Alternative provision of equivalent community benefit is provided at a more accessible location; or,**
- 3. The facility is not in use and it can be established that there is a surplus of community facilities in the locality and no other organisation is willing to acquire the site and continue its use as a community facility.**

11.7 We also need to provide new community facilities in new housing areas that can be easily accessed on foot. We believe that there should be a community centre for every 6,000 to 10,000 residents in order to achieve a satisfactory level and distribution to serve all of the residents of the city.

11.8 In major new housing development, like the redevelopment of RAF Quedgeley (MU.5), we will ensure that adequate land is reserved and facilities are funded by developers for community use. These should be in accessible locations such as local and district centres, so that they are accessible by public transport and close to other services to enable linked trips and reduce the need for car journeys.

Policy CS.2 Provision of New Community Facilities

In residential development or mixed-use schemes the City Council will expect developers to reserve land in accessible and appropriate locations, and provide appropriate community facilities or financially contribute towards their provision, to meet the needs of the future residents of such developments.

11.9 As part of the comprehensive Abbeymead development, land was reserved for a community centre off Mead Road to serve the residents of the area. After consulting with the community, the site at Lobleys Drive Open Space, near to the existing car park, has been identified as better site for a community building. The former site at Mead Road is now allocated as future public open space.

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

Land at Lobleys Drive Open Space is allocated on the Proposals Map for a community building.

EMERGENCY SERVICES AND LIBRARY PROVISION

11.10 Planning approval is currently being sought for the erection of a county-wide office headquarters for Gloucestershire Ambulance Services NHS Trust and Gloucestershire County Council Fire Authority, including a central Tri-Service control room on the Waterwells Business Park. The Tri-Service control centre and new Ambulance and Fire headquarters will replace the individual arrangements that currently exist in Gloucester and Cheltenham. A separate application on the adjoining site is for the erection of a countywide office and operational headquarters for Gloucestershire Constabulary.

11.11 The County Council has reserved a site for a new library and police station on land off Abbeymead Avenue at Abbeymead to serve the needs of the area.

Policy CS.4 New Police Station and Library at Abbeymead

Land is reserved for the construction of a new library and police station off Abbeymead Avenue.

HEALTH CARE FACILITIES

11.12 The Gloucester Health Authority are responsible for Gloucester's health facilities including hospital care and aspects of primary and community care. Hospital care will continue to be centred on Gloucestershire Royal Hospital, Great Western Road. It is currently undergoing a programme of redevelopment and modernisation.

11.13 The Gloucester and South Tewkesbury primary care group is responsible for overseeing general practitioner (GP), dentist, optician and pharmacist services in the city. An increasing proportion of health care facilities is now delivered locally by the GPs and dentists. These existing services are located mainly in purpose built surgeries but over the plan period there will be a demand for the formation and expansion of group practices. In the future, for example, social workers may be based in GP surgeries.

11.14 We will resist the loss of health care facilities in the city where there is a need and alternative provision of equivalent benefit is not proposed. In the event that a building is no longer required for health care use we will encourage that it be made available to the community before disposal.

Policy CS.5 Protection of Health Care Facilities

Planning permission for the redevelopment or change of use of existing sites and buildings in use, or last used, for health care purposes will not be permitted unless:

- 1. The site or building is surplus to requirements based on an up to date assessment of the city's future needs for health care facilities; or,**
- 2. The building is made available for use by the local community; or,**
- 3. Alternative provision of equivalent health care facilities is provided at a more accessible location in or adjacent to a designated centre; or,**

4. It is part of a comprehensive strategy to develop health care facilities in the city.

11.15 For new purpose built health care facilities, we will seek to ensure where possible that these are located in or adjacent to district or local centres, or even in the central area, so that they are accessible by public transport and close to other services to reduce the need for car journeys. If this is not possible, we will allow them to locate in residential areas where residential amenity is protected. In the case of expansions to existing health care facilities, we will seek to ensure that the proposal will not be detrimental to the amenities of the area, as set out in policies BE.20, BE.21 and TR.31.

Policy CS.6 Provision of New Community Health Care Facilities

Planning permission for new community health care facilities will be permitted:

- **In or adjacent to the central area, district or local centres; or,**
- **Within residential areas, if it can be demonstrated that the need cannot be met within in or adjacent to the city, district or local centres.**

SOCIAL SERVICES

11.16 Gloucester, like most other urban areas, is experiencing a steady increase in the number of its population over retirement age. This trend is likely to continue and will result in more very old people who are likely to require community care or accommodation in nursing homes. The conversion of residential properties to elderly persons accommodation and nursing homes can alter the character of residential areas if there is an over-concentration.

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

Planning permission for the change of use of residential properties to residential institutional uses will be permitted where:

- 1. The property is too large for single family occupation; and,**
- 2. Adequate parking can be provided on-site; and,**
- 3. The change of use would not lead to an unacceptable mix of accommodation in the locality.**

EDUCATION

11.17 The Education Department of Gloucestershire County Council (Local Education Authority) and a number of private schools provide education facilities in Gloucester.

11.18 Gloucester is a growth centre for new homes and businesses in the region and a well educated and skilled workforce is essential if the city is to continue to be successful in attracting new businesses. We are therefore keen to raise educational standards and achievement in the city, to provide a trained workforce, able to respond to changes in the labour market.

11.19 We are very keen to work in partnership and implement a new eight-form entry comprehensive school and new sixth form college in a suitable central area location. One of the reasons for this is the concern over the unsustainable patterns of travel by schoolchildren every day into and out of the city. It is envisaged that a new school with further educational facilities in a central area location would raise the standard of educational achievement. We will, with our partners, actively search for a suitable site in the central area.

11.20 Learning City Gloucester is a multi agency partnership, led by the City Council, which seeks to encourage learning throughout everyone's lives, whether it is for work, leisure or personal development. With our partners, we have been successful in setting up an Education Achievement Zone in the city and have been awarded £5 million to invest in education over the next 5 years. It is a government funded initiative working with the community to raise educational standards.

Playgroups/Day Nurseries

11.21 A playgroup or day nursery is an establishment catering for pre-school age children for a period of more than 2 hours per day. There is an increasing demand for day nursery provision. We will ensure that the provision of nursery facilities is directed to the most appropriate locations and types of property to achieve a high standard of provision without detriment to the amenity of neighbouring properties (policy BE.21).

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

Planning permission for the change of use of detached dwelling houses to day nurseries/playgroups will be permitted where:

- 1. Adequate access to and from the property, car parking and dropping off/picking up**

facilities within the curtilage are available; and,

2. An adequate and safe outdoor play area is available; and,
3. Where there is no unacceptable impact on the amenity of occupiers of adjoining dwellings; and,
4. Where background air pollution levels are at or below the city average.

GENERAL EDUCATION

11.22 When new schools or extensions to schools are proposed we will seek to ensure that the proposals do not give rise to adverse effect on the surrounding neighbourhood, as set out in policies BE.20, BE.21 and TR.31.

Primary Schools

11.23 The County Council has three sites in the city reserved for future use as primary schools and these are identified on the Proposal Map.

Policy CS.9 Land Reserved for Primary Schools

Sites at The Wheatridge, Coney Hill and Clearwater Drive are reserved for new primary schools.

Higher and Further Education

11.24 The importance of post-compulsory education and training provision in strengthening the economy to provide a flexible, skilled and high quality workforce is key to meeting the requirements of modern industry. However, there are no significant higher education facilities in the city and the Gloucester College of Art and Technology is the sole provider of further education.

11.25 The Cheltenham and Gloucester College of Higher Education propose to redevelop the existing Oxtalls campus for a new learning centre and sports science faculty building. The development will provide a much needed facility to improve access to higher education for residents of Gloucester and throughout the County. It is hoped that this new facility will create a prestigious centre of excellence in sports science.

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

Planning permission for the redevelopment or change of use of existing sites and buildings in use, or last used, for further or higher

education purposes will not be permitted unless:

1. The site or building is surplus to requirements based on an up to date assessment of the city's future needs for further and higher educational facilities; or,
2. Alternative provision of equivalent or greater educational benefit is provided elsewhere in the city.

DEVELOPER CONTRIBUTIONS FOR EDUCATION

11.26 With the introduction of parents' rights to choose which school their children attend, it is more difficult to predict the effects of new housing developments on the schools in their vicinity. However, where there are housing allocations it is reasonable to assume that there will be increased demand for educational facilities.

11.27 Contributions secured by planning obligations will be required to part fund the one-off capital costs of provision of new permanent and temporary classroom space in order to meet rising school rolls.

Policy CS.11 Developer Contributions for Education

Developer contributions will be sought to build new school classrooms and associated facilities where new housing development will create the demand for school places that cannot be met by suitable existing capacity in local schools.

MONITORING

11.28 The following will monitor the success of the community services policies:

Community Facilities

- The number of applications refused permission because they involve the loss of community facilities.
- The number of applications granted permission for new community facilities.

Health Care Facilities

- The number of applications refused permission because they involve the loss of health care facilities.
- The number of applications granted permission for new health care facilities.

Education

- The number of applications refused permission because they involve the loss of higher and further education facilities.
- The number of applications making a financial contribution towards education.



APPENDIX 1

SITES OF NATURE CONSERVATION INTEREST

Policies B.2 and B.3

	Grade
1. Hucclecote Meadows LNR including (a) Hay Meadows SSI	A
2. Robinswood Hill including (a) Quarry SSSI	B
3. Over Ponds	A
4. Osier Bed	B
5. Saintbridge Pool	C
6. Sudmeadow	B
7. Sandhurst Lane Meadows (part)	C
8. Alney Island (part) including Alney Island LNR (a) not included in LNR	C
9. Hempsted Village Fringe	C
10. Llanthony Priory	D
11. River Twyver	C
12. Wotton Brook (part)	D
13. Daniels Brook	C
14. Matson Wood	B
15. Gloucester Golf Course	B
16. Barnwood Park	D
17. Selwyn School Pond	D
18. Tredworth Road Cemetery	D
19. Horsbere Brook (part)	C
20. BWB Scrubland Edge	D
21. Canal Edge (part)	C
22. Matson Park Pond	D
23. Sud Brook	D
24. Mond Meadow	D
25. Longlevens Meadow	D

	Grade
26. Quedgeley Arboretum	C
27. Quedgeley Moat	D
28. Daniels Meadow	C
29. Old Railway Line	D
30. Dinmore Brook	C
31. Abbeydale Community Centre	C
32. Appleton Way Balancing Pond	C
33. Barnwood House Arboretum	C
34. Green Farm Orchard	C
35. Severnvale Drive Woodland	D

APPENDIX 2

GLOUCESTERSHIRE BIODIVERSITY ACTION PLAN HABITATS AND SPECIES

Habitat Action Plans

1. Estuaries, saltmarsh and mudflats
2. Rivers, streams
3. Canals
4. Reedbeds
5. Standing open waters
6. Lowland wet grassland
7. Unimproved neutral grassland
8. Unimproved limestone grassland
9. Cereal field margins
10. Species rich and/or ancient hedgerows
11. Woodlands
12. Woodpasture, parklands and veteran trees
13. Heathland
14. Dry acid grassland
15. Limestone pavement
16. Urban habitat
17. Old orchards

SPECIES ACTION PLANS

1. Great crested newt
2. Farmland birds (skylark, linnet, reed bunting, corn bunting, tree sparrow, grey partridge, bullfinch, turtle dove, song thrush)
3. Bittern
4. Nightjar
5. Woodlark
6. Spotted flycatcher
7. Allis and Twaite shad
8. Water vole
9. Brown hare
10. European otter
11. Dormouse
12. Bats (Barbastelle, Bechstein's Bat, Pipistrelle, Greater Horseshoe Bat, Lesser Horseshoe Bat)

INVERTEBRATES

1. Ants and bees
2. Beetles (certain species)
3. Stag beetle
4. High Brown Fritillary butterfly
5. Pearl-Bordered Fritillary butterfly
6. Marsh Fritillary butterfly
7. Flies (certain species)
8. Moths (certain species)
9. White Clawed crayfish
10. Snail (*Lauria sempronii*)
11. Freshwater mussels

A copy of the plan can be obtained from:
 The Gloucestershire Biodiversity Partnership, Church House, Standish, Stonehouse, Glos., GL10 3EU.
 Telephone (01453) 791576

APPENDIX 3

WATERCOURSES WITHIN THE CITY COUNCIL OPERATING AREA

Canal

Gloucester and Sharpness Canal

Main River

River Severn

River Severn East Channel

Dimore Brook

Horsbere Brook

Whaddon Brook

Ordinary Watercourse

Daniels Brook

Daniels Brook Relief Channel

Sud Brook

Sud Brook tributary from Robinswood Hill

Sud Brook tributary from Winneycroft Farm

River Twyver

River Twyver Relief Channel

Dimore Brook tributary from Farriers End

Dimore Brook Farriers End tributary, tributary from RAF Quedgeley

Linden Brook

Wotton Brook

Wotton Brook tributary from Coney Hill

Wotton Brook tributary from Abbeymead Avenue

Wotton Brook tributary from Ashwood Way

Wotton Brook tributary from Lilliesfield Avenue

Wotton Brook tributary from Rydal Road

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APPENDIX 4**PARKING STANDARDS****Table A: Maximum Car Parking Standards for Strategically Significant Land Uses**

LAND USE	MAXIMUM PARKING STANDARD
A1 Food Retail over 1,000 sq m	1/18 sq m
A1 Non-Food Retail over 1,000 sq m	1/22 sq m
B1 (a) & (b) Office/R & D over 1,000 sq m	1/42 sq m
B1 (c)/B2 Industrial over 5,000 sq m	1/50 sq m
B8 Warehousing over 10,000 sq m	1/200 sq m
C1 Hotel over 20 Bedrooms	0.9/Bedroom + 1/3 Employees
C2 Hospital over 2,500 sq m	1/4 Employees + 1/3 Daily Visitors
D1 Higher/Further Education over 2,500 sq m	1/2 Employees
D2 Cinema/Conference Facilities over 1,000 sq m	1/5 Seats
D2 Other, Inc Leisure over 1,000 sq m	1/20 sq m
Stadium over 1,500 Seats	1/15 Seats

Table B: Maximum Car Parking Standards for Other Land Uses

LAND USE	MAXIMUM CAR PARKING
A1 Retail up to 1,000 sq m and A2 Professional Services	1/25 sq m
A3 Public House/Restaurant	1/5 sq m of Public Area
B1 (a) & (b) Office/R & D up to 1,000 sq m	1/25 sq m
B1 (c)/B2 Industrial up to 5,000 sq m	1/50 sq m
B8 Warehousing/Distribution up to 10,000 sq m	1/100 sq m
C1 Hotel up to 20 Rooms	1/Bedroom + 1/3 Employees
C1 Hostel	1/6 Bedspaces + 1/Employee
C2 Hospital up to 2,500 sq m	1/2 Bedspaces + 1/Employee
C2 Nursing Home	1/6 Bedspaces + 1/Employee
C2 Boarding School	1/Employee + Visitors
C3 Dwelling Houses/Flats	1.5/Dwelling (Average)
C3 Sheltered Housing	1/Employee + 1/2 Dwelling Units
D1 Doctor's/Vet's Surgery/Health Centre	1/Employee + 1/5 sq m Waiting Area
D1 School/Creche/Day Centre	1/Employee
D1 Higher/Further Education up to 2,500 sq m	1/Employee
D1 Art Gallery, Museum, Library	1/50 sq m Public Space + 1/Employee
D1 Public Hall/Place of Worship	1/4 Seats or 1/5 sq m
D2 Cinema, Conference Facilities up to 1,000 sq m, Concert Hall	1/4 Seats
D2 Other Uses Including Leisure up to 1,000 sq m	1/10 sq m

Note *1/[denominator] means a maximum of one car parking space per [sq m floorspace, number of employees, etc].

*Floorspace figures (in sq m) refer to Gross Floor Area

*Employees refers to the total of full-time equivalent employees, eg a person employed half-time would count as 0.5

Table C: Minimum Cycle and Motorcycle Parking Standards

A minimum of 2 cycle parking spaces must be provided at any new non-residential development, however small.

In addition to the required level of parking provision (which should be under cover and secure), strategically significant developments (i.e. those included in Table A) should also provide showers and lockers for cyclists. Such facilities shall be provided at smaller developments where appropriate.

In the central area developers should have the option of paying commuted sums in lieu of the required provision, for public cycle parking to be provided by the City Council.

LAND USE	MINIMUM CYCLE AND MOTORCYCLE PARKING
A1 Food Retail	1/60 sq m
A1 Non-Food Retail	1/120 sq m
A2 Professional Services	1/166 sq m
A3 Public House/Restaurant	1/26 sq m
B1 (a) & (b) Office/R & D	1/166 sq m
B1 (c)/B2 Industrial	1/330 sq m
B8 Warehousing/Distribution	1/330 sq m
C1 Hotel	0.15/Employee
C1 Hostel	0.15/Employee
C2 Hospital	0.15/Employee
C2 Nursing Home	0.15/Employee
C2 Boarding School	0.15/Employee + 0.15/Student
C3 Dwelling Houses/Flats	2/Dwelling
C3 Sheltered Housing	0.15/Employee
D1 Doctor's/Vet's Surgery/Health Centre	0.15/Employee
D1 School/Creche/Day Centre	0.15/Employee + 0.15/Student
D1 Higher/Further Education	0.15/Employee + 0.15/Student
D1 Art Gallery, Museum, Library	1/300 sq m Public Area + 0.15/Employee
D1 Public Hall/Place of Worship	1/20 Seats or 1/26 sq m
D2 Cinema, Concert Hall, Night Club	1/20 Seats or 1/26 sq m
D2 Leisure/Sports Centre/Fitness Club	1/66 sq m

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GLOSSARY

Affordable Housing	Housing which is accessible to people whose income does not enable them to afford to buy or rent appropriate housing for their needs in the open market.
Agenda 21 Strategy	The 1992 Rio Summit (Earth Summit) and current Government advice places an onus upon Local Authorities to produce a Local Agenda 21 strategy for their areas. A Local Agenda 21 (LA21) strategy is essentially a sustainable development strategy.
Allotments	Areas of land divided into small plots and leased for purposes of cultivation. Statutory allotments are dedicated under the law for that purpose.
Amenity Space	Small parcels of open land which remain as a consequence of the layout of a particular development, and which may function to enhance the general appearance of a development.
Ancient Wood land	Woodland that has been growing continuously for a least 400 years.
Areas of Outstanding Natural Beauty	Areas designated by the Countryside Commission (now the Countryside Agency) for their attractive landscape and unspoiled character.
Best Value Performance Plan	The City Council's Performance Plan prepared under the requirements of the Local Government Act 1999 setting out comprehensively the Council's work programme with improvement targets aimed at securing continuous improvement in economy, efficiency and effectiveness.
Biodiversity	The variety of life on earth, not just species but their genetic variation and the ecosystems of which they are part.
Biodiversity Action Plan	A plan intended to focus resources to conserve and enhance biodiversity by taking account of local and national priorities.
Brownfield Land	see "Previously Developed Land."
Bus & Rail Interchange	The area around the railway and bus stations where public transport services are concentrated, facilities for passengers are enhanced, and the environmental quality of the area allows pedestrians and cyclists to move from one public transport service to another quickly and safely.
City Centre	For shopping purposes, the city centre is the Primary Shopping Area. For other land uses, there is no fixed boundary for the city centre.
Commercial leisure uses	These include multiplex cinemas, ten pin bowling centres, family entertainment centres, health and fitness clubs, and other similar indoor leisure uses that are operated commercially.
Commitments	Undeveloped or partly developed sites with planning permission (or with a resolution of the Council to grant planning permission subject to the completion of a legal agreement).
Community Strategy	Provides a framework for promoting the economic, social and environmental well-being of the people of Gloucester City. It is intended to contribute to the achievement of sustainable development and bring together a long-term and integrated approach to the work of the Council and its partners. It will be prepared in consultation with the community, and implemented by a wide range of agencies, organisations, community groups and individuals.
Commuted Sums	See 'Planning Obligation'.

Conservation Area	A legally designated area of special architectural or historic interest of which it is desirable to preserve or enhance.
Countryside Agency	Formally the Countryside Commission a statutory body working to conserve and enhance the countryside, to promote social equity and economic opportunity and to help everyone where ever they live to enjoy the Countryside.
Cultural Facilities	Buildings and places used for artistic and educational purposes such as art galleries, museums and concert venues.
Development Brief	Guidance for prospective developers and other interested parties about how a site or area should be developed taking account of constraints and opportunities, and building on Local Plan policy. A brief will include advice on, for instance, the appropriate mix of uses, building design and layout, access, and landscaping. (Development Briefs are a form of Supplementary Planning Guidance - see separate entry).
District Centres	'Middle order' centres, containing a superstore (or large supermarket), shops selling middle order non-bulky comparison goods, and a wide mix of convenience shops, offices, restaurants and cafés and community facilities serving suburban areas, and which are accessible by bus, cycling and walking. Examples of middle order goods suitable for district centres are 'value for money' clothes and shoes.
Dual Use Facility	Shared use of a facility, e.g. a school, by the general public to ensure benefit for the community.
Employment Land	Land falling within Use Classes: B1 (offices, research and light industry), B2 (general industry) and B8 (storage and distribution). This is the definition of employment land used by the Gloucestershire Structure Plan.
Empty Homes Strategy	An initiative to bring vacant houses back into use, particularly those that have been empty a long time or are derelict, and to reduce the vacancy rate to 3% of the total housing stock.
English Nature	Government agency responsible for promoting, protecting and enhancing nature conservation.
Environment Agency	Government agency with wide ranging powers for environmental protection. Was formed by the amalgamation of the National Rivers Authority, Her Majesty's Inspectorate of Pollution and the Waste Regulation Authorities.
Evening Economy	The economy of the central area that is supported by late night uses after the shops and offices close. Late night uses include restaurants, cinemas, take aways, pubs and clubs.
Financial Contribution	See "Planning Obligation".
Flood Plain	All land below the highest known water level in adjacent watercourses over which water flows in time of flood or would flow but for the presence of flood defences where they exist. The limits of the flood plain are defined by the peak water level of T in 100 year return period flood or the highest known water level whichever is the greater.
Fossil Fuel	Fuel made by geological process and therefore not replaceable in a human time-scale. As typically carbon based combustion increases green house gas emissions
Greenfield Land	Land which has not been previously used for urban development, most often last used for agriculture (see also "Previously Developed Land").

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WORLD WIDE WEB

Further useful information can be also found at the following web sites:

www.culture.gov.uk

www.oultwood.com

www.detr.gov.uk

www.sportengland.org

www.environment-agency.gov.uk

www.statistics.gov.uk

www.gloscc.gov.uk

www.sustrans.org.uk

www.gloucester.gov.uk

www.english-heritage.org.uk

www.homezones.org

www.cabe.org.uk

www.info4local.gov.uk

www.oursouthwest.com

www.lga.gov.uk

www.wildlifetrusts.org

www.mylife.gloucester.gov.uk

www.biodiversity.freeserve.co.uk

www.nlud.org.uk

www2.rudi.net/rudi.html



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