Joint Core Strategy
Issues & Key Questions – Consultation Report Appendices

Contents

APPENDIX A – PUBLIC EVENTS ATTENDANCE LOG

Approximately 911 people attended the manned exhibitions, as shown below. The 'big three' exhibitions in Gloucester, Cheltenham and Tewkesbury centres (highlighted in bold) were particularly well-attended.

Day	Date	Time	Venue	Authority	No. of attendees
Mon	23rd Nov	11am - 8pm	Gloucestershire College - Cheltenham	Cheltenham	35
Tue	24th Nov	11am - 8pm	Gloucestershire College - Gloucester	Gloucester	25
Weds	25th Nov	9am - 5pm	Oakley Community Resource Centre	Cheltenham	20
Thu	26th Nov	-	-	-	-
Fri & Sat	**27th + 28th Nov**	**10am - 6pm**	**Promenade, Cheltenham**	**Cheltenham**	**190**
Mon	30th Nov	3pm - 8pm	Quedgeley Parish Council Office	Gloucester	5
Tue	1st Dec	3pm - 8pm	Bishops Cleeve Council Office	Tewkesbury	30
Weds	2nd Dec	3pm - 8pm	Brockworth Community Centre	Tewkesbury	37
Weds	2nd Dec	3pm - 8pm	Apperley Village Hall	Tewkesbury	8
Thu	3rd Dec	3pm - 7pm	Cheltenham Area Civil Service Sports Association	Cheltenham	70
Fri & Sat	**4th + 5th Dec**	**9am - 6pm**	**Unit 33, Kings Walk, Gloucester**	**Gloucester**	**150**
Mon	7th Dec	3pm - 8pm	Lysons Hall, Hempsted	Gloucester	20
Tue	8th Dec	3pm - 8pm	Highnam Old School	Tewkesbury	14
Tue	8th Dec	3pm - 8pm	Alderton Village Hall	Tewkesbury	8
Weds	9th Dec	3pm - 8pm	Innsworth Community Hall	Tewkesbury	12
Weds	9th Dec	3pm - 8pm	Abbey Fields Community Centre, Winchcombe	Tewkesbury	9
Thu	10th Dec	3pm - 8pm	Brizen Young People's Centre, Cheltenham	Cheltenham	62
Fri & Sat	**11th + 12th Dec**	**10am - 6pm**	**Tewkesbury Main Library**	**Tewkesbury**	**216**
				TOTAL	**911**

APPENDIX B – PUBLIC EVENTS SHORT QUESTIONNAIRE

PLEASE ANSWER ANY OR ALL OF THE FOLLOWING QUESTIONS.

1. What are your priorities for development in the JCS area? Please select up to six options from the list below.

    ☐ Affordable housing

    ☐ Education

    ☐ Employment

    ☐ Community facilities

    ☐ Cultural facilities

    ☐ Formal sports and recreation

    ☐ Informal outdoor recreation and general open space

    ☐ Flood prevention

    ☐ Walking and cycling improvements

    ☐ Public transport improvements

    ☐ New highways and roads

    ☐ New rail investment

    ☐ Improved streets, squares and public spaces

    ☐ Climate change measures

    ☐ Renewable energy initiatives

    ☐ Other (please specify) _____

2. If you could choose only one, top priority from the list above, what would it be?

    _____

3. Should urban areas be expanded to accommodate growth? If so, where?

    _____

    _____

    _____

4. How/where should Gloucester accommodate future development?

    _____

    _____

    _____

5. How/where should Cheltenham accommodate future development?

    _____

_____

_____

_____

6. How/where should Tewkesbury town and the surrounding rural areas accommodate future development?

_____

_____

_____

7. Have we missed anything? Let us know if there is anything else that you feel requires specific policies within the JCS.

_____

_____

_____

Please go to www.gct-jcs.org to read the Issues & Questions Document in full, and to provide more detailed feedback.

Please provide your contact details below if you wish to be kept informed of JCS work. You are not obliged to do so.

Name: _____

Address: _____

_____

_____

Postcode: _____

Email: _____

Daytime tel: _____

Please send responses to JCS Team, Municipal Offices, Promenade, Cheltenham, GL50 9SA by **FRIDAY 19th FEBRUARY 2010**.
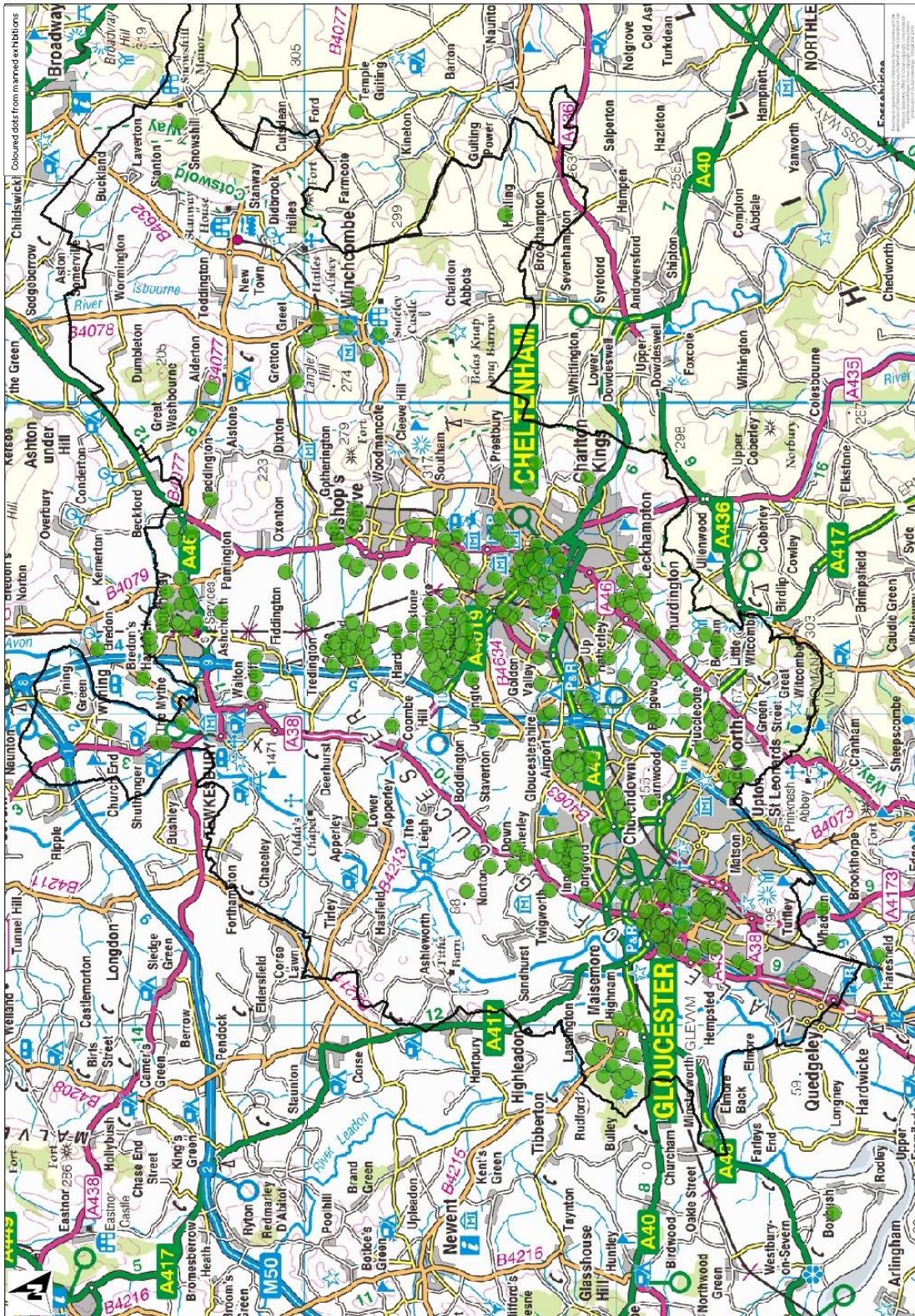
APPENDIX C – INTERACTIVE MAPS

Respondents placed green dots where they felt development was appropriate and red dots (overleaf) where inappropriate. The combined map is shown on the third page.

Red dots: areas viewed as inappropriate for development.
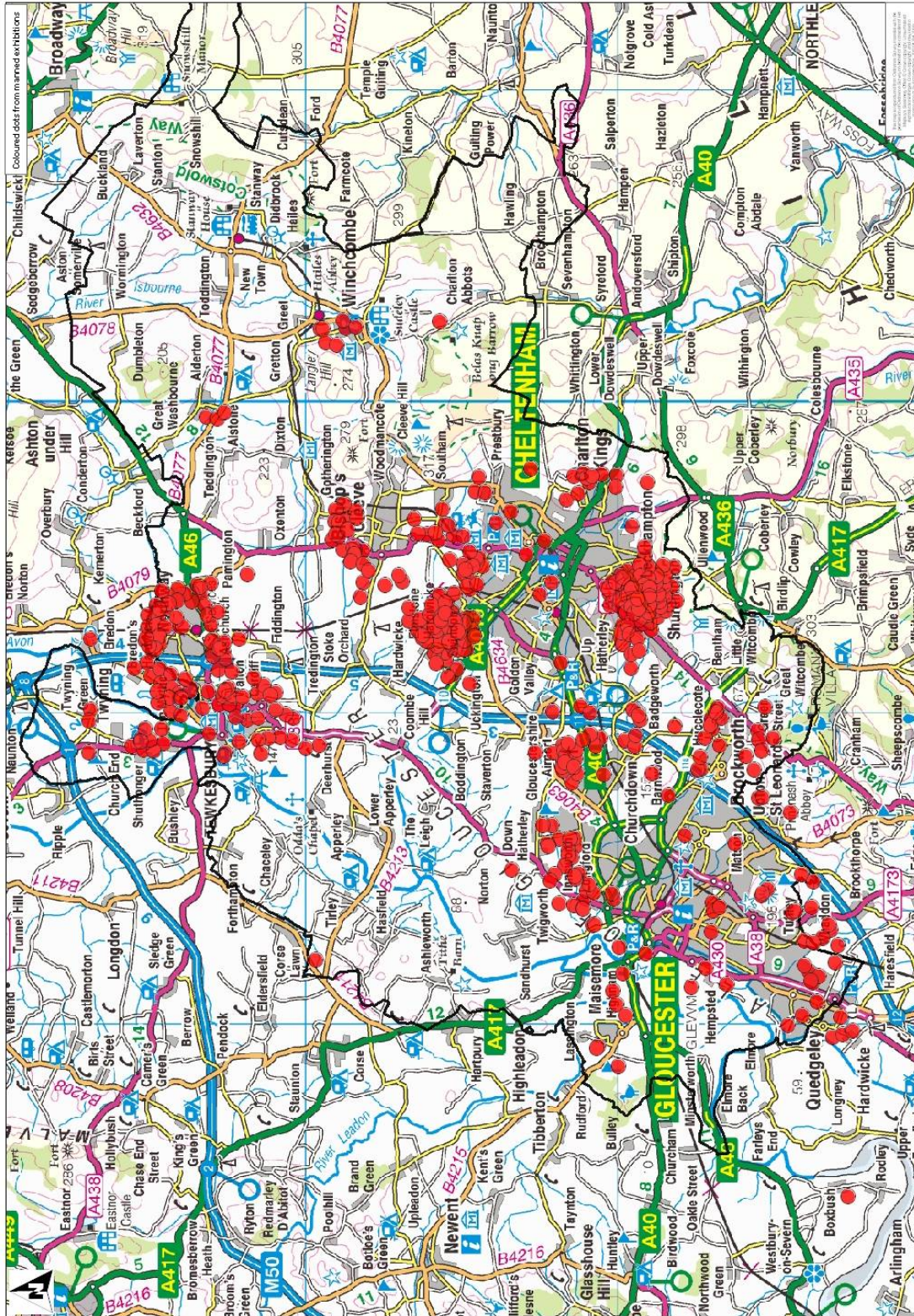
Green dots: areas viewed as appropriate for development.

Green and red dots combined.
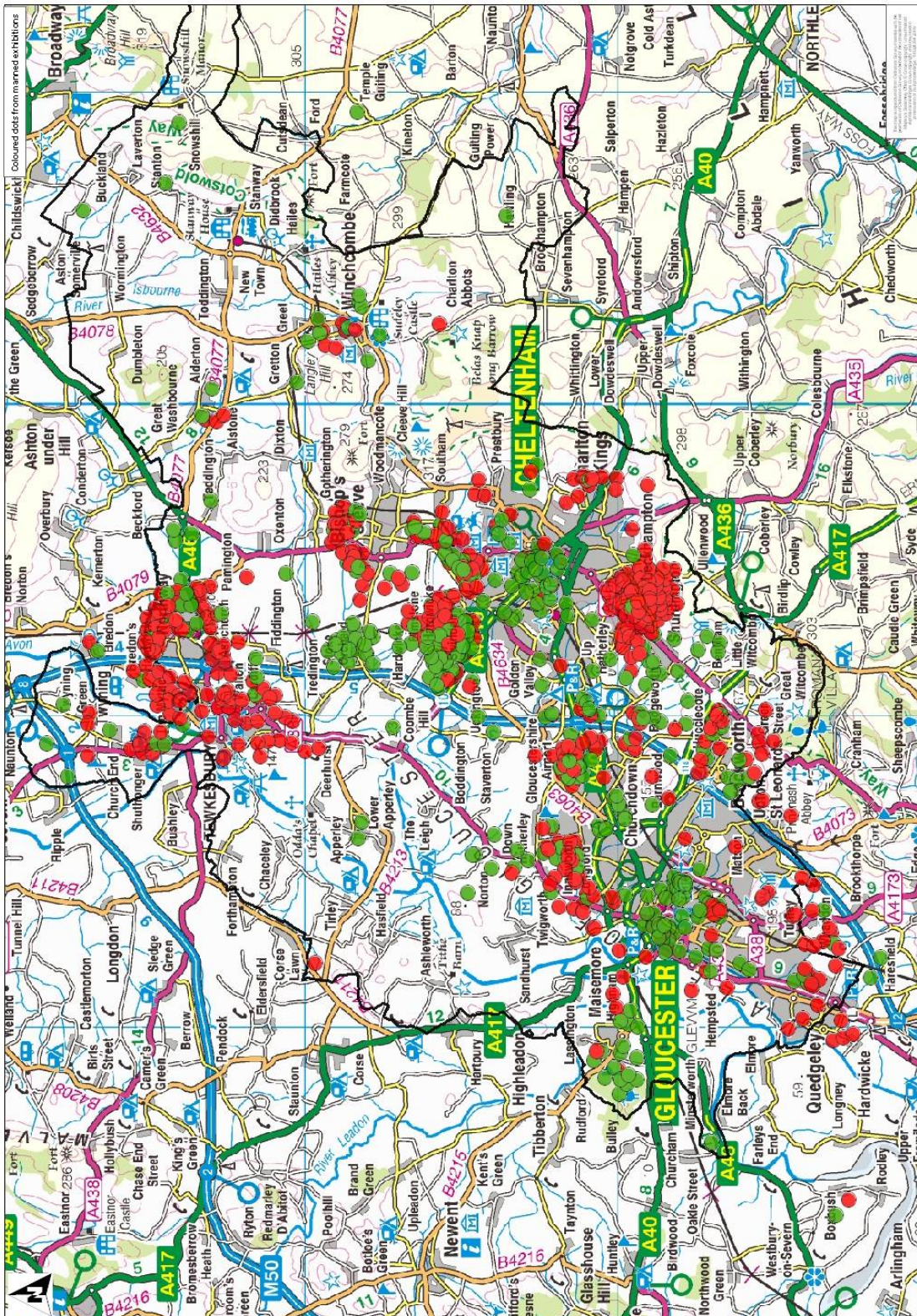
NB: the primary purpose of this exercise was to engage visitors and stimulate debate, **not** to establish an accurate 'development map'. As the former, the exercise was very successful; as the latter it is too limited to be considered reliable evidence of support/opposition for development of any specific site. However, the response maps are reported here due to their popularity, for information, and as a starting point for more robust analysis. See the main report (pg 6) for more information.

APPENDIX D – SUMMARY OF POST-IT NOTE RESPONSES

A total of 736 comments were collected on post-it notes across all the manned exhibitions. These were logged according to their place of origin, and categorised by type in line with the expected chapter breakdown of the draft JCS. A summary of the issues raised follows below.

Ch.	Subject	Summary of comments
3	Spatial portrait	▪ Gloucester and Cheltenham were seen as needing to complement one another socially, economically and environmentally
4	Vision	▪ Support was expressed for the principal of joint working between the three authorities. ▪ Concern was expressed for Councillors failing to listen to the public and for the Councils' inability to deliver what is required ▪ Generally, respondents used this exercise to raise specific concerns rather than to describe a high-level vision. However, elements of a vision can be seen in all the sections below
5	Development in the JCS area	▪ Concerns were raised over the accuracy of, and evidence behind, the RSS growth figures. Some respondents wanted no new housing at all, but others saw a lot of need while still questioning the levels of growth proposed ▪ Strong support was expressed for re-using brownfield sites and derelict/empty properties (incl. those above shops) before greenfield sites are developed ▪ Strong support was expressed for making better use of existing housing stock – tackling empty properties, under-occupation and second homes ▪ Support was expressed for protecting the green belt – maintaining separation between settlements (e.g. Gloucester/Cheltenham, and Bishops Cleeve/Gotherington/Cheltenham), protecting the environment and the means of food production ▪ However, there were also dissenting voices suggesting building in-between Gloucester/Cheltenham ("it's inevitable and the gap serves no real purpose so why fight it?") or Bishops Cleeve/Cheltenham. In both locations, connections and services are good and the green belt is seen as already devalued – developing here was seen as a way to "save the good green belt" elsewhere ▪ Conflicting opinions were raised over the best means of providing for growth, some favouring large scale development ("better than small additions that don't allow proper planning") and a new town; while many respondents preferred to keep development small (spreading the burden and keeping rural services alive as well as re-using town centre sites) ▪ Accordingly, support was expressed for providing limited affordable new housing in villages and rural areas where local people have been priced-out and services have declined, but only within a scale appropriate to the existing settlement ▪ Strong support was expressed for providing sustainable transport before starting any new development ▪ Many respondents were concerned about / warned against building on or near the floodplain OTHER COMMENTS: ▪ Build more new housing, ensure good sizes of homes/gardens and high build-quality, maintain local identity (avoid generic styles) ▪ Build at higher densities (town houses, no more flats) in urban areas ▪ Prioritise social housing within urban areas and more houses in villages ▪ Ensure a good social mix in new developments

			▪ Jobs first, housing second ▪ Plan without boundaries ▪ Be imaginative, throw out the rule book ▪ Incorporate comments from previous consultations
5.1	Gloucester City		GENERAL ▪ Strong support was expressed for using Gloucester's heritage, maintaining and respecting its character, and ensuring new development is sympathetic to historic buildings ▪ Strong support was expressed for maximising brownfield sites (as per comments summarised above) ▪ Strong support was expressed for improving links between the city centre and docks, as well as for regenerating the city centre so its focus doesn't shift to the docks ▪ Many respondents wanted to see better shopping (independents *and* chains), cafes, bars, nightlife, a theatre or cultural centre, and "more things to do" ▪ Cheap parking was seen as a way to encourage visitors/spenders ▪ More housing in the city centre was seen as a way to keep it active around the clock, and improve security/safety (esp. at night) ▪ Many respondents wanted more jobs to be created SITE-SPECIFIC COMMENTS ▪ B&Q site suggested for re-use as housing / theatre ▪ Old College site suggested for re-use as housing / theatre / cultural centre ▪ Railway triangle suggested for re-use as a park ▪ SW Gloucester "has had its fair share of growth"
5.2	Cheltenham Borough		GENERAL ▪ Many respondents felt Cheltenham has expanded too much already, and has enough shops, pubs and clubs – further responses to general development (and SUE) proposals for Cheltenham are summarised in Section 5, above ▪ Other respondents wanted to see more retail variety and more jobs created, as well as a new secondary school ▪ Cheap parking was seen as a way to encourage visitors/spenders SITE-SPECIFIC COMMENTS ▪ Brownfield sites suggested for housing development include: Baylis, Haines and Strange site, old 'black and white site, land near St Peters Church, land behind bingo hall, Runnings Road employment land, Cheltenham FC site (if club moved to racecourse), under-used shops/flats above Churchill Rd ▪ Greenfield or 'already over-developed' sites flagged for protection include: Hunting Butts, Starvehall Farm, New Barn Lane, Lynworth ▪ Support was expressed for CBC staying at the Municipal Offices ▪ Concern was expressed for provision of a car park at the lido ▪ The Eagle Tower was described as an eyesore
5.3	Tewkesbury Borough		GENERAL ▪ Concern was expressed over further development in and around Tewkesbury town, with particular concern for development in or near the floodplain, and a general desire to protect the green belt (as summarised in Section 5). New housing was seen as having eroded the character of Tewkesbury ▪ Significant support was expressed for providing affordable new housing in villages and rural areas where local people have been priced-out and services have declined, but only at a scale appropriate to the existing settlements ▪ Need was expressed for another supermarket to rival Morrisons ▪ Cheap parking was seen as a way to encourage visitors/spenders ▪ Sheltered and smaller homes were seen as necessary in Winchcombe – related to the need to consider the elderly/downsizers more generally in the Borough

			SITE-SPECIFIC COMMENTS
			▪ Brownfield/other sites suggested for housing development include: Stoke Orchard, the airport site, Tewkesbury, south of Tewkesbury
			▪ Greenfield, flood-prone or 'already over-developed' sites flagged for protection include: south of Alderton, Frogfurlong Lane, the Mitton land
			▪ "Despite what the EiP says, there are no employment prospects, dreadful traffic congestion, appalling lack of infrastructure and Bishops Cleeve should not have to take any more growth"
			▪ "No housing within 3km of waste tips"
5.4	Urban extensions		**GENERAL** ▪ As summarised above, strong support was expressed for re-using brownfield sites and derelict/empty properties before greenfield sites, and for protecting the green belt / maintaining separation between settlements ▪ Significant concern was expressed about the accuracy of RSS growth figures/evidence and for the adequacy of infrastructure provision in the resulting SUEs ▪ Significant concern was expressed about flood risk – if SUEs go ahead, they must incorporate flood alleviation measures / drainage to reduce risk both in and outside developments ▪ As noted, there was disagreement about the need for more housing: "no more homes" said one, "need more homes" said another **SOUTH CHELTENHAM** ▪ If the SUE goes ahead, it must be complemented by adequate infrastructure including a ring road ▪ Park & Ride should not go at Brizen Farm (which is too close to Cheltenham) but at Brockworth ▪ "Development at Brizen Farm / Farm Lane should not take place: unsuitable; ill-conceived" ▪ "Development at Brizen would be beneficial" **NW CHELTENHAM** ▪ Strong resistance was expressed by many immediate locals, as per the general summary in Section 5, but there was some support from others for development in this area, e.g: "growth to NW Cheltenham seems sensible if growth is needed"; "low value greenbelt, if built on it would not coalesce settlements – if you don't build there, prepare to build in more sensitive sites that *will* coalesce settlements" ▪ If the SUE goes ahead, many felt it must be complemented by adequate infrastructure including J10 improvement **BROCKWORTH** ▪ Brockworth: has had its fair share of development, and now needs better roads/access
5.5	Priorities for development (including comments on services/skills/community)		GENERAL PRIORITIES (relevant site-specific issues provided in brackets where raised): *Frequently mentioned:* ▪ Social and transport infrastructure – to address current deficiencies and to support any growth ▪ Heritage-led regeneration ▪ Town centre improvements ▪ Rural services ▪ Public transport ▪ Education ▪ Healthcare (e.g Lynworth, Whaddon, Apperley) ▪ Leisure facilities (e.g. Tewkesbury, Winchcombe, Gloucester) ▪ Employment

		Less frequently mentioned: ▪ Year-round activities and support for young people ▪ Housing/support for the elderly ▪ Quality green spaces/parks/play areas ▪ Allotments ▪ Community recycling schemes / more and better collections ▪ More and better cycle paths ▪ Cleaner streets ▪ Public art
5.6	Urban regeneration	GENERAL ▪ As summarised above, strong support was expressed for re-using brownfield sites and derelict/empty properties and for protecting the green belt, with significant concern about the accuracy of RSS growth figures/evidence and the adequacy of infrastructure provision in the resulting SUEs ▪ "A living town centre for all ages at all times" SITE-SPECIFIC AREAS OF NEED ▪ Lower High Street, Cheltenham ▪ Matson, Tredworth ▪ Bristol Road, Gloucester
6.1	Affordable housing	▪ Affordable housing was seen as a priority for rural areas: "Villages need more (but not too much!) affordable housing so families stay and support local schools and services" ▪ "35% affordable housing needed not the 18% argued for at the Innsworth Appeal". Other respondents suggested as much as 50% affordable housing, and supported lowering the threshold for affordable housing ▪ Support was expressed for mixing affordable and market housing ▪ "Stop selling council houses immediately" *NOTE: It is apparent that affordable housing was commonly defined by respondents as 'low-cost market housing', and not as shared-ownership, social rented or other forms of affordable housing as defined by housing/planning professionals.*
6.2	Sustainable building	Sustainable building techniques or features suggested as being desirable include: ▪ Incorporating sustainability in new development from the outset ▪ Greywater recycling ▪ Permeable driveways/hard-standing to reduce surface run-off ▪ Higher renewable energy targets ▪ CHP plants in new developments
6.3	Renewable energy	▪ Higher renewable energy targets ▪ CHP plants in new developments
6.4	Flooding	▪ Strong concerns were expressed over flood risk to existing properties being heightened by new development ▪ Strong opposition was expressed to building on or near the floodplain, and the accuracy of EA flood maps was questioned ▪ SUDS were seen as desirable by many, though some questioned their effectiveness, and other parallel means of flood risk alleviation were seen as necessary (e.g. river dredging, drain maintenance). ▪ Respondents felt that climate change must be accounted for in flood risk assessment and amelioration
6.5	Employment	▪ Respondents felt that the location of new housing should be linked to the location of jobs, and new developments should provide their own jobs as well as housing ▪ "Jobs first, houses second"

		▪ Encouraging investment and providing incentives for businesses to locate in the area were seen as desirable. Rates holidays and the engineering skills base were seen as being attractive to investors ▪ "More high-tech jobs, apprenticeships, entrepreneurism"

6.6	City and town centres	▪ All city and town centres were recommended for improvement at respective exhibitions. There was a general desire for 'better shops, bars, restaurants, leisure, culture' etc in all centres
		▪ A good mix of independent and chain stores was popular with many respondents
		▪ Specific areas of concern:
		    o Cheltenham – general decline
		    o Gloucester – general decline / better link to docks
		    o Tewkesbury – general decline
		    o Winchcombe – risk to independents if Tesco Metro arrives

6.7	Green infrastructure	▪ Strong support was expressed for preserving the green belt, AONB, wildlife corridors, urban parks and open spaces ▪ Strong support was expressed for providing new parks and open spaces in any new development ▪ It was recommended that the JCS team should liaise with Glos Biodiversity Partnership, Glos Wildlife Trust and Glos Orchard Group at every stage
6.8	Gypsy and traveller provision	▪ No comments received
10	Other issues	TRANSPORT ▪ Major concerns were expressed over the ability of road infrastructure to cope with proposed housing growth ▪ Many respondents requested full-access at J10 ▪ Need was expressed for better traffic management / light phasing ▪ Sustainable transport options were seen as a vital part of planning for any new development. ▪ Public transport networks were viewed as needing improvement, and being too expensive/infrequent and not serving all parts of the County ▪ A circular bus route round Gloucester was requested, and a train/tram linking Cheltenham and Gloucester (and possibly Tewkesbury) would be popular – e.g. on the Honeybourne Line ▪ Respondents requested more and better footpaths and cyclepaths ▪ Park & Rides were suggested for: Brockworth, A417, A46, Elmbridge, Linton ▪ One respondent suggested using waterways for transport / freight OTHER COMMENTS ▪ JCS should use Parish Councils as an information source – e.g. on flooding ▪ More and better recycling (incl. plastics) is required ▪ Need for specialist care homes and wider support for those with mental/physical/learning disabilities in JCS area ▪ Need more community engagement in planning ▪ Concern was expressed over architecture/design – e.g. unsympathetic modern designs in historic areas (blue Glos College), and standard housing types in new developments

APPENDIX E – LOCATIONS IDENTIFIED AS SUITABLE FOR DEVELOPMENT IN SHORT QUESTIONNAIRE

The short questionnaire (Appendix B) asked respondents to identify where they felt development would be suitable if it were to happen. Responses are listed below and plotted in the map overleaf.

Locations are listed in the table as provided by respondents. Not all locations correspond with the correct district, in line with people's individual perceptions of what constitutes their local areas.

Locations are listed and mapped without prejudice to the JCS or to any future planning applications.

Gloucester	Cheltenham	Tewkesbury
A40 east and west	A40 east and west	North of Stoke Orchard
Innsworth	Cheltenham town centre sites	Northway
Longlevens	St Paul's	Mitton
East of M5 to south of city	St George's Place	Gloucester, Worcester and Bredon Roads
Old Gloucester Road to Churchdown	Princess Elizabeth Way	Tewkesbury town centre
Brockworth	Shurdington	North of Tewkesbury
Gloucs city centre	Midwinter Allotments	Winchcombe
Railway Triangle		Gotherington
Northgate Street		Toddington
Brunswick Road		Ashchurch MOD site
Old College Buildings		Newtown
Behind the Gloucester library		East of Northway
Gloucester sports centre		Beyond Mythe towards Worcester
NE Gloucs		Ashchurch area
Longford past Staverton		
South Gloucester		

APPENDIX F — PARISH COUNCIL EVENTS ATTENDANCE LOG

The five events were attended by a total of 40 representatives from 23 Parish Councils. Asterisks indicate those Parish Councils who have also submitted formal written representations:

- Alderton PC *
- Bishops Cleeve PC
- Brockworth PC *
- Charlton Kings PC
- Churchdown PC *
- Elmstone Hardwicke PC *
- Gotherington PC
- Gretton PC
- Hucclecote PC
- Leckhampton and Warden Hill PC *
- Leigh PC
- Northway PC

- Quedgelely PC
- Stanton PC
- Swindon Village PC *
- Teddington & Allstone PC *
- Toddington PC
- Twyning PC
- Uckington PC
- Up Hatherley PC *
- Wheatpieces PC
- Winchcombe TC *
- Woodmancote PC *

The following 11 Parish Councils indicated they were content to miss the events having already submitted formal written representations to the *Issues and Key Questions* document:

- Ashchurch Rural PC
- Bredon, Bredons Norton and Westmancote PC
- Brookthorpe with Whaddon PC
- Chaceley PC
- Down Hatherley PC
- Minsterworth PC
- Overbury and Conderton PC
- Prestbury PC
- Stoke Orchard PC
- Twigworth PC
- Upton St Leonards PC

A total of 20 out of 54 Parish Councils therefore declined to attend the events and have not yet submitted formal written representations. All Parish Councils will have further opportunities to contribute to the JCS, notably at the *Developing Preferred Options* stage, scheduled for October 2010.

APPENDIX G – PARISH COUNCIL PRIORITIES (quoted from *Parish Councils Consultation Report*)

1. **Vision**

   - The JCS must:
     - Focus on local community needs, not just regional housing targets, and ensure a balanced approach to provision of employment and housing
     - Protect the environmental, rural and urban characteristics that make the JCS area (and the separate and distinctive places within it) an attractive place to live and work
     - Address rural and urban areas/issues in a balanced way
     - Encourage sustainability/green living and prepare for climate change by, for example: protecting environmental designations and limiting urban sprawl; addressing flood risk; directing development to brownfield sites before greenfield; supporting appropriate renewable energy production; supporting local and community food production
   - The JCS area, its residents, workers and visitors should enjoy:
     - A high quality of life with improved open spaces, education, health and leisure
     - Thriving rural and urban communities, engaged with planning their own futures
     - Protection from flooding, and the mitigation of flood impact
     - A mixed economy (agriculture, manufacturing and services), and a highly-skilled workforce attracting inward investment
     - Affordable, well-designed housing for all – urban and rural – in mixed communities with good access to services and employment
     - Good road/rail infrastructure and traffic management. Better public transport, walking and cycling routes
     - Good access to the countryside and green spaces

2. **Sustainability**

   - Maintain local and rural services – including through development of new housing, services, community facilities and wider infrastructure at an <u>appropriate scale</u>
   - Support local food production – including through veg-growing schemes, preservation of productive land, provision of allotments, support for local shops/farmers
   - Support local green energy production, primarily through: hydro power, geothermal, combined heat/power pumps, energy-from-waste, micro-generation. There were mixed views on the need for and impact of wind turbines and the proposed Severn Barrage
   - Improve energy efficiency of existing housing stock <u>and</u> new-build – consider setting targets beyond those of central government policy / building regulations
   - Reduce the need to travel and provide sustainable transport options including public transport and cycle routes – but must acknowledge the likely continued dominance of the private car in rural areas. Concern was expressed for failure to enforce corporate green travel plans, and for the expense of using local park and ride schemes
   - Create integrated, self-sufficient communities through a combination of all the above initiatives

3. **Housing**

   - Concern expressed over the scale and nature of housing need in the RSS – must provide housing types and numbers to suit <u>local</u> need (including for key workers)
   - New housing provision must be linked to job creation

- New housing should be: energy efficient; of high quality design and space standards; of higher density in urban areas; and planned to create mixed/balanced communities
- 40% target for affordable housing. Support for intermediate ownership schemes.
- Affordable housing need seen as great in both urban and rural areas. Provision is required within existing settlements, not just urban extensions. Concern expressed for the young being priced-out of villages (demographic impact). Concern expressed for the limited opportunities to provide affordable housing in many villages due to: the lack of infrastructure and employment in villages; the planners' resulting view that villages are not sustainable locations for new housing; and the fact that new affordable housing can only be provided in conjunction with new market housing, suggesting a scale of development that conflicts with many villages' idea of what is acceptable ('Catch 22')
- Appropriate development in villages and rural areas accepted, but must use previously-developed land as a priority, and bring empty properties back into use (e.g. above shops)
- Consider building a new town

4. Employment

- Foster local specialisms, e.g:
  - Gloucester – Manufacturing
  - Cheltenham – Services, tourism
  - Tewkesbury – Light industry, logistics, tourism
  - Outer Areas – Tourism, home working, farming and diversification, cottage industries
- Develop a skilled workforce – focus on education, suitably targeted at the needs of current and future local employers
- Balance manufacturing and service industries, and support agriculture. Must consider the industries we don't want to attract as well as those we do
- Provide incentives for businesses to locate in the area – e.g. green technology and hi-tech industries, incubator units for new businesses
- Provide local employment, but must understand that people will not always live where they work, and some will/must commute. Also, consider accepting appropriate employment development first, and dealing with transport/access issues to the site second
- Encourage home-working – e.g. through broadband provision
- Provide compact business sites / incubator units in rural areas
- Support farm diversification
- Protect environmental and heritage assets (in their own right, but also as the foundation of the tourist industry and associated employment; and as a key reason why the area is a nice place to live/work that may attract people to start a business here)
- Re-use empty employment sites
- Support employment growth at Ashchurch (due to good rail/road links)

5. City and town centres

- All city/town centres:
  - Regeneration needed in Cheltenham, Gloucester and Tewkesbury: re-use existing buildings where possible – new is not always best, most sustainable, or in keeping with character
  - Better mix/range of quality chain stores and independent shops/markets to enhance local distinctiveness (Cirencester sited as good example) – and to create an 'experience'. This to be supported by attractions other than retail (e.g. festivals, culture) and good quality public spaces
  - Halt out-of-centre retail development (including better control of supermarket development that draws trade from town centres)

- o Better access by public transport from rural areas.
  - o Reduce the dominance of vehicles in centres – promote pedestrian/cycle access and movement. Support well-placed park and ride schemes
  - o Provide free/more affordable car parking to better compete with other centres
  - o Make better use of vacant shop units, and empty properties above shops (e.g. for affordable housing)
  - o Support for more people living in town/city centres to create busy street-life around the clock, to foster sense of community, and to improve safety after dark
  - o Maintain provision of public conveniences
  - o Attract tourists, but not at the expense of the needs of locals
- Gloucester:
  - o Support for comments expressed by the public. No specific additional comments
- Cheltenham:
  - o Focus development on the Lower High Street
- Tewkesbury Town Centre:
  - o Develop relationship between town and waterways
  - o Enhance local, friendly, independent feel
  - o Consider bypass to reduce air pollution/traffic problems
- Surrounding smaller and rural centres: support for shared/cooperative provision of services in neighbouring settlements. Avoid focus on towns/cities at expense of rural communities
- Bishops Cleeve and Winchcombe should not be classed as "towns"

6. Sustainable urban extensions

- Concern expressed over evidence for and scale of RSS targets, and the need for urban extensions
- Protect the Green Belt and avoid coalescence of settlements. Re-use brownfield sites and empty buildings before greenfield sites
- If development does goes ahead:
  - o Ensure it provides adequate social, physical and transport infrastructure to support itself, as well as addressing existing local deficiencies. Infrastructure to be in place prior to construction/occupation of housing. New development must be mixed and with a real sense of community, high design/space standards (design-out crime) and adequate open space
  - o New developments should be equipped to process their own waste
  - o Major development at NW Cheltenham will require full-access J10
  - o Consider building a new town in preference to urban extensions
- The concentration of new development around urban areas must not be allowed to suck in capital expenditure on infrastructure to the detriment of investment required to existing infrastructure in the rural hinterland

7. Flooding

- Flood prevention and mitigation viewed as the most important planning issue in the JCS area
- New development must not increase (and should be designed to reduce) flood risk to existing properties
- Flood zones should be defined with a margin to account for climate change, and should incorporate local knowledge. There should be no building on the defined floodplain
- Flood risk assessment and flood defences to account for both fluvial and pluvial flooding

- JCS team to consider producing a Water Management Supplementary Planning Document, and imposing flood policies beyond those of central government (PPS25). Support was expressed for the Pitt Report recommendations
- Practical flood prevention suggestions included:
  - Investment in drainage infrastructure, dredging, regular maintenance etc
  - Better enforcement of rules regarding maintenance of drainage infrastructure
  - Permeable paving for roads
  - Planting schemes to control water flow
  - Grey water recycling for all new-build
  - Culverts to be built under new roads
  - Flood infrastructure/storage/SUDS can be attractive and support biodiversity as well as fulfilling flood prevention role

8. **Green infrastructure**

- Protect the AONB, Green Belt, woodlands, productive agricultural land, playing fields, allotments, disused railways, parks and open spaces, etc – promote biodiversity, provide a mix of formal and informal open spaces
- Green Infrastructure approach was endorsed: connecting and managing all green spaces for free access and multi-functional use by all
- Support provision/expansion of allotments, community orchards, community composting – link to local food schemes
- Concern that 'green spaces' provided by developers are inadequate/token gestures on undevelopable land. Green spaces must be usable
- Existing communities on the urban-fringe must not lose access to the countryside once urban extensions are built
- Maintain footpaths / rights of way and provide better cycle tracks (separate from the highway) to link villages/green spaces
- Concern over location of gypsy / traveller sites
- Support for farmers as "guardians of countryside"
- Support for provision of green burial sites

APPENDIX H – CONSTRAINTS MAPS
Map of the Cotswold Area of Outstanding Natural Beauty:
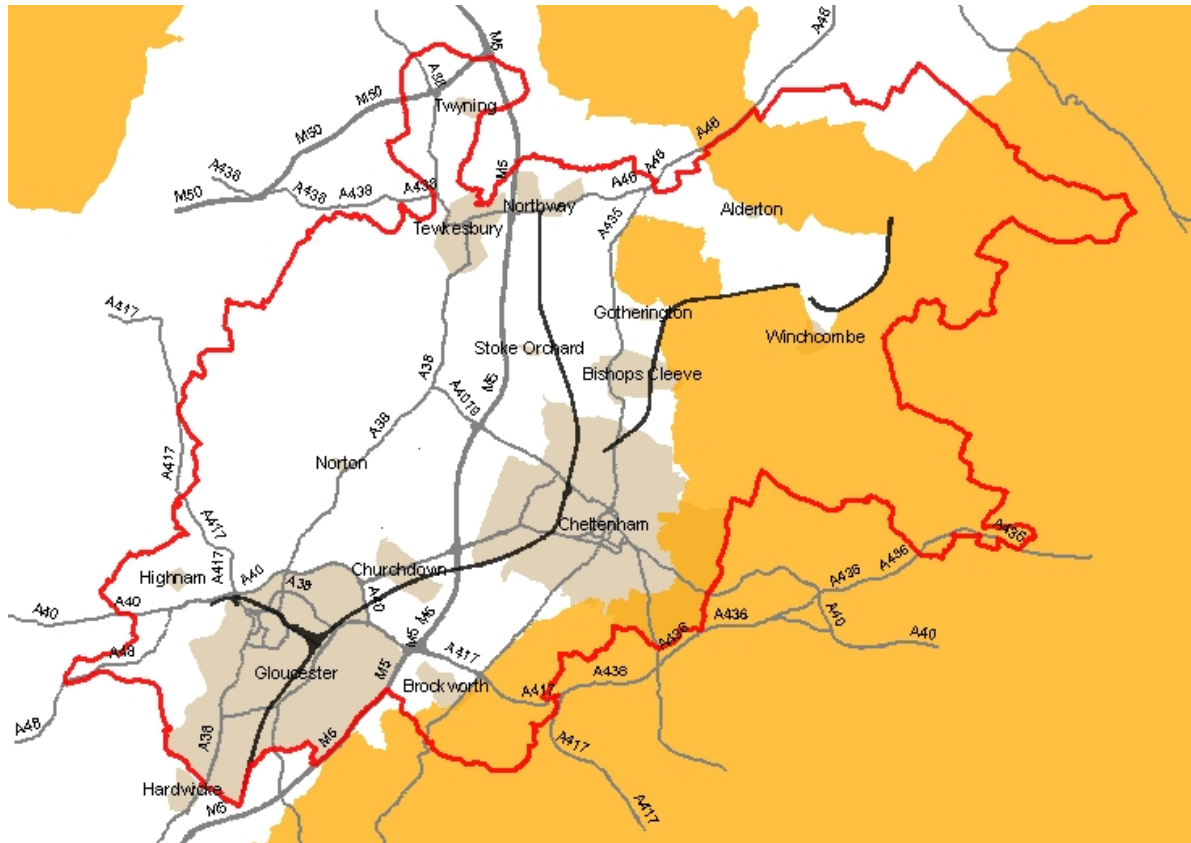
Map of the Green Belt:
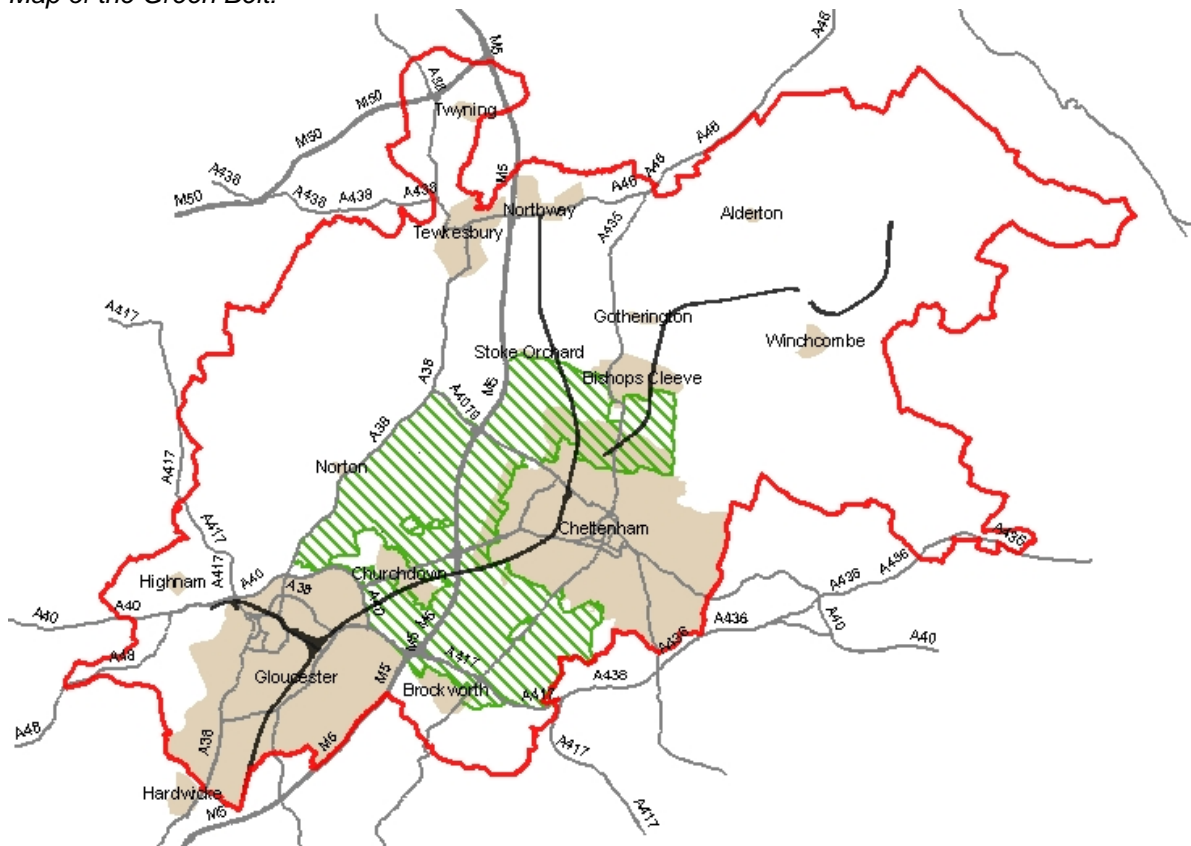
Map of the Flood Zones:
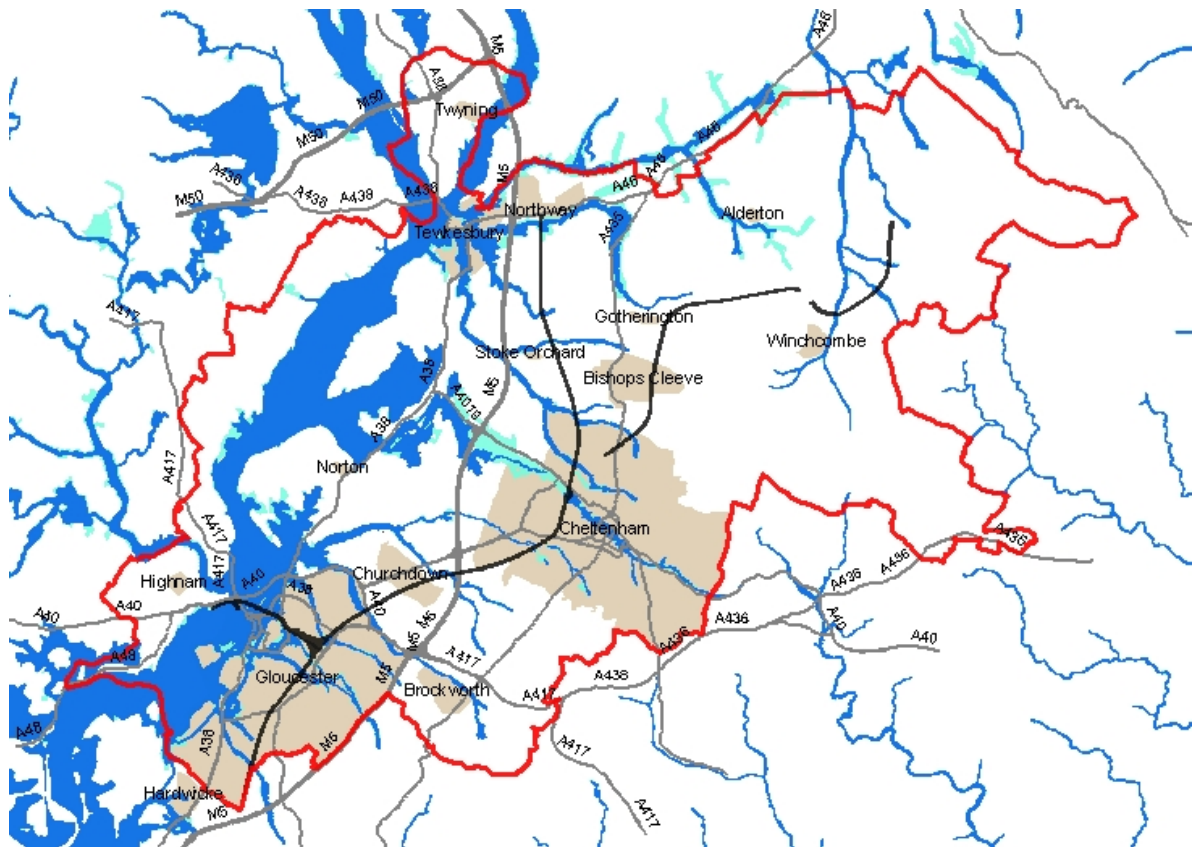
Map of AONB, Green Belt and Flood Zones combined to reveal major development constraints (NB: other constraints exist area-wide and on a site-by-site basis, e.g. Conservation Areas and other designations):
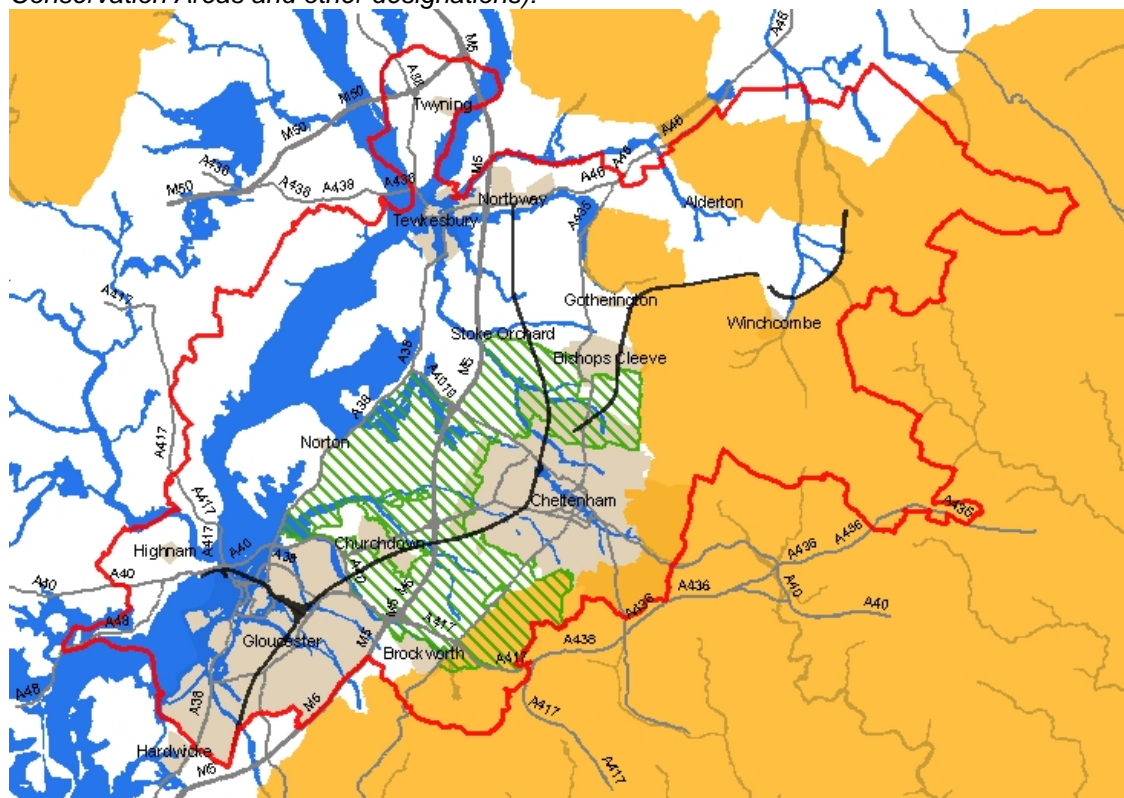
APPENDIX I – STRATEGIC OBJECTIVES

4.12. In order to achieve the Vision the Joint Core Strategy will need to set objectives that will guide the future development of the area.

4.13. These are set out below as Strategic Objectives:

1. To mitigate contributions to the causes climate change and ensure effective adaptations are developed to improve the resilience of the Joint Core Strategy area to the impacts of climate change.

2. To reduce the risk of flooding and its impact, particularly by reducing the likelihood of communities and key infrastructure becoming inaccessible during flood events.

3. If the Regional Spatial Strategy for the South West is published it will be necessary to meet its requirements in the provision of new homes that meet the variety of housing needs across the Joint Core Strategy area and, in particular, ensuring that the provision of new homes facilitates the attraction and retention of skilled people to ensure economic growth.

4. To protect, manage and enhance biodiversity, the natural environment and formal/informal recreation through the development of a Green Infrastructure Strategy and the potential idea of a Regional Park. In particular, to increase the value and accessibility of the Joint Core Strategy area's environment for the benefit of the natural environment and the improved health and well being of the Joint Core Strategy area's population.

5. To build on the current high levels of self-reliance in respect of employment within the Joint Core Strategy area by encouraging employment sectors that are already strong within the area and attracting additional sectors that will help retain and attract skilled workers.

6. To develop the skills of people of all ages to match the future employment opportunities within the Joint Core Strategy area and seek to retain a higher proportion graduates.

7. To effectively encourage regeneration that makes the best use of the Gloucester Heritage Urban Regeneration Company and Cheltenham's Civic Pride sites and the medieval heritage of Tewkesbury.

8. To facilitate access to and improve healthcare and community facilities.

9. To deliver effective solutions for transport, planning and urban design to reduce the dependency upon the private car and improve the links between settlements so they can complement one another.

10. To realise regeneration aspirations and to establish the Joint Core Strategy area as a single attraction that caters for a diverse range of retail, cultural, educational, leisure and tourism needs by capitalising on the unique strengths of each settlement.

11. To ensure that development protects, preserves and enhances the important historic environment and the distinctive townscape qualities of the Joint Core Strategy area, including protection of key views and accessibility of historic locations throughout the Joint Core Strategy area.

12. To maintain and build upon the existing tourism economy of the Joint Core Strategy area by improving accessibility to existing attractions, encouraging the development of new attractions in accessible locations and by providing services to facilitate growth in the tourism industry.

13. To promote self-reliant communities by maintaining, enhancing and developing local and district shopping centres that provide for the day-to-day shopping and community service needs of the local population and promoting appropriate development that supports their function.

APPENDIX J – PART 1 ONLINE QUESTIONNAIRE

1. Do you agree with the Spatial Portrait?

Yes ☐

No ☐

Other

1b. Do you feel there are any areas/data sources missing?

Yes ☐

No ☐

Other

2. Are the Key Issues the right ones for the Joint Core Strategy to tackle?

Yes ☐

No ☐

Other

2b. Do you think there are any issues missing? If so, please indicate an evidence source to support the issue.

Yes ☐

No ☐

Other

3. Do you agree with the Vision for the Joint Core Strategy area?

Yes ☐

No ☐

Other

3b. Are there any areas missing?

Yes ☐

No ☐

Other

4.   Do you consider that these are the right Strategic Objectives for the Joint Core Strategy?

Yes ☐

No ☐

Other

4b. Do you feel that there are any issues that have not been adequately addressed?

Yes ☐

No ☐

Other

5. General Comments

APPENDIX K – SPATIAL PORTRAIT (PART 1 CONSULTATION)

The Joint Core Strategy area lies within the county of Gloucester in the south west region, at the foothills of the Cotswold Hills with the M5 corridor to the west, stretching east to the Severn Vale. The area is dominated by Gloucester city and Cheltenham town, as well as being influenced by the market town of Tewkesbury. The three main settlements compliment with each other as centres for housing, employment and culture, retail, entertainment and tourism activities, while supporting the needs of smaller towns and rural villages. Although these urban centres are the focus for services and facilities they have areas in need of regeneration, which is being targeted through schemes and initiatives such as Gloucester Heritage Urban Regeneration Company, Civic Pride and Tewkesbury Masterplan.

Surrounding the urban areas is the wider rural area of Tewkesbury; a focus for agriculture and tourism, with services and facilities provided by vibrant market towns. The rural settlements look to the market towns, Gloucester and Cheltenham for employment, shopping and leisure, but also look beyond the Joint Core Strategy area, in particular looking north to Evesham.

The area is home to 311,900 residents, with Gloucester City projected to remain the area with the highest population up to 2026. However, due to anticipated development, Tewkesbury Borough is projected to experience the largest population increase of 31%[1], with Cheltenham Borough experiencing very little population growth.

Tewkesbury Borough is the only district within Gloucestershire predicted to experience an increase in the number of children and young people between 2007 and 2026. The Joint Core Strategy area will see a significant increase in the number of older people. This is particularly pertinent given that only Gloucester and Tewkesbury Borough will also see an increase in working age population.

The area contains many important historical assets, including the rich array of below and above ground remains in Gloucester with the Cathedral and Docks standing out, the famous Georgian architecture of Cheltenham and its spa origins and the more vernacular variety of Tewkesbury with its medieval abbey and its association with the infamous battlefield.

These historic areas are set within a rural landscape, which includes the Cotswold Area of Outstanding Natural Beauty, several SSSI sites and numerous nature and landscape conservation areas. Outside the built areas there are areas of woodland and good quality agricultural land. Flood zones along the River Severn and its tributaries influence much of the sub region and long term planning will need to consider the effects of climate change, particularly following the significant floods in July 2007 which segregated communities and infrastructure.

There is a considerable identified need for homes across the whole Joint Core Strategy area, particularly affordable homes. The attractiveness of the area has influenced house prices and although there is significant variation in house prices across the area, they are approximately 8 times the average salary. Although the population is slowly increasing, the number of households is increasing at a faster rate. The number of one person households is expected to increase over the next couple of decades to exceed the number of married couple households across the County. Detailed analysis reveals that by 2026 about half of all one-person households will comprise a lone-pensioner.

There are differences in earnings, skills and qualifications across the area and there are pockets of significant deprivation within the urban areas. Employment opportunities are dominated by public administration, education and health, distribution, hotels and restaurants, banking, finance and insurance sectors and manufacturing. Provision on employment land remains an issue across the whole Joint Core Strategy area.

The area has 61% of the population at working age and the percentage of working population that is economically active is above national average. Long term unemployment figures are high for Cheltenham Borough and Gloucester City's educational attainment is significantly below national average. Income levels and levels of welfare dependency distribution indicate that the area has more affluent rural neighbourhoods. Despite this, urban neighbourhoods currently have better access to services with people living in rural neighbourhoods have to travel much further to reach key services. A significant minority of people in rural areas rely on public transport and many have no effective public transport access to a GP surgery with the majority relying on private car use.

The two main urban centres have areas that, according to the index of multiple deprivation, are within the top 10% most deprived areas nationally. In Gloucester these areas are affected by income; employment; health and disability; education skills and training; barriers to housing and services; crime and disorder; living environment. In Cheltenham these areas are affected by income; education skills and training; crime and disorder; living environment. Tewkesbury Borough has a number of areas that are affected by barriers to housing and services. Cheltenham has a higher number of victims of burglary, Gloucester has more victims of violence, while Tewkesbury Borough experiences less victims of crime. While benefit claims and lower crime levels show that socio-economic deprivation is not as prevalent in rural neighbourhoods as in urban areas the problems of accessibility adds another dimension to the deprivation across rural neighbourhoods.

The area is well served with rail, motorway and strategic road connections, acting as a gateway to the Forest of Dean, South Wales and the South West. The Gloucestershire Airport provides unique and increasing services to the area. The majority of residents travel within the area for work and services, as well as to areas such as Bristol, Worcester or Evesham. The vast majority of commuters use private cars (66%), with little reliance on public transport, walking or cycling. The major urban centres are compact and have potential for improvements to public realm and pedestrian linkages. The area is congested and suffers from the associated negative impacts this has on the economy, local air quality, climate change, quality of life and health. Consideration needs to be given to the strategic road network including the M5, which can be used as a ring road to bypass the congested urban areas.

[1] Gloucestershire Story 2009. Produced by the Research Team Chief Executive Support Unit, Gloucestershire County Council 2009.

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APPENDIX L –KEY ISSUES (PART 1 CONSULTATION)

The characteristics outlined in the spatial portrait, the evidence base and community engagement work have identified issues that need to be addressed in the Joint Core Strategy.

A. Risk of lack of self-reliance and complementarity between settlements

Larger urban areas of Gloucester, Cheltenham and Tewkesbury, together with Winchcombe and Bishops Cleeve, offer a wide range of services, facilities and opportunities, while more rural communities can feel isolated with few or no services on hand. By developing complimentary relationships settlements can work together to serve the community, become more self-reliant and reduce the need to travel. There is a need for the area to be more competitive together.

B. Regeneration of urban areas

The urban centres have areas in need of regeneration and revitalisation. These areas contribute to loss of economic activity, businesses relocating outside the area and reduced retail activity. Urban centres need to be regenerated to increase the area's attractiveness to investors, visitors and residents, to bring centres back into use and to make the area robust and competitive for today's economy and that of the future. Developed needs to compliment the historic environment, where new and old need to work together.

C. Declining retail offer

Urban centres and rural areas are seeing the closure of retail outlets. The area also looses custom to larger centres such as Bristol, Cardiff, Birmingham and Swindon, which are all easily accessible alternatives. Cheltenham in particular has experienced a reduction in its national appeal to retail customers.

D. Increasing demand for housing and particularly affordable housing

A key challenge facing the area is to provide the level of housing required within the existing urban areas. The area faces a variety of housing needs and in particular affordable housing, lifetime homes, accommodation for the elderly and all age groups, gypsy and traveller accommodation, family homes as well as an increasing numbers of single households. The Joint Core Strategy must set out a long-term strategy for accommodating the housing, together with employment, retail and leisure requirements, together with the infrastructure required to support this growth.

E. Low skills and poor education attainment

There are disparities in education attainment across the Joint Core Strategy area, with Gloucester having far fewer residents achieving NVQ Level 4 and above. However, residents within Tewkesbury Borough and Gloucester achieve higher GCSE results than those in Cheltenham. The opportunity for education and skills training needs to be accessible for all residents with the Joint Core Strategy area. The need for re-training opportunities may become greater with changing economies and business opportunities. The area must readdress the current loss of school, college and university leavers to attract business and commerce with a strong local workforce.

F. Job provision, lack of employment and economy

Gloucester city has a lower level of business stock than the rest of the area. A key challenge facing the Joint Core Strategy is to ensure that employment land and jobs are delivered to enhance the economy in sustainable locations to minimise the need to travel. This is particularly pertinent in urban areas where the availability of land is low. The Core Strategy faces challenges in delivering these requirements with an aging population, enhancing the need to attract and retain skilled working age people to this beautiful part of the south west region. The economy across the area, and particularly the rural area, suffers from a lack of infrastructure and high speed broadband, particularly in the rural areas. The area currently accommodates industrial businesses which are important to the economy, it is vital these are retained and their needs supported.

G. Deprivation

The whole JCS area supports an increasing number of households claiming housing benefit with Gloucester having the highest amount of areas within the top 10% most deprived nationally. Residents within Gloucester and Cheltenham are more likely to face fuel poverty than those living in Tewkesbury Borough. These figures reflect the more affluent nature of rural locations. However, those living in rural areas face difficulties accessing services and facilities. The data highlights the areas' distribution of pockets of deprivation within otherwise affluent areas. It is important to address the levels of crime and the fear of crime across the area, and particularly in the urban areas, together is an adequate supply of community infrastructure.

H. Poor access to services and healthcare

The rural nature of the JCS area means that many residents have to travel to reach services, with some areas suffering from inaccessibility. Access to public transport across the area increases dependency on private car usage and is an issue that needs to be addressed through the Joint Core Strategy. Evidence indicates that at a local level the number of residents dying early as a result of key illnesses is notably higher in Gloucester. The Joint Core Strategy can play a key role in promoting healthy lifestyles and exercise through the provision of open space, green infrastructure and sports facilities, as well as creating green linkages fostering health improvements through walking and cycling.

I. Public transport and congestion

Use of the private car is high and the area suffers from congestion and poor air quality. Communities across the Joint Core Strategy area have to travel for services. There is a need to reduce travel, creating balanced communities with an adequate provision of facilities. There is a need to reduce and manage car use and promote and encourage more sustainable means of travel, such as walking, cycling, public transport, with appropriate, accessible and sustainable transport provision.

J. Flood risk

The River Severn and River Avon, their tributaries and surface water and water movement have an impact on the area. Gloucestershire has been adversely affected by flood events in the past; residents and infrastructure are in need of protection from the segregation caused by such events.

K. Risk to natural environmental assets

Included within the area are internationally and nationally important habitats, Sites of Special Scientific Interest, the Cotswold Area of Outstanding Natural Beauty, areas of landscape and biodiversity importance and locally important wildlife sites. Also within the Joint Core Strategy area are Special Areas of Conservation, including the Severn Estuary SAC, SPA and Ramsar site. Most habitats and species are subject to ongoing pressures and are in need of protection and enhancement. Additional and improved greenspace in needed within urban areas and on the urban fringes. There is a need to enhance the protection of areas and species through maintaining openness, preventing isolation and areas becoming cut-off. The openness of the views to and from the Cotswold escarpment, Robinswood Hill and Cleeve Hill are important. The agricultural land across the area in important for rural economy, food production, tourism and recreation.

L. Climate change

Greenhouse gasses are contributing to climate change, which will affect the weather and flood events in the future. Residents in the area are high users of the private car, there are few renewable energy installations, and many rural residents have to travel for services, all of which contribute to greenhouse gas emissions. Development can contribute to climate change and the use of energy, as well as increasing waste. Evidence highlights that the amount of waste produced across the area is a key issue. The Joint Core Strategy has a key role to play in promoting sustainable design and construction, making better use of resources, minimising waste and carbon emissions.

M. Provision and protection of cultural, leisure and tourism offers

The area plays host to many important historic assets that are great tourist attractions, including the Gloucester docks and cathedral, Cheltenham's regency architecture and grandeur, Tewkesbury Abbey and Tudor buildings and picturesque market towns and villages, all set within attractive Cotswold and Severn Vale landscapes. The area needs to improve the opportunities that these assets present to reduce the 'gateway' effect and return the area to a 'destination' on the border of the South West, West Midlands and South Wales. A need for sufficient hotel provision has been highlighted through the evidence base, this will support the areas' numerous festivals and events.

N. Providing for inclusive communities

The Joint Core Strategy area is home to a wide range of communities from a variety of backgrounds. These communities have differing housing, cultural and living requirements. The Joint Core Strategy shall play a role in providing all residents with a safe place to life that provides equal opportunities, meets their requirements and enhances their community.

APPENDIX M – VISION (PART 1 CONSULTATION)

The vision has been informed by:

•   Sustainable Community Strategies for Gloucester, Cheltenham and Tewkesbury
•   Sustainability Appraisal
•   The Spatial Portrait
•   Consultation feedback

By 2026 the regenerated urban areas of Gloucester, Cheltenham and Tewkesbury town will be the key centres for services in the area, acting as sub-regional hubs supporting a network of rural settlements and increase the competitiveness of the area in the South West and West Midlands context. Within the conserved unique historic settings they will offer improved housing for all needs, employment, retail and leisure facilities, healthcare services and a variety of further and higher education opportunities. All settlements will be inclusive places with robust and safe communities, providing residents with an improved quality of life, health and well-being and reduced need to travel. The Joint Core Strategy will create strong and complementary communities that retain local distinctiveness through a co-ordinated planning strategy. Strengthening the roles of Tewkesbury, Bishops Cleeve and Winchcombe as local centres.

Sufficient sustainable housing will be delivered within and adjacent to the urban areas, as well as rural communities to meet the area's need and demand for homes, particularly affordable homes. The provision will be in the context of creating less carbon emissions, producing less waste, recycling more and is protected from flood events.

The area will support a dynamic range of employment opportunities with well balanced and diversified, higher value businesses and an adaptable and skilled workforce. Workplace and resident incomes will compare favourably with the regional average and educational development will be promoted which will bolster and support local resources and strengths. Economic stimulus and growth will be enhanced through improved transport and provision of high-speed broadband throughout the rural locations. Businesses will be attracted to the area by its protected and unique historic and natural environment and the high quality of life on offer.

Travel and congestion will be improved through initiatives that will see improved linkages between Gloucester rail station and the city centre, reduced through traffic in Cheltenham centre and a network of on and off road cycle facilities and walking routes through urban and rural areas. In rural areas opportunities for linked trips to settlements with a mix of services and facilities, market towns and larger urban areas will be maximised.

Development within Gloucester, Cheltenham and Tewkesbury Borough will be accommodated in ways to ensure that the environment is sufficiently robust to adapt to the wider impacts of climate change, including minimising pollution and ensuring availability of water resources. Residents and visitors will have access to a network of green infrastructure in an area that is community focused and well served by public transport. The area's natural beauty and quality landscape, biodiversity, built development and cultural heritage will be enhanced.

Joint Core Strategy – Developing the Spatial Options Stakeholder Consultation (Chapter One of Two)

For further information please contact: Helen Bidwell at Vision Twentyone or the JCS team

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Requested by: Joint Core Strategy authorities: Gloucester City Council, Cheltenham Borough Council, & Tewkesbury Borough Council

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1.0 EXECUTIVE SUMMARY

1.1 Introduction

- Gloucester, Cheltenham and Tewkesbury Councils are working together to produce a Joint Core Strategy (JCS) – a key document in the Local Development Framework which sets out the long-term spatial vision for the area and will guide future development up to 2026.

- The JCS team commissioned Vision Twentyone, an independent research and consultation company, to work in partnership with them to facilitate five workshops with a range of stakeholders, with a view to acquiring feedback on the emerging strategic objectives and spatial options.

- Four workshops were delivered on 8th – 10th June, with one delivered by the JCS team alone on the 16th June 2010.

- The primary objective of the workshops was to establish an understanding of the views of stakeholders, gathering feedback on the draft strategic objectives and spatial options. The results of this consultation will provide a key input to the development of a preferred option for the emerging JCS for consultation at a future date.

- The strategic objectives presented to stakeholders were a second draft, the first draft having been consulted on as part of the Issues and Key Questions public consultation phase conducted during 2009-10.

- The spatial options presented to stakeholders were new work, developed in response to the Issues and Key Questions consultation, and before the Coalition Government had announced the abolition of Regional Spatial Strategies. Three spatial options were presented by the JCS team:

  o **'A strategy focused on achieving resilience to climate change' – known as the climate change option**;
  o **'A strategy focused on achieving economic resilience' – known as the economic option**; and
  o **'A strategy focused on achieving stronger communities' – known as the social option.**

- By testing extremes based on the "three pillars of sustainability", the strengths and weaknesses of each option were highlighted, such that we may understand whether one approach should dominate the JCS team's approach, or whether to balance the three options in pursuit of sustainable development.

1.2 Methodology

- The workshops were attended by key stakeholders (96 participants), members of the Local Strategic Partnership (LSP) (30 participants) and finally, Local Authority Members (25 participants) from across the three areas.

- The workshops consisted of presentations (from the JCS team, Vision Twentyone and guest speakers), small group deliberative activities, individual thought tasks and plenary sessions. Participants' input was captured on paper as part of these exercises and via electronic voting.

1.3 Key Findings

- Participants broadly agreed with the draft **strategic objectives** set to form the basis of the JCS, with 96% of Members in agreement, together with 83% of stakeholders and the LSP.

- However, approximately 80% of respondents felt the objectives, while broadly acceptable, could be strengthened. The main issue raised for futher attention related to housing, specifically the need to provide affordable housing in both rural and urban areas. Other issues that respondents wished to see adequately covered in the strategic objectives include: education and skills; flooding; the role of the Green Belt; regeneration, public transport and the community.

- The second part of the consultation focused on spatial planning and the three **spatial options** listed above. The main issues participants wished to see addressed in spatial planning were: the provision of affordable housing; public transport improvements; planning for flood prevention without compromising economic development; the need to protect local food production and farming; improving the skills base of the workforce in all areas of the JCS; striking an urban/rural balance for development; reassessing the role of the Green Belt; and delivering a cohesive community.

- Suggested detailed improvements to the spatial options included: the provision of broadband in rural areas to encourage home working and therefore decrease travelling. Several participants stressed that the JCS must cater for all age groups.

- Each of the three spatial options were presented in turn and participants asked if they agreed that the option could coordinate development at a strategic level for the benefit of the area:

- **The climate change option:** the majority of participants agreed that this option could benefit the area, with Members showing the strongest support (87% 'strongly' or 'partly' agreed).

- **The economic option:** the strongest support for this option was again shown by Members (79% 'strongly' or 'partly' agreed); however, 40% of the LSP either 'strongly' or 'partly' disagreed with this option as a means to strategically coordinate development for the benefit of the area.

- **The social option:** the majority of participants agreed that this option could benefit the development of the area. Interestingly, 56% of the LSP either 'strongly' or 'partly'

agreed with this option; while, 28% of the LSP disagreed with it, suggesting the social option divides opinion.

- To summarise, when considering each spatial option individually, participants supported the principles of each approach (an average of 65%-67% of the whole participant group either 'strongly' or 'partly' agreeing that the issues discussed under each spatial option could help guide development for the benefit of the JCS area). Participants were then asked to consider the options together. They were asked whether the Joint Core Strategy should deliver a balanced approach combining all three options, or whether one of the three options should be dominant when seeking to guide strategic development across the JCS area. An equal, balanced approach was voted the most popular (attracting 42% of the vote) suggesting that moving forward, the JCS must seek to balance the three pillars of sustainability. In line with current concern over the challenging economic environment, the economic-led approach came second (28%), followed by the community-led (19%) and climate change-led approaches (11%).

2.0 INTRODUCTION

2.1 The Local Development Framework and Core Strategy

Following the introduction of the Planning and Compulsory Purchase Act 2004, Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council are in the process of developing policies for the Local Development Framework (LDF).

As part of the LDF process each council must prepare a Core Strategy - a document that will set out the long-term spatial vision for the area, together with the strategic policies and proposals set to deliver that vision.

Recognising the links between each area and the need for a coordinated approach, Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council are working in partnership to develop a Joint Core Strategy (JCS) – the main Development Plan Document (DPD) that will provide a long-term spatial vision for the area and guide how the three authority areas develop up to 2026[1].

Essentially, the JCS will set out the councils' approach to dealing with climate change, protecting and enhancing the natural and historic environment, and establishing the location and timing of new housing and employment, key infrastructure, community, leisure and tourism facilities.

As part of the second stage of consultation - Developing the Spatial Options - this report sets out the approach taken and details the outcomes of a series of stakeholder workshops, focusing on the draft strategic objectives and spatial options for development. The feedback received will be used to inform the production of a preferred option, which will form the basis of the JCS.

2.2 The value of stakeholder engagement in the LDF process

A key driver in the LDF process is the involvement of local people in the development and planning system. It is acknowledged that a front-loaded, effective and participatory consultation programme for the JCS will lead to improved policies and proposals, and greater community ownership of the resultant document.
Based on a number of key principles as set out in 4.20 of PPS 12, involvement in the preparation of Core Strategies should be:
- **Appropriate** to the level of planning
- **From the outset** – leading to a sense of ownership of local policy decisions
- **Continuous** – part of an ongoing programme, not a one off event, with clearly articulated opportunities for continuing involvement.
- **Transparent and accessible** – using methods appropriate to the communities concerned; and
- **Planned** – as an integral part of the process of making plans.

The overall consultation programme for the Core Strategy must also adhere to the principles of consultation as set out in the Statements of Community Involvement (SCI) for each three JCS authorities, and with the JCS Consultation Statement of July 2009[2].

To support this stage of the consultation process, the JCS team commissioned Vision Twentyone, an independent research and consultation company, to plan, coordinate and

facilitate a series of workshops with stakeholders from across the area. Adopting a bottom-up approach, the workshops form part of the preproduction stage of the JCS, involving initial evidence gathering and providing an opportunity to involve those who may be affected by the outcomes of the document in the formulation of the plan. There will be further opportunities for involvement in the production of the JCS in future.

2.3 New Coalition Government – New rules

The Government's abolition of Regional Spatial Strategies (RSS) (confirmed by

Secretary of State (SoS) Eric Pickles on 6th July 2010) reinforces the increasing importance attached to the development and application of local spatial plans, in the form of Local Development Framework Core Strategies and Development Plan Documents (DPDs).

The Government believes that it is time for a fundamental shift of power from Westminster to the people, ending an era of top-down government, giving new powers to local councils, stakeholders and their communities to inform DPDs from the bottom up. Drawn up in collaboration with the community, local plans will form the basis of future planning decisions, providing a guide for the overall direction of future development across an area.

Abolition of the RSS removes regional development targets set by national government. However, it does not remove the need to plan for future growth – local housing, employment, environment and community infrastructure needs have not disappeared, but can now be locally determined. The JCS provides a good basis to determine and meet future development needs across the area. Completing the JCS means that any future development will be coordinated, plan-led and evidence based.

At the time this report was published, the JCS team is reviewing its timetable in light of these changes to national policy. Announcements will be made on the JCS website: www.gct-jcs.org.

2.4 Developing the JCS

The JCS is currently expected to be divided into two parts. Part One will include:
- A 'Spatial Portrait' of the JCS area, providing a clear sense of place
- A summary of the key issues faced by the area
- A clear vision for how the JCS area could be in 2026
- Strategic objectives that must be fulfilled to achieve the vision.

Part Two will consist of spatial plans and policies designed to achieve the vision and strategic objectives described in Part One. Work to prepare both parts is in line with the statutory requirements described above and can be summarised as follows:

The JCS 'Issues and Key Questions' consultation document was published for a ten week period of public consultation between 23rd November 2009 and 1st February 2010. This document included a first draft of the four elements of Part One. Representations received during the consultation informed the preparation of a second draft for further consultation with stakeholders and the public; the representations also informed the development of spatial options presented to stakeholders and Parish Councils. All consultations are reported here in Chapters 1, 2 and 3.

The **key issues** presented to participants in this consultation were:
- Self-reliance and relationships between settlements
- The need for urban regeneration

- Declining retail offer
- Increasing demand for housing and particularly affordable housing
- Low skills and poor education attainment
- Job provision, employment and economy
- Deprivation, access to services and healthcare
- Public transport and congestion
- Flood risk
- Natural environment and climate change
- Cultural, leisure, tourism offers and inclusive communities.

The draft **strategic objectives** presented to participants in this consultation were defined as:
1) To deliver successful regeneration
2) To deliver jobs and a competitive economy
3) To deliver new homes to meet the need and demands of a competitive sub region
4) To deliver quality skills and education
5) Creating access to services and healthcare
6) Improve transport and movement
7) To reduce the risk and impact of flooding
8) Improving and securing an enhanced natural environment
9) Improving the resilience to climate change
10) Improving culture, leisure and tourism activities.

Three spatial options for development were designed to help explore methods by which the strategic objectives can be fulfilled. These were presented in this consultation and can be summarised as follows:

- **'A strategy focused on achieving resilience to climate change' – known as the climate change option**
- **'A strategy focused on achieving economic resilience' – know as the economic option.**
- **'A strategy focused on achieving stronger communities' – known as the social option**

The spatial options, and consultation responses to them, will be used to inform the development of a preferred option. The preferred option will form the basis of the emerging JCS and be subject to further consultation at a future date before submission to the Secretary of State.

2.5 Purpose of the consultation

Vision Twentyone identified the primary objective of the workshops to be to establish an understanding of the views of stakeholders, gathering feedback on the draft strategic objectives and spatial options, in order to support the overall vision and emerging JCS. In order to meet this objective, Vision Twentyone worked with the JCS team to:
- Organise and facilitate five stakeholder workshop sessions
  Publicise the workshops to stakeholders by way of an invite email, reminder email and telephone call
- Design and facilitate the workshops to ensure that they aid understanding, using appropriate interactive techniques, and thus prompting an enthusiastic response
- Prepare this report for the JCS team, which records the views of stakeholders and can be used as part of the robust evidence base to

support the JCS as it moves forward.

The results of this consultation will provide a key input for the development of the strategic objectives and spatial options that will form the basis of the JCS. Public consultation on that work will be announced in due course on the JCS website: www.gct-jcs.org.

2.6 Supporting consultation

As part of this second stage of consultation, the JCS team presented the strategic objectives and spatial options from the stakeholder events to the following Parish Councils between 14th June and 26th July:

Cheltenham area
- Elmstone Hardwicke
- Leckhampton and Warden Hill
- Shurdington
- Swindon Village
- Uckington.

Gloucester area
- Brockworth
- Hucclecote
- Innsworth
- Longford
- Quedgeley
- Twigworth.

Wider Tewkesbury area
- Bishops Cleeve
- Gotherington
- Woodmancote
- Winchcombe

These included all Parish Councils directly affected by areas identified for growth in the abolished RSS, and others who had expressed interest in engaging with this phase of consultation during the 'Issues and Key Questions' stage. Outcomes of these meetings with Parish Councils are included in Chapter of this report.

3.0 METHODOLOGY

3.1 The workshop groups

Five workshops were held between 8th and 16th June with a wide range of key stakeholders, all of whom are important to the formulation of the JCS. These included statutory consultees such as the Environment Agency, plus local businesses, community groups, campaign groups and service providers.

One workshop was held specifically for members of the Local Strategic Partnership (LSP), bringing together representatives from local, statutory, voluntary, community and private sectors.

Finally, a workshop session was held with local authority members, including councillors from Gloucester, Cheltenham and Tewkesbury Councils.

3.2 Recruitment

Potential participants were identified in partnership with the JCS team. An invitation was sent via email encouraging them to take part in the consultation. The initial invite was then followed by a reminder email and telephone call, conducted in order to boost attendance.

The workshops were attended by key stakeholders (96 participants), members of the Local Strategic Partnership (LSP) (30 participants) and Local Authority Members (25 participants) from across the three areas.

3.3 Format of the workshops

Held in Cheltenham, each workshop followed a similar format and consisted of a series of presentations, small group deliberative activities, individual thought tasks and plenary sessions, some of which were tailored to the specific audience.

Introductory presentations were delivered by members of the JCS, guest speakers and Vision Twentyone. Small group activities focused the discussion initially on the strategic objectives; each spatial option was then discussed individually following a presentation aimed at providing more detail on the specific option. The latter provided an opportunity for participants to review the options in turn, highlighting what they felt was missing from each, providing the JCS team with the intelligence they need to begin to develop a preferred option. For example, building on their involvement at an earlier stage in the process the LSP took part in an additional task, focusing in more detail on the content of the strategic objectives.

Following each debate, digital voting technology was used at key points, providing participants with an opportunity to air their opinion on the strategic objectives as a whole, then each individual spatial option. Participants were then asked whether they felt that, in order to guide coordinated development across the JCS area at a strategic level, the Joint Core Strategy should focus on delivering a balanced approach combining all three options, or whether one particular element should be more dominant. An advantage of this method is that it produces instant feedback; charts are displayed in real time which conveys the results of the votes. This method was used to gather a group consensus on the strategic objectives and spatial options.

3.4 A process of continuous improvement

As with any event, it is important to adopt a flexible approach and ensure the process is under continuous review to make sure the activities meet the objectives of the consultation and the needs of the participants. As a result, the questions posed through

the digital vote were refined and minor changes were made to the format of the presentation over the course of the events. This improved the clarity of materials presented and the robustness of the results, without compromising the adopted methodology.

Overall, 129 of the 132 participants who completed the evaluation questionnaire felt the workshop was 'worthwhile' or 'very worthwhile'. All participants felt that the event helped them understand the issues and confirm/develop their thinking about the JCS.

3.5 Report structure

The analysis is split into two sections. The first part focuses on the strategic objectives and suggested improvements to them. The second part examines the three spatial options, indicating which (if any) should be given a higher priority in the development of the JCS and preferred option. Finally, the conclusions explore the overall findings of the events.

Please note: this report should be read in conjunction with Chapters 2 and 3 which present the findings of supporting consultation events conducted with Parish Councils and (online with) the general public.

4.0 CONSULTATION FINDINGS

Materials presented at each workshop had a slightly different emphasis depending on the stakeholder group participating, but all followed a similar format. Introductory presentations were provided by Vision Twentyone and members of the JCS team, followed by workshop activities. In addition to the digital vote, consultation exercises included small group discussions, full plenary sessions and space for individual thought time. The digital vote focused on the strategic objectives and three spatial options. The key findings from these exercises are assessed and analysed below.

4.1 Strategic objectives

The first digital vote covered all of the ten strategic objectives. Participants were asked if they agreed with each individual objective in turn. This approach prompted extremely high levels of general support for the objectives at the first event, as well as debate about specific refinements to consider for each. On review of the initial workshop, at subsequent events the activity was refined to a question aimed at determining the level of overall support for the ten objectives as a whole, providing more time to discuss omissions or areas of weakness.

The desire for successful regeneration was paramount, with between 89% - 100% agreeing with each of the strategic objectives. When asked the revised question, each different group overwhelmingly agreed with the strategic objectives, with 96% of Members in agreement, together with 83% of stakeholders and the LSP.

When asked if they thought anything was missing from the strategic objectives, consensus was that whilst participants agree the strategic objectives are the correct ones, there was a number of ways in which they can be strengthened. A summary of participant's suggestions to strengthen the strategic objectives follows: The following 'text cloud' shows the most common words used in written responses to this debate.

In a 'text cloud', the more often a word is used, the larger its size; therefore the largest words show the most common issues. It is evident that the most popular words highlighted by all of the stakeholder groups were: 'need', 'housing', 'development', and 'community', with 'need' being the most frequent. The issue of 'need' related to the provision of housing, with particular reference to the delivery of affordable housing; the 'need to' locate housing near to employment to reduce travel, the identification of development sites and the 'need to' provide for an ageing population. Housing was a key area of debate, prominent throughout the discussions on both the strategic objectives and spatial options. Housing, or more specifically 'how' and 'where' to deliver it was the most popular area of debate for Members.

For the stakeholders no single topic was particularly dominant, as a range of issues were regularly discussed. The following issues were common to all groups and will be discussed in more detail throughout the report:

- The delivery of housing, especially affordable housing
- Delivering jobs in the area and up-skilling the local workforce to access high skilled jobs;
- The environment – specifically flooding and the role of the Green Belt Regeneration and specifically how and where it is delivered
- The provision of public transport
- Delivering a cohesive community.
- Other key issues include: regeneration, public transport, jobs and community. The main element missing from the strategic objectives highlighted by the LSP was 'community'.

4.1.1 Housing The need to deliver affordable housing is paramount. Participants emphasised a need for new housing targets to be devised, of particular importance following the recent abolition of the RSS and the need to ensure a rural/urban balance in delivery. As important, their design must be 'fit for purpose' or 'in keeping' with the surrounding area.

Participants suggested new houses should be located near employment opportunities. If this does not happen participants thought that it would be detrimental to the area. For example, it will increase the need to travel which will hamper plans to tackle climate change. In addition, if an increase in employment opportunities is encouraged without linking this to housing, problems related to a lack of provision could arise.

4.1.2 Jobs Linked to housing, it was seen as imperative that jobs are located in proximity to where people live. In addition, training and further education should be linked to future job provision in the area. Educational attainment was highlighted as an issue that needs addressing and young people need to be equipped with the right skills to acquire future jobs that will be provided in the JCS area.

"There needs to be apprenticeships with local businesses. A long-term turnaround is needed and this can be achieved through better education."

"Ensure skill-base locally is high enough to compete with travelling workers."

4.1.3 Environment The role of the Green Belt was a hot topic for all three groups with significant disagreement on certain issues. Some participants argued that the Green Belt should be redefined and reassessed, whereas others wanted it to be

protected at all costs. Developers found it frustrating that the Green Belt was viewed as sacrosanct and some of the LSP and Members shared this view. However, whilst dominant, this view was not universal.

Another key issue was flooding and, more specifically, the definition of 'flooding' and the validity of the Environment Agency data. Furthermore, some wanted the issue of climate change to be more ambitious, with one suggesting that: "I would like to see a more imaginative and radical approach to tackling climate change not just mitigating effects or coping with it".

4.1.4 Regeneration It was felt that regeneration should not focus solely on the urban areas, but should be more dispersed and include rural areas, smaller villages and any less affluent settlements across the JCS area. Furthermore, it was stressed that the strategic objectives should emphasise the need to encourage local distinctiveness through regeneration projects, reinforcing the individual identities of key areas.

"There needs to be regeneration in villages and this can be achieved through the delivery of affordable homes."

"You should regenerate areas that are currently deprived."

4.1.5 Public Transport

This was an important issue for several participants, with an emphasis placed on the need to provide better quality services throughout the JCS area. A common theme for the three groups, it is evident that participants do not think current provision of public transport services is adequate and as such does not serve the JCS area effectively. This needs addressing and should be a priority for the strategic objectives.

4.1.6 Community The issue of community was a key theme to emerge from the analysis and was of particular relevance to the LSP, who note that the strategic objectives lack an emphasis on the need to achieve a just/cohesive society. It was felt that whilst the JCS is a spatial plan, the need to develop stronger, mixed communities is key to the delivery of a successful JCS. This was also raised by stakeholders and Members, which implies that delivering successful communities needs to be prioritised in the strategic objectives.

"There is no commitment to a just society based on equality of opportunity irrespective of race, religion, age, disability, gender or sexual preference."

"There is no stated commitment to delivering a cohesive society where people understand that if we don't work together we shall fall apart."

4.1.7 Specific thoughts from the LSP Building on their previous involvement in the JCS, members of the LSP had a more detailed discussion on the strategic objectives than other groups, with each table focusing on five of the ten objectives. The support expressed for each objective during discussions is summarised in the table below:

Please note, not all respondents completed every question.

	Agree	Disagree	Partly Agree
1. To deliver successful regeneration	5	0	9
2. To deliver jobs and a competitive economy	5	0	9
3. To deliver new homes to meet the need and demands of a competitive sub-region	5	0	5
4. To deliver quality skills and education	0	0	5
5. Creating access to services and healthcare	5	0	5
6. Improve transport and movement	0	0	16
7. To reduce the risk and impact of flooding	5	0	11
8. Improving and securing an enhanced natural environment	11	0	5
9. Improving the resilience to climate change	6	0	10
10. Improving culture leisure and tourism activities	0	0	16

It is clear that whilst participants agree in part with the strategic objectives, they feel these can be strengthened if their comments are listened to. Interestingly, 16 people answered the questions relating to strategic objectives for transport and for culture/tourism, yet none fully agreed with them.

Connectivity was a key theme to emerge from the workshops and is reflected in the above table, as participants felt this objective could be improved to incorporate a greater emphasis on public transport and links between the settlements in the JCS area. By contrast, there was some debate into the validity of the culture/tourism strategic objective. No one actually disagreed with the strategic objective, however some questioned its relevance to planning and it was not seen to be as important as, for example, the need to deliver new homes or improve the natural environment.

Another important point is that 'enhancing the environment' was the only objective to score higher for 'agree' compared to 'partly agree'. This suggests that participants were content with this strategic objective.

4.1.8 In summary The strategic objectives have been analysed and it is clear that, despite strong support, there are some issues (such as delivering affordable housing and creating a cohesive society) that need to be further developed or inserted into the strategic objectives.

4.2   Spatial options

The JCS team presented three spatial options:
- **'A strategy focused on achieving resilience to climate change' – known as the climate change option**;
- **'A strategy focused on achieving economic resilience' – known as the economic option**; and
- **'A strategy focused on achieving stronger communities' – known as the social option.**

Group discussions on each spatial option are reported individually in this section, followed by analysis of digital voting in which participants had the opportunity to show their agreement with each spatial option, and note which one they felt should play a lead role in the JCS.

4.2.1 Climate change option

This option looks at how the JCS area can develop in a sustainable manner, with a view to enhancing the area's resilience to climate change. The large stars denote areas of opportunity, with pink rings highlighting the main settlements. Blue shading highlights flood zone areas, with green shading indicating the Green Belt and yellow, Areas of Outstanding Natural Beauty (AONB).

Key policies include a reduction in the need to use a private car and the need to divert development away from flood prone areas.

At the end of the presentation, prior to their small group discussions, participants were presented with the following conundrums or areas for discussion, the purpose of which was to ensure the JCS team gather feedback on the key areas they require:

- How can we achieve resilience to climate change without limiting housing and economic development through the JCS?
- The amount of land required to meet development needs is limited due to the Green Belt – how can the land required to meet the needs of the community be found whilst providing green and open space and Sustainable Urban Drainage Systems (SUDS)?
- Achieving 'zero carbon' development is expensive and could impact on the delivery of affordable housing and redevelopment of previously developed land
- Managed retreat from development of flood prone areas could reduce investment in these areas   How can we encourage people to use local services when a greater range is available elsewhere by car?

Positively, the stakeholders thought that this option would create numerous community benefits and both the LSP and Members believed that this option illustrates a coordinated approach to address flooding related issues.

Negatively, some participants doubted its deliverability and one stakeholder criticised the approach for not "thinking outside of the box". The main issues to emanate from the discussions were:

- Flooding and the role of Sustainable Urban Drainage Systems (SUDS);
- Potentially negative impacts on the delivery of affordable housing;
- Improving public transport services throughout the JCS area;
- The importance of protecting local food supplies.

The following section discusses the above themes in more depth.

Flooding

After the floods of 2007, flooding is clearly an important issue for local residents. Sustainable Urban Drainage Systems (SUDS) are an important part of flood defences designed to reduce the impact of new and existing developments on surface water drainage discharges. When discussing this issue in reference to housing, there was a divide in participants' opinions. For example, some felt that SUDS were not effective in this area due to local soil conditions. The LSP and Members felt that implementing SUDS into new housing developments "should be seen as an opportunity not a constraint." A key issue for SUDS was their design – there was general agreement that appropriate SUDS should be planned into new developments from an early stage.

LSP participants thought that the climate change option could be improved by enhancing policies relating to flooding. In particular, they thought that policies could be inserted to ensure SUDS are designed into old developments as well as new.

The impact that SUDs could have on housing was also a concern. Members of all three groups noted that too much emphasis on SUDS could limit the number of new houses being built. Clearly this is a contentious issue as the participants are well aware of the need to mitigate against flooding. However, developing new housing was a key theme highlighted throughout the consultations and its policy should be prioritised

Housing

Eight out of 11 workshop table groups thought that if the JCS has too much focus on climate change, this may constrain the delivery of affordable housing and in turn, this could have a detrimental affect on economic development.

Similarly, caution was aired about the potential knock-on effects associated with the desire to achieve zero carbon developments, with 11 out of 15 workshop table groups noting that this could have a negative effect on the delivery of affordable housing. All three groups, in particular stakeholders, were worried about the cost of this approach and its potential impact on affordable housing. Investing more money to achieve resilience to climate change could result in "less investment in affordable housing."

Housing was a key issue for the stakeholders, LSP and Members. For the majority of participants it was deemed more important (in the short term) than the need to address climate change.

"Affordable housing is a bigger priority." (relative to zero carbon housing).
"We need more affordable housing in places where it is lacking. This should be the number one priority."

Public transport

The need to improve transport provision as part of a strategy focusing on climate change was emphasised. All groups suggested that improvements need to be made to public transport policies and that this spatial option should address this issue in more detail. Stakeholders were of the opinion that by improving public transport, more people will be encouraged to use local services and as a knock-on effect, decrease car usage across

the area. Participants noted that some rural settlements are isolated and the provision (and frequency) of public transport is not acceptable. Until this is addressed, people will still predominantly use the private car as their main mode of transport.

"Better public transport needs to be a more viable option than the car. We have to make transport better to suit people."
"There needs to be greater investment in quality public transport it has to be a more viable option to the car."
"Rural services must have adequate quality and good public transport."

Local food
The LSP felt strongly about the production and protection of local foods and they felt that this was a key element lacking in the climate change option. This was supported by the stakeholder group. Some members of the LSP felt passionately about the need to protect and enhance the use of local food suppliers and it was a mistake that this was not mentioned as part of this option.

Agriculture is clearly a key issue in the JCS area and protecting local food is important for a range of participants.

"The JCS is too urban and it forgets farming."

"There needs to be a greater emphasis on local food production/food security."

Digital vote – climate change spatial option
It is evident from the chart below that the majority of the groups support the climate change option. Members showed the strongest support, with 87% either 'strongly' or 'partly' agreeing that the issues discussed under the '**climate change option'** could help guide development for the benefit of the JCS area. Whilst key stakeholders generally agreed with the issues discussed under the climate change option, just under one third of them (28%), and a quarter of the LSP (24%), either 'partly' or 'strongly' disagreed, highlighting a greater range of opinion on this option than seen among Members.

A key message from stakeholders was the need to maintain a balanced approach and "not to become obsessed by one particular issue." Public transport needs to be embedded into the climate change option. This should also be linked to the need to locate jobs near to housing. If this does not happen, one Member felt "people will come in via the M5 and the local economy won't prosper."

In summary
There is a broad acceptance of this spatial option. However, there was caution aired that if this strategy is the most dominant of the three spatial options in the JCS, this could result in a negative economic impact. Whilst participants agreed with the climate change option, it was not deemed as important as, for example, the provision of affordable housing, with one participant noting: "more important things need doing".

4.2.2 Economic option

This option aims to achieve economic resilience across the JCS area. It is an 'urban-centric' strategy, meaning that new development will be concentrated on the main urban areas such as Gloucester, Cheltenham and Tewkesbury / Ashchurch.

The stars highlighted on the map indicate areas of opportunity, with pink rings used to denote main settlements. Again the Green Belt is shaded in green, with flood zone areas represented by blue shading.

Prior to the group work session, the following conundrums were presented to participants and were used to focus their discussions on the economic option:

- Can mitigation work alleviate risk in flood prone areas that are the focus for development?
- Or should other development options be sought?
- How will focusing development to the west affect the economic resilience of the whole JCS area?
- Focusing development around the M5 may encourage commuting to other areas. How do we encourage people to stay in the area?
- If economic growth is pushed, should this be supported by an increase in housing?
- Does the capacity exist to provide the supporting infrastructure to deliver an urban centric strategy?
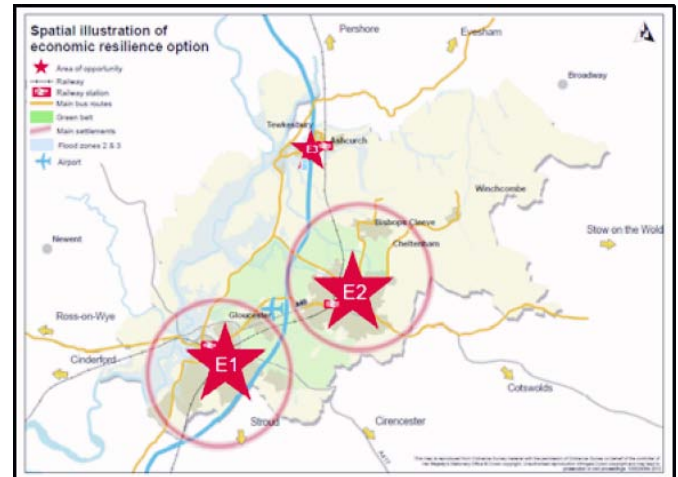
Participants noted one advantage of this approach is that it could drive regeneration and create funds for other projects. However, an over reliance on this approach could have a detrimental effect on rural communities, and flood risk in the urban areas would be a major restraint on such targeted development.

Key economic issues centred on:
- The importance of locating jobs in proximity to housing;
- Up-skilling the local workforce in all communities in the JCS area;
- Striking a balance between urban and rural areas;
- The role of the Green Belt;
- Infrastructure and public transport are stifling economic development.

Housing
The stakeholders cited a preference for good quality housing so that the JCS area has a: "…range of housing to meet all needs. There has been too much concentration on low-cost housing, also need good quality to attract all groups of people."

Echoing the findings from the climate change option, all groups felt that housing should be located near to employment. This was a recurring theme. Additionally, there was a preference that unless there is "housing before jobs, it will create out commuting." This is an issue that needs to be addressed or else it could have a negative affect on the local economy. Comments included:

"Employment and housing links are vital."

"The provision of housing has to meet employment needs."

"It is crucial that you account for a growing population and the increasing need for housing. There is a need for affordable homes and the delivery of housing has to service towns and villages."

Education and skills
Participants said that an increase in jobs will need to be matched with an increase in skills of the local population. Crucially, these skills need to be tailored to jobs that will be created in the area. The JCS needs to outline what jobs are likely to be prominent in the future so schools and colleges can improve the skills of residents to ensure they can access these jobs. In addition, there needs to be a strategy to improve the skills of all communities living in the JCS area. People from deprived communities cannot be ignored and it is imperative that they have the opportunity to access better jobs that require higher skills. Comments to this effect included:

"Train where there will be jobs!"

"Ensure people in disadvantaged areas have the skills to compete for jobs."

"[We] need an up-skilling of the workforce."

Urban/rural balance
All three groups wanted a coordinated and balanced approach, noting that if development is focused on the 'urban west' of the JCS area, this would have a negative impact on the 'rural east', with the majority of the tables in agreement. Those remaining felt that in the long-term the whole area could benefit. Nevertheless, there was a strong feeling that the JCS should not neglect rural areas. This is an important issue as "rural communities are become increasingly unbalanced and unsustainable."

A balanced approach was considered essential - participants felt that alone, the economic option may fail to deliver this. Caution was noted that if the economic option led the development of the JCS it could exacerbate the gap between urban and rural areas. Inter-relationships between urban and rural areas are required and it needs to be specified "how the growth of the urban core can support the county."

"There is a need to sustain rural settlements e.g. Winchcombe."

"A mix is needed. You should not place 'all eggs in one basket'. Do not focus on the urban at expense of rural."

"Need to avoid over focus on the two major urban centres."

Green Belt

The original goals of the Green Belt were: to limit urban sprawl; to prevent towns merging into one another; to safeguard the countryside from encroachment; to preserve the setting of historic towns; and to assist in urban regeneration by encouraging the recycling of derelict and other urban land (PPG2). The Green Belt within the JCS area has had mixed success in achieving these aims. It is a valued local resource that attracts strong feelings and significant controversy.
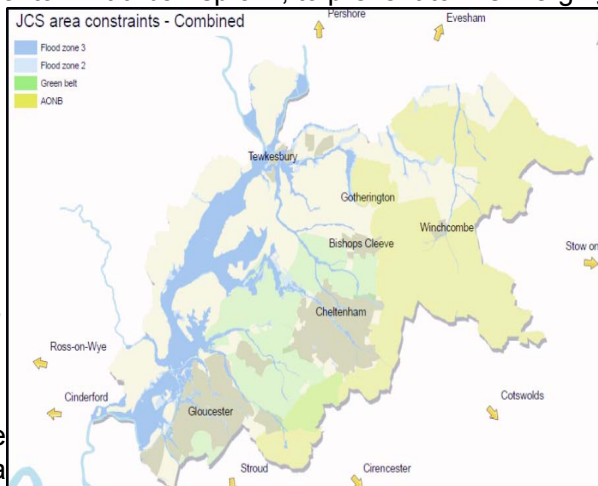
A range of participants from all three groups felt that the Green Belt was a constraint on economic development in the JCS area: "if it weren't for the Green Belt, which is where we would put sustainable, mixed-use development."

The role of the Green Belt was a major aspect of debate and many participants felt that it was hindering housing development and economic growth in the JCS area. However, it should be noted that many other participants believed that the Green Belt should not be altered. Despite differences in opinion, there was a consensus that the Green Belt could be improved.

"The Green Belt should be reassessed."

"We are constrained by the Green Belt to develop the urban areas."

"The Green Belt should be made greener and more accessible. Enhance it and use it."

Public Transport

Stakeholders identified a lack of provision for infrastructure and transport as major barriers to delivering economic development – a point supported by the LSP and Members. Only 2 out of 12 workshop table groups thought that there was enough provision for infrastructure in the JCS area to support an urban-centric approach. Stakeholders, LSP and Members were unified in thinking that current transport provision, and in particular public transport, is not acceptable and this needs to be addressed through the JCS. One Member stated that "transport links are not good enough." Public transport needs to be improved because:

"The job prospects of residents living in high density affordable housing aren't good and it's a long way to travel to places to work. We are in danger of creating a more deprived area."

Furthermore, some of the Members felt that this option could make a positive contribution to the need to tackle climate change, noting "we don't want people becoming more car dependant so we need to focus jobs in urban areas." This option delivers this, which was favourable amongst a lot of participants.

Digital vote – economic spatial option

Again, broad support was shown for this option. Members were the group showing strongest support: 79% either 'strongly' or 'partly' agreeing with it. Among stakeholders and the LSP, there was general support but a greater range of opinion than seen among

Members: 60% of stakeholders either 'strongly agree' or 'partly agree' with the economic option, but 30% either 'partly' or 'strongly' disagree. Among the LSP these figures are 56% (positive opinion) and 40% (negative opinion). The key issues to emerge from this option were the need to assess the role of the Green Belt and provide additional infrastructure, in the right places, to support new housing development. Positively, this option "addresses our biggest issue at the moment" (the economy) and according to one member of the LSP: "Everything has to be paid for and this is the only option that will do this."

In summary

Crucially, the economy is the "immediate issue affecting people's lives" and this urban-centric approach was viewed as most likely to improve the economy. Furthermore, this option could bring wider benefits as "economic success will drive other aspects of the JCS through." Participants were aware that the recession could have an impact on the JCS and one noted that:

"In the current economic climate there is a need to focus on the economy – ignore it at your peril."

Nevertheless, it is "unacceptable to deny the rural centres opportunity for enhancement" and this was the main concern for this spatial option.

4.2.3 Social option

The social option focuses on delivering stronger communities through the provision of housing and jobs in accessible locations across the JCS area – and particularly in the more deprived areas.

Again, looking at the visual representation of the spatial option, the stars denote areas of opportunity, pink circles highlight main settlements, green shading indicates Green Belt and dark blue shading, flood zone areas. In addition, light blue indicates areas within the most 10% deprived (Indices of Multiple Deprivation) and pink, the next 25% most deprived.

To inform the deliberations the following conundrums were presented to participants,

aimed at providing a focus to the small group discussions:

- How can the policies contained within the JCS ensure mixed/ balanced communities across the area when some locations have no, or limited, existing development opportunities?
- How can employment opportunities be provided where opportunities for development are limited?

- Would the removal of the threshold for affordable housing provision stifle small scale developments on previously developed land?

- The social option focuses development on rural settlements which have three or more key services; is this a reasonable approach?

- How can the most appropriate community facilities for new developments be identified?

The main advantage of this option, noted by stakeholders, is that development will be dispersed across the region and is inclusive. Moreover, the LSP liked the option because it will help deliver strong and mixed communities. However, there were concerns about how this option could be delivered in a time of public spending cuts and an uncertain economic climate. The main issues arising are:

- The need for mixed communities that cater for all age groups;
- Delivering affordable housing throughout the JCS area;
- The isolation of rural areas – can selected settlements act as service hubs for the benefit of others, and if so, which ones?

Community
The need for mixed communities - of all social backgrounds and demographics - was viewed as crucial. It was stressed that the JCS team need to bear in mind that there is an ageing population residing across the JCS area, whilst also catering for the needs of young people. In addition, the changing demographic profile of the area may also have an effect on housing need and associated infrastructure/service provision. This is important for housing, but also for the community. There need to be facilities for young and old people. However, it was felt that there is more to a community than simply facilities and the JCS needs to focus on how community spirit can be fostered and restored. Positively, the LSP was impressed that this option would help to achieve a fairer society and benefit a wide range of people.
"More emphasis needs to be given to developing 'stronger communities', not just providing community facilities".
"Create networks through integrated facilities."

Housing
Again, housing was a dominant issue for discussion – the main point was the need to deliver affordable housing throughout the JCS area via a mix of housing types, across urban and rural locations.

Green Belt
In line with discussions relating to both the climate change and economic options the

Green Belt was viewed as a constraint, particularly in relation to the provision of housing and infrastructure required to sustain communities, with Green Belt to the north of Cheltenham not seen to be as effective as Green Belt separating Gloucester and Cheltenham. It was noted that there could be potential to reassess allocation of the Green Belt to meet future housing demand. One stakeholder noted that there is a "need to look critically at the Green Belt as some areas have to be brought back into the [development] equation". This was mirrored by many participants' opinions with housing delivery, in particular the need to deliver affordable housing, viewed as a crucial issue.
"There needs to be a mix of housing types and tenures in all settlement locations."
"You should build affordable housing in areas throughout the JCS."

Accessibility

Transport was again raised as an important issue. However, the focus this time was placed on the need to locate new development on accessible routes. It was suggested that development also needs to be located in deprived areas or "on corridors that deprived areas can access."

Distribution of development

Focusing development on rural settlements with three or more primary services was seen as a sensible approach (eight out of eleven workshop table groups concurred with this strategy). However, the qualitative data suggested three was not enough and five would be a better approach. The groups thought that rural settlements with more services should be made more accessible. One participant urged the JCS team to be bold and "look at [a] successful example - identify what makes them tick" and learn from them.
"Rural services must be a quality and good service".
"You need to think beyond urban areas when addressing transport needs i.e. connections to rural hinterland".

Digital vote – social spatial option

As with the first two digital votes, broad support was shown for the option, with strongest support among Members, and a greater range of opinion among stakeholders and the LSP. 79% of Members, 67% of stakeholders and 56% of the LSP either 'strongly' or 'partly' agreed that the social option could help guide development for the benefit of the area. However, 28% of the LSP disagreed with the option, and significant numbers in all groups voted 'neither/nor' or 'neutral' for the first time (notably among Members who had never previously selected the neutral vote).
It should be noted that where individuals disagreed, it was mainly because they felt that the option was in need of some enhancement to ensure it meets the needs of the area and will help guide future development effectively.

In summary

There was a positive response to the underlying aims of the social option, mainly because it was the best spatial option for striking an urban/rural balance. However, a number of participants questioned if it could be delivered.

"Ideally a great option, but how can it come to fruition?"

The different groups liked the spatial option, but they were not convinced that it could lead the development of the JCS on its own. Other common suggestions that would enhance this option were the provision of broadband in rural areas and the encouragement of home working. Stakeholders believed that community spirit was vital and was an omission from the spatial option that needs rectifying.

4.3 Policy Priorities

A series of issues, similar to those relating to the strategic objectives emanated from the deliberations, including:

- The provision of housing
- Public transport / accessibility problems
- Flooding
- Local food production
- Improving skills
- Striking an urban/rural balance
- The role of the Green Belt
- Delivering a cohesive community.

Reinforcing the issues noted above, the text cloud below[5] illustrates key terms used when participants were asked to discuss policy priorities related to the delivery of all three spatial options. It reveals similar results to the analysis of key issues deemed to be missing from the strategic objectives outlined in section 4.1.

'Housing', 'employment' and 'community' are three of the most popular policy areas suggested by participants. 'Provision' is the most common word used and is usually related to the delivery of housing and services in each of those three areas. Above all, it will be important to ensure that provision meets the needs of the community both now and in the future. Housing was the main issue arising through the analysis of comments on the strategic objectives and was a focus of discussion under each of the individual spatial options. Clearly, housing is a major issue for all stakeholders and they view it as crucial to the development of the JCS.

The discussions further emphasised the importance of housing affordability, and stated that housing numbers should be based on need, and not Government targets. With the demise of the Regional Spatial Strategies (and their housing targets) there is an opportunity to deliver more bottom-up planning. The participants want more consultation on the provision of housing to ensure it is delivered specifically to meet the needs of a community.

The text cloud also highlights 'Green Belt' as a policy priority, which reflects the discussions in each spatial option as described above. Moreover, 'balance' was another popular word. This was stressed throughout the workshops by all three groups and points to a desire to achieve a balanced approach through the JCS.

Looking at policy priorities relating more to specific spatial options: flooding and transport were key priorities for the climate change option, whilst housing was the main priority for the economic option, and community was the dominant issue for the social option.

In summary
One of the aims of the consultations was to establish which spatial option (if any) should lead the development of the JCS. The following pie charts highlight strength of agreement on each individual spatial option, taking all three participant groups as a whole (i.e. bringing together the views of stakeholders, Members and the LSP). While all had specific benefits and limitations highlighted by participants with respect to their fields of expertise (for the LSP and selected stakeholders), or their understanding of public viewpoints (for Members), it is clear that all the spatial options were popular, with two thirds of the whole participant group either 'strongly' or 'partly' agreeing with each spatial option. This suggests that participants want an approach that can balance the needs of economic, social and environmental objectives.

4.4 Guiding Principle

As a final test, after each of the three spatial options had been discussed in some detail, participants were asked specifically if they felt any one of the options should guide the JCS, or if all are of equal importance.

Taking each participant group individually, the stakeholders marginally favour the economic option in leading the development of the JCS, but also place a high priority on taking an 'equal' or 'balance' approach.

The LSP strongly favoured the 'equal approach' in this particular vote, despite earlier debate centring on the benefits of the social option.

The Members also opted for the 'equal approach'. However, the preferences shown in their overall results have a smaller range, and their strength of preference for the 'equal approach' (38%) is perhaps offset by the significant and even (25%) support for the economic and social approaches.

In summary
Again, a balanced approach to sustainable development of the JCS area is the most desired option, reiterating the support shown for the spatial options when considered individually, as illustrated in the 'average group' figures presented in Figure 4. Crucially,

the need for a balanced approach was emphasised throughout the workshops with stakeholders, LSP and Members alike. This is shown in the averages for the three groups where an equal approach had a 42% share of the votes, beating the concept of any single option being dominant in the JCS.

In some part, the levels of support shown for the remaining three options reflects today's political debate and news agenda, with concern for the UK's economic difficulties beating social issues, which in turn beat the less-tangible (to some people) threat of climate change. However, taking a full synopsis of the day, this does not suggest that participants were any less passionate in their debates when discussing issues relating to the social or climate change options.

5.0 CONCLUSIONS

A wide range of opinions have been gathered through the workshops. These will be used to inform the development of the JCS. Numerous issues were discussed and there were significant areas of agreement (for example, the importance of housing issues and the need to improve public transport links throughout the JCS area). There were also areas of contention (for example, the role of the Green Belt), highlighting the different views held by a diverse group of participants. Nevertheless, some common themes emerged from the consultation as follows.

5.1 Strategic Objectives

- Participants were in broad agreement with the strategic objectives.
- The majority of participants thought the strategic objectives could be strengthened in some areas, with 80% (the average for the three groups) noting that there was something missing from the draft presented. The most common areas for development were: affordable housing; the role of the Green Belt; regeneration; jobs; and community.
- Specifically, participants cited a need for affordable housing to be delivered in rural as well as urban areas, with only small scale development in rural areas. Some wanted the Green Belt to be protected; conversely others wanted it to be reassessed to help deliver housing.
- Jobs need to be located where people live and regeneration needs to be in keeping with the local area.
- The JCS should seek to deliver a just and cohesive society.

5.2 Spatial Options

The main finding from the spatial options was that balancing the economic, social and environmental objectives is pivotal to the successful delivery of the JCS. This is reflected in the guiding principle result (see Figure 6) where the average for the three groups was 42% in favour of an equal balance of the three spatial policies.

Significantly, the need to 'strike a balance between competing priorities' was a key theme emanating from all three groups' discussions. A balance between urban and rural is viewed as an essential part of the JCS as the "scale of change should be bigger in urban areas, but not at the expense of rural areas".

Moreover, there needs to be a balance between policies relating to the economy, climate change strategy and the need to deliver a sustainable community.

5.3 Specific Findings

To conclude, participants thought that future spatial options should include more detail on:

- If/how to re-assess the Green Belt to see if/where it could accommodate housing
- Provision of affordable housing across the JCS region that is appropriate to the scale of the area
- Skills creation and how these skills will relate to future jobs provision
- Improving public transport.

Suggested improvements included:
- Locating jobs in proximity to housing to decrease the need to travel
- Specifying how cohesive communities will be delivered
- Emphasising the importance of local food production and protecting the
- farming industry in general
- Supporting the provision of broadband in rural areas to encourage home working and reduce travelling.

5.4 Recommendation

After extensive analysis, it is evident that the main message emanating from the consultation is the need to take a balanced approach to preparing the JCS Part Two, to ensure the sustainability of a cohesive community. Finally, one stakeholder summed up pertinently the findings of the workshops:

"All options are equally important, but how they are balanced will be key to the success or failure of the JCS".

Developing the Spatial Options – Parish Council Consultation

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2.0 A strategy focused on achieving resilience to climate change – 'the climate change option'

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5.0 Locally-specific issues

6.0 Outcomes/Conclusion

Appendix – notes taken at Parish Council meetings

- Shurdington Parish Council
- Brockworth Parish Council
- Bishop's Cleeve, Woodmancote and Gotherington Parish Councils
- Hucclecote Parish Council
- Uckington, Elmstone Hardwicke and Swindon Village Parish Councils
- Innsworth Parish Council
- Twigworth Parish Council
- Quedgley Town Council
- Longford Parish Council
- Leckhampton and Warden Hill Parish Councils
- Winchcombe Town Council

GLOUCESTER CITY COUNCIL   CHELTENHAM BOROUGH COUNCIL   Tewkesbury Borough Council

Parish Council Meetings Report

1.0 Introduction and Methodology

1.1 Introduction

The Joint Core Strategy (JCS) is a partnership between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council. The JCS will be a co-ordinated strategy guiding how the three authority areas develop up to 2026. It will set out the Councils' approach to dealing with climate change, protecting and enhancing the natural and historic environment, and establishing the location and timing of new housing, employment, infrastructure, community, leisure and tourism facilities.

Preparing a Joint Core Strategy means making choices about how the area will develop, so it's important that local communities are involved and have a say in the future of their area. To ensure the JCS incorporates local concerns and meets Government tests of soundness, consultation exercises (such as that reported on here) will occur throughout the strategy's development.

The finished JCS is currently expected to be published in two parts. Part 1 will include:

- A "Spatial Portrait" of the JCS area, providing a clear sense of place
- A summary of the "Key Issues" faced by the area
- A clear "Vision" for how the JCS area could be in 2026
- "Strategic Objectives" that must be fulfilled to achieve the Vision.

Part 2 will consist of the spatial plans and policies designed (in response to the JCS evidence base and all consultation) to fulfil the Strategic Objectives and therefore achieve the Vision.

This report documents a series of meetings with Parish Councils where options for developing Part 2 of the JCS were explored.

- Chapter 1: Developing the spatial options – stakeholder consultation
- Chapter 2: Developing the spatial options – parish council consultation

Together, these documents will inform the preparation of "Developing Options" which will be published for public consultation in summer 2011.

1.2 Methodology

Meetings were held with 16 parish and town councils between 14th June and 26th July 2010. Meetings were held with those parishes which were most affected by the Areas of Search proposed in the South West Regional Spatial Strategy, together with any parish specifically requesting a meeting.

The meetings were attended by JCS Officers, Development Control Officers and Parish/Town Councillors. The purpose of the meetings was to discuss the three spatial options presented during the stakeholder conferences in June: the Climate Change Option, the Economic Option and the Social Option. By testing these three extremes, the JCS team aimed to identify the strengths and weaknesses of each, and to see whether participants favoured an approach dominated by any one of the approaches, or an approach which seeks to balance the three. More detail is provided on all three of the spatial options in Chapter 1 but is not repeated here.

In writing this report, comments documented at the meetings have been grouped together rather than reported upon individually so as to enable patterns of consensus and opposition to

be seen. Where locally-specific comments were made, these have been listed separately. The notes taken at each meeting are provided as appendices.

This report has been divided into three parts. First, the three spatial options are addressed in turn showing areas of consensus, opposition and issues which require clarification. Second, locally-specific comments are listed. Finally, conclusions are drawn.

PLEASE NOTE: The report provides a synopsis of the consultation undertaken and the issues raised, and not a detailed response to all representations.

2.0 CLIMATE CHANGE OPTION

2.1   Background

This option looks at how the JCS area can develop in a sustainable manner, with a view to enhancing the area's resilience to climate change. Key policies include a reduction in the need to use a private car and the need to divert development away from flood prone areas. Further information is provided in Chapter 1.

2.2   Support

Although this option received the least feedback, the vast majority of that feedback was positive. Participants felt that there are limits to the capacity of the environment, and population growth is significant in taking us closer to that capacity – the JCS should therefore seek to address growth in a way that enhances the area's resilience to climate change. Aspects of the approach that received broad support included:

- **Transport:** transport infrastructure was seen as a key issue in achieving resilience to climate change. Respondents called for an improved bus and rail service (more trains to stop at Ashchurch station) and a light railway serving the area. Support was expressed for placing employment and housing in close proximity, with good public transport and urban design, to increase walking/cycling and to reduce reliance on the private car.

- **Services:** support was expressed for maintaining rural services to increase the sustainability of rural settlements and reduce the need to travel for such services (particularly when people work longer hours and need convenience). The concept of a network of rural service hubs was supported but seen as difficult to implement due to the convenience of the car and people's freedom to travel for greater choice and value.

- **New development:** improvements to social infrastructure and energy efficiency were seen as vital outcomes of any new development, in particular large-scale housing projects. Support was given for new development being built-to-last with high insulation standards and local renewable energy schemes. The need to generate much higher proportions of renewable energy was linked to the issue of 'peak oil' which some respondents felt was close or even past.

- **Flooding:** respondents placed a high priority on flood issues, with strong support for a precautionary approach to flood risk and use of Sustainable Drainage Systems (SuDS).

2.3   Opposition

There was little opposition to this option, though concern was expressed for how the infrastructure requirements would be paid for. It was also recognised that, although there is a desire to meet 'zero carbon' targets faster than current Building Regulations require, the prospect of the development industry achieving this appears too visionary and challenging.

2.4   Clarification/Suggestion

Respondents requested clarification on the following issues discussed under the climate change option:

- **Green belt:** the continued separation of settlements by green belt was seen as important, but it was acknowledged that some new development is required in the area and must be sustainably located. Some parts of the green belt were considered to be sustainable locations due to their access to transport and services. Clarification was therefore requested regarding the future role and form of the green belt.

- **Food security:** agricultural land was viewed as under pressure and in need of protection: the area's ability to produce its own food, instead of relying on imports, was seen as important in the context of future climate change. The JCS area has little Grade 1 agricultural land so it was seen as important to protect Grade 2 agricultural land – and to promote allotments and small-scale local food production.

- **Flooding:** solutions to this problem were acknowledged as expensive and sometimes radical, and requiring political support and the involvement of multiple agencies. Respondents requested clarification on what can realistically be done to combat flooding.

- **Waste:** respondents felt that waste should be disposed of close to where it is generated, thus reducing the need to transport it for disposal and increasing personal responsibility. Incinerators were rejected in favour of high-tech, smaller, local disposal facilities.

- **Reducing the need to travel:** respondents recognised difficulties in encouraging people to work close to their homes and to use local services, when there may be better opportunities, value and choice elsewhere; the reality of car ownership, use and parking must be acknowledged therefore. Control of parking spaces in new developments was variously seen as a good way to restrict car-use, and a waste of time.

3.0 ECONOMIC OPTION

3.1 Background

This option aims to achieve economic resilience across the JCS area. It is an 'urban-centric' strategy, meaning that new development will be concentrated on the main urban areas such as Gloucester, Cheltenham and Tewkesbury / Ashchurch. Further information is provided in Chapter 1.

3.2 Support

This option was received positively due to its focus on addressing problems in the economy – something most respondents expressed great concerned about. Aspects of the approach that received broad support included:

- **Employment:** support was expressed for providing a mix of employment opportunities, to encourage people to live and work in the area, concentrating employment in existing centres with priority given to filling vacant facilities before building new ones. Respondents acknowledged a need to protect existing employers (including heavy industries) while promoting service and high-tech industries, and recognised that attracting new sectors may require major infrastructure investment during difficult economic times.

  Respondents considered that investors will only be interested in attractive sites. Gloucester Business Park was cited as an exemplar for new development, providing a good mix of units in a well-designed and landscaped area (though not without its faults – many jobs are part-time and many manufacturing jobs have been replaced by service industries). It was suggested that a science park could be developed on similar lines.

- **Education/training:** respondents supported increasing the number of apprenticeship opportunities, and strengthening the link between education and employment, ensuring that educational and vocational courses provide people with the correct skills for local employment now and into the future.

- **Housing:** support was expressed for providing affordable housing in accordance with the needs of local people, and in association with the creation of new job opportunities. Associated social infrastructure must be in place early in the development cycle, not left to the last minute or forgotten. Support was expressed for home-working, which was seen as dependent on improved broadband infrastructure across the JCS area.

- **Transport:** high quality public transport (including better rail links to London) and full access to junction 10 of the M5 were seen as important to this spatial option. However, doubt was cast on people's willingness to abandon the private car.

  Respondents felt that existing communities should be protected from commercial traffic created by mixed use development.

  A declining retail offer, combined with the high cost of parking/Park & Ride, was seen as a deterrent to people visiting and spending in the area.

- **Environment:** respondents supported the need for open spaces, the separation of settlements, and the protection of agricultural land. Some respondents expressed support for small-scale development at urban/greenbelt fringe locations, only if such works were shown to be sensitive to the area and could provide a positive contribution to landscape enhancement and social infrastructure.

- **Flooding:** respondents recognised that the majority of brownfield sites in Gloucester's urban area are at risk of flooding. It was felt that sites in lower risk areas should not be

overlooked as these may make a positive contribution to economic development with appropriate flood mitigation measures. Investment in flood defences was supported.

3.3   Opposition

Although this option received much support, there was concern that rural areas would gain little (rural services may in fact decline), and commuting levels would be high (with associated traffic and environmental problems). Objections were also raised to any further southwards expansion of Gloucester, and to any erosion of the character of central Cheltenham and historic Gloucester prompted by such an urban-centric development strategy.

It was felt that the JCS area requires a mix of housing types/tenures and at present there is a dearth of family housing which would be hard to deliver in appropriate quantities on constrained urban sites.

3.4   Clarification/Suggestion

Respondents requested clarification on the following issues discussed under the economic option:

- **Planning policy:** debate occurred about the extent to which the planning system should control development (in the case of major growth areas), and the extent to which it is a barrier to development (in the case of commercial sites which have been empty for long periods but are prevented from conversion to housing).

  Focussing development in the urban areas (as detailed in this option) may restrict development opportunities in rural areas which would not then benefit from Section 106 contributions. Respondents felt that the distribution of planning gain across the JCS area required clarification under this option.

- **Employment:** clarification was requested on how businesses can be attracted to the area and where they will come from. Respondents felt the JCS should have a flexible approach to employment uses and planning policy should not be seen as a barrier to investment. While there was a preference for re-using existing empty sites before developing new ones, it was recognised that 'high value' jobs are hard to attract and often prefer purpose-built, out-of-town business parks to town centre locations.

- **Transport:** respondents felt that development should be concentrated to support the use of public transport, walking and cycling, and that the role and scale of Gloucestershire Airport should be considered under this option. Park & Ride schemes were popular if priced and managed properly to encourage use and limit the impact on existing communities.

- **Housing:** respondents generally supported the abolition of Regional Spatial Strategies and the JCS authorities' decision to calculate housing (and employment) need locally. It was recommended that housing growth calculations should be transparent, justified and based on local need (e.g. families, the elderly) and should provide for a proportional increase of the existing stock rather than absolute numbers. New 'edge of urban sites' (if required) should be phased in line with regular reviews of housing need. Some saw development of these sites as preferable to a 'new town'.

  Concern was expressed over the prevalence of buy-to-let properties and second homes; the poor quality/design/character/safety of new market and affordable housing; and the provision of rural affordable housing to those with no connection to the area.

- **Flooding:** respondents were sceptical of whether flood-prone urban development sites could be made safe via mitigation measures without increasing risk to surrounding areas.

4.0 SOCIAL OPTION

4.1 Background

The social option focuses on delivering stronger communities through the provision of housing and jobs in accessible locations across the JCS area – and particularly in the more deprived areas. Further information is provided in Chapter 1.

4.2 Support

This option received strong support due to its focus on addressing deprivation, seen as affecting people's lives on a daily basis. The option was described by one respondent as "the logical choice" as they felt that little can be done to stop climate change and current economic problems are too big to be addressed on a local scale. Aspects of the approach that received broad support included:

- **Development strategy:** respondents accepted some 'natural growth' to settlements; supported the use of brownfield in preference to greenfield sites; and wished to maximise the use of empty/under-occupied properties across the JCS area. Support was expressed for creating strong communities and using the JCS to address deprivation. Likewise for the dispersed pattern of development and network of rural service hubs suggested by this option. Respondents wanted any major new development to provide infrastructure to meet the requirements of new residents *and* resolve existing deficiencies.

- **Housing:** as before, the need for a mix of dwelling types and tenures was supported. It was felt that affordable housing should be dispersed within new developments and should not be segregated to one area (though others suggested owner-occupiers do not wish to live next to social-rented properties). Concern was expressed that existing rural communities may become dormitories unless affordable homes are provided to maintain a demographic spread. Local authorities were seen by some as better providers of affordable housing than private developers. Support was given for the provision of new public open space as part of any new development.

- **Employment:** respondents echoed the issues relating to employment, education and training described in section 3.2, above. It was suggested that Section 106 contributions may address training and employment as well as more traditional areas of spending.

4.3 Opposition

Opposition to the social option centred on the impact of major growth areas on existing settlements. Concern was expressed for the quality of urban design in new developments, and their poor integration with existing communities (e.g. through over-use of three-storey houses where two-storeys is the norm, or through poor walking and transport connections). Piecemeal development of isolated estates should be avoided, and design should be sympathetic to existing areas. Many respondents opposed the development of back gardens ('garden grabbing').

4.4 Clarification/Suggestion

Respondents requested clarification on the following issues discussed under the social option:

- **Development strategy:** respondents felt that development must be in keeping with local character, the capacity of the road system and social infrastructure. However there was uncertainty over how infrastructure requirements and existing capacity can be determined, and why planners perceive one site to be more/less suitable than another.

Respondents supported the principle of a strategy for retail/supermarket development (both in- and out-of-town) aimed at protecting town centres and independent stores.

Debate occurred around the need to support rural services, balanced against the quantity of development that may be required to do so in any particular village (perceived as frequently higher than local residents may like to accept). Clarification was therefore sought over what the thresholds are for service support/provision as related to new development. The objectives of this option were seen as potentially conflicting with the aspirations of smaller communities who may not want the additional facilities associated with new development. Consultation must occur at all stages from policy development to planning application.

- **Transport:** respondents suggested that transport modelling is undertaken based on different times of the day and different days of the week, and that information gaps in public transport provision could be addressed by consulting local users and taxi drivers.

- **Affordable housing:** confusion was expressed over the definition of this term, with some respondents viewing it as low-cost market housing rather than the 'professional' definition of the term (social rented housing, part-ownership schemes, etc). Respondents supported a flexible, site-by-site approach to affordable housing targets to secure delivery.

- **Stronger communities:** there was some confusion over the definition of this term and what it means in real terms.

5.0   LOCALLY-SPECIFIC ISSUES

The information below consists of specific comments made by parish councils which could not be generalized but are still relevant to the development of the JCS.

Bishop's Cleeve, Woodmancote and Gotherington
- Debate occurred over the status of Bishop's Cleeve within the settlement hierarchy. Respondents viewed it as a village with "no major services", not a town, and said it should be considered to be outside the Cheltenham sphere of influence as shown on the spatial options map. Woodmancote was described as reliant on Bishop's Cleeve for services and infrastructure, and lacking in land suitable for employment use.
- Request made for:
    - More bungalows (with associated services and healthcare) to cater for the elderly.
    - Improvements to the Bishop's Cleeve-Cheltenham cycle route (which currently ends at the racecourse).
    - Protection for the greenbelt between Bishop's Cleeve and Gotherington.

Brockworth:
- Recent new development in Brockworth was seen as having had minimal success in reducing car usage – indeed pressure has been increased on Ermin Street, the only road in and out of the area.
- Residents were described as resistant to more new housing in Brockworth. Recent new development was described as having little infrastructure to support it.
- Concerns were expressed over local schooling. Brockworth Secondary School is in special measures so parents do not want their children to go there and are moving out of the area or making their children travel elsewhere (with associated traffic problems).

Hucclecote:
- Respondents opposed further new housing as recent development and allocations include land right to the edge of the AONB – "there is no further space".
- Hucclecote is viewed as a village, which orientates itself towards Cheltenham for services primarily due to the perceived poor environment and retail offer in Gloucester City. There is concern that Hucclecote is becoming a dormitory for workers elsewhere.
- Whittle Square is viewed as having potential for restaurant/café/retail improvement.

Innsworth
- Innsworth was viewed as having a functional relationship with Gloucester (which provides the majority of facilities and services), while maintaining a separate identity. Respondents were opposed to Innsworth coalescing with Gloucester.

Longford:
- Concern was expressed over poor local service provision due to proximity and good bus services to Gloucester city centre.

Quedgeley:
- Two out of five Councillors expressed support for development in the green belt between Cheltenham and Gloucester as a sustainable option for growth (green belt was seen as already devalued here relative to other areas).

Shurdington:
- Respondents suggested there was local willingness to accept a quantity (unspecified) of local development provided it is in the right place. Further consultation is required on the possible scale and location of such development.

Twigworth:
- The Parish Council disagreed with flood zones defined by the Environment Agency and recommended that local flood knowledge should form part of the evidence base.

Uckington, Elmstone Hardwick and Swindon Village:
- The Parish Councils did not express support/opposition for any of the options, nor did they suggest any option which should dominate.

Winchcombe:
- The Parish Council supports the climate change and community spatial options in preference to the economic option.

6.0   CONCLUSION

The consultation exercise was successful in highlighting the benefits and problems of the three spatial options, and of highlighting some strengths and weaknesses of each. When presented *individually*, all three options received broad support while having specific issues highlighted for clarification. When respondents were asked to consider all three options *together* and to decide whether one option should be dominant in the JCS, or whether a balanced approach should be pursued, the latter (balanced) approach was the preferred way forward for those who expressed a preference. This finding complements that of the stakeholder consultation events presented in Chapter 1.

Criticisms of the consultation exercise centred on the terminology used: 'spatial options' was seen as confusing by some respondents, since the 'options' presented were viewed more as cross-cutting issues within broad themes. It was also suggested that costs and deliverability were inadequately presented in the exercise, making it harder to make a choice between options. This, and the specific issues reported above, should be considered for future consultation exercises.

Finally, it is important to note that many of the issues reported above under a particular spatial option apply to the other two spatial options as well. Therefore, it is vital that the JCS team considers the report as a whole when progressing/balancing the spatial options, rather than focusing on individual elements.

Feedback from Shurdington Parish Council meeting 14.06.10
6pm – 7.15pm
Shurdington Social Centre

Attendees: JCS team – Claire Cullen-Jones, James Hartley and Paul Skelton. Parish Council – J.A. Sobey, J. Chandler, T.B. Colbeck, M. King, S.J. Mitchell, M.C. Stewart, P.D. Surman

General requests/comments:
Shurdington Parish Council to be notified when TBC SHLAA is published and notified of any brownfield opportunities within the village
Debate occurred on how the JCS objectives will be measured. JCS team advised that the JCS will be accompanied by a monitoring framework.
PC queried whether there will be a green belt view for Tewkesbury since the options may impact on GB.
PC queried whether the JCS team is working with Cotswolds DC since the water which affects Shurdington is coming off the Cotswolds Escarpment.
PC queried what grounds the council has to say no to TBC allocation SD2: what would be the planning reason to turn it down? JCS team advised that SD2 is an allocated site, whilst waiting for the RSS is no longer a valid argument, the issues of it being prejudicial to the preparation of the JCS and being in advance of the evidence remain the same. It is likely that an application for land within CBC and SD2 will come forward this September.
The Local Plan and emerging JCS will be the framework for considering applications, taking account of any population projections which are expected from the county council. However, it is important to note that the projections will be trend-based and there will still be work for the councils in considering the policy implications related to future levels of growth.
PC considered that the urban extension location proposed in the former RSS was on the edge of the village: this would increase numbers of people but have no real relationship to the village. PC considered that it would be preferable for the village itself to receive a quantity (unspecified) of development. JCS team advised that the proposed RSS urban extension should be viewed as part of Cheltenham rather than Shurdington, but point taken for reference (NB: subsequent abolition of RSS means JCS will look again at growth locations).
Climate Change Option
Recommend that Grade 2 agricultural land is mapped and that the option clarifies the characteristics of both grades and considers whether Grade 2 could also be protected. Particularly relevant seeing as not much Grade 1 within the area.
Economic Option
Does this option fit with the digital broadband strategy for the UK which is looking to enable more people to be able to work from home – so would you need the urban focus?
Should be a focus on improving rail links to London. Transport links general, public transport and park and ride are all important.
Linkage of education is important and is something that is missing nationally. Are our courses providing people with the right skills for employment?
Should be looking at how to enable development and remove barriers rather than trying to actually do everything through the plan – should recognise some areas – education etc are not the responsibility of local authorities.
Could look at the idea of developing a 'science park' which could be based around Dowty/Aerospace industry.
Not just looking at employment but also apprenticeship opportunities etc.
If you live in the JCS area and spend money here, is it a problem if you work elsewhere?

Feedback from Brockworth Parish Council meeting 21.06.10
11.00am – 13.00pm
Brockworth Community Centre

Attendees: JCS Team – Tim Watton, Claire Rawlings, Georgina Woods and Oliver Rider. Brockworth PC: Jim Hunt, Carole Neal, Jude Perez.

Economic Option Rural areas won't get much from this option, but there are less people there anyway so not too much of an issue. They will have to commute and they are heavily protected by rural residents, with little infrastructure in rural areas to support development. Concerns that people will continue to use cars and won't use bus or cycles. Development should be concentrated to support public transport. There is new development in Brockworth but people still travel by car. There is not enough parking provided but this has still not discouraged people using their cars. We need to look long-term.
Stronger Communities Option Tewkesbury Borough Council is aiming for 30-35% affordable housing. It was suggested that Bishops Cleeve is having a meeting to say that they have had enough affordable housing. Brockworth PC feels that they have had enough affordable housing too. Commented that the houses are built but without the infrastructure to support them. But it was appreciated that there needs to be a lot of houses to support services, but residents don't want the development. They want affordable housing regarding the price, but they don't want social housing. It was felt that people don't want to live next door to social housing. It was felt that this was the logical option as there is not much we can do about climate change and the economy is poor.
Climate Change Option It was felt that agricultural land is disappearing and that this is a big issue for the area. We won't be able to support the development and population. Dairy herds are disappearing, due to supermarket price demand. If there was a major disaster we would struggle to support the population. We must reach a point when we can't do anymore, when we have reached the environmental limits. It was felt that population increase is the cause, as Brockworth had little development but there have been large amounts of development and growth in recent years. The green belt should prevent Gloucester and Cheltenham merging, but news development needs to go somewhere. It was felt that we would struggle to ensure people used their local services.
General Comments
No more housing ss wanted in Brockworth. It was felt that Stroud District is putting its housing in Brockworth, but there is no infrastructure to support it. Jobs are being lost but there is still more housing being built. Where are the jobs for these residents? At Brockworth people can easily get on the motorway and go to Bristol.
North Brockworth is agricultural land. There is a need to keep our food production as we rely on imports.

Feedback from Brockworth Parish Council meeting 21.06.10
11.00am – 13.00pm
Brockworth Community Centre

Brockworth Secondary School is in special measures so people don't want their children to go there and are moving out of the area for a better school. Or people would prefer to travel out of the area rather than go to the local school.
All development in or around Brockworth puts pressure on Ermin Street as it all has to use this one road to get in and out of the area.
It was felt that there was a need for more manufacturing, or we will become a nation of shop keepers, as we don't produce or make anything anymore.
There is a need for more public open space, there is no park in Brockworth. Invista are proposing development on play / sports area. It was felt that the gardens and environment at Coopers Edge is good.

Feedback from Bishop's Cleeve, Woodmancote and Gotherington Parish Council 24.06.10
7.00pm – 8.30pm

Attendees: JCS Team – Tracey Crews, Claire Cullen-Jones, John Hinett from JCS team. Bishops Cleeve PC: Peter Lightfoot, Ann Lightfoot, Geoffrey Jackson. Woodmancote PC: Judith Wray, Charles Kaye.

General requests/comments:
Housing needs – there is a need for more bungalows within the area (particularly Tewkesbury Borough) to cater for the needs of the elderly. Need to ensure that bungalows are provided and that the appropriate services and healthcare are provided also. Suggest consulting with the PCT, GOOPA and Age Concern. JCS team advised that the Strategic Housing Market Assessment will provide information on the type of properties considered and under PPS3, we are able to indicate the mix of housing type and tenure on sites. Also consulting with the PCT and Age Concern, will look into GOOPA and be aware of the issues when considering options.
Will the JCS look at the Government's commitment to bringing empty homes back into use? JCS team advised: yes, each council produces an Empty Homes Strategy and long term vacant properties are recorded on Council Tax records. The number of empty properties is monitored.
What will the JCS policy be on Green Belt be? If Green Belt stays the same, what will happen to proposed housing sites? JCS shouldn't consider development within the Green Belt. What would the position be if the JCS did identify developing in the Green Belt? JCS team advised: As part of the JCS process the local housing and employment need will need to be decided, this level will then inform discussions surrounding the range of sites required.
The Interim Housing Strategy needs to be reviewed.
Bishop's Cleeve shouldn't be included within the Cheltenham sphere as shown on the spatial option maps.
Access routes and restrictions should be shown on maps
Character of Tewkesbury is different to that of Bishop's Cleeve
Should not have the position of 'leap frogging' to the north of Bishop's Cleeve because of Green Belt.
What happens to applications 'in the pipeline', decision on Innsworth will be an important one. JCS team advised: We have a duty as statutory planning authorities to consider all proposals submitted as planning applications, with each application considered on its merits. In light of the abolition of the RSS the planning context has significantly changed and this would need to be taken into account.
The Sustainable Communities Act gives local people a greater role in the process and includes the need to consult with Parish Councils. Parishes would request that they be given their own power to determine their future within the JCS process.
Parish Council would like more involvement in JCS process.
Economic Option
If we want to attract business into the area, need to improve transport routes and M5 junctions. Need to change traffic priorities.
Main traffic corridors should be shown on maps

Feedback from Bishop's Cleeve, Woodmancote and Gotherington Parish Council 24.06.10
7.00pm – 8.30pm

There are numerous vacant properties and with Headquarters leaving Cheltenham, where is this option envisaging these businesses will come from? Can the JCS allow for more flexibility for employment uses to ensure that planning is not a barrier?
Would need to be a major change in infrastructure to attract new sectors, should fill vacant properties first
Is it possible to significantly change infrastructure? What can we do for empty properties?
Stronger Communities Option
People are choosing to live in Bishop's Cleeve even with no major services, it's like a village.
Need to consider whether the smaller areas can accommodate development and also whether they would want those additional facilities.
Not fair to continue putting development at Bishop's Cleeve.
Need to consider the viability threshold for facilities
There is a risk that smaller communities may lose their identity with new housing estates being developed around the periphery.
It can be safer to use the car in some instances where developments are segregated by a main road.
There is a good bus service from Bishop's Cleeve to Cheltenham
Woodmancote would find it difficult to identify land suitable for employment use. Woodmancote relies on Bishop's Cleeve for infrastructure.
Requested to be engaged in the settlement audit
There is a problem with young people in Bishop's Cleeve not being able to afford housing. Would like to see a priority for providing local people with affordable homes. Could exception sites be provided?
Need larger affordable housing
Could consider settlements for development under this option to be ones which want infrastructure/growth, such as Stoke Orchard
Environmental / Climate Change Option
Cycle route from Bishop's Cleeve to Cheltenham stops at the racecourse. Route should be improved.
Railway infrastructure – there is a good service from Ashchurch which could be improved by more trains stopping at Ashchurch.
Building on arable land is not sustainable.
Would like advice on what future development might look like. 2.5 storey developments is a big concern for Bishop's Cleeve.

Feedback from Hucclecote Parish Council meeting 28.06.10
6.30pm – 8.30pm
Pineholt Village Hall

Attendees: Claire Rawlings, James Hartley and Oliver Rider from JCS team. Mrs Pat Grant-Hudson, Mrs Barbara Martin, Mr David Martin, Mr Rob Jefferies in attendance from Hucclecote PC.

General requests/comments:
Hucclecote PC felt there was no room to expand as nearly everything outside of AONB was allocated. There were also issues associated with the area becoming a dormitory for workers elsewhere. There were concerns over the amount of cars using the residential streets for parking for the business park. Also concerns over the current proposed units which are above 2 storeys – this is seen as inappropriate for a rural edge area. They feel they are a village but seen as an urban area.
Top three wish list for improvements to Hucclecote: (i) No housing above 2 storeys, (ii) Better community facilities, (iii) Better bus links to Cheltenham and Gloucester – only runs from main road through Brockworth and Hucclecote.
The Parish also suggested that they orientate themselves towards Cheltenham and look to it for services primarily due to the poor environment and retail and services offer in Gloucester city centre.
Economic Option
Should not mitigate or build on areas that flood
High value jobs are hard to attract to the area and those that are attracted often want to be on business parks and not in the town centres or elsewhere.
The existing Gloucester Business Park is a good model of how to build them. It has a good mix of units and is beautifully landscaped. However, the business park has a lot of part-time workers and a lot of manufacturing has closed to be replaced by more services.
The area has other problems including lack of family housing. There has also been a historic problem of not providing the required infrastructure before development.
Must accept some development in Tewkesbury (town) otherwise it will die. But some growth also needs to be given to Gretton and Greet to sustain them.
Stronger Communities Option
Infrastructure needs improving to cater for increased demand e.g. road linkages to hospitals – these will still only be in the larger centres possibly a long way from the other settlements
Real problem of how you create a stronger community with stronger facilities – Cooper's Edge was originally designed to have a small high street but the Tesco scheme came along and this was dropped. Need to attract niche retailers not Tesco etc. How can we stop butchers / bakers from shutting in our existing areas let alone in a new centre where they have not even opened? There is hope however, that the Whittle Square scheme at Brockworth / Hucclecote could deliver a café bistro culture in a cosmopolitan square.
Climate Change Option
Infrastructure is key. More and more people work longer hours or shift patterns – in the rural areas people will still need access to 24-hour services as they can get in some urban areas. Minimum is longer bus services (24 hours if possible). How do you get people to shop locally at things such as the farmers' market when it is 10% dearer (or more) than the supermarket.
Closing Comments
Hucclecote Parish Council wants to get to zero carbon as soon as possible but stronger communities option is preference. Economic option brings problems for Hucclecote Parish.

Feedback from Elmstone Hardwicke, Uckington and Swindon Village Parish Council meeting 29.06.10
7:00pm – 8.30pm
Montpellier Room, Cheltenham Borough Council Offices

Attendees: JCS Team – Tracey Crews, Alex Herbert and Joan Desmond. Elmstone Hardwicke PC: N. Allen, M. Troughton, Ken Preece. Swindon Village PC: Peter Allen. Uckington PC: S. Haublyn, Kathryn Oakey, Teresa Rooney, Martin Beirne, Mike Griffiths. Cheltenham BC: Cllr Bernard Fisher, Justin De Vries (observer), Rachael Adams (observer).

General requests/comments:
Several of the PC participants were expecting the JCS team to present new growth projections and locations for the JCS area at this meeting, in response to the recently announced abolition of the SW RSS. This had not been the team's intention (such work will not be ready for some time – timetable to be determined), and it was unclear how the expectation had arisen. The situation was explained and participants were given a short, verbal summary of the intended presentation, then asked if they wished to proceed with the meeting. The meeting went ahead, albeit with only periodic reference to the presentation prepared – the bulk of the time being spent on a general discussion of the development issues facing the JCS area, and specifically NW Cheltenham.
General housing/development issues   • Affordability and availability of existing houses are both important local issues. Affordable housing should be located within new developments.   • Local Authorities should build affordable houses, not developers. The profit margin is not there for developers to build affordable housing.   • PCs would like any new urban extensions or major growth areas to integrate with existing communities, rather than forming separate communities.   • Concern was expressed over existing villages becoming dormitories / retirement villages unless affordable homes provided for other demographics. However, strong concern also expressed over the nature of and need for growth. RSS approach strongly opposed – broad support for 'localism' approach advocated by new Coalition Govt.   • PCs feel they have been ignored and their views not taken into account in relation to the former-RSS's proposed NW Cheltenham urban extension.
Sustainable Transport   • Park and Ride schemes – existing communities suffer when cars park in nearby streets to avoid paying for P&R. Increase of car fumes.   • Protect existing community from commercial traffic created by new mixed-use development. Development should be scaled down when approaching existing villages.   • S106 contributions from major new developments should benefit existing local communities – not just the proposed developments.

Stronger Communities
 • CBC requires over 900 affordable homes in the next 5 years.
 • Social implications:
     o Single person households in large houses;
     o More elderly people;
     o More single parent families
 • Need to maximise use of empty properties in Cheltenham – local Cllr advised that empty RSL properties are generally filled within 5 days, worse scenario is 5 weeks. Need to maximise use of other empty (non-RSL) properties remains.

Economic Resilience   • Most brownfield sites in Gloucester urban area have high flood risk.   • All 3 boroughs in JCS flood. If you cannot build in flood-risk urban areas, then building in the Green Belt is the only other option. PCs preferred to

mitigate flooding issues to enable development in urban areas.
- There are many existing buildings in the town centre which are empty and could be converted into houses. Employment policies currently prevent this. See last bullet above.
- No shortage of employment premises. Policies should perhaps be more relaxed to prevent premises becoming empty.

While each of the three spatial options were touched upon during discussions, the JCS team were not able to go into detail on any of them, and the PCs therefore did not express support/opposition to any of them, nor did they suggest any option should dominate.

Attendees: Anouska Francis, Adam Gooch, Paul Skelton from JCS. Chris Hunt (Innsworth PC), Steven Riddick (Twigworth PC), Bill Whelan (Innsworth)

General requests/comments:
BW requested that a message be passed to Maiden that publicly available information be kept more up-to-date as often it can be several years old. BW asked if, during future consultation events, an event could be held in Churchdown. It was requested that all Parish Council's should be notified of the publication of the consultation report in writing.
Part 1 Objectives - it was questioned why Churchdown and Brockworth were not identified as having high deprivation. JCS team explained that those wards identified in Part 1 as suffering from the highest levels of deprivation were done so through official IMD research and these were found to be within the highest 10% most deprived wards in the country. JCS team highlighted that not mentioning a ward in the portrait did not been its needs would be ignored. Respondents felt that the EA Flood Maps were often incorrect. In addition, local knowledge of floodplain needs to be taken into account. Affordable housing - it was asked that a full definition of affordable housing could be provided in future publications. It was considered by attendees that Innsworth has a functional relationship with Gloucester - the people of Innsworth use Gloucester for the majority of shopping, facilities and services - but Innsworth retains a separate identity and the idea of coalescence with Gloucester was not supported. It was considered the situation in Churchdown would be different, probably 50/50.
Stronger Communities Option Concern was raised that many of the objectives of the option conflict with the aspirations of some of the smaller communities (i.e. the villages) - the very people that the option was designed to 'help'. Natural growth of rural settlements is important. The type and mix of affordable housing very important, not just the quantity. Down Hatherley was felt to be suitable for some small scale infill development. It was considered that the use of primary services as a tool for identifying a settlement hierarchy was simplistic. The services need to be identified with quality of service seen as far more important than quantity. The suggestion of the establishments of service 'hubs' in rural areas was supported. Generally the aspirations of this option were supported though there was concern about how it could be delivered in practice. Preference for parish councils to negotiate facilities at planning application stage via S106 rather than being prescribed at site allocation stage.
Economic Option General support for ensuring that development is concentrated on existing centers. There should be a mix of employment opportunities to encourage people to live and work in the area. The need to protect existing industries was highlighted - particularly the 'harder' industries - the JCS should not try and lever in higher-end service industries at the expense of existing harder industries. Sites within the lower flood risk areas (particularly central regeneration areas in Gloucester) should not be ignored as they could make a positive contribution to economic development through the application of flood mitigation measures. Investment in appropriate flood defenses should be made.

The aspiration of creating a top quality public transport system was supported but the point was made that to a certain extent the quality of the service doesn't matter - it will never be able to compete with the private car. Education of young people to walk/cycle was seen as more important than infrastructure to enable people to do so.

Support for small scale development at urban/greenbelt fringe locations. Sensitive small scale development could be positive as could contribute to landscape enhancement or 'greening the greenbelt'.

Housing numbers should be based on community needs rather than planning for in migration, the increase should be based on a proportional increase of the existing stock rather than adding excessive numbers.

Feedback from Twigworth PC Meeting 05/07/10
Twigworth Church, 7-9pm

Attendees: Adam Gooch, Anouska Francis and Oliver Rider from JCS team. George Sharpley (Twigworth PC), David Joy (Down Hatherley PC), Steven Riddick (Twigworth PC), D Clayton (Twigworth PC), J Hird (Twigworth PC), V Gardener (Twigworth PC).

General requests/comments:
Part 1
- Those present wanted to register objection to the EA flood zones and recommended that knowledge of local people form part of the evidence base. It was felt that no one had adequately defined the flood plain especially frequency and timing of flood events. Some discussion occured around the SFRA Level 1 evidence base and how this would be used in the future. Elements of the SFRA Level 1 map for the area were felt to be incorrect.   - Development in rural areas needs to be of a scale in keeping with the capacity of the road system and other infrastructure. It was asked how infrastructure requirements for new development would be determined. JCS Officers set out the role of SIDP.   - Clarification was sought on the weight that can be attributed to the JCS now and as we move through the process. Officers explained at present very little but more as we go through the process and options are refined.
Economic Resilience Option
- Concern was raised over the flood mitigation techniques utilised under this option as it would have the impact of pushing flood water downstream where it could cause greater harm.   - Support for maximising the use of brownfield land.   - Support objective of protecting greenbelt - would help protect good quality agricultural land which would have a positive impact on the economy.   - If all development needs could not be accommodated on brownfield land in the city and town centres additional land should be utilised on the edge of the main urban areas rather than looking at a new town option. Though this shouldn't be around Twigworth.   - If new edge urban area sites are required then serious consideration should be given to phasing - perhaps in accordance with reviews of housing need.   - Public transport provision would need to be seriously improved under this option. The shelved Elmbridge Parkway would have been ideal. However it is always going to be difficult to get people out of their cars.
Resilience to Climate Change
- Support the principle of requiring much higher proportions of renewable energy in new developments.   - This option looks at placing shops, services and facilities in closer proximity to local communities - but what power do the LPAs have in making this happen? For example, the NHS is moving towards 'polyclinics' and won't entertain smaller community services.   - From the perspective of Twigworth Parish Council, the priority of affordable housing was fairly low. Flooding was a much greater priority. Should be pushing for low-cost market housing rather than the planners' definition of affordable housing.

Feedback from Quedgeley TC Meeting 08/07/10
Quedgeley Community Centre, 7-8.30pm

Attendees: Tim Watton and Alex Herbert from JCS team. Quedgeley PC: Anna Mozol, Graham Smith, Nichloas Lee, Julian Powell, Roger Langston

General requests/comments:
Part 1: Strategic Objectives   Broad support expressed for strategic objectives. Limited time to comment in detail during meeting, but PC will endeavour to respond in detail online. Support expressed for joint-working across the JCS area.
Economic Resilience Option   • Support expressed for JCS addressing job provision, and helping improve deprived urban areas   • Support expressed for regeneration of Gloucester city centre   • Concern expressed over continued southwards expansion of Gloucester   • Concern expressed over impact on rural communities of this option   • Concern expressed over public transport provision ever being good enough to support this option.   • Two out of five Councillors expressed support for development in the green belt between Cheltenham and Gloucester as a sustainable option for growth (green belt seen as 'already devalued' here)
Resilience to Climate Change Option   • Existing inefficiencies need to be addressed in parallel to setting standards for new development – e.g. insulation of existing housing stock, loss of power in transmission etc.   • Support expressed for placing work and housing in close proximity   • Support expressed for initiatives to limit car use – e.g. through improved public transport, through urban design, through land-use planning etc.
Stronger Communities Option   • Support expressed for JCS addressing strong communities and pockets of deprivation   • Deprivation was viewed as affecting people's lives on a daily basis (e.g. Quedgeley has suffered from decline in manufacturing industries and resulting unemployment), therefore this option was seen as having significant importance   • Good urban design seen as important in supporting strong communities – link areas of new development to existing urban areas to avoid piecemeal development / isolated estates; provide adequate social infrastructure to provide for new residents and resolve existing deficiencies
Conclusion   Strong support expressed for the overall strategic objectives, the three spatial options, and the consultation content and strategy. All thee spatial options seen as important: the JCS must strike a balance. However, the Climate Change option is being addressed most effectively by national policy, meaning local policy could focus (to some extent) on Economic and Social options. However, the emphasis was on balance across the 3 options.

Feedback from Longford Parish Council, 14/07/10
7.00pm – 8.30pm

Attendees: Adam Gooch, Claire Cullen-Jones and Paul Skelton from JCS team. Longford PC: Janet Jenisch, Lynn Gough, Peter Gough, Brendan McInerary, Malcolm (no surname provided on sign-in sheet)

General requests/comments:
JCS should clearly explain where the three spatial options have come from. Should consider the wording of options to ensure it is understandable to the pubic. Should also be careful with use of acronyms
Location of supermarkets on the edge of towns is OK for people who drive, but what happens for older people/those who can't drive?
What is happening with relationship with Stroud? Why aren't they included? JCS team advised that Officers are in contact with Stroud and via County work on infrastructure, cross boundary issues are being identified and picked up. JCS team to consider whether this relationship needs to be publicised.
Respondents felt that Cheltenham, Gloucester and Tewkesbury will all merge in time.
All options should include costings as otherwise it gets people's hopes up. JCS team advised: A Viability Assessment will accompany later stages of the document. At this stage the options are only being formed and consulted upon with stakeholders. To avoid costly work which may be altered at a later stage, it is not appropriate to undertake costings at this time, but take the point that it is a vital factor in the decision making process to ensure that options are viable and realistic.
There is a lack of option/development space in Tredworth
Economic Option
Think that the JCS will be economically driven because of the current climate. Reference to employment, thinking about 'Big Society' proposals, should also address the voluntary sector as well. Reliance on people.
Stronger Communities Option
Need to take account of ageing population
Need to include a section on safety – fear of crime – actual and perceived. Cycle routes, open spaces – do they feel safe? Will they be used?
Doesn't include info about the structures in place for a person to do the work themselves, this is a Big Society focus and this option should be linked.
Need to provide more allotments, even if larger gardens are also provided because of the social benefits of allotments
What would the proposed mix of housing be? JCS team advised: mix would be based upon local evidence taken from the Strategic Housing Market Assessment and the Housing Needs Assessment.
Would the quality of market and affordable housing be the same – would you be able to tell the difference? JCS team advised: no, there should be no differences in design quality between market and affordable housing. Currently, affordable housing has to meet a higher Code for Sustainable Homes standard than market housing.
Do not support people having affordable housing in rural areas if they do not live/have a connection there.
Should look at restricting Buy-to-Let and second homes – do Cotswolds DC have a second homes policy? Rental properties do have a place to play within the market and provide an element of choice for people who can not/do not wish to buy. JCS team to consider how Cotswolds DC addresses the issue of second homes.
Climate Change Option
Flooding is an issue for Longford, however solutions are expensive and radical proposals would need political support and a number of agencies

involved. Therefore, what could realistically be a flood outcome for Longford?
Would recommend that all development is away from flood risk areas.
Focus on SUD's/drainage, however when considering future impact of climate change, need to also consider the need to save water as well as may be likely to have more water shortages
Waste should be disposed of as near as possible to where it is generated, not have to travel across the county. Incinerators are not only option, however should encourage more local disposal of waste. Series of smaller facilities. JCS team advised: County Council responsible for Waste Core Strategy, however, JCS team to consider as part of spatial options.
Should consider building more flats as will run out of land eventually. Consider flats would be preferable to higher density housing, as long as the facilities/infrastructure is provided with them – recycling facilities, retail, parking etc.
Should be building to last
Longford is near enough to Gloucester City Centre, they have a good bus service which is good, however it also means that it is difficult to get services in Longford as it is too close to the city. There is a community facility (church) in Twigworth.
Like the idea of a network hub – but consider that it doesn't work in practice. Car use is very convenient.

Feedback from Leckhampton & Warden Hill Parish Council meeting 13.07.10
7.00pm – 8.30pm
Brizen Young People's Centre

Attendees: Tracey Crews, James Hartley, Oliver Rider and Craig Hemphill from JCS team. Paul Ryder, Yve Jowett, Anne Regan, Adrian Mears, Allan Knight, Denise Rand, Peter Lynch and Amanda Winstone in attendance from Parish.

General requests/comments:
• The Parish wanted to know what the position was on the new county housing / population figures and would there be any input from the community or would this be decided by the county and/or the 6 districts.
• JCS team explained that we would not be going back to a structure plan arrangement. At the moment the discussions are around what methodology to use but the key is that this has to be agreed between the 6 districts and the county otherwise the basis of the projections will be inaccurate.
• Without the RSS – who is the JCS now responsible to? There is a political imbalance between and even within the councils. How will difficult agreements be arrived at when push comes to shove over issues such as where development will go?
• JCS team suggested that there may need to be some form of arbitration but it was not clear at this stage. There is a commitment from all 3 authorities to the JCS however.
• Gypsies, Travellers and Travelling Showpeople provision was discussed. How can the councils stop spurious and cynical applications which arrive on a Friday evening with communities then moving onto a site over the weekend?
• JCS team set out that the JCS will allocate sites and in doing this it will help to reduce the issues of historic under-provision and therefore it should cut down on the unauthorised use of sites. Also: where there are sites being used which are unauthorised, the enforcement teams from Tewkesbury have worked hard, including over weekends, to work on getting the group off the site.
• There was a query about the vision and how there could be lots of visions. How is the final vision decided on?
• JCS team advised that a consensus would hope to be reached as with all consultation. The consultation on this is currently taking place until 9th August
Economic Option
• There is not enough focus on vocational training.
• Support open spaces but also recognise the need for employment
• Need to avoid building ghettos with rat-runs that can't be policed. Instead need to build communities that have ownership. If you build a nice development, people will want to live there and communities will develop. Tacking development onto the edge of existing communities will just merge areas together.
• Where will development go? Need to look at the airport. Cheltenham is an attractive town; this should not be eroded.
• Tourism has a primary role, retail can feed off this.
Stronger Communities Option
• Need to make provision for migrants population; both housing and jobs.
• Don't forget about local needs e.g. declining retail offer. Post office is an essential service.
• Businesses need to be sustainable. Need to sustain manufacturing industry. Should focus on hi-tech and design industry e.g. Oxford Science Park as a best practice example. Look at what are viable industries.
• Other brownfield areas should be identified.
• S106 need to think creatively, not just traditional uses e.g. look to provide training for staff as part of employment development

Feedback from Leckhampton & Warden Hill Parish Council meeting 13.07.10
7.00pm – 8.30pm
Brizen Young People's Centre

• Apprenticeships should be supported.
• Care Homes may bring in wealth e.g. Painswick example however, it is difficult to deliver affordable housing in these sorts of schemes.
Climate Change Option
• Green/environmental issues and climate issues appear to be mixed up. Need to define exactly what this objective is.
• Focus on low carbon
• Need to recognise that there is a problem where main rivers meet.
• Need to meet zero carbon targets but doing so by 2016 is already looking challenging so accelerating this is not a good idea.
• Should implement a light railway scheme for the area.
• Need to achieve local employment if this option is going to work.
• We need to take account of peak oil.
• Investors will only be attracted to key and attractive sites. Brockworth Business Park should be seen as an example of best practice.
• Declining retail offer is an issue along with parking charges in the town centre and park and ride too expensive also.
General
• Use of terminology spatial 'options' is confusing. Suggest wording is changes to issues. JCS has not presented options, but a range of cross-cutting issues within broad themes.

Feedback from Winchcombe TC meeting 26/07/10
Winchcombe Community Centre, 6-8pm
Attendees: JCS Team – Anouska Francis, Alex Herbert and John Hinett. Winchcombe PC: Kevin Willett, Cairnime Lea, Sue Sturgeon, Ron Harrison, Terry Willett

General requests/comments:
Part 1: Strategic Objectives
• Backland and garden land development was a concern. Need to ensure that physical access onto the site is suitable.
• Concern was expressed that time periods for responding to consultation documents was inadequate. A minimum of eight weeks for consideration is required with some notification of the consultation period to be highlighted. Email notification of consultation is the preferred method.
• All present were reassured that consultation on the JCS is viewed as a continuous process and any comments made until pre-submission would be taken into consideration. Issues and concerns at an early stage would help to shape the policies being developed.
Economic Resilience Option
• Focussing development on Tewkesbury/Ashchurch, Gloucester and Cheltenham would mean that there will be few development opportunities and S106 contributions for other areas. How could the planning gain be distributed across the area under this spatial option?
• Design approaches for building on flood prone areas should be explored.
Resilience to Climate Change
• Small scale renewable energy generation should be incorporated into all new development.
• Reality of car ownership in rural areas must be acknowledged. Adequate parking provision is needed in all new development regardless of public transport accessibility. Not providing parking spaces puts unfair pressure on existing residents.
Stronger Communities Option
• Services in Winchcombe are comparable to those in Bishops Cleeve but local employment opportunities are lacking. Focus should be on improving public transport access to existing employment opportunities in Cheltenham, Bishops Cleeve and Tewkesbury/Ashchurch rather than attempting to rebalance Winchcombe into an employment centre.
• Caution should be used in defining the quantity and mix of affordable housing in new development as it can make development unfeasible. Instead of applying a percentage across a wide area, JCS policies should focus on examining the mix of housing existing and required in the local area at the time of the application. The housing needs survey for Winchcombe requires updating following the grant of permission for a recent rural exception scheme.
• When examining primary services the capacity of services needs to be assessed. There also needs to be transport modelling based on different times of day and week – particularly evenings and Sundays – not just peak time travel. Winchcombe is currently very car-dependent.
• Taxis drivers are a potential source of information regarding gaps in public transport provision.
• Services attached to new developments could be designated at the planning policy stages but further consultation with communities and parish councils will still be required at the application stages.
Conclusion
Winchcombe PC leans towards Climate Change and Community spatial options – not Economic.