



## Notice of a meeting of Council

**Thursday, 5 September 2013  
2.30 pm  
Council Chamber, Municipal Offices**

<b>Membership</b>	
<b>Councillors:</b>	Colin Hay, Wendy Flynn (Chair), Andrew Chard, Garth Barnes, Ian Bickerton, Nigel Britter, Chris Coleman, Barbara Driver, Bernard Fisher, Jacky Fletcher, Rob Garnham, Les Godwin, Penny Hall, Tim Harman, Rowena Hay, Diane Hibbert, Sandra Holliday, Peter Jeffries, Steve Jordan, Andrew Lansley, Paul Massey, Helena McCloskey, Andrew McKinlay, Paul McLain, David Prince, John Rawson, Anne Regan, Rob Reid, Chris Ryder, Diggory Seacome, Duncan Smith, Malcolm Stennett, Charles Stewart, Klara Sudbury, Pat Thornton, Jon Walklett, Andrew Wall, Simon Wheeler (Vice-Chair), Roger Whyborn and Suzanne Williams

## Agenda

<b>1.</b>	<b>APOLOGIES</b> Apologies have been received from Councillor Paul McLain.	
<b>2.</b>	<b>DECLARATIONS OF INTEREST</b>	
<b>3.</b>	<b>MINUTES OF THE LAST MEETING</b> 22 July 2013	(Pages 1 - 26)
<b>4.</b>	<b>COMMUNICATIONS BY THE MAYOR</b>	
<b>5.</b>	<b>PUBLIC QUESTIONS</b> These must be received no later than 12 noon on the fourth working day before the date of the meeting and must be directly related to the business for which this meeting was convened.	
<b>6.</b>	<b>MEMBER QUESTIONS</b> These must be received no later than 12 noon on the fourth working day before the date of the meeting and must be directly related to the business for which this meeting was convened.	
<b>7.</b>	<b>GLOUCESTER, CHELTENHAM AND TEWKESBURY JOINT CORE STRATEGY-DRAFT FOR PUBLIC CONSULTATION</b> Report of the Leader	(Pages 27 - 180)

8.	NOTICES OF MOTION	
9.	ANY OTHER ITEM THE MAYOR DETERMINES AS URGENT AND WHICH REQUIRES A DECISION	

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**Andrew North**  
**Chief Executive**

## Council

**Monday, 22nd July, 2013**

**2.30 - 6.15 pm**

Attendees	
<b>Councillors:</b>	Wendy Flynn (Chair), Colin Hay, Andrew Chard, Garth Barnes, Nigel Britter, Chris Coleman, Barbara Driver, Bernard Fisher, Jacky Fletcher, Rob Garnham, Les Godwin, Penny Hall, Tim Harman, Rowena Hay, Sandra Holliday, Steve Jordan, Andrew Lansley, Paul Massey, Andrew McKinlay, John Rawson, Anne Regan, Rob Reid, Chris Ryder, Diggory Seacome, Duncan Smith, Malcolm Stennett, Charles Stewart, Klara Sudbury, Pat Thornton, Jon Walklett, Simon Wheeler (Vice-Chair) and Suzanne Williams

## Minutes

### 1. APOLOGIES

Apologies were received from Councillors Bickerton, Jeffries, McCloskey, McLain, Wall and Whyborn.

### 2. DECLARATIONS OF INTEREST

Councillor Stennett declared a personal interest in Gloucestershire Airport as he is on the board of directors. He subsequently left the chamber when the airport was discussed under agenda item 11.

### 3. MINUTES OF THE LAST MEETING

The minutes of the last meeting had been circulated with the agenda.

**RESOLVED that the minutes of the meeting held on 24 June 2013 be agreed and signed as an accurate record.**

### 4. COMMUNICATIONS BY THE MAYOR

The Mayor thanked members who had attended her real ale trail event. This raised £350 and helped to promote the Mayor's charities. There will be a second real ale trail event on Friday 26 July and she encouraged all members to attend.

The Mayor expressed her excitement for the arrival of the royal baby.

### 5. COMMUNICATIONS BY THE LEADER OF THE COUNCIL

The Leader of the Council expressed his condolences to Councillor Jeffries who was not in attendance at Council due to a family bereavement.

The Leader informed Council about the newly launched proposals from the Local Government Association for the restructuring of Local Government Finance. He would forward a link to the 'Rewiring public services' document which would provide more information.

The Leader gave an update on the motion which had been passed at the last Council meeting which expressed concern that ambulances would be permanently diverted between 8pm and 8am from Cheltenham General Hospital to Gloucester Royal Hospital. The Leader had sent a letter to the NHS in Gloucestershire however the change to ambulance service provision had since been ratified.

## 6. PUBLIC QUESTIONS

<b>1.</b>	<b>Question from Mrs Maggie Rayner to the Leader/Cabinet Member Built Environment, Andrew McKinlay (in attendance)</b>
	<p>Following the consultation meeting in St. Luke's Hall regarding proposed traffic flow changes I would like to put the following question to the Cheltenham Borough Council:</p> <p>May I have a copy of the alternatives considered when drawing up the plans to alter traffic flows around central Cheltenham?</p>
	<b>Response from Cabinet Member Built Environment, Andrew McKinlay</b>
	<p>The Cheltenham Transport Plan project is a joint project of the Borough and County Councils and is a development of the Borough Council's adopted Civic Pride proposals. Plans to address traffic as part of the project have been through a number of iterations, including early versions for 2007 which form part of the adopted Civic Pride SPD which is available of the Council's website – these were consulted on in 2007 and 2008.</p> <p>The version which was agreed to go to consultation is version 7 which has had a thorough traffic modelling study. Previously superseded layouts which were considered/modelled can be made available upon request from the Gloucestershire Highways.</p> <p>In a supplementary question, Mrs Rayner asked why these alternative plans had not been on display at the consultation meeting.</p> <p>The Cabinet Member responded that they were not on display at that meeting as they were not the proposals that were being consulted on at that time. Alternatives looked at earlier in the process may have been ruled out as being unviable and the purpose of the consultation was to consult on the latest thinking and to inform the next stage of the process.</p>
<b>2.</b>	<b>Question from Jan Walters to the Cabinet Member Built Environment, Councillor Andrew McKinlay (not present)</b>
	<p>Why were local voters not made aware of the Task Force activities and given opportunities to get involved at the design stage, rather than being presented with a proposal which has not been properly thought through and is detrimental to the quality of life for many residents as well as schools and hospitals?</p>
	<b>Response from Cabinet Member Built Environment, Andrew</b>



	<b>McKinlay</b>
	<p>The Task Force activities are directed through its Board. The Board meets in public every three months in the Municipal Offices. Its members include councillors from Borough and County, a community representative and members of the local business community. In accordance with normal local government protocol, there are parts of the meeting where confidential items are considered – these are normally, though not always, matters of commercial confidence. The Task Force has a website and Facebook page and produces a regular newsletter to publicise its activities which are available to the public - access details are available from the Task Force's Managing Director.</p> <p>The Task Force was set up to deliver the Borough's adopted Civic Pride proposals. In addition to a series of early public engagements (in 2000), Civic Pride went through 2 major consultations:</p> <ul style="list-style-type: none"> <li>○ In late 2006 information was gathered regarding early ideas, with feedback in July 2007 where emerging plans and proposals were available for comment, these included traffic proposals.</li> <li>○ In March to April 2008 the adoption of the Civic Pride SPD went through a statutory consultation process, this included details of traffic plans and public realm designs.</li> </ul> <p>The work undertaken since and in advance of the latest consultation, is founded in the ideas which were the subject of these earlier consultations and which were generally supported.</p> <p>The intention during this time was to work up proposals to get them to a stage where further consultation could take place – the stage we are currently at. During the design work detailed modelling took place with a variety of proposals trialled to attempt to refine or address concerns – including concerns from St Luke's residents which were effectively raised during and following the earlier consultations.</p> <p>The consultation currently underway is part of the design stage and amendments will be made prior to the statutory Traffic Regulation Order process.</p>
<b>3.</b>	<b>Question from Bob Hughes to the Cabinet Member Built Environment, Andrew McKinlay (in attendance)</b>
	With reference to the proposed traffic changes using cash from the Local Sustainable Transport Fund bid, may we have a copy of the risk assessment carried out on the impact of the traffic changes on residential neighbourhoods like St Luke's and College Road area, and particularly the hospital Accident and Emergency access?
	<b>Response from Cabinet Member Built Environment, Andrew McKinlay</b>
	<p>I am informed by our Gloucestershire Highways colleagues that the procedure in terms of risk assessment is as follows.</p> <p>"Prior to being able to perform a meaningful assessment of risk it is important to understand what the potential hazards are along with the likelihood and consequence of that event occurring.</p>

	<p>One of the main functions of the consultation process is to obtain better understanding of what residents interpretations of the hazards are in addition to our own. An assessment of these risks along with appropriate mitigation, where required, will then follow “</p> <p>In a supplementary question, Mr Hughes asked whether there would be a further opportunity for him to access the risk assessment and raise any concerns for his local residents.</p> <p>In response the Cabinet Member said that his instinct would be to say that there would be such opportunities but he could not speak for his county council colleagues. As a formal consultation process was currently in progress, he suggested Mr Hughes should direct his question to his colleagues at the county council.</p>
<b>4.</b>	<b>Question from John Firth to the Cabinet Member Built Environment, Andrew McKinlay (may attend)</b>
	<p>The Cheltenham Transport Plans proposal is presented in a leaflet “selling” the traffic changes and the Boots Corner closure.</p> <p>As the Cheltenham Transport Plans Tell us your View form has a strong yes bias allowing almost any answer to be taken as support, how will the council interpret the results to ensure a fair representation of the wishes of Cheltenham residents?”</p>
	<b>Response from Cabinet Member Built Environment, Andrew McKinlay</b>
	<p>The Cheltenham Transport Plan leaflet explains, in outline, the proposals. I do not agree that “almost any answer” can be taken as support.</p> <p>There are only two substantive questions; only one of which relates to the traffic management proposals</p> <p><i>“Do you support the package of measures contained in the Cheltenham Transport Plan?”.</i></p> <p>There are three tick boxes for responses:</p> <p><i>“Yes”, “Yes - with reservations” and “No” and a box for free text identified for “...comments or reservations...”.</i></p> <p>The second question seeks opinions on public realm “themes” for Boots Corner – 4 ideas are shown; there is a tick box for each and another marked <i>“none of these”</i> plus a space for comments.</p> <p>The questions and leaflet were drawn up with specialist advice and I would consider that they invite a range of responses in an open ended manner.</p> <p>There are additional questions about the respondent to allow the Council’s to build a profile of respondents in order to understand the extent to which equality issues are accounted for.</p> <p>With regard to the question of interpretation, I understand that tick boxes</p>

	will be totalled – clearly identifying the level of support or otherwise; free text will be reproduced and a response will be available.																								
<b>5.</b>	<b>Question from John Firth to the Cabinet Member Built Environment, Andrew McKinlay (may attend)</b>																								
	How many cars/day currently use St Lukes Road and College Road and how many cars/day are predicted to use St Lukes Road and College Road after the proposed closure of Boots Corner before the Smart Choices reduction?"																								
	<b>Response from Cabinet Member Built Environment, Andrew McKinlay</b>																								
	<p>Whole-day traffic data is available <u>only</u> in the base model (for the year 2010). We have requested it to be sent from the modellers – it will be passed to Mr Firth when it is available. Other than that, the data is modelled only as a peak hour extrapolation of the base data (08:00 – 09:00 and 17:00 – 18:00).</p> <p>The Smarter Choices Package is integral to the whole project. The model included assumptions about the impact of Smarter Choices and modelling without these measures for the consulted scheme would not have provided an accurate representation. A model showing the proposed scheme <u>before</u> smarter choices has <u>not</u> therefore been undertaken.</p> <p>As peak hour data, the currently published information represents a worst case scenario. This is the data published on the County Council website. The figures are:</p> <p><u>St Luke's Road 08:00 – 09:00</u></p> <table> <tr> <td>Base date (2010)</td> <td>= 250 vehicle per hour</td> </tr> <tr> <td>Design date (2026) without CTP project (+16)</td> <td>= 266 vehicle per hour</td> </tr> <tr> <td>Design date (2026) with CTP project (+39)</td> <td>= 305 vehicle per hour</td> </tr> </table> <p><u>St Luke's Road 17:00 – 18:00</u></p> <table> <tr> <td>Base date (2010)</td> <td>= 198 vehicle per hour</td> </tr> <tr> <td>Design date (2026) without CTP project</td> <td>= 194 vehicle per hour (-4)</td> </tr> <tr> <td>Design date (2026) with CTP project</td> <td>= 177 vehicle per hour (-17)</td> </tr> </table> <p><u>College Road 08:00 – 09:00</u></p> <table> <tr> <td>Base date (2010)</td> <td>= 735 vehicle per hour</td> </tr> <tr> <td>Design date (2026) without CTP project (+51)</td> <td>= 786 vehicle per hour</td> </tr> <tr> <td>Design date (2026) with CTP project (+103)</td> <td>= 889 vehicle per hour</td> </tr> </table> <p><u>College Road 17:00 – 18:00</u></p> <table> <tr> <td>Base date (2010)</td> <td>= 740 vehicle per hour</td> </tr> <tr> <td>Design date (2026) without CTP project (+11)</td> <td>= 751 vehicle per hour</td> </tr> <tr> <td>Design date (2026) with CTP project (+31)</td> <td>= 783 vehicle per hour</td> </tr> </table>	Base date (2010)	= 250 vehicle per hour	Design date (2026) without CTP project (+16)	= 266 vehicle per hour	Design date (2026) with CTP project (+39)	= 305 vehicle per hour	Base date (2010)	= 198 vehicle per hour	Design date (2026) without CTP project	= 194 vehicle per hour (-4)	Design date (2026) with CTP project	= 177 vehicle per hour (-17)	Base date (2010)	= 735 vehicle per hour	Design date (2026) without CTP project (+51)	= 786 vehicle per hour	Design date (2026) with CTP project (+103)	= 889 vehicle per hour	Base date (2010)	= 740 vehicle per hour	Design date (2026) without CTP project (+11)	= 751 vehicle per hour	Design date (2026) with CTP project (+31)	= 783 vehicle per hour
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**7. MEMBER QUESTIONS**

<b>1.</b>	<b>Question from Councillor Seacome to the Cabinet Member Built Environment, Councillor Andrew McKinlay</b>
	Can the Cabinet Member confirm or deny that PCSOs have been instructed by a Council Officer not to apprehend cyclists as they cycle on the pavement, essentially a pedestrian area, in front of Cavendish House?
	<b>Response from Cabinet Member Councillor Andrew McKinlay</b>
	<p>I am not aware that any CBC officer has instructed PCSO's not to enforce cycling restrictions in the town centre.</p> <p>PCSO's are employed by Gloucestershire Constabulary not CBC. Whilst the Council works in partnership with the police and generally seeks to promote walking and responsible cycling as more sustainable alternatives than using motorised transport, CBC officers are not in a position to instruct PCSO's.</p> <p>In a supplementary question, Councillor Seacome advised that the incident had taken place at a cycling event on 9 July 2013 and asked what a council officer was doing exceeding his brief.</p> <p>The Cabinet Member advised that it was difficult to respond without knowing the full facts of the case. He was not aware of any officers taking such action and he asked the councillor to supply him with more details.</p>
<b>2.</b>	<b>Question from Councillor Andrew Chard to the Cabinet Member Built Environment</b>
	Can the Cabinet Member tell me how many Civil Parking Enforcement Officers we now have, are they able to cope with the workload and would it not have been better to consolidate our parking enforcement services with the new County Council contract to achieve better economies of scale and an improved service?
	<b>Response from Cabinet Member Councillor Andrew McKinlay</b>
	<p>The Council now has four parking patrol officers providing enforcement, local advice and customer assistance within our car parks.</p> <p>During the first three months of 2013-14, the service was operating with two patrol officers, but performance was comparable with last year. With four officers in post, we expect to see an improvement in the off-street service.</p> <p>A review will be undertaken later in 2013-14 to consider whether the county parking contract might offer an effective alternative to the current in-house service. As part of this review, we will have the advantage of being able to look at how the GCC contract has performed so far this year.</p>

	Detailed information about the pricing structure of the county contract, which CBC can utilise should it choose to do so, was not available soon enough and prior to the termination of the on-street parking agency arrangement at the end of March 2013, to allow outcomes, risks and value for money to be effectively assessed.
<b>3.</b>	<b>Question from Councillor Rob Garnham to the Leader, Leader Steve Jordan</b>
	The Cabinet of this council currently consists of 7 members. Four of those members are also full or reserve members of the Planning Committee, including the Cabinet Member for Built Environment. Will the Leader review the duties of his Cabinet Members, and the duties of other members of the Liberal Democrat Group, so as to ensure a more fair distribution of workload of all his members and to avoid the perception, real or otherwise, that there is undue influence of Cabinet at Planning Committee.
	<b>Response from Cabinet Member Councillor Steve Jordan</b>
	<p>The moment I need Cllr Garnham's advice on distributing the workload in the Liberal Democrat group he will be the first to know.</p> <p>The proportion of the Cabinet serving as full members of the Planning Committee is in fact less than the proportion for members of the Council as a whole.</p>
<b>4.</b>	<b>Question from Councillor Rob Garnham to the Cabinet Member Corporate Services, Councillor Jon Walklett</b>
	Given the fact that all IT services at Cheltenham Borough Council came close to a complete failure earlier this year, can the Cabinet Member please reassure this council, and the public of the town, that there is now a full IT Disaster Recovery Plan, and Business Continuity Plan, in place? Can you tell us when this was last tested and has it ever been subject to a peer review to make sure it is fit for purpose?
	<b>Response from Cabinet Member Councillor Jon Walklett</b>
	<p>Given that a major virus caused certain ICT problems, I regard the assertion that CBC's IT services came close to a complete failure last year as an exaggeration of the facts.</p> <p>Until recently, the council had disaster recovery (DR) arrangements in place at the depot site. However, given the additional space requirements of Ubico and CBH, it became clear that this was no longer a practical DR site. I am therefore happy to reassure both the public and council members that one of early benefits of the shared ICT service with Forest of Dean District council means we have during June of this year been able to establish more robust reciprocal DR arrangements in the server rooms at both councils using DR software which was used to support the rollout of the GO Agresso system.</p> <p>The council has over 60 business applications. A programme to test the full recovery of key business systems and business continuity plans at reciprocal sites will take place within three months of the start up of the new DR arrangements and commences in September 2013.</p>

	<p>The DR arrangements were independently reviewed by an employee from Cotswold DC as part of the due diligence work in respect of the establishment of the GO support and hosting centre of excellence and the review of the ICT service ahead of the creation of the shared service with FOD DC.</p> <p>Internal Audit are also due to validate these arrangements and processes before December 2013.</p> <p>In a supplementary question, Councillor Garnham, said that it appeared that the council had only sought advice from within local government and he asked whether any advice had been sought from commercial suppliers or external experts.</p> <p>The Cabinet Member advised that as far as he was aware this was not the case but he would provide Councillor Garnham with a written response.</p> <p><i>This was followed up subsequent to the meeting by the Director of Resources who confirmed that no external advice had been sought on this specific issue to date. However, the Business continuity arrangements and testing are to be subject to an audit by the South West Audit Partnership (SWAP) who are the external auditors for Forest of Dean District Council, which will provide members of both councils with assurance that the systems and processes in place to deal with business continuity are robust.</i></p>
<b>5.</b>	<b>Question from Councillor Rob Garnham to the Cabinet Member Finance, Councillor Jon Rawson</b>
	<p>Given that there is currently over £150,000 tied up in the stockpile of unsold and unused brown waste bins at the Depot, and that the ruling group will shortly vote against saving £100,000 over four years by moving to a four year election cycle, can the Cabinet Member for Finance tell this Council whether he feels he enjoys the support of his Cabinet colleagues when it comes to trying to deliver budgets that will even begin to attempt to meet the millions of pounds shortfall expected in the MTFS?</p>
	<b>Response from Cabinet Member Councillor Jon Rawson</b>
	<p>Cllr Garnham's question is a strange collection of non-sequiturs, wandering around frantically in search of an argument. I would give my answer as follows.</p> <p>First, while it is true that there is a stock of unused garden waste bins, which is slowly diminishing, Cllr Garnham's suggestion that the garden waste service is a contributor to our revenue budget problems is untrue. As I told the Council last March, the service is currently earning us around £430,000 a year, and is more than covering its costs. The garden waste service may be haemorrhaging money in the world of Conservative leaflets, but not in the real world.</p> <p>Secondly there is absolutely no doubt about the Cabinet's commitment to meet its budget challenges. The proof is that we have done so year after year, delivering about £5 million of savings since 2010 and £1.2 million in</p>

	<p>new savings in this year's budget alone. I suppose it is too much to hope that he might find the grace to acknowledge how much has been achieved, but it is a remarkable achievement nonetheless.</p> <p>Thirdly, going over to all-up elections would undoubtedly deliver a modest financial saving, as the report before the Council today confirms. However, I understand perfectly well that where the democratic process is concerned, many members may feel that finance is not the only consideration. Understanding other people's point of view, and keeping a sense of proportion, are part of what makes a mature approach to politics.</p> <p>In a supplementary question, Councillor Garnham asked the Cabinet Member again whether he was satisfied that he enjoyed the support of his Cabinet colleagues when making budget cuts as they were not supportive of the four-year election cycle.</p> <p>The Cabinet Member responded that he was staggered that the member felt he hadn't answered the question in his initial response.</p>
<b>6.</b>	<b>Question from Councillor Barbara Driver to the Cabinet Member Sustainability, Councillor Roger Whyborn</b>
	<p>Can the Cabinet Members responsible for Sport and Culture and Sustainability tell this Council exactly how much money has to be spent restoring Imperial Square Gardens and Montpellier Gardens after each Festival or other cultural event. Can the Cabinet Member responsible break down those costs into costs incurred by Cheltenham Borough Council and costs incurred by the event organisers. Figures for 2011/12 and for 2012.13 (so far) would be useful.</p>
	<b>Response from Cabinet Member Councillor Roger Whyborn</b>
	<p>I am currently clarifying details of the costs incurred by event organisers and permission to publish them from those concerned. I will then provide Cllr. Driver with a fuller answer.</p> <p>In a supplementary question, Councillor Driver requested that when the figures were available they should be sent to all members of Council.</p> <p>The Leader, speaking on behalf of Councillor Whyborn who had given his apologies for this meeting, explained that permission needed to be sought from the third party organisers before the figures could be made available but once this was done the information could be circulated to all members.</p> <p><i>The following response was provided after the Council meeting:</i></p> <p><i>All the costs for restoring the both Imperial and Montpellier Gardens are paid for directly by the event organisers. They are as follows:</i></p> <p><b>2012</b>  <i>Montpellier Jazz Festival drill seeding - £835</i>  <i>Imperial Science Festival drill seeding - £473</i>  <i>Montpellier Food Festival turf and drill seeding - £2500</i></p>



	<p><i>Montpellier Literature Festival turf - £22,704</i>  <i>Imperial Literature Festival turf - £4756</i></p> <p>2013  <i>Montpellier Jazz Festival drill seeding - £600</i>  <i>Imperial Science Festival fertilising - £340</i>  <i>Montpellier Food / Jazz Festival fertilising – £470</i></p> <p><i>In addition to the above and starting this year event organisers are also required to pay for tree protection works that include specialist soil aeration to the root zone of trees and any tree pruning undertaken in Montpellier Gardens at the beginning of each year. This work is charged at £80 per day and includes setting up and taking down.</i></p>
<b>7.</b>	<b>Question from Councillor Anne Regan to the Cabinet Member Sport and Culture, Councillor Rowena Hay</b>
	<p>Can the Cabinet Member (Rowena Hay) tell me how many staff were employed at the Art Gallery and Museum in 2011/2012 and 2012/2013 and how many staff are envisaged to be employed once the Art Gallery and Museum re-opens( not including the Tourist Information staff transfer) Have any members of staff been made redundant?</p>
	<b>Response from Cabinet Member Councillor Rowena Hay</b>
	<p>The number of staff employed at the AG&amp;M in 2011\12 was 27 which equates to 17.6 full-time equivalent employees (FTE's) 17.6.</p> <p>The number of staff employed at the AG&amp;M in 2012\13 was 26, which equates to 17.5 full-time equivalents (FTE's)</p> <p>The number of staff to be employed at the AG&amp;M for the re-opening of the new AG&amp;M will be 37, this equates to 27 (FTE's)</p> <p>There have been 1.5 (FTE) redundancies. (One compulsory, 0.5 voluntary)</p> <p>The TIC &amp; AG&amp;M merged in 2011 as a result employment records reflect the merged service and do not extrapolate Tourist Information staff numbers as Cllr.Regan requested.</p> <p>The growth in staffing capacity, will ensure that the new AG&amp;M will be structured and resourced in a manner that meets the needs of our customers, visitors and funding partners.</p> <p>In a supplementary question, Councillor Regan asked the Cabinet Member to reassure her that there would be sufficient staff to support the implementation of the multi-million pound project and deliver the benefits to customers.</p> <p>The Cabinet Member referred to her answer at the previous Council meeting and reiterated that the whole restructure was about delivering these benefits.</p>
<b>8.</b>	<b>Question from Councillor Duncan Smith to the Leader, Councillor</b>



	<b>Steve Jordan</b>
	Given that members of Council do not believe that the Cabinet is being held to account, what suggestions does he have for ways that the Cabinet and its decision making can be made more accountable to both council and public?
	<b>Response from Leader Steve Jordan</b>
	<p>The reason I gave that answer in the survey was because the O&amp;S Committee seems to spend more time coordinating working groups to review and develop new policy rather than exploring issues from the Cabinet forward plan. While I have no problem with that it does reduce scrutiny of what the Cabinet is actually doing.</p> <p>I don't know why other members answered the question as they did but it may be an issue the O&amp;S Committee wishes to look at in more detail. I and the Cabinet will happy to discuss options for improving the process.</p> <p>In a supplementary question, Councillor Smith, asked the Leader whether he would consider asking scrutiny task groups to develop policy rather than Cabinet Member working groups as currently O&amp;S were frequently told it was too soon for O&amp;S to get involved or that a Cabinet Member working group had already been set up to look at an issue.</p> <p>The Leader responded that he was happy for some matters to be referred to scrutiny task groups but Cabinet Members needed to be involved in the early stages of development of policies affecting their portfolio and he was aware that some scrutiny task groups had been reluctant to have the Cabinet Member involved at all. He would welcome further discussion and debate on the matter.</p>
<b>9.</b>	<b>Question from Councillor Duncan Smith to the Leader, Councillor Steve Jordan</b>
	Would he agree to extend an invitation to the Members of Parliament that represent Cheltenham, to attend a meeting of Council on an annual basis to report back on what they have been doing on behalf of their constituents?
	<b>Response from Leader Steve Jordan</b>
	I'm happy to look at that option and suggest it is discussed at the next group leaders meeting.
<b>10.</b>	<b>Question from Councillor Duncan Smith to the Cabinet Member Housing and Safety, Councillor Peter Jeffries</b>
	How much does the council spend on protecting the public against noisy neighbours?
	<b>Response from Cabinet Member Councillor Peter Jeffries</b>
	<p>The council does not have a specific budget for statutory noise nuisance work which includes noisy neighbours. The 2013-14 budget for Pollution Control is £114,100 and this covers a range of statutory functions such as:</p> <ul style="list-style-type: none"> <li>• Statutory nuisances (noise is one of 12 categories of statutory nuisance)</li> <li>• Quality responses to planning and licensing consultations (statutory consultees) to protect against future nuisances</li> <li>• Environmental Permitting</li> </ul>

	<ul style="list-style-type: none"> <li>• Public Health Act work</li> </ul> <p>The budget is modest compared to the level of work so the team also try to deliver preventative or partnered interventions such as:</p> <ul style="list-style-type: none"> <li>• restorative practice is the default approach for noise complaints</li> <li>• advice given to event organisers via ECGs and SAGs</li> <li>• compliance monitoring for noise conditions in LUA for Montpellier &amp; Imperial Gardens</li> <li>• spot monitoring for compliance with noise conditions at other large scale events eg Greenbelt, Wychwood or at potentially contentious events</li> <li>• multi-agency case conferences</li> <li>• task specific eg student noise in conjunction with the uni</li> <li>• joint operations with the police</li> <li>• education and awareness campaigns at specific noise sources</li> </ul> <p>The cost of this work is also met from the same £114,100 budget.</p> <p>There are two officers dealing with statutory noise nuisance amongst other priorities.</p> <p>In a supplementary question, Councillor Smith asked whether the Cabinet felt it was providing staff with the necessary funding to deal with the issue.</p> <p>The Leader responded on behalf of the Cabinet Member who had given his apologies to this meeting. He considered that there was adequate funding but he would ask the Cabinet Member to provide a written response to the member if this was not the case.</p>
<b>11.</b>	<b>Question from Councillor Duncan Smith to the Cabinet Member Built Environment, Councillor Andrew McKinlay</b>
	<p>At the Cabinet meeting last July, under the approval of the Advertising &amp; Sponsorship policy it was intended to" to appoint a specialist marketing company to assist the council in maximising its revenue which could result in the council generating extra funds to provide a better service and contribute to its overall financial position."</p> <p>Can he update Council as to the appointment process and how much additional revenue has been raised since that decision was taken?</p>
	<b>Response from Cabinet Member Councillor Andrew McKinlay</b>
	<p>The Advertising and Sponsorship policy is now in a formal part of the Council's policy framework following the Cabinet's decision in July 2012. As members will be aware the policy envisaged the introduction of commercial sponsorship and advertising for various council owned assets. The implementation of this policy has taken longer than originally expected. The current financial and economic downturn means that the time has not been right to undertake a marketing exercise that would allow the council to maximise the financial return from any arrangements that it enters into.</p> <p>In a supplementary question, Councillor Smith asked when would be the right time to enter into such arrangements.</p>

	In response the Cabinet Member indicated that a review was planned in the next six months. In the current recession it was important not to sell the council short by entering into arrangements for the sake of it. It would be better to wait for the economic fortunes of companies to be raised who would then have more money to spend and there would be a better potential range of partners for the council to negotiate with.
<b>12.</b>	<b>Question from Councillor Duncan Smith to the Cabinet Member Sustainability, Roger Whyborn</b>
	Can he confirm how many Garden Waste Bins are in stock currently, and how many residents did not renew their £36 subscription in April and how many additional residents have signed up for the scheme since April?
	<b>Response from Cabinet Member, Councillor Roger Whyborn</b>
	<p>The garden waste scheme year commences on 1st February each year with a total of 13,317 households currently signed up. 76% of the total number of customers have renewal dates between 1st February and 1st May, so in order to provide an accurate assessment of renewals it is therefore more informative to provide the figures for this period than solely for April.</p> <p>9,600 or 96% of the garden bin subscriptions due between 1st February and 1st May have renewed with a total of 400 bin subscriptions having not been renewed for this period. Since 1st April 2013 there have been 870 new bin subscriptions.</p> <p>The total bin subscriptions as at 30 June 2012 was 11,867 while the figure as at 30 June 2013 was 13,199 giving a net annual increase of 1,332</p> <p>There are currently 7,806 brown bins in stock at the Swindon Road depot.</p>

## 8. THE FUTURE FUNCTION, CULTURE AND STRUCTURE OF THE PAID SERVICE WITHIN CHELTENHAM BOROUGH COUNCIL

Andrew North, the Chief Executive, introduced his report. The report explained how Cheltenham Borough Council had evolved over the last few years to become a major commissioner of services, resulting in a smaller amount of staff who were directly employed by the council and a smaller budget to support those remaining directly providing services. This together with the climate of current financial austerity had made it appropriate to consider the potential for reducing the amount of senior management in order to reduce costs. He explained that the process had started with a consideration of the type of organisation that the council aspired to be in terms of its vision and organisational culture. He also highlighted the main features of the "Cheltenham Futures" programme that had been set up to manage these changes going forward. He now sought approval from Council to formally consult on the proposed changes to the structure of senior management and authority for the

Borough Solicitor to make technical changes to the Constitution to facilitate implementation of the new structure.

In responding to questions from members, the Chief Executive made the following responses:

- He reminded members that some years ago he had been involved in exploring the possibility of a shared Chief Executive with Tewkesbury Borough Council. He confirmed that active consideration was being given to sharing the Chief Executive post across the four councils involved in the GO partnership as they increasingly worked more closely together. A proposal was currently being put together to apply for government funding to progress the transition still further.
- He reassured members that the one-off payments referred to in section 2.3 of the report related to contractual entitlements only and followed the council's redundancy pay policy; though this was more generous than the statutory minimum redundancy payment, it had not been enhanced in any way.
- Asked whether he was sure that the council could effectively monitor and influence the performance of providers in commissioning arrangements, he responded that the council had already learned from mistakes made. They had certainly learnt from the experiences with Ubico during the period of heavy snow and the importance of clarifying the decision-making process.
- He confirmed that scenario planning was very important. With increasing reliance on particular providers such as GO and Ubico it was important to plan for the risk of service failure and have the necessary backup arrangements in place.
- He agreed that it was very important to support staff through the process. Staff were already living with the implications of a three year pay freeze and this years limit of 1% plus the loss of benefits such as free staff car parking. He was very pleased to note that throughout a period of radical change, staff had maintained a high morale and commitment to their work and he attributed this to the high quality of staff and management being open with them about the need for change. A section on the intranet was now dedicated to the Cheltenham Futures Programme and suggestions and comments from staff were encouraged. He was nervous about future next steps from central government and how these might affect the workforce but he was confident that staff morale continued to be as high as it possibly could be in the circumstances.

In the debate that followed, members paid further tribute to staff who were prepared to go the extra mile and the savings that had already been achieved with very few cuts to front-line services. It was important that the council should look for further opportunities to make savings but they must be confident that the council can continue to function effectively with any reductions in management and staff that it makes.

The Cabinet Member Finance considered it was appropriate in the current financial climate for the senior management team to take part of the strain in making budget savings and he reassured members that the payments proposed were no more than the contractual minimum.

Upon a vote it was **RESOLVED** that:

1. **The content of the Cheltenham Futures programme, as set out in appendix 2 of the agenda be noted.**
2. **The proposed Senior Staff structure and redundancies as set out in section 2 of this report be approved so that these proposals can be taken forward for consultation.**
3. **The Appointments and Remuneration Committee be instructed to:**
  1. **approve any terms necessary to implement any redundancies within the financial parameters set out in this report**
  2. **approve the formal job descriptions of the Deputy Chief Executive, Director of Corporate Resources and the Director of Environmental and Regulatory Services**
  3. **decide and oversees any process for confirming staff in the revised roles**
4. **The Chief Executive take forward any necessary changes to the structure proposals arising from the formal consultation that do not affect the substantive or financial parameters of this report.**
5. **The Borough Solicitor be authorised to amend the Council Constitution as set out in section 3.3 of the report.**

Voting: CARRIED with 1 abstention.

**9. REVIEW OF COUNCIL SIZE AND ELECTORAL CYCLE**

The item was introduced by Councillor Jon Walklett, Cabinet Member Corporate Services. The report set out the findings of a Cabinet Member working group set up to review the Council size and electoral cycle. Following three meetings of the working group and a member seminar, the group concluded that they did not wish to make any recommendations regarding initiating a review of Council size at this stage. A similar argument applied to the community governance review where their recommendation was that further work should not be progressed at this stage. Regarding the future electoral cycle, the group could not reach a consensus. In order to facilitate a debate by Council he proposed that recommendation 3 in the report should request Council to resolve **not** to commence the process to move to a four-year electoral cycle. In proposing this recommendation, he highlighted to members that the proposed annual savings of £26,000 p.a resulting from the move to four yearly elections would not kick in until 2018. He indicated that those members on his side of the chamber had considered all the pros and cons set out in the report and had put the needs of the people of Cheltenham before party politics in deciding to give their support to maintaining the current two-year cycle.

Councillor Garnham requested that a separate vote be taken on each part of the recommendations and indicated that members would be requesting a recorded vote on recommendation 3.

Councillor Seacome, speaking as a member of the working group, said that he had originally been in favour of a two-year cycle but he had been convinced by the arguments that a four-year cycle would be more advantageous. He could not see any justification for the frequency of borough elections being different to those for parliamentary elections. He considered that the by-election issue was

almost an irrelevance in view of the number of by-elections that had been required in recent years. He was convinced that the four-year cycle would enable better planning and would be better for officers supporting the implementation of Council policy. The move to a four-year cycle would also provide savings for local parties as well as savings for the authority. The issue of member continuity had been raised but he felt that if the right candidate had been chosen they should be able to slot into their work on the council fairly easily. He encouraged members to have a full debate on this issue and not be constrained by party politics.

In the debate that followed a number of members spoke in support of four yearly elections. Councillor Garnham, as leader of the Conservative group, had been a member of the working group and he felt it would encourage a greater turnout at elections and address the current decline in voter turnout by giving the public something to vote on as parties set out their four-year manifesto. He encouraged members not to sit on the fence and to take what he saw as a bold decision to initiate change.

Other members referred to the strong arguments set out by Bristol City Council in the case study set out in section 6.2 of the report. Many members felt there was no justification for the borough council to have a two-year cycle whilst MPS, MEPS and County Councillors were all elected on a four-year cycle.

One member felt that council was increasingly becoming an irrelevance as the scope of what councillors could actually influence was being diminished as councils were stripped of their powers and finances and services were being taken out of council control and into commissioning arrangements. He highlighted the case of Bristol where the city council maintained a whole range of services that could help shape the town and therefore would engage the interest of the electorate. In his view however hard members worked they would never convince the electorate in Cheltenham of their ability to make changes to their local community. As such the argument for maintaining the current number of councillors was diminished.

Councillor Jordan, as Leader of the Council, had also been a member of the working group. He said it had been a useful exercise and he was pleased that the member seminar had been so well attended. He accepted that the options for the electoral cycle was a finely balanced argument but in his view the cost savings that would be achieved by a move to four-year elections were minimal. He felt the current system of 10 county council divisions and 20 wards in Cheltenham worked well. In the next three years, potential housing allocation would trigger the need for boundary changes and therefore he would support the first two recommendations in the report.

Other members spoke in support of maintaining the current two-year election cycle and rejected the inference that they were sitting on the fence in holding that view. They put forward the argument that it enabled residents to have their say on a more frequent basis and four years could be a long time to wait. They highlighted that the 2 yearly borough elections currently attracted a higher turnout than the county or parliamentary elections. One member suggested that turnout only increases when there is a particular issue in a ward which the public feel strongly about. A number of members felt that the argument for change had not been made and in the words of one member "why change if it's

not broken?" Councillor Godwin as leader of the PAB, had also been a member of the working group. He considered that the cost savings of four yearly elections were relatively small and the council should be looking elsewhere for higher cost savings particularly in the cost of printed reports and documents that the council produces. He had no confidence that the percentage of people turning out to vote would increase and it would continue to be the same 20 to 30% of the electorate who took the trouble to vote.

A member who had experience of both the two-year and four-year cycle, felt the two-year cycle did provide valuable opportunities for him to engage with his constituents. He did not think that democracy should be diminished for the sake of the cost savings set out which he compared to the cost of an Echo for a year.

A member suggested that it was a moral issue as much as a financial one that councillors should not be exempt from change. For this reason he had written to the working group setting out his views for reducing the number of councillors to 30 and supporting all out elections every four years. It was right that the council should slim down the political structure not just because of the financial savings but because there was a public expectation that it would be appropriate to do so.

The Mayor advised that a separate vote would be taken on each of the recommendations and upon seven members rising in their seats a recorded vote was requested on recommendation 3.

Upon a vote it was **RESOLVED** that:

1. **A review of council size will not be progressed at this stage.**  
Voting: For 29, Against 2, Abstentions 1
2. **The community governance review will not be progressed at this time for the reasons set out in paragraph 4.6 of the report.**  
Voting: For 29 with 1 Abstention
3. **The process to move to a four year electoral cycle would not be progressed at this stage.**  
Voting:  
For 21 - Councillors Barnes, Britter, Coleman, Fisher, Flynn, Godwin, Colin Hay, Rowena Hay, Holliday, Jordan, Lansley, Massey, McKinlay, Reid, Stennett, Stewart, Sudbury, Thornton, Walklett, Wheeler and Williams.  
Against 11 – Councillors Chard, Driver, Fletcher, Garnham, Hall, Harman, Rawson, Regan, Ryder, Seacome and Smith.

#### 10. **SCRUTINY ANNUAL REPORT**

The item was introduced by Councillor Duncan Smith as chair of the Overview and Scrutiny Committee (O&S). The report reviewed the new arrangements for Overview and Scrutiny which were implemented following the elections in May 2012. The annual report set out the achievements of scrutiny over the last 12 months and in particular highlighted the outcomes of a range of scrutiny task groups. He hoped that members would acknowledge that the annual report set out the very positive contributions made by O&S and he thanked all those members who have been engaged in the process during the year. He

particularly thanked Rosalind Reeves, the Democratic Services Manager and her team and all the officers who had supported the scrutiny process throughout the year.

Regarding the scrutiny questionnaire, although it had received a comparatively full response from members, he was still disappointed that 25% of the members in the chamber couldn't pick up a pen to complete a simple survey. Whilst excusing some members who felt they were not in a position to comment, that still left 6 members who hadn't bothered to respond in any way. He encouraged those members who had not responded to speak in this debate so that he could understand why they had not engaged in the process. He emphasised that all members had a role to play in scrutiny whether they were Cabinet members, members of the O&S committee or others. The O&S committee had adopted a strategy of supporting every idea that have been put forward by members but it had a very thin agenda going forward so he encouraged members to suggest suitable topics. These could be a issue causing problems, an area that was going well or a direction of travel which members would like to look at more closely.

The Mayor invited questions and Councillor Smith made the following responses:

- Asked whether Cabinet Members should be more involved in scrutiny task groups, he felt that engagement with Cabinet Members was important but he had some difficulty in them becoming a permanent part of a task group. There could be a potential conflict of interest if the Cabinet Member was then required to be questioned by the task group. He questioned the need for Cabinet Member working groups and felt it would make more sense for Cabinet Members to use scrutiny task groups as a policy development tool.
- Asked to comment on why some members felt they had lost opportunities to be kept informed under the new arrangements, Councillor Smith acknowledged that clearly members wanted to hear more from the Cabinet Members. In his view there were only 10 members on the O&S committee and he felt the comments about not being informed had come from those members not on the committee. Therefore he felt this should be more of a challenge for Cabinet as how they were going to address this issue.
- Asked to comment on using the results of the skills audit to assist in matching members to working groups, he acknowledged that the information from the audit could be useful but it would still be down to members to come forward with topics for scrutiny. The approach had been to invite all members to join the scrutiny task groups on a voluntary basis and unless they move to a system where group leaders forced members to become part of the scrutiny task group it was difficult to see how some of these skills might be utilised if members were not prepared to put themselves forward.
- Asked how Cabinet Member working groups fed into the O&S process, Councillor Smith advised that currently there was no feedback from such groups unless the Cabinet Member choose to report back. This was an area that needed to be looked at.
- In response to a question about the costs of the scrutiny process, he confirmed that there was no dedicated scrutiny budget but officers would



be able to provide a written response giving more details on the time spent on scrutiny if required.

In the debate that followed, Councillor Regan, speaking as a chair of a scrutiny task group, said that she had found it a very rewarding experience and commended the excellent support from officers that the task group had received. She also highlighted the valuable involvement of the Cabinet Member Sustainability, Councillor Roger Whyborn, who had attended a meeting of the scrutiny task group on allotments to give his views and had responded to the recommendations in the report. She hoped other members would bring up items for potential scrutiny.

Similarly Councillor Hall, as chair of two scrutiny task groups, praised the work of the members and the excellent support they had received from officers. She also welcomed the timely involvement of the Cabinet Member in the grass verge cutting scrutiny. The Events scrutiny task group had been stressful and challenging but she was pleased that it had achieved a positive outcome and the Cabinet Member, Housing and Safety had supported its recommendations.

Councillor Sudbury as vice-chair of the O&S committee highlighted the positive achievements of the scrutiny task groups but emphasised that the time commitment from members was higher than that required in attending the previous O&S committees. She felt that the two challenges for scrutiny going forward were engaging Cabinet and encouraging members to participate. There was a need to look at how Cabinet and O&S worked together and the need for protocols to be clearly set out. She felt that Cabinet Members should attend O&S meetings to brief members. She also supported removing the differentiation between Cabinet Member working groups and scrutiny task groups and making them all report back to O&S.

Another member suggested that it was useful for the Cabinet Member to attend the initial scoping meeting for a new scrutiny task group as they would be able to advise on any current work relevant to the task group. Their involvement nearing the end of the review was also helpful to ensure that there were no surprises when the task report came to Cabinet for consideration of the recommendations. He acknowledged that there could be difficulties if members of a Cabinet Member working group were then asked to scrutinise the policy they had helped to develop but he felt these could be overcome if the roles were clearly defined at the start. Regarding the skills audit, he suggested that this could be used to issue a personal invite to a member to join a scrutiny task group and this could have more success than a global invite to all members. He highlighted the importance of joint overview and scrutiny with other districts and partnerships, particularly where those partnerships may have access to funding such as Local Enterprise Partnerships.

A member highlighted the importance of engaging the public in the scrutiny process and getting community groups to highlight issues.

The Leader of the Council congratulated the chair on a very good report. He advised that Cabinet had tried to address the issue of provision of information to members through a range of member seminars on important issues. He was more than happy to attend scrutiny meetings and had recently attended a meeting of the budget scrutiny working group to set out his vision for the

Council moving forward. One of the difficulties for Cabinet had been supporting some of the recommendations arising from the scrutiny task groups when they were not directly linked with priorities in the corporate strategy. An example of this had been the recommendations arising from the scrutiny task group looking at the sex trade. He did not agree with Councillor Smith that policy development should be handed over to scrutiny task groups. He pointed out that it was the Cabinet Member who would ultimately take a report to Cabinet for approval and therefore they must be involved in the development of policy and happy with the outcome. He was happy to have further conversations with scrutiny on this matter to find a suitable solution.

Another member thought it was a very good annual report from scrutiny and there had been some excellent work done by the scrutiny task groups which he hoped would generate further interest in scrutiny. He highlighted the importance of regular follow up of scrutiny recommendations to review what progress had been made on their implementation. He also suggested a number of topics for scrutiny including bereavement services, the nursery, car parking and enforcement, CBH, the council's obligations to young people, HR and appraisals and the policies for the winter workforce.

In responding to the points made in the debate, Councillor Smith was still disappointed that members who had not contributed to the scrutiny process had not spoken up in the debate. He urged them to think about it more deeply and come back to O&S with their views. He was still of the view that the O&S committee meeting was not a suitable place for Cabinet Member briefings. If all members of Cabinet were to attend this could require a three-hour meeting on a regular basis and if they were to have one Cabinet member to each meeting it would take a whole year to get through the cycle.

He thanked members for their comments and it would now be for the O&S committee to work with members to take scrutiny forward and build on what had already been achieved. He looked forward to reporting on their success in a year's time when the second annual report was presented to Council.

**Resolved that the Council the Annual Report of Overview and Scrutiny be noted.**

**11. FINANCIAL OUTTURN 2012/13 AND QUARTERLY BUDGET MONITORING REPORT TO END OF MAY 2013**

The item was introduced by Councillor John Rawson, Cabinet Member Finance. The report highlighted the Council's financial performance for the previous year which set out the General Fund and Housing Revenue Account (HRA) revenue and capital outturn position for 2012/13. The information contained in the report had been used to prepare the Council's Statement of Accounts for 2012/13.

The Cabinet Member Finance explained that the Financial Outturn report had been put together in difficult circumstances with unprecedented levels of cuts in Government funding. He indicated that the council had managed its resources well and delivered services slightly within budget, leaving a budget saving of £201,000 in 2012/13. He was proposing that this was added to the General Reserve. In addition £186,000 had been set aside to provide a safety net against possible future fluctuation in business rates income, following the

localisation of business rates.

Where budgets were committed or still needed to be spent on the items for which they were budgeted, the Section 151 officer had delegated power to carry them forward. Other carry forward items required member approval were set out in the report and he highlighted two of these.

He proposed that £10,000 should be carried forward from the Town Hall underspend mainly to fund initial costings and designs for the Town Hall redevelopment scheme. This was a hugely important project which had the potential to increase the council's income as well as giving Cheltenham a Town Hall fit for the 21st century.

He was also proposing that £170,000 of the substantial Ubico underspend should be reinvested in Ubico, to fund new vehicles and technology, to assist in rationalisation, and to train staff. This would result in a better and more efficient service for the people of Cheltenham.

The Council received £100,000 of funding from the High Street Innovation fund. This had paid for retail skills workshops for local businesses as well as enabling the continuation of the business rates discount scheme. However, take up of the scheme had been lower than expected. Therefore, there was a plan to reallocate some funds to other services. For example, £15,000 would be spent on funding consultation with the business community regarding the possibility of setting up a Business Improvement District and £24,000 was to be spent on new equipment for the pedestrianised area of the town centre to make it cleaner and more welcoming for businesses, tourists and shoppers.

The Cabinet Member Finance informed members that the investment that Cheltenham Borough Council had put in to Gloucestershire Airport had seen a disappointing return. Gloucestershire City Council and Cheltenham Borough Council had each provided a temporary lending facility of £350k which had been provided to support the extension of the runway. They had not seen a return on investment and the airport could not afford to repay the loan in the original timeline set. He also indicated that Cheltenham and Gloucester councils would not be receiving any dividend this year, though to be fair this was as a result of the pension deficit which is outside the control of the airport. It was also important to recognise that the airport was being supported financially by the councils that own it, because it draws rents from sub-letting airport land, some of which would otherwise come to the council. All this meant that the airport was currently delivering a very poor return on investment to Cheltenham and Gloucester councils, and he felt it was important for the council to take a long, hard look at the airport's performance.

The Treasury Management Panel had considered the matter and decided that the loan should be reviewed annually and the Cabinet Member felt this was appropriate as council tax payers should not be expected to support the airport financially.

He referred members to Appendix 4 which demonstrated the 2013/14 budget and showed that in 2015 there will be a 10% cut in funding across the whole of the local authority. There had been £5 million of savings made by the council since 2010. A third of a million of new savings had already been identified

towards bridging next year's budget gap and the council would need to consider radical changes in order to bridge the remaining gap. This would be partially achieved through new technology and accommodation.

He advised Members that the authority along with four others in Gloucestershire and Oxfordshire were pursuing a joint bid to the Government for Transformation Challenge Award funding. The application would be for £1.5 million of investment with a view to achieving £4 million a year of savings across the five councils by the end of year 5.

He concluded that it was an encouraging report which demonstrated the council's sound financial management. It demonstrated how much had been achieved in cutting costs but also set out clearly the work still to be done. He thanked officers, including the Senior Leadership Team, for their help and guidance.

It was agreed that recommendation five – which reads 'Approve the revision of the Treasury Management policy to reflect the revised borrowing facility to support the airport' would have the words 'subject to annual review' added to it.

A Member made reference to the disabled facilities grant which was referred to in appendix 3 of the report on page 107. This outlined that there was a budget of £81,000, but adjustments were made which brought the total to £107,354. The councillor asked why there had been an overspend of £37,000. The Finance Officer stated that the £81,000 had come from staffing budgets to administer the disabled facilities. The 2012/13 expenditure on disabled facilities had been £416,000 of which £350,000 had come from government grants. The Finance Officer referred members to Appendix 11 which demonstrated that the disabled facilities grant was part of the capital programme.

Councillor Harman, as the chair of the Treasury Management Panel, told Members that the addition to recommendation five was sound and that it sent a strong message to the airport.

A Member suggested that they should be careful regarding what they said and did regarding Gloucestershire Airport. In his view it may be better to have an airport and the greenbelt land around it rather than have houses built on the land. He also made reference to the amount of highly skilled jobs at the airport and its contribution to the local economy.

The Leader of the Council, reminded Council that the loan to the airport would be under annual review as this had been a Treasury Management Panel recommendation. He said that a report into the airport, initiated by Gloucester City Council, would be available shortly and this council would review the report with interest and respond accordingly.

Councillor Rowena Hay, Corporate Member Leisure and Culture, commented on the HRA supporting people grant and said that people who found it difficult to support themselves had received £5,000 in support. She said that Cheltenham Borough Homes were working well to support this scheme.

The Cabinet Member Finance thanked the Treasury Management Panel for their work during the year. Responding to the comments made relating to the

airport, he reiterated that the council were not thinking of closing the airport, but the council did need to review its position as a shareholder. He could distribute more information to members on this matter if required.

Upon a vote it was unanimously,

**RESOLVED that the following recommendations be approved:**

1. **Receive the financial outturn performance position for the General Fund, summarised at Appendix 2, and note that services have been delivered within the revised budget for 2012/13 resulting in a saving (after carry forward requests) of £201,801.**
2. **a) Approve £216,400 of carry forward requests (requiring member approval) at Appendix 6.  
b) Approve the transfer of the budget saving £201,801 to general fund balances.**
3. **Note the updated MTFS and budget strategy at Appendix 4.**
4. **Note the treasury management outturn at Appendix 8 and approve the actual 2012/13 prudential and treasury indicators.**
5. **Approve the revision to the Treasury Management policy to reflect the revised borrowing facility to support the airport (Appendix 9) subject to annual review.**
6. **Approve the amendments to financial rule 19 in respect of write-off limits as set out in Appendix 15 (section 7).**
7. **Approve the High Street Innovation Fund reallocation (section 8).**
8. **Note the capital programme outturn position as detailed in Appendix 11 and approve the carry forward of unspent budgets into 2013/14 (section 10).**
9. **Note the position in respect of section 106 agreements and partnership funding agreements at Appendix 12 (section 11).**
10. **Note the outturn position in respect of collection rates for council tax and non domestic rates for 2012/13 in Appendix 13 (section 12).**
11. **Note the outturn position in respect of collection rates for sundry debts for 2012/13 in Appendix 14 (section 13).**
12. **Receive the financial outturn performance position for the Housing Revenue Account for 2012/13 in Appendices 16 to 17 (section 14).**
13. **Note the budget monitoring position to the end of May 2013 (section 15).**

**12. IMPERIAL GARDENS-REINSTATEMENT OF HISTORIC RAILINGS**

The item was introduced by Councillor McKinlay, Cabinet Member Built Environment as Councillor Whyborn, Cabinet Member Sustainability was not in attendance at the meeting and had given his apologies. The report highlighted that the Friends of Imperial Square Heritage and Conservation (FISHAC) had started to raise the substantial funds required to restore the historic railings to Imperial Gardens. The intention was that Cheltenham Borough Council would then procure and subsequently deliver the works, in three phases. In order for the project to progress to its construction phases it was a requirement that FISHAC entered into a legal agreement with Cheltenham Borough Council which would require funding raised by them to be provided to the Authority.

The Cabinet Member Built Environment stated that the report was not about the design or whether there should be any railings. He said that the purpose of the report to Council was to help Members decide whether to allocate a budget for external funding. This was necessary due to the amount involved and it was therefore, effectively, an emergency item. If passed, the Council would enter into a procurement phase and may have to pay out some of the money before the money is received from FISHAC.

A Member asked about the phasing of the works and questioned whether the payments would also be in three separate phases. The Cabinet Member Built Environment responded that this was detail still to be worked out. He said the work would only be carried out if the money was raised and that money wouldn't be spent unless there was a guarantee that the money would be received.

One Member suggested there could be a risk that only half the park was completed if the remaining funds could not be raised.

Another Member thanked Councillor McKinlay for the report and urged him to give the project his support.

A Member stated that he could not support the recommendation as felt the decision to install railings around an open space such as Imperial Gardens was the wrong one to take. They acted as a barrier to the gardens and ruined the vista. He suggested that it was a good thing that this had taken a year to get through planning as there had been a debate to be had. He said that in Victorian times the railings had been there to help keep undesirables out, however this was not the approach that should be taken in the 21<sup>st</sup> century. There was also the potential that people may get their head or limbs stuck in between the railings as the width between each bar is quite large. He told members that he was pleased that the height of the railings had been altered, but stated that 'we could sleep walk into changing the nature of our best gardens'.

Another Member informed the meeting that getting an agreement from Council was important to FISHAC as it meant they could go forward and get funding from charitable bodies.

One Member expressed the benefits of the railings – they helped keep children safe within boundaries and they mean that people would use the designated paths and were less likely to run out on to the roads. Flowers could also be placed in the corners of the park, where at present people may walk on them.

The Cabinet Member Built Environment summed up the debate. He said that how the railings changed the park – either positively or negatively, was a matter of opinion. The Friends of Imperial Gardens would however be given a boost if the resolution were to be passed by Council. He said that a decision should be made in order to allow the project to progress.

Upon a vote it was:

**RESOLVED that the budget for the project and the budget for the external funding within the Authority's capital programme be allocated.**

Voting: CARRIED with 2 abstentions.

- 13. NOTICES OF MOTION**  
No notices of motion had been received.
- 14. TO RECEIVE PETITIONS**  
None received.
- 15. ANY OTHER ITEM THE MAYOR DETERMINES AS URGENT AND WHICH REQUIRES A DECISION**  
There were no urgent items for discussion.

Wendy Flynn  
**Chair**

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## Gloucester, Cheltenham and Tewkesbury Joint Core Strategy - draft for public consultation

### REPORT OF THE LEADER

<b>Accountable member</b>	<b>Councillor Jordan – Leader</b>
<b>Accountable officer</b>	<b>Tracey Crews – Head of Planning</b>
<b>Ward(s) affected</b>	<b>All</b>
<b>Executive summary</b>	<p>The Joint Core Strategy (JCS) is the strategic plan being prepared to provide a framework for development in Gloucester, Cheltenham and Tewkesbury to 2031. This report summarises the draft JCS and seeks Council approval to publish the document for public consultation.</p> <p>Subject to the approval of the JCS for public consultation, the outcome will be reported back to Council together with the draft Pre-Submission version of the plan for further consultation and prior to formal submission to the Secretary of State and an examination in public. Examination of the plan will be independently overseen by the planning inspectorate (PINS).</p> <p><i>Note to members: A hard copy of the draft JCS was provided to all members via pigeon holes Friday 23 August <u>PLEASE BRING THIS COPY TO THE COUNCIL MEETING</u></i></p>
<b>Recommendations</b>	<ol style="list-style-type: none"> <li><b>1. Approves for public consultation the draft Joint Core Strategy, set out in Appendix 1;</b></li> <li><b>2. Delegates authority to Chief Executives in consultation with the Lead Member and the JCS Member Steering Group, to make any necessary minor amendments as considered appropriate by the three JCS Councils prior to publication.</b></li> </ol>

<p><b>Financial implications</b></p>	<p>Gloucester, Cheltenham and Tewkesbury councils contribute approximately £60,000 annually to support delivery of the JCS. The JCS reserve had a balance of £195,500 carried over from 2012/13 to support the current and future funding of the joint working arrangements, including completion of the evidence base and future contribution to meeting costs of an independent examination. This will continue to be reviewed and monitored to ensure sufficient resources are available to complete key pieces of work, carry out the necessary consultation and adequately resource examination procedures.</p> <p>Additional costs will arise from the testing of the JCS via an examination in public. Indicative costs are being assessed, but as the three JCS councils will share the costs of a single examination, substantial cost savings will be achieved compared to the option of individual local plans.</p> <p>The draft JCS is being considered by all 3 authorities. Should the recommendations be accepted, there will be no financial implications associated with this report, given that the JCS is being prepared from within existing budgets. Each Council has contributed an equal amount annually towards its production and the council has a reserve available totalling £195,500 as of 1/4/2013 which is available to support the JCS. This reserve amount will increase by £180,000 for 2013/14 less expenditure/commitments.</p> <p>Should the recommendations of this report not be accepted by the Council, there is likely to be a considerable delay in the production of the draft JCS. This could also result in work on the JCS being suspended and there will be an increased risk of speculative planning applications for all three JCS authorities in advance of the development plan process.</p> <p>It is also important that the JCS progresses quickly in order to progress the associated Infrastructure Delivery Plan and any Community Infrastructure Levy preparatory work. A delay in agreeing the JCS may result in difficulties in defending inappropriate development, which may lead to the need to incur significant expenditure on defending refusal decisions at appeal and potentially, to judicially challenge decisions made by the PINS.</p> <p>The JCS budget is monitored by Cross Boundary Programme Board.</p> <p><b>Contact officer: Mark Sheldon, <a href="mailto:mark.sheldon@cheltenham.gov.uk">mark.sheldon@cheltenham.gov.uk</a>, 01242 264123</b></p>
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<p><b>Legal implications</b></p>	<p>The draft JCS is produced for consultation as the key document in the Council's development plan. Local authorities are required by law to prepare a development plan for their administrative area and the process for doing that is governed by statute. The regulations require local authorities to notify and invite comments from a range of specified persons and organisations.</p> <p>The JCS forms part of the Council's statutory emerging development plan and it is essential to have a "plan led" system if the planning process is to deliver sustainable growth. In the absence of an up to date JCS and supporting Local Plan, local authorities are vulnerable to challenge when they are unable to produce a robust 5 year housing land supply (HLS).</p> <p>In the absence of a 5 year HLS, local authorities are having imposed upon them by decision of the Secretary of State, planning permissions which need not necessarily comply with the current or emerging Local Plan or any of the emerging strategic policies within the JCS. It is therefore essential that Local Plans and the JCS are progressed expeditiously if the threat of adverse planning decisions being forced upon JCS partners is to be avoided.</p> <p>Section 33A of the Planning and Compulsory Purchase Act 2004 (as inserted by the s110 of the Localism Act 2011) ("s33A") provides that local planning authorities must co-operate with other local planning authorities in maximising the effectiveness with which activities such as the preparation of local plan/development plan documents are undertaken so far as they relate to strategic matters. This 'duty to cooperate' requires the local authority to engage constructively, actively and on an ongoing basis in any process by means of which activities such as the preparation of local plan/development plan documents are undertaken.</p> <p>If the person appointed to carry out the independent examination considers that the local planning authority has not complied with its duty under s33A in relation to the preparation of a local plan/development plan document the person can neither recommend adoption nor modifications and in such cases, the local planning authority cannot then adopt the local plan/ development plan document.</p> <p><b>Contact officer: Cheryl Lester, Cheryl.lester@tewkesbury.gov.uk, 01684 27 2693</b></p>
<p><b>HR implications (including learning and organisational development)</b></p>	<p>There are no staffing or Trade Union implications.</p> <p><b>Contact officer: Sarah Flury, sarah.flury@cheltenham.gov.uk, 01242 777249</b></p>

<p><b>Key risks</b></p>	<p>Failure to progress a Core Strategy that identifies future strategic development requirements for the area and strategic locations where these requirements can be accommodated will result in a policy vacuum, increasing the risk of ad hoc development proposals being submitted and potentially, to decisions being secured by appeal.</p> <p>The absence of a JCS could result in an uncoordinated approach to development, leading to inappropriate and incremental development being allowed on appeal that does not take account of cross boundary implications and requirements for supporting infrastructure, with the potential for adverse environmental impacts. There are applications already submitted relating to strategic sites identified by the draft JCS and other major applications pending. It is therefore critical that progress is made on agreeing the draft strategy. Any delay in progressing the JCS to submission and examination increases the risk of inappropriate development. It is equally critical that the each Council can demonstrate a five year supply of deliverable land for housing development, without which the JCS policies for the supply of housing will not be considered to be up to date.</p>
<p><b>Environmental/Social/Equality Implications</b></p>	<p>The JCS must go through a sustainability appraisal process and Habitats Regulation Assessment (HRA) which considers the environmental, social and economic outputs of the Plan and ensures that development meets the needs of both present and future generations. The Sustainability Appraisal supporting the draft JCS (available to view on the JCS website at <a href="http://www.gct-jcs.org">www.gct-jcs.org</a> ) encompasses Strategic Environmental Assessment as required by EU Directive (2001/42/EC). In addition HRA has been undertaken as required under the European Directive 92/43/EEC on the "conservation of natural habitats and wild fauna and flora for plans" that may have an impact on European (Natura 2000) Sites.</p> <p>The submission version of the Plan will be accompanied by a full range of assessments which will address equalities and other issues.</p>

## 1. INTRODUCTION

- 1.1 All local authorities are under a statutory obligation to prepare a development plan. Gloucester, Cheltenham and Tewkesbury Councils agreed in 2008 to prepare a JCS covering the entirety of the administrative areas of each of the districts, which would consider and plan for future strategic development needs up until 2031.
- 1.2 Many of the characteristics and the issues which the area faces, such as flooding, outstanding landscape and the need to plan for sufficient development to provide jobs and housing for future residents are common across the JCS area. There are strong functional, economic, infrastructure, policy and cross boundary relationships which mean that working together on a JCS makes good planning sense. The JCS is based on collaborative research into the three authority areas' characteristics, relationships (with each other and adjoining areas), past trends and future predictions. This information forms part of the evidence base for the plan which can be viewed on the JCS website ([www.gct-jcs.org](http://www.gct-jcs.org)).
- 1.3 The JCS is just one part of the development plan for the three local planning authorities; it identifies the strategic development requirements, as well as providing a framework for the preparation of district local plans for the three Councils and for local communities preparing neighbourhood plans.
- 1.4 Following the formal removal of both the South West Regional Spatial Strategy and the Structure Plan earlier in 2013, the JCS will provide the strategic development framework for the area to 2031. The Government objective of the removal of this strategic layer of plan making was to decentralise as much power as possible to local level decision making. These major changes to the planning system have been supplemented by the removal of the suite of National Planning Policy Statements and Guidance and through the adoption of the National Planning Policy Framework (NPPF).
- 1.5 Decision making on how we meet our long term strategic needs for housing, employment, retail, community facilities, open spaces etc. now rests with district planning authorities. This is a major step change together with a more proactive and enabling stance adopted by the NPPF, which requires local authorities to take ownership of strategic planning decision making, shaping the lives of existing and future communities. The significance of the decision of identifying long-term development needs cannot be underestimated. Across the JCS area, a balance needs to be struck between meeting long-term development needs, enabling economic growth and managing the impacts of incursion into the green belt and wider countryside.
- 1.6 We have now reached an important stage in the preparation of the Gloucester, Cheltenham and Tewkesbury JCS. We have for consideration a draft strategy which the three JCS authorities are each required to consider and approve for public consultation. A wide ranging evidence base has been developed which supports the draft JCS and this, together with public consultation, work with stakeholders and the programme framework of the JCS, has enabled the three authorities to present a detailed plan which sets out a clear spatial strategy together with a suite of associated strategic development management policies.
- 1.7 Earlier consultation stages were held in November 2009/February 2010 on 'Key Issues and Questions', and December 2011/February 2012 on 'Developing the Preferred Option'. This stage is a non-regulatory stage in advance of the pre-submission version. This provides the opportunity for the JCS councils to set out a draft plan and test this through public consultation in advance of the next statutory stage scheduled for Spring 2014. It should therefore be regarded as the Councils' current strategy to accommodate the strategic development needs of the area.

## Previous consultations

- 1.8** The Draft JCS builds on previous consultations and sets out the joint proposals of the 3 Councils for strategic development for delivering housing and employment and other strategic requirements. Comments received to date have been informative and wide ranging. A report on the previous consultation will be published alongside the consultation document and this, together with all response reports can be viewed via the JCS website ([www.gct-jcs.org](http://www.gct-jcs.org)).
- 1.9** Key issues arising to date include:-
- the uncertainty inherent in projecting forward future demographic trends, household formation rates and housing requirements, especially given the 20 year timescale involved
  - significant opposition to development within the green belt
  - the need for more affordable housing, including provision within rural areas
  - concerns about the loss of agricultural land and food production
  - concerns about the potential impact on wildlife and the effect development would have on flora and fauna
  - the importance of the historic environment
  - the need to avoid 'off the peg' housing developments which do not relate well to the character of communities
  - the need to give sufficient weight to climate change and sustainable development
  - concerns that the strategy is too housing led, with not enough focus on providing for the employment needs of the area.
  - concerns about a potential mismatch between the number of new dwellings proposed and new jobs proposed
  - the need to prioritise and protect the environment
  - a wish to see land of least environmental impact developed first, in line with the NPPF. Land designated as Area of Outstanding Natural Beauty (AONB) or a Special Landscape Area (SLA) should be protected and preserved for future generations
  - concerns about the potential for an increase in flood risk
  - the need to limit development because of its perceived negative impact on the capacity and/or quality of existing infrastructure
  - the inadequacy of parts of the highway network, both currently and to deal with the scale of proposed development
  - that villages would welcome some development so that their services can continue to function and flourish.
- 1.10** On 5<sup>th</sup> August 2013, Leckhampton with Warden Hill Parish Council submitted a concept plan for the area of Leckhampton. This has been circulated to councillors for information, with a printed copy made available in the Members' Room. The concept plan includes detailed information and as such will be treated as an early representation to the consultation on the draft JCS and considered alongside other representations received.
- 1.11** Comments received throughout the JCS process to date have proved valuable in developing the draft JCS, assisting in understanding the issues relating to topics such as flooding and climate change and specific issues, some of which are unique to individual communities and localities.
- 1.12** The draft JCS now being considered will not fully meet the aspirations of many individuals and groups who have commented on the strategy as it has emerged, particularly those who want development to be limited to primarily brownfield sites and within existing urban areas. The three Councils in both preparing the draft JCS and in considering the strategy for the purposes of consultation have had to consider difficult issues which need to be balanced. These include delivering a step change in market and affordable housing; creating the right environment for a prosperous economy and creating places and spaces which have a positive impact on the quality of the environment and the quality of life and well being of residents, workers and visitors to the Borough.

- 1.13** It is clear from the previous consultation to date, that many people have concerns about proposed housing growth and the potential implications for the development of greenfield sites, both within the existing urban areas and outside urban boundaries, together with the effect upon existing communities. These are all important considerations and concerns; therefore, in developing the JCS, consideration has first been given to meeting housing need within and adjoining existing urban areas and through existing planning permissions and only then through the provision of housing in the more rural parts of Tewkesbury Borough. However, the identified level of need for new development outstrips the capacity of the existing development sites which are available, so urban extensions are being proposed to form a key part of the spatial strategy of the JCS; this will necessitate a number of changes to the green belt.

### **What is the Draft Joint Core Strategy?**

- 1.14** Once approved by each of the three Councils, the draft JCS will be published for public consultation (from 15 October 2013 until 26 November 2013). Responses will then be used to inform the Pre-Submission version of the plan to be considered by the three Councils in March/April 2014 and then published again for consultation before the final version of the JCS is submitted to the Secretary of State for independent examination in autumn 2014.
- 1.15** The publication of the draft JCS for public consultation is a key step in the JCS programme. This version of the document, whilst still a draft version of the plan, sets out a clear direction of travel for meeting the long-term development needs of the JCS area. Officers are of the view that the JCS as drafted responds positively to the growth agenda of the NPPF, whilst recognising the physical and environmental limitations of the JCS area. Careful consideration has been given to the soundness of the plan, informed through the JCS Programme Board and Member Steering Group and informal discussions with the Planning Advisory Service and PINS. Once published, the draft JCS will have a degree of weight as part of the development plan; whilst limited at this time in recognition of the stage of plan preparation, this weight will increase after public consultation and as the JCS moves through the next stages.

## **2. SUMMARY: DRAFT JOINT CORE STRATEGY**

- 2.1** The draft JCS has been subdivided into 6 main sections:-
1. Vision and Objectives.
  2. Strategic Policies
  3. Core Policies
  4. Strategic Allocation Policies
  5. Delivery Policies
  6. Monitoring & Review
- 2.2** Much work has been done to establish the vision and objectives of the draft JCS, tested against comments received from stakeholders and wider public consultation and informed by the JCS Cross Boundary Programme Board and Member Steering Group together with Cheltenham's Planning and Liaison Scrutiny Task Group. The vision and objectives together with the evidence base helped to establish the spatial strategy, which developed the principle of accommodating need close to where it arises, focussing upon the urban areas of Gloucester and Cheltenham, being respectful of environmental limits and creating a balance between housing and employment.
- 2.3** The biggest challenge for the JCS has been establishing the Objectively Assessed Need (OAN) for housing as required by the NPPF. The OAN for the JCS has been independently considered by consultants Nathaniel Lichfield and Partners and Cambridge Centre for Housing and Planning Research. The evidence concludes that the OAN up until 2031 for the JCS area is in the range of 33,200 – 37,400 dwellings. It was important in establishing the OAN that sight was not lost of the need to bring forward sustainable economic growth. The draft JCS aligns with the employment needs arising in the economy and the emerging strategy of the Gloucestershire Local Enterprise Partnership and anticipates a future economic upturn, recognising the cyclical nature of growth

and recession, together with a response to changing rates of household formation.

- 2.4** There are inevitably significant uncertainties when planning for a 20 year period. It is therefore important that the JCS has flexibility to respond to change and that the strategy is reviewed periodically. The higher end of the OAN is 37,400 new homes. This would assume a full economic recovery and return to past trends of household formation during the plan period, whereas the lower end of the OAN is 33,200 new homes and assumes a partial return to trend. The lower end of the OAN has been selected as an appropriate policy response, with a commitment to monitoring and early review. This reflects the uncertainties of economic forecasting and the future. The OAN and the evidence which has helped the three councils establish the JCS housing requirement is subject to consultation.
- 2.5** Taking account of the evidence base, capacity of the JCS area to accommodate growth and the need to implement the requirements of the NPPF, the draft JCS proposes 33,200 new homes across the JCS area together with land to support at least 21,800 new jobs. This level of development will be delivered primarily through maximising the capacity of the urban areas, the development of a number of strategic urban extensions on the edges of Cheltenham and Gloucester together with strategic allocations at Ashchurch and development within the rural area of Tewkesbury.
- 2.6** Whilst the JCS will only allocate sites for strategic development, it will also establish a framework for the district and neighbourhood plans, to allow them to identify local requirements and potential sites for development.

### **An evidence-based plan**

- 2.7** To help understand the issues facing the JCS area, the councils have gathered a range of background information and technical evidence, both to support the development strategy and to ensure that it is deliverable. The JCS evidence base is available via the JCS website ([www.gct-jcs.org](http://www.gct-jcs.org)). A list of the evidence is provided below.

### **Housing**

- [Housing Evidence Review](#)
- [Gloucestershire Affordability Model - Outputs of Initial Testing of JCS Scenarios](#)
- [Strategic Housing Market Assessment \(SHMA\)](#)
- [Housing Background Paper](#)
- [Housing Needs Assessment](#)
- [Strategic Housing Land Availability Assessments \(SHLAA\)](#)
- [Settlement Audit](#)
- [Assessment of Housing Requirements](#)

### **Employment**

- [Employment Land Review](#)
- [Comparative Site Assessment \(CSA\) 2010](#)
- [Hotel Capacity Study](#)
- [Retail Study](#)

### **Infrastructure**

- [Central Severn Vale Transport Strategy \(CSVTS\)](#)
- [Strategic Infrastructure Delivery Plan \(SIDP\)](#)
- [Green Infrastructure Study](#)



- Renewable Energy Study

#### Natural Environment

- Green Belt Assessment
- Habitats Regulations Assessment - Screening Report
- Landscape Assessment
- Strategic Flood Risk Assessment (SFRA) Level 1 & Level 2

#### Broad locations

- Broad Locations Report - Oct 2011
- Urban Extension Definition Study

#### Minerals and Waste

- Gloucestershire Waste Core Strategy

**2.8** Further work is underway or is being commissioned and includes:

- Infrastructure Delivery Plan
- Strategic Housing Market Assessment
- Transport Modeling
- Viability Assessment
- Historic Assessment

**2.9** Some of this work is still in preparation and as it is completed, will be used to inform the next stage of the plan. It should be noted that depending on the outcomes of the evidence studies, together with analysis of representations received through public consultation further refinements to the JCS strategy and its policies may be required.

#### Member/officer engagement

**2.10** When the three Councils formed the JCS partnership in 2008 a programme structure was agreed. Two elements of the programme structure have been fundamental in driving the programme forward:-

**2.11** **Cross Boundary Programme Board (CBPB)** – CBPB is the key officer group which has provided strategic input to the JCS process, monitoring the programme to ensure delivery of JCS objectives and where required escalating issues to Members and local authorities.

**2.12** **Member Steering Group (MSG)** – MSG is made up of Leaders (or their nominated representative) together with Leaders of the remaining political groups within each authority. MSG has guided the JCS and provided a key point of contact within each political group to enable dissemination of information across all parties and to all members. MSG is not a decision-making body, but the political lead for the whole cross boundary joint working process. The activities of MSG do not replace decision-making that takes place within each of the individual local authorities, but does inform the decision making processes at Council level. MSG has been chaired independently by Mr Jim Claydon, former President of the Royal Town Planning Institute (RTPI), member of the RTPI's General Assembly and Visiting Professor of Spatial Planning at the University of the West of England.

**2.13** In addition to the above, engagement has been ongoing across wider officer/member groups within each authority. For Cheltenham this has included:-

- Planning and Liaison Scrutiny Task Group – Regular meetings to help steer the JCS, provide scrutiny to the process and in respect of specific strands of work (e.g. consideration of household formation) provide detailed scrutiny and assessment; and support to the plan preparation process.

- Member seminars – To inform members on details and progress of the JCS and gain feedback to help inform input to the drafting process.
- 1-2-1 with members – Regular meetings with the Leader of the Council and with individual councillors upon request.
- Engagement with relevant officers/teams on the drafting of policies.

### **3. DUTY TO CO-OPERATE**

- 3.1** Local planning authorities now have a statutory duty to cooperate on plan-making and in addressing development requirements. The preparation of a joint plan recognises that those needs are not confined to administrative areas and presents an effective way of planning across boundaries. This duty also applies to other neighbouring authorities and authorities within the Housing Market Area. Whilst the draft JCS seeks to meet the needs of the JCS area, the extent of those needs and the constraints in meeting them pose difficult challenges for the longer term and discussions with neighbouring authorities about the best way to help meet those needs are now under way.
- 3.2** The Department for Communities and Local Government is publishing guidance on the Duty to Co-operate, along with other guidance on the plan preparation process. When available this will be reviewed and any implications for the pre-submission stage of the JCS will be assessed.

### **4. OTHER OPTIONS CONSIDERED**

- 4.1** Before reaching the current stage of the draft JCS, a range of alternative options have been considered and tested in terms of the overall strategy, strategic policies and strategic site allocations. The draft JCS has also been tested through the Sustainability Appraisal and through the Habitats Regulations Assessment process. These are outlined in the document.

### **5. CONSULTATION**

- 5.1** If approved by all three Councils for public consultation, the consultation document will be published on Tuesday 15 October for a period of 6 weeks consultation. A summary leaflet is also being prepared for wide distribution, supported by a media and publicity campaign and programme of consultation events across the plan area, with a particular focus on those areas adjoining proposed strategic allocations.
- 5.2** Whilst the JCS needs to be a document that will stand up to the scrutiny of a public independent examination and must be prepared in line with statutory regulations, it is equally important that it can be understood by the local community, so consultation and publicity material will be prepared in Plain English to avoid the use of planning jargon as far as reasonably possible.

### **6. NEXT STEPS**

#### **What happens next?**

- 6.1** Following consultation the three Councils will carefully consider all representations received and where appropriate, seek to resolve any objections. This will then be used to inform the Pre-Submission Plan before the final JCS is submitted to the Secretary of State for independent examination.
- 6.2** The timetable for the production of the plan can be viewed on the dedicated JCS website at [www.gct-jcs.org](http://www.gct-jcs.org). The timetable from this point onwards is as follows:

Draft Joint Core Strategy Consultation	Oct/Nov 2013
Pre-Submission	March 2014

Submission of the Joint Core Strategy	August 2014
Examination	October 2014
Adoption	December 2014

## 7. RELEVANT COUNCIL POLICIES/STRATEGIES

- 7.1 The JCS provides a comprehensive basis for reviewing existing land use, transportation, social, economic and environmental policy covering the Borough. It will address all of the Council's outward facing priorities and objectives.

## 8. RELEVANT GOVERNMENT POLICIES

- 8.1 The National Planning Policy Framework.

## 9. RELATED DECISIONS AND ANY OTHER RELEVANT FACTS

- 9.1 The three Councils agreed to prepare a Joint Core Strategy in July 2008, approved the 'Issues and Key Questions' document for public consultation in September 2009 and approved the 'Developing the Preferred Option' document for public consultation on October/November 2011. The three Councils also agreed to continue with the preparation of the JCS in December 2012.

## 10. REASONS FOR RECOMMENDATIONS

- 10.1 To agree the draft JCS for public consultation and to enable the Council and its partner authorities, to meet the timetable for preparation of the JCS.

<b>Report author</b>	<b>Contact officer: Tracey Crews, <a href="mailto:tracey.crews@cheltenham.gov.uk">tracey.crews@cheltenham.gov.uk</a>, 01242 264168</b>
<b>Appendices</b>	1. Draft Gloucester, Cheltenham & Tewkesbury Joint Core Strategy (Circulated to all members 23/08/2013 in hard copy)
<b>Background information</b>	All background information can be viewed via the JCS website at <a href="http://www.gct-jcs.org">www.gct-jcs.org</a>

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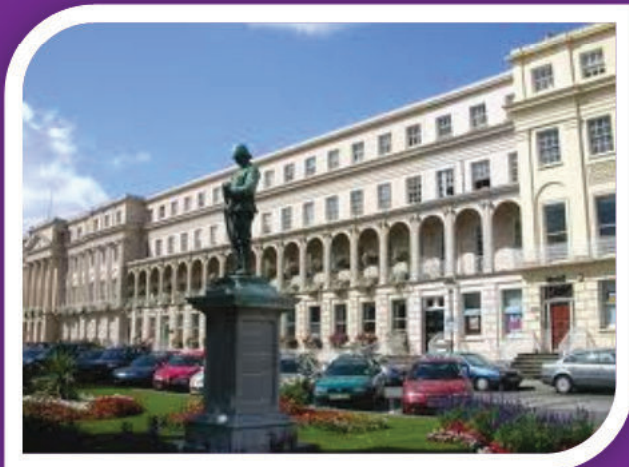
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# Joint Core Strategy

Gloucester • Cheltenham • Tewkesbury



**Draft  
for  
Consultation**



**October 2013**

If you, or someone you know cannot understand English and needs help with this information, or if you would like a large print, Braille, or audio version please call **01452 396396**.

## FOREWORD

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Welcome to our Draft Joint Core Strategy, which covers Cheltenham, Gloucester and Tewkesbury Borough.

The Joint Core Strategy (JCS) is a really important document because it sets out the identified need and location for housing and employment, and supporting infrastructure, in our areas up to 2031. Without a Joint Core Strategy, we significantly increase the risk of being unable to prevent or control ad hoc unplanned development occurring.

It makes sense for us to work together on a Joint Core Strategy, primarily because our communities share each other's town centres, leisure facilities and amenities - no matter what local authority area they live in. By working together we have been able to plan for the JCS area in a consistent way across the boundaries to benefit all.

This consultation document, which includes a summary giving a brief overview of what we are doing and why, has been prepared following extensive consultation and evidence gathering, which has been used to develop our preferred approach to development.

Our vision, which you can find on page 11, highlights just how important it is to us to ensure that Cheltenham, Gloucester and Tewkesbury Borough continue to develop as highly attractive and accessible places in which to live, work and socialise. Our draft strategy also puts forward really important supporting policies, which will help shape our future development, that cover issues such as flooding, affordable housing and green belt.

Please let us know what you think of our preferred strategy - the easiest way to make comments is directly on the consultation document online at [www.gct-jcs.org](http://www.gct-jcs.org).



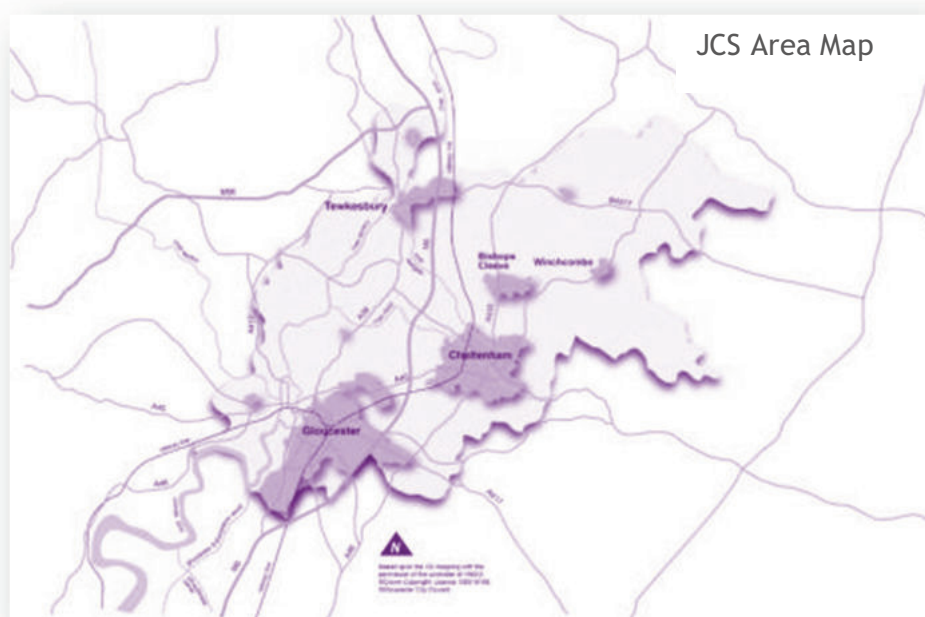
## EXECUTIVE SUMMARY

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### Executive Summary

#### What is the Joint Core Strategy?

The Joint Core Strategy (JCS) is a really important document that will affect everyone that lives and works in Gloucester City, Cheltenham Borough and Tewkesbury Borough. It sets out the identified need and location for employment and housing sites and associated infrastructure (such as roads, schools and community facilities) up to 2031.



To help shape this future development, the JCS sets out a long-term vision for the area together with policies relating to important issues such as flooding, green belt and affordable housing<sup>1</sup>. These policies are vital because they will essentially define what developers can and cannot do in the JCS area.

The strategy has been established using a range of evidence (which we call our 'evidence base'). This is a key point, because it means that our preferred approach to future development isn't based on our opinions, but is founded on impartial and independent consultants' reviews.

The JCS must also comply with national planning policy guidance set by the government and it must be based on local, statistical information such as population changes and economic forecasts.

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<sup>1</sup> Affordable housing is a term used to describe housing that has been developed for people who cannot afford open market rents or house prices.



### **Why do we need a Joint Core Strategy?**

All councils are legally required to have a planning strategy to guide future development, so we aren't alone. Without a strategy, there is a risk that ad hoc development will occur and we may not be able to prevent nor control this.

A strategy will help us to ensure development takes place in a planned way, protecting and enhancing our green infrastructure (such as parks and open spaces) and areas of landscape while meeting our long term development needs.



In addition, the Government has legislated that we must work closely when developing our planning strategy with our adjoining councils under the 'duty to cooperate'. Hence, the three councils agreed to work together to generate a common strategy.

### **What happened to my feedback from the last consultation?**

Following our last public consultation - Developing the Preferred Option which ended in February 2012, we have reviewed all the consultation comments and commissioned further important studies to help us reach our preferred option. We revisited:

- How many houses and jobs will be needed and where they should be built.
- How to reduce flooding risks.
- Where and when schools, health and community facilities, transport infrastructure and services would need to be provided to support the proposed development.

You can view all comments and our responses on our website [www.gct-jcs.org](http://www.gct-jcs.org)

### **What are we consulting on now?**

Based on all the latest information available, this latest consultation maps out, for the first time, our strategy for future development. This includes key locations that we have put forward as being suitable for meeting our employment and housing development needs.

Through this consultation, we want you to let us know what you think of our preferred distribution and location of new development.

To achieve this strategy, we have also set out a number of new policies (and updated old ones) and these form the structure of the document.

### **So what is the identified need?**

Following the last consultation, an independent housing assessment was carried out by consultants Cambridge Centre for Housing and Planning Research and Nathaniel

Lichfield and Partners. From this we were able to establish that we must plan for approximately 33,200 new homes across the JCS area up to 2031.

The same consultants also carried out an independent local employment assessment. Job growth and economic strength is critical to our area's future, and our strategy supports 21,800 new jobs up to 2031. To facilitate this economic growth, the strategy also earmarks 83 hectares of employment land.

The number of new homes and employment will continue to be monitored and a review will take place five years after the strategy is adopted by the three councils (which is scheduled for 2014) so that we are able to take into account the most up to date evidence available at the time.

We need to stress that if we do not plan for this identified housing need then our JCS is likely to be considered



'unsound' by the Government's examination inspector and we will be forced to go back and re-do our strategy.

### Where will the new development go?

We have reviewed what can currently be delivered within the urban areas, i.e. what is already planned, on- going regeneration, and this can support just over 55% of the identified need. Alternative options have then been considered in terms of where the remaining 45% of development should go.

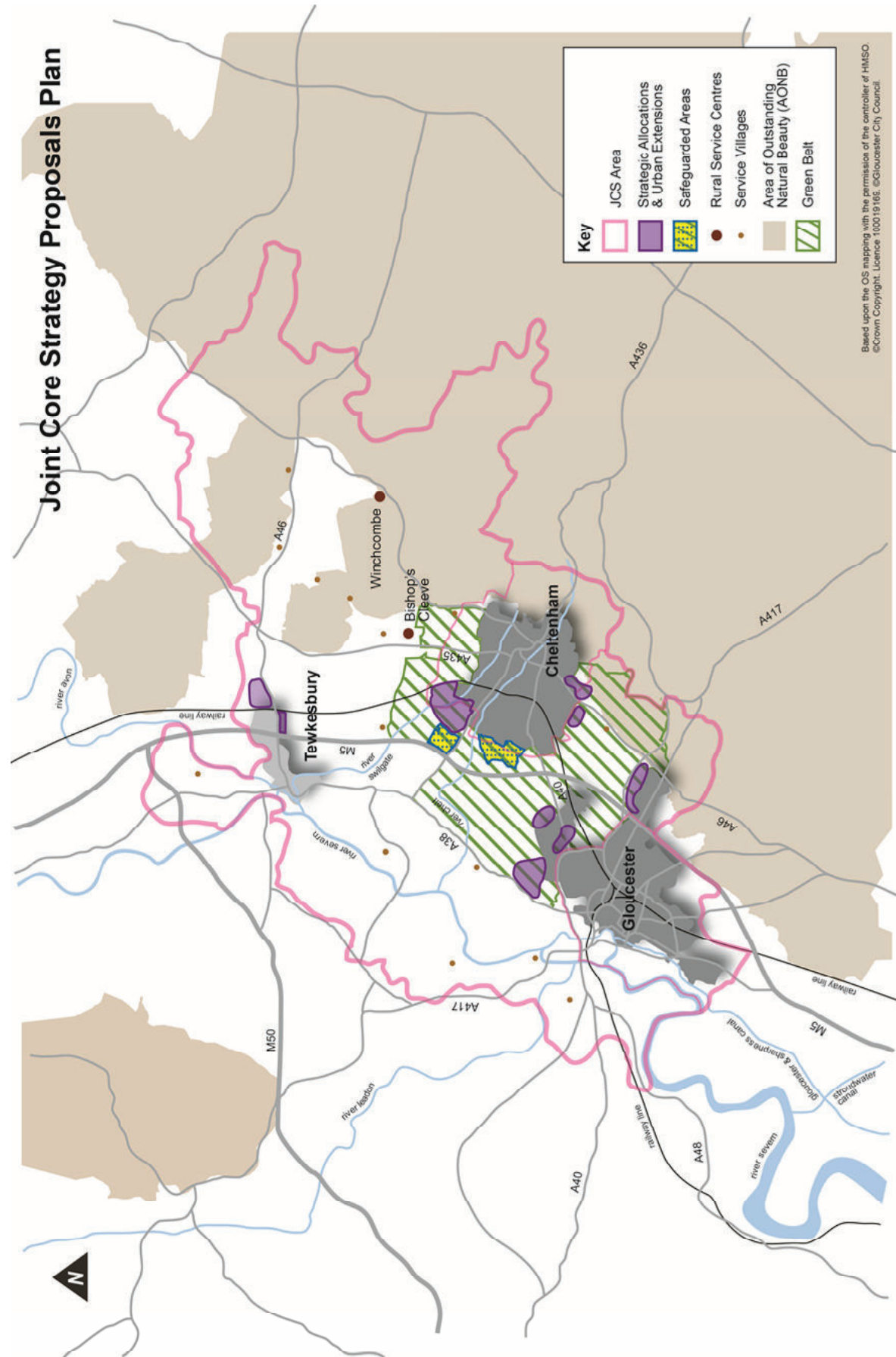
Our strategy is based upon meeting the identified need closest to where it is generated and as this is within Cheltenham and Gloucester, we propose to concentrate this development in and around these urban areas.

Two other options were considered. Firstly, a new town taking the majority of this development and secondly, to spread development across all settlements which would result in substantial growth of smaller villages and market towns. However, these two options were not progressed as they did not always meet the need where it is located, and would mean, for example, a significantly increased level of infrastructure - such as more roads to support the higher volume of travelling.

Tewkesbury town plays a smaller role within our proposed strategy due to restrictions from flooding and the more rural areas of Tewkesbury borough are planned to accommodate a lower amount of this new development of about 2,740 new houses, two thirds of which are already committed.

### How many houses at each site?

The following map and table give an overview of the location and number of houses for each site and the employment land if applicable. For details of each individual site, see chapter 5 'Allocation Policies' in the document.



ites	Number of proposed new dwellings	Employment land in hectares
Capacity through past delivery, commitments and potential City and Borough Plan Allocations on smaller sites		
Gloucester	7,654	
Cheltenham	4,400	
Tewkesbury Borough including housing development of 2,740 houses in the rural areas.	6,464	
<i>Total</i>	18,518	
<b>New sites - urban extension and strategic allocations</b>		
A.1 Innsworth and Twigworth	3075	9
A.2 North Churchdown	845	0
A.3 South Churchdown	639	17
A.4 North Brockworth	1548	0
A.5 North West Cheltenham	4829	23
A.6 South Cheltenham - Leckhampton	1075	0
A.7 South Cheltenham - Up Hatherley Way	795	0
A.8 Former MOD site strategic allocation	2125	20
A.9 Ashchurch strategic allocation	0	14
<i>Total</i>	14,931	
<b>TOTAL JCS AREA (this is just above the 33,200 need - however this is considered acceptable as allows some margin of change).</b>	<b>33,449</b>	<b>83 (rounded number)</b>

### Do you want to have your say?

While this consultation document sets out our preferred option, it is important for you to give us your feedback.

#### Questions:

- Q1. Do you think our strategy of focussing on urban extensions (i.e. development sites located around Gloucester and Cheltenham) is the correct one?
- Q2. Do you think that we have identified the right sites based upon the strategy mentioned in question Q1?
- Q3. If you don't think we have identified the right sites, which other areas/sites would you suggest and why?
- Q4. To deliver this strategy we have developed a set of policies (e.g. flooding and landscape) which are set out within the full consultation document. Do you have any changes you would like to see on any particular policy and why?

The document provides detail on the JCS vision, the objectives and all the supporting policies. It also gives further detail on how the housing and employment need figures were reached.



### How can you comment?

The easiest way is to make comments directly on the consultation document online at our web-site [www.gct-jcs.org](http://www.gct-jcs.org). Hard copies of the document will also be available in public libraries and the council offices. The website will give details of the consultation starting on Tuesday, 15<sup>th</sup> October and end six weeks later on Monday, 25<sup>th</sup> November 2013.





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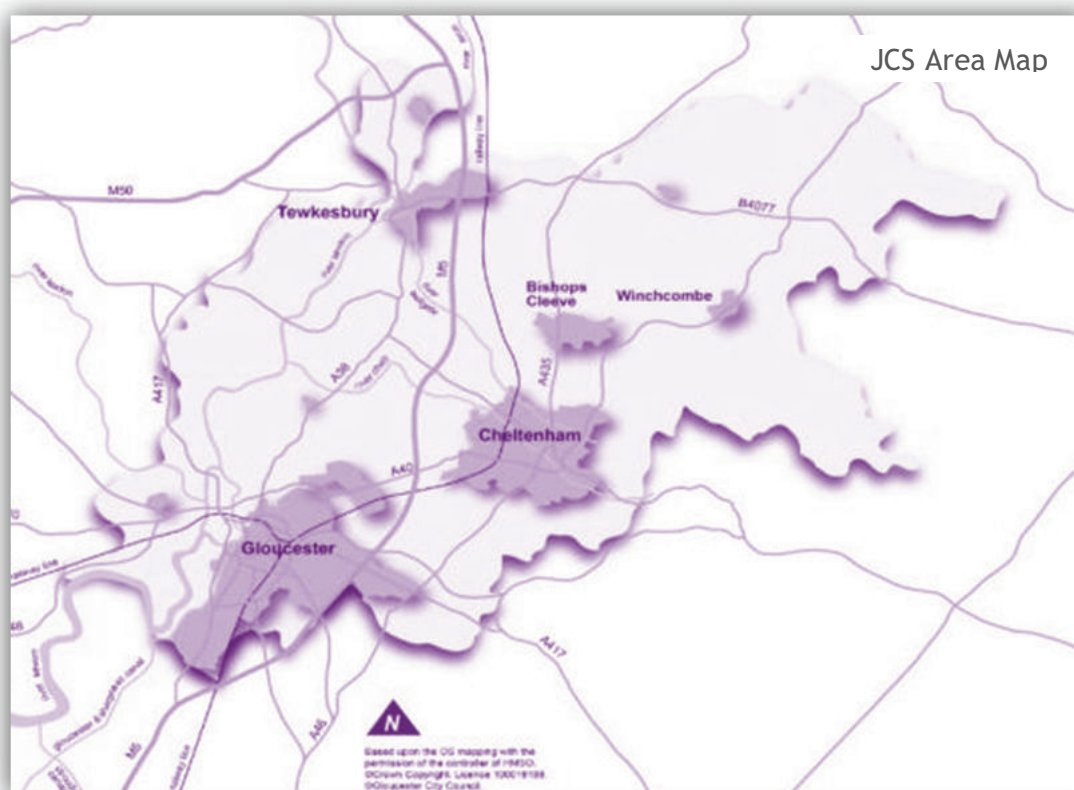
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## CHAPTER 1 - INTRODUCTION

- 1.1 The planning system exists to balance competing land use interests but its role is not to prescribe or prevent development. There have been many recent changes to the planning system which have changed the way in which we plan for the future development needs.

### What is the Joint Core Strategy?

- 1.2 The Joint Core Strategy (**JCS**) is an important part of the new development for the local authority areas of Gloucester City, Cheltenham Borough and Tewkesbury Borough and covers the area shown in the map below. As a planning document, which looks to reflect the priorities of residents, businesses, local service providers and other stakeholders, the JCS has also been prepared within the context of national policy requirement and the diverse local characteristics that make up the area.
- 1.3 It sets out the long term vision and objectives for the area together with strategic policies for shaping new development and broad locations for new development up to 2031. Together, these policies will help to provide a strategic planning framework for the JCS area, which will guide future planning decisions and help to achieve the overall vision for the area.



- 1.4 Whilst the JCS provides the higher level or **strategic** part of the **Local Plan** for the area, more detailed, locally specific planning policies will be set out in the *Gloucester City Plan*, *Cheltenham Plan* and *Tewkesbury Borough Plan*,

collectively called **District Plans**. These will include local allocations of land for development and local policies to guide decisions on planning applications. They also form part of the *Local Plan* and will need to reflect and be consistent with the policies in the JCS as set out in the diagram below. Together these documents make up the local plan for each authority.



- 1.5 The same applies to **neighbourhood plans**. Where a parish or other designated community wishes to prepare a neighbourhood plan for their area, it must be in general conformity with **strategic policies** in the local plan, which includes the JCS. Whilst neighbourhood plans can promote more development than is set out in the local plan, they cannot be used to stop new development proposals set out in the local plan. We will work with town and parish councils and community groups to provide advice in producing neighbourhood plans.
- 1.6 The Draft Joint Core Strategy will form an important strategic part of the local plan for Gloucester City and Cheltenham and Tewkesbury Borough councils. The 'saved' policies in the adopted City and Borough Plans will remain in use until they are fully replaced by relevant strategic and local policies. The JCS does not contain a list of which of the emerging policies will replace existing saved policies because this would pre-empt the current scoping consultations for the district plans. Also, since the core strategy is a strategic document, many existing policies in the local and city plans are likely to not be fully replaced by the JCS, but rather rely on a combination of JCS and district plan policies. Strategic allocation policies are unlikely to be added to by district plans and so should be in addition to any existing allocations.
- 1.7 More information on the more detailed documents that each of the local authorities is preparing is available from each local authority or on the individual websites of Gloucester City, Cheltenham Borough and Tewkesbury Borough.

- 1.8 The Draft Joint Core Strategy is an emerging development plan document and should be read as a whole and accorded increasing weight as it completes this consultation. When taking planning decisions, the document should be accorded status as a material consideration demonstrating our intentions as to the direction of future plan making.

### Why a joint plan?

- 1.9 There are strong linkages between the three local authority areas with Cheltenham and Gloucester City being the main economic drivers for Gloucestershire. Most people who work here also live in the area and many communities choose to use each other's town centres, leisure and health facilities, amenities and countryside, regardless of which local authority area they live in. It therefore makes sense to work together to plan for this area in a consistent and coherent way across the boundaries to benefit the community as a whole.

### Relationship to National Policy Guidance

- 1.10 Core Strategies must comply with national planning guidance, which is set out in the **National Planning Policy Framework (NPPF)**. This is a document prepared and issued by the government which sets out planning policy matters at a national level on a variety of topics. To ensure that the JCS complies with the guidance in the NPPF, the headings for the Strategic Objectives in Chapter 2 are based on the NPPF.

### Relationship to Sustainable Community Strategies

- 1.11 The JCS is informed by the community ambitions set out in the three Sustainable Community Strategies for each authority, which have been summarised as: ***A sustainable natural and built environment, a thriving economy and a healthy, safe and inclusive community.***

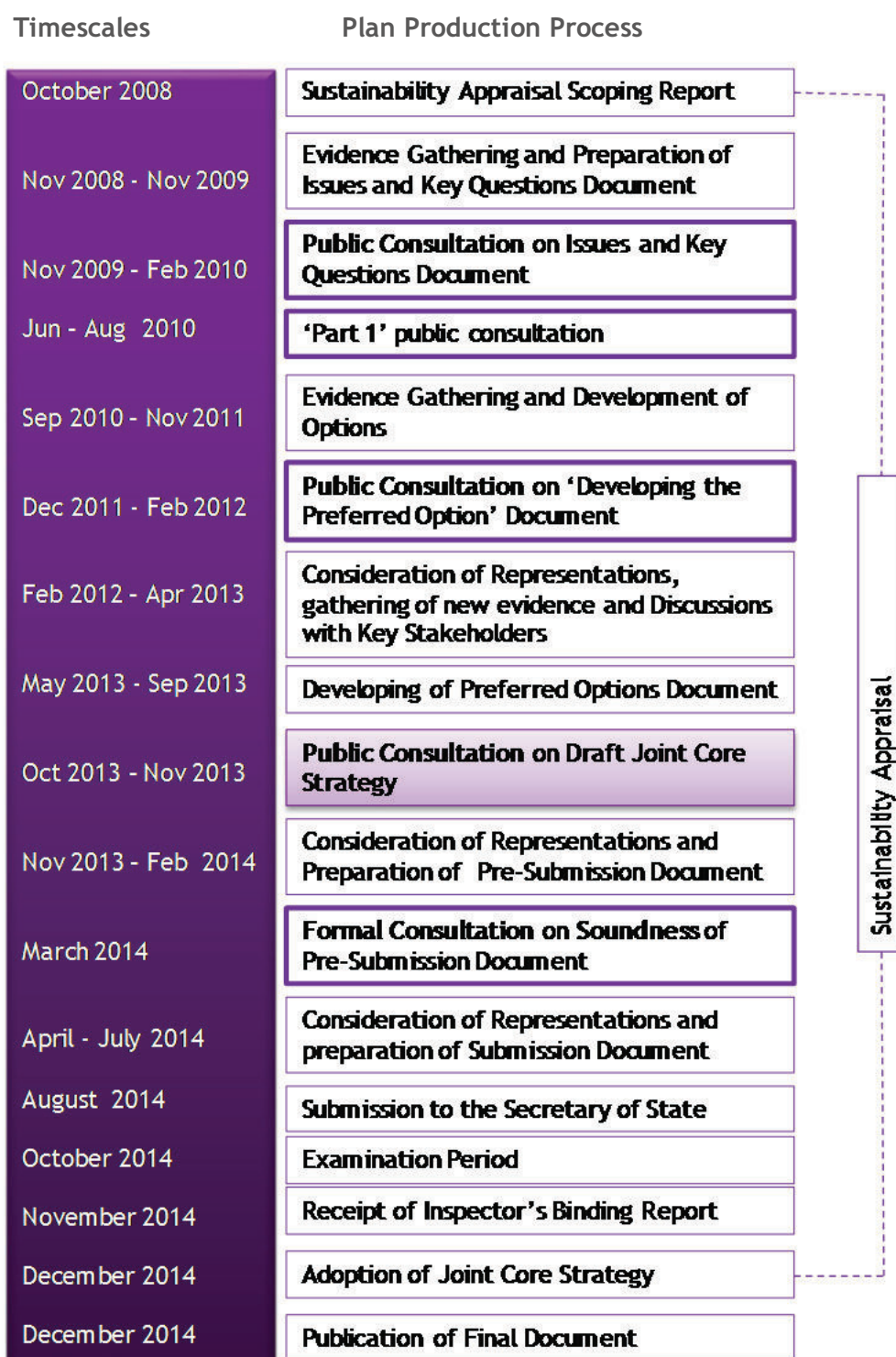
### Relationship to other local authorities and others

- 1.12 The JCS area does not operate or exist in isolation. Local planning authorities are expected to take account of different geographic areas. Through the preparation to the implementation of any development plan, there must be an on-going process of cooperation to include the Local Enterprise Partnership and Local Nature Partnership, infrastructure and utility providers and private sector bodies. This requirement is set out in legislation and the 'duty to co-operate' in the Localism Act 2011 requires local authorities to take a lead on strategic planning and tackle the issues that impact on the 'larger than local' area and cut across administrative boundaries. For the JCS area this means we have to think about the Gloucestershire area and beyond.

### What stage has the JCS reached?

- 1.13 The table below sets out the remaining stages of preparing the Joint Core Strategy. At each stage there are opportunities for communities to be involved in the plan making process. This **Draft Joint Core Strategy** forms part of the latest public participation phase and is therefore a key step towards final

adoption. It takes account of the outcomes of three previous sets of consultations undertaken between November 2009 and February 2012. It also reflects the latest evidence and government guidance and represents the preferred choices of Gloucester City, Cheltenham Borough and Tewkesbury Borough councils about how to accommodate development for the next 20 years. Copies of previous consultation responses can be viewed online on the JCS website at [www.gct-jcs.org](http://www.gct-jcs.org)





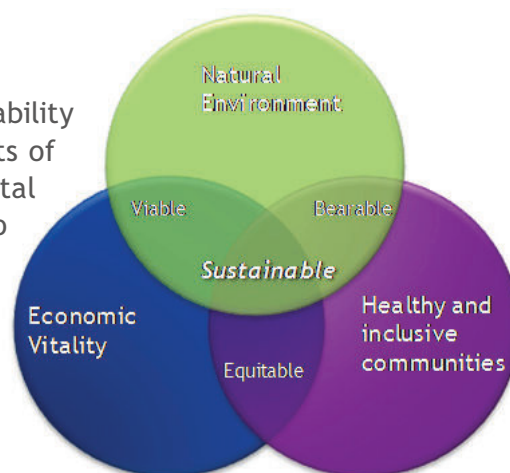
- 1.14 The **Draft JCS** will be available for public consultation between 15<sup>th</sup> October and 25<sup>th</sup> November 2013. During this period we would like to hear the views of all interested individuals, groups and organisations on the proposed policies or any options or alternatives. If you would like to comment on the Draft JCS, **you can respond online at [www.gct-jcs.org](http://www.gct-jcs.org). The closing date is 25<sup>th</sup> November 2013.**
- 1.15 Following the consultation, there will be two further formal stages of preparation. They consist of the **Pre-Submission Stage**, where the Pre-Submission Document is consulted upon in terms of whether it is a ‘sound’ document (is it positively prepared, justified, effective and consistent with national policy), and submission of the **JCS** to the Secretary of State. The JCS will then be considered at an examination by an independent inspector who will prepare a report on the soundness of the plan. The JCS can then be adopted by the three authorities.

## Evidence Base

- 1.16 Core Strategies must be based on robust evidence that is constantly reviewed to inform decision and plan making. The list of documents and sources making up this evidence is set out in **Appendix 1** and on the JCS website at [www.gct-jcs.org/EvidenceBase](http://www.gct-jcs.org/EvidenceBase).

## Sustainability Appraisal

- 1.17 The JCS must be accompanied by a Sustainability Appraisal (**SA**) incorporating the requirements of the European Strategic Environmental Assessment Directive. The role of the SA is to assess the effects of implementing the JCS on the environment (including protected habitats), people and the economy. These impacts need to be **integrated** in order to achieve sustainable development as shown in the diagram.



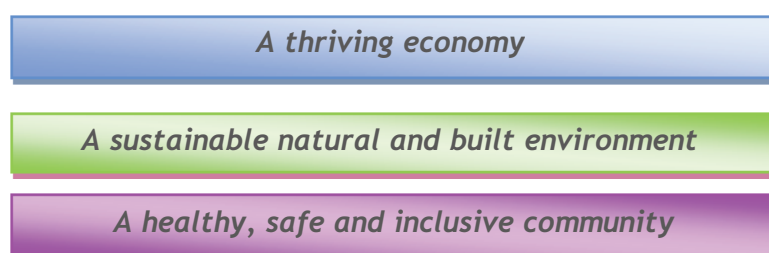
- 1.18 An initial SA scoping report was produced for the JCS in 2008. Following statutory consultation with the Environment Agency, English Heritage and Natural England as well as public consultation, this has now been revised to produce the Sustainability Appraisal Framework. This includes a list of objectives and decision-aiding questions that form the basis for appraising the emerging elements of the JCS. The Sustainability Appraisal has been undertaken independently by SA specialist consultants Enfusion. A copy of the Sustainability Appraisal Framework and the outcomes of each stage of the SA process is available online at [www.gct-jcs.org/SustainabilityAppraisal](http://www.gct-jcs.org/SustainabilityAppraisal)

## Delivery

- 1.19 The delivery of this JCS is dependent on a wide range of organisations. These include organisations such as the Environment Agency (EA) and those responsible for services such as health, education, transport, community safety and water resources. We have involved these organisations in preparing this strategy and the Infrastructure Delivery Plan (IDP) that accompanies it. Landowners and developers are central to this process and we are working closely with them to make sure the strategy can be delivered.

## Structure of this document

- 1.20 *Chapter 2* sets out the **vision** for the development of the JCS area until 2031. This is followed by what this means for each district the **key challenges** facing the JCS area. This is followed by **strategic objectives** to deliver the vision for the area which have been grouped under the headings of the three Sustainable Community Strategy (SCS) ambitions.



- 1.21 *Chapter 3* contains the **strategic policies** for the JCS area, setting out the overall amount and distribution of new development together with delivery policies.
- 1.22 *Chapter 4* presents a number of **core policies** relating to the entire JCS area. These have also been grouped under the headings of the three SCS ambitions.
- 1.23 *Chapter 5* sets out an overarching **allocation policy** and detailed policies for each strategic allocation.
- 1.24 *Chapter 6* is concerned with the **delivery and implementation** of development.
- 1.25 *Chapter 7* sets out how the objectives and policies of the plan will be **monitored and reviewed** over its duration.
- 1.26 *Chapter 8* shows the **Proposals Plan** for the JCS.

## CHAPTER 2 - VISION AND OBJECTIVES

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### The Vision

- 2.1 Having considered key challenges for the JCS area, a vision was developed to set out what type of place the JCS area will be by 2031 (the end date of the JCS). The starting point for the JCS vision was the three Sustainable Community Strategy visions already identified through consultation by our communities:

***The Gloucester City Vision 2012-2022:***

*Gloucester will be a flourishing, modern and ambitious City, which all residents can enjoy.*

***Cheltenham Sustainable Community Strategy Vision 2008 -2028:***

*We want Cheltenham to deliver a sustainable quality of life, where people, families, their communities and businesses thrive; and in a way which cherishes our cultural and natural heritage, reduces our impact on climate change and does not compromise the quality of life of present and future generations.*

***Tewkesbury Sustainable Community Strategy Vision 2008 - 2028:***

*A borough of healthy, strong, thriving and sustainable communities, both rural and urban, where people want to live, work and visit.*

- 2.2 The JCS vision was further refined through engagement and discussion with stakeholders, the JCS Sustainability Appraisal and the JCS evidence base. Whilst being aspirational, the vision for the JCS area is deliverable and has the ability to bring forward change in a manner that reflects what is important to the integrity of Gloucester City, Cheltenham and Tewkesbury borough and its communities.





## Vision

By 2031 Tewkesbury Borough, Cheltenham Borough and Gloucester City will have continued to develop as highly attractive and accessible places in which to live, work and socialise.

The Joint Core Strategy area will be recognised nationally as enjoying a vibrant, competitive economy with increased job opportunities and a strong reputation for being an attractive place in which to invest.

The character and identity of individual communities will have been retained while improved access to housing will have addressed the needs of young families, single people and the elderly.

New developments will have been built to the highest possible standards of design and focused on protecting the quality and distinctiveness of each community. Established in sustainable locations, without increasing the risk of flooding, they will have been designed with sensitivity towards existing villages, towns and cities and with respect for the natural environment.

As a result of a strong commitment to the housing and employment needs of the existing and growing population, all residents and businesses will benefit from the improved infrastructure, which will include roads, public transport and services, and community facilities.

## Area descriptions

- 2.3 The historic cathedral city of **Gloucester** is the county town for Gloucestershire. It is bordered by the flood plains of the River Severn and the canal to the west, the motorway and rising land to the east and south, linking into the Cotswold Area of Outstanding Natural Beauty (AONB), and agricultural land to the north and east. Robinswood Hill and Churchdown Hill form two local landmarks. The city is a growing and transforming place and is delivering an ambitious regeneration programme with the overall aim of revitalising the city and its centre.

### What does the vision mean for Gloucester city and adjoining communities?

- 2.4 Gloucester will have established its historic central core as a place for inward investment and opportunity. Key urban sites, including King's Square, Greater Blackfriars, Greater Greyfriars and the railway corridor, will have been successfully regenerated to provide new jobs and homes within central areas of the city to meet the needs of its naturally growing population and to encourage inward investment. The King's Quarter regeneration will have played a key role in increasing the vitality and viability of the city centre environment and shopping experience combined with improved pedestrian, cycle and public transport improvements. A vital and viable city centre will have raised Gloucester City's profile as a strong, well connected and resilient location to be

proud to live and work in as the economic and administrative capital of the county.

- 2.5 New high-quality business parks will be developed to retain and attract investment, thereby supporting the economic resilience of Gloucester City and the surrounding area.

- 2.6 However, there is limited capacity to accommodate all of these competing development objectives within the urban area. Consequently, some peripheral development is needed to achieve these.

- 2.7 The waterfront will be embraced, reinforcing links between the river and canal, regeneration areas and the city centre and raising the profile of its architectural history and roman origins. In turn, this will improve investor confidence and tourist appeal. Its links with the A40



corridor and with Cheltenham will be used to support the potential of the city to attract investors and visitors alike.

- 2.8 Gloucester City's natural environment will continue to be safeguarded and improved, particularly through the protection and enhancement of landscape features and key habitats within the city's boundary, such as Robinswood Hill and adjacent to it at Chosen Hill.

- 2.9 **Cheltenham** is characterised by its high quality historic environment, set within a formal garden townscape and a wider open landscape, defined by the Cotswolds Area of Outstanding Natural Beauty and the Green Belt. This is effective in delineating Cheltenham from the neighbouring City of Gloucester and the settlement of Bishop's Cleeve. Public consultation has emphasised the importance of retaining the separation of Cheltenham and protecting the qualities which make the Borough unique such as retaining and protecting its regency character, tree lined promenades and streets and attractive green spaces and squares.



**What does the vision mean for Cheltenham Borough and adjoining communities?**

- 2.10 Cheltenham's development pattern is encompassed on all sides by the Cotswold Area of Outstanding Natural Beauty (AONB) and green belt. Within the borough are a number of villages such as Prestbury, Leckhampton, Charlton Kings and Swindon Village which, although significantly influenced by the expansion of Cheltenham, retain their own character and 'village' feel. The setting of Cheltenham is derived from its location at the edge of the escarpment, its regency heritage and garden landscape.
- 2.11 Cheltenham will continue to follow the principles that has seen it referred to as 'a town within a park'; retaining its regency character, tree-lined promenades and streets, attractive green spaces and squares while creating contemporary, new developments set within attractive new green spaces and based around the regency design principles and complementing the existing character.
- 2.12 The town itself will continue to be a focal point for economic and cultural activity and, therefore, it is important that the Borough makes provision for affordable homes, jobs, infrastructure and facilities over the next 20 years to support mixed and balanced communities and attract inward investment.
- 2.13 However, there is limited capacity to accommodate all of these competing development objectives within the urban area. Consequently, some peripheral development is needed to achieve these.

2.14 The borough has an ageing stock of employment sites and in recent times companies have relocated away from the area. This could be addressed through the provision of high quality, modern premises both in the town centre and in the form of a number of appropriate scale business parks elsewhere in the borough in order to retain and attract investment, thereby supporting the economic resilience of Cheltenham and the wider JCS area.

2.15 Retail and tourism will continue to make a major contribution to Cheltenham's economy. In order to ensure this, Cheltenham Development Task Force will deliver new sites through the redevelopment of North Place and Royal Well, improving links with the Lower High Street, Brewery and Montpellier shopping areas.

2.16 **Tewkesbury Town** is an attractive rural market town with a significant number of heritage assets and a high quality historic environment. It forms part of a wider related area incorporating Northway, Ashchurch and Wheatpieces. Tewkesbury town lies at the confluence of the Severn and Avon rivers and these riversides offer great potential as a



leisure destination and in attracting investment. Much of the **remainder of Tewkesbury Borough** is largely rural in character with over half of the population living in rural settlements (including market towns and villages) and hamlets/individual dwellings in the countryside. There are also significant areas of the borough which lie at the urban fringes of both Gloucester and Cheltenham.

2.17 The borough's landscape is diverse; ranging from the largely flat Severn Vale to the wooded slopes of the Area of Outstanding Natural Beauty (AONB) bordering Cotswolds district to suburban development around the fringes of Cheltenham and Gloucester, as well as Tewkesbury town itself. Much of the western part of the borough is in an area of high risk of flooding.

#### **What does the vision mean for Tewkesbury borough?**

2.18 By 2031, Tewkesbury town will have strengthened its role as a desirable place to live and work, and will continue to be a popular visitor destination. The town will enjoy a strong reputation across the county and further afield, with unique attractions and thriving day and night-time economies fulfilling a role that complements larger nearby centres and supports the rural borough.



- 2.19 The Tewkesbury Town Centre Masterplan will look to deliver the redevelopment of key sites across the town centre, and a clear move to embrace Tewkesbury town's unique riverside location will be the catalyst for such changes. It may also offer opportunities for improved flood mitigation schemes to reduce the impact of future flooding events on the town.
- 2.20 Additional high quality business development will retain and attract investment, thereby supporting the economic resilience of Tewkesbury town and the surrounding area. All development in the area will recognise the importance and prevalence of flooding issues in the area reducing the regularity and severity of such risks as far as is practicably possible.
- 2.21 The character of the rural area will be protected and enhanced. Opportunities for farm diversification for employment or rural tourism could further support the rural economy and will be encouraged. There are existing pockets of rural deprivation, partly the result of isolation from key services or employment opportunities. These issues will be addressed through the conversion of vacant and derelict premises, development of appropriate-scale businesses and better broadband provision. Additional housing will help to support existing and new services in rural areas and help to improve self sufficiency of rural settlements.
- 2.22 Public transport will be improved, particularly the access between the larger rural settlements and the main urban areas. Notwithstanding this, the ability to serve the entire rural hinterland is limited and the importance of the car will continue.
- 2.23 By 2031, the rural areas will be prosperous and playing their part in the JCS economy. Rural communities will be vibrant and not simply dormitories for the urban areas, with good access to services and availability of affordable housing. In addition to any special provision through a Green Infrastructure Strategy, distinctive landscape character will have been protected, landscape features maintained and enhanced, and the countryside will be richer in wildlife with improved access for all. The tranquility of the countryside will have been safeguarded, and noise and light pollution minimised. New development will be appropriate in scale, design and energy efficiency. The green belt will be managed to enhance its contribution to the landscape, biodiversity and access.



- 2.24 Areas of the borough which lie at the edge of Gloucester and Cheltenham will play an important role in accommodating development through urban extensions to meet the needs of all three authorities.

### Key challenges

- 2.25 The overall trend for the JCS area, as a whole, is towards an **ageing population**. This reflects a national trend but is more pronounced in this area due to migration of pensioners from other parts of the country. This raises challenges in the provision of appropriate health and transport services, combined with a shrinking workforce as well as a reduction in average household size. Gloucester City, on the other hand, is expected to see a significant rise in the young and working age population. Across the JCS area, evidence has shown that there is currently a **net outflow of young people** (aged 15 to 29 years), which is weakening the potential of the local workforce and making it a less attractive area for businesses. To maintain a thriving economy and remain an attractive area for business the number of **dwelling and jobs needs to be closer aligned**.

- 2.26 Our strategy needs to address the needs of an increasing elderly population, coupled with natural growth in the existing population and shrinking household sizes (due to more single households, more lone parents and smaller families). This may mean that some young people move away or live with their parents into their 30s, while older people remain in unsuitable homes which do not meet their needs. Hence, the housing evidence has identified a need of around 1,660 **new homes** per year which need to be accommodated in the next 20 years in the JCS area to provide adequate housing for its residents.



- 2.27 For young people the key issue in the area is not just the availability of housing, but also the price of housing. In the JCS area, the house price to earnings ratio is around 6 to 1 for people under 40 in 2011 (meaning the average house price is six times the average earnings of people under 40). There has been insufficient delivery of homes in recent years to lower this ratio. Whilst over 8,266 new homes have been delivered in the JCS area between 2006 and 2011, only 2,015 of these were affordable. That equates to about 400 new affordable homes **per year**. Housing need in both the rural and urban areas remains a pressing issue.

- 2.28 The largest employment is public administration, with other important sectors being tourism and finance.

**Diversifying the employment base**

to increase the number of knowledge based jobs remains a key challenge for the area. Unemployment figures have been rising in the county since May 2008 and nearly doubled by 2009 having widespread impacts on almost all sections of the local economy. Since the 2007 recession, vacancy rates of shops have increased in both larger and smaller centres. Furthermore, there are now high numbers of young people aged 16 to 18 years who are not in education, training or employment. All of this indicates a need for more **employment and training opportunities** in the JCS

area to remain a competitive location providing companies with the opportunity to move or expand within the area and support young people to enter the workforce.



- 2.29 While the JCS area is considered to be relatively affluent, this is not uniform across the area. There are pockets of **deprivation** including eight of the most deprived wards in England, which suffer from low incomes, unemployment, poor health and housing, low educational attainment and crime and disorder. Tackling levels of deprivation through measures such as more frequent public transport, more community and health facilities etc. remains a pressing issue.

- 2.30 Gloucester and Cheltenham are the main economic hubs for Gloucestershire and draw in significant commuters. This places a considerable strain on the central areas in terms of **traffic congestion** and pollution. **Increasing self-containment** remains a key challenge for the area. Offering alternative modes of transport (such as cycling or buses) is easier to achieve in the major urban areas which are compact and thus offer potential for improvements to local cycling and pedestrian links. However, in the rural areas, maintaining and improving **public transport** is more challenging.

- 2.31 Climate change and its local manifestation of more frequent and more severe **flooding** is also a major issue in the JCS area as much of the area is low-lying and a significant proportion of existing residential properties are already at risk of flooding. Identifying new sites for development which will be outside areas liable to flooding and improving resilience of existing areas to flooding is another key challenge of the plan.

## Strategic Objectives

- 2.32 To support and deliver the Vision, the JCS sets out the following nine objectives. The aim is to achieve a sustainable balance that responds to the key challenges identified above and meets the overall needs of the JCS area.
- 2.33 A number of strategic objectives were put forward in the ‘Developing the Preferred Options’ consultation document. Following the publication of the NPPF, the headings of the objectives have been amended to reflect this guidance and are also closely aligned with the ambitions of the sustainable community strategies. The objectives themselves have been refined following public consultation. Their impact on the environment, community and the economy has been tested through the sustainability appraisal process.
- 2.34 The objectives do not repeat national planning guidance which will be applied as a matter of course, but have identified spatial issues of **local importance**. Each policy specifies which of these objectives it is contributing towards. They have been grouped under the three key ambitions set out in the three SCS to demonstrate how closely related they are to the stated aspirations of the local community.

## Ambition 1 - A Thriving Economy

### ***Strategic Objective 1 - Building a strong and competitive urban economy***

Develop the potential of the JCS area for further economic and commercial investment by:

- Providing the right conditions and sufficient land in appropriate locations to support existing businesses and attract new ones, particularly from the major, high-tech and knowledge based industries, tourism, retail and the leisure sector to rebalance the local economy away from its public sector dominance, improve the area’s economic resilience, support a highly skilled workforce and continue to provide a focus for economic growth within the County.
- Providing favourable conditions, in partnership with others such as the Local Enterprise Partnership (LEP), for business start-ups, entrepreneurship and the improvement and expansion of education and training facilities to develop the skills employers need.
- Developing the area’s role as a tourist destination in the south west, building on its unique characteristics and festival culture that already exist in the JCS area.



### ***Strategic Objective 2 - Ensuring vitality of town centres***

Creating the conditions for maintaining and strengthening a balanced hierarchy and network of city, town and district centres by:

- Providing for sufficient retail, employment, social, cultural, tourist and other appropriate uses within the designated centres to improve their vitality and viability, supporting accessibility and environmental improvements and town centre regeneration measures.
- Prioritising the delivery of key regeneration sites.
- Supporting a diverse retail offer across the three designated centres of Gloucester, Cheltenham and Tewkesbury to complement each other and thereby increase competitiveness with centres outside the JCS area.

### ***Strategic Objective 3 - Supporting a prosperous rural economy***

Facilitating rural employment generation and diversification by:

- Supporting the needs of agricultural businesses, encouraging farm diversification, the development of small rural business units, the conversion of existing buildings for rural business use and home working.
- Supporting and safeguarding, in partnership with others, the provision and retention of village shops that serve the everyday needs of a local community.

## **Ambition 2- A sustainable natural and built environment**

### ***Strategic Objective 4 - Conserving and enhancing the environment***

- Protect and enhance the JCS area's unique historic environment, its archaeological heritage and geological assets.
- Conserve, manage and enhance the area's unique natural environment and great biodiversity, including its waterways, SSSIs, the Cotswold AONB, and areas of landscape and biodiversity importance and maximise the opportunities to use land for active flood plain.
- Ensure all new developments support green infrastructure and improve existing green infrastructure within urban and rural areas to provide movement corridors for people and wildlife.
- Review the current green belt boundary with a view to releasing land to help meet the long term development needs of the area that cannot be accommodated elsewhere, whilst providing a long term permanent boundary for the future.

***Strategic Objective 5 - Delivering excellent design in new developments***

Ensuring that all new developments will be valued by residents as they:

- Are well integrated with existing communities with regard to transport, infrastructure and service links and their visual appearance.
- Have created their own distinct sense of place, which was informed by high quality and inclusive design reflecting typical local settlement patterns, landscape character, house types and materials from the JCS area thereby producing a high quality built environment that respects and enhances local distinctiveness.
- Have provided the services, social and physical infrastructure which residents need.

***Strategic Objective 6 - Meeting the challenges of climate change***

Making the fullest contribution possible to the mitigation of, and adaptation to, climate change and the transition to a low carbon economy, by:

- Making the best use of land by maximising the use of previously developed land and encouraging higher density developments in central locations, whilst promoting food security by protecting the highest grade agricultural land and allotments.
- Reducing the use of fossil fuels by increasing self-containment of settlements through mixed use developments and providing new developments in sustainable locations.
- In partnership with others, promoting the efficient use of natural resources, the re-use and recycling of resources, the production and consumption of renewable energy and the decentralisation of energy generation.
- Encouraging and facilitating the development of low and zero carbon energy development by requiring all new developments to conform to the emerging national Sustainable Drainage Systems (SUDS) standards, all new housing developments to achieve at least Code Level 4 of the Code for Sustainable Homes and all new non-residential developments to achieve at least BREEAM Excellent' standard.
- Ensuring that new development is located in areas which are not liable to flooding, that existing infrastructure is adequately protected from the threat of flooding and that existing flood defences are protected and enhanced.

### **Ambition 3 - A healthy, safe and inclusive community**

#### ***Strategic Objective 7 - Promoting sustainable transport***

Reducing the need to travel and the reliance on the car by:

- Improving existing walking and cycling routes to a wide-range of shopping, employment and community facilities making them safer and more attractive to use.
- Providing frequent public transport links and safe walking and cycling routes in all new developments.
- Improving access to services in rural and urban areas through new development, improved transport links and supporting local and community led transport initiatives.

#### ***Strategic Objective 8 - Delivering a wide choice of quality homes***

Delivering good quality new housing to meet the needs of the current and future population and ensure greater affordability for all sectors of the community by:

- Delivering a sufficient number of market and affordable housing.
- Delivering residential developments that are supported by the necessary community and social infrastructure, such as schools, open space and health facilities.
- Delivering housing of the right size, type and tenure to ensure the creation of mixed communities located in sustainable locations with good access to jobs and services.
- Meeting the housing needs of all age groups, vulnerable groups and gypsies, travellers and travelling showpeople.

#### ***Strategic Objective 9 - Promoting healthy communities***

Promote development that contributes to a healthy population by:

- Providing for good access to the countryside and all open spaces through the retention and development of a comprehensive green infrastructure network.
- In partnership with others, creating stronger communities by reducing inequality and social exclusion and thereby increasing social wellbeing.
- In partnership with others, encouraging healthy lifestyles and a well society through access to key community facilities and services, open spaces and cycle/foot paths.
- Ensuring that environmental quality and air quality is protected.

## CHAPTER 3 – STRATEGIC POLICIES

- 3.1 This chapter sets out key strategic spatial policies for the JCS area. Policy SP1 sets out the overall strategy concerning the amount of development, Policy SP2 the distribution of new development across the settlement strategy and Policy SP3 the delivery of the strategy and the potential need for review and changes should allocated sites not be forthcoming. This strategy together with its aims is expressed in relevant policies throughout the plan and also within the subordinate district and neighbourhood plans being prepared concurrently. Each policy highlights which strategic objectives it addresses.
- 3.2 The supporting text accompanying each policy is structured as follows:

**Background** – a brief outline of the context of the policy.

**Policy-** set in bold in the coloured box

**Justification** – the reasoning behind the preferred policy approach.

### POLICY SP 1 – SCALE OF NEW DEVELOPMENT

#### Background

- 3.3 For those living, working and visiting the area, we all recognise its special qualities. **Policy SP1** is a fundamental part of the JCS - it addresses the difficult strategic issues facing each of the JCS authorities including identifying new land outside the existing urban boundaries for long term development, within the context of an amended green belt boundary.
- 3.4 The strategy is based upon extensive evidence including sustainability appraisal, takes account of best practice and the steer drawn from decisions on Core Strategies elsewhere, which have now been approved. Readers of this draft JCS may feel that the spatial strategy set out within policy SP1 does not fully reflect the preferred development strategy indicated by a large number of respondents engaged in public consultation on the JCS to date. In the *JCS - Developing the Preferred Option*, four development scenarios were consulted upon, as set out below:

Scenario	Total Homes	Homes per year	Basis of Scenario
A	16,200	810	Capacity, commitments and an assumption for the rural area
B	33,200	1,660	Local projection of housing need minus 10%
C	36,850	1,840	Local projection of housing need
D	40,500	2,025	Local projection of housing need plus 10%

- 3.5 Of the four scenarios set out in the *Developing the Preferred Option* consultation document, Scenario A, based on capacity, was the one that found most favour with respondents, if often qualified. References made to Scenario A considered that this should be the maximum level of development that should be accommodated within the JCS area and that this is the only sustainable option to take forward, if development needs to take place at all. Many responses made on Scenario A were accompanied by representations relating to a specific location in the JCS area. Other respondents felt that while Scenario B may be too high, there was appreciation that Scenario A was too low and there may be a solution that fell between the two scenarios. Another group of respondents considered that Scenario A was unrealistically low and also contrary to the evidence available; it would therefore have a detrimental effect on the economic prosperity of the area and lead to social problems associated with the lack of available homes. This made Scenario A unfeasible and unrealistic in the view of those respondents.
- 3.6 These comments have not been ignored; however they have been balanced, as outlined above with the evidence supporting the preparation of the draft JCS. Advice in regard to the support for Scenario A was sought from independent consultants Nathaniel Lichfield and Partners who concluded in their Assessment of Housing Needs Study 2012 that Scenario A *‘is not robust as it fails to recognise the distinction between housing requirements and housing supply and does not reflect the level of housing requirements that exist in the area. As such it is not considered that it would be accepted as sound by the Examination Inspector’*.
- 3.7 Alongside the evidence and input and reflections from public consultations, local authorities are required by the National Planning Policy Framework (NPPF) to plan for and allocate land for their objectively assessed housing and employment needs. Planning for less housing than the assessed need may result in the JCS being found unsound and not fit for purpose by an Examination Inspector. Without an adopted JCS un-planned, ad-hoc development is much more likely to be approved outside the plan led approach.
- 3.8 In establishing **SP1** it is important that we do not just look at the technical planning requirements, but understand how development fits into our urban and rural context and within our environmental limits. A description of our urban and rural areas is provided in the introduction to the JCS. With the shared and individual characteristics of each area borne in mind, the primary focus of the JCS has been on accommodating growth, being respectful of environmental limits and creating a better balance between housing and employment.

## Policy SP1: Scale of New Development

During the plan period provision will be made for 33,200 new homes and land to support 21,800 new jobs. This is to be delivered through development within existing urban areas enabled via District Plans, existing commitments, urban extensions to Cheltenham and Gloucester and the provision of strategic allocations at Ashchurch. This strategy aims to locate jobs near to the economically active population, increasing sustainability, reducing out-commuting thereby reducing carbon emissions from unsustainable car use.

The appropriate level of new homes and employment will be monitored and a review undertaken 5 years following the adoption of the JCS and periodically thereafter, taking into account the most up to date evidence available at that time.

**This policy contributes towards achieving Objectives 1,2,6,7 and 8.**

## Justification

- 3.9 The starting point for establishing the levels of development to be planned for is the NPPF which requires local authorities to establish the objectively assessed need for housing. The NPPF sets out that planning should ***‘proactively drive and support sustainable economic development to deliver the homes, businesses and industrial units that the country needs’*** and that ***‘every effort should be made objectively to identify and then meet the housing, business and other development needs of the area.’*** The NPPF goes on to say that, when plan making, councils should use their evidence base to ensure that their local plans meet the ***‘full, objectively assessed needs for market and affordable housing in the housing market area as far as is consistent with the policies set out in this framework.’***
- 3.10 The objectively assessed need for the JCS has been independently assessed by consultants Nathaniel Lichfield and Partners and Cambridge Centre for Housing and Planning Research. The evidence concluded that the objectively assessed need for the JCS area was in the range of **33,200 - 37,400 dwellings**.
- 3.11 The range of dwellings set out above has been compared with the baseline demographic projection of 28,500 new homes established by the latest Department for Communities and Local Government (DCLG) household projections. The DCLG projection has not been used as the objectively assessed need because it assumes that there will be no increase in household formation levels over the plan period to 2031. This is an unlikely scenario. The current rate of household formation is a reaction in part to the recession, but over time the economic climate is likely to improve and the difficulties in the housing market should ease. This will enable young adults who have been particularly disadvantaged by the recession - currently living with parents or sharing accommodation - to form their own households. Further information relating to the scale of development is set out within the Objectively Assessed Need topic paper (October 2013).

- 3.12 There are inevitably significant uncertainties when planning for a 20 year period, but within the lifetime of the JCS, it is expected that the economy will at least partially recover, the mortgage lending situation will improve, and that the housing market will also improve from its current position. This would result in a return towards previous trends in household formation rates. If household formation rates were to make a **partial recovery**, this would imply a **requirement for 33,200 additional homes**. If the economy were to make a **full recovery**, this would imply a **requirement for 37,400 new homes** explaining the range of new dwelling needs identified by consultants Nathaniel Lichfield and Partners and Cambridge Centre for Housing and Planning Research.
- 3.13 The lower end of the objectively assessed need of **33,200 new dwellings has been selected** as an appropriate response, with a commitment to monitoring and early review. This reflects the uncertainties of economic forecasting and the future. This is the total number of new dwellings for the JCS area, but the district requirements are provided below.

Gloucester	Cheltenham	Tewkesbury
13,100	10,000	10,100

- 3.14 The level of development proposed is at an overall rate higher than that observed in the JCS area overall since 1991 and would represent an increase in housing supply in line with the aims of NPPF.








Annual JCS Housing Delivery		Annual JCS Housing Requirement
1991-2001	2001-2011	2011-2031
1,326	1,450	1,660

- 3.15 With regard to **employment**, it is important that the JCS reflects the spirit of the NPPF in helping to ensure that the *‘planning system does everything it can to support sustainable economic growth.’* Local employment need has been independently assessed by consultants Nathaniel Lichfield and Partners which identified a need for the creation of 21,800 - 28,200 new jobs to maintain a thriving economy. This assessment has been further informed by the emerging Growth Plan of the Gloucestershire Local Enterprise Partnership. The baseline evidence provided by Nathaniel Lichfield and Partners indicates that between 29 to 37 hectares of employment land should be provided over the plan period .
- 3.16 The JCS has identified strategic employment sites to allow for this level of development, but has **increased the amount of employment land** it allocates substantially to provide sufficient flexibility for employment needs not anticipated by the evidence base e.g. unexpected changes in economic circumstances and to help deliver the aspirations of the emerging Gloucestershire Growth Plan prepared by the Gloucestershire Local Enterprise



Partnership. On this basis the JCS allocates **64 ha of additional employment land** via new strategic sites, supported by protection of existing sites within urban areas and enabling of new sites within these areas. This will be monitored over the plan period.

3.17 The requirements set out in **Policy SP1** reflect the evidence and take into account the following key issues:

-  Population growth and changing household size,
-  The effect of, and prospects for, economic growth,
-  The dynamics of the local housing market,
-  Landscape and environmental constraints,
-  Infrastructure capacity and deliverability,
-  Role and function of the green belt, and
-  The duty to co-operate across local authority boundaries.

## Delivery

3.18 To assess the performance of the JCS, a separate monitoring framework will be prepared, setting out the key indicators and contingencies that will be particular critical to the successful delivery of the plan strategy.

3.19 Where policies are not being delivered against the plan objectives and strategy as intended, the Annual Monitoring Reports of the 3 Councils will suggest actions needed to address any issues. In addition to annual monitoring, a 5 yearly cycle of comprehensive monitoring and review of the JCS will be established. The review process would need to commence in advance of the review dates to enable any new or amended policies to be adopted in a timely manner.

3.20 The three Councils will review the appropriate level of new homes and employment land and examine all available evidence sources including demographic evidence, economic conditions and forecasts; if required additional evidence reports will be commissioned. If evidence suggests that additional provision of homes or land for employment is required, the review will consider the appropriate response, including the possible need for additional allocations, the early release of safeguarded land or a further green belt review.





## **POLICY SP 2 - DISTRIBUTION OF NEW DEVELOPMENT**

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### **Background**

- 3.21 The objectively assessed need for housing and employment influenced by the vision of the JCS must be translated into an overarching strategy for the JCS area. Policy SP2 sets out this strategy and identifies the distribution of new development across the area. The proposals Plan in Chapter 8 shows the distribution. Gloucester and Cheltenham cannot wholly meet their development requirements within their administrative areas, and as such collaborative working across boundaries through the duty to co-operate is necessary.

## Policy SP2: Distribution of New Development

The amount of development and its distribution is set out in table [SP.2a and 2b](#) below. The urban extensions and strategic allocations are shown on the Proposals Plan.

To support their economic roles as the principal providers of jobs, services and homes, development will be focussed at **Gloucester** and **Cheltenham**, including urban extensions to these areas. Over the plan period to 2031,

- Gloucester and its urban extensions will accommodate 13,100 new homes and land for up to 10,800 new jobs
- Cheltenham and its urban extensions will accommodate 10,000 new homes and land for up to 5,500 new jobs

Within **Tewkesbury Borough** development will accommodate 10,100 new homes and land for up to 5,500 jobs over the plan period to 2031. This will be met:

- Through urban extensions to Gloucester and Cheltenham
- Through strategic allocations at Ashchurch
- Through smaller scale development at Tewkesbury town in accordance with its role as a market town, and at rural service centres and service villages.

**Rural Service Centres** and **Service Villages** as identified in [table SP.2c](#) below will accommodate lower levels of development to be allocated through the Tewkesbury Borough Plan and neighbourhood plans, proportional to their size and function and also reflecting their proximity and accessibility to Cheltenham and Gloucester. Over the plan period to 2031,

- The Rural Service Centres will accommodate 1860 new homes, and
- The Service Villages will accommodate 880 new homes.

In the remainder of the rural area, Policy C1 will apply.

**This policy contributes towards achieving Objectives 1, 3, 4, 5, 6, 7 and 8.**

**Table SP.2a: Distribution of Development**

Allocations to meet housing requirements	Net additional dwellings	Ha of employment land
<b>Total requirement for Gloucester City Council is 13,100 until 2031</b>		
District Capacity*	7,654	To be determined through Gloucester City Plan
Urban extension capacity <ul style="list-style-type: none"> <li>Innsworth</li> <li>North Churchdown</li> <li>South Churchdown</li> <li>Brockworth</li> </ul>	4,397	26.5
<b>Total Supply</b>	<b>12,051</b>	<b>26.5</b>
<b>Total requirement for Cheltenham Borough Council is 10,000 until 2031</b>		
District Capacity*	4,400	To be determined through Cheltenham Plan
Urban extension capacity <ul style="list-style-type: none"> <li>North West Cheltenham</li> <li>South Cheltenham - Leckhampton</li> <li>South Cheltenham - Up Hatherley</li> </ul>	6,449	23.4
<b>Total Supply</b>	<b>10,849</b>	<b>23.4</b>
<b>Total requirement for Tewkesbury Borough Council is 10,100 until 2031</b>		
District Capacity*	3,724	To be determined through Tewkesbury Local Plan
Rural Service Centres and Service Villages	2,740	To be determined through Tewkesbury Borough Local Plan and Neighbourhood Plans
Former MOD site strategic allocation	2,125	20 (replacement of existing use)
Ashchurch strategic Allocation	0	14.3
Urban extension capacity <ul style="list-style-type: none"> <li>Innsworth</li> <li>North Churchdown</li> <li>South Churchdown</li> <li>Brockworth</li> <li>North West Cheltenham</li> <li>South Cheltenham- Leckhampton</li> <li>South Cheltenham - Up Hatherley</li> </ul>	1,960	
<b>Total Supply</b>	<b>10,549</b>	<b>34.3</b>
<b>Total requirement for JCS Area is 33,200 until 2031</b>		
<b>TOTAL JCS AREA</b>	<b>33,449</b>	<b>84.2 (includes 20ha replaced at Ashchurch)</b>

\*District capacity is made up of past delivery (from 2011), commitments, windfalls and potential City and Borough Plan allocations on smaller sites. Capacity identified totals 18,518 (55% of identified requirement)

**Table SP.2b: How the urban extension housing numbers will be shared out to meet each districts needs**

Sites	Gloucester	Cheltenham	Tewkesbury	Total number of proposed new dwellings
<b>New sites - urban extension</b>				
A.1 Innsworth and Twigworth	2,214	0	861	3075
A.2 North Churchdown	608	0	237	845
A.3 South Churchdown	460	0	179	639
A.4 North Brockworth	1115	0	433	1548
A.5 North West Cheltenham	0	4647	182	4829
A.6 South Cheltenham - Leckhampton	0	1055	20	1075
A.7 South Cheltenham - Up Hatherley Way	0	747	48	795
<i>Total</i>	4,397	6,449	1,960	12,806

3.22 The four urban extensions to meet the needs of Gloucester are all located within Tewkesbury Borough; of the three urban extensions proposed at Cheltenham two fall across the administrative areas of Cheltenham and Tewkesbury and one falls wholly with Tewkesbury. The share of the urban extension numbers between districts reflects the share of Tewkesbury's population living on the edge of Gloucester and Cheltenham, for Gloucester/Tewkesbury the ratio is 72%/28% and for Cheltenham/Tewkesbury the ratio is 94%/6%, this is set out in more detail in the Housing Topic paper.

**Table SP.2c Rural Settlements**

Settlement Tier	Settlements
Rural Service Centres	<ul style="list-style-type: none"> <li>• Bishop's Cleeve</li> <li>• Winchcombe</li> </ul>
Service Villages	<ul style="list-style-type: none"> <li>• Alderton (inc Alderton Fields)</li> <li>• Apperley</li> <li>• Ashleworth</li> <li>• Coombe Hill</li> <li>• Dumbleton</li> <li>• Gotherington</li> <li>• Little Witcombe</li> <li>• Highnam</li> <li>• Maisemore</li> <li>• Minsterworth</li> <li>• Norton</li> <li>• Shurdington</li> <li>• Toddington</li> <li>• Twynning (inc Church End)</li> <li>• Woodmancote</li> </ul>

### Justification

3.23 The three JCS Authorities want to concentrate new development around the existing urban areas of Cheltenham and Gloucester to balance employment and housing needs and provide new development close to where it is needed. Most of this development falls within Tewkesbury Borough because of the nature of

the administrative boundaries in the JCS area. Tewkesbury town plays a smaller role in accommodating new development due to its size and the rural areas will accommodate a lower amount of new development. In both cases the majority of new development already has planning permission. The guiding principle of policy SP2 is that **need is met where it arises**, so that Gloucester and Cheltenham, together with their immediate wider areas, remain the primary focus for growth. This reflects the urban-focused economic vision and support for urban regeneration for the JCS area.

- 3.24 In order to assess how much land is available to meet the JCS area's needs, the authorities have reviewed all potential sources of housing land supply. The potential land supply between 2011 and 2031 comes from a number of sources. Firstly, houses that have been built between 2011 and 2013 count towards meeting needs in the early part of the plan; secondly sites which have already been granted planning permission and are being built out; thirdly allocated sites in existing adopted local plans. In addition we have included sites identified through the Strategic Housing Land Availability Process, although these do not consider all constraints which could prevent sites coming forward.



- 3.25 We have made assumptions as to how many windfall sites (sites which are not allocated in local plans but come forward through planning applications) will be granted permission across the plan period in each district. However, recent planning appeals, local plan inspector's reports' and legal cases have led to uncertainty as to how windfalls should be properly calculated. There is further work to be done to confirm a windfall figure and this could be lower.
- 3.26 There are also further sites to be identified through the district plans. Work on the Gloucester plan is already well advanced, Cheltenham and Tewkesbury's local plans are less far forward in the plan preparation process and there is some uncertainty as to how many homes will be eventually allocated and when they will be delivered. In total these sources of land supply are thought to be able to provide for just over 55% of the identified need (18,518 homes), predominantly within the urban areas. The local plan urban capacity figures that are being set out in this document are an estimate based on the best information available at this time and we think that there is a likelihood that they will reduce once further work is done, there is also uncertainty about the choices councils will wish to make when the district plans are progressed to a



more advanced stage. Therefore it is essential that enough land is allocated on sites of strategic scale to provide flexibility if or when this occurs, ensuring that the overall requirements for the JCS area as a whole are met and the plan is sound.

3.27 Recognising that there is **insufficient land inside the existing urban boundaries** of Gloucester and Cheltenham, together with commitments within Tewkesbury town, to accommodate their housing and employment needs, there was a need to find land for at least 45% of the JCS needs (14,682 homes). Hence, urban extensions to Gloucester and Cheltenham have been identified, together with strategic allocations at Ashchurch (including a major brownfield site), to accommodate the remaining 45% of growth. As concluded by the Sustainability Appraisal, **urban extensions** are considered to be the most sustainable locations for new development (following existing urban areas) as they can share transport, social and service infrastructure with existing urban areas and are located close to essential services. Further information on the approach to the distribution of development is set out in the 'Spatial Options' topic paper (October 2013).

3.28 The next step was to consider the potential for urban extensions and strategic allocations across the JCS area. This selection process began with a **comprehensive assessment of land surrounding the three main centres**. In order to identify and assess the options for development on the edge of urban areas, a study was undertaken - the 'Broad Locations Report'. This helped to identify the Broad Locations which offered the best scope for additional development set out within the Broad Locations report (October 2011). This work was further refined through the Strategic Allocations report (October 2013) which considers the potential for strategic development within and around the periphery of all three centres. These reports draw together the relevant evidence base produced so far on site specific issues including flooding, biodiversity, green belt, landscape and other constraints. One of the principal environmental constraints across the area is the risk of **flooding**. This is of paramount importance and locations should only be identified in these locations following a sequential test, and where appropriate an exceptions text, which sets out that there are no other preferable locations. Housing numbers on the strategic allocations require further work and will be subject to change as a result of further evidence being taken on board.



- 3.29 The total number of dwellings that could be provided is just above the 33,200, this is considered acceptable as this allows some flexibility reflecting guidance set out in NPPF. In addition the urban extension site at Innsworth and the strategic allocation site at Ashchurch are large sites and it is anticipated that not all of the site may be delivered within the plan period to 2031. It is estimated that a further 1,092 dwellings will be delivered post 2031 and form part of the overall supply. This will be reviewed and should circumstances change will be brought forward before 2031.
- 3.30 The three authorities have prepared a detailed housing trajectory setting out when development is likely to take place. This work also includes an assessment of the 5 year housing land supply position; details of this assessment are set out in the Housing Topic Paper.
- 3.31 It is anticipated that the majority of development on the urban extensions and strategic allocation will be started within the first part of the plan period in order to ensure an on-going supply of housing and employment development to 2031, recognising that there are some outstanding issues which need to be resolved on some sites. These sites will be supported by sustainable transport links and a range of other higher order services and facilities, such as community centres, schools and medical centres etc. Further information is set out in **Policy SA1** and **Policy D1**.
- 3.32 Gloucester and Cheltenham are further constrained by **green belt land** and the **Cotswolds Area of Outstanding Natural Beauty**, which is the highest landscape national designation within the JCS area. It is considered that land within the AONB is not an appropriate location for urban extensions and has therefore been excluded from the site selection process. Green Belts are not a landscape designation and do not share the same characteristics of AONB designation. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open.
- 3.33 An **assessment of the green belt boundary** was undertaken to identify areas which could accommodate development needs without undermining the purpose of the green belt. The assessment suggested **redrawing the green belt boundary** which would ensure that it would continue to deliver its primary function of protecting Gloucester and Cheltenham as well as Cheltenham and Bishop's Cleeve from coalescing. The JCS Greenbelt review (November 2011) is available on the JCS website.



- 3.34 The Green Belt boundary has been amended, as shown on the Green Belt map, to take into account **urban extensions together with longer term need by identifying safeguarded land** which may be required for development beyond this plan period to ensure that the Green Belt does not need an early review. These safeguarded areas for future growth have been located in areas where the threat of coalescence between Gloucester and Cheltenham and Cheltenham and Bishop's Cleeve is reduced, and where new development can be fully integrated into the existing urban form. Further detail on Green Belt policy is set out in **Policy S5**.
- 3.35 Beyond Gloucester and Cheltenham, smaller scale development will be accommodated at **Tewkesbury Town** in accordance with its role as a market town. The starting point for the distribution of development in the **rural areas** was drawn from the evidence set out within the Rural Area Settlement Audit, updated in 2013. There are two villages, Bishop's Cleeve and Winchcombe, which offer a higher range of services and facilities within the rural areas; these are defined as **rural service centres**.
- 3.36 In addition, there are a number of freestanding villages, which have some transport accessibility, two or more primary services and two or more secondary services, as identified in the settlement audit 2013 update; these are defined as **service villages**. The retention of these services is intrinsically linked to the size and distribution of the resident population and it is important that these services remain viable. More development will be accommodated at the rural service centres than at the service villages. Over the plan period to 2031 a total of 2,740 units will be accommodated across the rural area. Approximately two thirds of this is already committed, but the remainder will be allocated through the Tewkesbury Borough Plan and neighbourhood plans.
- 3.37 In terms of **employment**, the emphasis is upon creating opportunities in locations which are attractive to the key business sectors, which will help drive the economy of the JCS area forward together with responding to the aspirations of the Gloucestershire Local Enterprise Partnership.

## POLICY SP 3 - DELIVERY & REVIEW

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### Background

- 3.38 Whilst the JCS can allocate sites and local authorities can discuss with landowners and developers how to best bring their sites forward in the allocated locations, there is always a risk that sites may not come forward as planned during the anticipated time scale. There is a need for monitoring and review and a clear strategy to explain what the JCS authorities will do should there be any barriers to delivering development as proposed by Policies SP1 and SP2, and also to respond to changing circumstances.



### Policy SP3: Delivery & Review

The three Councils will review the Joint Core Strategy at regular intervals to ensure that this strategy will be delivered and that it continues to meet the needs of the area.

If Monitoring Reports show that allocated development sites are not coming forward in a timely manner, we will consider the following:

- working with developers and infrastructure providers to remove obstacles to the delivery of sites
- seeking alternative sources of funding if lack of infrastructure is delaying development,
- the early release of safeguarded land,
- identifying alternative site(s) in general accordance with the distribution strategy of this plan as set out in policy SP2,
- reviewing the strategy or elements of it,
- undertaking a further green belt review ,
- working with neighbouring authorities under the Duty to Co-operate.

### Justification

3.39 This strategy sets out key principles, but many proposals need to be developed through more detailed policy documents, such as the District Plans and Development Briefs which will take time to prepare. We recognise that large sites will take time to masterplan and development commences, especially where significant infrastructure is required. We anticipate a contingency supply of homes from unallocated sites. This provides some buffer for slippage in the anticipated delivery of larger sites.

3.40 Delivering this strategy will also require a wide range of private, public sector and voluntary bodies working together. In preparing the strategy we have worked with infrastructure providers and landowners/developers to establish that the allocated strategic sites are deliverable. If circumstances change, we will implement the measures set out above to ensure that the required housing and employment needs will still be met during the plan period. Any requirement to bring forward additional sites or alternative strategies will need to be in line with the distribution strategy of this plan as set out in the policy.



## CHAPTER 4 - CORE POLICIES

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4.1 This chapter sets out the core policies applicable across the entire JCS area to deliver the identified vision and objectives. This suite of strategic, higher-level policies will provide the context for further more detailed policy formulation in subsequent Local Plans developed by Gloucester City, Cheltenham, and Tewkesbury Borough Council. Each policy identifies how it relates to national planning policy guidance and/or the JCS objectives. They are grouped under the three ambitions identified in the Sustainable Community Strategies to show how this land use plan contributes towards the achievement of wider community objectives.

4.2 The supporting text accompanying each policy is structured as follows:

**Background** – *a brief outline of the context.*

**Policy** – *set out in the coloured boxes*

**Justification** – *the reasoning behind the preferred policy approach.*

### Ambition 1 - A Thriving Economy

#### POLICY E 1 - EMPLOYMENT

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##### Background

4.3 National policy identifies a clear role for the planning system to support rather than act as a barrier to sustainable economic growth. In particular, local plans should be proactive in meeting the development needs of business. The three councils are now working with adjoining authorities and local businesses through the Gloucestershire Local Enterprise Partnership (GFirst LEP) to develop and deliver a Growth Plan for Gloucestershire as a whole. Employment in the NPPF is considered in a wider sense than the traditional **industrial, office and warehousing (B1, B2 and B8 uses)**. For example **uses such as retail, hotels, tourism, leisure facilities, education, health services and residential care**, (referred to as **non B use classes**) can all be large employment providers. This policy covers job generating uses such as business, industry and tourism, whilst retailing is covered in **Policy E2**. More detailed policies will be included with district plans.

## Policy E1 - EMPLOYMENT

This Joint Core Strategy supports the provision of 21,800 additional jobs to 2031. These jobs will primarily be outside the traditional B class uses and may not necessarily have land requirements. To facilitate employment growth, 63 ha of additional employment land is being allocated in urban extensions, together with a replacement provision of 20 ha at the strategic allocation (MOD Ashchurch). In addition further capacity is provided within the urban areas to be allocated through the District Plans. This will ensure that a range and choice of deliverable employment opportunities will be provided to meet the needs of small, medium and larger scale business requirements.

Planning permission for employment uses will be **granted**:

- On urban extensions and strategic allocations.
- For new premises or the conversion of existing buildings within Cheltenham, Gloucester and Tewkesbury Town which provide a range of types and sizes of units including start-up and flexible workspaces.
- For the re-use of rural buildings where the proposals accord with other policies in the development plan.

**Major office development** will be directed to the town centres of Gloucester and Cheltenham and their urban extensions and strategic allocations at Ashchurch in the first instance in line with the spatial strategy. Other opportunities will be considered reflecting the emerging Local Enterprise Partnership Growth Plan.

Any proposals for a **change of an existing employment use** to an alternative use will need to demonstrate that:

- The site has been actively marketed for employment uses for a period of 12 months.
- It is no longer viable as an employment site.
- It is not suitable for other employment generating uses.

In the case of retail that it complies with the sequential test set out in Policy E2, and

- It can be clearly demonstrated that it would contribute to a sustainable pattern of development in the local area.

In **rural service centres and service villages** proposals for small scale employment development will be supported where they are of an appropriate size and scale.

**In the wider countryside,**

- I. New employment development should be located within or adjacent to a settlement and be of an appropriate scale and character.
- II. Employment generating farm diversification projects, which are of an appropriate scale and use, will be supported particularly where it involves the reuse of appropriate redundant, non-residential buildings.

**This policy contributes towards achieving Objective 1 and 3.**

## Justification

- 4.4 The JCS area is a strong functional economic area with a resilient economy and a diverse economic base, with excellent connectivity to the Midlands and the South West via the M5 corridor. Key future employment sectors include construction, wholesale, knowledge based industry, advanced engineering, creative industry, recreation, media activities, finance, professional services, public administration and defence, residential care and social work and health. It is important that the JCS strategy reflects and takes account of these opportunities for business growth.
- 4.5 The Gloucestershire Local Enterprise Partnership (LEP) is developing a Strategic Growth Plan to deliver its vision which will set out how sustainable growth will be achieved across the county and through the economic programme. The LEP has three priorities:
- **Promotion** To promote Gloucestershire as a great place to work, visit and invest.
  - **Connection** To develop the infrastructure that will support economic growth.
  - **Skills** To create a highly employable and productive population.



- 4.6 This policy aims to support employment development and economic prosperity by taking an **economic led urban focused development approach**, with the primary aim of attracting investment and development to the main urban areas in the plan area. The strategy seeks to deliver strong robust and resilient urban areas which create jobs and wealth. This in turn will support the ongoing regeneration programmes of Gloucester and Cheltenham urban areas.
- 4.7 **Employment uses, such as Retail, leisure facilities, education, health services and residential care (non B uses)** are predicted to provide over two thirds of the projected job growth across the area. These sectors do not usually generate a specific employment land requirement, however, the mix of future job opportunities provided through new development in the JCS area will be as

important as simply providing ‘employment land’ as in the past . Employment forecasts show that the greatest B Class employment growth will be in the office sector (B1a/b Use Class) with a decline in manufacturing and industrial jobs (B2) and with minimal growth in warehousing (B8) sector jobs.

- 4.8 To assess how this employment need can be met each council has prepared a Strategic Employment Land Availability Study. Initial assessments suggest that, overall, the JCS already has a good stock of employment land to meet these requirements. However, not all existing sites are suitable for meeting modern employment needs and a range of available sites and premises is needed not only to meet the requirements of potential new businesses but also to allow for the expansion of existing firms without the need to relocate.



- 4.9 Providing start up space that can be accessed easily by those establishing new businesses is also vital to stimulate innovation and entrepreneurship within the JCS area. Opportunities to support the clustering of innovative businesses and educational development establishments; research and development organisations and certain parts of the health sector also need be encouraged and supported. Clustering of activities can help to establish and sustain a level of critical mass within a local area, to increase its attractiveness to other businesses operating in the same market sectors and to provide a basis for innovation and growth. The availability of a skilled workforce is vital. Where specialised skills are available, clusters of enterprises can add value to the economy. This spatial strategy can support skills development by encouraging the provision and expansion of suitable education and training facilities with access in person and by electronic means.

- 4.10 The availability of advanced ICT infrastructure including high speed broadband access is important for the success of the local economy and skills development. Good transport connections and adequate provision of other infrastructure is also essential to support people in employment.

## Delivery

- 4.11 The JCS authorities will work collaboratively with developers, businesses and the LEP to ensure that the needs of employers and the business community are being met.



## POLICY E 2 - RETAIL HIERARCHY AND TOWN CENTRES

### Background

- 4.12 City and town centres are at the heart of our communities, and as such it is critical that we seek to maintain and improve them to ensure their long term role and function, promoting their competitiveness whilst ensuring their roles are complementary. Town centres have an important role in providing for a range of different shops, services and facilities that are important to the community, as well as providing an important economic function in terms of employment generation but also as key tourist attractions in their own right.
- 4.13 Due to the recession and recent changes in the behaviour of shoppers, such as the increase in online shopping; town centres face uncertain times. Hence, it is important that policies are put in place that allows town centres the flexibility to diversify whilst supporting their vitality and viability. The National Planning Policy Framework (NPPF) places significant weight on the importance of **designated** town centres and encourages local planning authorities to put in place appropriate policies that will help to maintain and enhance their vitality and viability. It recognises that successful town centres are about more than shopping and that they need a range of complementary uses to attract visitors and to prosper.



## Policy E2 - Ensuring the Vitality and Viability of Centres

- A. The areas' centres as defined below will be supported and strengthened to ensure that they continue to be the focus of communities. Initiatives which safeguard and enhance their role and function will be supported. The hierarchy of centres in the JCS area is:

### Town/City Centres

Cheltenham

Gloucester

### Market Towns and Rural Service Centres serving their rural hinterland:

Tewkesbury, Winchcombe and Bishop's Cleeve

The exact town centre boundaries and primary and secondary shopping frontages to be protected will be defined in District Plans. The aim in defining boundaries and frontages will be to retain the predominance of town centre uses in general and retail uses in particular.

- B. Over the Plan period to 2031 provision will be made for the following new floor space requirements in the existing designated centres:

	Convenience goods floor space capacity (sqm net)	Comparison goods floor space capacity (sqm net)
Gloucester City	0	89,000
Cheltenham Borough	0	111,000
Tewkesbury Borough	1,742	8,900

The allocation of appropriate sites for the above floor space requirements will be set out in the District Plans having regard to the key principles set out above.

- C. The following **key principles** will be drawn upon in the determination of relevant planning applications:
1. New residential, retail, leisure, culture, tourism and office development that contributes to the vitality and viability of designated centres will be promoted and supported.
  2. City/town centre development will be of a scale that is appropriate to its role and function as set out above and will not compromise the health of other centres or sustainable development principles.



3. Proposals for retail and other main town centre uses that are **not located in a designated centre**, or are not in accordance with a policy in either the Joint Core Strategy or District Plans, will be robustly assessed against the requirements of the sequential test and impact test, as set out in national planning guidance.
4. The provision of new local centres of an appropriate scale to provide for the everyday needs of new communities through strategic allocations will be permitted.

**This policy contributes towards achieving Objective 2.**

## Justification

- 4.14 In the JCS area there is a range of different centres providing different roles and functions. The two main urban centres are Gloucester City and Cheltenham, which offer the widest range of shopping opportunities and attract people from a significant distance.
- 4.15 **Cheltenham** is a particularly strong retail centre which supports traditional high street stores alongside independents and high end boutiques and galleries, and this forms an important element along with its heritage assets for tourism. As such it performs within the sub-regional context and is second to only Bristol in the south west in terms of shopping choice on offer. It is important therefore that this is recognised, protected and where possible, enhanced. Investment is ongoing, focussed on bringing forward improvements to create better linkages between the High Street, Promenade and Lower High Street shopping areas.
- 4.16 Gloucester city centre has a smaller catchment but nevertheless provides for a good range of shops and is performing well for a city of its size, offering a good range of shops services and facilities, along with key heritage assets of national importance such as Gloucester Cathedral, which attracts significant numbers of visitors. In May 2013 Gloucester was just one of seven areas in the UK to receive the High Street Renewal Fund for innovation in regenerating the high street from DCLG and there is ongoing work to bring forward key regeneration sites such as King's Quarter and Greater Blackfriars.
- 4.17 However, the JCS Retail Study identified several underlying weaknesses that need to be addressed. This includes a lack of significant investment in new retail floorspace over the recent past as well as connectivity between the centre with the wider footfall generators such as Gloucester Docks/Quays, the Cathedral and the bus/rail interchange. It is important therefore that key regeneration proposals such as King's Quarter are protected from inappropriate developments elsewhere and realised in the context of the clear strategy for the city centre in its City Plan.

- 4.18 In addition to Gloucester and Cheltenham, there are a range of other designated centres in the JCS area that provide an important, but more localised function. This includes the market town of **Tewkesbury** and below this, the rural service centres of **Winchcombe** and **Bishop's Cleeve** which provide for both their residents as well as their rural hinterland as well. Winchcombe and Tewkesbury also function as important tourist destinations.
- 4.19 The policy set out above has been prepared in the context of the NPPF and has been informed by the JCS Retail Study prepared by DPDS retail consultants for the JCS authorities. The Retail Study identified floor space requirements for **convenience (food) and comparison (clothes, furniture etc.) shopping** in the existing town centres until 2031. Where the table in the policy shows '0' this is due to existing planning commitments already providing the required floor space. It also provided an analysis of the health of the different designated centres in the JCS area, with the exception of the smaller local centres, which have been assessed separately. This understanding of the health of the different town centres has helped to inform policy at JCS level and will also form a key part of the evidence in preparing the District Plans.



## Ambition 2 - A Sustainable Natural and Built Environment

### **POLICY S1-PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT**

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#### Background

- 4.20 The Government's National Planning Policy Framework recognises that sustainable development is about change for the better. It is about positive growth, making economic, environmental and social progress for this and future generations. To achieve sustainable development, economic, social and environmental gains should be sought jointly. They are mutually dependent.

#### **Core Policy S1: Presumption in Favour of Sustainable Development**

**Planning applications that accord with this Joint Core Strategy (and with subsequent District Plans or Neighbourhood Plans) will be approved, unless material considerations indicate otherwise.**

**Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the council will grant permission unless material considerations indicate otherwise, and unless:**

- I. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole, or**
- II. Specific policies in that framework indicate that development should be restricted.**

#### Justification

- 4.21 In line with Government policy advice, the council has adopted a positive approach in seeking to meet the objectively assessed development needs of the JCS area. The policies in the JCS provide a clear framework to guide development that creates positive, sustainable growth, therefore following the presumption in favour of sustainable development, enabling proposals that accord with the Plan objectives to be approved without delay. This policy is therefore at the heart of decision taking when assessing planning applications.
- 4.22 In future years, policies may become out of date. To enable the council to continue to take a sustainably positive approach to decision making, the applicant will need to assist by submitting evidence to demonstrate how the benefits of the proposal outweigh any adverse impacts. In this way economic, social and environmental responsibilities can continue to be met without compromising the ability of future generations to meet their own needs and well-being.

## POLICY S 2 - FLOOD RISK MANAGEMENT

### Background

- 4.23 Flooding is a significant issue in the JCS area, which comprises the Severn and Avon rivers as well as a large number of smaller watercourses. A considerable amount of the land in the west of the area comprises the functional floodplain. The rivers Severn and Avon pose the greatest flood risk within **Tewkesbury**, particularly during periods of high flows at the place where the two watercourses meet. Nearly all the borough area drains into the Severn, with the exception of small areas in the far east of the borough which ultimately drain into the Thames. Flooding from surface water is also a problem as the draining of surface water is closely linked to main river levels, with the largely impermeable geology and gentle topography of the borough contributing to increased likelihood of surface water flooding.



- 4.24 The majority of flood risk in **Gloucester city** arises from the smaller river catchments. While the Severn is capable of coming out of its bank and flooding a large area, flood risk is reduced by the presence of defences. Nevertheless, the Severn may contribute to flooding as the effects of high flows in the smaller streams may be worsened by the elevated levels in the Severn, making it difficult for them to discharge.
- 4.25 **Cheltenham borough** occupies a low-lying urban area of the Lower Severn catchment. Of particular relevance is the River Chelt, which flows through the centre of Cheltenham and is regulated by a flood alleviation scheme. The high degree of urbanisation coupled with the small size of the catchments and impermeable underlying rock mean that the greatest flood risk in the area is from surface water overloading of the old drainage system, particularly during intense rainfall events.



## Policy S2: Flood Risk Management

New development must not increase the risk of flooding either on a site or cumulatively elsewhere.

The JCS authorities will support development proposals that avoid areas at risk of flooding, in accordance with a risk based sequential approach, which does not increase the level of risk to occupiers of a site, the local community and the wider environment either on the site or elsewhere cumulatively with other development.

Minimising the risk of flooding and providing resilience to flooding, taking into account climate change, will be achieved by:





- Requiring new development to, where possible, contribute to a reduction in existing flood risk.
- Requiring new development that could cause or exacerbate flooding to be subject to a flood risk assessment which conforms to national policy and incorporates the information and guidance contained in the authorities' Strategic Flood Risk Assessments and Supplementary Planning Documents, in order to demonstrate it will be safe, without increasing flood risk elsewhere.
- Applying a sequential test for assessment of applications for development giving priority to land in flood zone 1, and, if necessary an exceptions test to demonstrate that wider sustainability criteria outweigh any adverse impacts.
- Requiring new development to incorporate Sustainable Drainage Systems (SuDS) where appropriate to manage surface water drainage: to avoid any increase in discharge into the public sewer system; to ensure that flood risk is not increased on-site or elsewhere; and to protect the quality of the receiving water course. Where possible, the authorities will promote the retrofitting of SuDs and encourage development to reduce the overall flood risk through the design and layout of schemes which enhance natural forms of drainage. Developers will be required to fully fund such mitigation measures including adequate provision for on-going maintenance through dedicated commuted sums, S.106 contributions or CIL for the expected lifetime of the development.
- Working with key partners, including the Environment Agency and the Lead Local Flood Authority, to ensure that any risk of flooding from development proposals is appropriately mitigated and the natural environment is protected in all new development.

**This policy contributes towards achieving Objective 6.**

## Justification

- 4.26 The National Planning Policy Framework seeks to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of high risk. Accordingly, in proposing sites to meet demand for

development the JCS authorities have applied a sequential, risk-based approach to avoid, where possible, flood risk to people and property and to manage any residual risk, taking account of the impacts of climate change.

- 4.27 The Environment Agency publishes regularly updated Flood Zone maps showing areas at high (1 in 100 year), medium (1 in 1,000 year) and low (less than 1 in 1,000 year) risk of flooding (These are Flood Zones 3, 2 and 1 respectively). To complement these maps, Gloucestershire County Council prepared a Strategic Flood Risk Assessment (SFRA) Level 1 for the county (September 2008). This assessed all forms of flood risk: fluvial (rivers), tidal (sea), surface water, groundwater, sewers and impounded water bodies (reservoirs and canals), in the context of the situation at the time and taking into account the likely impacts of climate change in the future.
- 4.28 To provide more site specific information, two SFRA Level 2 reports (October 2011 and April 2013) were commissioned by the JCS authorities. These involved a more detailed review of flood hazard (flood probability, flood depth, flood velocity, rate of onset of flooding) taking into account the presence of flood risk management measures such as flood defences. The JCS authorities have applied the definitions used in the Flood and Water Management Act 2010.
- 4.29 As an overarching principle all new development should seek to provide an overall reduction in flood risk. The risk of flooding can be reduced by:
  -  Proper maintenance of existing watercourses.
  -  Using a sequential approach to determining the suitability of land for development.
  -  Considering the cumulative impact of existing and new development.
  -  Careful site design, including reconfiguring ground levels or site access points, culvert improvements, channel restoration and incorporating Sustainable Drainage Systems (SuDS).

Please note that this list is not exhaustive.

- 4.30 The **cumulative impact** of all existing and potential development will need to be considered as part of the site specific development control process. This cumulative assessment is most appropriate at the sub-catchment scale, where development areas have the potential to influence downstream flows that could impact existing urban areas or other proposed developments. The vulnerability of development from other sources of flooding will be considered as well as the effect of the new development on surface water runoff.
- 4.31 Construction that is **resilient** (rather than *resistant*) is favoured because it can be achieved more consistently and is less likely to encourage occupiers to remain in buildings that could be inundated by rapidly rising water levels. Flood resistance and resilience measures should not be used to justify development in

inappropriate locations. The JCS authorities will, in principle, support measures proposed by the Environment Agency and others to reduce flood risk, including increasing the quality / quantity of the floodplain, defending areas at risk of flooding and restoring culverted watercourses back to open channels. This will help to reduce flood risk to counteract the increased threat of flooding through climate change, and provide environmental benefits.



## **POLICY S 3 - SUSTAINABLE DESIGN AND CONSTRUCTION**

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### **Background**

- 4.32 The NPPF states that ‘to support the move to a low carbon future, local planning authorities, when setting any local requirement for a buildings sustainability, should do so in a way consistent with the Government’s zero carbon buildings policy and adopt nationally described standards.’ Furthermore, the Government’s zero carbon buildings policy requires all new domestic developments to be zero carbon by 2016, and all commercial developments by 2019. The Building research Establishment Environmental Assessment Method (BREEAM) is the nationally recognised standard for sustainable design and construction.



## Core Policy S3: Sustainable Design and Construction

All new residential development will be required to meet the following minimum standards of construction\*:

- From 2013: All development - Code for Sustainable Homes Level 4
- From 2016: All development - Code for Sustainable Homes Level 5

All new non-residential development will be required to meet the following minimum standards of construction\*:

- From 2013: Minor development - BREEAM Very Good
- From 2013: Major development - BREEAM Excellent
- From 2016: All development - BREEAM Excellent

Additionally, major residential development for any of the strategic allocated sites or for residential developments of more than 250 dwellings will be required to demonstrate compliance with the following minimum standard of design\*:

- From 2013; All major residential development - BREEAM for Communities.

Domestic refurbishments, conversions and new basements will be required to meet the following minimum standards of construction\*:

- From 2013: All development - BREEAM Domestic Refurbishment Excellent.

Collectively, living roofs surfaced with plants or grass can make a useful contribution to the overall Green Infrastructure asset, especially in dense urban areas, and will be encouraged as a means of benefiting amenity, surface water runoff and wildlife value.

Proposals for new development will be acceptable where, for developments of 10 or more dwellings or 1,000 m<sup>2</sup> or more of non-residential floor space, 10% of the energy demand is secured from decentralised (on or near site) and renewable or low carbon energy sources (including the use of combined heat and power where appropriate), where this would be viable.

\*or any future replacement and equivalent nationally recognised standards

**This policy contributes towards achieving Objectives 5 and 6.**

## Justification

- 4.33 Before considering the use of renewable energy technologies, the design of a development should first identify measures to **reduce overall energy demand**. This can include **optimising solar gain, natural lighting and ventilation to reduce the need for space heating, cooling and lighting**. Secondly, the design should include measures to use energy more efficiently such as increasing **levels of insulation** in walls, floors and roofs and improved air tightness. Once the optimum benefit from these first two stages has been achieved, the design should include measures to reach the required proportion of energy demand to be met from renewable or low carbon sources.

- 4.34 Energy efficiency and the use of decentralised and renewable or low carbon energy is only one aspect of sustainable design and construction. We also need to make sure that **high standards of water efficiency** are achieved along with other measures such as **recycling construction materials**, provision for the recycling of household waste, the use of **sustainably sourced materials and the protection and enhancement of ecological features** on a development site. The use of the nationally recognised standards of BREEAM, EcoHomes and the Code for Sustainable Homes are the most appropriate means to measure this.



- 4.35 With regard to **localised energy creation**, the NPPF states that to help increase renewable and low carbon energy, local planning authorities should recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources. Three years ago Gloucestershire County Council commissioned a study into renewable energy capacity across the county (Entec 2010) It showed how various development scenarios could generate fairly high percentages of **on- site energy**. In most development scenarios **a base of 10% was viable and it is this figure that we propose is used across the JCS as a base line**.
- 4.36 For calculation purposes, energy demand should be **converted to CO<sup>2</sup> emissions**. Major applications must be submitted with an energy statement that clearly indicates the methods used to calculate predicted annual energy demand and associated annual CO<sup>2</sup> emissions. It should also include the calculations used to determine the renewable energy requirements based on the annual CO<sup>2</sup> emissions. On occasions where it can be fully and clearly demonstrated that the 10% target is not feasible or viable due to technical or site constraints, we will

consider a lower percentage contribution. In such cases, proposals will need to demonstrate the full range of renewable and low carbon technologies that they have considered and the contribution that can be achieved from these towards energy demand.

- 4.37 There is an expectation that developments will achieve a minimum of **5% of their energy demand from renewable sources**, unless a comprehensive case can be provided to demonstrate that this would not be viable.

## POLICY S 4 - DESIGN REQUIREMENTS

### Background

- 4.38 The National Planning Policy Framework (NPPF), Section 7, Paragraph 58 states; *'The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.'* The NPPF goes on to state in Paragraph 58 that *'Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area.'*
- 4.39 The principle of requiring new development to provide good design is further reinforced in paragraph 64 of the NPPF where it states that *'Permission should be refused for development that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'*



## Core Policy S4: Design Requirements

Proposals for all new development will be required to clearly demonstrate how the following principles are reflected in development proposals:

**A-Context, Character & Sense of Place:** New development should respond positively to, and respect the character of, the site and its surroundings, enhancing local distinctiveness, addressing the urban structure and grain of the locality in terms of street pattern, layout, mass, and form and ensuring that new development is of a scale, type, density and materials appropriate to the site and its setting.

**B-Legibility & Identity:** New development should create clear and logical layouts that create and contribute to a strong and distinctive identity and which are easy to understand and navigate through. This should be achieved through a well-structured and defined public realm, with a clear relationship between uses, buildings, routes and spaces, and through the appropriate use of vistas, landmarks and focal points.

**C- Amenity & Space Standards:** Development should ensure convenience, levels of comfort and enjoyment.

**D-Public Realm & Landscape:** New development should ensure that the design of landscaped areas, open space and public realm are of high quality, provide a clear structure and constitute an integral and cohesive element within the design.

**E-Safety & Security:** New development should be designed to contribute to safe communities and where possible reduce the likelihood and fear of crime.

**F-Inclusiveness & Adaptability:** New development should provide for access for all potential users to buildings, spaces and the public transport network to ensure the highest standards of inclusive design. Development should also be designed to be adaptable to changing requirements.

**G-Movement & Connectivity:** New development should be designed to prioritise movement by sustainable transport modes through the application of legible connections to the wider movement network and application of the hierarchy of transport modes set out in [Table S4](#) below to reduce the need to travel by private car. They should:

- Be well integrated with the movement network within and beyond the development itself.
- Provide safe and legible connections to the existing walking, cycling networks.
- Ensure easy accessibility by pedestrian/cycle to local services.
- Provide and/or link into green infrastructure.
- Be consistent with guidance provided in the Manual for Gloucestershire Streets and other relevant guidance documents in force at the time.

**This policy contributes towards achieving Objectives 4, 5, 7, 8 and 9.**



Table S4

Hierarchy of Transport Modes	
Highest	<ol style="list-style-type: none"> <li>1. Pedestrians and people with mobility difficulties</li> <li>2. Cyclists</li> <li>3. Public transport and social/ community services</li> <li>4. Access by commercial vehicles</li> <li>5. Ultra-low emission vehicles</li> </ol>
Lowest	<ol style="list-style-type: none"> <li>6. Other motorised vehicles</li> </ol>

## Justification

- 4.40 The quality of our lives is determined in part by the condition of our surrounding environment. Quality of place has an important role in attracting and retaining people, and contributes to the overall quality of life. Urban, architectural and landscape design quality, and the conservation of the historic and natural environment are key elements in creating positive and inspiring places for people.
- 4.41 Good design can make the difference between a high quality and successful development and a mediocre or unsuccessful one. Development at any scale and location should make a positive contribution to providing better places for people. The quality of the local environment can also play a crucial role in the economic success of an area.
- 4.42 The JCS area encompasses a wide variety of settlement types, whose scale and character varies considerably across the JCS area. Most of these settlements present a distinctive character and identity, with many containing important heritage assets, highly valued green infrastructure and/or built environments that are of considerable quality. The JCS partner authorities therefore consider that development of a high standard of design is essential to preserve and enhance the character and identity of the areas built and natural environments, and to improve the quality of life for its people.
- 4.43 Well designed buildings and urban spaces help create a sense of place and identity and contribute to civic pride. The consideration of local distinctiveness through high quality design is essential within the design process and can be achieved by either adding to what is locally distinctive or creating a new sense of place, where this is appropriate.
- 4.44 Design plays an important role in shaping a healthy and safe environment and can contribute to healthy and active lifestyles. This is not only through the construction of high quality buildings and public realm but also through the provision of open spaces and other “soft” or “green” infrastructure.
- 4.45 Good design also has a fundamental role in providing safe and secure living environments in terms of reducing perceived fear of crime and in terms of

providing functional solutions to improve security. A high standard of design is a primary requirement for all areas within the JCS development plan area.

- 4.46 Travel choice should be made available to all households in new developments where it is financially viable to enhance existing connections or provide new links to the existing walking, cycling and passenger transport networks. The hierarchy of transport modes set out in table S4 aims to ensure that decisions regarding development design seek, as a matter of course, reduce CO<sub>2</sub> emissions and encourage walking, cycling and public transport use where feasible.






## Delivery

- 4.47 Where appropriate the use of design review panels will be used.

## POLICY S 5 - GREEN BELT

### Background

- 4.48 Green Belt is a policy designation which keeps land permanently open to prevent urban sprawl. The Green Belt in the JCS area seeks to prevent the coalescence of Cheltenham and Gloucester, and Cheltenham and Bishop's Cleeve. The Green Belt serves five purposes:

-  To check the unrestricted sprawl of large built-up areas,
-  To prevent neighbouring towns merging into one another,
-  To assist in safeguarding the countryside from encroachment,
-  To preserve the setting and special character of historic towns, and
-  To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

### Policy S5: Green Belt

To ensure the Green Belt continues to serve its key functions, it will be protected from harmful development. Within its boundaries, development will be restricted to those limited types of development which are deemed appropriate by the NPPF unless very special circumstances can be demonstrated.

The boundaries of the reviewed Green Belt are identified on the Green Belt map.

Areas of safeguarded land are reserved for potential future development as shown on the Green Belt map. These areas will be protected from inappropriate development until required for development purposes to meet future needs. Any release of these sites will be triggered by monitoring and a review of the JCS.

Gloucestershire Airport and Cheltenham Racecourse are designated as developed sites within the Green Belt. The current uses of these sites are generally acceptable within a green belt where the location can be determined as essential to their use.

### Gloucestershire Airport

At Gloucestershire airport is defined, as shown on the [Inset Map 1](#).

In the functional area of the airport, new structures, buildings or extensions to buildings will only be permitted if they are essential to the operation of the airport and require an airport location.

Elsewhere within the airport, in the non-functional area, business uses which support the airport will be permitted.

### Cheltenham Racecourse

At Cheltenham Racecourse as shown on the [Inset Map 2](#), development, including extensions, will only be permitted where:

- The development is principally related to the business of the racecourse.
- The development does not extend beyond the confines of the racecourse built up area (as shown on Inset Map 2).

### Shurdington

Amendments have been to the Green Belt boundary at Shurdington, shown on inset map 3 to allow for limited development and provide a more appropriate boundary,

### North East Cheltenham

Small changes to the Greenbelt boundary in North East Cheltenham (shown on Inset Map 2) have been made to ensure that there is a constant approach to which areas of land in this area are within the Green Belt, and to enable the further development of facilities at Cheltenham Racecourse.

### Safeguarded Areas

An area of land West of Cheltenham, as shown on [Inset Map 4](#), will be safeguarded for longer term development needs. A large area of this safeguarded land is also designated as a Development Exclusion Zone, where development which is likely to be significantly affected by odours will not be permitted.

An area of land at North West Cheltenham, as shown on [Strategic Allocation Plan 5](#), will be safeguarded for longer term development needs.

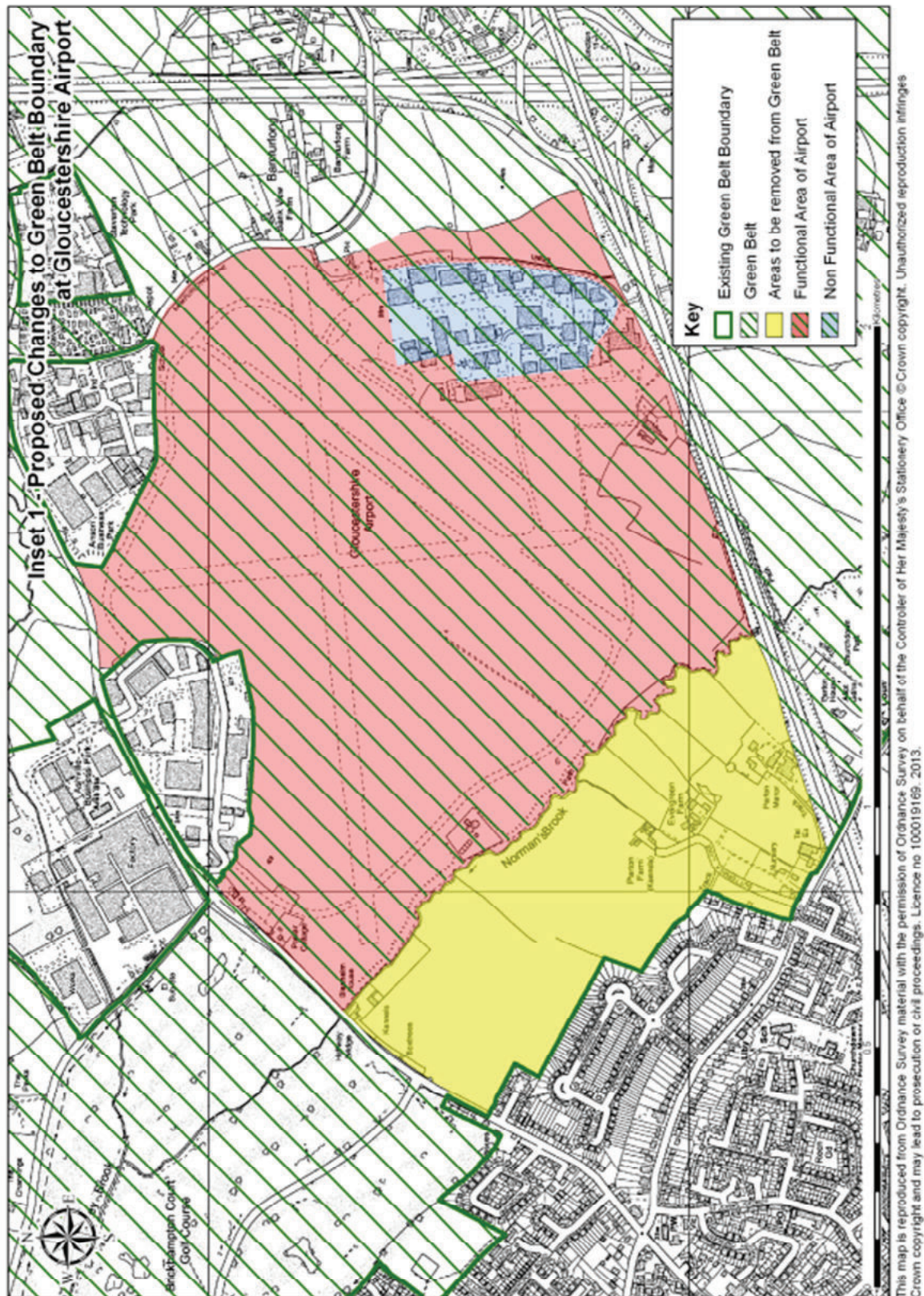
Safeguarded areas are not allocated for development at the present time. Planning permission for the permanent development of safeguarded land will only be granted following a local plan review except for uses that would not be deemed inappropriate within the green belt.

Should any land be released in the safeguarded area, development proposals will be assessed against the following criteria:

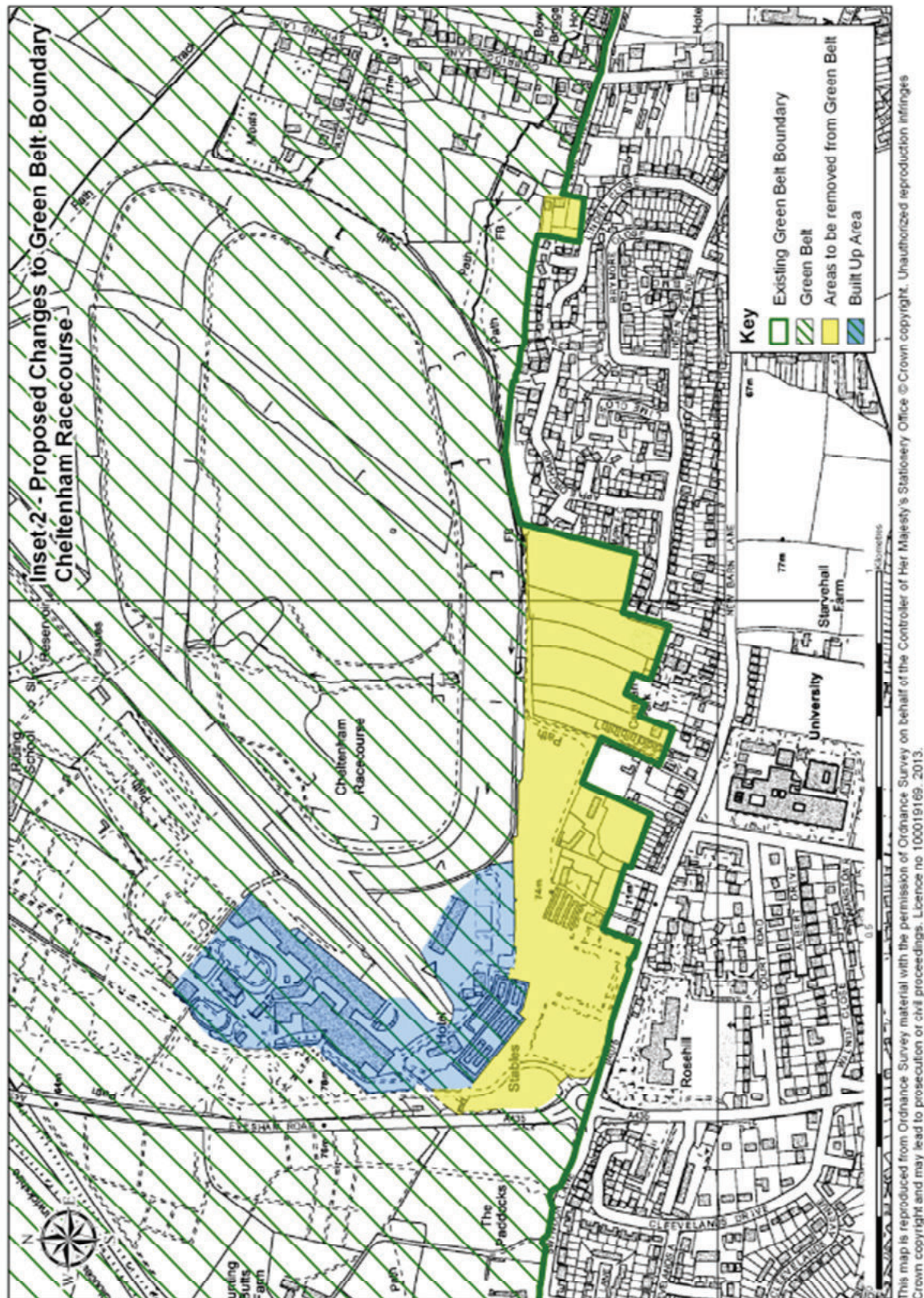
- Be well integrated and planned as part of an urban extension of strategic scale, directly and substantially linked to the urban area of Cheltenham.
- Be well related to public transport and other existing and planned infrastructure and where it makes a positive contribution to the setting of Cheltenham.
- Not lead to a piecemeal, isolated or inefficient use of land in this

**This policy contributes towards achieving Objective 4.**

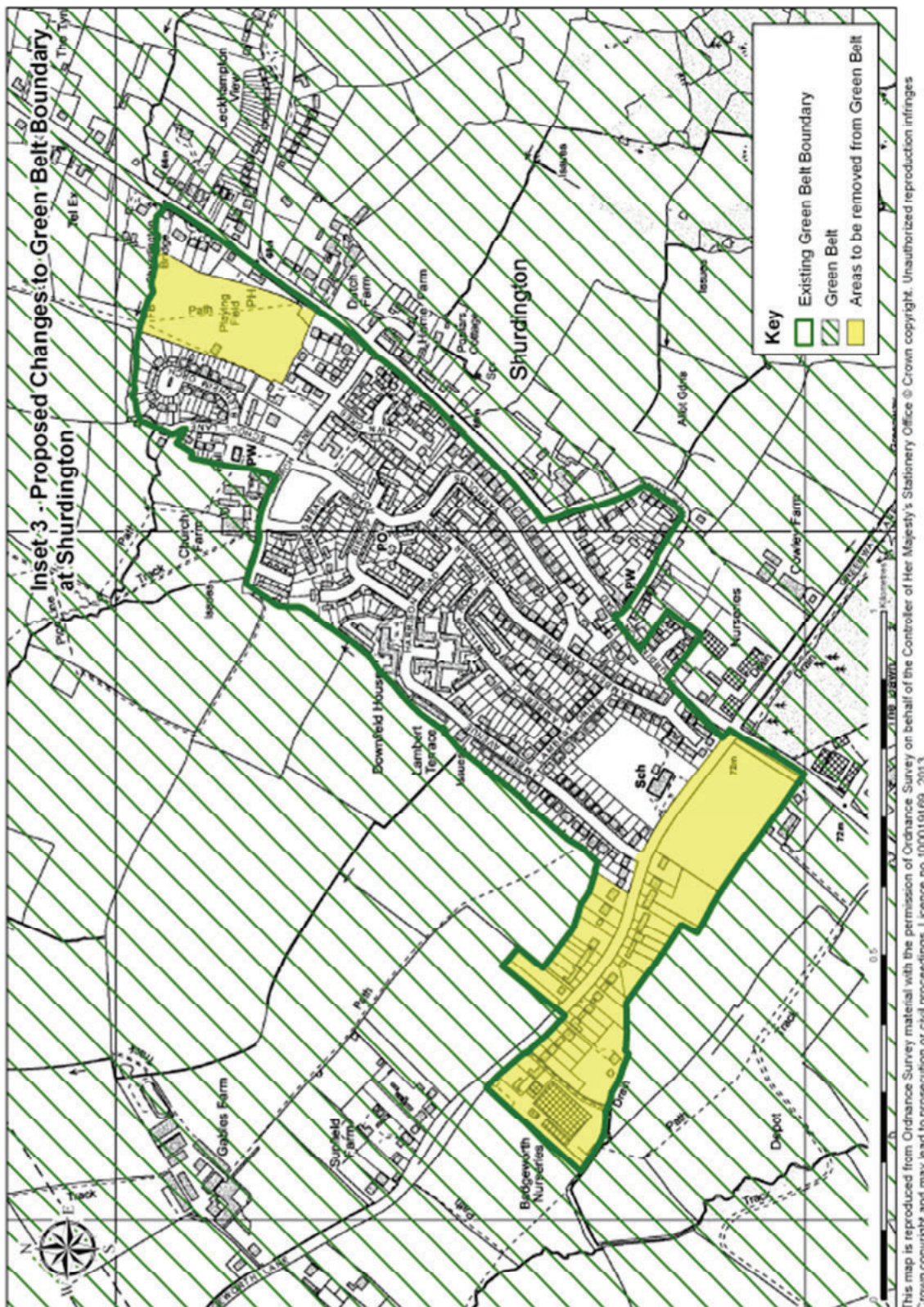




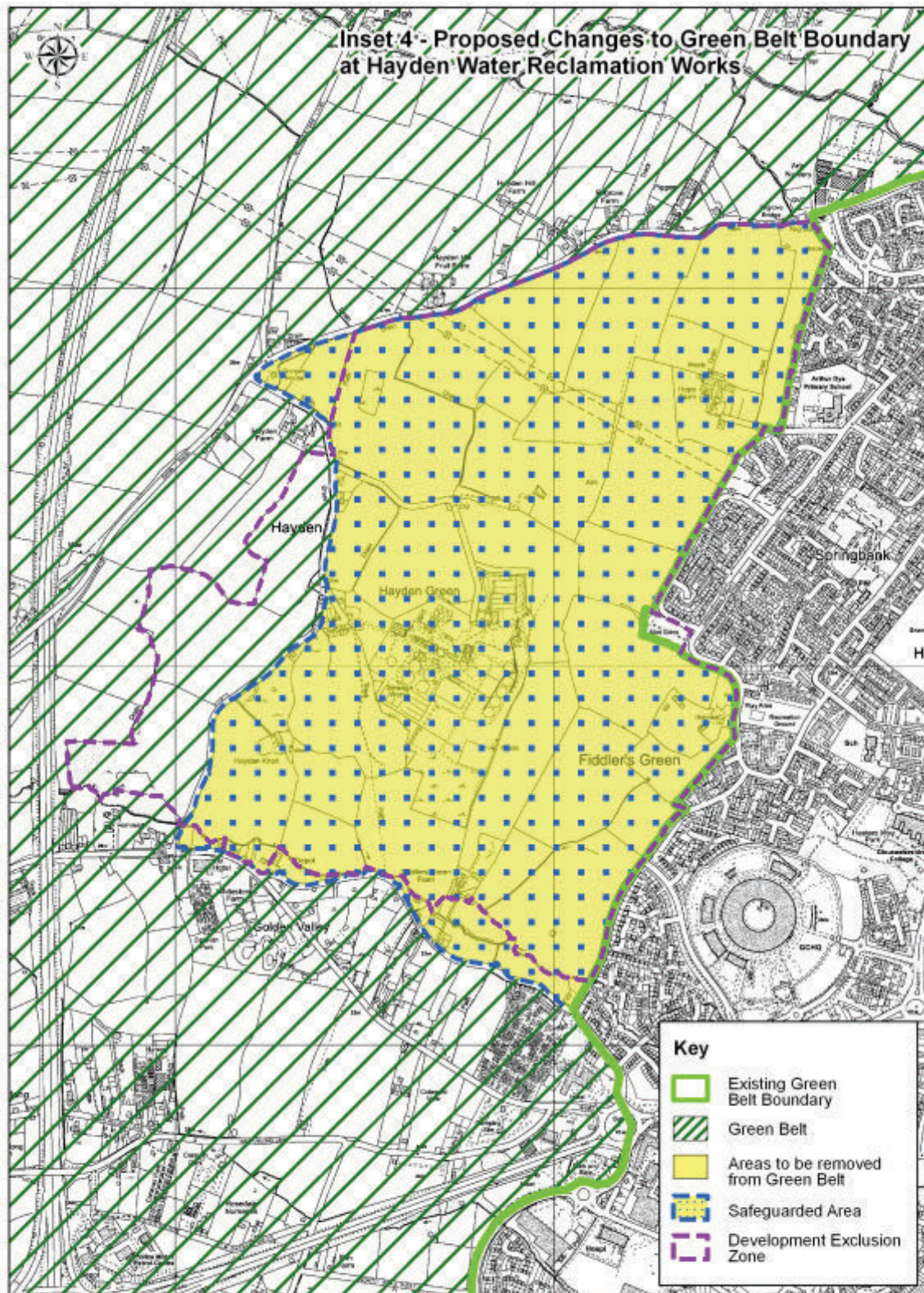












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## Justification

- 4.49 Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. It is appropriate through the preparation of this JCS that the Green Belt boundary can be altered.
- 4.50 A review of the Green Belt in the JCS area was undertaken in 2011 by consultants AMEC to assess how well the Green Belt in the JCS area performed against the five purposes of including land within the Green Belt in accordance with national policy. A copy of the review can be found on the JCS website. This review identified three areas that made a limited contribution to Green Belt purposes. It concluded that these areas could be considered for release should the land be required for development:
- Land to the north, east and west of Brockworth.
  - Land to the west of Innsworth, north of Longford and around Twigworth.
  - Land to the west of Kingsditch and Swindon.
- 4.51 The **justification for amending the Green Belt boundary** to meet objectively identified housing and employment needs and the **process that was followed** to derive at these decisions are set out in **Policy SP2** and its supporting text. Where green belt boundaries have been altered, the emphasis has been on identifying a firm boundary, such as a road, building line or watercourse.
- 4.52 The new boundary identified on the Green Belt map also took into account longer term need by identifying **safeguarded land** which may be required beyond this plan period to ensure that the Green Belt does not need an early review at the end of the plan period. These safeguarded areas for future growth have been located in areas where the threat of coalescence between Gloucester and Cheltenham, and Cheltenham and Bishop's Cleeve is reduced, and where new development can be fully integrated into the existing urban form.
- 4.53 **Gloucestershire airport** is an appropriate use within the Green Belt and is regarded as a key regional asset and as such the policy seeks to support this role. Because of the airport's location in the Green Belt, new development will need to be principally airport related, although this would not necessarily preclude its use for other activities where these are appropriate Green Belt uses. Within the functional airport area only essential airport operational



structures are to be located where necessary within the confines of the airport, e.g. control tower to retain the openness of the Green Belt. An airport related use is one for which an airport location is essential for its operation, for example, terminal buildings, hangars, other essential storage buildings, areas for handling air freight and parking facilities associated with the airport.

4.54 **Cheltenham Racecourse**

is an appropriate use within the Green Belt and Prestbury Park Racecourse is the principal venue in the country for National Hunt racing. The racecourse management continually strives to improve facilities for race-goers, often through redevelopment or the construction of new buildings. Proposals of



this nature will need to be assessed in relation to the national significance of the venue as well as Green Belt policy. In order to assess the impact on the surrounding area of open air activities or other forms of recreation or gathering, the council may wish to grant temporary permissions in the first instance.

4.55 Because of the racecourse's location in the Green Belt, new development will need to be well related to the business of the racecourse, although this would not necessarily preclude its use for other activities where these are appropriate Green Belt uses; particularly buildings related to hosting events or conferences which do not detract from or limit the current use or future growth of the area for horse racing.

4.56 The amendments to the boundary at Shurdington include the existing playing field to the north of the settlement and also land and existing built development to the south of the settlement. These amendments seek to provide a more appropriate Green Belt boundary and also to allow for limited development to take place.

4.57 The Green Belt in North East Cheltenham area plays a particularly significant role in checking potential for urban sprawl around Cheltenham, preventing the merger of Cheltenham and Bishops Cleeve, safeguards the countryside from encroachment and preserves the setting of the town. The proposed changes strengthen the Green Belt boundary, making it clearer by using physical features such as roads and the boundary of the Racecourse. This boundary is therefore likely to remain permanent. The Built Up Area of Cheltenham racecourse has been slightly amended from that shown in the 2006 Cheltenham

Plan to allow for further growth of facilities required for the business of the racecourse.

- 4.58 The safeguarded areas have been identified where they will be likely to sustainably accommodate future patterns of development, where they will limit the threat of coalescence between Gloucester and Cheltenham and Cheltenham and Bishop's Cleeve, and where new development can be fully integrated into the existing urban form. The safeguarded areas will support strong Greenbelt boundaries defined by roads wherever possible and prevent the future coalescence of development at North West and West Cheltenham which could bring about an appearance of urban sprawl.
- 4.59 The Safeguarded area at North West Cheltenham will allow for a planned expansion of the proposed strategic allocation in this area. The safeguarding of this land will ensure that development of North West Cheltenham is well integrated with Cheltenham, and that the safeguarded land is only released when the strategic allocation is built out. At projected build rates this will be beyond the plan period.
- 4.60 A significant constraint on the land in West Cheltenham is the operation of Hayden Sewage Treatment Works, which is a long established site with an area of around 22 hectares. The Sewage Treatment Works emits odour which has the potential to seriously affect any developments that occur nearby. Recent works to upgrade the Treatment Works means that there is potential that the Development Exclusion Zone around the works which is currently identified in the 2006 Cheltenham Borough Local Plan could be reduced in size, however this work is ongoing and no results have yet been released.
- 4.61 Beyond 2031 land at this location may be genuinely capable of development when needed, particularly if the relocation of Hayden Sewage Treatment Works can be facilitated through redevelopment of the area.

## **POLICY S 6 - LANDSCAPE POLICY**

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### **Background**

- 4.62 The JCS area contains a wide variety of landscapes, ranging from the Cotswolds Area of Outstanding Natural Beauty (AONB) in the east to the River Severn and its floodplain in the west. The different landscapes have been characterised by landscape assessment work, which forms a baseline against which change can be measured.
- 4.63 The landscape of the JCS area provides the setting for its towns and villages. Landscape character is a key component of an area's identity and development will be required to respect it. Landscape proposals for new development should be appropriate to the landscape character of the locality and contribute to local distinctiveness.



## Policy S6: Landscape Policy

Development will seek to protect landscape character for its own intrinsic beauty and for its benefit to the economic, environmental and social well-being by;

### (i) Landscape Character and Enhancement

Development will be required to have regard to the local distinctiveness and historic character of the different landscapes in the JCS area. Development will be required to demonstrate how they protect or enhance landscape character and avoid detrimental effects on patterns and features which make a significant contribution to the character, history and setting of a settlement or area. Decisions on planning proposals will take account of impacts on landscape character areas and landscape types. Measures should be incorporated into development schemes to enhance the landscape character of the locality.

### (ii) Visual Impacts

Applications for major developments may be required to be accompanied by a Landscape and Visual Impact Assessment. Where visual impacts are predicted, new landscape planting which is appropriate to the character and setting of the site should be incorporated to reduce the impacts and enhance the existing landscape.

### (iii) Landscape Sensitivity

Applications for development will consider the sensitivity of the landscape and townscape in which they are to be located or which they will affect. In urban areas and on the urban fringe the developer will be required to demonstrate that both landscape and townscape sensitivity has been addressed. In villages and rural areas beyond the urban fringe the developer will be required to demonstrate that landscape and townscape sensitivity have been addressed.

**This policy contributes towards achieving Objective 4.**

## Justification

- 4.64 Landscape character is a key component of the European Landscape Convention (Council of Europe), which seeks to protect, manage and create landscapes, and is based on the premise that all landscapes are important. A key component in implementing the convention is the National Character Areas map of England, which sets out landscape character on a broad scale, with the principal areas in the JCS area being the Severn and Avon Vale (NCA106) and the Cotswolds (NCA107). National Character Area Profiles have been prepared by Natural England for both these areas and identify key features and enhancement opportunities.
- 4.65 In Gloucestershire, a Landscape Character Assessment was carried out by Landscape Design Associates in 2006, which divided the county into landscape character areas and identified a number of different landscape types and the key issues for their conservation and enhancement. The findings of the LCA are a key factor to be considered in the design of developments and in assessing their impacts.

- 4.66 It is important that **landscape character**, which relates to the physical structure and land use of the landscape, is treated separately from visual impacts in assessing development. These two elements, when considered together, enable an assessment to be made of the sensitivity of different landscapes to change. This has been addressed, in particular, in relation to the strategic allocations included in the JCS and located in the urban fringes around the main settlements.
- 4.67 **Visual impacts** need to be addressed alongside landscape character. This will be a key element of Design and Access Statements and for major developments a Landscape and Visual Impact Assessment will be provided, which is in accordance with best practice guidance, such as that produced by the Landscape Institute.
- 4.68 In the **urban fringe** areas a Landscape Characterisation and Sensitivity Analysis was carried out in 2011. This identified in more detail the landscape character of potential development sites around Gloucester, Cheltenham and Tewkesbury. This should be used to assess the impact of developments in the urban fringe areas. The analysis grades sensitivity in five categories from low to high with high-medium and high categories being particularly sensitive to development.
- 4.69 In areas **outside the area covered by the study** an assessment should be included with an application to demonstrate that sensitivity has been assessed. Sensitivity maps of the three main settlements were produced for the report.



## POLICY S 7 - COTSWOLD AREA OF OUTSTANDING NATURAL BEAUTY

### Background

- 4.70 The Cotswolds Area of Outstanding Natural Beauty (AONB) is the largest AONB in the country and its management is co-ordinated through the Cotswolds Conservation Board. The board has produced the Cotswolds AONB Management Plan 2013-2018 to set out policy agreed by the constituent local authorities across the AONB. AONBs have clear protection from major developments in the National Planning Policy Framework section 116, but the JCS needs to set out a more local policy which also covers smaller scale developments.

### Policy S7: Cotswolds AONB

Development proposals in and adjacent to the AONB will be required to conserve and enhance landscape, scenic beauty, wildlife, cultural heritage and other special qualities of the Cotswolds AONB and be consistent with the policies set out in the Cotswolds AONB Management Plan.,

**This policy contributes towards achieving Objective 4.**

### Justification

- 4.71 The Cotswolds Area of Outstanding Natural Beauty (AONB) is nationally designated for its landscape importance. Each local authority has a statutory duty under the Countryside and Rights of Way Act 2000 (Section 85) to *'have regard to the purpose of conserving and enhancing the natural beauty of the AONB'*. In fulfilling this duty Cheltenham and Tewkesbury Borough councils will work in conjunction with the Cotswolds Conservation Board. The board has prepared the **Cotswolds AONB Management Plan 2013-2018** to guide management of the AONB and this has been adopted as policy by the local authorities. The Management Plan is supported by more detailed guidance on a range of topics. The plan and this guidance should be considered as material considerations in assessing any planning applications in the AONB.
- 4.72 Development close to, but outside, the **AONB** boundary has the potential to have a detrimental impact on its **setting** through, for example, impacting on key views into and out of the AONB or impacting on landscape character in an around the AONB boundary. Applications in the setting of the AONB must fully consider any potential impacts.

### Delivery

- 4.73 Developments will be expected to protect and enhance the landscape in their immediate surrounding area. Where the development would impact on the landscape, and enhancements cannot be provided on-site, developer contributions will be sought to provide enhancements elsewhere in the district.
- 4.74 Delivery of landscape enhancements will need to be closely linked to provision of green infrastructure and providing enhancements to biodiversity. This will enable the local authorities to develop JCS-wide networks of green

infrastructure and enhance regionally important assets such as the Cotswolds AONB and the proposed Regional Park along the River Severn corridor.

## POLICY S 8 - BUILT AND HISTORIC ENVIRONMENT

### Background

- 4.75 The historic environment comprises both **designated and undesignated assets**. Designated heritage assets are defined as World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields, and Conservation Areas designated under the relevant legislation. Undesignated heritage assets are archaeological sites, historic designated landscapes, historic buildings and other structures including local listing.
- 4.76 The JCS has a wealth of heritage assets including some **4888 listed buildings and 35 conservation areas in the district**. There 88 Scheduled Ancient Monuments as well as other sites of historic interest including battlefields, parks, gardens and landscapes.



- 4.77 These include important historical features such as **Gloucester's Roman remains**, cathedral, canal corridor and docks; the **Regency architecture** and town planning of Cheltenham; **Tewkesbury's historic core**, waterways, medieval abbey, rural villages and Wars of the Roses Battlefield together with the wider agricultural heritage assets which make up the building blocks of our market towns and villages. The exploitation of the **River Severn as a transport route** and a crossing point on the river has shaped Gloucester, while the convergence of the River Severn and River Avon has shaped Tewkesbury. The primary influence in Cheltenham's development was the discovery of mineral waters and associated urban expansion during the **Regency period**. The architecture of all three districts has also been influenced by the availability of Cotswold building stone. Outside the principal settlements there are towns and villages with mediaeval origins, which remain distinct in character. Beyond the urban



areas are a variety of rural landscapes, ranging from the flood meadows and Severn Valley to the contrasting Cotswold Hills, containing fragile remnants of the ancient past. Unsympathetic modern development can erode the character and distinctiveness of our historic environment. A key challenge for the future is therefore to manage change in a way that realises the regeneration potential of the area without compromising its unique local heritage.

## Policy S8: Built and Historic Environment

The districts' designated historic heritage assets, both above and below ground, such as:

- Nationally and locally designated assets including listed buildings, registered parks and gardens, registered battlefields and Scheduled Ancient Monuments,
- Conservation areas, and
- Their settings will be conserved and enhanced for their historic significance and their important contribution to local distinctiveness, character and sense of place.

Development should make a positive contribution to the built and historic environment of the JCS area, taking full account of the presence of any heritage assets and of their settings.

Proposals which put heritage assets to viable use will be treated favourably provided that they preserve and enhance local character and valued aspects of the historic environment including individual assets (both designated and undesignated) and their setting in a manner appropriate to their significance.

When considering proposals, consideration will be given to the contribution made to supporting sustainable communities, enhancing economic vitality, addressing local character and distinctiveness; and improving accessibility where appropriate.

**This policy contributes towards achieving Objectives 4 and 5.**

## Justification

- 4.78 The heritage assets are a major factor in defining local character and distinctiveness. They also contribute to the success of the local economy by generating inward investment and tourism, which in turn helps to secure the long term future of our heritage. The NPPF emphasises the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality. It is therefore important that in managing change, we protect what is special in our historic environment.



4.79 All development should protect, conserve and enhance the special qualities, historic character and local distinctiveness of the JCS area, in order to help maintain the historic, cultural identity and strong sense of place that the three districts individually enjoy



as well as collectively share. New development should complement and relate to its surroundings, not only in terms of how it looks, but also in the way it functions in order to maintain and enhance the quality, character and diversity of the natural and historic environment. This policy is therefore closely related to the JCS design and landscape policies.

4.80 Our strategy follows national guidance in the NPPF. The policy sets out a broad policy framework for protection and enhancement of the historic and built environment, which will be reinforced by detailed development management policies in the District Plans of the three local authorities.

## Delivery

4.81 Successful delivery of the policy will depend on careful development management to ensure sensitive design and location of development to protect, enhance and respect the built and historic environment. This will require formulation and implementation of detailed development management policies, to be included in the Local Plans of the three local authorities. Effective delivery will also require close liaison with landscape, conservation and archaeology experts and consultation with bodies such as English Heritage etc.

## POLICY S 9 - CONSERVATION AND IMPROVEMENT OF BIODIVERSITY & GEODIVERSITY

### Background

4.82 The natural environment within the JCS area includes a wide range of geological landscapes, green open spaces and wildlife habitats that are recognised for their importance locally, nationally and internationally.

4.83 It is intended that all development should, wherever possible, make a positive contribution to biodiversity and geodiversity in the JCS area, helping to establish and reinforce networks for wildlife and protect and enhance geological assets, whilst being co-ordinated with the development of multi-purpose green infrastructure.

- 4.84 The purpose of this policy is to ensure that individual assets and the integrity and connectivity of wildlife corridors are planned, protected and enhanced, recognising that networks extend across local authority boundaries at landscape scale. It is also to ensure that priority habitats and species are protected and where possible recovered.

## Policy S9: Conservation and Improvement of Biodiversity & Geodiversity

Where appropriate, development proposals will be required to support the enhancement of existing biodiversity and geodiversity assets, explore opportunities to create and manage new ones where it is appropriate, and establish and reinforce ecological networks that are resilient to current and future pressures.

Proposals will be required to support:

- The creation of habitats within sites and if appropriate linking to other biodiversity networks of wildlife corridors and green infrastructure.
- The creation of linkages between sites to create a connected local and regional biodiversity network of wildlife corridors and green infrastructure.
- Improvements to Strategic Nature Areas as set out on the Gloucestershire Nature Map or meeting other local biodiversity objectives, such as enhancements to Nature Improvement Areas.
- Measures to conserve and, if possible, enhance biodiversity and geodiversity assets appropriate to their importance.

Any development that has potential to have a significant impact on a European or International site will be subject to a Habitats Regulations Assessment.

Within nationally designated sites, development will not be permitted unless it is necessary for appropriate on-site management measures to be carried out and it can demonstrate no adverse impacts to the integrity of these sites. Development adjacent to or within locally designated sites will not be permitted where it would have an adverse impact on the integrity of these sites, and harm to biodiversity or geodiversity cannot be mitigated.

Where there is a risk of harm to biodiversity or geodiversity as a consequence of a proposed development, developers will be expected to integrate enhancements into the proposal through mitigation measures that are appropriate to the location. If harm cannot be mitigated on-site, then compensatory enhancements will be required off-site.

**This policy contributes towards achieving Objective 4.**

## Justification

- 4.85 The conservation and enhancement of biodiversity (variety of life) has been an international, national and local priority since the Rio Convention in 1992. National priorities were set out in the UK Biodiversity Action Plan (UKBAP), first published in 2004 and more recently in Biodiversity 2020, the Biodiversity Plan for England, published in 2011.
- 4.86 At a more local level the [Gloucestershire Nature Map](#) has been developed to set out priorities for habitat and species conservation and enhancement across the county. A key part of this is the identification of a number of Strategic Nature Areas, which are the key areas targeted for biodiversity enhancements. Gloucestershire contains a large number of [protected sites](#) which can be categorised into European, National and Local. European sites include Special Protection Areas, Special Areas of Conservation and Ramsar sites (globally protected wetlands).
- 4.87 The JCS provides an opportunity to deliver some of the targets set out by the Local Nature Partnership in Gloucestershire of which the three local authorities are each a partner organisation helping to deliver actions to address the needs of priority species and habitats as well as plans for other habitats of local importance or interest.
- 4.88 Any development that has potential to have a significant affect on these sites (either alone or in combination with other plans or projects) will be subject to a [Habitats Regulations Assessment](#), including screening for the need for and completion of an Appropriate Assessment, as set out in the European Union Habitats Directive 92/42 EEC. Development that would adversely affect the integrity of any SPA, SAC or Ramsar site will need to demonstrate exceptional requirements relating to the absence of alternative solutions and imperative reasons of overriding public interest.



- 4.89 Biodiversity is also a key component of the [Green Infrastructure Policy S10](#). In particular, it is critical to establish connectivity between habitats to enable the movement of species. The approach advocated in the JCS promotes connectivity along watercourses to create wildlife corridors to link with the Cotswolds AONB and the River Severn and its washlands.

4.90 Where **harm to biodiversity** is predicted, the JCS requires **mitigation measures** to be incorporated into developments where possible. For situations where measures cannot be provided on site, the local authorities are developing a system of 'biodiversity offsetting'. This provides for measures to be undertaken or funded to provide off-site biodiversity assets of equal value to those that have been harmed. In assessing the need for offsetting, the councils will use an ecosystem system services approach. This identifies what types of habitat are important in the local area and why. Benefits of habitats are not simply for the species they support, but also have a role in providing a wide range of services, for example, addressing climate change, flood risk attenuation, providing open space and provision of raw materials.

4.91 **Geodiversity** concerns the protection, management and enhancement of geological formations. Key sites are protected through national designations (SSSIs) and Regionally Important Geological Sites (RIGS). Advice is available through the Gloucestershire Geology Trust. It is likely that during the lifetime of JCS that a Geodiversity Action Plan will be developed for Gloucestershire that will provide more detailed advice on the conservation of geodiversity. In addressing the impacts of potential developments on geodiversity it is intended that the councils will follow a similar approach to that proposed for biodiversity, based on on-site mitigation and off-site compensation.



## Delivery

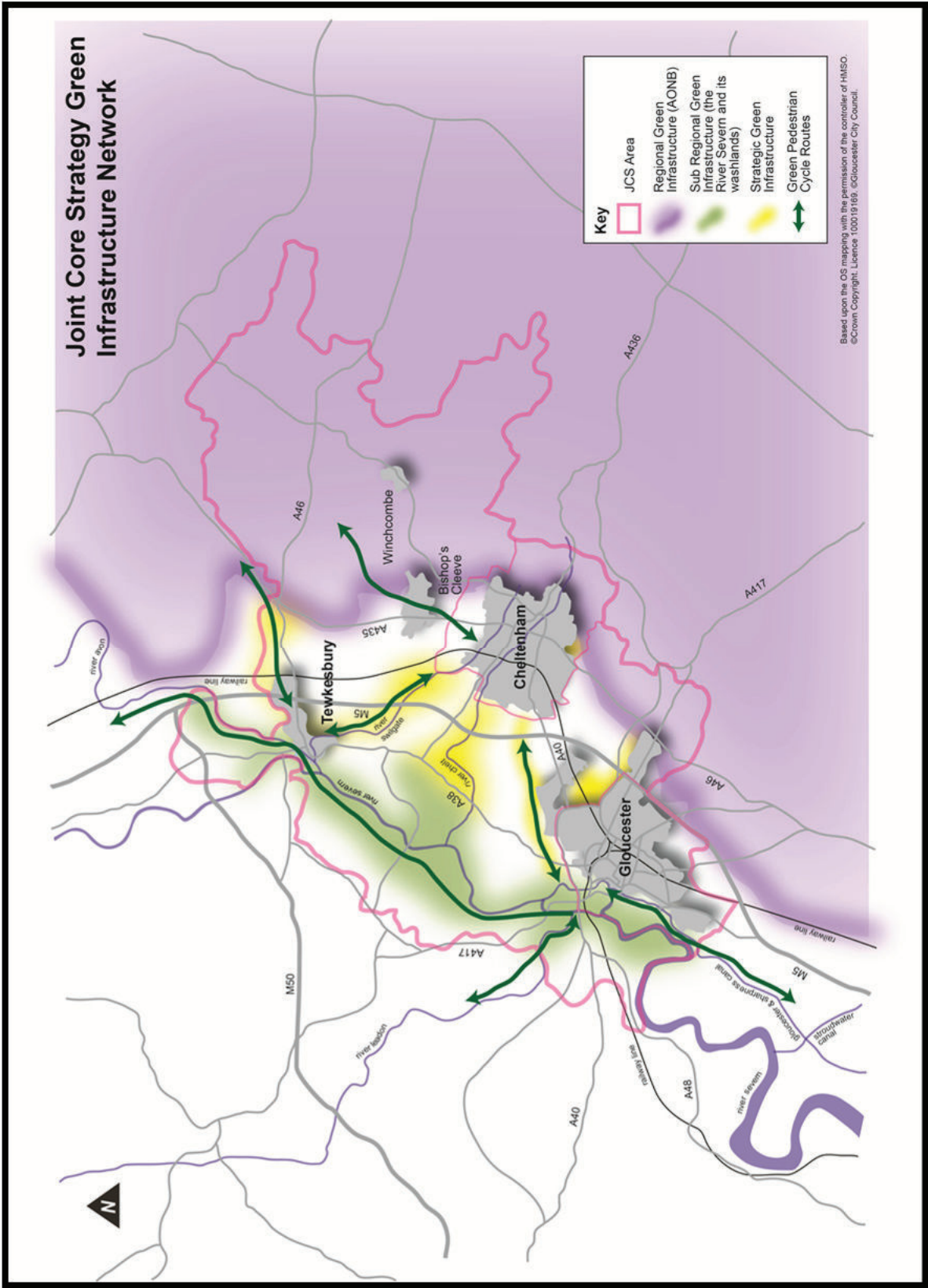
4.92 Potential impact on the SPA or the SAC will be subject to a Habitats Regulations Assessment to determine the need for Appropriate Assessment. As stated by NPPF paragraph 119, the presumption in favour of sustainable development does not apply where development requiring Appropriate Assessment under the Birds or Habitats Directives is being considered, planned or determined. Wildlife conservation will also be an important consideration within the Area of Outstanding Natural Beauty, in accordance with NPPF paragraph 115.

## POLICY S 10 - GREEN INFRASTRUCTURE

### Background

4.93 For the purpose of this policy, green infrastructure comprises both the existing and potential for a strategic **network of green spaces and other environmental features within the JCS area, including wildlife ecosystems and geological features**. These are shown on the **Green Infrastructure Network Map** below. Due to the individual and collective value of these features they are referred to as 'green infrastructure assets'. Individual assets may be large or small, natural or manmade, ranging from expansive natural landscapes and green movement corridors to individual trees and green roofs.







- 4.94 The natural environment within the JCS area includes a wide range of geological landscapes, green open spaces and wildlife habitats that are recognised for their importance locally, nationally and internationally. The Green Infrastructure Strategy identifies two strategic assets - the **Cotswold Area of Outstanding Natural Beauty (AONB)** and the **River Severn and its washlands**. Below this, at an intermediate level, the strategy links these two assets through a number of **green corridors, most of which are watercourses**. At a local level, the strategy identifies a series of green spaces which contribute to the wider green infrastructure network.
- 4.95 All development should make a positive contribution to green infrastructure, biodiversity and geodiversity in the JCS area, helping to **establish and reinforce networks for ecology, recreation and active travel** that are resilient to current and future pressures including climate change. The purpose of this policy is to ensure that individual assets and the integrity and connectivity of the network are planned, protected and enhanced, recognising that networks extend across local authority boundaries at landscape scale.



## Policy S10: Green Infrastructure

Development where appropriate, will protect and enhance the **green infrastructure network** of local and strategic importance which will deliver a series of multifunctional, linked green corridors across the JCS area by:

- Improving the quantity and/or quality of assets.
- Improving linkages between assets at local, intermediate and strategic/landscape scale in a manner appropriate to the scale of development.
- Designing improvements in a way that supports the cohesive management of green infrastructure.

Proposals that will have an impact on **woodlands, hedges and trees** should include a full justification for any loss and incorporate measures to mitigate and enhance their contribution to green infrastructure, landscape character, public amenity and biodiversity.

New development where appropriate should:

- Enable the expansion of native woodland, wherever possible, to help climate change adaptation by buffering and extending fragmented ancient woodlands, to promote recreation and public health.
- Create new footpaths, bridleways or cycling links to improve the accessibility of the Green Infrastructure network for active travel.
- Explore opportunities to increase connectivity, particularly in the urban areas. On large scale developments, developers will be expected to deliver connectivity through their site and to the wider hinterland.
- Link to the wider Green Infrastructure asset and ultimately to the strategic Green Infrastructure assets.

**This policy contributes towards achieving Objectives 4, 7 and 9.**

## Justification

- 4.96 The three local authorities have undertaken a study of Green Infrastructure in the JCS area and this has identified that there are two key regional/sub-regional Green Infrastructure assets in the area, the Cotswolds AONB to the east and the River Severn and its washlands to the west. Ideally all Green Infrastructure should link with these areas and form a co-ordinated network. The Green Infrastructure Study identified watercourse corridors as the key Green Infrastructure assets in the urban areas. Further information can be found on the JCS website.
- 4.97 The GI Study also developed a vision *‘that every resident within the JCS area can within 300 metres (five minute walk time) access a green infrastructure corridor/asset. This corridor/asset will be multifunctional and link to the*

wider GI asset and ultimately to the strategic GI of the Cotswold AONB or the Severn and its washlands'. Moving towards this vision will require each development to consider how it can contribute to improving connectivity in the network. This will help to improve corridors for wildlife as well as providing linear assets for promoting healthy lifestyles, including walking and cycling as set out in [Policy C7](#).

- 4.98 Green Infrastructure should thread through and surround the built environment and connect the urban area to its wider rural hinterland. Consequently it needs to be [delivered at all spatial scales](#) from sub-regional to local neighbourhood levels, accommodating both accessible natural green spaces within local communities and often much larger suites in the urban fringe and wider countryside'

- 4.99 [Enhancement of green infrastructure and biodiversity networks](#) will require existing green spaces, habitats and geological assets to be retained and better managed, and new features to be created. New green infrastructure should combine with established green spaces to thread through and surround the built environment, connecting urban areas and villages with the natural and agricultural areas beyond. This will require delivery of both large and small scale interventions at local, intermediate and strategic/landscape level.

- 4.100 As well as specific development of or relating to green infrastructure, other types of development, for example residential of employment uses, can help to extend, enhance and improve the connectivity of green infrastructure networks. In general this will be achieved by providing green space as set out in [Policy C5](#), as well as landscaping, trees and other planting as part of new development as set out in [Policy S4](#). Innovative features such as green roofs and living walls can also contribute to the network, particularly within the main urban areas where space is more limited as set out in [Policy S3](#).



- 4.101 As Green Infrastructure networks are enhanced by new development it is important that other incidental green infrastructure assets are not lost or allowed to deteriorate. These include private gardens, as set out in [Policy C1](#), cemeteries and allotments, as set out in [Policy C5](#), which will not all be identified on local plan proposals maps but are nevertheless an essential element of the wider green infrastructure network.

## Delivery

- 4.102 Delivery of a comprehensive green infrastructure network across the JCS area will require a co-ordinated and incremental approach to implementing

improvements associated with new developments. Key linkages between areas of green infrastructure will need to be targeted through the JCS-wide and urban area Green Infrastructure maps. Improvements could be funded through pooled developer contributions.

## POLICY S 11 - RENEWABLE ENERGY DEVELOPMENT

### Background

4.103 Renewable energy is energy that has been derived from natural resources that are generally regenerative or are practically inexhaustible. As well as the more usual renewable technologies such as wind and solar, there is potential for hydro, biomass and biogas. Some of these technologies such as biogas provide opportunities for rural employment as well as biodiversity and landscape benefits.

4.104 Commercial renewable energy installations tend to be large as they have to capture the available natural energy from the environment around them- as such they have tended to be controversial. Wind farm development in particular has been perceived as visually intrusive, although generally they are supported by the vast majority of the population (NOP DTI commissioned survey 2006).



4.105 Some renewable/low carbon energy technologies such as ground source heat pumps and solar panels have very little visual impact and should be incorporated into new developments as set out in Policy S3. Commercial solar farms however can take up a large area and will need sensitive siting and landscape treatment as set out in this policy.

4.106 The drive for renewable/low carbon sources of energy is not just about reducing greenhouse gas emissions, it also concerns a more secure energy market, long term cheaper energy costs, and importantly for the JCS, retaining money within the local economy. Installation of plant can also support many local jobs. Indeed the green economy is one of the target actions of the Gloucestershire LEP.

## Core Policy S11: Renewable Energy/Low Carbon Energy Development

Proposals for development for the generation of energy from renewable resources will be permitted, provided the wider environmental, social or economic benefits of the installation would not be outweighed by a significant adverse impact on the local environment taking into account the following factors;

- The impact of the scheme including any associated transmission lines, buildings and access roads on landscape character, local amenity, historic features and biodiversity.
- Evidence that the proposal has been designed and sited so as to minimise any adverse impacts on the surrounding area.
- Any unacceptable adverse impacts on users and residents of the local area, including emissions and noise.
- The benefits on the local economy, the community and achievement of national targets.
- The feasibility of removing any installation and re-instatement of the site in future years.
- The net gain of carbon savings taking into account carbon use through manufacturing and installation of the technology.

**This policy contributes towards achieving Objective 4 and 6.**

## Justification

- 4.107 The Government has adopted ambitious targets for renewable energy generation. Nationally the expectation is that we will generate 15% of our total energy demand through renewable sources by 2020. This is total energy that includes heat and transport. To achieve this, a step change in the take up of renewables will be needed, and the planning system has a key role to play in this. There are more ambitious targets for 2030 and beyond.
- 4.108 Renewables are not just about wind, indeed the UK Renewable Energy Road Map (DECC July 2011) has a breakdown of how the Government intends to achieve the 15% figure. **Onshore wind** accounts for only 12% of the total, with **biomass heat and biomass electricity** accounting for over 35%. The former will almost certainly be derived locally, we can expect, therefore, a big increase in the deployment of this technology in the JCS area over the coming years.
- 4.109 The NPPF makes clear that planning plays a key role in **reducing in greenhouse emissions** and supporting the delivery of renewable and low carbon associated infrastructure. Amongst other things LPAs should have a **positive strategy to promote renewable and low carbon energy**, have policies that maximise renewables and low carbon development while ensuring their adverse impacts are satisfactorily addressed, and give support to community led initiatives.



- 4.110 The NPPF does suggest that LPAs consider identifying suitable areas for renewable energy. Gloucestershire County Council commissioned ENTEC to undertake a study into renewable energy capacity across the county in 2010. It established that 10% on-site energy generation was feasible in most development scenarios, which has been set out in Policy S3. It also considered renewable/low carbon development at a commercial level and identified wind and biomass as potential resources for the JCS area. Furthermore, it identified that there were no significant grid constraints within the JCS area and grid availability was generally good. It is also understood that throughout much of the JCS gas grid availability is good. However, the study was not completed and is therefore not considered robust enough to identify suitable sites on the basis of this study.

### Delivery

- 4.111 Delivery will be through the private sector bringing forward proposals for commercial renewable/low carbon development. This will be significantly influenced by the incentive regimes that are in place at a national level whether for heat or electricity.



## Ambition 3 - A Healthy, Safe and Inclusive Community

### POLICY C 1 - RESIDENTIAL DEVELOPMENT

#### Background

4.112 The JCS guides new housing development to sustainable and accessible locations as set out in policy SP2. It is important that in planning housing development, it should address local housing needs, incorporate a range of different types, tenures and sizes of housing with the overall aim of creating mixed communities. Well designed development can also help to ensure that new housing respects the local landscape or townscape and contributes to a low carbon future.

#### Policy C1 - Residential Development

Proposals for housing development and conversions to dwellings will normally be permitted on **previously developed** land in the existing built up areas of Gloucester City, Cheltenham and Tewkesbury Town, subject to the proposals having no detrimental impact upon the amenity and environment of their surroundings.

Proposals for housing development on **greenfield land**, other than in urban extensions and strategic allocations identified in the Joint Core Strategy, District Plans or Neighbourhood Plans will only be permitted where:

- It is for affordable housing on a rural exception site where there is a clearly identified need that cannot be met elsewhere, or
- It is a home for a rural worker where there is a clear functional need for the person to be readily available on the site at all times and supports a financially viable business, or
- It is infill development within the existing built up areas of villages, or
- It is brought forward through Neighbourhood Plans or Community Right to Build Orders.

Residential development should seek to maximise density compatible with the protection of heritage assets, local amenities, the character and quality of the local environment, and the safety and convenience of the local and trunk road network.

**This policy contributes towards achieving Objectives 6, 8 and 9.**

#### Justification

4.113 Gloucester City, Cheltenham and Tewkesbury town are the main settlements in the JCS area and, in accordance with policy SP2, windfall sites which come forward on previously developed land within these areas are supported in principle, subject to not having any detrimental impact on surrounding neighbours or the environment.

- 4.114 Outside rural service centres and service villages, villages have insufficient facilities to be considered sustainable locations. Hence, new residential development is not considered appropriate unless it is for specific exceptions, such as affordable housing or agricultural worker's dwellings. Infilling is defined as the filling of an under-developed plot in an otherwise built-up frontage by not more than two dwellings.
- 4.115 Careful and innovative design is the key to achieving the highest appropriate **density** in a particular location. A proposal which would harm the character of the neighbourhood or site through excessive density, poor design or inadequate open space will not be acceptable. The aim is to secure a more sustainable pattern of development, utilising innovative design to achieve higher densities and to incorporate a mix of land uses where appropriate, whilst retaining the character and quality of the local environment. This is vital in order to ensure the viability of public transport and low carbon energy provision.






## Delivery

- 4.116 Delivery will be by local authorities working in partnership with developers, the Homes and Community Agency (HCA), registered providers and specialist housing providers.

## POLICY C 2 - HOUSING MIX AND STANDARDS

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### Background

- 4.117 Creating mixed and balanced communities is one of the government's aims for sustainable development. This means providing sufficient good quality housing of the right size, types and mix, in the right places, which will be attractive to, and meet the identified needs of different groups in society including families with children, older people, people with disabilities and people wishing to build their own homes.
- 4.118 Balanced communities consisting of a range of housing types can help to achieve a sustainable community by:
-  Supporting a wider range of social and community infrastructure such as schools, nurseries and shops.
  -  Encourage stability and community cohesion through allowing residents to move house but remain in the same area.
  -  Reducing the transient population and fostering community spirit by an increased sense of belonging, identity and pride of place.
  -  Reducing the social isolation of a particular age group such as the elderly or the young.
  -  Creating a more diverse and inclusive community than the one dominated by a single accommodation type.

- 4.119 With regard to the standard of new housing, the Community and Local Government Lifetime Homes, Lifetime Neighbourhoods established the Government's clear objective that all new publicly funded housing is built to Lifetime Homes Standard by 2011. Policy C2 recognises the value of this ambition and seeks to deliver upon it.

## Policy C2 - Housing Mix and Standards

### A. General Market Housing

Proposals for housing will be required to contribute to the mix of housing needed to provide balanced communities and meet the needs of the area, as set out in the most up to date study of housing need and/or Housing Market Assessment, and shall accord with the provisions of design policy S4.

### B. Lifetime Homes

- At least 25% of homes, across all tenures, on sites of 50 or more dwellings should be built to Lifetime Home standards.
- In the case of affordable housing all ground-floor properties should be designed to meet current Lifetime Homes standards.

### C. Homes for Older People

Proposals for Retirement Villages and Continuing Care Retirement Schemes will need to be accompanied by evidence that the homes/bed spaces meet the needs of the community.

Requirements for the location and standards of **student accommodation and houses in multiple occupation** will be set out in relevant District Plans.

**This policy contributes towards achieving Objectives 8 and 9.**

## Justification

- 4.120 Local authorities are required by the NPPF to identify the size, type and range of housing that is required in particular locations, reflecting local demand. The Gloucestershire Housing Needs Assessment (HNA) 2009 report and the Gloucestershire and Districts Strategic Housing Market Assessment (SHMA) 2009 provide information about the current and future housing needs of the county.

At present the evidence illustrates that:

- ▣ There is a **shortage of larger family housing** in the JCS area.
- ▣ There is a **significant ageing population** predicted for the plan period reducing the volume of housing activity in the housing market as they may choose to stay in their own home.
- ▣ There is likely to be a **demand for Extra Care accommodation** and other types of accommodation that would be suitable to meet the needs of an ageing population and of households with one or more **persons with limited mobility or disabilities**.



- Significant increase in the younger age profile in the Gloucester Wider Area will increase the need for **entry level homes**.
- There is a significant **increase in single person households**, particularly in the **elderly population**.

4.121 In light of the above it is important to ensure that housing provision is responsive to local market changes and the needs of the local area as set out in the local housing evidence base. The authorities in Gloucestershire have commissioned a Strategic Housing Market Assessment for the county as a whole and it is anticipated that its findings will be available in early autumn 2013. Its findings will be used to inform a review and updating of this policy.

### Delivery

4.122 Delivery will be by local authorities working in partnership with developers, the Homes and Community Agency, registered providers, and specialist housing providers



## POLICY C 3 - AFFORDABLE HOUSING

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### Background

4.123 Local authorities are required to identify whether there is a need for affordable housing in their area and how they plan to meet this need. Affordable housing includes social rented/affordable rented and intermediate housing that is available to households in the district whose needs are not met by the market. The cost must be low enough for eligible households to afford. Eligibility is determined with regard to local incomes and local house prices. Planning conditions and legal agreements (known as section 106 agreements) are used to ensure that affordable homes remain at an affordable price for future eligible households.



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

❏ **Social rented housing** is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime.

❏ **Affordable rented housing** is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

❏ **Intermediate housing** is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.



*Note: this policy will be subject to change based on the findings of the Strategic Housing Market Assessment 2013*

### **Policy C3 - Affordable Housing**

A percentage of affordable housing set out in the most up to date Strategic Housing Market Assessment will be sought on **all sites** where there is a net gain of five or more dwellings subject to the viability of provision on each site.

- A tenure mix of new social rented, affordable rented and shared ownership housing will be sought in accordance with the most up to date Strategic Housing Market Assessment.
- With the exception of part units the affordable housing should be provided on site and the affordable housing should be seamlessly integrated and distributed throughout the development scheme consisting only of small groups and being undistinguishable from market housing in terms of appearance, build quality and materials.
- The housing should meet required standards and should be of a size and type which meets the requirements of those in housing need as set out in the most up to date Strategic Housing Market Assessment.
- Developments that create new dwellings will be subject to the Affordable Housing and other policies as appropriate, regardless of the Use Class applied to the site as whole.

Financial viability assessments evidence will be required where proposals do not comply with policy. These should conform to an agreed methodology and, where necessary, independently appraised by the local authority at the cost of the applicant.

**This policy contributes towards achieving Objectives 8 and 9.**

### **Justification**

- 4.125 Evidence set out in the last three Housing Needs Assessments (2010) for Gloucester, Cheltenham and Tewkesbury indicated that there was a significant annual requirement for new affordable homes. The authorities in Gloucestershire have commissioned a Strategic Housing Market Assessment for the county as a whole and it is anticipated that its findings will be available in early autumn 2013. Its findings will be used to inform a review and updating of this policy.
- 4.126 The need for affordable housing extends to all types of residential development including retirement flats, nursing homes, residential and care homes. These types of accommodation are expected to contribute to the provision of appropriate affordable housing to help meet the wider housing general housing need of the district. The agreed DCLG definition of a dwelling, based on that

used by the Census, is “a self-contained unit of accommodation.” Self-containment is where all the rooms (including kitchen, bathroom and toilet) in a household's accommodation are behind a single door which only that household can use. There is sometimes confusion as to whether these units fall into use class defined as a residential institution (C2) or a dwelling house (C3). Our approach is that development which creates living spaces that retain the essential characteristics of a self-contained dwelling, even if some care is provided, will be presumed to fall into use class C3. Evidence is likely to include such factors as; the type and duration of care provided, the layout of the scheme, and the degree of self-containment/ privacy offered to residents.

## Delivery

- 4.127 Delivery will be by local authorities working in partnership with developers, the Homes and Community Agency, registered providers and specialist housing providers. Early pre-application discussions will be expected in all affordable housing negotiations.

## **POLICY C 4 - GYPSY, TRAVELLER AND TRAVELLING SHOWPEOPLE**

### Background

- 4.128 In March 2012 the Government published the National Planning Policy Framework (NPPF) and a ‘Planning policy for traveller sites’. These documents align planning policy for traveller communities more closely with other forms of housing. It introduced, for example, the requirement for councils to demonstrate a five year supply of pitches/plots against locally assessed targets based on robust local evidence.
- 4.129 The JCS area has long established Gypsy, Traveller and Travelling Showpeople communities. There are many reasons for this, including excellent road connections, proximity of land close to the urban areas for access to services and employment opportunities, and strong family ties. There are particular concentrations in Tewkesbury Borough, close to the urban areas of Gloucester and Cheltenham.
- 4.130 A Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTTSAA) was published in 2013 which identifies the need for additional pitches/plots for different traveller communities for Gloucestershire between 2013 and 2031.

## Policy C4 - Gypsy and Traveller Accommodation

The potential for provision of new Gypsy, Traveller and Travelling Showpeople sites should be considered through urban extensions and strategic allocations.

All proposals for new Gypsy, Traveller and Travelling Showpeople sites will be assessed against the following criteria;

- There is a proven need for the development and the capacity of the site can be justified for further Gypsy, Traveller and Travelling Showpeople sites, or extensions to existing sites.
- The development is not within an area of sensitive landscape and in all other location it will not have an unacceptable impact on the character and appearance of the landscape and the amenity of neighbouring properties, and is sensitively designed to mitigate any impact on its surroundings.
- The site has safe and satisfactory vehicular and pedestrian access to the surrounding principal highway network.
- No significant barriers to development exist in terms of flooding, poor drainage, poor ground stability or proximity to other hazardous land or installation where other forms of housing would not be suitable.
- The site is situated in a suitable location in terms of access to local amenities, services and facilities, including schools, shops, health services, libraries and other community facilities.
- The site can be properly serviced and is supplied with essential services, such as water, power, sewerage and drainage, and waste disposal. The site should also be large enough to enable vehicle movements, parking and servicing to take place, having regard to the number of pitches/yards on site, as well as enabling access for service and emergency vehicles, including circulation space along with residential amenity and play areas.

**The policy contributes towards achieving Objectives 8 and 9.**

### Justification

- 4.131 The recently completed Gloucestershire Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTTSAA) sets out the need for new pitches/plots resulting from existing traveller communities in Gloucestershire between 2013 and 2031. Within the JCS area the assessment sets out the requirement for provision of 152 permanent pitches for Gypsies and Travellers. Of these, 147 pitches relate to communities that currently reside in Tewkesbury Borough. The assessment further sets out a requirement for 36 permanent plots for Travelling Showpeople, relating to communities that currently reside in Gloucester City and Tewkesbury Borough.
- 4.132 The report also sets out that if transit pitches are considered necessary, around 10 should be provided within Gloucestershire, but in a location within the JCS area given the concentration of existing encampments and proximity to main road networks such as the M5 and A40.

- 4.133 The nature of existing provision in Gloucestershire means that a very significant proportion of these needs arise in Tewkesbury Borough. However, ‘Planning policy for traveller sites’, further discussed in the GTTSAA sets out that where there are special or strict planning constraints across an area, local planning authorities should consider working together through the ‘duty-to-cooperate’ to provide for traveller needs, in order to provide more flexibility in the identification of sites, including the preparation of joint development plans. In this regard, efforts will be made to constructively engage with other Gloucestershire authorities to address this issue.
- 4.134 Further to this, the assessment confirms issues with the ability to bring forward sites for traveller communities in urban areas for reasons such as limited land availability and site viability. Depending on the availability of deliverable sites in Gloucester and Cheltenham, it may also be necessary for these authorities to work with other Gloucestershire authorities to address needs arising from their communities.
- 4.135 In terms of the JCS, a majority of development will be coming forward through the strategic allocations and urban extensions. It may be possible for sites for traveller communities to be provided as part of well masterplanned through these developments and the potential for such provision will be fully considered through the planning process. Further non-strategic site allocations will be made by each of the JCS authorities in district plans, in the context of locally set targets.
- 4.136 ‘Planning policy for traveller sites’ requires that local planning authorities provide a criteria based policy in Local Plans. Where need is identified, this policy will form the criteria against which potential site allocations will be assessed. It will also form the policy against which other speculative applications that may come forward should be assessed.

Table C4

Local Authority	2013 - 2017		2018 - 2022		2023 - 2027		2028 - 2031	
	Public	Private	Public	Private	Public	Private	Public	Private
Cheltenham	0	2	0	0	0	0	0	1
Gloucester	0	1	0	0	0	0	0	1
Tewkesbury	20	44	12	15	13	16	12	15
TOTAL	20	47	12	15	13	16	12	17

## POLICY C 5 - COMMUNITY FACILITIES

### Background

- 4.137 Everyone living in the districts of Gloucester, Cheltenham and Tewkesbury deserves to have access to facilities that meet their everyday needs. **Essential community facilities include schools, health services, community centres,**



libraries, sports pitches, open space and children's play provision. Other cultural and sports facilities such as museums, galleries and entertainment venues including Cheltenham Racecourse serve the community whilst also providing an important tourist attraction. By bringing people together and providing opportunities for social and physical activity, all of these facilities contribute to quality of life, health and wellbeing in the area.

## Policy C5 - Community Facilities

Existing community facilities will be safeguarded, unless it can be demonstrated to the satisfaction of the local authority that these are surplus to requirements and that their loss would not create, or exacerbate, any shortfall in supply. When demonstrating that a facility is surplus to requirements, the applicant will need to illustrate that engagement has been undertaken with relevant community groups and partner organisations.

Where new residential development will create, or add to, a need for community facilities, this must be fully met as newly built, on-site provision and/or a contribution to facilities or services off-site and be of an appropriate type, standard and size. Developers will be expected to engage with the relevant local authorities and, if appropriate, health and education authorities from an early stage to ensure that new provision:

- Meets the needs of the community that it will serve.
- Is provided prior to the first occupation of development.

Developers will also be required to demonstrate that their proposals will have no adverse impact on existing communities in terms of their access to essential services.

Community facilities should be centrally located to the population they serve and should be easily accessible on foot and by bike, and well served by public transport. In the case of green open space easily accessible means it is located within 300m (or five minute walk) from the houses it serves. New facilities should be accessible to all members of the community, including children, older people and disabled people. Developers should aim to provide flexible, multi-functional facilities within mixed-use developments, creating shared space which maximises benefits to the community.

**This policy contributes towards achieving Objectives 7, 8 and 9**

## Justification

- 4.138 Development has a role in tackling socio-economic and health inequality by providing appropriate community facilities. For the purpose of this policy, community facilities include, but are not limited to: Facilities for education and training, health and social care, community and culture, village halls, local shops and pubs, libraries, places of worship, major sporting attractions, leisure centres and children's play provision. Infrastructure for health, social care and education are essential community facilities that will need to be assessed in accordance with NPPF paragraph 162 (refer to delivery section).

4.139 It is important that new development which will add to the combined needs of the community contributes to new or expanded facilities to ensure that these additional needs are met. For provision to be sufficient and timely it must be planned and phased in parallel with new housing and other development. Where new development occurs in areas of inequality or undersupply, there may be opportunities to re-connect the area and provide wider benefits. Developers should therefore take opportunities to integrate new provision with existing facilities (for example by extending a facility) or to provide it in a location that is accessible to residents of neighbouring areas with identified needs.



4.140 The right location for a community facility will depend on its scale and function. Facilities that serve the day-to-day needs of a community should be located in local centres close to the communities that they serve and should be fully accessible and inclusive. The location of higher level facilities, such as leisure centres, should be highly accessible to all members of the community and where possible should be directed to an allocated site or an appropriate site in an area of undersupply. All facilities should be accessible by walking, cycling and public transport. Mixed-use development can help to ensure that homes are close to services and that neighbourhoods are safe, lively and well maintained. Facilities that are flexible and perform a range of functions can also help to generate higher levels of activity whilst making more efficient use of land.

4.141 The loss of a community facility may be acceptable in certain circumstances. For example where the facility will be replaced, where it can be proven that there is no need or demand, or where a marginal loss will result in improvement or provision of a complementary use. Local authorities' District Plans can set criteria to determine whether a loss is acceptable. Proposals to build on existing sports and recreational buildings and land should be considered in accordance with the criteria in the National Planning Policy Framework.

## Delivery

4.142 The three JCS authorities will work collaboratively with health and education authorities, and developers and partnership groups to ensure that the needs of existing and future communities are met. Delivery of any essential or strategic community facilities within the JCS area, such as new or extended schools or health services, should be informed by an assessment of the needs of the

existing community in relation to existing provision. If the catchment area of the particular service or need crosses local authority boundaries then so should the assessment.

## POLICY C 6 - SUPPORTING HEALTHY LIFESTYLES AND WELLBEING

### Background

4.143 The purpose of this policy is to promote the health and wellbeing of communities living in the JCS area and reduce health inequalities. New development can help do this by creating clean, safe and attractive environments that enable social interaction and physical activity while making walking and cycling easy travel choice. The requirements for **Health Impact Assessments** are set out in **Policy D2**.

4.144 Improvements to health are best achieved by dealing with the social determinants of health in an integrated manner. As such, this policy has strong links with policies on community facilities, housing standards, design and green infrastructure.

### Policy C6 - Supporting Healthy Lifestyles and Wellbeing

All development should aim to support active and healthy lifestyles and must not have any adverse impacts on the health of existing or future populations that cannot be mitigated.

In order to support a healthy lifestyle and wellbeing, new development will be required:

- To facilitate **active travel** by providing a safe and integrated movement network in accordance with urban design and transport policies.
- To provide a **healthy living environment**, residential development should meet locally set space standards and sun and daylight requirements.
- To contribute to a **healthier urban environment** through maintaining or improving air and water quality and minimising disturbance associated with light, noise and odour.
- To **reduce social inequality** through a mix of housing types, sizes and formats.
- To mitigate and **adapt to the effects of climate change** through water sensitive urban design and by providing areas of shade.
- To **deliver public open space** that is designed to be safe, encouraging active use and maximising opportunities for informal recreation, social interaction, active play and active travel.

District Plans will recognise and safeguard the role of allotments, agriculture and local food/farmers markets and shops in providing access to healthy, affordable and locally produced food options.

**This policy contributes towards achieving Objective 9.**

## Justification

4.145 Levels of **health deprivation** vary across the JCS area (Index of Multiple Deprivation 2010). Overall levels of deprivation in Cheltenham and Tewkesbury are lower than the English average, while deprivation in Gloucester is higher than average. However, there are smaller pockets of deprivation across the three districts, revealing health inequality between communities. Sizeable areas of central, northwest and southeast Gloucester are in the most deprived 20% nationally for health, as are smaller pockets in east, west and central Cheltenham and in the south of Tewkesbury town. In all three districts there is a significant **difference between the life expectancy** in the least and most deprived areas. Parts of the JCS area also have a **high proportion of older people** within the population.

4.146 There is an increasing body of evidence about the links between planning, health and wellbeing (for example the Marmot Review 2010). Factors that are considered to **impact on our physical and mental health** include **street layout and connectivity, safety and security, opportunities for social interaction and our ability to cope with extreme weather events**. The accessibility of new development is a factor that influences lifestyle, particularly for older people and disabled people. This includes access to individual buildings where we live and work as well as access to public services, open space and healthy food. Finally there is a link between poor local environmental quality, poor health and socio-economic deprivation. Planning therefore has potential to positively affect health by providing environments that enable healthy lifestyles.

4.147 Access to open spaces and facilities for sports, recreation and leisure are particularly important to **encourage physical activity and social interaction**. These include parks and open spaces, playing fields, children's play parks, allotments and community gardens. Incidental open space within streets, gardens and the walking and cycling network also allows for informal gathering, helping to engender a sense of community and local identity. The overall approach to provision and protection of open space and other facilities are contained within policies on green infrastructure policy and community facilities.



## Delivery

4.148 Local planning authorities will collaborate with public health professionals and other service providers to maintain an up-to-date evidence base on the health profile and needs of local communities. This will help authorities to deliver a targeted response by identifying areas with capacity to benefit from changes to the spatial environment. Delivery of environments to enable healthy lifestyles

will be achieved through the planning applications process and local place shaping initiatives. Standards for the provision of public open space such as parks, allotments and children's play will be set by local authorities within District Plans and supporting documents.

## POLICY C 7 - TRANSPORT REQUIREMENTS

### Background

4.149 The NPPF states that '*Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives*'. Achieving these two roles requires a co-ordinated approach across several policies and departments. This policy is therefore closely linked to **Policy C6** on health and wellbeing and **Policy S4** on urban design.

4.150 The preparation and implementation of transport policy and proposals is not exclusively a matter for the JCS or District Plans. The Local Transport Plan (LTP), prepared by Gloucestershire County Council as highways authority, is a critically important strategic document that sits alongside and complements the JCS. The two documents ideally should be read together.

### Policy C7 -Transport Requirements

Where appropriate, proposals will need to include the provision of transportation measures as follows:

- a) All mode (walking, cycling, bus and car) accesses onto the local street network should be provided where possible to accommodate local demand (i.e. trips under 1km).
- b) All mode (walking, cycling, bus and car) accesses onto the principal road network should be provided at suitable locations to accommodate demand to adjacent town or city centres.
- c) Safe and suitable access should be located onto the existing highway network where it does not result in an unacceptable increase level of congestion.
- d) All new junctions should provide for safe and attractive movement for all people, including the needs of people with disabilities.
- e) If the evidence indicates a demand for significant amounts of movements away from the adjacent centres, consideration should be given to junctions onto the Strategic Road Network
- f) Opportunities to install or retro install new transport technologies such as electric charging plug-in and ultra-low emission vehicle fuelling should be facilitated.
- g) Parking to be provided across the site in accordance with the relevant guidance.
- h) Provision of covered and secure cycle parking at local centres and community facilities.

**This policy contributes towards achieving Objectives 7 and 9.**



## Justification

4.151 All new development requires some new transport infrastructure, ranging from a simple access onto an existing road to new highway and footway layouts serving several thousand houses. It is critical that this new infrastructure leads to a transport network that people feel safe using, that is environmentally sustainable by encouraging walking, cycling or the use of public transport, and which is affordable to maintain.

4.152 The quality of the public realm is a determinant of a vibrant, prosperous and safe built and natural environment. Transport routes - whether on foot or bike, or by other modes - are salient features of it. Highway layout should be designed and constructed to appropriate standards, to create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones. Together with consistency of approach, the maintenance and enhancement of sustainable transport infrastructure in this context is an important strategic policy objective.

4.153 The Manual for Gloucestershire Streets has been in use for several years. It provides guidance to developers, their consultants and design engineers, local planning authorities, parish and town councils and the public on how policy objectives can be achieved through careful design. Its implementation sets and ensures a proven standard that helps to deliver a high quality of public realm consistently across the JCS area.

4.154 This policy sets out the strategic aspects of transport. Requirements for urban extensions or strategic allocations can be found in the Strategic Allocation Policies. More localised issues, such as car parking standards - will be dealt with in the District Plans prepared by the three JCS authorities.









## Delivery

4.155 The policy will be delivered through the development management process

## CHAPTER 5 - STRATEGIC ALLOCATION POLICIES

### Background

- 5.1 The objectively assessed need for housing and need for employment land is identified in the Strategic Policies chapter. The accompanying distribution strategy is to meet identified need where it arises, so that Gloucester and Cheltenham remain the primary focus for development. Where Gloucester and Cheltenham urban centres cannot meet their identified need in full, their immediate wider areas have been considered for the potential for urban extensions.
- 5.2 This approach means that some of the development will be provided within Tewkesbury Borough to help meet Gloucester and Cheltenham's need. People and businesses do not confine their life and travel choices to one single administrative area, whether it is to live, work, shop, enjoy leisure pursuits etc. Such an approach is supported, and indeed planning across boundaries is a requirement through the government's 'Duty to Co-Operate'.
- 5.3 The 'Developing the Preferred Option' consultation identified six strategic allocations to help deliver the development requirements at the following locations;
  -  Ashchurch, Tewkesbury
  -  North West Cheltenham
  -  South Cheltenham
  -  Innsworth, Gloucester
  -  South Churchdown, Gloucester
  -  Brockworth, Gloucester
- 5.4 There was a high level of responses to the 'Developing the Preferred Option' consultation in relation to the proposed strategic allocations with both objection and support expressed for the different locations. Many of those respondents who objected to the inclusion of strategic allocations, also considered that the levels of housing development were too high and that development should be limited to the urban capacities of each centre. Other comments recognised the need for new housing and employment development to be located in sustainable locations with good access to local shops and services, located on public transport routes to the main urban centres with sufficient new infrastructure to support new development.
- 5.5 Through further assessment of evidence, urban extensions have been identified at South Cheltenham - Up Hatherley, North Churchdown and South Churchdown. In whole or in part, these sites have not had the same level of engagement as other sites which were proposed in the JCS 'Developing the Preferred Option' document. They also have not been subject to the same level of discussion with developers and landowners in terms of deliverability and this is our first public consultation in respect of these sites. As this consultation needs to take place, the number of homes and realistic timescales for development requires further review.

- 5.6 All the strategic allocations proposed in the JCS will be informed by the latest evidence, including transport modelling, viability assessment and the Infrastructure Delivery Plan. This will provide the opportunity to look holistically at the strategic allocations and to assess cumulative impact on the strategic and local highway network. As the councils work towards the pre-submission version of the plan, we will provide a more detailed programme of how sites will be phased over the plan period to ensure that the councils can maintain a rolling 5 year housing land supply. Further information on the 5 year housing land supply will be set out in the Housing Topic Paper.
- 5.7 All urban extensions and strategic allocations will be tested through the JCS public consultation
- 5.8 These comments have been balanced against both the evidence which has been prepared alongside the emerging JCS and the NPPF. The Sustainability Appraisal confirms this approach to provide development through extensions to the urban areas as the most sustainable response which benefit both the individual location and the wider JCS area.
- 5.9 This policy is concerned with the provision of the strategic allocations to help meet some of the overall requirement for housing and employment land. It identifies the locations where strategic allocations will be provided and site specific requirements to create sustainable developments. These allocations will provide housing, employment and community development supported by necessary infrastructure.
- 5.10 **Policy A1 and the specific strategic allocation policies** and relevant plans provide the key principles for development at the urban extensions and strategic allocations. Development at the strategic allocations will account for just under half of all the residential development in the JCS area up to 2031.
- 5.11 The level of residential development cannot be accommodated solely within the existing urban areas so it has been necessary to allocate sites for urban extensions to the main urban areas of Gloucester and Cheltenham, close to where the need arises.
- 5.12 The approach to site selection is set out within the evidence base in the Broad Locations report (October 2011) and the Strategic Allocations report (October 2013) which considers the potential for strategic development within and around the periphery of all three centres. This has drawn together the relevant evidence base produced so far, including site specific issues such as flooding, biodiversity, green belt, landscape and other constraints.
- 5.13 The majority of strategic allocations lie within the Green Belt. The very nature of this policy designation is such that it is located in the area where sustainable patterns of development and urban extensions can best be created. The Green Belt boundary has been redrawn to accommodate the strategic allocations and, where necessary, to create new more defensible boundaries for the long term. Areas of land to be safeguarded for future development have also been identified.

- 5.14 Development of the strategic allocations will be brought forward early within the plan period in order to ensure an ongoing supply of housing and employment development to 2031.
- 5.15 Further information can be found within the Broad Locations report (October 2011) and the Strategic Allocations report (October 2013)

## **POLICY SA 1- REQUIREMENTS FOR STRATEGIC ALLOCATIONS**

Urban extensions to Cheltenham and Gloucester and Strategic allocations at Ashchurch are identified on the Proposals Plan. Individual site plans are included for each strategic allocation. The JCS should be read as a whole and the development of the Strategic Allocations will be subject to the following additional requirements:

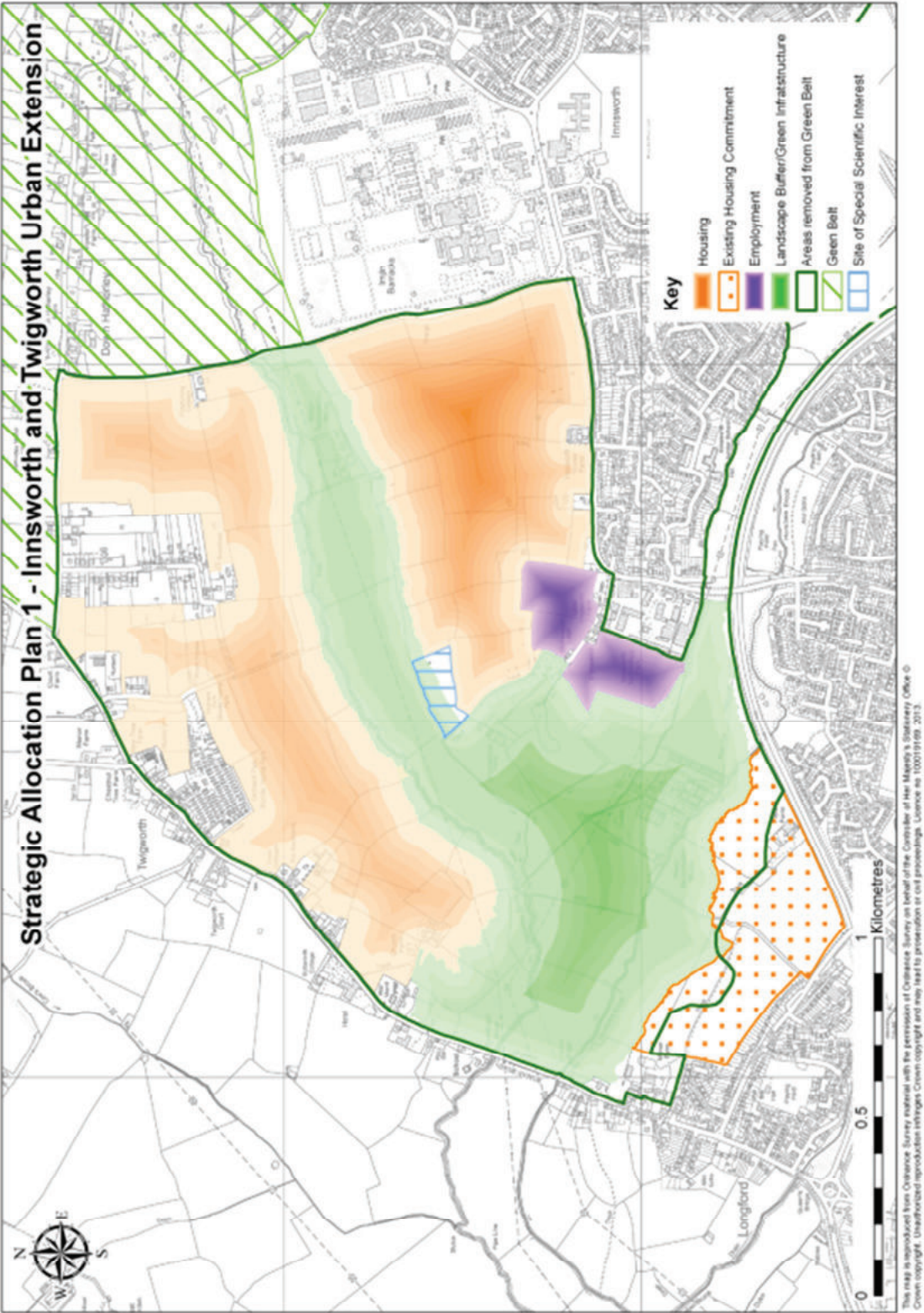
- A. Housing will be provided at an average density level of 40 dwellings per hectare.
- B. Employment land will provide job generating uses in key growth sectors. Proposals to develop land allocated for employment use to alternative uses will be resisted.
- C. Infrastructure will be phased and provided by the developer in line with infrastructure needs arising from the development and as set out in the Infrastructure Delivery Plan.
- D. Provision of strategic and local Green Infrastructure including:
  - i. Appropriate connections to the wider countryside beyond the site
  - ii. Enhancement of existing green infrastructure by providing landscaping and structural planting throughout the development;
  - iii. improvements to existing spaces;
  - iv. retention and where appropriate enhancement of protected landscape features, habitats and ecological designations ensuring that they are integrated into new development;
  - v. enhancements to existing habitats and the local landscape.
- E. Investigation and mitigation by the developer of any contamination within the site through agreed remediation techniques.
- F. Use of established and emerging low carbon or renewable technologies to provide at least 10% of onsite energy requirements per building.
- G. Sustainable design to include use of orientation to make best use of solar gain in habitable rooms.
- H. Development should create built edge conditions that are more fragmented and visually aligned with existing landscape features of the site so as to avoid the creation of very long and unnatural linear edges. This may be achieved through the use of existing field boundaries or other existing landscape features.
- I. Use landscape buffers and green infrastructure as an integral part of the phased development to ensure the development is satisfactorily integrated within the landscape.
- J. Proposals will be required to demonstrate how new development will be integrated with and complement existing development surrounding the strategic allocation.
- K. The provision of community and education facilities where required, shall be constructed as an integral part of the residential development, to ensure the creation of sustainable neighbourhoods. Opportunities to create benefits for existing and new communities will be supported.
- L. Flood storage betterment to be provided across each strategic allocation.

## **POLICY A1 - INNSWORTH & TWIGWORTH URBAN EXTENSION, GLOUCESTER**

Land is allocated at North Gloucester as shown on Strategic Allocation Plan 1 for approximately 3,075 dwellings and 9 hectares of employment land. Proposals will be required to demonstrate that the following requirements have been addressed:

- How the strategic allocation can be developed as an integrated and comprehensive urban extension.
- This site will be phased with development taking place close to Innsworth in advance of development at Twigworth.
- Developers will be expected to provide a nature reserve within this strategic allocation on land within the extent of the green infrastructure/landscape buffer to act as a focal point for the development and to support the restoration of previously neglected land and the SSSI, and improve the ecology of the area.
- All modes linkages to Down Hatherley, Innsworth and Longlevens onto Innsworth Lane and Down Hatherley Lane would be supported to accommodate local traffic demand, although journey time will need to be managed to discourage use by non- local traffic.
- A new main junction onto the A38 to the west of the site should be provided to accommodate trips into Gloucester city centre. A new main junction onto the A40 to the south of the site should be provided to accommodate trips outside Gloucester. The exact location, type and size of the junctions to be determined.



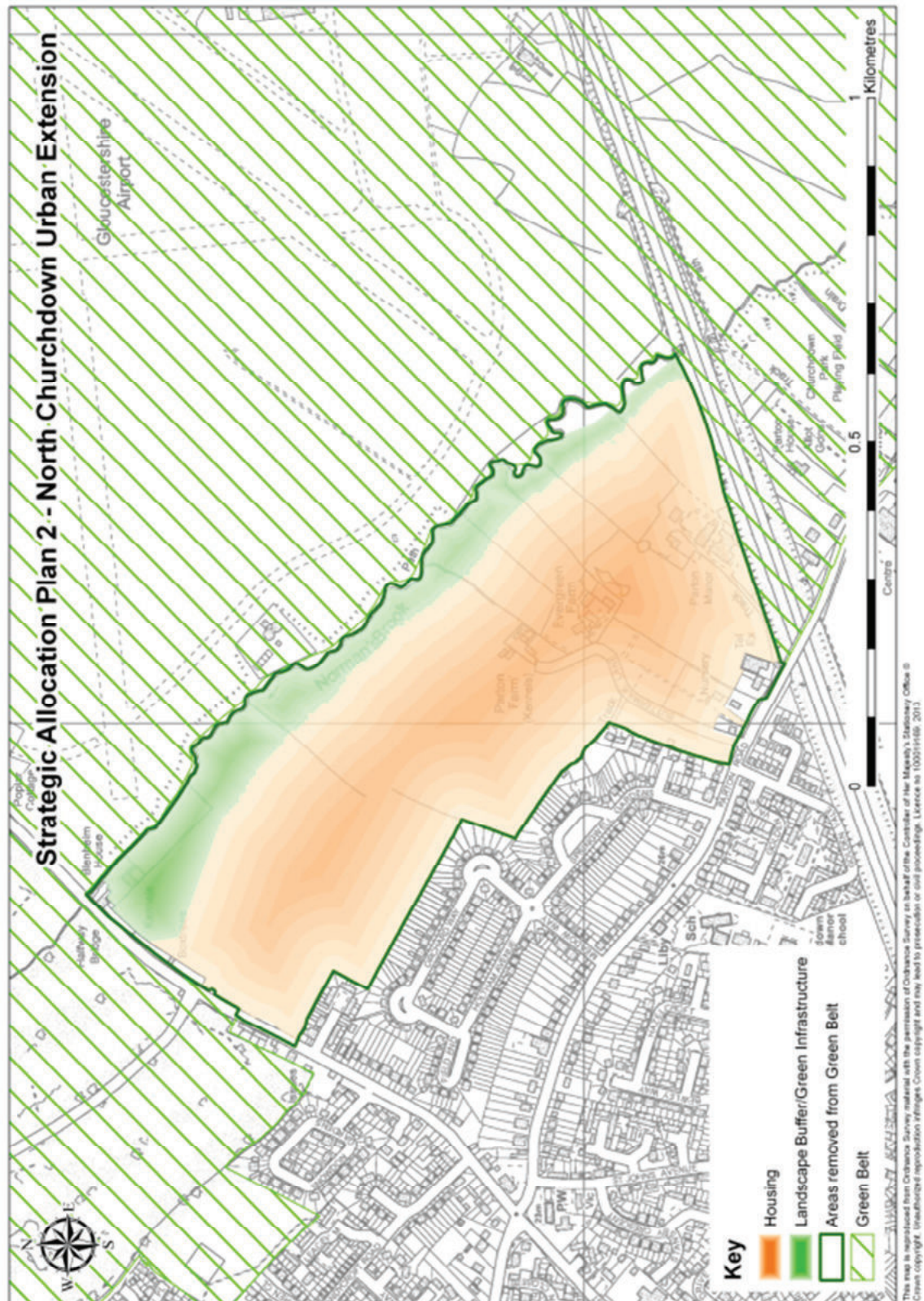


## **POLICY A2 - NORTH CHURCHDOWN URBAN EXTENSION, GLOUCESTER**

Land is allocated at North Churchdown as shown on Strategic Allocation Plan 2 for approximately 845 dwellings. Proposals will need to demonstrate that the following requirements have been addressed:

- New green infrastructure linkages along Norman's Brook to be actively managed for biodiversity purposes.
- Flood storage betterment to be provided across the site including opening up of culverted Norman's Brook to improve carrying capacity of floodplain upstream of Longford in accordance with Stage 2 SFRA2 (March 2013).
- Consideration should be given to direct access onto the Strategic Road Network.
- Local multi modal permeability to be accommodated through existing street network.
- A new main junction to the west of the site should be provided to accommodate trips into Gloucester city and Cheltenham town centres and to accommodate trips outside Gloucester and Cheltenham. The exact location, type and size of the junctions to be determined.
- The network to the north and south is congested and significant infrastructure improvements will be required.



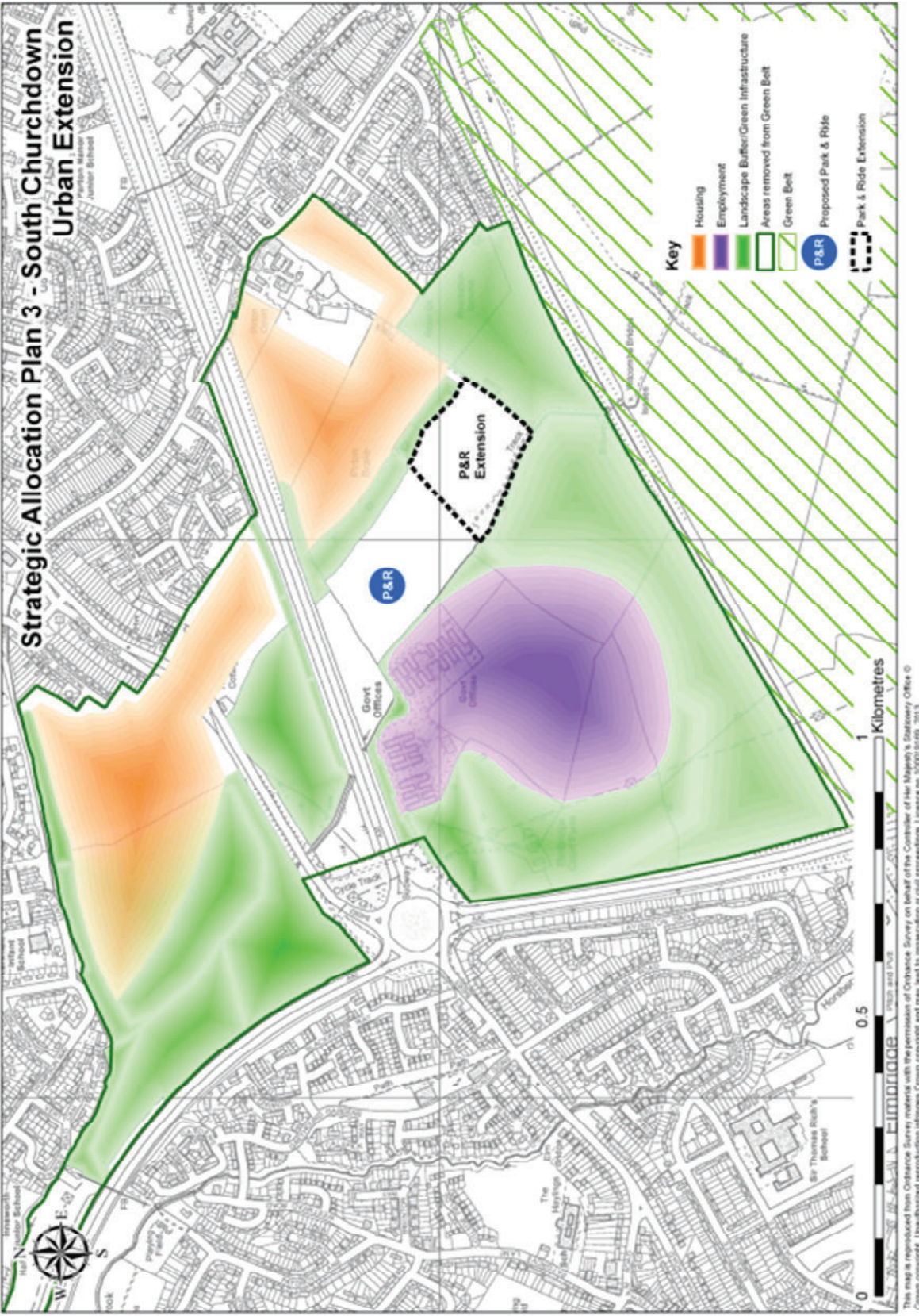


## POLICY A 3 - SOUTH CHURCHDOWN URBAN EXTENSION, GLOUCESTER

Land is allocated at South Churchdown as shown on Strategic Allocation Plan 3 for approximately 639 dwellings and 17 hectares of employment land. Proposals will be required to demonstrate that the following requirements have been addressed:

- Demonstrate how the strategic allocation can be developed as a comprehensive urban extension.
- New green infrastructure linkages along Innsworth Ditch and unnamed brook to be actively managed for biodiversity purposes.
- Enhancements to existing green infrastructure linkages to Tinkers Hill and Churchdown Hill.
- Enhancements to and safeguarding of Pirton Brake Ancient Woodland.
- Retention of Pirton Court farmstead and curtilage as a heritage asset.
- Safeguarding of ponds and associated biodiversity at Pirton Court.
- New pedestrian and cycle linkages required from north of the site towards Innsworth across the un-named ditch.
- Improvements to Sustrans Route 41 providing a route through the broad location site from Pirton Lane to Elmbridge roundabout.
- New strategic landscape buffer to be provided along northern side of A40. Strategic landscape buffer to be retained to west and south of employment area and green wedge to be retained through middle of broad location when viewed from Tinkers Hill/ Churchdown Hill.
- Access to new employment site to be achieved from new access to Elmbridge Park and Ride site.
- Reserve land to provide an extension to the park and ride facility.
- Proposals should not prevent the future development of a parkway station.
- Capability to integrate with current commercial public transport provision in Churchdown and Innsworth areas to be considered.
- All modes linkages to Churchdown would be supported to accommodate local traffic demand.
- New main junctions onto the Golden Valley and the B4063 should be provided to accommodate trips into Gloucester city and Cheltenham town centres, as well as trip onto the strategic road network outside the area. A new main junction onto the A40 to the west of the site should be provided to accommodate trips outside Gloucester. The exact location, type and size of the junctions to be determined.



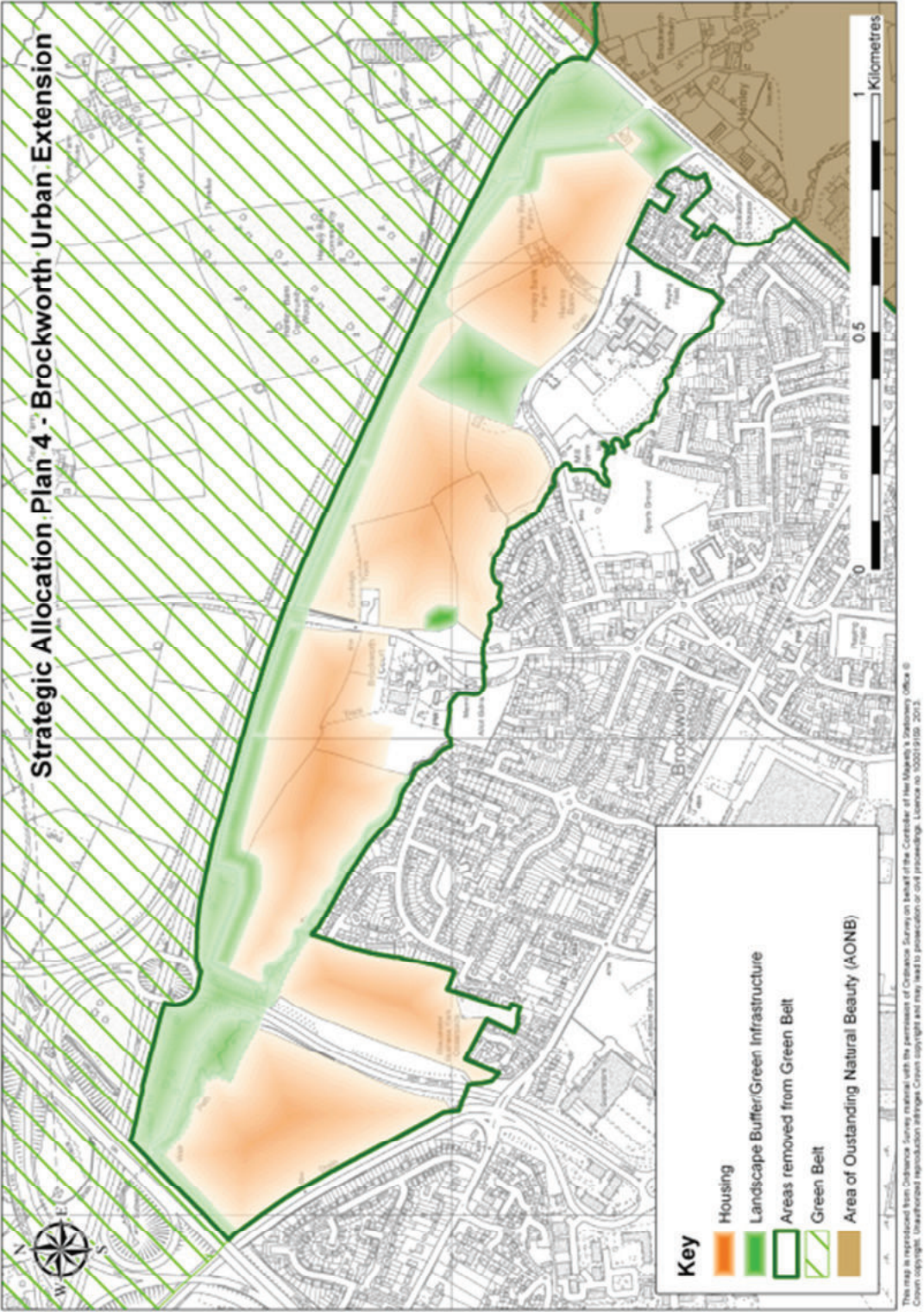




## **POLICY A4 - NORTH BROCKWORTH URBAN EXTENSION, GLOUCESTER**

Land is allocated at North Brockworth as shown on Strategic Allocation Plan 4 for approximately 1548 dwellings. Proposals will need to demonstrate that the following requirements have been addressed:

- Preservation and enhancement of heritage asset of Brockworth Court.
- New green infrastructure linkages along Horsbere Brook to be actively managed for biodiversity purposes.
- Improvements required to pedestrian and cycle connectivity to Green Infrastructure across A46 and along Court Road towards Churchdown.
- Flood storage betterment to be provided across the whole broad location to improve carrying capacity of floodplain upstream of Longford in accordance with Stage 2 SFRA2 (March 2013).
- At grade pedestrian and cycle crossing on Valiant Way from residential area to employment.

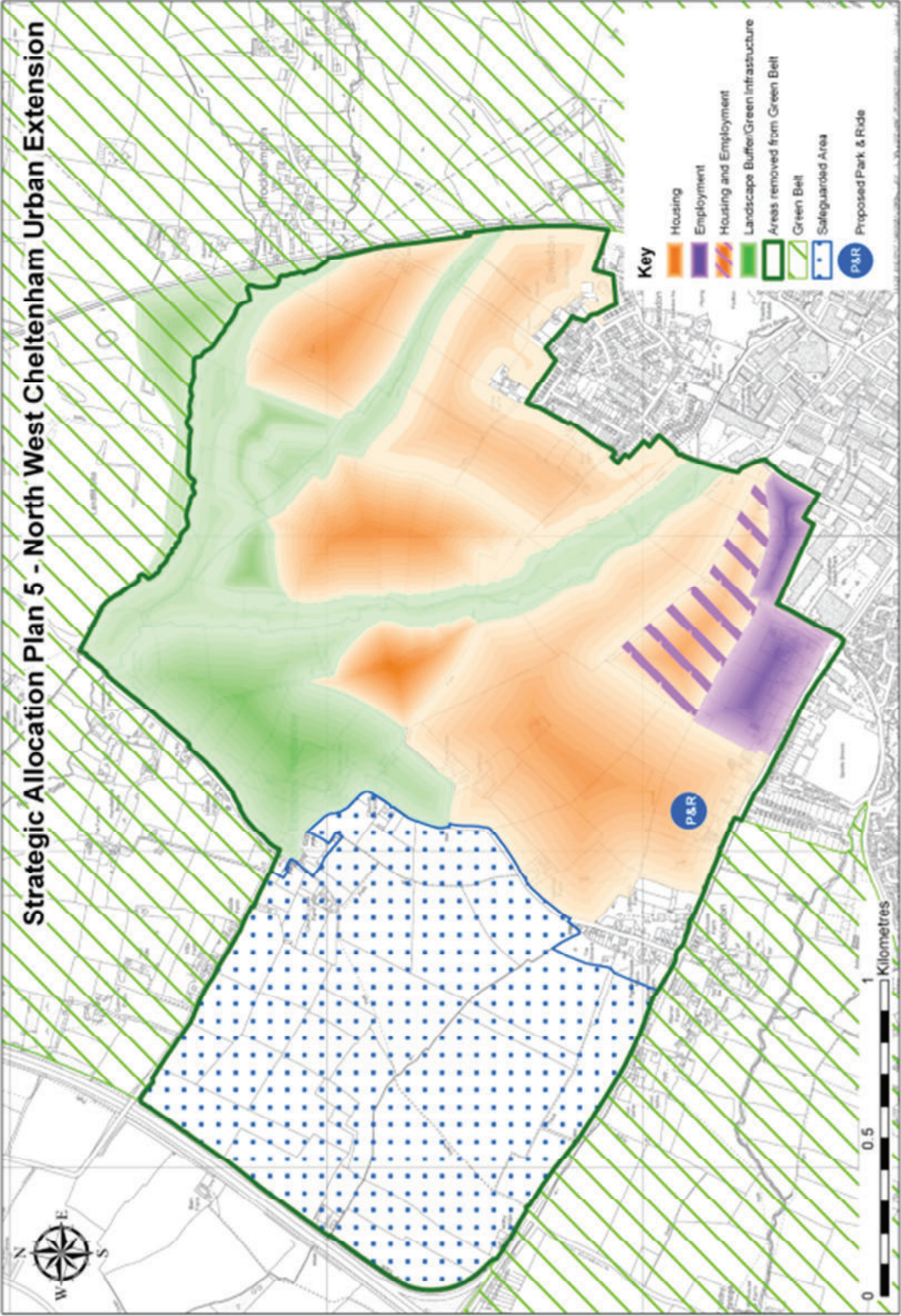


## POLICY A5 - NORTH WEST CHELTENHAM URBAN EXTENSION, CHELTENHAM

Land is allocated at North West Cheltenham as shown on Strategic Allocation Plan 5 for approximately 4,829 dwellings and 23 hectares of employment land. Proposals will be required to demonstrate that the following requirements have been addressed:

- How the strategic allocation can be developed as a comprehensive urban extension.
- Provision of a Park and Ride facility in close proximity to Kingsditch Trading Estate.
- Provide land for community food growing.
- Strong linkages across the development through Hyde Brook green corridor.
- Key views towards Elmstone Hardwicke Church and beyond shall be enhanced.
- Incorporate the River Swilgate floodplain and other watercourses as part of the Landscape Strategy and as a Green Infrastructure Corridor.
- Consider the opportunities for potential extension of the site into the safeguarded land to the west towards the M5, which may be suitable for development beyond 2031.
- Proposals will need to consider bus priority, on the A4019 corridor to Cheltenham and determine assignment and distribution to assess the need to mitigate impact on the wider corridor network. All modes linkages to Swindon Village to the east would be supported, although journey time will need to be managed to discourage use by non-local traffic.
- A new main junction onto the A4019 to the east of the site should be provided to accommodate trips into Cheltenham Town Centre and a new main junction onto the A4019 to the west of the site should be provided to accommodate trips outside the Cheltenham area. The exact location, type and size of the junctions to be determined.



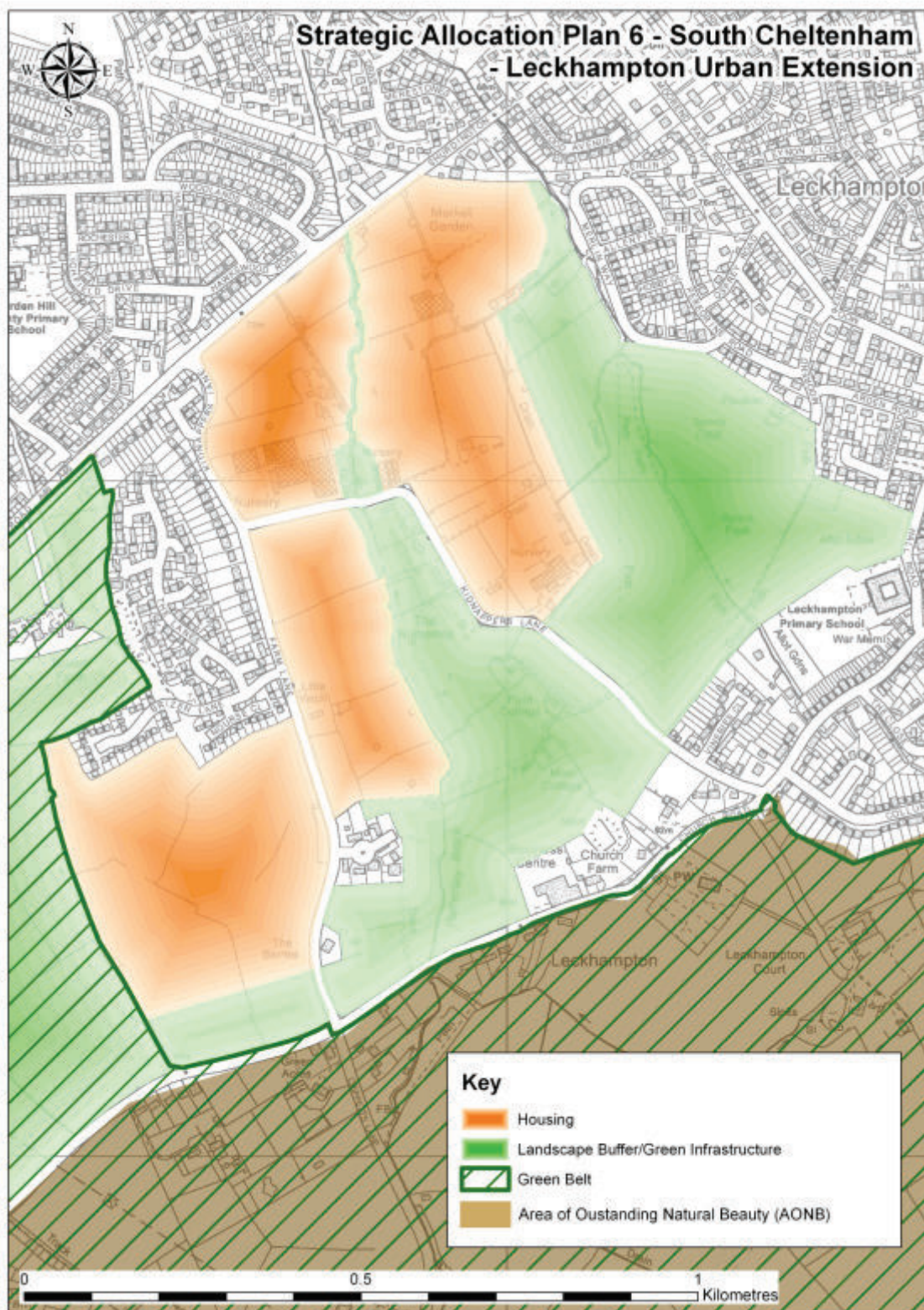


## **POLICY A6 - SOUTH CHELTENHAM - LECKHAMPTON URBAN EXTENSION, CHELTENHAM**

Land is allocated at South Cheltenham as shown on Strategic Allocation Plan 6 for approximately 1,075 dwellings. Proposals will be required to demonstrate that the following requirements have been addressed:

- Demonstrate how the strategic allocation can be developed as a comprehensive urban extension.
- Accessible green corridors shall be retained following the western and eastern lines of the Hatherley Brook.
- Higher density development should be focused on the areas of lower landscape sensitivity.
- The footpaths and Scheduled Ancient Monument to the southern part of the site shall be preserved and enhanced.
- Proposals will need to consider bus advantage, on the A46 corridor to Cheltenham and wider benefits of extending other bus services, e.g. Bishop's Cleeve - Cheltenham - Cheltenham Spa Station - Up Hatherley service to provide a direct link to the station and GCHQ without the need to change buses in Cheltenham town centre.
- All modes linkages onto Kidnappers Lane and Farm Lane would be supported to accommodate local traffic demand, although the impact on existing residents would need to be managed.
- A new main junction onto the A46 to the west of the site should be provided to accommodate trips into Cheltenham town centre and outside the Cheltenham area. The exact location, type and size of the junctions to be determined when trip assignment known.



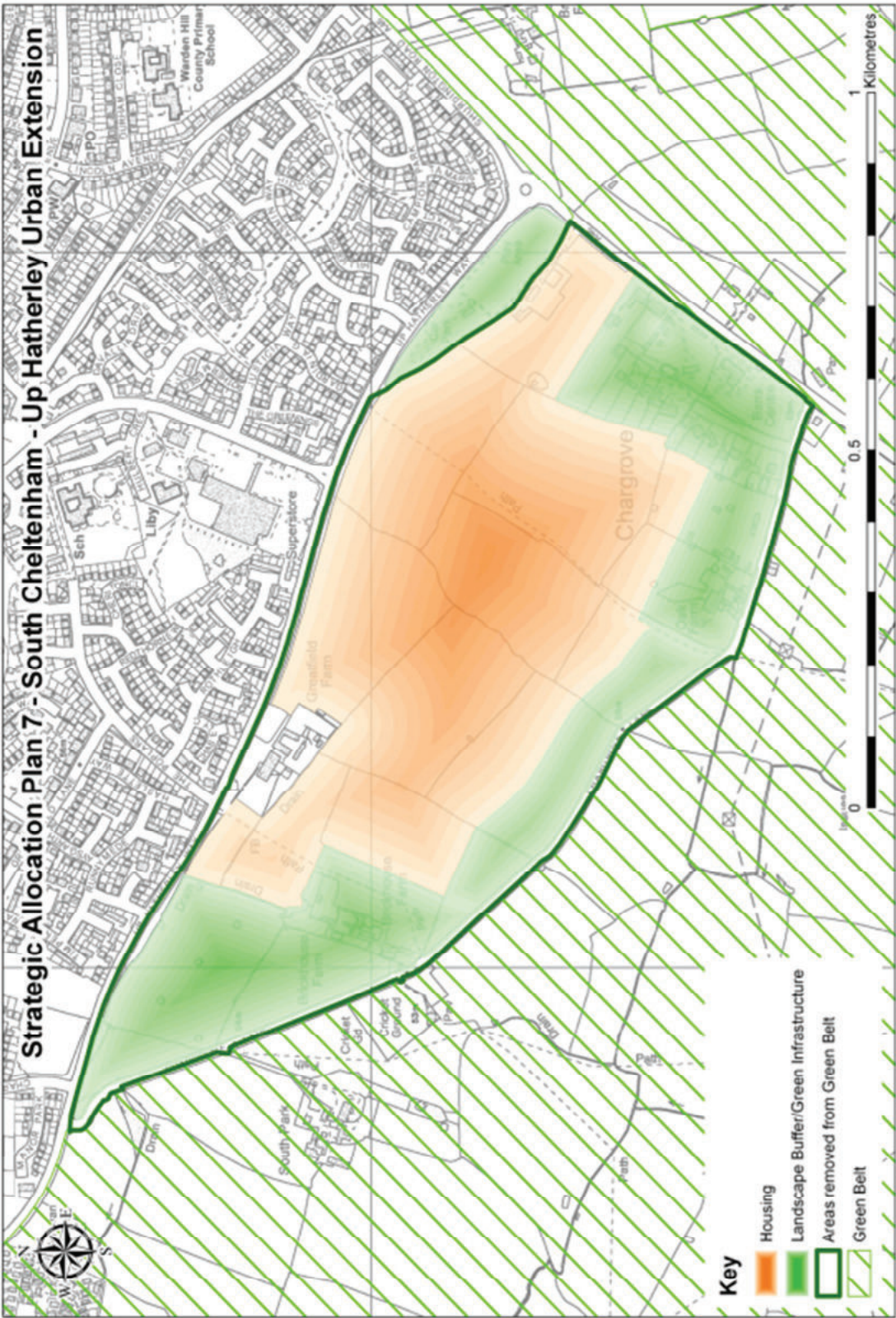


## **POLICY A7 - SOUTH CHELTENHAM - UP HATHERLEY URBAN EXTENSION, CHELTENHAM**

Land is allocated at South Cheltenham as shown on Strategic Allocation Plan 7 for approximately 795 dwellings. Proposals will need to demonstrate that the following requirements have been addressed:

- A green buffer onto Chargrove Lane shall be maintained.
- Proposals will need to consider bus advantage, on the A46 corridor to Cheltenham and wider benefits of extending other bus services, e.g. Bishop's Cleeve Cheltenham - Cheltenham Spa Station - Up Hatherley service to provide a direct link to the station and GCHQ without the need to changes buses in Cheltenham town centre.
- All modes linkages to Warden Hill across Up Hatherley Way would be supported to accommodate local traffic demand.
- A new main junction onto the A46 to the east of the site should be provided to accommodate trips into Cheltenham town centre and outside the Cheltenham area. Development of this site should not be accessible from Chargrove Lane, or from the existing unnamed road which provides access for existing residential development. The exact location, type and size of the junctions to be determined.
- Development proposals in this location should be sensitive to the primary view of this site from the adjoining AONB, Hartley Hill and the Cotswold Way and should use landscape buffering to avoid creating the impression of a hard urban edge at either Up Hatherley Way or Chargrove Lane.



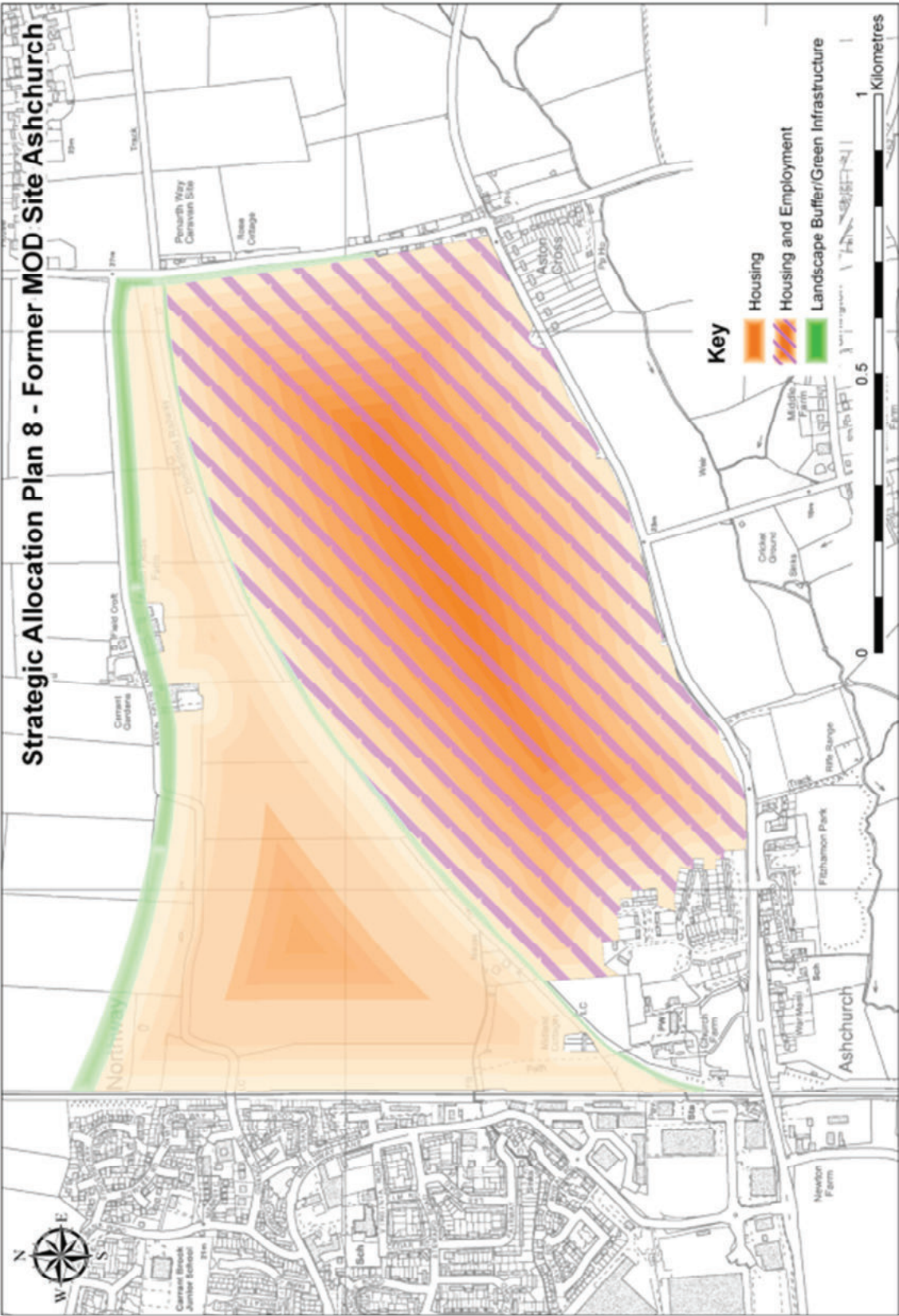


## **POLICY A8 - MOD SITE AT ASHCHURCH STRATEGIC ALLOCATION**

Land is allocated at Ashchurch as shown on Strategic Allocation Plan 8 for approximately 2125 dwellings and 20 hectares of employment land. The scale and mix of development at this strategic allocation will be informed by the technical and financial assessment of the remediation measures required. Proposals will need to demonstrate that the following requirements have been addressed;

- Provision of a strategy for dealing with contaminated land.
- Provision of a Remediation Scheme and the implementation thereof prior to the commencement of development, a verification scheme, the reporting of unexpected contamination and the proposals for the long term monitoring and maintenance.
- Opening up of the culverted watercourse at the MoD site.
- Development will be phased so that the MoD site is redeveloped prior to the commencement of any development of the greenfield land.
- The line of the railway siding will be retained as a green corridor, other than any section to allow access.
- Development of the site should allow north/south views across the site to minimise the impact of development in landscape terms.
- Seek opportunities to link residential and employment, pedestrian and cyclists to existing Ashchurch railway station; also to existing public transport links between Tewkesbury Town and Northway.
- New main junctions onto the A46 should be provided to accommodate all trips. The exact location, type and size of the junctions to be determined.



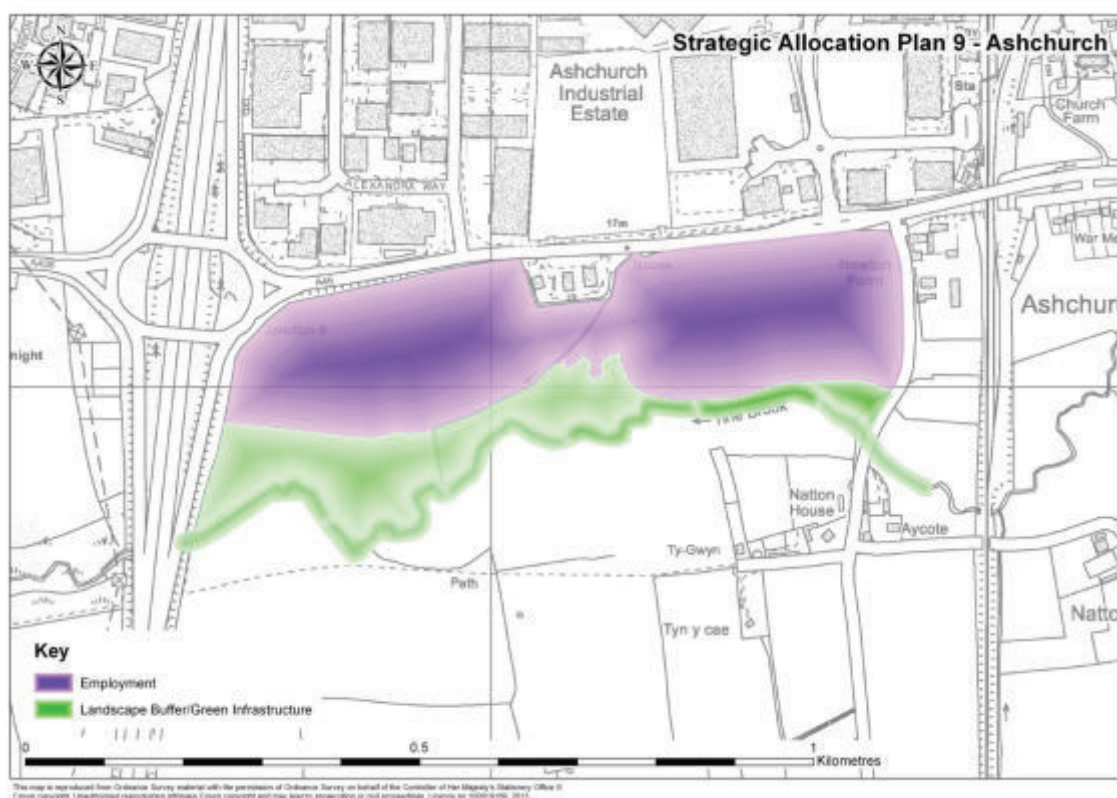




## POLICY A9 - ASHCHURCH STRATEGIC ALLOCATION

Land is allocated at Ashchurch as shown on Strategic Allocation Plan 9 for approximately 14 hectares of employment land. Proposals will need to demonstrate that the following requirements have been addressed

- Provision/creation of a new green corridor along the route of the Tirle Brook.
- New main junctions onto the A46 should be provided to accommodate all trips. The exact location, type and size of the junctions to be determined.



## CHAPTER 6 - DELIVERY POLICIES

### POLICY D 1 - INFRASTRUCTURE

#### Background

- 6.1 Successful and sustainable communities and new developments depend on suitable physical and social infrastructure being in place to meet the needs of their residents. Businesses also need infrastructure to operate effectively and meet the needs of their employees. These needs include transport, utilities and waste, social infrastructure, environmental and green infrastructure, cultural, education, leisure, faith and community facilities. The type of infrastructure can range from major investments such as new schools, to support for community transport schemes.

#### **Policy D1: Infrastructure**

New development must be served and supported by appropriate on and off-site infrastructure and services, the need for which arises as a result of individual site requirements and/ or cumulative impact. In identifying infrastructure requirements, development proposals should demonstrate that full regard has been paid to the Infrastructure Delivery Plan and all other relevant policies of District Plans.

Planning permission will only be granted when infrastructure and services to meet the needs of the new development, including that set out in the Infrastructure Delivery Plan, and/or mitigate the impact of the new development is already in place or will be provided to an agreed timescale.

Infrastructure and services required as a consequence of development, and provision for their maintenance, will be sought from developers and secured by the negotiation of planning obligations, by conditions attached to a planning permission, and/or other agreement, levy or undertaking, all to be agreed before planning permission is granted.

**This policy contributes towards achieving Objectives 4, 5, 7, 8 and 9.**

#### Justification

- 6.2 We want adequate infrastructure, services and community facilities made necessary by new development to be in place to meet the need for them as soon as it arises. This will make sure that people's requirements are well served and that the existing community does not suffer adverse impacts. Therefore, we will only grant planning permission for new development once this has been secured. If demonstrated through an Independent Viability Assessment that the viability of a development is an issue, infrastructure contributions will be negotiated alongside other issues that affect the viability of the development.

- 6.3 Where existing infrastructure, services and facilities are not able to support the additional demand generated from new development, we will require developers to contribute towards or to provide the relevant additional items. In addition, we will secure, where appropriate, arrangements for future maintenance of facilities and services.
- 6.4 The Infrastructure Delivery Plan will set out detailed requirements for the strategic allocation sites; the information can be found on the JCS website.

## POLICY D 2 - ASSESSMENTS

### Policy D2 - Planning Assessments

Planning applications for development at the urban extensions, strategic allocations or other major development sites are required to be supported by the following assessments:

- An Environmental Impact Assessment.
- A Transport Assessment to include transport modelling and cumulative impact assessment where relevant.
- A Strategic Flood Risk and Drainage Assessment which specifically addresses surface water.
- A Waste Management Plan to include provision of space for storage of recycling facilities per dwelling.
- An Ecology Assessment identifying existing biodiversity and potential for enhancement.
- A Green Infrastructure Assessment including opportunities to enhance green linkages.
- A Heritage Impact Assessment.
- A Renewable Energy Statement.
- A Noise Assessment including noise during construction and noise insulation of development.
- A Dust Assessment,
- A Health Impact Assessment.

Other supporting information as required by the relevant local planning authority.

**This policy contributes towards achieving Objectives 4, 6, 7 and 9.**






### Justification

- 6.5 **Health Impact Assessments** should commence at an early stage in the planning process so that the potential impacts of development can be identified and addressed. A Health Impact Assessment to accompany a planning application should explain how the development will contribute to the health and wellbeing of the population and reduce inequality by tackling the causes of ill health and supporting healthy lifestyles. The assessment should identify any adverse impacts and make recommendations for addressing these. It should also

describe the way in which local authorities and health professionals have been involved in developing proposals. HIA may be incorporated within an Environmental Impact Assessment.

## POLICY D 3 - TRANSPORT ASSESSMENTS AND TRAVEL PLANS

### Background

- 6.6 The NPPF states that *‘Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives.’* This statement usefully highlights the two key areas that transport policy should address. At its basic level, **transport** may be regarded simply as **enabling the movement of people, goods and services** around a given locality. Clearly, we need policies and proposals to ensure that that takes place efficiently and sustainably. But in its broader strategic context **transport** and movement has an important role in **mitigating the effects of climate change and in promoting the health and well-being of the community**. A significant challenge in considering these two policy objectives therefore is to seek outcomes that are compatible rather than contradictory and, ideally, where a degree of synergy is achieved.
- 6.7 In policy terms this requires decisions and guidance about:
-  The location and delivery of transport infrastructure.
  -  Maintaining the efficiency and safety of the existing highway network.
  -  Mitigation of the wider environmental impacts of modern transportation.
  -  Encouraging greater use of modes of transport that either do not rely on fossil fuels or use those fuels in a more environmentally efficient and responsible way.
  -  Encouraging, through locational or design criteria, greater transport choice in terms of walking or cycling that can help in encouraging and maintaining a healthier lifestyle.
- 6.8 The preparation and implementation of transport policy and proposals is not exclusively a matter for the JCS or District Plan. The Local Transport Plan (LTP), prepared by Gloucestershire County Council as highways authority, is a critically important strategic document that sits alongside and complements the JCS. The two documents ideally should be read together.

## Policy D3 -Transport Assessments and Travel Plans

The potential impact on the existing transport network of significant movement arising from all new development, including:

- Detriment to highway safety.
- Increased traffic congestion.
- Exacerbation of noise and/or atmospheric pollution.

These will be the subject of a pre-application **Transport Assessment** undertaken by the prospective developer(s) in consultation with the relevant highways authority. Any impacts identified will be mitigated by the developer(s) either directly or through financial contributions.

Where impact is severe and cannot be mitigated to the satisfaction of the local planning authority, planning permission will be refused.

A **Travel Plan** will be required for new development in accordance with the thresholds in the Department for Transport's "Guidance on Transport Assessment" or any replacement or amendment to that guidance that may from time to time emerge. A legal agreement or a unilateral undertaking will be used for the development of the travel plan, and to support and monitor its implementation.

**This policy contributes towards achieving Objectives 6 and 7.**





## Justification

- 6.9 It is unrealistic to expect travel demand from new development to have no impact upon the existing network. But it is reasonable to expect developers to identify those impacts and improve their effects so that they are brought within accepted parameters of safety, environmental pollution or other material considerations pertaining at the time. It is equally reasonable for local planning authorities to refuse planning permission where they consider, having regard to the advice available to them, it more likely than not that identified severe impacts will not be mitigated to an acceptable level. It will be a matter for the local highway authority to advise the local planning authority on the effectiveness or otherwise of any proposed mitigation measures.
- 6.10 If new infrastructure or services, or enhancement of existing provision, is required to mitigate the impacts of increased travel demand, consideration of the full future life cycle costs must be factored into the scheme budget. This will ensure the transport network remains safe, reliable, fit for purpose and limits public expense to on-going maintenance costs.
- 6.11 When assessing the impact of development on the existing transport network, regard should be had by the developer to any existing travel safety issues within the locality. This should include analysis of road traffic collisions together with the identification of such preventative or mitigation measures as may reasonably be implemented.








6.12 **Assessments** will be required to determine the **impact of development on noise and air quality** within the vicinity of a proposed site. Where assessment indicates that a development will, or is likely, to breach acknowledged thresholds, the developer will ensure, and will demonstrate, that the effects will be mitigated to a level below such thresholds. In such cases a scheme of ongoing monitoring of air quality and/or noise will be agreed with the local authority.

6.13 The Department for Transport (DfT) defines a **Travel Plan** as “a long-term management strategy... that seeks to deliver sustainable transport objectives through positive action.” A Travel Plan might include:

-  Car sharing schemes.
-  A commitment to improve cycling facilities.
-  A dedicated bus service.
-  Restricted car parking allocations.

It might also promote flexible-working practices such as remote access and video conferencing.

6.14 A successful **Travel Plan** should offer users of the development, whether they are employees, residents or visitors, a choice of travel modes to and from the development site or premises. Travel Plans can be used to address the transport needs of all types of new development which have a significant transport impact. These fall into five broad categories:

-  Workplace
-  Education
-  Residential
-  Hospital/healthcare
-  Leisure travel plans

6.15 Gloucestershire County Council has produced a comprehensive ‘Travel Plan Guide for Developers’, which sets out advice on, for example, when a Travel Plan should be submitted and what it should contain. The latest version of the guide is available on the County Council’s website.

## Delivery

6.16 The policy will be delivered through Infrastructure Delivery Plan, Local Transport Plan 3, maintenance of a Travel Plan Guide and the development management process.

## POLICY D 4 - MASTER PLANS AND DESIGN BRIEFS

### Background

- 6.17 Good design is an important factor in new development. Well-designed schemes can influence not only the way a place looks but also how it works. High quality buildings, places and particularly the public realm can have a positive impact on social, quality of life and sustainability issues. Such impacts include building a sense of community, achieving a safer and more secure environment, attracting people to the area and contributing to the long term protection of the natural environment. This is in addition to the benefits of maintaining and reinforcing the character, quality and distinctiveness of the JCS area.

### Policy D4 -Master Plans and Design Briefs

Proposals for housing allocations and major development sites must be accompanied by a design brief that includes the following:

**(i) A vision which should;**

- Exhibit a high level of ambition and design quality for the creation of tomorrow's places which could be created building on the overall vision for the district and town.
- Show how the vision is guided by achieving a distinctive identity and a strong sense of place that is derived from an understanding of the characteristics of the site, its history and its geography. This will be essential to ensuring the delivery of a place which demonstrates an enduring quality.

**(ii) A masterplan which should;**

- Demonstrate a robust design process including an in-depth assessment of the site and its context, constraints and identifying those issues that have informed the vision for and design of the development.
- Show how consultation with the existing community has been incorporated.
- Show that the design requirements of the scheme work within the vision, and clearly demonstrate how the vision may be achieved.
- Define and respond to local context and create or reinforce local distinctiveness.
- Show a clear development structure and design concept.

- Explain the key elements and development principles of the Masterplan to create a simple, robust and structuring framework for development that fixes: land use and density, movement and connectivity and open space and landscape.
- Set out the extent to which it is attempting to impose uniformity across the development areas.
- Contain strategic urban design principles that will be used to inform subsequent more detailed design.
- Adequately set out the design quality standards for architecture, public realm and landscape.
- Contain a mechanism for delivering the vision at more detailed stages, for example design coding.

**(iii) A design brief which should demonstrate;**

- Good levels of integration with the surrounding area both built and natural, in particular maximising existing and potential movement connections with the existing environment to encourage walking, cycling and use of public transport.
- A quality of development that creates a positive sense of place and identity through the application of high quality urban, architectural and landscape design.
- High level of accessibility and good connections to public transport, community facilities and local services.
- Community facilities, suitable infrastructure and other amenities to meet the needs of all the community, including the provision of education and training facilities, health care, community, leisure and recreation facilities.
- A clear structure of open spaces and landscape network to ensure that open space standards are met and that the new spaces relate well to each other and to existing areas.
- How sustainability and environmental matters will be addressed including the efficient use of resources both during construction and when the development is complete.

**This policy contributes towards achieving Objectives 4, 5, 6, 7, 8 and 9.**

## Justification

- 6.18 The vision and objectives of this strategy seek to ensure that the high quality of the environment remains a significant feature of the JCS area and that all new development is well designed, respects the local character, and fosters a sense of community and safety. As this strategy provides for several urban extensions and strategic allocations, we need to ensure that these new areas are places that new residents want to live in. Furthermore, these new places should complement the existing environments, which is of particular importance for greenfield developments. Setting out a vision, masterplan and design brief will support a design-led approach to these important sites, for which the Strategic Allocation policies add further detail.

## CHAPTER 7 - MONITORING & REVIEW

### Background

- 7.1 NPPF paragraphs 1.4 and 2.1 refer to the need for plans to have sufficient flexibility to respond to rapid changes in circumstances. To a large extent this requires all of the key policies to be flexible and not unduly prescriptive. In addition the three councils are committed to undertake regular reviews of the plan and, as part of the annual monitoring process, to establish a monitoring framework. This will include monitoring delivery against the plan's strategic objectives and policy targets, as well as establishing key contingencies, that may need to be pursued to ensure that the plan remains current and sufficiently flexible to support the future needs of the area.
- 7.2 To assess the performance of the JCS, a separate monitoring framework will be prepared, setting out the key indicators and contingencies that will be particularly critical to the successful delivery of the plan's strategy.
- 7.3 The table that follows sets out the indicators and targets in relation to each JCS policy, any deliverable target and the agencies responsible for delivery and/or monitoring. The range of indicators reflects the JCS's relationship with other plans and programmes and therefore includes indicators required by central Government as part of the 'Single List, 'Contextual indicators' (CI) which relate to local characteristics and issues of the locality and other 'Local Indicators' such as those from the Local Transport Plan (LTP).
- 7.4 The results of monitoring of each document that makes up the Local Plan will be reported in the Council's Annual Monitoring Report (AMR). The AMR is required to outline the progress in preparing the documents and assess the extent to which the policies are being implemented and their effectiveness. Where a policy is not meeting its objective, the AMR will explain why and suggest what action should be taken. The monitoring framework itself will be reviewed as part of the AMR.

#### JCS Objectives

- 1 Building a strong and competitive urban economy
- 2 Ensuring the vitality of town centres
- 3 Supporting a prosperous rural economy
- 4 Conserving and enhancing the environment
- 5 Delivering excellent design in new developments
- 6 Meeting the challenges of climate change
- 7 Promoting sustainable transport
- 8 Delivering a wide choice of high quality homes
- 9 Promoting healthy communities

## 1. Building a strong and competitive urban economy

Indicator	Target	Source
Net additional jobs created by sector (employment generating uses).	A minimum of 28,400 jobs created over the plan period.	Annual Employment Monitoring.
Net amount of employment floorspace created by use class (employment generating uses).	37 ha of employment floorspace created over the plan period.	Annual Employment Monitoring.
Amount of employment land lost to other non-employment generating uses.	No target but annually assessed.	Annual Employment Monitoring.
Gross weekly earnings of full time workers.	Maintain levels close to the south west and national average.	ONS/NOMIS.
Gross Value Added (GVA) per head.	To reach the GVA national average.	ONS.
Working age people with access to employment.	Maintain current levels of people of working age living within the catchment area of a location with more than 500 jobs accessible by public transport and/or walking.	LTP3 Annual Progress Report.
Percentage of residents with NVQ Level 4 qualification and above.	Maintain levels close to the south west and national average.	ONS.
Net new business start-ups.	To increase business start-ups in the JCS area, improving on the rate of start-ups per 10,000 working age people against other English districts.	Inform.

## 2. Ensuring vitality of town centres

Indicator	Target	Source
Net additional jobs resulting from retail, leisure, office and other main town centres uses created within defined city/town centres.	Linked to strategic centre allocations in the City and Borough Plans.	Annual Employment Monitoring.
Net additional floorspace from retail, leisure, office and other main town centres uses created within defined city/town centres.	Linked to strategic centre allocations in the City and Borough Plans.	Annual Employment Monitoring.



Net additional floorspace from retail, leisure, office and other main town centre uses created outside designated centres/contrary to policy.	No target but annually assessed.	Annual Employment Monitoring.
Health of designated city/town centres (e.g. vacancy rates, comparison goods floorspace, turnover, footfall, zone A rents, choice and variety of offer etc).	Continue to improve against the 2011 Retail Study baseline.	Retail Study Healthchecks.
Position of Gloucester and Cheltenham in the national and regional retail hierarchy.	Continue to improve on the 2008 baseline position. Cheltenham - 25 <sup>th</sup> Gloucester - 70 <sup>th</sup>	Retail Study Healthchecks/MHE Retail.

### 3. Supporting a prosperous rural economy

Indicator	Target	Source
Number of homes provided with fibre broadband by milestone area against set target.	Target to be agreed, but progress to be monitored on an annual basis.	Gloucestershire County Council/ 'Fastershire'
Net additional employment floorspace created within the rural areas by use class per annum.	Target to be agreed	Annual Employment Monitoring
Net additional employment jobs created within the rural areas by sector per annum.	Target to be agreed.	Annual Employment Monitoring.
Health of rural centres (e.g. vacancy rates, comparison goods floorspace, turnover, footfall, zone A rents, choice and variety of offer etc).	Continue to improve against the 2011 Retail Study baseline.	Retail Study Healthchecks.

### 4. Conserving and enhancing the environment

Indicator	Target	Source
Net changes to Key Wildlife Sites, Special Areas of Conservation, SSSIs, Special Protection Areas, Ramsar sites and other protected areas.	No net loss.	Gloucestershire Wildlife Trust/Internal monitoring.
Condition of SSSIs and other areas of landscape and	To maintain the protection of SSSIs and continually manage	Natural England.

biodiversity importance.	and enhance areas of landscape and biodiversity importance.	
Amount of development granted planning permission in the Green Belt.	No loss of designated Green Belt land.	Annual Housing/Employment Monitoring.
Type of development granted permission in the Green Belt	No inappropriate development in the Green Belt	Internal monitoring
Listed Buildings, Conservation Areas and Scheduled Monuments on the 'at risk register'.	Align to LA targets or net reduction on an annual basis.	Local authority BAR registers.
Net changes in the number of Listed Buildings, Registered Parks and Gardens, Conservation Areas, Battlefield and sites of archaeological importance including Scheduled Monuments.	No net loss.	Internal monitoring.
Proportion of conservation areas with an up to date appraisal.	No target but monitoring progress.	Internal monitoring.

## 5. Delivering excellent design in new developments

Indicator	Target	Source
Proportion of homes scoring highly against Lifetime Homes design criteria.	At least 25% of homes, across all tenures, on sites of 50 or more dwellings should be built to Lifetime Home standards.  In the case of affordable housing, all ground-floor properties to be designed to meet current Lifetime Homes standards.	Internal monitoring.

## 6. Meeting the challenges of climate change

Indicator	Target	Source
Local Authority CO <sub>2</sub> emissions (tonnes of CO <sub>2</sub> per capita)	Reduce CO <sub>2</sub> emissions per annum in line with the DECC's 2050 target.	DECC (SA indicator)
Per capita reduction in CO <sub>2</sub> emissions by local authority area.	60% reduction in CO <sub>2</sub> emissions across Gloucestershire by 2020/21	Greenhouse Gas Report/LTP3 Annual Progress Report.

	from the 2005 baseline year.	
Completion of new residential dwellings to Code for Sustainable Homes standards.	From 2013: All development - Code for Sustainable Homes Level 4 From 2016: All development - Code for Sustainable Homes Level 5	ONS.
Completion of non-residential developments to BREEAM standards.	From 2013: Minor development - BREEAM Very Good From 2013: Major development - BREEAM Excellent From 2016: All development - BREEAM Excellent	Internal monitoring.
Completion of major residential-led development to BREEAM standards.	From 2013: all major residential development for any of the strategic allocated sites or for residential developments of more than 250 dwellings - BREEAM for Communities.	Internal monitoring.
Completion of domestic refurbishments, conversions and new basements to BREEAM standards.	From 2013: All development - BREEAM Domestic Refurbishment Excellent.	Internal monitoring.
New developments incorporating Sustainable Drainage Systems (SuDS) development.	No target but monitoring progress.	Internal monitoring (SA indicator).
Installed Renewable Capacity for Gloucestershire.	No target but monitoring progress.	RegenSW Renewable Energy Progress Report - Annual Survey (SA indicator).
Applications approved contrary to the advice of the Environment Agency.	No permissions granted contrary to EA advice.	Internal monitoring.

## 7. Promoting Sustainable Transport

Indicator	Target	Source
Local bus passenger journeys.	Maintain journeys from a base year of 2011/12 (21,361).	LTP3 Annual Progress Report.
Annualised index of cycling trips.	No target but monitoring progress.	LTP3 Annual Progress Report.
Average journey time per	No target but monitoring	LTP3 Annual Progress

mile during morning peak.	progress.	Report.
Morning peak period traffic - number of vehicles travelling towards urban centres.	Traffic to remain at current levels compared with 2007-2010 average:  Gloucester - 5539 vehicles Cheltenham - 12936 vehicles	LTP3 Annual Progress Report.
Levels of self-containment.	Continue to improve on 2011 levels:  Gloucester - 66% Cheltenham - 77% Tewkesbury - 39%	Census returns.

## 8. Delivering a wide choice of quality homes

Indicator	Target	Source
Net completion of dwellings, based on the set housing target.	To deliver against the established objectively assessed need over the plan period.	Annual Housing Monitoring.
Net completion of dwellings within the rural areas.	To deliver against the established housing requirements in the rural areas over the plan period.	Annual Housing Monitoring.
Net completion of Gypsy, Traveller and Travelling Showpeople accommodation against requirements, based on the set target.	To deliver against the locally established accommodation requirements.	Annual Housing Monitoring.
Net affordable housing completions against annual requirements.	Target to be agreed	Internal monitoring.
Net affordable housing completions against annual requirements in the rural areas.	Target to be agreed.	Internal monitoring.
Percentage of affordable housing completions on sites against policy requirements.	All schemes meeting policy thresholds to provide affordable housing (or a financial contribution).	Internal monitoring.

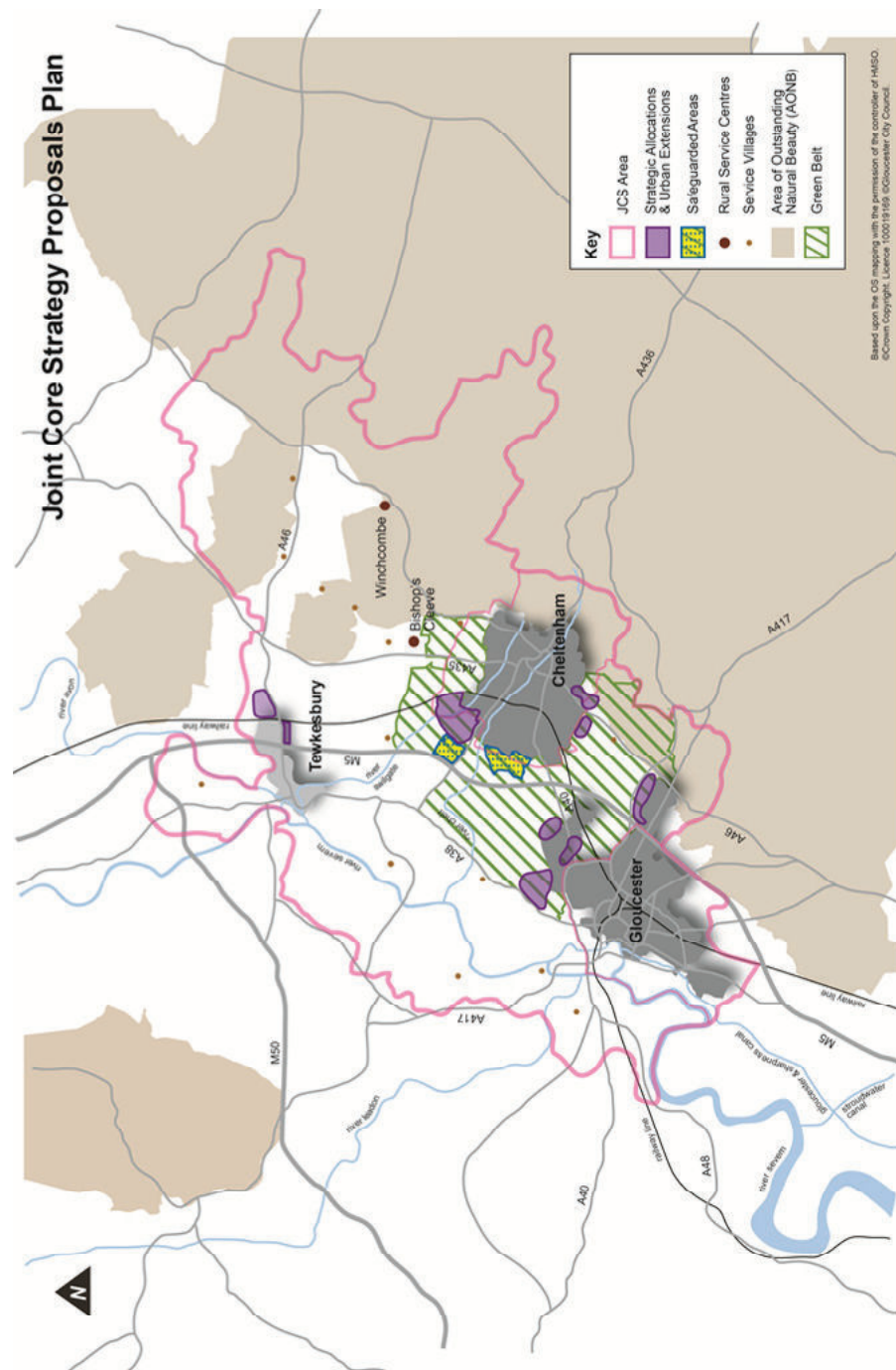
## 9. Promoting healthy communities

Indicator	Target	Source
Number of Air Quality Management Areas.	Reduce the number of Air Quality Management Areas.	LTP3 Annual Progress Report.
Access to services and facilities by public transport, walking and cycling.	90% of Gloucestershire residents to be able to access services and facilities within a 30-45 minute journey time by public transport, walking and cycling.	LTP3 Annual Progress Report.
Amount of public open space provided in new developments.	That all schemes meet policy standards for the provision of public open space.	Internal monitoring.
Number of Lower Super Output Areas in the 20% most deprived in England and Gloucestershire.	To reduce the number of Lower Super Output Areas amongst the 20% most deprived in Gloucestershire and England.	South West Observatory, Indices of Deprivation.
Number of essential community facilities lost or gained through the development process.	No loss of community facilities.	Internal monitoring
Net additional floorspace from health, community and leisure uses, generally within use classes D1 and D2.	No target but monitoring progress.	Annual Employment Monitoring.
Adult (16+) participation in sport per annum.	Maintain adult participation in sport (at least once a week) above 2011/12 regional and national levels:  Gloucester - 40.4% Cheltenham - 42.7% Tewkesbury - 38.7% South West - 36.2% England - 36%	Sport England Local Sport Profiles.
Provision of sporting facilities.	Increase sports facilities in the JCS area as a percentage of regional provision:  JCS area - 6% in January 2013.	Sport England Local Sport Profiles.



## CHAPTER 8 - PROPOSALS PLAN

The Draft JCS is accompanied by a strategic Proposals Plan to illustrate policies described within the document. This is not presented on an Ordnance Survey base and should not be used for the precise interpretation of boundaries or sites. A greater level of detail is shown in respect of the Strategic Allocations Maps and the Green belt Boundary and Inset Maps.



## APPENDIX 1 - EVIDENCE BASE

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### Housing

- Housing Evidence Review
- Gloucestershire Affordability Model - Outputs of Initial Testing of JCS Scenarios
- Strategic Housing Market Assessment (SHMA)
- Housing Background Paper
- Housing Needs Assessment
- Strategic Housing Land Availability Assessments (SHLAA)
- Settlement Audit
- Assessment of Housing Requirements

### Employment

- Employment Land Review
- Comparative Site Assessment (CSA) 2010
- Hotel Capacity Study
- Retail Study

### Infrastructure

- Central Severn Vale Transport Strategy (CSVTS)
- Strategic Infrastructure Delivery Plan (SIDP)
- Community Infrastructure
- Green Infrastructure Study
- Renewable Energy Study

### Natural Environment

- Green Belt Review
- Habitats Regulations Assessment - Screening Report
- Landscape Assessment
- Strategic Flood Risk Assessment (SFRA) Level 1 & Level 2

### Broad locations

- Broad Locations Report - Oct 2011
- Urban Extension Definition Study

### Minerals and Waste

Gloucestershire Waste Core Strategy

### How to give us your comments?

If you would like to comment on the Draft Consultation JCS

You can respond on-line at [www.gct-jcs.org](http://www.gct-jcs.org)

The closing date is 25<sup>th</sup> November 2013

(All comments that you make about the document have to be made publicly available)

To contact us about the JCS:

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