

## SECTION 1

### 1 INTRODUCTION

#### 1.1 The Purpose of the Structure Plan

1.1.1 The Structure Plan sets out the strategic framework for the use and development of land in Gloucestershire during the Plan Period mid 1991 - 2011. It was adopted and became operative on 17 November 1999. It ensures that the provision for development is realistic and consistent with national and regional policy, and secures consistency between local plans of neighboring areas.

1.1.2 This strategic framework provides the context for the preparation of District-wide Local Plans by each of Gloucestershire's six District Councils and the preparation of County-wide Minerals and Waste Local Plans by the County Council. These Local Plans seek to amplify the broad strategic framework contained within the Structure Plan into specific policies and proposals for the use and development of land, whether these apply within particular District areas or whether they relate to minerals and waste management matters over the whole County.

1.1.3 District-wide Local Plans are being prepared/reviewed in accordance with the Second Review of the Structure Plan. Both the Minerals and Waste Local Plans are being prepared in the context of the Second Review. Map 1 shows the administrative areas of the County.

1.1.4 Section 54(A) of the Town and Country Planning Act, 1990, states that individual planning applications and appeals will be determined in accordance with the 'Development Plan', unless material considerations indicate otherwise. When all its components are in place, development plans for the County will therefore offer developers and people living and working in Gloucestershire a high degree of certainty, over the rate and patterns of development and land use change likely to take place over the County as a whole, into the next century.

#### 1.2 The Need for a Fundamental Review

1.2.1 The first Structure Plan for Gloucestershire was prepared during the late 1970's, following the Government's review of the County Development Plan system. This Plan, which had an end-date of 1996, became operative in October 1981.

1.2.2 During the mid-1980's, monitoring work indicated that although the provisions of the Plan were being successfully implemented at a general level, it would be necessary to modify certain of its assumptions and policies in order to bring the Plan up-to-date. The decision was made to undertake a First Alteration of the Plan, which sought to modify the provisions of the original Plan and roll them forward to a new end-date of 2001. The First Alteration was prepared during the late 1980's and submitted to the Secretary of State for the Environment in December 1988. Following a lengthy approval process by the Secretary of State for the Environment, the Plan became operative in January 1992.

1.2.3 However, after the First Alteration became operative, it became clear that the Plan was in need of substantial revision to take account of the rapidly changing national and international legislative and policy context affecting the role and content of structure plans (*Section 3 outlines this changed context*). The strategy of both the First Alteration and the original Structure Plan had been based on work undertaken during the mid-1970's. To respond effectively to the changed context affecting planning since that time, it was considered necessary to undertake a fundamental Review of the Plan's policies and its underlying strategy, rather than merely modify the provisions of the First Alteration and roll them forward to a new end-date. In this way, the Structure Plan will continue to provide an effective means of managing and influencing development and land use change in the County into the next century.

### 1.3 The Preparation of the Second Review

1.3.1 A Project Brief was presented to the County Council's Strategy and Resource Committee on 7 October 1992. This document highlighted the reasons for undertaking a fundamental Review of the Plan, identified the key issues facing the County as it moves into the next century and outlined a programme and provisional timetable for the preparation of the Plan.

1.3.2 The Strategy and Resource Committee established the Structure Plan Second Review Policy Panel, which had responsibility for guiding and overseeing the Review process. The Panel included nine elected County Council Members and a further six 'added' and 'co-opted' Members from a wide range of 'umbrella' organisations: the Confederation of Business and Industry (C.B.I.); the Council for Gloucestershire Countryside (C.G.C.); the Council for the Protection of Rural England (C.P.R.E.); Gloucestershire Chamber of Commerce (G.C.C.); Gloucestershire Rural Community Council (G.R.C.C.); and the Housebuilders' Federation (H.B.F.). In this way, the Review process incorporated as broad a range of interests and concerns as practicable.

1.3.3 The inaugural meeting of the Policy Panel was held on 4 March 1993. One Member from each of Gloucestershire's six District Councils was invited to sit on the Panel as from the meeting on 5 July 1995 (as observers only). In addition, regular liaison with the six Districts at officer-level took place throughout the Review process. County Forum meetings took place which provided an opportunity for District Members and Officers to have an input into the preparation of the Plan.

1.3.4 In view of the need to inform people of the complex nature of the issues involved in the Review, the Policy Panel decided that an additional phase of public consultation would be desirable before a Draft version of the Plan was published. To this end, the document *Towards Sustainable Development* was issued for consultation in March 1994.

1.3.5 In an attempt to engage groups of people who have tended not to be closely involved in the shaping of previous versions of the Structure Plan - and in order that the Second Review might reflect the concerns of these groups more fully than before - a series of focused discussions were organised with a number of diverse groups at various locations across the County. The individual groups comprised ethnic minorities, those with restricted mobility, people living on an urban housing estate, people living in a village, a group of young homeless people, students, parents with young children, media interests and business people.

1.3.6 These discussions were supplemented by questionnaire-based street surveys at five locations across the County. The outputs from the various discussion groups and the results of the street surveys were a valuable addition to the responses to *Towards Sustainable Development*, in terms of highlighting both the similarities and the differences of concerns held by various groups of people living and working in the County. The many responses to this phase of consultation helped to shape the strategy and policies contained in the Consultation Draft of the Plan.

1.3.7 Following the period of consultation (20 May - 15 July 1996) on the Consultation Draft Plan, a full report was prepared summarising the written responses and analysing the completed questionnaires. Whilst the overall approach adopted by the County Council in formulating the Draft Plan was welcomed by the Government Office for the South West, it was clearly not acceptable to large sectors of the Gloucestershire public. A Response Report was also prepared. These Reports contributed to the preparation of a revised version of the Plan.

1.3.8 The responses received focused on a number of key issues and at a meeting of the Strategy and Resource Committee on the 2 October, 1996, it was resolved that a joint working process should be established with the District Councils in Gloucestershire to progress the Second Review of the Structure Plan. On 21 October 1996, the Structure Plan Second Review Policy Panel considered a report on the key issues arising from the public participation exercise. The report identified those elements of the Draft Plan which would need to be re-examined in association with other interests, and where appropriate through joint working with District Councils.

1.3.9 On 23 October 1996 a meeting took place between Group Leaders of the County Council and the District Councils to discuss the process of the Structure Plan Review. At this meeting it was agreed, that whilst much of the Draft Plan was acceptable, there was a need to re-visit seven particular issues. A Joint Members Steering Group was established which first met on 18 December

1996 and subsequently on 7 February, 7 March, 25 April, 4 June, 20 June, 11 and 23 September, 1997. An Officer Co-ordinating Group of Chief Executives was also established to oversee the technical work undertaken by seven Joint Officer Working Groups established to consider the specific topics. Each Working Group was chaired by a Chief Executive and attended by one officer from each authority.

1.3.10 Following the completion of the work by the Officer Co-ordinating Group and a political "steer" (provided by the Joint Members' Steering Group) as to the direction in which further work should be undertaken; a revised strategy was prepared.

1.3.11 Following this period of consultation, the Deposit Draft of the Structure Plan was published in December 1997 and formally placed on deposit on 12 January 1998.

1.3.12 An Examination in Public (EIP) was held between the 8 and 25 September 1998. A Panel was appointed by the Secretary of State for the Environment to conduct the EIP. The purpose of the EIP was to provide a forum for focused debate on a number of particularly contentious issues raised by the Plan. Some of the responses received during the consultation period were discussed at the EIP.

1.3.13 In January 1999 the report from the Panel was published with their recommendations. Prior to the EIP the County Council recommended a number of possible changes to the Plan (15 Pre-EIP Changes). The Panel endorsed these changes and also made 55 recommendations to policies. The County Council proposed 30 modifications in response to representations made whilst the Plan was on deposit. In total some 100 modifications were proposed. Of the Panel's recommendations, 28 were accepted, 19 were accepted in part and 8 were rejected. The reason for each decision was set out in a Schedule of Modifications.

1.3.14 The first Schedule of proposed modifications along with justified reasons for decisions, was formally placed on deposit for ten weeks between 26 March and 4 June 1999 by the County Council. A significant number of representations/objections were received. The 561 responses received amounted to a total of 4,215 representations, with 3,278 in support and 818 objections and some general comments.

1.3.15 A second set of proposed modifications, along with justified reasons for decisions, was formally placed on deposit for six weeks between 30 July and 10 September 1999. In total, 469 responses were received generating around 7,000 representations. Of these 6,515 were in support of the proposed second modifications whilst 552 were objections.

1.3.16 Figure 1 summarises the stages of preparation for the Second Review, highlighting the various opportunities for public involvement during the preparation process.

## **SECTION 2**

# **GLOUCESTERSHIRE IN THE TWENTY-FIRST CENTURY**

### **2.1 The Challenge for a New Century**

2.1.1 Gloucestershire's environment displays considerable quality and diversity. However, the County's hamlets, villages, towns and city cannot be allowed to fossilise. There must be scope to adapt to the demands generated by the County's changing economy and by the growing aspirations of its people.

2.1.2 Gloucestershire's economy needs to be allowed to prosper. Appropriate inward investment should continue to be attracted and the expansion and diversification of the County's indigenous enterprises and tourist industry should continue to be stimulated.

2.1.3 At the same time as satisfying these economic demands, the aspirations of people living in the County for a wide range of homes, jobs, schools and shops and a variety of community, recreational and transport facilities should be fulfilled.

2.1.4 However, the need to satisfy these demands and aspirations should be balanced against the need to protect and enhance the essential quality and diversity of the County's environment. Not only is the well-being of future generations living and working in and visiting Gloucestershire dependent on the County's environmental assets being conserved; but so too is the prosperity of the County's economy and the quality of life enjoyed by its people in the more immediate future. A significant deterioration of the County's environment due to poorly designed and located development, and increased levels of pollution would damage Gloucestershire's economy by making the County a less attractive place in which to invest, and would lower the quality of life enjoyed by people who will live and work here.

2.1.5 In this context, a number of trends currently affecting the County's environment give cause for concern. The dynamics underlying some of these trends cannot be easily targeted by Structure Plan policies, which are required by national Government to focus on development and land use change. Agricultural intensification and the neglect of woodlands are cases in point.

2.1.6 The Structure Plan, supported by the County Council's economic development and rural policy initiatives, can play an important role in guiding investment to regenerate those areas which suffer from relatively high levels of unemployment and related socio-economic deprivation; or from deficiencies in the provision of affordable housing and a wide range of other facilities. In this way, the Structure Plan has a potentially significant role in reducing inequalities between different areas of the County and promoting greater equality of opportunity for all of Gloucestershire's residents. The achievement of this goal is critical if the quality of life the County offers to those sections of its population that are currently disadvantaged is to be enhanced.

2.1.7 A trend which the Structure Plan can address more directly, relates to the perception of diminishing local distinctiveness, particularly in the County's built environments. This perception is widely held and applies to parts of both the urban and the rural areas of the County, where local distinctiveness has been steadily undermined by the increasing standardisation of building designs and development layouts. A challenge for the Plan is to set out a strategic framework to enable Local Plans to continue to enhance the quality and local distinctiveness of the County's built environments and their landscape settings. This type of environmental enhancement will add to peoples' appreciation of their surroundings and thereby contribute to improving their quality of life.

2.1.8 However, it is in relation to the location of new development that the Structure Plan is able to exert the greatest degree of influence. In recent years, the dispersal of development to locations on the peripheries of towns and villages has been accompanied by the decentralisation of employment, shopping and entertainment facilities away from the cores of towns throughout the County.

2.1.9 This process of dispersal has often led to the loss of good quality agricultural land, attractive landscape features and valued wildlife habitats, in addition to compromising the visual settings of some settlements, as towns and villages have spread into their surrounding countryside. The decentralisation of a wide range of shopping facilities to locations on the fringes of towns has also adversely affected the viability of some town centre shopping areas, with the result that significant

numbers of premises have been forced to close, leading to a spiral of economic decline and environmental deterioration in these centres.

2.1.10 However, it is the impact of such trends of decentralisation on travel patterns which presents perhaps the greatest threat to the environment and the quality of life in Gloucestershire. Housing developments have tended to become geographically divorced from employment and shopping areas with the result that accessibility has been reduced and the distances needing to be travelled have increased.

2.1.11 The resulting diffuse pattern of journeys which people need to make tends to be difficult to service economically by public transport, while trip distances are frequently too lengthy for walking or cycling to be realistic options. The effect of this is that peoples' reliance on the private car has significantly increased. Road capacity has in general been increased throughout the County in an attempt to cater for spiralling traffic volumes. Recent employment and shopping developments on the peripheries of towns have capitalised on these capacity increases by maximising their accessibility to road-borne passenger and freight transport.

2.1.12 The negative aspects of such dependence on the car have been accidents, congestion, pollution, noise, vibration and ill-health. As well as undermining environmental quality, escalating volumes of traffic have also increased rates of consumption of finite energy resources and rates of pollutant emissions from vehicle exhausts. In particular, the emission of carbon dioxide serves to exacerbate the 'greenhouse effect', precipitating global warming and climatic instability.

2.1.13 A key challenge for this Plan is to facilitate a much closer integration: firstly, between the locations of new residential development and existing and proposed employment and other facilities; and secondly, between all development and associated transport provision. A central aim of the Plan will be to increase accessibility to employment and a wide range of other facilities and provide the opportunity for a much larger number of journeys to be made on foot, by cycle and by public transport than at present. This will begin to reduce transport's environmental impact, and also improve conditions for people without access to a car. Currently, these people are disadvantaged in that they do not enjoy easy access to many facilities, particularly in large areas of rural Gloucestershire where public transport provision is sparse. The Plan's aim of increasing accessibility will therefore benefit those currently disadvantaged in this way.

2.1.14 The Plan also recognises the importance of adequate access in contributing to the future economic prosperity of the County. To this extent, it will seek to provide for the needs of the County's economy and the aspirations of its people for improved access to facilities, within the framework of preserving and improving local environmental quality and the quality of life; and conserving natural resources on which the quality of our lives depends.

2.1.15 Clearly land use planning policies alone cannot achieve all that needs to be done to improve accessibility and promote the use of alternatives to the car. Accordingly, the County Council has adopted a Transport Plan for Gloucestershire, which sets out a programme of proposed transport measures for the period to 2011, complementing the land use policies of the Structure Plan.

2.1.16 The rising volumes of waste generated in Gloucestershire represent a second trend which has significant impacts on its environment. The capacity of the County's landfill sites is limited, whilst options for additional landfill capacity are both physically and environmentally constrained. Therefore, there is a need to find alternatives to landfilling the majority of waste generated in the County. As an alternative to making provision for the disposal of waste by landfilling, the Structure Plan can facilitate the recovery of materials and energy from waste streams by providing the strategic framework for land to be allocated for these activities in the Waste Local Plan. However, the Structure Plan can only indirectly encourage the minimisation, re-use and recycling of waste, as such initiatives lie largely outside the scope of the Plan's statutory focus on development and land use change.

2.1.17 In summary, the quality and diversity of many of the County's villages and towns - explains why Gloucestershire has traditionally been seen as a highly attractive County in which to live, work, visit and invest. As the County begins the 21<sup>st</sup> century, there will continue to be demands generated which should be satisfied - but only to the extent that they do not undermine the essential quality and diversity of the County's environment. Ultimately, the County's continued prosperity and the sustaining of the quality of life of its residents depends on these assets being conserved.

2.1.18 The principal challenge confronting the Structure Plan Second Review is to put forward a strategy and a set of policies which will enable the County's assets to be conserved and the potentially damaging trends to be reversed. If this can be achieved, Gloucestershire's economic prosperity and the high quality of life it offers will be safeguarded in the future.

## SECTION 3

# INTERNATIONAL, EUROPEAN, NATIONAL AND REGIONAL PLANNING CONTEXT

### 3.1 Introduction

3.1.1 There have been some significant changes in environmental policy as expressed through the planning system. The publication of *"This Common Inheritance"* (H.M. Government, 1990), developments in European and International policy, the passage of the Planning and Compensation Act 1991 and a plethora of new and revised Planning Policy Guidance Notes witnessed a shift in favour of the environment.

3.1.2 Sustainability and the related term "sustainable development" are now widely used when referring to planning policy. "Sustainability should be the cornerstone of the Region's development plans and planning decisions. Environmental appraisal of all development plans should ensure that they encompass and promote sustainability objectives..." Regional Planning Guidance for the South West (RPG.10). Sustainable development has been given numerous definitions. The one most widely used is that in the report of the Brundtland Commission (1987) where sustainable development is defined as, "development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

3.1.3 The growing centrality of sustainability as a basis for policy formulation and implementation reinforces the need for environmentally sensitive planning. This is being recognised at all levels from the international policy arena to local agenda 21, with planning being identified as one instrument for achieving sustainable development.

3.1.4 Consequently, the plans, policies and guidance from the United Nations, European Union, National Government and Regional Planning Guidance all influence the future planning of Gloucestershire.

### 3.2 International Context

3.2.1 The concept of sustainable development was central to the United Nations Conference on Environment and Development, popularly known as the Earth Summit, held in Rio in June 1992. One of the outcomes was the general endorsement of Agenda 21, which calls on Governments to prepare national strategies for sustainable development. Essentially, it is an action plan for national governments to reconcile the promotion of development with environmental sustainability and the need to increase wealth and quality of life in both developing and developed countries.

3.2.2 At the Rio Summit, it was also agreed that each local authority in the nations participating in the global Agenda 21 initiative should prepare its own Local Agenda 21 by the end of 1996 as an Action Plan for the promotion of sustainable development in its locality. One of the objectives of the initiative was that local communities would be encouraged to actively participate with statutory policy makers in shaping the Action Plans for their localities.

3.2.3 In Gloucestershire, the County Council decided to maximise the scope for active community participation by enabling the Rendezvous Society, a Cheltenham based environmental education charity, to co-ordinate the County Local Agenda 21 initiative. Popularly known as Vision 21, about a thousand people have been involved in shaping the County's Action Plan, many of whom participated in a range of general and topic-based working groups. The ideas generated by these groups fed into the Action Plan, which was published in 1996, meeting the agreed Rio "deadline". The Action Plan consists of two documents; *'Sustainable Gloucestershire - The Vision 21 Handbook for Creating A Brighter Future'* and *'Sustainable Gloucestershire - An Agenda for Urgent Action by Local Government'*. These have been endorsed by Gloucestershire County Council and will be implemented by statutory policy in the County and through a series of projects and processes involving a cross section of participants. These will seek to practically demonstrate sustainable environments, technologies and practices.

3.2.4 The County Council strongly supports the Vision 21 initiative and has jointly sponsored with Vision 21 County-wide "stakeholder" conferences on the future of housing, transport provision and economy were held. A broad range of "stakeholders" were invited to each conference. The conferences gave rise to ongoing work to secure processes and practices to advance sustainable development. An Integration Group was formed to facilitate the integrated evolution of the Vision 21 and Structure Plan process and through which progress towards attaining sustainability in Gloucestershire was accelerated.

3.2.5 Similarly, the European Union's 5<sup>th</sup> Environmental Action Programme gives the highest priority to sustainability and argues that this cannot be achieved without an integrated approach to economic, social, land use and infrastructure development.

3.2.6 As part of the follow up to the United Nations Conference, the European Community member states made a commitment to produce national action plans for the implementation of Agenda 21.

### 3.3 European Union

3.3.1 The influence of the European Union on the UK and its regions will be a factor of increasing importance throughout the Plan period. A whole range of policies and directives which nations must comply with are being introduced for reasons of social and economic parity as well as for environmental protection and enhancement.

3.3.2 *"Europe 2000+"* (1995), a report by the European Commission is a follow-up report to *"Europe 2000"* which was published in 1991. This report may be particularly significant as, in terms of the future spatial development of Europe, it recognises that there should be some common approach between member states on planning.

3.3.3 The *"Europe 2000"* programme is an element of regional policy rather than environmental policy. Its premise is the improvement of internal European cohesion, particularly by reducing economic disparities between regions. It raises issues for determination by national governments and also through inter-regional co-operation. The eight regional groupings are set out in *"Europe 2000"*. The South West is part of the Atlantic Arc, which consists of regions on the periphery of the European Market.

3.3.4 The report *"Europe 2000+"* sets out recent changes in spatial economic organisation; the implications for urban, rural and border areas; and differences in approaches to planning between the member states. It takes on board global concerns relating to sustainability, as well as the Europe Commission White Paper *"Growth, Competitiveness and Employment"* (1993) and the prospect of enlarging the EU to the north and the east.

3.3.5 The section of *"Europe 2000+"* relating to the Atlantic Arc and therefore the South West Region stresses:

- (i) The trend towards concentration of activity and development in relatively 'advanced' areas (e.g. the eastern part of the South West) and major urban areas (such as Bristol) in particular;
- (ii) The possibility of linking high technology industrial development with academic institutions;
- (iii) Improving transport networks, e.g. between Cornwall and the Channel Tunnel;
- (iv) The promotion of medium-sized towns.

3.3.6 In general terms, the issues raised in *"Europe 2000+"* and the guidelines suggested, parallel those raised in the preparation of the Regional Conference's Strategic Advice and Regional Planning Guidance for the South West (RPG.10).

3.3.7 The *European Spatial Development Perspective* (ESDP) has been drawn up by Member States as an expression of a shared vision for the European territory as a whole. It aims to provide a



common framework for action, and to guide the relevant authorities in policy formation and implementation.

The ESDP focuses on the three main objectives of the European Union:

- Economic and Social Cohesion (the reduction of gaps in development and standards of living between regions)
- Sustainable Development (development that can last and that respects the environment)
- Strengthened but balanced competitiveness between European Regions.

3.3.8 The ESDP seeks to contribute towards these main objectives by concentrating on a number of themes that are relevant to a number of key spatial policies and hence impact on the Town and Country Planning system. These themes include: improved co-operation between towns and cities to facilitate sustainable development, better environmental protection and encouraging a partnership between town and country to balance out the development of urban and rural areas.

3.3.9 Member states, including the UK Government, have signed up to the document so some of the issues and objectives raised by the ESDP will eventually have an impact on UK policy.

3.3.10 The Kyoto agreement was signed in 1997 between developed countries and aims to reduce world carbon dioxide and other greenhouse gas emissions to 5% below their 1990 levels by 2010. The British Government has a manifesto target to cut CO<sub>2</sub> emissions by 20% by 2010.

#### **3.4 National**

3.4.1 Within the U.K. the Environment White Paper *"This Common Inheritance"* 1990 marked an important change in government policy. The document was the most comprehensive government statement on the environment to date. It has subsequently been up-dated by two annual reviews in 1991 and 1992. The document outlines the Government's view that development plans have an important role to play in ensuring that development and growth are sustainable.

3.4.2 In January 1994 the Department of the Environment produced the *"U.K. Strategy for Sustainable Development"*. This builds on earlier work and broadens its scope to take on board new material and ideas generated by the Earth Summit in 1992. The strategy seeks to look to 2012.

3.4.3 *"Planning for Communities of the Future"* was published in February 1998 and set out the Government's proposals to make towns and cities more attractive and sustainable thus reducing the spread of development into the countryside. The document sets out a number of ways of achieving this, based primarily on the re-use of previously developed land. These include raising the proportion for new homes built on previously developed land from 50% to 60%, introducing a sequential and phased approach to the development of all sites and an increased role for Regional Planning Conference.

3.4.4 In October 1998 the Department of the Environment, Transport and Region published *"Planning for Sustainable Development: Towards Better Practice"*. This document provides detailed advice on how the principles of sustainable development can be incorporated into development plans. The publication reinforces the importance of the planning system in ensuring that land and other resources are used more sustainably. It gives information on planning for sustainable urban and rural areas.

3.4.5 In May 1999 the Government published *"A better quality of life - A strategy for Sustainable Development"* which sets out a number of priorities and principles, that will underpin future Government policy. The strategy sets out four main aims:

- social progress which recognises the needs of everyone;
- effective protection of the environment ;
- prudent use of natural resources; and
- maintenance of high and stable levels of economic growth and employment.

3.4.6 Several priorities are listed which are particularly relevant for planning. These include improving larger towns and cities to make them better places to live and work and promoting a transport system that reduces environmental harm and congestion. The strategy sets out measures to build sustainable development into Government policies and decisions covering a range of issues including the economy, community development and environmental protection.

3.4.7 The Government's White Paper on the future of transport: "*A New Deal For Transport*" July 1999, sets out detailed information for achieving an integrated transport policy. These include integration within and between different types of transport, and emphasises the importance of integrating transport policy with land use planning at a national, regional and local level to support more sustainable travel choices and reduce the need to travel.

3.4.8 The Government sees the main purpose of the town and country planning system as being the regulation of the use of land in the public interest. Plans must make adequate provision for development and at the same time take account of the need to protect the natural and built environment.

3.4.9 The national context for land use planning is provided by Planning Policy Guidance Notes (PPG's), Circulars and Ministerial Statements. More recent Planning Policy Guidance notes (PPG's) from the Department of Environment, Transport and the Regions (DETR) emphasises the objectives of sustainable development.

3.4.10 In December 1999, a revised version of Planning Policy Guidance Note 12 "*Development Plans*" was produced. It has been redesigned to provide a more strategic overview of the role and importance of development plans within the overall framework of the planning system. It sets out to address a number of issues, including the importance of integrating sustainable development and transport and land use policies in development plans. It contains advice and guidance on new procedures for the preparation of local plans, as well as the appropriate level of detail in and content of plans. It re-emphasises the Government's commitment to a plan-led planning system but stresses the importance attached to the need for plans to be prepared, and updated, more quickly and efficiently than has been the case in the past.

3.4.11 Planning Policy Guidance Note 13 "*Transport*" (PPG.13, March 1994) addresses the role of land use planning in reducing the need to travel and encouraging means of travel other than the car. It stresses the need for the co-ordination of transport planning, land use planning and development control. The guidelines encourage mixed use development accessible by a choice of transport; housing developments served by public transport and local facilities to promote walking and cycling; a focus on high quality urban life with efficient public transport; creating jobs and shops in rural areas, but avoiding housing developments in villages where car commuting is essential; co-ordinating housing development with road and public transport planning; and the increased use of public transport through traffic in urban areas.

3.4.12 The Consultation Draft of PPG.13 (October 1999) will form the basis of the next review of the Structure Plan. The Consultation Draft sets out recommended policies towards each main type of new development, concentrating on ensuring that new development is located in areas with good access by non-car transport modes. The main innovations are

- A sequential test for new housing development (as in Draft Planning Policy Guidance Note 3 "*Housing*" PPG.3, March 1999).
- Regional Planning Guidance to set accessibility criteria for development.
- Increased emphasis on the developer's responsibility to demonstrate that developments are accessible by non-car modes.
- Requirement for Transport Assessments for new major development, to replace existing Traffic Impact Assessments.
- Tourism and recreation developments to conform to sustainability policies.

The draft also states that the same overall policy approach applies in rural areas.

3.4.13 The Consultation Draft of PPG.3 sets out a number of Government objectives for local planning authorities. It stresses the need to create more sustainable patterns of development that deliver accessibility to a range of facilities and services including employment. It emphasises the need to meet the housing requirement of the whole community, providing a greater choice and mix of dwellings. Priority is given in the guidance to the re-use of previously developed land in preference to greenfield sites. It advocates applying the sequential approach to the release of housing land, by which potential sites and areas most suitable for development and the sequence in which development should take place are judged against a number of criteria. These include the re-use of previously developed sites, location and accessibility to a range of services, the capacity of existing infrastructure, the ability to build communities and physical constraints on development of land. The final draft of PPG.3, when published, will form the basis of the Third Review of the Structure Plan.

### **3.5 Regional Planning Guidance for the South West (RPG.10)**

3.5.1 Regional Planning Guidance for the South West (RPG.10) was issued in July 1994, it re-emphasised the need for sustainable development;

"Sustainability should be the cornerstone of the Region's development plans and planning decisions".

3.5.2 The RPG draws attention to the outstanding environmental quality and diversity of the Region. In this respect it stresses that Development Plans should ensure that nationally and internationally designated areas and features are protected from damaging development and change. However, Development Plans should also recognise the inter dependence between maintaining and enhancing the Region's environment and economic prosperity.

3.5.3 As far as Gloucestershire is concerned, the main urban areas of Gloucester and Cheltenham are referred to. The key objectives for these and other urban areas in the Region should be:

- (i) The promotion of a better quality urban environment through conservation and enhancement, regeneration and the reduction of congestion.
- (ii) Maintaining and enhancing their role as centres of economic activity, for shopping and for social, cultural, educational and other services

- i. Accommodating a substantial proportion of the Region's housing and other development in ways which make the most effective use of land, transport and other services whilst protecting adjoining rural areas.

3.5.4 The potential for further development of Gloucester and Cheltenham is recognised as being affected by their landscape settings, the proximity of the Cotswolds, Green Belt considerations and the quality of the built environment. The need to protect the flood plain of the River Severn is also a major consideration in Gloucester. The advice is quite clear that plans should make the best use of land and property within and on the edges of urban areas consistent with the protection of their high quality urban and rural environment.

3.5.5 The Guidance reinforces the messages advanced in PPG.13 with regard to patterns of development which reduce reliance on the private car for travel, encourage greater use of public transport and enhance possibilities for walking and cycling. Where improvements to the Region's transport network are proposed, they should aim to assist in the economic development of the Region, increase the accessibility of existing and proposed development, ease congestion and improve conditions in the areas alongside transport routes and improve road safety.

3.5.6 Although the Guidance recognises that the region is served by a relatively limited rail network, it is recommended that plans should have regard to the desirability of maintaining and developing this network, including links to other regions and the continent.

3.5.7 The Guidance recognises that the South West is an important source of minerals both nationally and for export. The Region is the third largest regional producer, and in 1991 accounted for 16% of aggregate production in England and Wales - Gloucestershire makes a significant contribution towards the regional production of these materials.

3.5.8 The South West Regional Planning Conference have prepared and submitted Draft Regional Planning Guidance for the South West for the period up to 2016. The Draft RPG has been the subject of public consultation and will be considered by an Independent Panel appointed by the Secretary of State at an Examination in Public in March 2000. The Draft RPG and its policies provide a framework for the plans and strategic decisions in relation to land use, transport, economic development and environment over the period up to 2016. The final version of the RPG will inform the next Review of the Structure Plan.

3.5.9 In February 1999 the Government published a Consultation Draft of PPG.11 "*Regional Planning*", which provides advice on the preparation, scope and content of Regional Planning Guidance. This document places greater responsibility on regional planning bodies, working with the Government Offices and regional stakeholders, to resolve planning issues at the regional level through the production of Draft RPG. It emphasises the need for greater regional focus, concentrating on strategic issues and the adoption of a spatial strategy.

## SECTION 4

### 4 SUSTAINABLE DEVELOPMENT

#### 4.1 The Guiding Principle

4.1.1 Sustainable development does not mean that all change should be resisted or prevented. Rather, it means planning for change in ways that protect and enhance the distinctive environmental qualities of the County which will assist in attracting new investment and jobs, improving the quality of life of existing residents and protecting the environment for future generations.

4.1.2 It is not simply an exercise in tipping the "balance" more in favour of the environment. It means that all development - including that required to secure sufficient employment and increase the County's prosperity - should be planned and managed in an environmentally sustainable manner, and that those environmental attributes which will not be traded off against economic objectives are clearly specified. It means ensuring that any change to the environment secures a positive improvement to the overall quality of Gloucestershire.

4.1.3 Sustainable development recognises there are real limits to human consumption of environmental space (or environmental capacity). This can be defined as the capacity of the environment to provide the physical and non-physical environmental resources we need, including the provision of energy and raw materials and the absorption of wastes. Human activities impact on this capacity in a range of ways.

4.1.4 "Sustainability" cannot be achieved overnight. The broad pattern of development in the County has already been set by centuries of development. Today it is set by the current strategic plan, local plans, and individual planning permissions. It is therefore impossible to ensure that all future policies and locational decisions will be truly "sustainable". Similarly, it should not be assumed that all we do now is in itself unsustainable. The aim therefore is to lay the foundations for a pattern of development, urban form and transport that uses resources in all their aspects in a more 'efficient' manner.

4.1.5 The role of the Structure Plan is to plan for the longer term (the Plan period is mid 1991-2011), to improve the relationship between new development, employment locations and transport networks, in order to reduce reliance on the car and to promote the use of other, more environmentally benign forms of transport. Greater emphasis is needed in reducing and recycling waste, and protecting water resources.

4.1.6 As referred to earlier, strategic planning policy and decision making cannot suddenly become "wholly sustainable". There will have to be trade offs, and in order to make real progress they will need to be recognised and not compromised in moving to a more sustainable future.

4.1.7 This vision of "*Gloucestershire Living Sustainably*" was endorsed by Members of the County Council and a number of organisations and individuals, during the initial consultation exercise in Spring 1994. *Gloucestershire Living Sustainably* is encompassed in the following key objectives which have informed and set the context for policy and locational choices in the Strategy.

#### OBJECTIVES OF GLOUCESTERSHIRE LIVING SUSTAINABLY

To promote a pattern and form of development that will contribute to the sustainable conservation of natural and man-made resources, and minimise pollution and waste.

To promote a level of growth which can be sustained within the constraints of the county's natural resources, the quality of the environment and the provision of infrastructure.

To minimise adverse impacts on the environment.

To protect the county's historic heritage.

To stimulate economic activity and employment in the county.

To provide an appropriate level and type of housing in the period 1991-2011 within the overall principles of "sustainability".

To contribute towards a reduction in both global and local environmental effects of road traffic.

To promote the regeneration and "greening" of the urban areas of the county.

To promote the development of the renewable energy resources of the county.

To develop a pattern of land use which contributes to reducing energy demands and promotes conservation in energy use.

## **4.2 Strategic Environmental Appraisal (SEA)**

4.2.1 PPG.12 specifies that local authorities should take account of environmental considerations when preparing their development plans through conducting a Strategic Environmental Appraisal (SEA) of plans as they are being drawn up.

4.2.2 Developing this advice in 1993, the Department of the Environment issued guidance on appropriate methodologies for the Strategic Environmental Appraisal of Development Plans.

4.2.3 SEA enables the wider effects of human development to be foreseen, and so is a process by which environmentally sustainable development may be facilitated. It has helped to reveal the environmental implications of the Plan proposals during the Review process by clarifying often concealed indirect impacts and accounting for the environment in the widest sense through the following ways:

(i) Ensuring that the implications of Plan strategies and policies are identified at the outset of their proposal.

(ii) Directing towards more benign or environmentally positive alternatives.

(iii) Proposing measures to ameliorate the inevitable negative effects of some policies.

4.2.4 The whole process of SEA is designed to accompany the Plan making process from its inception to its implementation. It is integral to the drawing up of the whole Plan. This continuous appraisal process will be transferable to the ongoing monitoring of the Plan.

### **A summary of the SEA process to date**

4.2.5 In this context a SEA of the Gloucestershire Structure Plan Second Review has been carried out. To summarise briefly, it began with scoping the content of the Plan against relevant guidance and wider land use considerations. Then criteria were established to predict likely outcomes of the proposed strategy and accompanying policies.

4.2.6 In the initial stages of strategy and policy formulation the SEA aided understanding of the impacts of the strategy at a spatial level. It appeared that a strategy based on concentration as opposed to dispersal offered the most opportunities to conserve resources: land, energy, minerals and flora and fauna, through facilitating more sustainable lifestyles.

4.2.7 However, a strategy for development had to be refined to address issues specific to Gloucestershire such as the accommodation of projected housing need, relationships with current patterns of development, the need to avoid town cramming and to retain future opportunities for development. SEA was used to describe the implications of strategic and locational choices



## **SECTION 5**

### **5 STRATEGY**

#### **5.1 Introduction**

5.1.1 In developing a strategy for the Second Review, a wide range of issues have been given careful consideration. These are outlined in this section.

#### **5.2 Forecasts of Population, Housing and Labour Supply**

5.2.1 During the 1980's Gloucestershire's population increased by around 33,000 and by 1991 accounted for 1 in 95 of the population of England and Wales. A large proportion of this increase was as a result of net in-migration into the County. Most people moving here come to take up jobs, although there is an important component of retirement migration (around 1 in 6 migrants).

5.2.2 Looking towards the first decade of the 21st century, the trend of in-migration into Gloucestershire is expected to continue - very much as it has for the last half century or more. This reflects a combination of the economic prospects for the area, its environmental attractiveness and the national shifts of population out of the larger cities, from the South East of England in particular.

##### **Natural Change**

5.2.3 Since the late 1970's births in Gloucestershire have outnumbered deaths, but only by a few hundred a year. National forecasts suggest numbers of births have peaked and will fall towards the end of the century and beyond. However, for housing and labour supply forecasts, births are of little significance, as few people not yet born are likely to be active in job or housing markets by 2011.

5.2.4 Over the last decade or so there has been a significant ageing in the population of England and Wales. Despite this, national death rates per 1,000 have actually been falling. This is due to a combination of improving health and living conditions. In Gloucestershire, despite having more pensioners than the national average, death rates have in fact been lower than the national levels.

5.2.5 Over time, however, deaths are expected to gradually exceed births and by around 2025 or so the national population is expected to begin to decline. It will take around 10 years longer for these changes to result in stability in the number of households in England and Wales, although numbers in individual counties may change with continued migration between areas.

##### **Migration**

5.2.6 For the past 25 years or so Gloucestershire has seen a net inflow of people averaging around 2,700 per annum. The overall figure hides much larger gross flows, with up to 20,000 people coming to live here annually from other parts of the country, and a correspondingly large figure moving in the opposite direction. County Council estimates suggest that only 1 in 10 in-migrants here moves to a newly built house.

5.2.7 Over the last 25 years there have been highs and lows in the migration picture, reflecting economic booms and slumps. Taking a medium to long-term view, however, the picture is one of a consistent trend. Thus, for example, the 1986-1995 trends, containing both the mid 1980's housing boom and the late 1980's/early 1990's housing slump, averages at around 2,700 per annum. Figure 2 shows net migration 1971/72 - 1997/98. The most recent Government 'sub national' population forecasts to 2011 point to a similar level of net migration to the Structure Plan forecasts.

5.2.8 During the early 1990's, Gloucestershire experienced the fastest growth in unemployment of any County in Britain. This undoubtedly contributed to the fall in migration levels - however, despite poor local prospects there was still a net inflow of around 1,000 per year. An explanation for this, and the continued level of in-movement now the economy has recovered, comes in work undertaken by the County's Labour Market Information Unit. Early in 1997 they undertook a 'Skills Audit'. It showed that many of the industries here were experiencing skill shortages and most of those jobs were in short supply nationally. Thus companies were forced to recruit in a national market - thereby bringing migrants in even though there was a pool of labour in Gloucestershire.

5.2.9 Taking the expected level of long-term migration and estimated natural change up to 2011 gives the following figures:

1991 base	539,400	(1 in 95 of England and Wales)
2001 forecast	567,100	
2011 forecast	583,900	(1 in 93 of England and Wales)

### **Housing and Household Forecasts**

5.2.10 Forecasting future housing requirement is a two stage process. The first part involves estimating the increase in numbers of households in the County. The second involves additional elements to produce an overall housing total.

5.2.11 Household forecasts for the Structure Plan combine County Council population estimates, (including individual age groups) and Department of the Environment, Transport and Regions (DETR) projections of household formation rates. The likelihood of a given person forming a household varies by age, gender and social circumstances such as being single, widowed or divorced.

5.2.12 The DETR's National Household Projections point to an increase of 4.1 million households in England from 1991-2016. Much of this increase is expected to be due to more single person households - more elderly living alone after death of a partner, more lone parents - many due to continued high level of divorces and more single people choosing not to marry.

5.2.13 County Council forecasts, drawing on 1996 based Household Projections, County level, point to an increase of households in Gloucestershire of:

1991-2001	25,000
2001-2011	18,000

Indications since 1991 point to the figures being broadly on-line at present. The forecast increase for each decade is significantly less than the growth experienced in between 1981 and 1991.

5.2.14 As noted above, when converting households to extra housing there are a number of additional factors which need to be taken into account. Most of these relate to additional demand for housing caused by improved standards. Unlike the previous Structure Plan, however, they are figures of net increase and assume replacement of demolitions (very difficult to forecast) and other losses of stock.

5.2.15 The conversion of households to housing involves three elements. In turn they are:

- i. Allowance for concealed households. In effect these are families currently living with other families, such as young married couples living with in-laws. Several District Council Housing Needs Surveys have uncovered numbers of hidden households. County-wide an allowance of 1,400 has been made for this element (consistent with DETR forecasts).
- ii. Reduction in households sharing. This is a long-term trend and can be seen as a largely technical adjustment to bring the figures into line with Census definition of separate dwellings. Additional allowance of 700 over 20 years.



- iii. More second homes. Gloucestershire has just over 1% of its stock as second homes, which are usually either for recreational/weekend use or occupied by someone with a local job but a main home outside the County. Their numbers are increasing and there is little the planning system can do to halt this growth. An overall allowance (1,200 between 1991-2011) will help maintain the level of stock available to house local residents.
- iv. The final element is a vacancy allowance designed to maintain a reasonable level of vacancies to assist transactions within the housing stock. Analysis of current District Council Tax records shows a current vacancy rate of 2.4% across the County. Applying this rate to the projected increase in households gives an additional allowance of 1,100 dwellings.

5.2.16 Taking all these factors into account, the County Environment Department's 'best estimate' forecasts of additional housing requirements up to 2011 are:

	1991-2001	27,300
	2001-2011	20,200
Combined	1991-2011	47,500

5.2.17 This has been rounded up to 50,000 to signify a general guiding figure rather than a specific target. Under the Plan, Monitor, Manage approach, the continued relevance of this figure will be monitored permitting modifications during subsequent Reviews of the Structure Plan.

5.2.18 These forecasts imply a net increase of around 2,500 per annum over the 20 year period up to 2011. This is a significant reduction on the building levels of the 1980's and the Structure Plan forecasts to 2011 point to a 20% reduction in building compared to the previous 20 years.

### 5.3 The Gloucestershire Economy

5.3.1 Since the late 1980's, as the national economy has moved through an economic cycle of slump and recovery, Gloucestershire's economy has undergone mixed fortunes. In the early 1990's local manufacturing in particular suffered badly, especially industries like Smith's and Dowty's linked to aerospace and defence. Indeed over this period unemployment in Gloucestershire grew faster than anywhere else in Britain.

5.3.2 The number of jobless here peaked at 23,800 in February 1993. Even then, however, the unemployment rate was still lower than the national average, pointing to the basic strength of the Gloucestershire economy. Since the winter of 1992/93 the economic situation has shown a marked improvement and, as with other recessions, the County economy has improved more rapidly than the national picture. By October 1999 the numbers claiming unemployment benefit here were down to 7,057, the lowest total since the end of 1990.

5.3.3 The recovery in the Gloucestershire economy reflects the re-emergence of the national picture of the late 1980's, with the lowest unemployment rates again being mostly found in South East England. This is important for Gloucestershire as most migrants here come from that region, which suffered a large increase in unemployment in the early 1990's reducing outflow, but has now recovered its economic position.

5.3.4 The latest available figures on the economic structure of County employment are for 1997. Despite the problems of the early 1990's, Gloucestershire still has an above average share of manufacturing employment. Furthermore, since the County is predominately rural, agriculture remains an important component of the rural economy, but only represents a small share of total jobs. Figure 3 compares the employment structure of the County with the South West and Great Britain in 1997. The

farming industry has undergone a significant change as a result of both market forces and policy issues (e.g. European Community initiatives) leading to a need to diversify the use of agricultural land in order to sustain rural employment. This need will grow as revisions in the structural funds and Common Agricultural Policy affect the viability of farming operations post 1999. Agriculture related businesses are likely to grow in the County as the need for locally produced food becomes more urgent as a result of increased transportation costs and the desire to achieve sustainability objectives.

5.3.5 In most respects, the County economy follows the national picture. Overall, Gloucestershire does have a higher proportion of workers in non-manual occupations than Britain as a whole; this partly reflects the number of company headquarters here and partly the numbers of skilled specialists working across a range of industries. Most analysts point to highest growth rates in non-manual jobs, especially those involving professional skills. Analysis by the Gloucestershire Labour Market Information Unit suggests that the County's workforce has qualification levels well above the national average.

5.3.6 In the last year or so, a number of organisations have made regional and local economic forecasts which have included estimates for Gloucestershire. Forecasts made for the nation in the early 1990's were fairly gloomy, reflecting the state of the national economic cycle at the time. More recent ones, however, take a much more optimistic view of national and local prospects.

5.3.7 In 1999, the prestigious Cambridge Econometrics produced a 'regional' review covering all of Britain. It suggested that up to 2010, Gloucestershire would have the 23rd ranking economy in the terms of employment growth, out of the 65 surveyed nationally. Most of the fast growing areas were expected to be in the South West, South East or East Anglia.

5.3.8 In 1997 the South West Regional Planning Conference commissioned work from Business Strategies Ltd. (BSL) to look at the economic prospects of the region. Although less optimistic overall than Cambridge Econometrics, for the region the analysis did in fact suggest that under 'baseline' or 'high growth' scenarios, Gloucestershire would have the highest percentage employment growth scenario, job increases of around 1,600 per annum locally were forecast for the next ten years.

5.3.9 In the last few years, there has been increased emphasis upon partnership working by agencies supporting the County economy, such as the County and District Councils, Chamber of Commerce and the Training and Enterprise Council. These organisations have come together to support concerted action to both continue to attract inward investment and provide assistance to existing firms here.

5.3.10 Amongst the partnership organisations active in promoting the County economy is the Gloucestershire Development Agency (GDA). In 1994 it commissioned a study from Coopers and Lybrand which identified that the most attractive locations for industry considering moving to Gloucestershire are areas between Gloucester and Cheltenham, or in close proximity to the M5. In 1995 Business Link Gloucestershire opened, and as with the GDA, is supported by a co-operative venture by the TEC and Local Authorities. Business Link provides a 'one stop shop' service for business information, advice and support for the locally important small and medium sized company sector.

5.3.11 All the various partners involved in economic development in Gloucestershire have combined to produce a three year economic strategy and action plan to support the County's economy. This is to be reviewed annually. One of its main concerns will be with the quantity of the growing workforce living in Gloucestershire.

5.3.12 Since the Consultation Draft of the Structure Plan was produced, the Government has published new estimates of future labour supply. This led to the County Council revising its projections of the numbers likely to be seeking work. The national figures mostly follow previous forecasts, pointing to increased early retirement on the one hand, but also continued increase in numbers of women working. They suggest some slackening in the overall rate of growth, leading to slightly lower local forecasts of future job requirements than made previously.

**Table 1 - Housing and Employment Strategy 1991-2011**

District	Provision in Policy H.2 1991-2011	Labour Supply Increase 1991-2011	Allowance for reducing Unemployed to 5% *	Total Jobs Required 1991-2011
Cheltenham	7,350	3,600	1,100	4,700

<b>Cotswold</b>	6,150	3,000	0	3,000
<b>Forest of Dean</b>	6,950	3,400	300	3,700
<b>Gloucester</b>	10,250	5,100	1,300	6,400
<b>Stroud</b>	9,600	4,700	500	5,200
<b>Tewkesbury</b>	9,900	4,900	0	4,900
<b>County</b>	50,000	24,700	3,200	27,900
<i>(Source: County Environment Department. 1999)</i>				

\* Allowance for reducing unemployed to 5% refers to the fact that at the start of the Plan Period unemployment in parts of Gloucestershire was above 5%.

5.3.13 The County labour supply forecasts have been distributed amongst Districts using the overall housing provision allocation as listed in Policy H.2 and shown in Table 1. To arrive at land requirements for employment, a further adjustment is made in the Table. Using the assumption that 5% unemployment in the County is a realistic target, a small addition has been made to allocate land to provide additional jobs sufficient to potentially bring each District below a 5% unemployment rate.

#### **5.4 Transport Travel Demand and Land Use Strategy**

5.4.1 Current national road traffic forecasts suggest that total road traffic will increase by between 32% and 71% from 1996 to 2025. The goal of sustainable development involves measures to stem this increase. Both central and regional planning guidance highlight the relationship between land use distribution and the need to travel. The Structure Plan seeks to minimise the distances between different new land uses, in order to reduce the need to travel and to increase opportunities for walking, cycling and the use of public transport.

5.4.2 There is a concentration of economic activity in the Central Severn Vale (CSV), including the central areas of Gloucester and Cheltenham which together account for almost a quarter of all jobs in the County. The CSV as a whole contains over half the County's total employment. The CSV, and in particular the central areas of Gloucester and Cheltenham, also contains most of the County's major retail, leisure and entertainment facilities, and has the densest network of public transport services.

5.4.3 The resident workforce of the County is less geographically concentrated, with just under half living in the CSV area, and this brings about a small imbalance between jobs and workforce in the CSV, resulting in a net movement of commuters into the area from the rest of the County. The Structure Plan's strategy of concentrating residential development in the CSV will address this imbalance.

5.4.4 Locating new homes near to the main employment, shopping and leisure facilities in the CSV will also provide the opportunity for residents to make relatively short journeys where there is the best provision for alternative means of transport to the car. Figures from the 1991 Census show that journeys to work in the CSV area are significantly shorter than in the rest of the County.

5.4.5 The other urban areas of Stroud, Cirencester and Tewkesbury/ Ashchurch contain smaller concentrations of employment, retail and leisure facilities. They are therefore seen, together with the Forest of Dean towns of Cinderford, Coleford and Lydney, as the preferred locations for development that is not accommodated in the CSV.

5.4.6 In order to achieve the aims of sustainable development, it is crucial that all new development has adequate access by walking, cycling and public transport. Giving priority to development locations in the CSV and other urban areas will help to ensure that this is the case, but it will be necessary in some instances (particularly with major developments) for additional infrastructure and services to be provided by developers through planning conditions and Section 106 Agreements.

#### **5.5 Strategy**

5.5.1 In formulating the preferred strategy the key principle has been to ensure that the component parts, i.e. the environment, economic and social issues, are addressed in an integrated manner. The strategy provides for most residential and employment development to be provided in the Central Severn Vale (CSV) together with the maintenance and enhancement of the predominance of Gloucester and Cheltenham as the focus for new development.

5.5.2 In preparing the strategy for the County, each District cannot be treated in isolation, particularly Cheltenham and Gloucester where their spheres of influence transcend their administrative boundaries. Cotswold and Stroud Districts are both unable to meet their trend forecast, and therefore, in meeting the County forecast, are reliant upon other authorities accommodating some of their development needs. The provision for Gloucester City is consistent with the strategy and with the emphasis of most development being located in the CSV. As a result of the Examination in Public and the Modifications to the Plan Cheltenham Borough is now accommodating in excess of its forecast needs, this is consistent with the strategy and again the emphasis of most development taking place in the CSV. Tewkesbury Borough is accommodating more than its forecast needs, the Panel recognised that there were parts of Tewkesbury Borough closest to the major urban areas that could accommodate development. The Forest of Dean provision is consistent with the strategy of most residential development being in the CSV, nevertheless the level of development is sufficient to support the sub-strategy of encouraging economic regeneration in the southern area of the Forest.

5.5.3 The strategy is based on:

- i. maximising the use of urban brownfield sites;
- ii. utilising the capacity identified by the joint working process on greenfield sites well related to existing urban areas;
- iii. elsewhere in the County, to utilise the capacity identified by the joint working process on sites within or adjacent to towns and villages.

5.5.4 Such a strategy is considered capable of accommodating the housing forecast of 50,000 dwellings.

5.5.5 In the next Review of the Structure Plan it is possible that a new settlement will be needed since many of the other development opportunities will have been taken up. It is therefore recognised that the possibility of a new settlement(s) in the post-2011 period will need to be evaluated. During the preparation of the next Review, if a new settlement proves to be necessary, work will then be undertaken on a number of key issues relating to new settlements. These key issues include:

- (i) a definition of the term "new settlement";
- (ii) an appropriate scale of a new settlement(s) in Gloucestershire;
- (iii) the most appropriate (sustainable) location(s);
- (iv) the practical measures to be introduced to ensure that the necessary infrastructure is provided.

5.5.6 The Panel recommended that the Structure Plan includes strategy policies – i.e. policies which provide the framework for the Structure Plan's approach towards a more sustainable future for Gloucestershire. The County Council accepted these in principle whilst making some modifications to them.

## **5.6 Policies**

### **Policy S.1**

**The bulk of new development should be accommodated within and adjacent to the County's larger towns at scales and locations that:**

- a. maintain and enhance the predominance of Gloucester and Cheltenham as the focus for new development in the County,**
- b. maintain and make them more attractive places in which to live and work,**
- c. meet transport demands in safe and energy efficient ways primarily aiming at reducing the need to travel,**
- d. conserve natural resources of minerals, best and most versatile agricultural land, biodiversity and high quality landscape,**
- e. promote the regeneration of appropriate town centres,**

**f. avoid the coalescence of existing settlements,**

**g. conserve the historic and built environment.**

5.6.1 The majority of new development (residential, employment, retail and leisure) during the Plan period should be accommodated within and adjacent to the County's main urban areas to assist in meeting sustainable development objectives. Current Central Government advice in land use planning and sustainable development is to guide new development to locations which minimise the loss of open countryside, reduce the need for car journeys and distances driven, and which permit the choice of more energy efficient public transport as well as cycling and walking. Developing within and adjacent to the main urban areas reflects the best possible option in terms of achieving these objectives.

5.6.2 This strategy policy sets the framework for Policies H.4 and E.2. The former states that most residential development will be provided in the Central Severn Vale (CSV), priority will be given to Cheltenham and Gloucester and then to locations adjacent or close by which are or can be easily and conveniently served by means of transport other than the private car. Policy E.2 also states that in providing for employment uses priority will be given to Cheltenham and Gloucester and then to locations adjacent or close by.... This reinforces the predominance of Cheltenham and Gloucester as the focus for new development in the County. Both Policies H.4 and E.2 then address development outside the CSV including development in the other urban areas of Stroud, Tewkesbury and Cirencester. The size of development will be a matter for the Local Plans, the scale and location to accord with the Structure Plan policies.

5.6.3 The Government is committed through existing planning guidance and more recently through emerging planning guidance - in the form of Draft PPG.3 and Draft PPG.13, to promoting more sustainable patterns of development, through:

- Concentrating most additional housing development within urban areas;
- Making efficient use of urban land;
- Maximising the re-use of previously-developed land and the conversion and re-use of existing buildings; and
- Adopting a sequential approach to determine the phased release of land.

5.6.4 Local authorities should promote developments which combine a mix of uses. The emphasis on the urban areas however does not mean that the Government is encouraging "town cramming". The Government is also committed to enhancing the vitality and viability of urban areas. The challenge is to reconcile the need for more effective use of land whilst improving the quality of residential areas.

5.6.5 Biodiversity is safeguarded through the designation and safeguarding of statutory and non-statutory habitat sites. However, it is now recognised through the UK Biodiversity Action Plan (BAP) that these sites, together with other countryside features which provide wildlife corridors or stepping stones from one habitat to another, all help to form a network necessary to maintain the flora and fauna. The Gloucestershire BAP has identified "natural areas of significance for particular aspects of biodiversity", which supplies contextual information within which to set priorities and targets for safeguarding biodiversity at the local level.

## **Policy S.2**

**Principal settlements should be identified in local plans which would form the focal points for a scale of development which was consistent with the character and function of the settlement, and supports local services and the social and economic well-being of local communities. They should therefore be:**

- a. accessible to the community they serve and well related to public transport and the highway network; and**
- b. defined to ensure that the social and economic needs of all rural areas can be met, taking into account their location relative to other centres and environmental considerations, including those in adjoining Districts.**

5.6.6 This policy, when read with other policies of the Plan, contributes to providing a strategic framework for the settlement hierarchy, by addressing development issues in principal settlements. By focusing development at principal settlements (i.e. principal settlements form focal points for a scale of development) this is a more sustainable approach towards accommodating development than dispersing it among the villages. Development at principal settlements will be at a much smaller scale than development in the main urban areas. Government Guidance states that development in the open countryside should be strictly controlled. The guiding principle in the countryside is that development should benefit economic activity and maintain or enhance the environment.

5.6.7 RPG.10 states that:

"Provision will continue to be needed in ... towns and villages and should be provided for in ways which respect the existing environment of settlements. Development plans need to identify those settlements which are most suitable for accommodating growth, particularly those which act as service centres for a wider surrounding area, which are well connected to larger towns and cities by public transport routes or which have potential for a substantial degree of local self-containment."

5.6.8 Development will take place in or adjacent to the principal settlements. (Principal settlements were defined in the first approved Structure Plan of 1981). Principal settlements should be identified in local plans by the District Councils during the local plan process, having regard to the character and function of the settlements. This policy, therefore, provides a strategic basis for detailed policies in local plans to identify principal settlements.

5.6.9 Development that takes place in the principal settlements should be of a scale which is consistent with the character and function of the settlement, also with its setting in the landscape, and support local services, including the social and economic well-being of communities. However, a balance will need to be struck between the need for development and the interests of conservation. Planning Policy Guidance Note 17 "*Sport and Recreation*" (PPG.17, September 1991) also provides guidance on planning policies and the need to retain valuable amenity open space in towns and villages.

### **Policy S.3**

**Priority should be given to the development of land within existing built-up areas, particularly land available for redevelopment, where this would not be detrimental to the urban environment, and where it would be accessible by public transport and accessible to jobs, schools, shopping, leisure and other services. These areas should be utilised to their maximum efficiency, consistent with the character and appearance of the wider location and the quality of life of those living and working in the locality.**

**In rural areas previously developed land may exist but it may be in locations where development could be intrusive in the countryside or highly unsustainable.**

5.6.10 In accordance with the strategy and principles of sustainability, the policy is intended to conserve the environment against uncontrolled and inefficient release of land, especially greenfield sites. This principle is also supported in RPG.10, PPG.13, the Housing White Paper, "*Planning for Communities of the Future*", the Rural White Paper, and the Draft PPG.3.

5.6.11 Making more and better use of urban land and buildings for housing, including mixed use developments, and also promoting good urban design can encourage regeneration and conservation whilst also reducing the need to travel. The national target, as set out in the Draft PPG.3, is that 60% of additional housing should be provided on previously-developed land or through conversions. The Government expects this target to be underpinned by regional targets set out in regional planning guidance. The Draft Regional Planning Guidance for the South West (August 1999) suggests a target for the region as a whole: 36% of total housing provision should be on previously developed land (including the conversion of existing buildings). Within the region, for each Structure Plan area, the target will vary to reflect the settlement pattern and the characteristics of settlements.

5.6.12 Experience in Gloucestershire has shown that a significant contribution to the housing requirement has come from sites within settlements. Whilst these may not continue to be identified at past rates, some scope exists to accommodate further housing growth, especially within the urban areas and principal settlements. In Gloucestershire, both Cheltenham Borough Council and Gloucester City Council have undertaken a capacity study of their respective urban areas.

5.6.13 It is important to restrict proposals which may lead to such an intensification of the use of land that development prejudices the character of the environment of a settlement (i.e. town cramming). The Government does not wish to encourage "town cramming" and is committed to preserving valuable open space within urban areas. Public open spaces and playing fields are recognised as

essential amenities within urban areas. Urban biodiversity is also an issue when considering the development of previously-developed land.

5.6.14 In order to establish how much additional housing can be accommodated within urban areas and, conversely, how much greenfield land will be needed for development, Draft PPG.3 advocates that both regional planning conferences and local planning authorities undertake urban capacity studies. Such capacity studies will need to take account of windfall sites. Therefore any greenfield allocations in local plans should be supported by an urban capacity assessment which demonstrates that the need cannot be met on previously developed land in urban areas. Consequently urban capacity assessments should be undertaken as part of the preparation of local plans.

5.6.15 The limits of any settlement will be defined by the District Councils through the preparation of local plans.

**Applying the sequential approach to the release of housing land**

5.6.16 Draft PPG.3 advocates the sequential test to decide which sites and areas are most suitable for development and the sequence in which development should take place. They should assess potential areas or sites against the following criteria:

- The availability of previously-developed sites and empty or under-used buildings and the net cost of bringing them back into use;
- The location and accessibility of potential development sites for housing to jobs, shops and services by modes other than the car, and the potential for improving such accessibility;
- The capacity of existing infrastructure, including public transport, utilities and social infrastructure (such as schools and hospitals) to absorb further development;
- The ability to build communities, to support new physical and social infrastructure and to provide sufficient demand to sustain appropriate local services and facilities; and
- The physical constraints on the development of land, including, for example, the level of contamination, stability and flood risk.

5.6.17 The Transport White Paper, "*A New Deal for Transport: Better for Everyone*", emphasises the importance of integrating decisions on planning and transport in order to reduce the need to travel by car. The objectives of Draft PPG.13, which was published in October 1999, are to integrate planning and transport at the national, regional, strategic and local level to promote more sustainable transport choices and reduce the need to travel, especially by car.

5.6.18 The Government does not expect greenfield sites to be released for development until the following options have been considered for providing additional housing:

- Using those previously-developed sites within the urban area that can use existing physical and social infrastructure and which have ready access by non car modes to jobs, shops and other services;
- Exploiting fully the potential for better use and conversion of existing dwellings and non residential premises;
- Raising density of development in and around existing centres and other areas with good public transport accessibility;
- Releasing land held for alternative uses, such as employment, which exceeds likely realistic requirements; and
- Identifying areas where, through land assembly, area-wide redevelopment or renewal can be promoted. (Draft PPG.3)

5.6.19 As outlined in Draft PPG.3 this approach does not mean that all previously-developed sites must be used before any greenfield site is released for development or that previously-developed land must be used regardless of the cost of bringing it back into use or its accessibility. Some previously-developed land within the urban footprint may be inaccessible except by car and such sites should be

given lower priority for development unless public transport accessibility can be significantly improved. It is important that development on previously-developed land should be accessible by public transport, accessible to jobs, schools, shopping, leisure and other services. The policy reflects the approach set out in the White Paper *"Planning for Communities of the Future"*.

5.6.20 In rural areas previously-developed land may exist but where development could be intrusive in the countryside or highly unsustainable, for example, at military bases. Draft Regional Planning Guidance for the South West states that such sites should only be used for housing where they can be developed as self-contained communities. They should not be used for housing where they would generate substantial traffic flows, particularly by car, such as in locations which have good road access but which are distant from major sources of employment, local education, shopping, leisure and other facilities.

#### **Policy S.4**

**Development in rural settlements should be limited in scale, and sustain and enhance the character and appearance and the social and economic well-being of local communities.**

**Development within the open countryside will be strictly controlled.**

5.6.21 Dispersed development has, in the past, resulted in housing developments which have been poorly related to population centres and severed from employment and facilities. This has led to reduced accessibility and increased travelling distances. Dispersed development has not hitherto encouraged the development of public transport.

5.6.22 Planning Policy Guidance Note 7 *"The Countryside - Environmental Quality and Economic and Social Development"* (PPG.7, February 1997) explicitly recognises that some villages, due to factors such as their size, existing facilities and location, have the scope to develop in a way which is compatible with sustainability objectives, and that they will have a key contribution to make to what is primarily an urban-based strategy.

5.6.23 However, advice in RPG.10 clearly states that:

"Development in rural areas should not be at the expense of the Region's important environmental assets ... Development which reinforces a scattered pattern of small rural settlements is unlikely to be consistent with the aim of achieving sustainable development."

5.6.24 Development in the open countryside will be strictly controlled. The protection of the countryside for its own sake is a fundamental aim of Government guidance, it is therefore necessary to limit development to that which is both appropriate in type and form and sensitive to its location.

5.6.25 There is a great deal of attractive countryside in Gloucestershire, this is reflected in the designation of much of the County as Areas of Outstanding Natural Beauty. This policy applies to development outside the major urban areas, other urban areas, principal settlements and villages; outside these existing settlements there remains the need to avoid sporadic, isolated, and visually intrusive development, which can make additional and uneconomic demands upon the provision of infrastructure and would not be in keeping with the principles of sustainability.

5.6.26 Any proposal will be determined on its merits by the District Councils. The emphasis throughout the rural areas will be on the provision of affordable housing.

#### **Policy S.5**

**In providing for development, local authorities will have regard to the need for community facilities and services, including education, health, and cultural facilities, local shopping facilities, sport and leisure facilities, transport services and infrastructure, housing including affordable housing and public utilities. In determining the type, scale and location of development, the adequacy of infrastructure and community services will be taken into account. Provision for development will be made where related infrastructure and community services are in place or will be provided in appropriate phases in an environmentally acceptable way.**

5.6.27 For most of Gloucestershire's residents the County's towns and villages form the main centres for community and shopping facilities, education, health services and leisure. One of the objectives of a strategy to facilitate more sustainable development is to increase both settlement and neighbourhood self-sufficiency, so that peoples' needs may be met locally.

5.6.28 This contributes to quality of life in two ways. Firstly it maximises the availability of services to those who need them, particularly the less mobile, and secondly, it reduces the need to travel, with resulting sustainability benefits in terms of reducing traffic, local pollution and fossil fuel emissions.



Self-sufficient communities may also be more socially cohesive and retain distinctive identities leading to wider benefits in terms of social welfare.

5.6.29 A range of public and private bodies and organisations provides community facilities and other services. A greater role for the private sector highlights the importance of recognising market forces and commercial pressures. However, social and environmental concerns should be recognised and developers should fund improvements to transport services and other important infrastructure where these are necessary to achieve a satisfactory pattern of development, and to meet other policies in the Plan.

5.6.30 When considering the range and amount of new development that should be provided, it is important to take account of the extent to which new development could enhance existing settlements' abilities to perform their function effectively and promote principles of sustainability.

#### **Policy S.6**

**In providing for development the following aspects of the environment which contribute to local character and distinctiveness should be safeguarded and wherever possible enhanced:**

- a. the quality of the landscape,**
- b. the setting of the settlements and buildings within the landscape,**
- c. the quality of the built and historic environment,**
- d. the sites and landscapes of archaeological and historic value,**
- e. the distinctive wildlife and habitats,**
- f. the special qualities of rivers, canals and other water courses and features.**

5.6.31 Gloucestershire has a rich and diverse landscape character which contributes to the quality of life of those who live and work in the County. RPG.10 recognises that is a supreme challenge to ensure that development is accommodated whilst ensuring that the South West's environmental assets are maintained and expanded. RPG.10 states that development plans and biodiversity action plans (BAP's) should recognise and foster local characteristics, and encourage new opportunities for landscape restoration and habitat creation. New development should respect and enhance the environment in its scale, location and design, as reiterated in Policy NHE.1.

5.6.32 The Countryside Agency and English Nature have analysed the distinctive features of the whole English countryside in both landscape and conservation terms. They have identified broad areas of cohesive character which can be described in terms of their landscape character, sense of place, local distinctiveness, characteristic wildlife and natural features, and nature of change. This approach is described in more detail in the section of the Plan entitled 'Natural and Historic Environment'.

5.6.33 Efforts should be made to work with local people where possible to identify how best to achieve locally distinctive development and sustainable change; building on initiatives such as the Countryside Agency's techniques for Countryside Design Summaries and Village Design Statements. These enable the community to determine the quality and nature of change to their local environment, and enhance qualities of distinctiveness.

5.6.34 The Gloucestershire Biodiversity Action Plan (GBAP) contributes to understanding how to reconcile the needs of people and wildlife. It defines Natural Areas where the current state of the habitat reflects the overall character best and offers the greatest potential for full restoration. Local plans should seek to ensure that development makes a positive contribution to the GBAP. Identification of existing habitat fragments should be followed by efforts to extend and reconnect sites, patches and areas, through areas of development and other inhospitable land uses.

#### **Policy S.7**

**In providing for development the quality of the County's environment should be maintained and enhanced by the following:**

- a. high standards of design,**

**b. urban regeneration, conservation and townscape enhancement,**

**c. traffic management, and**

**d. the retention and provision of open space.**

5.6.35 The Structure Plan promotes an urban focus for development to meet sustainability objectives. The emphasis is on creating vibrant attractive urban areas where people will want to live and work. The major urban areas in Gloucestershire are Cheltenham and Gloucester. Cheltenham contains areas of high architectural quality, and is an important centre for tourism and shopping. Its expansion is constrained by the Cotswolds AONB. Gloucester is an important historic city with a strong industrial heritage. Here expansion is constrained by the River Severn floodplain. It is vital that these towns, and the other urban areas in Gloucestershire, encourage optimum levels of development without the loss of their qualities in terms of open space provision, architectural form and building densities. Draft PPG.3 advocates the use of urban capacity studies to enable a better of understanding where policies to promote or restrict development should be applied. Urban capacity studies aid understanding of how the town environment as a whole can be safeguarded or improved through the provision of the right type and level of development.

5.6.36 Policy S.7 takes its lead from the Department of the Environment's '*Quality in Towns and Country*' initiative in September 1994. This consultation document emphasises the importance of high quality design in enriching the character of the built environment and enhancing our appreciation of our surroundings. In this context Policy S.7 seeks to provide the strategic framework for local plan policies to encourage the undertaking of innovative, yet sensitive, building designs. There may be an emphasis on the use of locally sourced building materials and encouragement of well designed and crafted street furniture, imaginative public art and creative urban landscaping schemes. The preparation of design guides, urban design strategies and development briefs for individual sites on the part of the District Councils, in consultation with the County Council and other relevant bodies and agencies, will serve to complement local plan policies in enhancing and creating high quality built environments throughout the County.

5.6.37 The most significant opportunities for environmental enhancement will arise in association with the undertaking of new development. The use of appropriate planning considerations and obligations will ensure that opportunities for environmental enhancement in association with the undertaking of new development are created and resourced.

## **5.7 Implications for each District**

### **Cheltenham**

5.7.1 The strategy for Cheltenham increases the amount of housing growth for the Borough over and above the trend housing forecast; this is consistent with the emphasis on the bulk of development taking place in the County's larger towns. To the north, south and west it is bounded by the Green Belt, whilst to the east it is bounded by the Cotswolds AONB. Development has taken place almost up to the Borough boundary. There are opportunities for development within the urban area over and above existing commitments.

### **Cotswold**

5.7.2 In Cotswold District, the strategy proposes a lower level of housing than the forecast figure. This is considered appropriate for a number of reasons. The District has experienced continued pressure for development throughout the previous Structure Plan period, even though it is an area of restraint. The rate of housing development exceeded the previous Structure Plan allocation by at least 31%, indicating a continued high level of demand for homes in the Cotswolds. The majority of the District (77%) is covered by the Cotswolds AONB and other extensive areas are defined as Special Landscape Areas. Furthermore, given the emphasis in Government Guidance on sustainable development and the environmental quality of the Cotswolds, the reduction on the forecast figure is considered appropriate and it is therefore proposed that the strategy of restraint is continued in the Second Review. In the strategy it is envisaged that development will take place in or adjacent to Cirencester and in other settlements in the District in accordance with Structure Plan policies.

### **Forest of Dean**

5.7.3 The strategy for the Forest of Dean is one of continuing restraint in the northern part of the Forest; whilst in the southern part of the Forest the strategy is one of encouraging economic regeneration. In the southern part of the Forest it is envisaged that the majority of development will

take place in or adjacent to the principal settlements of Cinderford, Lydney and Coleford in accordance with other policies. The southern part of the Forest has traditionally been an area of growth in order to encourage economic regeneration. This forms a sub-strategy for the area, which is to encourage investment and increase the population base to broaden the labour supply and skills, and encourage growth in the service sector. Consequently, the strategy includes a significantly higher level of housing than that forecast.

#### **- Gloucester**

5.7.4 The City Council has carried out a study of the capacity of its area and concluded that the scope for further development within the urban area is limited. Although some windfall development will occur, it will be at a reduced rate to that of recent years.

5.7.5 In the past, Gloucester has been a growth area in terms of accommodating development. It has become an important focal point on the national transport network and has developed as a major sub-regional centre. However, development opportunities are becoming limited with the only relatively unconstrained direction in which the City can grow being southwards. This area is well related to the existing rail network with potential for the opening of a new rail station. It is envisaged that the majority of the development, over and above commitments and windfalls, will take place in this area, i.e. up to the administrative boundary, in this Plan period. Development in this location would assist in meeting the needs of Gloucester in a way which potentially minimises travel demands and encourages more sustainable forms of development.

5.7.6 Any further development within this area would need to be closely related to the provision of an improved public transport system. Scope also exists for the integration of housing and employment areas in close proximity to services and facilities which would reduce the amount of commuting. Development in this area also provides the opportunity for the re-use of previously developed land (MOD land).

#### **- Stroud**

5.7.7 Stroud District is constrained by physical and landscape considerations, and therefore it is proposed that it should not accommodate its full trend housing forecast in this Plan period. It is envisaged that the majority of development will take place within or adjacent to the urban area of Stroud and Stonehouse. Development will also take place in or adjacent to the principal settlements.

5.7.8 In this strategy, some development will also take place within Stroud District at the former Brockworth airfield site. Elsewhere, some development will be located in villages in accordance with Structure Plan policies.

#### **Tewkesbury**

5.7.9 The Borough is constrained and abuts the urban areas of both Cheltenham and Gloucester, whose administrative boundaries are tightly drawn. At the eastern half is the Cotswolds AONB or Special Landscape Area, with Green Belt to the south and River Severn floodplain in the west, which also isolates the land beyond. Notwithstanding its constraints, within the strategy, it is proposed that Tewkesbury Borough will accommodate its development above its trend housing forecast outside the Green Belt. The strategy envisages that the majority of the development will take place in and around Tewkesbury/Ashchurch and some development at the former Brockworth Airfield Site. Elsewhere, some development will be located in villages in accordance with Structure Plan policies.

## **SECTION 6**

### **6 HOUSING**

#### **6.1 Introduction**

6.1.1 The number of houses built reflects the effective demand for housing at any one time. It is generally influenced by economic considerations including incomes, prices and availability of mortgage funds, but also other factors such as choice, supply and location. In addition the trend has been towards smaller households for a number of reasons, including the growing numbers of elderly and their increasing propensity to live independently in their own homes, the dissolution of marriages and increasing numbers of young people living alone.

6.1.2 The building rates have varied across the County and have been generally higher than anticipated. These higher rates of construction are of particular concern in areas where the potential for additional development is becoming more limited. This problem arises mainly in the rural parts of the County, particularly the Cotswolds.

6.1.3 House building in the urban areas of Gloucester, Stroud and Tewkesbury has broadly accorded with policy. Cheltenham has seen a higher number of dwellings than anticipated as has the Cotswolds. Cheltenham Borough Council, Cotswold District Council and Forest of Dean District Council all have adopted District-wide Local Plans. Both Tewkesbury Borough Council and Stroud District Council have prepared deposit Local Plans up to 2011. While Gloucester City and Cotswold District Council have embarked on a review of their Local Plans with the same timescale as the Structure Plan. The Local Plans seek to implement the strategy for these areas as set out in the Structure Plan.

#### **6.2 Promoting a Supply of Land for Housing**

6.2.1 The emphasis is now more clearly on Plan, Monitor and Manage. The Government is committed to promoting a more sustainable patterns of development, through: concentrating most additional housing development within urban areas; making efficient use of land; maximising the re-use of previously developed land and the conversion and re-use of existing buildings; and adopting a sequential approach to determine the phased release of land.

Draft PPG.3 states that:

"Local planning authorities should be able to demonstrate plans for sufficient land for housing and buildings for conversion and re-use, to accommodate likely demand for housing for 5 years, taking into account local housing strategies prepared by local authorities."

6.2.2 The availability of land has been monitored on an annual basis in Gloucestershire since 1981 through the Gloucestershire Residential Land Availability Study. The Study takes into account land with planning permission and land allocated in adopted local plans. It also takes account of land in local plans not yet adopted but which have made significant progress towards adoption.

6.2.3 The Government places great emphasis on the plan-led system but the role that windfall sites have in providing sufficient land for housing needs to be carefully taken into account in the authority's overall planning strategy. Draft PPG.3 recommends that local planning authorities monitor local trends in respect of windfall sites by type of site, location and size. The District-wide Local Plans currently being prepared make an allowance for completions from such sites, as does the Land Availability Study.

#### **Completions and Commitments Since Mid-1991**

6.2.4 The 1999 Housing Land Availability Study indicates that approximately 17,904 dwellings were completed in the period mid- 1991-end 1998, an average of 2,387 dwellings per annum. This rate of development is broadly consistent with that suggested by the Regional Guidance (2,650 dwellings per annum) for the plan period of the Second Review. Figure 4 shows Housing Completions 1991 – 1998.

6.2.5 A significant amount of development has already been granted planning permission or has

been provided for in Local Plans. At the end of 1998 this accounted for a total of 10,060 dwellings. This makes a total contribution of 27,964 dwellings (56%) towards meeting the forecast of 50,000 dwellings for the period 1991-2011.

6.2.6 Taking these completions and commitments into account, and including an assessment for the likely contribution of windfalls during the Plan period (6,500 dwellings), there is a need to provide 15,536 dwellings through new allocations in order to meet the County forecast figure of 50,000 dwellings. (In Table 3 this figure is rounded to the nearest 50 to give a figure of 15,550 dwellings to be provided.)

6.2.7 Table 2 shows the housing forecast by District, together with those built mid-1991 – end 1998, commitments, windfalls and the residual figure needed to meet the forecast level of housing need.

**Table 2 - Housing Forecast:**

<b>District</b>	<b>Forecast 1991- 2011</b>	<b>Completions Mid 1991 End 1998</b>	<b>Commitments Including Local Plan Sites at 1/1/99</b>	<b>Windfalls from 1/1/99</b>	<b>Residual</b>
Cheltenham	6,900	2,302	1,930	970	1,698
Cotswold	8,300	2,344	1,230	1,190	3,536
Forest of Dean	5,800	2,159	1,470	1,120	1,051
Gloucester	9,300	4,747	1,920	1,190	1,443
Stroud	10,600	3,025	1,950	1,230	4,395
Tewkesbury	9,100	3,327	1,560	800	3,413
County	50,000	17,904	10,060	6,500	15,536

Figures from the Housing Land Availability Study 1999. Environment Department, G.C.C.

### **6.3 Government Guidance**

6.3.1 The most pertinent Government Planning Policy Guidance Notes in respect of housing are PPG.3 (and Draft PPG.3), PPG.12, PPG.13 (also Draft PPG.13) and RPG.10. The Government has made it clear through guidance that its intention is to work towards ensuring that development and growth are sustainable. PPG.12 states that:

"The planning system ... has a key role to play in contributing to the Government's strategy for sustainable development by helping to provide for necessary development in locations which do not compromise the ability of future generations to meet their needs."

#### **South West Regional Guidance (RPG.10)**

6.3.2 The South West Regional Planning Guidance (RPG.10) was produced in July 1994 in response to the strategic advice submitted to the Secretary of State by the South West Regional Planning Conference.

6.3.3 The RPG indicates an annual average figure of 2,650 dwellings for Gloucestershire or 53,000 dwellings over the period 1991-2011. RPG.10 states that the figures should be a major consideration in formulating housing provision in structure plans, but they should not be regarded as inflexible targets or as precise requirements for each year. The figures are to be subjected to rigorous testing through the structure plan process. This should take into account the most up-to-date Government population projections, as well as other relevant local economic and environmental considerations and any new information which was not available when this Guidance was prepared.

6.3.4 The RPG provides advice on the location of new housing development. The location, scale

and rate of housing development should be in accordance with the principles of sustainable development. Structure Plans should make realistic assessments of the extent to which the main urban areas can accommodate new development, taking into account constraints within those areas themselves and the surrounding countryside.

6.3.5 The RPG advises that the bulk of new housing development should be concentrated in and around the main urban areas, where future employment, shopping and leisure development will be focused. The best use of land within existing urban areas needs to be balanced with the protection of the historic built environment and of valuable recreational and amenity space.

6.3.6 In rural areas the RPG advises that emphasis should be placed on providing for housing in locations which are within or well related to settlements which have, or can provide, an adequate range of employment opportunities and community services. The RPG recognises that in some areas there is a dispersed settlement pattern of small towns and villages and that there may be less scope in these locations to serve development by public transport. Therefore, it may be necessary to consider to what extent development pressures can be accommodated or to examine the potential for encouraging improved public transport provision. The RPG re-iterates Government advice on affordable housing.

6.3.7 At the time of writing the Regional Planning Guidance for the South West is currently under review and a Regional Examination in Public is to be held in March 2000. The report of the Panel will be submitted to the Secretary of State, who will then consult on any changes to the strategy which may be necessary before issuing the Revised Regional Planning Guidance. The Guidance will then inform the Third Review of the Structure Plan.

## **6.4 Identification of Issues**

### **Amount of New Housing Needed**

6.4.1 The current South West Regional Planning Guidance (RPG) has indicated that an annual average of 2,650 dwellings will be needed in the period 1991-2011, a total of 53,000 dwellings. The more recent 1996 based households projection has supported a reduction to 2,500 dwellings annually, a total of 50,000 dwellings.

### **Implications of Accommodating the Forecast Housing Requirement**

6.4.2 Having forecast how many houses will be required in the County, it was necessary to test whether they could be accommodated and, if so, what options were available in locational terms. Section 5 of the Plan explains how the preferred strategy was prepared. Many factors have influenced this process ranging from the need to meet growth in the local population to the ability of an area to accommodate new development. The strategy of the First Alteration of the Structure Plan sought to ensure a balanced approach by promoting development options in those areas where growth can be accommodated, diverting pressure away from areas of limited capacity and where the environment is of overriding importance. This basic approach is retained in the Second Review but with a greater emphasis on the need for sustainable forms of development.

6.4.3 In deciding how new housing should be distributed, a number of factors have been considered. New developments should make the best use of the existing transport network and also utilise any un-used or under-used land. The landscape needs to be protected and the loss of good quality farmland minimised. There is now an increasingly important but less easily definable objective - that new development is energy efficient in that it is located where it might help to reduce dependence on the private car, particularly for journeys to work. The Structure Plan cannot, nor should not, seek to compel individuals to live close to their work, but it can ensure that areas of new housing are located as conveniently as possible in relation to the main centres of employment.

6.4.4 Current Central Government advice on land use planning and sustainable development is to guide new development to locations which reduce the need for car journeys and distances driven, or which permit the choice of more energy-efficient public transport as well as cycling and walking, as alternatives to the private car.

6.4.5 Sustainable development appears most likely to be successfully achieved in a strategy which involves an element of concentration in and around existing major settlements. Therefore, if we are to move towards "*Gloucestershire Living Sustainably*", then the majority of development will need to be concentrated within the Central Severn Vale - (which is defined as the Districts of Gloucester City, Cheltenham Borough and those parts of Tewkesbury Borough and Stroud District in close proximity to Cheltenham and Gloucester which can be easily and viably served by public transport). The strategy seeks to maximise the use of brownfield sites, together with greenfield sites well related to existing urban areas - some development will take place within and adjacent to towns and villages.

All locations for new development should be consistent with the Plan's overall objectives and policies and directed at meeting the housing needs of Gloucestershire whilst minimising any detrimental effect on the environment.

6.4.6 Affordable housing remains an important issue. Rising house prices in relation to incomes, coupled with the shrinking of the local authority housing stock and limited activity due to the financial constraints imposed on the activities of housing associations, have made it difficult for many people to obtain satisfactory accommodation. The Structure Plan Second Review has considered ways in which its policies can also contribute to the provision of affordable housing.

## **6.5 Policies**

### **Overall Level of Provision**

#### **Policy H.1**

**Provision should be made for about 50,000 new dwellings in the County between 1991 and 2011.**

6.5.1 The overall provision for Gloucestershire during the Plan period 1991-2011 is 50,000 dwellings, an annual average of 2,500 dwellings. The figure is based on the latest forecasts of population and households carried out by the Department of the Environment, Transport and Regions (DETR).

#### **Policy H.2**

##### **Distribution of Provision**

**The overall housing provision will be distributed within the individual Districts as follows:**

**Cheltenham about 7,350 dwellings**

**Cotswold about 6,150 dwellings**

**Forest of Dean about 6,950 dwellings**

**Gloucester about 10,250 dwellings**

**Stroud about 9,400 dwellings**

**Tewkesbury about 9,900 dwellings**

6.5.2 This policy makes provision for residential development within each District (and therefore within the County boundary) according to the requirements of the strategy and the ability of individual Districts to accommodate further residential development. Both Gloucester and Cheltenham Districts, in accordance with the strategy of urban focus are to accommodate development above their forecast needs. Figure 5 shows the housing policy provision by District. Table 3 shows the housing policy provision by District and the remaining dwellings to be provided in the Plan period.

**Table 3 - Policy Provision (Housing)**

(i)	(ii)	(iii)	(iv)	(v)
<b>District</b>	<b>Policy</b>	<b>Currently</b>	<b>Windfalls</b>	<b>Dwellings</b>
<b>Cheltenham</b>	7,350	4,250	970	2,130
<b>Cotswold</b>	6,150	3,550	1,190	1,410
<b>Forest of Dean</b>	6,950	3,600	1,120	2,230

<b>Forest of Dean</b>	6,950	3,600	1,120	2,230
<b>Gloucester</b>	10,250	6,650	1,190	2,410
<b>Stroud</b>	9,400	5,000	1,230	3,170
<b>Tewkesbury</b>	9,900	4,900	800	4,200
<b>County</b>	<b>50,000</b>	<b>27,950 *</b>	<b>6,500</b>	<b>15,550</b>

Column (ii) is the Policy Provision

Column (iii) is the Total of Completions mid 1991 - end 1998, plus Total Commitments and Local Plan Sites, as of 1 Jan. 1999 (\*indicates rounded to the nearest 50).

Column (iv) is Windfalls as of 1 Jan. 1999.

Column (v) is Column (ii) minus Columns (iii) and (iv) and shows the

dwelling to be provided for over and above existing Supply (Column (iii)) and Windfalls (Column (iv)).

Source: Housing Land Availability Study 1999. Environment Department, G.C.C.

### **Policy H.3**

#### **Phasing**

**Land should be released in phases in local plans where this can be justified:**

**(a) by infrastructure considerations or;**

**(b) in environmentally constrained areas, where there is evidence that severe development pressures would lead to the early exhaustion of total planned housing provision.**

**Phasing will need to be sufficiently flexible to take account of changes in land supply including the emergence of unidentified sites.**

6.5.3 In approving the First Alteration, the Secretary of State for the Environment was satisfied that in some areas of the County there were sound reasons for resisting the strong pressures for growth, which would lead to the exhaustion of planned housing provision in some locations early in the Plan period. In a County such as Gloucestershire it is considered that this approach is applicable over the whole County. Such a policy will enable local plans to include the release of land in phases. In the Draft PPG.3 the Government recognises the need for local planning authorities to determine the phasing of release of development sites. It does not expect greenfield sites to be released for development until the following options have been considered for providing additional housing:

- "using those previously-developed sites within the urban area that can use existing physical and social infrastructure and which have ready access by non car modes to jobs, shops and other services;
- exploiting fully the potential for better use and conversion of existing dwellings and non residential premises;
- raising the density of development in and around existing centres and other areas with good public transport accessibility;
- releasing land held for alternative uses, such as employment, which exceeds likely realistic requirements; and
- identifying areas where, through land assembly, area-wide redevelopment or renewal can be promoted."



#### **Policy H.4**

**Most residential development will be provided in the Central Severn Vale. Development should be provided in locations where employment, leisure, commercial and community facilities can be integrated and where there are opportunities to maximise the use of public transport. In providing for residential development priority will be given to development within Gloucester and Cheltenham and then to locations adjacent or close by which are or can be easily and conveniently accessed by means of transport other than the private car.**

**In those areas of Tewkesbury Borough and Stroud District outside the Central Severn Vale development will mostly be provided within and adjacent to the existing towns of Tewkesbury/Ashchurch and Stroud/Stonehouse.**

**In the Forest of Dean District, development serving the needs of the District will mostly be provided within and adjacent to Cinderford, Coleford and Lydney, in accordance with Policies S.1–S.7.**

**In Cotswold District, development serving the needs of the District will mostly be provided within and adjacent to Cirencester, development in other settlements will only be provided where environmental and other constraints can be satisfactorily accommodated in accordance with Policies S.1- S.7.**

6.5.4 The Structure Plan recognises the economic and natural hub of the County as the Central Severn Vale (CSV). In view of the strategy of moving towards sustainability, residential development should take place in the CSV, (which is defined as the Districts of Gloucester City, Cheltenham Borough and those parts of Tewkesbury Borough and Stroud District in close proximity to Cheltenham and Gloucester which can be easily and conveniently accessed by public transport); with priority being given to development within Gloucester and Cheltenham, and then to locations adjacent or close by. It is here that opportunities exist for maximising employment investment and where it is most likely to continue, and where there is the greatest potential use of public transport as an alternative to the private car. Extended journeys to work have high energy, financial and social costs which can be limited when a range of job opportunities are available locally. In particular, the major urban areas function as the important service centres of the County. Therefore, the accessibility of the population to a variety of shopping and community facilities can be ensured. The population will be able to make the best use of existing infrastructure and have a greater potential to be served by public transport.

6.5.5 The Examination in Public Panel considered that it was in the Central Severn Vale that the resident work force is less concentrated, leading to greater commuting. The Panel considered that the Structure Plan should build upon the area's strengths and facilitate its success in a sustainable manner by providing for the bulk of development in the Central Severn Vale. This view is consistent with Government Guidance. RPG.10 paragraph 6.7 states that:

"In accordance with the principles set out earlier in this guidance, the bulk of new housing development should be concentrated in and around the main urban areas, where future employment, shopping and leisure development will also be focused."

6.5.6 The Government's objectives are set out in Draft PPG.3 which states that:

"New housing should be well-designed and accommodated principally in existing towns and cities."

6.5.7 In view of the strategy of moving towards sustainability, outside the Central Severn Vale, it is considered that the majority of residential development should be located within and adjacent to the existing towns of Stroud/Stonehouse, Tewkesbury/Ashchurch, in the Forest of Dean within and adjacent to Cinderford, Lydney and Coleford and in Cotswold District within and adjacent to Cirencester in accordance with the strategy policies. The Panel concluded that there was no compelling evidence presented at the Examination in Public to conclude that the area of Stroud/Stonehouse was incapable of accommodating much of the District's allocation. It is a matter for the District Council through the Local Plan to decide the most appropriate sites for development which would be consistent with the strategic guidance as set out in the Structure Plan. In Tewkesbury Borough the Panel concluded that the general Tewkesbury/Ashchurch area represents one where significant housing development should be provided in association with employment development. In Cotswold District, particularly recognising the constraints, development in other settlements will only be provided where other constraints can be satisfactorily accommodated in accordance with the strategy policies. As outlined in the Strategy section, the strategy for the Cotswolds is one of restraint.

6.5.8 The rural Districts contain a number of principal settlements which, as referred to in Policy S.2,

should be identified in local plans, these settlements would form the focal points for a scale of development which is consistent with the character and function of the settlement, and support local services and the social and economic well-being of local communities (see Policy S.2). The Panel envisaged any growth at principal settlements to be commensurate with the settlement's size, function, character and transport network, provided suitable employment opportunities existed or could be made available. The reference to "serving the needs of the District " in respect of both Cotswold District and the Forest of Dean District refers to needs to implement the Structure Plan strategy and not to purely cater for demand where it arises.

#### **Policy H.5**

**In accordance with Policy S.1, Local Plans should make provision for development at Quedgeley and south of Brockworth for major extensions to the urban area that:**

- a. Provide for an appropriate mix of housing, employment, open space and community facilities and services;**
- b. Integrate and where possible improve existing local community facilities and services, including maximising opportunities for walking, cycling and the use of public transport;**
- c. Incorporate measures to reduce road traffic; and**
- d. Provide for public transport that integrates the areas with the existing urban area within the Central Severn Vale, particularly the centres of Cheltenham and Gloucester and employment locations.**

6.5.9 In Draft PPG.3 it is stated the Government does not accept that any substantial new development, whether a town extension, village expansion or new settlement should be exclusively about housing. There is an absolute requirement for any such developments to be planned as a community with mixed uses, including adequate shops, employment and services. Given the scale of development envisaged in the above areas it is considered appropriate to provide strategic guidance. Planned extensions to existing urban areas are likely to prove the next most sustainable option after building on appropriate sites within urban areas. This is especially the case when it is possible to utilise existing physical and social infrastructure, there is good access to public transport (or where new public transport provision can be planned into the development) and there is good access to jobs, schools, and shopping and leisure facilities.

6.5.10 The policy provides for the development of urban extensions to Gloucester, and states that provision should be made for mixed development, which integrates and improves existing services including access to public transport. Both areas offer the opportunity to integrate employment, residential and other facilities and the transportation network on the edge of the existing urban area. The policy therefore provides guidance for development in local plans, there is a need for a co-ordinated approach between the authorities where development takes place across the district boundaries.

#### **Policy H.6**

##### **Development in Villages**

**In rural areas residential development should be well integrated with the existing form and framework of settlements without adverse impact on the setting of the settlement or intrusion into the surrounding countryside. Provision should be confined to those settlements that:**

- a. have access to or can provide a range of employment opportunities to meet local needs;**
- b. have access or potential access to community facilities and services; and**
- c. are well served by public transport services.**

6.5.11 Policy H.6 relates to villages throughout the County. The policy reflects the strategy and the move towards a sustainable environment as already referred to in the Strategy section and in particular to Policy S.4 which states that development in rural settlements should be limited in scale, and sustain and enhance the character and appearance and the social and economic well-being of

local communities. The Panel concluded that the inclusion of the words "or can provide a range of employment" would provide suitable flexibility to facilitate appropriate economic development to support the local community reflecting Planning Policy Guidance Note 7 "*The Countryside - Environmental Quality and Economic and Social Development*" (PPG.7, February 1997). RPG.10 supports this view and states that emphasis should be placed on providing for housing in locations which are within or well related to settlements, which have or can provide an adequate range of employment opportunities and community facilities. Draft PPG.3 recognises that locating significant additional housing in villages may not be a particularly sustainable option, therefore this should be limited to circumstances where:-

- "it can be demonstrated that additional housing will support local services, such as schools or shops, which could become unviable without modest growth;
- additional houses are needed to meet local needs, such as affordable housing, which will help secure a mixed and balanced community;
- the development will be designed sympathetically and laid out in keeping with the character of the village."

6.5.12 PPG.7 explicitly recognises that some villages, due to factors such as their size, existing facilities and location, have the scope to develop in a way which is compatible with sustainability objectives, and that they will have a key contribution to make to what is primarily an urban-based strategy. However, it should also be noted the advice in RPG.10, which clearly states that:

"Development in rural areas should not be at the expense of the Region's important environmental assets ... Development which reinforces a scattered pattern of small rural settlements is unlikely to be consistent with the aim of achieving sustainable development."

6.5.13 In accordance with the principles of sustainable development, a greater degree of self-containment of existing villages is sought in order both to reduce the number of car-borne journeys and to encourage community life. This can help to overcome the situation where many villages serve as dormitory areas for the urban areas.

6.5.14 Additional housing in villages, especially those which have little public transport provision, tends to increase the level of commuting by car. It is therefore essential that villages where housing developments are proposed are well served by public transport. Reference should also be made to Transport Policy T.1.

6.5.15 It is acknowledged that not all rural settlements serve the same function. It will be for the District Councils through the preparation of local plans to define the role and function of settlements. The District Councils during their local plan processes will identify the opportunities and locations for residential development.

## **Policy H.7**

### **Affordable Housing**

**Provision should be made to meet the needs of those unable to compete in the housing market. Such provision should meet a demonstrable local need and any housing so provided should be available to successive occupiers who need affordable accommodation.**

6.5.16 The County Council is concerned about the increasing difficulties of securing access to affordable housing throughout Gloucestershire. The availability of affordable housing to meet local needs is an important issue in both urban and rural areas.

6.5.17 Existing PPG.3 provides guidance in respect of affordable housing, this was followed by the publication of a draft explanatory note on Planning and Affordable Housing in December 1992 and by Circular 13/96 "*Planning and Affordable Housing*" which supplements PPG.3 by amplifying the Government's preferred approach to planning and affordable housing. This Circular was replaced by Circular 6/98 "*Planning and Affordable Housing*" which was intended to provide a clearer framework for preparing planning policies on affordable housing. Since then the Draft PPG.3 has been produced, however, the advice in Circular 6/98 remains unchanged. PPG.3 (1992) states that:

"A Community's need for affordable housing is a material planning consideration which may properly be taken into account in formulating development plan policies".

6.5.18 Whether any particular village is suitable for affordable housing will be for the District Councils to decide. The District Councils have undertaken Local Needs Surveys. In all cases the scale, siting and type of proposals will be of special significance in relation to the character of the settlement. Account will also need to be taken of open spaces and views and the amount and impact of housing already constructed or committed. Account will need to be taken of infrastructure requirements and access to services. Measures will need to be taken to ensure that the benefits of affordable housing accrue to subsequent as well as initial occupiers.

6.5.19 The advice in RPG.10 is that local planning authorities should carry out assessments of the need for affordable housing in their areas in order to provide a firm basis for local development plan policies. Plans should not rely heavily on rural 'exceptions' schemes to meet the need for affordable housing in rural areas. The Government expects the great majority of affordable housing schemes to be met through planned sites and not by "rural exceptions" schemes. However, the Government acknowledges that many rural areas face particular difficulties in securing an adequate supply of land for affordable housing for local needs. Where there is a demonstrable lack of affordable housing to meet local needs, as demonstrated by up-to-date assessments of local need, which cannot otherwise be met by means of provision in the Plan, local planning authorities in rural areas should consider including a 'rural exceptions policy' in their local plans. In such situations, which do not apply in urban areas, policies can provide for the very limited release of small sites for affordable housing within or adjoining existing villages to meet defined and assessed local need.

6.5.20 The implementation of these schemes will be a matter for local judgment and it will be the responsibility of the District Councils in local plans to define what may be acceptable as "small-scale". It will be inappropriate for policies to identify particular sites and allocate them for affordable housing in local plans. The basis of the policy is essentially one of permitting very limited exceptions to established policies of restraint, not the creation of a new form of development plan allocation. The amount of exceptions sites that will be released cannot be predicted at the start of the Plan period and therefore housing provided on exceptions sites should be regarded as additional to the provision in the development plan.

6.5.21 Mixed developments, consisting partly of high value housing used to offset a lower return on low cost housing on the same site, would not be appropriate on "off-plan" sites in rural areas. However, developers may cross-subsidise affordable housing in windfall sites in urban areas.

6.5.22 Housing Associations play a major role but they are not the only means of ensuring that the benefits of affordable housing are enjoyed by successive as well as initial occupants. Where necessary conditions or planning obligations will be able to be used and forthcoming legislative changes announced in the recent Housing White Paper will widen the options available.

6.5.23 Affordable housing will be encouraged in larger housing schemes within the urban areas and in the principal settlements. Although such housing coming forward will not be considered as exceptional to the overall provision.

#### **Policy H.8**

**Provision should be made for a range of dwellings in terms of location and size to meet local requirements.**

6.5.24 The forecast of housing provision takes account of the need to provide not just for growth in households but also for such aspects as reducing sharing. It is considered important that such issues are addressed in order to meet particular requirements in the provision of housing. In recognising that this issue is of concern county-wide, the policy seeks to provide a wide range of dwellings in order to meet the requirements and aspirations of the population. It is therefore considered that new housing development on a substantial scale in both urban and rural areas should incorporate a reasonable mix and balance of house types and sizes to cater for a range of housing needs. The County Council will give consideration to the need to provide supplementary planning guidance to address this, this would then provide guidance for District Councils to be more specific in their local plans.

#### **Policy H.9**

**Provision should be made for residential densities at a level which makes the best use of land consistent with environmental considerations.**

6.5.25 This policy is concerned with the optimum use of land. This is of great importance in a County with attractive countryside which is under pressure for development. A balance needs to be struck between densities, which control the amount of land lost to development, and the need to

provide satisfactory residential environments. Furthermore, it is essential that types of new housing are matched more closely to the identified needs of an area. Residential density controls the general character and concentration of any development and, therefore, determines that part of the housing market to which the scheme will contribute.

6.5.26 The County Council does not intend to set down specific residential density guidelines. The actual density most appropriate to a particular development can best be determined by the District Council within the general objectives outlined above, and with regard to the environmental and other characteristics of the site.

## **Policy H.10**

### **Provision for Travellers**

**Provision should be made for the residential and transitory needs of travellers residing in or resorting to the County by the release of small areas of land well related to areas of proven need.**

**All sites should be well related to local services and facilities and be located so as to minimise significant adverse effects on other existing uses and on the environment.**

6.5.27 The frequently quoted definition for sustainable development expressed in the Brundtland Report includes meeting the needs of present and future generations. One such need is for accommodation. In the context of the 'settled population', this need is expressed in the search for a place in which to live on a more or less permanent basis; whereas in the context of travelling people, this need is reflected in the search for a place in which to live often on a more temporary basis. In the context of this policy 'proven need' is need identified by continual use of land in an area.

6.5.28 A key role of the Structure Plan is to guide the provision of housing for the 'settled population' at a strategic level. However, the role of the Structure Plan in strategically guiding the provision of sites to serve travelling people in the County has not been considered previously. The Second Review of the Plan presents an opportunity to redress this imbalance.

6.5.29 In January 1996, the County Council's Strategy and Resource Committee adopted a Policy Framework covering aspects of policy relating to travellers, including unauthorised encampments and site provision. It was prepared in full consultation with the District Councils and a number of voluntary organisations, representing a wide range of interests. The framework interprets 'Travellers' as "all persons who have a nomadic lifestyle regardless of purpose for all, or part of, the year". However site provision is determined on the basis of whether travellers 'reside in or resort to the area', and it is this interpretation that is used in Policy H.10. The travellers policy was revisited in the first half of 1999, some marginal changes were made but the essence of the policy remains the same.

6.5.30 The intention of Policy H.10 is to facilitate the provision of sites, which respond to travellers' needs for accommodation. To this extent, and in accordance with guidance in Circular 1/94, applications relating to land owned by travellers or by relevant third party agencies and landowners will be encouraged.

6.5.31 In addition to meeting travellers' needs, it is important that all proposed sites and stopping places respect the character of the local environment, as advised in Circular 1/94. To this extent, all proposals should accord with the provisions of policies relating to the Natural and Historic Environment section. Proposed sites and stopping places should seek to utilise vacant or under-used land in preference to making use of 'greenfield' locations, in order to conserve the County's land resource and thereby contribute towards sustainable development. Generally, travellers needs will be most effectively addressed where provision is well related to settlements which offer schools, shops and medical facilities, either by being within walking distance of these facilities or otherwise well connected to them by public transport services.

6.5.32 In relation to proposals for transit sites and emergency stopping places, travellers' needs will tend to be best served where provision is closely related to routes via which they habitually travel. In this context, the most urgent current requirement is for a transit site either within or in close proximity to the City of Gloucester. The existing transit site at Moreton Valence is frequently full, although numbers using the site fluctuate. The frequent incidence of illegal encampments in and around the City points to the urgency of finding a suitable location for a further transit site within the Gloucester area.

6.5.33 It is envisaged that sites coming forward as a result of Policy H.10 will be small in scale in order that they might be readily assimilated within local environmental and infrastructure capacities. Detailed policies relating to considerations of visual impact, amenity, highway access and utility servicing will be included in local plans.

## SECTION 7

### 7 EMPLOYMENT

#### 7.1 Introduction

7.1.1 The Structure Plan strategy aims to secure a balanced economy by providing for employment needs commensurate with housing growth over the Plan period. Government policy emphasises the need for a wide choice of employment sites, but also promotes patterns of employment which minimise the need to travel and encourage walking, cycling and public transport.

7.1.2 Land for employment uses in this Plan means land for development in the Use Classes B.1, B.2 and B.8; i.e. business use including office and light industry, general industry and storage and distribution.

#### 7.2 Policies

##### District Employment Land Provision

##### Policy E.1

**Provision will be made for a choice of employment sites to provide for flexibility and competition in meeting the social and economic needs of communities. This will be encouraged by the provision of employment land in each District in accordance with the following indicative distribution:**

-

<b>Cheltenham</b>	<b>about</b>	<b>12 hectares</b>
<b>Cotswold</b>	<b>about</b>	<b>65 hectares</b>
<b>Forest of Dean</b>	<b>about</b>	<b>75 hectares</b>
<b>Gloucester</b>	<b>about</b>	<b>95 hectares</b>
<b>Stroud</b>	<b>about</b>	<b>100 hectares</b>
<b>Tewkesbury</b>	<b>about</b>	<b>160 hectares</b>

7.2.1 The aim of this policy is not to allocate an amount of land equivalent to that likely to be taken up in the Plan period, but to provide a supply through the local plan process which will not constrain investment. This needs to take into account the need to provide a range of sites in terms of quality and locations in both local plan allocations and development proposals. Consequently the employment land estimates are not to be used with mathematical exactitude, nor as targets, as they represent an indicative distribution only. Providing indicative employment provision will require more emphasis on monitoring and review of local plan employment provision. To assist in this it is proposed that the County Council co-ordinate regular employment land availability studies.

7.2.2 The indicative allocation for the Districts is considered to strike the right balance with the proposed housing distribution, taking into account existing commitments and the need to provide for a choice of employment sites. The figures represent a net increase over land in employment use at the beginning of the Plan period. If land in employment use at the beginning of the Plan period is lost to any other use, District Councils may need to allocate land elsewhere to compensate in terms of numbers employed. The figures do, however, allow for possible job losses on land which remains in

employment use. Net completions mid-1991 – mid-1999 and existing commitments (including planning permissions and Local Plan allocations) as at mid-1999 are shown in Table 4. Figure 6 shows the employment land policy provision by District.

**Table 4: Land for Employment Uses (all figures in hectares):**

District	Structure Plan Provision 1991-2011	Net Completions mid 1991 – mid 1999	Commitments as at mid 1999
Cheltenham	About 12	-3.8	1.6*
Cotswold	About 65	13.5	36.1
Forest of Dean	About 75	11.4	42.0
Gloucester	About 95	-8.5**	78.8**
Stroud	About 100	0.7***	100.4***
Tewkesbury	About 160	47.5	181.7

\* This does not take into account 2.36 hectares (on 3 sites) which are currently in employment use, but are anticipated to be lost to other uses before the end of the Plan period.

\*\* Figures are based on the period mid-1991–end-1997 for completions and end-1997 for commitments.

\*\*\* Figures are based on the beginning of the respective years, not the middle.

Source: All District Councils, 1999.

## **Policy E.2**

### **Location of Most Employment Development**

Most employment development will be in the Central Severn Vale. Brockworth and Quedgeley are identified as key strategic employment locations where land will be reserved for long-term employment needs. Employment development should be provided in locations where housing, commercial, leisure and community facilities can be integrated and wherever possible improved, including maximising opportunities to use public transport.

**In providing for employment uses priority will be given to development within Gloucester and Cheltenham and then to locations adjacent or close by which are or can be easily and conveniently accessed by means of transport other than the private car, in accordance with Policies S.1 – S.7.**

**In Tewkesbury Borough outside the Central Severn Vale, development serving the needs of the Borough will be provided mostly in Tewkesbury/Ashchurch.**

**In Stroud District outside the Central Severn Vale, development serving the needs of the District will be provided mostly in Stroud/Stonehouse. Development in other settlements will only be provided where environmental and other constraints can satisfactorily be accommodated in accordance with Policies S.1 – S.7.**

**In Forest of Dean District development serving the needs of the District will be mostly provided in and adjacent to Cinderford, Coleford and Lydney in accordance with Policies S.1 – S.7.**

**In Cotswold District development serving the needs of the District will mostly be provided in and adjacent to Cirencester. Development in other settlements will only be provided where environmental and other constraints can satisfactorily be accommodated in accordance with Policies S.1 – S.7.**

7.2.3 The Plan reflects the need to provide major employment provision to serve the main urban areas and focuses new employment provision in the Central Severn Vale (CSV). The CSV is defined as the Districts of Gloucester City and Cheltenham Borough and those parts of Tewkesbury Borough and Stroud District in close proximity to Cheltenham and Gloucester which can be easily and conveniently accessed by public transport. The Plan also stresses the importance of integrating employment provision with housing, commercial development, leisure and community facilities.

7.2.4 Key strategic employment locations for high quality employment development which are large enough to be of County-wide significance and to attract inward investment are to be identified in local plans at Brockworth and Quedgeley. Due to the potential scale and nature of these key strategic locations, they are seen to be meeting the employment needs of the County in the Plan period. In areas outside the CSV in other Districts, developments serving the needs of the Districts will be provided in the listed settlements.

### **Policy E.3**

#### **Distribution and Warehousing**

**Priority should be given to the development of sites for Class (B.8) Distribution and Warehousing uses at locations that have the potential to be served from wharves, harbours or railway sidings. All development for such uses should be located on sites that are readily accessible from the primary route network.**

7.2.5 Government guidance is that extensive distribution uses which generate large amounts of traffic should be located away from urban areas, where the nature of the traffic is likely to cause congestion. In identifying sites in local plans or considering development proposals it is also important that priority is given to the use of sites which offer prospects for more sustainable transport in the long term, including that by rail and water transport. Such uses should be readily accessible, but avoid direct access, to the primary road network.

### **Policy E.4**

#### **Rural Commercial and Industrial Development**

Commercial and industrial development within and adjacent to villages will be appropriate in scale and well integrated with the existing form and framework of settlements, local employment needs, and to local services and infrastructure, especially public transport.

**Commercial and industrial development in the open countryside will be strictly controlled and restricted to small scale sensitive enterprises which are essential to agriculture or forestry or other rural industries, or which re-use existing buildings in a manner which maintains or enhances the character and appearance of the surroundings. Local Plans will set criteria for the consideration of proposals to extend existing business premises in the countryside.**

7.2.6 Provision for employment in sustainable locations will be a key component in achieving the Plan's objectives to minimise greenfield development and to reduce the need to travel. Employment uses outside of urban areas will need to demonstrate that there are specific reasons why a rural location is necessary. The Structure Plan acknowledges that the future success and prosperity of rural communities depends on the regeneration, restructuring and expansion of existing enterprises along with provision for new initiatives. Concentrating rural employment development in villages will minimise its impact on the open countryside, locate jobs nearer to where many rural residents live, increase the potential for public transport provision and help sustain the rural economy by supporting rural facilities, such as village stores and post offices. However, development in rural areas will also need to be related to local needs - otherwise urban sites with better accessibility should be given priority as locations for employment uses. Whilst generally not appropriate in rural areas proposals for larger scale enterprises in the open countryside would have to meet all of the requirements of those which are small-scale and be dealt with on their own specific merits.

### **Policy E.5**

#### **Existing Employment Sites**

Existing employment sites will be safeguarded for employment use except where the site is not required to meet existing or future employment needs, where employment use creates unacceptable environmental or traffic problems, or an alternative use or mixed-use development would offer local community benefits which outweigh the loss of the employment use.

7.2.7 The Government's preference for the use of urban and brownfield land for housing development must not be at the expense of other employment and economic objectives of the Plan. Employment sites should be safeguarded in local plans to maintain confidence in local economies, to promote investment and stimulate new activities and economic regeneration. Only where it can be



demonstrated that a site is not required for existing or future employment needs, its local environmental impact is unacceptable or the advantages of alternative development would outweigh any loss, should existing employment sites be lost to other uses.

**Policy E.6**

**Safeguarding Employment Land**

Land designated or committed for employment use should not be used for retail or other development where it would limit the range and quality of available employment sites.

7.2.8 Provision for employment over the Plan period will require that land is allocated or reserved possibly some time in advance of it being required for development. Given the need to provide a range of sites in terms of location and size, local plan policies should seek to protect land designated or committed for employment use from other uses where this would impair the provision for future employment needs.

## SECTION 8

### 8 TRANSPORT

#### 8.1 National Trends and Policies

8.1.1 There has been a huge growth in road traffic in Britain since the Second World War. Passenger travel by car and van has increased tenfold, and freight movement by road has increased by almost five times. Government forecasts (based on the assumption that present trends will continue) are for traffic to have increased by a further 17% to 39% in 2011, and by 32% to 71% in 2025, compared with 1996.

8.1.2 This enormous rise in car and lorry traffic has resulted partly from economic growth, and partly from transport and land-use policies. The provision of additional road capacity to meet forecast demand has enabled, and in many cases stimulated, traffic growth. At the same time the tendency for new development, whether of employment, retail or residential premises, to locate on dispersed suburban or out-of-town sites, has further stimulated car use.

8.1.3 It is now almost universally recognised that the environmental and social costs of increased road traffic on this scale are unacceptable, and that policies must be adopted to slow down and reverse the rate of growth. At an international level, following the Framework Convention on Climate Change agreed at Rio de Janeiro in 1992, and its successor Kyoto Protocol of 1997, the Government is committed to achieving a 20% cut in CO<sub>2</sub> emissions between 1990 and 2010. The Government's "*Strategy for Sustainable Development*", published in May 1999, recognises that this will require action to reduce emissions from transport sources, including reducing the need to travel by car.

8.1.4 At a national level, the Government published its White Paper on the "*Future of Transport*" in July 1998. This sets out a number of the main problems arising from current levels of road traffic: air pollution, leading to thousands of premature deaths every year; climate change, leading to unpredictable extremes of weather; too many people killed and injured on the roads; congestion and unreliability of journeys, adding to the costs of business. The White Paper proposes an Integrated Transport Policy to overcome these problems. This will integrate transport with environmental policy, with land-use planning, and with policies for education, health and wealth creation, and promote integration between different types of transport.

8.1.5 The Government has also changed the emphasis of transport spending, most notably through a series of reviews of the national road programme which have resulted in the withdrawal of a large number of schemes. The Road Traffic Reduction Act 1997 requires all local highway authorities to prepare forecasts for the growth of traffic in their areas, and either targets and policies for reducing this growth, or a statement as to why they consider these inappropriate. The Road Traffic Reduction (National Targets) Act 1998 requires the Government to consider setting national traffic reduction targets.

8.1.6 Government PPG's place increasing emphasis on sustainability in land-use and transport planning. This emphasis is summarised in Planning Policy Guidance Note 1 "*General Policy and Principles*" (PPG.1, February 1997) in the following terms:

In order to achieve sustainable patterns of development and to help reduce the environmental impacts of transport, local authorities should integrate their transport programmes and land-use policies in ways which help to:

- reduce growth in the length and number of motorised journeys;
- encourage alternative means of travel which have less environmental impact; and
- reduce reliance on the private car.

The key objectives for the planning system are to:

- influence the location of different types of development relative to transport use (and vice-versa); and
- foster forms of development which encourage walking, cycling and public transport use.

## **8.2 A Policy Framework for Gloucestershire**

8.2.1 Traffic growth in Gloucestershire has broadly followed the national trends outlined above, affecting the environmental quality of both urban and rural areas, and contributing to global ecological damage. The former Countryside Commission, in its 1992 report "*Road Traffic and the Countryside*", forecast that traffic growth in rural areas will outstrip growth in urban areas in the future, owing to the effects of urban congestion.

8.2.2 In response to these trends, in March 1996 the County Council's Environment Committee adopted a Transport Plan for Gloucestershire which sought to reduce growth in car use and promote the use of walking, cycling and public transport. This Transport Plan was replaced in July 1999 by the County Council's first Local Transport Plan, prepared in accordance with the new system of local transport funding introduced by the Government in the Transport White Paper.

8.2.3 The Local Transport Plan contains a series of fifteen objectives for transport in the County. These objectives form the basis for a series of topic and area strategies which explain the actions the County Council, in partnership with other agencies, will take to achieve the objectives. The Local Transport Plan also includes a series of targets, which will focus effort on implementing the Plan, and form the basis for monitoring progress. Key targets include reducing the number of fatal and serious road accident casualties, achieving a shift from car to other modes of transport for journeys to work, and reducing the rate of traffic growth.

8.2.4 The Structure Plan Transport policies, which are set out below, form an integral part of the overall strategy of the Structure Plan, and complement the Local Transport Plan. In accordance with Government guidance, they concentrate on the land-use implications of transport policy and the management of traffic. Their overall thrust is to plan development so as to reduce the need to travel, to develop facilities to promote alternative modes of transport to the car, and to restrain unnecessary car use. There are also policies to encourage the transport of freight by rail and water, and to control lorry movements, particularly in environmentally-sensitive areas.

8.2.5 It is now clear that the assumptions made in preparing the Structure Plan First Alteration as to the availability of transport capital for major schemes were over-optimistic. As a result, progress on many of the schemes included in the First Alteration has been retarded. In the Transport White Paper, the Government made it clear that, since new roads can lead to more traffic, all plausible options need to be considered before a new road is built. The County Council agrees that roads should not be constructed simply in order to meet increasing demand, and that new road construction must be justified in relation to economic, social and environmental objectives. Hence the list of strategic road schemes set out in Policy T.10 below is significantly reduced when compared with the corresponding list in the First Alteration. Appendix 1 documents the processes that have led to the removal of previously proposed schemes.

## **8.3 Policies**

### **Policy T.1**

#### **New Development and the Transport System**

**New development should be located so as to minimise the length and number of motorised journeys, and encourage the use of public transport, cycling and walking. New development should be genuinely accessible by these modes of transport as alternatives to the car.**

8.3.1 Policy T.1 reflects the guidance given in PPG.13, paragraph 1.7, which states that:

"Development plans should aim to reduce the need to travel, especially by car, by:

- influencing the location of different types of development relative to transport provision (and vice versa); and
- fostering forms of development which encourage walking, cycling and public transport use."
- Similar guidance is given in Draft revised PPG.13, published in October 1999.

8.3.2 In identifying sites for development in local plans and in considering planning applications, District Councils should ensure that appropriate levels of pedestrian, cycle and public transport accessibility already exist, or will be provided in conjunction with the development. Where necessary, contributions should be sought from developers through Section 106 Agreements to achieve this, and local plans should include policies to this effect (see also Policy S.5). Contributions for this purpose are specifically referred to PPG.13, paragraph 4.27 (and in Draft revised PPG.13); PPG.6, paragraph 4.6; and paragraphs B10 and B14 of Circular 1/97 "*Planning Obligations*".

8.3.3 It is also important that new developments are designed and laid out in ways that facilitate walking, cycling and the use of public transport. Again, local plans should contain policies to this effect. Guidance on appropriate design and layout is provided in the County Council's publication "*Highway Requirements for Development*" April 1999; the DETR publication "*Places, Streets and Movement*" September 1998; and in the Institute of Highways and Transportation's "*Guidelines for Planning for Public Transport in New Developments*" March 1999.

8.3.4 Local plans should also make it clear that development will not be permitted where the associated traffic would reduce highway safety, cause unacceptable levels of congestion, or otherwise adversely affect the operation of the road network, unless measures are provided in association with the development to overcome these effects.

## **Policy T.2**

### **Walking**

**Walking will be promoted by the development of a network of safe and convenient pedestrian routes, and by the provision of traffic-calming, pedestrian priority and traffic-free areas. The needs of people with impaired mobility will be fully taken into account.**

8.3.5 Figures from the Government's National Travel Survey show that the average distance people walk is getting shorter every year. This is undesirable, not only from the point of view of encouraging alternatives to car use, but also because it is linked to lower levels of fitness, less road safety awareness among children, and a heightened perception of insecurity on the street.

8.3.6 The County Council, together with the District Councils, intends to address these problems by implementing measures to assist pedestrians along the whole length of identified routes. Particular attention will be paid to providing safe routes for children to walk to school, and for people to walk to workplaces, town centres and bus and railway stations. Developers will be expected to provide high-standard pedestrian facilities to and within new developments (see also Policy T.1).

8.3.7 Pedestrian safety and convenience can also be enhanced by measures to calm, reduce or exclude traffic in residential areas, town centres and similar places. Many examples of such measures already exist in Gloucestershire and the County Council will continue to implement them in conjunction with the District Councils and with developers.

## **Policy T.3**

### **Cycling**

**Cycling will be promoted by the development of a comprehensive network of safe and convenient cycle routes, defined where appropriate in local plans, and by the provision of secure cycle parking in town and local centres, at public transport interchanges, and in appropriate new developments.**

8.3.8 The County Council, in conjunction with District Councils, seeks to promote cycling by identifying and implementing measures to assist cyclists along complete cycle routes to regularly visited destinations, such as workplaces, schools, town centres and bus and railway stations. Measures to give priority to cyclists on the highway, or to reduce the speed and volume of other traffic, can also assist in encouraging cycling.

8.3.9 The availability of a secure cycle parking space at the end of a trip is also important to potential cyclists. The County and District Councils, public transport operators and developers all have a role to play in providing public cycle parking in appropriate places. Developers will also be required to provide appropriate cycle access facilities and cycle parking within new developments, including new housing (see also Policy T.1).

8.3.10 The County Council will promote the implementation of the routes on the National Cycle Network which pass through the County, recognising their contribution to sustainable transport and to "green" tourism (see also Policy RE.3).

## **Policy T.4**

### **Public Transport**

**The maintenance and enhancement of the bus service network will be promoted by:**

- **providing for the development of, and improvement of facilities at, bus stations and depots, including facilities for interchange with other modes of transport;**
- **the protection of existing bus facilities from development which would interfere with their transport function;**
- **the introduction of measures to give priority to buses over other categories of traffic; and**
- **the promotion of improvements to passenger services to existing and proposed development, in conjunction with bus operators and developers where appropriate.**

8.3.11 For longer-distance journeys, in most parts of the County, buses provide the only alternative to car use. However bus use has been in decline for the past four decades. The County Council intends to reverse this decline by promoting improvements in the quality and coverage of bus services, in order to reduce reliance on the car and to improve accessibility for those without cars.

8.3.12 People can be encouraged to use public transport by improved waiting facilities, easier interchange between services, clear and accessible information, and the introduction of better-quality and lower-emission vehicles. Provision also needs to be made to improve mobility-impaired passengers' access to conventional buses, while continuing to support alternative, community-based transport services. Many agencies have responsibility for these issues and the County Council has a role to play in co-ordinating their efforts. In particular, local plans should include policies to promote the enhancement of public transport facilities, and to protect such facilities from adverse development, unless suitable replacement provision is made.

8.3.13 Delays and unreliability due to traffic congestion are significant disincentives to bus use. Bus lanes, bus-only links and bus priority at traffic signals can help to overcome these problems, particularly in the larger urban areas. The County Council, in conjunction with the District Councils, will continue to introduce such measures.

8.3.14 In many cases, new development requires the provision of additional bus services to meet its transport needs while reducing reliance on the car. In these circumstances it is appropriate for developers to subsidise the provision of such services and their associated infrastructure. Local plans should include policies to this effect (see also Policy T.1).

#### **Policy T.5**

**Provision should be made for the development of Park and Ride facilities adjacent to main road corridors into Gloucester and Cheltenham.**

8.3.15 The aim of providing Park and Ride sites on the edges of the County's two main urban areas is to reduce traffic levels within the urban areas themselves, and particularly in their centres. This will assist the vitality and viability of the two centres, as well as benefitting the residential environment. In order to achieve these objectives, sites will be selected and schemes developed within an overall strategy for transport management in the urban areas. All Park and Ride schemes in the County are assessed and monitored in terms of their contribution to traffic reduction.

8.3.16 Specific sites for Park and Ride schemes will be identified in local plans. Park and Ride sites will also be subject to an environmental appraisal. Parts of Gloucester and Cheltenham are tightly constrained by Green Belt and special landscape designations. The transport benefits of Park and Ride would be a material consideration in determining whether siting facilities within these designated areas was appropriate in the particular circumstances. Park and Ride facilities may be provided with the assistance of developer contributions, where they would help to meet the transport needs of new development while reducing reliance on the car (see also Policy T.1).

#### **Policy T.6**

**The maintenance and enhancement of the rail network will be promoted by:**

- **the safeguarding of land for new or re-opened railway lines, stations, railfreight terminals and associated facilities, including car parks;**
- **providing for the improvement of facilities at existing stations, including facilities for interchange with other modes of transport;**
- **the protection of railway facilities from development which would interfere with their transport function; and**

- **the promotion of improvements to passenger services to existing and proposed development, in conjunction with rail operators, and developers where appropriate.**

8.3.17 As with bus services, the County Council wishes to promote rail travel as an alternative to car use. The Council has achieved significant success in securing the reopening of Cam and Dursley station (the former Coaley Junction) in May 1994, and Ashchurch station in June 1997. Priorities for further station re-openings include Charfield (in conjunction with South Gloucestershire Council) and Chipping Campden. The County Council will work with the rail industry to evaluate options for new and re-opened stations at other locations in the County. New or re-opened railway stations may also be provided through developer funding, where this would assist in meeting the transport needs of new development, and local plans should indicate where this would be appropriate (see also Policy T.1).

8.3.18 Local plans should include policies to safeguard land required for new rail facilities, and to protect existing facilities from adverse development. The County Council will co-operate with other local authorities, the rail operators and Railtrack to provide improved conditions for people with mobility impairment and encourage the carriage of bicycles on trains.

8.3.19 The potential may exist for new conventional or light rail, or guided bus, services and routes in the County. The County Council is undertaking a series of studies to examine the benefits of such schemes.

#### **Policy T.7**

##### **Protection of Transport Corridors**

**Disused railway lines and canals which are used, or which have the potential for future use, as continuous transport corridors should be protected from development which would impair such use.**

8.3.20 Disused railways and canals offer the potential for a wide range of transport uses, for example as cycle/footpaths, for development as roads, or indeed to be restored to their original uses. They have the advantage of an established transport use, overcoming many of the difficulties associated with establishing a new transport route. Local plans should therefore include policies to protect such corridors from development which could impair their future re-use.

#### **Policy T.8**

##### **Car Parking**

**Standards for car-parking provision in new development, co-ordinated on a County-wide basis, should be defined in local plans, and based on the following strategic principles:**

- **minimum car-parking requirements should be set at the level necessary for the development to function operationally;**
- **maximum limits on car-parking provision should be set in order to discourage reliance on the car and promote the use of alternative modes of transport;**
- **maximum limits should be broadly similar across the County in order to avoid peripheral areas gaining advantage over more central areas, or one centre gaining advantage over another; and**
- **the level of parking provision at new development should be determined with reference to the minimum requirements and maximum limits, and the accessibility of the development by modes of transport other than the car, taking into account any improvements in accessibility secured under the provisions of Policy T.1.**

#### **Policy T.9**

**Public car-parking provision (both on- and off-street), should be controlled and managed in order to:**

- **provide appropriate levels of residents' parking;**
- **provide appropriate levels of shoppers' and visitors' parking in town and local centres, and in other locations where a need exists;**
- **deter non-essential commuter parking; and**

- **complement the objectives of Policy T.8 by preventing over-spill parking from new developments.**

8.3.21 An integrated approach to transport and land use requires a carefully co-ordinated approach to parking policy. The principles set out in Policy T.8 are based on guidance in PPG.13, paragraphs 4.5 and 4.6, which recognise that the control of parking provision at new developments is an important component of an overall strategy for traffic restraint. Similar guidance is contained in draft revised PPG.13, published in October 1999. However such control can be undermined, as PPG.13 acknowledges, by disparities between the approaches of neighbouring authorities.

8.3.22 The County Council believes that the development of a set of parking standards for new development, applying across the County and based in the principles set out in Policy T.8, would be a very helpful step in overcoming such problems, and will work with the District Councils to achieve this. Some local variations in these standards may be needed to meet circumstances in different areas of the County. However, any such variations should not be so significant as to undermine the overall aim of a consistent approach to parking provision across the County as a whole.

8.3.23 A strategic approach is also needed to the control and management of publicly available parking. The aim here must be to provide appropriate amounts of parking in appropriate locations for residents, shoppers and visitors, while deterring non-essential commuter parking. The appropriate amount of parking will vary from one situation to another, and consultation between local authorities, residents, businesses and other interested parties will be important in determining the level and pricing of provision. Parking controls may also need to be imposed near new developments, in order to reinforce the strategy of restraining car commuting through limiting on-street parking provision. It may be appropriate in these circumstances for the developer to contribute to the cost of introducing the parking controls.

#### **Policy T.10**

##### **Highway Improvements**

**The following strategic County road schemes will be undertaken in the period up to 2011, subject to the availability of resources, and to environmental appraisal:**

**Cheltenham Northern Relief Road**

**Gloucester Inner Relief Road Stage 4**

**Gloucester South West Bypass**

**Cotswold Water Park, Eastern Spine Road, including A361-A417 Lechlade Relief Road**

**Lydney Highway Strategy Stage 2**

**A4136 Strategic Improvement**

**A436 Shipton Solers to Air Balloon Improvement**

**The following major trunk road scheme will be undertaken in the period up to 2011:**

**M5 Junction 12 development**

8.3.24 The A417 between Nettleton and the Brockworth Bypass is now the only non-dual-carriageway section of the A417/A419 trunk road between the M5 and the M4. The County Council will press the Highways Agency for urgent action to remedy the resulting safety and congestion problems.

8.3.25 The Cheltenham Northern Relief Road consists of the on-line improvement of an east-west route immediately to the north of the town centre, with the aim of enhancing the environment of the town centre by removing traffic from main shopping streets. Much of the route has already been constructed, but the remaining sections need to be completed before the town centre pedestrianisation can be extended. The scheme is included in the Cheltenham Borough Local Plan, adopted in December 1997.

8.3.26 Stage 4 of the Gloucester Inner Relief Road will complete this ring route around the city centre and link it to the Gloucester South West Bypass by way of a bridge over the Gloucester and Sharpness Canal. The Gloucester South West Bypass, which will provide an orbital route around the

west of the city, is being constructed in four stages, with the first stage complete and the second begun in financial year 1999/2000. It will reduce traffic levels on main radial roads in the south of the city, so that bus priority measures and cycle facilities can be installed. The South West Bypass, together with the completed Inner Relief Road, will also enable traffic restrictions to be extended so as to integrate the Docks area with the rest of the city centre, as well as assisting in the economic regeneration of areas to the west of the canal. The two schemes were endorsed by the Inspector following the 1993 Public Inquiry into the City of Gloucester (Deposit Draft) Local Plans.

8.3.27 The Cotswold Water Park Eastern Spine Road consists of a series of on-line improvements to existing roads, together with short sections of new route. It will provide access to gravel extraction areas and allow other access routes to be closed to lorry traffic, reducing the impact of lorries on local communities. It will also provide improved access to the NATO airbase at RAF Fairford. The Lechlade Relief Road will provide a link between the A417 to the west of Lechlade and the A361 to the north, relieving the town centre of traffic, including many lorries, passing between the Cotswold Water Park area and destinations to the north. A short section of the Bypass is already complete, with developer contributions in place to assist further progress. Both the Eastern Spine Road and the Lechlade Relief Road are included in the Cotswold District Local Plan, adopted in August 1999.

8.3.28 The Lydney Highway Strategy Stage 2 consists of a north-south link road between the town centre and the Lydney Bypass, a short section of new road in the town centre, and other improvements. The scheme will allow pedestrian priority to be established in the main shopping street in the centre, and provide essential infrastructure to support the major development at Lydney proposed in this Plan. The A4136 Strategic Improvement will consist of on-line improvements to the existing route to aid safety and improve the accessibility of areas of the Forest of Dean which are in need of economic regeneration. Both schemes are included in the Forest of Dean District Local Plan, adopted in December 1996.

8.3.29 The A436 Shipton Solers to Air Balloon Improvement will upgrade the A436 route between the A40 east of Cheltenham and the A417 east of Gloucester, enabling through traffic to avoid the existing A40 route through the urban area of Cheltenham. The existing A436 does not meet current design standards in terms of alignment, width and visibility, and it would be undesirable in highway safety terms to encourage greater use of the road until improvements are made. The scheme is included in the County Council's Local Transport Plan for the period 2001-2005.

8.3.30 The improvement to Junction 12 of the M5, which is a regional scheme promoted by the Highways Agency, will provide for all movements at what is currently a restricted junction. No date has been set for its construction. Junctions 10 and 11A on the M5 currently have restricted access on certain movements and the County Council will seek measures to overcome safety and other problems arising from this.

#### **Policy T.11**

##### **Freight Transport**

**Heavy lorries will be encouraged to use appropriate routes, and measures will be introduced to prevent such lorries from using unsuitable roads.**

#### **Policy T.12**

**Provision should be made for the development or expansion of road freight generators, transhipment depots and lorry parking areas, only close to routes which are appropriate for use by heavy goods vehicles.**

#### **Policy T.13**

**The County and District Councils should, subject to environmental considerations, give favourable consideration to the development of facilities which will enable the carriage of freight by rail, pipeline or waterway.**

8.3.31 The County Council recognises the local and national economic need for a transport system which can promote the efficient movement of freight. Lorry traffic can, however, have a serious environmental impact, and the Council has adopted a Lorry Strategy which seeks to route lorries onto suitable roads, avoiding sensitive areas. Policy T.11 refers to this strategy, which combines measures such as signing and the provision of information and facilities to encourage lorries to use appropriate high-quality routes, with measures to discourage or prevent them from using unsuitable roads. Access movements to and from individual premises continue to be permitted. The effective enforcement of weight and width restrictions and other measures to control lorry movements is essential to the strategy's success.



8.3.32 Policy T.12 complements T.11, by requiring that provision should only be made for new development which involves additional lorry movements where access can be gained from roads which are suitable for such movements. Local plans should include policies to this effect. The County Council will also look favourably on proposals that may arise for transshipment (load-breaking) depots which have the potential to reduce heavy goods vehicle movements in towns and villages, provided that the proposed depots are appropriately sited.

8.3.33 Policy T.13 sets out the County Council's support for freight transport by rail, pipeline and water. Transporting freight by these modes, rather than by lorry, can bring about significant benefits to the local and wider environment. In particular the Council would like to see the provision of inter-modal rail freight terminals within Gloucestershire. The highest priority is for a terminal in the Gloucester area, where there is a concentration of industry and ready access to the motorway network. Potential also exists for railfreight facilities at Lydney, Ashchurch, and at Sharpness Docks, where there would be the opportunity to transfer freight from water to rail and vice-versa.

8.3.34 Local plans should include policies to encourage the siting of employment developments with significant freight requirements in locations where they can take advantage of rail and water freight facilities. The County Council will support grant applications for private rail and water freight facilities.

#### **Policy T.14**

##### **Water Transport Facilities**

**Sharpness Dock, the Gloucester and Sharpness Canal, the navigable River Severn and their associated water transport infrastructure should be protected from development which would interfere with their transport function.**

8.3.35 The County has one operating port, at Sharpness at the junction of the River Severn and the Gloucester and Sharpness Canal. In addition, the canal and the river are used for a small amount of freight transport, as well as for leisure purposes. These water transport facilities should be protected in order to allow for a potential transfer of freight from roads to water (see also Policy T.13).

#### **Policy T.15**

##### **Air Transport**

**Gloucestershire Airport at Staverton should be protected from development which would interfere with its transport function, and provision should be made at the airport only for development requiring an airport location.**

8.3.36 Gloucestershire Airport is used for general aviation, some scheduled commercial services, and airport-related employment activity. However, its runway length is very limited, and the amount of flying activity must have regard to the proximity of residential areas. The airport company recognises these limitations and is content to work within them. The County Council views the airport as a useful facility for the County and wishes to ensure its continued viability. Limited development which would directly support the airport's role as a general aviation facility would therefore be desirable, but given the airport's location in the Green Belt, development of a more general nature would not be appropriate.

## SECTION 9

### 9 GREEN BELT

#### 9.1 Introduction

9.1.1 Government guidance on Green Belts is set out in Planning Policy Guidance Note 2, '*Green Belts*' (PPG.2, January 1995). It advises that existing Green Belts should only be altered in 'exceptional circumstances'. It also maintains a presumption against inappropriate development within Green Belts and defines what constitutes acceptable development.

9.1.2 The Green Belt between Cheltenham and Gloucester was incorporated into the County of Gloucestershire Development Plan First Quinquennial Review published in 1960. It was considered "essential to preserve the open character of the land between the towns of Cheltenham and Gloucester and to prevent these communities merging into one another." In the 1981 Structure Plan the Green Belt was extended to the north of Cheltenham to prevent the coalescence of Cheltenham with Bishop's Cleeve.

9.1.3 The objectives of the Green Belt designation, that is, the prevention of coalescence of Cheltenham and Gloucester, and Cheltenham and Bishop's Cleeve and prevention of urban sprawl, continue to be supported by the County Council. The desire to protect the individual identities and character of each settlement is accepted.

#### 9.2 Policy

##### Policy GB.1

**The Green Belt between Gloucester and Cheltenham and north of Cheltenham will be maintained. Within the Green Belt only appropriate development which would not compromise the open character of the Green Belt or which would not contribute to the coalescence of settlements will be permitted.**

9.2.1 Policy GB.1 seeks to ensure that, in the main, the Green Belt will continue to be subject to strict planning controls with only appropriate development, as described in PPG.2 and detailed in the local plans, being allowed. The principle of preventing the coalescence of Cheltenham and Gloucester, and Cheltenham and Bishop's Cleeve is still considered to be appropriate and important. The need to protect the individual identities and character of each settlement is accepted.

9.2.2 In preparing local plans, alterations to the Green Belt will only be permissible upon the demonstration of the existence of 'exceptional circumstances' in accordance with PPG.2. The consideration of exceptional circumstances will involve detailed assessment of the capacity of urban areas as well as a comparative assessment of alternative locations outside the Green Belt in terms of various sustainability criteria. It is not envisaged that significant alteration to accommodate development needs for this Plan period will be required.

9.2.3 A review of the extent of the Green Belt boundaries to investigate the possibility of releasing land as a means of accommodating future development needs which cannot be met elsewhere in sustainable locations is likely to be required during the review of subsequent Structure Plans. Any such land release should be well related to both Gloucester and Cheltenham and should not result in the coalescence of settlements. Development is likely to be in the form of a new settlement or urban extension(s) to meet long term development needs. It should be noted that any review of Green Belt would need to consider scope to include additional areas.

9.2.4 Opportunities to fulfil the positive objectives for land use in the Green Belt as set out in PPG.2 will be supported by the County Council. Examples would include land management initiatives, which will secure improved accessibility and amenity for people living in Gloucester and Cheltenham, and

also those projects which will improve and protect the biodiversity of the area. The importance of maintaining open space around the urban areas for recreation, tranquillity and wildlife habitats is also recognised.

## **SECTION 10**

### **10 TOWN CENTRES**

#### **10.1 Introduction**

10.1.1 The health of town centres is an important element of the Plan's overall strategy for sustainable development. City, town and local centres all provide a focus for communities and where they can provide for a variety of activities and facilities they offer considerable scope for linked trips and viable public transport. An integrated approach to the use and development of land with transportation and accessibility considerations will be required to sustain and enhance the vitality and viability of centres. The Structure Plan provides a strategic framework within which local plan policies can articulate specific strategies and proposals designed to address local issues and to devise solutions tailored to meet the needs of individual centres.

#### **10.2 Policies**

##### **Policy TC.1**

##### **Hierarchy of Centres**

**The vitality, viability and character of existing town, district and local centres should be sustained and enhanced.**

**A hierarchy of centres for Gloucestershire will comprise:**

- (a) Cheltenham and Gloucester sub-regional town and city centres;**
- (b) Stroud, Tewkesbury, Cirencester and Dursley town centres;**
- (c) District centres in Gloucester and Cheltenham;**
- (d) Other centres in principal settlements;**
- (e) Local centres.**

**Provision should be made in centres for shopping, employment, leisure and other uses which generate many trips, provided that the development is of a scale consistent with the function and character of the centre, its catchment and role in the hierarchy, and it would sustain and enhance the vitality and viability of the centre.**

**Mixed use development, including housing, will be encouraged. The regeneration of appropriate centres will be promoted by special strategies and proposals in local plans, to include where necessary land assembly.**

10.2.1 Strategies and proposals in local plans, supplementary planning guidance and development proposals will need to take into account one of the key aims of the Structure Plan to sustain and enhance the viability, vitality and character of all city, town and local centres.

10.2.2 The Structure Plan provides for a hierarchy of centres to promote new investment which is appropriate to that particular centre in terms of its function and character. Gloucester and Cheltenham offer high level comparison shopping which attracts shoppers from a wide catchment which extends beyond the County boundary. The centres are the main focus for public transport in the County and they offer considerable scope for linked trips for employment, shopping, leisure, education or other community facilities and services. The four other large town centres in the County have adapted to changing retail patterns in different ways. Cirencester has been successful in retaining trade by providing convenience and lower order comparison shopping for a wide rural hinterland and

developing tourist and specialist shopping. Stroud, Tewkesbury and Dursley have experienced greater difficulty in maintaining the vitality and viability of town centres in the face of increasing competition from larger centres and, in some cases, out-of-centre development. The different characteristics, problems and opportunities of each of these town centres will require different approaches to regeneration or re-vitalisation to be developed in local plan strategies. Gloucester and Cheltenham are large urban areas with potential to develop strong district centres which serve suburban needs. Policies and proposals for district centres in local plans will ensure that district centres complement, and do not compete with, the sub-regional centres.

10.2.3 The Structure Plan (Policy S.2) provides for local plans to define principal settlements which, among other considerations, ensure that the social and economic needs of rural areas are met. The market towns in Gloucestershire have an important role in meeting local needs and reducing the number of trips to more distant larger centres. Strategies in local plans for market towns must have regard to issues of scale and preclude disproportionate provision which would result in increased travel by car from a wide catchment. Local centres include small shopping parades in towns and village centres which are readily accessible by walking and cycling. The provision of local services can make an important contribution to minimising the need to travel. However, any local plan strategy or proposals for local centres must address the issues of scale along with local impact on residential amenity and highway safety.

10.2.4 Government guidance stresses the advantages of mixed use development in centres. In particular, the provision of housing in centres can add vitality, especially out of working hours. Local plan strategies and proposals should make specific provision for the retention of existing dwellings and the encouragement of new housing in town centres. In doing so, local plans should acknowledge the more exacting design considerations which the successful integration of uses may require, and also that more active intervention by planning authorities might be necessary by way of co-ordination and land assembly.

## **Policy TC.2**

### **Development which Generates Many Trips**

**Provision for development which generates many trips will be made within town centres.**

**Where there is a demonstrated need for such development and where suitable options for such uses are not available in town centres, preference will be for edge-of-centre locations; followed by district and then local centres (both subject to Policy TC.1); and only then out-of-centre sites in locations which are easily accessible by a choice of means of transport.**

**Provision will not be made for development which would have any of the following effects:**

- (a) cause harm to the development plan strategy;**
- (b) when considered with any other recent or proposed schemes, unacceptably affect the vitality and viability of any centre;**
- (c) not be easily accessible by public transport, cycling and walking;**
- (d) result in a significant increase in the number and length of car-based trips;**
- (e) create unacceptable adverse environmental or traffic impact;**
- (f) result in an unacceptable limitation of the range and quality of allocated sites for other uses.**

10.2.5 Town centres are a focus for both the community and public transport. Full advantage of these attributes can only be made if development which generates many trips is located within centres. This could include retail, office, leisure, higher education, hospital and other developments which attract many workers/visitors. However, the particular characteristics of a centre may mean that no suitable site or building is available for such a use. The Structure Plan therefore provides that where there is a demonstrated need for such a development, in terms of the type and scale of provision proposed, then a sequential approach will apply to determining appropriate locations as suggested in Planning Policy Guidance Note 6 "*Town Centres and Retail Development*" (PPG.6, Revised, June 1996). In addition, the Structure Plan includes further criteria against which out-of-

centre development will be judged irrespective of considerations related to the sequential approach. The importance of prosperous and successful town centres to the overall sustainable development strategy which underlies the Structure Plan necessitates a strong presumption against any out-of-centre development which would harm the development plan strategy, undermine the vitality and viability of another centre, fail to meet sustainable transport objectives, cause unacceptable environmental or traffic impact, or unacceptably restrict the availability of allocated sites.

### **Policy TC.3**

#### **Local and Village Centres**

**Provision should be made for the retention and improvement of local shopping facilities and services, especially in rural areas, provided that the development is of a scale consistent with the function and character of the local centre.**

10.2.6 The provision of local shops and services is important to both rural and urban communities in providing for local needs and reducing the need to travel and the use of cars. This is particularly the case in rural areas where the loss of village shops and services means that local residents must travel further afield at inconvenience to themselves and, if the journey is made by car, at a cost to the environment. The maintenance or provision of facilities which are readily accessible by walking, cycling and public transport and which provide for day-to-day needs such as general stores, pharmacies and post offices will make an important contribution to the overall strategy of the Plan to promote sustainable communities. Existing local services which provide this function will be safeguarded and opportunities to make provision in areas of deficiency actively encouraged in local plans.

10.2.7 It is important that local facilities are of a scale which are consistent with the function and character of the local centre so as to meet local needs without drawing on a wider catchment and so increasing the need to travel longer distances. The relationship with other villages or centres will be a consideration in this regard. In applying this policy, the implications for residential amenity, local character and appearance, traffic, parking and the safety of all road users will be important considerations.

## SECTION 11

### MINERALS

#### 11.1 Introduction

11.1.1 Gloucestershire is a regionally important source of minerals supply, mainly sand, gravel and limestone for use as aggregates in the construction industry. About 95% of Gloucestershire's mineral extraction is currently for construction use and the forecasted requirement for aggregates in the period up to 2006 and beyond is substantial, with significant increases over present levels. It is likely that provision will need to be made to release significant additional areas of limestone and sand/gravel reserves over this period; the actual amount will be determined from the Regional Guidelines set out in Minerals Planning Guidance Note 6 "*Guidelines for Aggregates Provisions in England*" (MPG.6, April 1994) (see below) through the detailed policies of the Gloucestershire Minerals Local Plan (MLP)

11.1.2 Gloucestershire produced on average, (1996-98) about 2.2 million tonnes of limestone annually for aggregate purposes, of which about 75% came from the Forest of Dean, the remainder from the Cotswolds. Additionally, approximately 0.2 million tonnes of limestone, together with a little sandstone, was worked for non-aggregate purposes, principally from the Cotswolds. The County produced on average, over the same period about 0.75 million tonnes of sand and gravel annually, almost entirely from the Upper Thames Valley.

11.1.3 Aggregate production in Gloucestershire is carried entirely by road to dispersed but mainly local markets. Thus, in 1997 just over half the aggregates extracted were marketed within the County, with the remainder going mainly into adjacent areas of the West Midlands, the South East Region (mainly Oxfordshire) and Wales (mainly Monmouthshire). In addition there are compensating inflows into Gloucestershire of aggregate materials from adjoining local authorities' areas. This pattern of aggregate distribution and consumption is broadly consistent with that revealed by regional marketing surveys over the last decade.

11.1.4 Limestone and sandstone is also worked in Gloucestershire for non-aggregate uses, principally as a source of natural building products, or agricultural lime. Small quantities of clay and coal are produced, and oil and gas exploration may continue, albeit fitfully. There are no forecasts for the future requirement of minerals from Gloucestershire for non-aggregate purposes; however, there is likely to be a continued steady demand, especially for a wide variety of natural building materials.

11.1.5 Environmental awareness of the impact of mineral working, and a heightened public intolerance of such activity, is likely to be a feature of the Plan period. In particular, increasing emphasis is being placed upon the protection of flora and fauna habitats, the water environment and areas of sensitive landscape and of recreation. The county road network and the impact of heavy goods vehicles associated with mineral working will continue to be of critical concern, especially in the hardrock areas of the County.

#### 11.2 The Strategy

11.2.1 The strategy for future mineral working in Gloucestershire embraces the principles of sustainable development, and takes into account national and regional advice, particularly that given in Mineral Planning Guidance Note 1 "*General Considerations and the Development Plan System*" (MPG.1, June 1996) in respect to mineral planning generally and MPG.6 which applies specifically to aggregate mineral provision. It seeks to:

- (i) conserve minerals resources as far as possible whilst ensuring an adequate and steady supply required to meet the essential economic and social needs of the community for minerals;
- (ii) ensure that any adverse environmental impacts of mineral operations (including the transport of minerals) are kept to an acceptable minimum; for example by encouraging sensitive working

practices to minimise conflict with, and where necessary safeguard, non-mineral interests;

(iii) to preserve, and where possible enhance, the overall quality of the environment once extraction has ceased; for example by ensuring land is reclaimed to a beneficial afteruse;

(iv) make optimum use of minerals by minimising waste, by encouraging the recycling of material, and by encouraging their efficient use; for example, by discouraging the use of higher quality materials where lower grade materials would suffice and by ensuring that they are worked to the maximum extent possible and are not unnecessarily sterilised; and

(v) safeguard areas of internationally designated landscape or nature conservation from mineral development other than in exceptional circumstances in the public interest.

### 11.3 Policies

#### Policy M.1

**In assessing proposals for the release of land for mineral working account will be taken of the quality, quantity and location of the minerals involved, and the period over which they will be worked to ensure that the least environmentally damaging sources of supply within the County are used. In particular, suitable extensions of existing mineral workings will be given preference to the development of new mineral workings or the reopening of disused ones.**

11.3.1 In a context of sustainable development this policy secures the control of the supply of minerals within the framework that minimises the environmental and other impacts of their extraction and processing. It seeks to do this by ensuring that the least environmentally damaging sources of supply are used.

11.3.2 Policy M.1 provides an important additional safeguard to environmentally sensitive areas, including Areas of Outstanding Natural Beauty (AONBs) and Special Landscape Areas (SLAs), by preventing the proliferation of new sites and by enabling long-term plans of extraction, landscaping and reclamation to be considered for individual sites. However the policy also explicitly recognises that for technical and environmental reasons not all existing mineral workings can extend; there is a growing acceptance that some of the mineral workings in Gloucestershire may now be reaching their practical limits of extension. MPG.6 recognises that extensions may be generally preferable as a means of minimising environmental disturbance, but also advises that some existing mineral workings may be unsuitably located and a new working may be less damaging. Each case will therefore need to be considered on its own merits. The proposals in the MLP have been prepared within this context.

#### Policy M.2

**In order to reduce the demand on finite resources, proposals that promote the greater use of secondary, waste and recycled materials as an alternative to primary aggregates will be encouraged where environmentally acceptable.**

11.3.3 The Gloucestershire MLP will facilitate the use of secondary (waste) and recyclable materials where this is environmentally, technically and economically acceptable including provision for recycling operations. This approach is consistent with specific advice given in MPG.6 in the context of the Government's belief that a gradual change from the present aggregates supply approach is called for, so that over time less reliance will be placed on the traditional land-won sources. The nature of these materials is defined in the Glossary, where examples are also given of their diverse origins. Currently the scope for using indigenous secondary (waste) and recycled materials as a substitute for hardrock (limestone) and sand and gravel is limited. In addition the Government recognises other obstacles exist to the greater use of secondary and alternative materials; for example in relation to specification, cost, and environmental impact of their re-working, processing and transportation. However, these obstacles are progressively being addressed through research and further national guidance.



11.3.4 The County Council is committed to achieving sustainable mineral development in the future, and will seek, through policies in both the Minerals and the Waste Local Plans, to safeguard natural resources and increase significantly the use of secondary (waste) and recycled materials, particularly in those areas where the Authority can have a direct influence on the use of construction materials. However, it must be noted that Gloucestershire has no significant potential indigenous source of such materials; therefore substantial substitution of primary land-won aggregates is likely to require significant importation of materials. Importation can bring economic and other uncertainties, including additional costs of transportation and infrastructure provision. In a context of sustainable development this policy secures the control of the supply of minerals within a framework that minimises the environmental and other impacts of their extraction and processing. It seeks to do this by ensuring that the least environmentally damaging sources of supply are used.

### **Policy M.3 Environment**

**In making provision for the supply of minerals, and taking into account national and regional guidance, the appropriate degree of protection must be afforded to:**

**(a) Internationally, nationally, regionally and locally important areas of landscape, nature conservation, archaeological interest; and**

**(b) Important natural resources including agricultural land and the water-based environment.**

### **Policy M.4**

**Provision for mineral working must ensure that:**

**(a) the amenity of local communities and access to the countryside is safeguarded and wherever possible enhanced;**

**(b) pollution of land, water and air is prevented; and**

**(c) worked out land is reclaimed to a state suitable for beneficial after-uses.**

11.3.5 Policies M.3 and M.4 make clear the consideration that should be given to the wide range of international, national, regional and local areas of designated environmental, nature conservation or land-use significance. Gloucestershire has a wealth of environmental assets, which need to be safeguarded against the adverse effects of mineral working. At the same time minerals can only be worked where they occur and they constitute important national resources, which make an essential contribution to the nation's prosperity and quality of life. Policies M.3 and M.4 seek therefore to balance these conflicting issues. In particular they establish a framework for an environmental constraints hierarchy, ranging from international to local designation. This hierarchy will be developed in more detail through a series of policies in the MLP, taking into account national requirements, statutory guidance, and the policies contained in the Natural and Historic Environment (NHE) Section of this Plan.

11.3.6 Policy M.3 recognises that differing degrees of safeguarding reflected in national guidance; certain sites by virtue of their rarity, fragility and diversity should be afforded protection at the highest level, these would include Ramsar sites, Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). Proposals for mineral development in other, nationally designated areas, for example, in AONBs that cover a significant area of Gloucestershire, will require rigorous examination. In this respect MPG.6 advises that the consideration of proposals in AONBs should include an assessment of the national need for the development, of its impact on the local economy, of whether need can be met in other ways, and of any detrimental effects on the environment and landscape. However, it also states that major developments should not take place in AONBs save in exceptional circumstances, and that mineral developments should be demonstrated to be in the public interest before being allowed to proceed. Other nationally designated areas within the County requiring safeguarding include Sites of Special Scientific Interest (SSSIs); National Nature Reserves (NNRs) and Scheduled Ancient Monuments (SAMs). In addition it is recognised that important national

resources that include the best and most versatile agricultural land, the water-based environment and areas of semi-natural woodland need also to be protected and conserved. The water-based environment in this respect encompasses areas of importance for water resources and for drainage. Other environmentally significant areas, including Special Landscape Areas (SLAs) and Key Wildlife Sites, may be important locally but they will not have the same degree of protection given to nationally designated areas.

11.3.7 Policy M.4 provides a strategic context to ensure that the provision for mineral working accords with the principles of sustainable development. The policy will ensure that such development, together with reclamation, takes place without causing pollution, which includes that arising potentially from ground and air vibrations. However this is without prejudice to controls exercised by other agencies, and in this context the County Council would not normally duplicate controls on such matters which are subject to control under other statutes, unless they have specific land use implications.

11.3.8 Policy M.4 also emphasises the essential need within a coherent and sustainable mineral strategy for mineral workings to be properly and beneficially reclaimed. The MLP will develop in greater detail, where appropriate, a reclamation strategy for the various mineral working areas. Reclamation normally forms an integral part of overall working proposals for individual sites, and will be subject to the requirement of a 5-year after-care period.

#### **Policy M.5**

**Provision for mineral development must use a method of transporting minerals from extraction/production sites to markets that has the least environmental impact including alternatives to road transport, unless shown to be impracticable or not economically feasible.**

11.3.9 This policy emphasises the concerns that arise from the transport of minerals from their place of extraction to market areas. It seeks to encourage the use of the least environmentally intrusive methods of transport.

11.3.10 All mineral production in Gloucestershire is presently carried by road and mineral related traffic has been increasingly recognised as a major concern in the working of minerals in Gloucestershire, particularly in the Forest of Dean. The environmental damage caused by road transport associated with mineral working, including traffic noise, vibration, pollution and visual intrusion to local communities, must be satisfactorily mitigated. Policy M.5 recognises that roads will continue to be the principal transport mode for the minerals of Gloucestershire. The MLP will examine in detail the transport implications of mineral related developments. In particular it will consider to what extent other ways of carrying minerals (for example by rail and water) might make a practical contribution to the County's transport infrastructure to reduce the adverse environmental impact of moving minerals from their point of extraction to markets.

#### **Policy M.6**

##### **Resources**

**Potential workable mineral resources will as far as possible be safeguarded from sterilisation by other forms of development. Where appropriate, the extraction of minerals before other more permanent forms of development has taken place, will be encouraged.**

11.3.11 This policy recognises that it is important, especially in the context of the supply policies of the mineral strategy, (Policies M.1 and M.7) that areas of potentially workable mineral resources are not sterilised, directly or indirectly, by non-mineral development. It thus seeks to prevent incompatible development taking place over such areas, or in their vicinity, where it might prejudice options for future resource development. In some cases however it may be essential for development to be located on mineral bearing land. In such an eventuality, the mineral should be extracted in advance of development, if this is practical and consistent with other policies in this Plan and the MLP for Gloucestershire.

11.3.12 Non-energy mineral resources can also be safeguarded by the Mineral Planning Authority defining "Mineral Consultation Areas" (MCAs). They require District planning authorities to consult with the County Council on planning applications within them which would be likely to affect, or be affected by, mineral development. A MCA is currently defined in the Upper Thames Valley to safeguard sand and gravel resources; others may be considered by the County Council as appropriate.

#### **Policy M.7**

##### **Supply**

**Provision will be made to maintain an appropriate contribution to local, regional and national aggregate needs, together with an appropriate landbank, consistent with national and regional guidelines, including the principles of sustainable development.**

11.3.13 This Policy recognises that future aggregates provision from resources in Gloucestershire should be consistent with national and regional advice on the production of aggregates. In this context, it reflects guidance in MPG.6, the overall objective of which is to ensure that the construction industry receives an adequate and steady supply of material at the best balance of social, environmental and economic cost whilst ensuring that extraction and processing are consistent with the principles of sustainable development. MPG.6 also provides through Regional Guidelines detailed guidance on the contribution to national aggregate need that the individual regions of England should make in the period up to 2006; each region's amount is then apportioned to individual counties. In the South West region each county apportionment reflects its current proportional contribution to regional production. The preparation of the MLP provides the opportunity to test the practicality and environmental acceptability of this approach to a local apportionment which is consistent with the intent to maintain an "appropriate contribution to local, regional, and national aggregates needs in accordance with national and regional guidelines". Any such contribution will be in the context of Gloucestershire's ability to meet future needs consistent with the principles of sustainable development as secured by the other minerals policies.

11.3.14 It is important to maintain a general reserve level (landbank of planning permissions to work minerals) commensurate on the one hand with the minerals industry's need for flexibility and its ability to plan ahead for economic efficiency, and on the other hand with the responsibilities of the County Council to regulate development in the best interests of the community and the principles of sustainable development. MPG.6 and MPG.1 state that landbanks are necessary to enable the minerals industry to respond speedily to fluctuation in demand which are often cyclical; the period of the landbank should reflect the lead times that may be involved in obtaining planning permission and bringing a site into full production. MPG.6 advises specifically that landbanks should be maintained for all aggregate minerals; in the case of sand and gravel it should be sufficient for at least 7 years extraction throughput, and at the end of the Plan period. A longer period may be appropriate for crushed rock. The detailed requirement and calculation of the landbank for crushed rock in Gloucestershire and the identification of mineral resources to maintain it are issues to be resolved during the preparation of the MLP for Gloucestershire taking into account the nature and extent of hardrock quarrying in Gloucestershire.

## **Policy M.8**

### **Sand & Gravel**

**The need for sand and gravel will be met principally by the continued working of deposits in the Upper Thames Valley.**

11.3.15 Mineral Policies of both the Structure Plan (1981) and its First Alteration (1992) recognised that sand and gravel working in Gloucestershire had become concentrated in the Upper Thames Valley. Since the mid 1970's at least 95% of County sand and gravel production has come from this area. The importance of the Upper Thames Valley was recognised in the preparation and adoption of the Upper Thames Plan (1989) which created a detailed and effective framework for the implementation of Structure Plan minerals policies. It provided industry with an adequate choice of sites to maintain Gloucestershire's contribution to regional sand and gravel needs with least disturbance to the environment and other land uses and activities. A non-statutory Review of the Plan's policies in 1993 identified further sand and gravel resources in the Upper Thames Valley for the period up to 2001 (including a 10-year landbank at that time). The Review also reconsidered the initial aims of the Upper Thames Plan in the context of present circumstances, including mounting pressures for change in the fields of reclamation, afteruse, hydrology, nature conservation and archaeology. Thus, reserves and resources have been, are, and can continue to be made available in the Upper Thames Valley to meet a reasonable share of local, regional and national need for sand and gravel, whilst safeguarding the environment.

11.3.16 This comprehensive, up-to-date and effective framework for the continued and systematic large-scale extraction of sand and gravel from the Upper Thames Valley may at the appropriate time be integrated into the Gloucestershire MLP. Concentrating sand and gravel working in this area has brought a number of significant planning disadvantages. For example, it has enabled the planned and best possible use to be made of an extensive but finite mineral resource, and has facilitated, partly through the creation of an improved road infrastructure, the containment and control of the potentially disruptive nature of sand and gravel extraction and processing. In addition, it has been possible to make effective use of the opportunities arising from the comprehensive reclamation of worked-out

areas. This established framework of control, and the fact that there is no evidence to suggest that Gloucestershire is not maintaining a reasonable contribution to the local and regional aggregate needs of the construction industry, suggests that the Upper Thames Valley can remain a focus for sand and gravel extraction in Gloucestershire.

11.3.17 Therefore, Policy M.8 reaffirms that the principal area of sand and gravel extraction in Gloucestershire is the Upper Thames Valley. The corollary of this is that only limited working need take place elsewhere in the County to maintain its existing contribution to local and regional markets. It is, however, accepted that the sand and gravel of the Upper Thames Valley differs mineralogically to that of the Severn Vale and elsewhere and that it cannot properly be used for all market end-use needs. Therefore, a specific requirement for an aggregate material not found in the Upper Thames Valley may arise from time to time, that will require provision to be made in another resource area of the County. This issue will be addressed in greater detail in the Gloucestershire MLP.

#### **Policy M.9**

##### **Natural Building Products**

**Provision will be made for the supply of limestone and sandstone for natural building stone where needs for local stone cannot be met by existing mineral workings and full account has been taken of all environment factors.**

11.3.18 This policy encompasses the widespread hardrock resources throughout Gloucestershire, which are potential sources of natural building materials. In particular it recognises the wide variety of stone colours and textures that are to be found throughout the County, and particularly in the Cotswolds. The aim of the policy is to provide, subject to their environmental acceptability, additional sources of local stone for developments, which require architecturally, such vernacular material. It creates a positive framework for considering proposals to extract tile stone, building stone, walling stone and masonry stone. Policy M.9 differs from previous Structure Plan policies insofar as it now recognises that sandstone from the Forest of Dean is also worked for natural building materials; in recent years there has been a resurgence of interest in its use. Although the Jurassic limestones of the Cotswolds are the important traditional source of natural building materials in Gloucestershire, small amounts of Carboniferous limestone from the Forest of Dean may be used for this purpose from time to time.

11.2.19 Policy M.9 is not intended to increase reserves of crushed rock; the future provision of the latter is subject to the particular requirements of Policies M.1 and M.7.

#### **Policy M.10**

##### **Coal**

**Provision for the supply of coal, worked by opencast methods will not be made unless it can be demonstrated that it will not have an unacceptable adverse impact on the recreational or tourism role of the Forest of Dean, on the environment or traffic conditions, or on settlements and neighbouring land-uses. In addition this will only be made where it provides opportunity for significant community/environmental benefits in the long term for the Forest of Dean, that outweighs unacceptable adverse impacts. Provision for small-scale underground extraction should continue where it is environmentally acceptable.**

11.3.20 This Policy provides a strategic framework for the consideration of the coal resources of the Forest of Dean Coalfield by the MLP and recognises that coal might be worked by either opencast methods or from shallow underground mines. The policy reflects revised national guidance contained in Mineral Planning Guidance Note 3 "*Coal Mining and Colliery Spoil Disposal*", (MPG.3, March 1999) and at the same time effectively recognises the unique features of the Forest of Dean particularly its recreational and tourism role. Revised MPG.3 introduces a presumption against coal extraction unless proposals meet a specified test, which include the requirement that;

"(i) it is environmentally acceptable, or can it be made so by planning conditions or obligations,

(ii) if not, does it provide local or community benefits which clearly outweigh the likely impacts to justify the grant of planning permission."

It is the responsibility of Mineral Planning Authorities to examine the acceptability of specific projects in relation to relevant planning considerations; Policy M.10 provides the framework for this. In this context in considering any proposals particular regard will be paid to the method of working and

restoration, and to whether the proposals will lead to an improvement in the landscape or environment through the restoration of despoiled sites, or to better conditions for agriculture or forestry.

11.3.21 In respect of the shallow underground mining of coal, the carrying out of mining operations and surface works in connection therewith, constitutes development and therefore requires planning permission. Policy M.10 provides the context for reconciling the ancient customs and traditions of the Freeminers, and their role as a part of the living heritage of the Forest of Dean, with present day environmental concerns and planning requirements.

## SECTION 12

### 12 WASTE MANAGEMENT

#### 12.1 Introduction

12.1.1 The County Council is the Waste Planning Authority (WPA) for Gloucestershire. The Structure Plan provides the overall land-use policy framework. Detailed waste management planning is a matter for the Waste Local Plan (WLP). Structure Plan policies are implemented through the WLP, which is itself implemented via day to day development control.

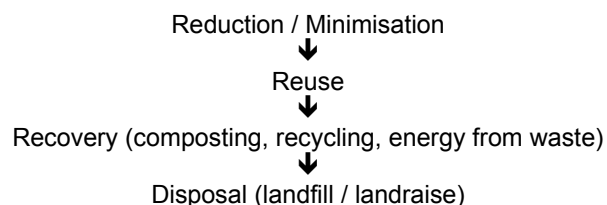
12.1.2 Waste is divided into 5 main 'waste streams', defined by their source. These are commercial and industrial, construction and demolition, household, sewage sludges and dredgings. Annually about 750,000 m<sup>3</sup> of land and skyline is taken up by the disposal of 1 million tonnes of waste in Gloucestershire. Permitted disposal volume is currently in excess of 12,000,000 m<sup>3</sup> (around 16 years capacity at current landfill rates), although this should not be viewed as a desirable level of capacity to be maintained throughout the Plan period.

#### 12.2 Sustainable Waste Management

12.2.1 EU legislation and existing and emerging Government guidance advocate an approach to waste management based on the principles of sustainable development. A sustainable approach to waste management is based on 3 key objectives:

- (i) to reduce the amount of waste produced;
- (ii) to make best use of the waste that is produced; and
- (iii) to choose waste management practices that minimise the risks of immediate and future environmental pollution and harm to human health.

12.2.2 The Government's approach advocates the waste hierarchy as an important element in the move towards sustainable waste management. The waste management methods towards the top of the hierarchy are considered to represent more sustainable approaches:



12.2.3 The over-reliance on waste disposal by landfill in Gloucestershire means that delivering sustainable waste management requires a new approach. The overarching framework for this approach is set out in the County Council's non-statutory Waste Management Strategy (WMS). Within this context, the strategic planning policies for waste management contained in this Structure Plan form part of an integrated set of measures with an important role to play in achieving the County Council's aim:

"Gloucestershire County Council is committed to the concept of sustainable, integrated waste management. The County Council's objective for sustainable waste management is to seek to achieve appropriate implementation of the concept in Gloucestershire having regard to the Best Practicable Environmental Option for a particular waste stream."

12.2.4 The choice of waste management method for particular waste streams should be guided by the best practicable environmental option (BPEO). BPEO takes into account both the environmental and economic costs and benefits of different options and offers a comprehensive evaluation procedure.

12.2.5 Guided by the BPEO, all levels of the waste hierarchy will have a place in a sustainable waste strategy. The Government's overall policy aim is to increase the proportion of waste managed by the various options towards the top of the waste hierarchy.

### **12.3 The Waste Management Strategy for Gloucestershire**

12.3.1 The non-statutory WMS was adopted by the County Council on 23 June 1997. An Implementation Programme included with the Strategy encapsulates the County Council's preferred option for waste management over the 30 year Strategy period. This is a two-stage approach (1997-2012 and 2012-2027) which centres on waste minimisation and recovery (recycling, composting and energy from waste). In summary the Strategy :

- (i) aims to increase levels of recycling to meet Government targets for household and packaging waste;
- (ii) will subject all remaining combustible waste in the household and commercial/industrial waste streams to an energy recovery process - the current proven technology being incineration; and
- (iii) advocates the landfilling of processing residues and non-recoverable wastes.

12.3.2 Many of the targets and actions set out in the WMS have direct land-use implications including provision of Materials Recovery Facilities and/or bulking facilities and provision, by 2012, of a 200,000 tonne per annum energy from waste plant. Implementation of the WMS should result in more sustainable management of the County's waste. Provision for delivering the land-use aspects of the WMS will be largely via the Waste Local Plan (WLP). It should be noted that, whilst the WMS provides much of the technical basis for this chapter and the WLP, it is not a statutory document and does not form part of the development plan. It is, however, a material planning consideration. Proposals, which materially conflict with or prejudice implementation of the WMS for Gloucestershire will be subject to rigorous examination.

### **12.4 Land-Use Strategy**

12.4.1 The land-use strategy for sustainable waste management broadly centres on implementation of the WMS via the WLP and through application of the strategic principles and policies set out below.

12.4.2 Two concepts promoted by the European Commission and UK Government - the "proximity principle" and regional self-sufficiency in waste management - seek to reduce waste movements and the distances over which it travels for treatment and/or disposal. Waste should normally be managed as close as possible to where it arises. It is important therefore to establish a general principle that Gloucestershire's waste should be managed locally, providing this represents the BPEO for the particular waste to be handled.

12.4.3 The BPEO will vary depending on the characteristics of the waste stream in question, its source of arising and the availability of suitable management facilities. For instance, the characteristics of some inert wastes (e.g. high bulk, low value, low recovery potential), imply that transportation over distance is likely to conflict with the BPEO. A generally low recovery potential (except where potential for production of recycled aggregates is viable) suggests that disposal to the nearest suitable landfill site will represent the BPEO. For other waste streams with greater recovery potential, it may be consistent with the BPEO to transport these over relatively longer distances if their potential can be realised at the end of the journey. Clearly, this will depend on the availability of suitable facilities to "tap" the recovery potential. Alternative modes of transport should be considered, although a cautious approach to the use of rail is wise due to its potential for facilitating waste importation. The WLP should seek to ensure that locational considerations include good access to existing transport networks.

12.4.4 Recovery maximisation will clearly require the provision of suitable and sufficient facilities to form an integrated county-wide network. Such facilities should be located so as to maximise recovery potential. Optimally, the siting of facilities should be consistent with the main concentrations of waste arisings. They are therefore likely to be located close to population centres which generate waste, preferably on appropriate urban fringe land where all management activities (recycling, composting, energy from waste (EfW) and final disposal) can be concentrated. Existing brownfield sites, industrial land and appropriately located waste management sites should be utilised wherever possible. In the

interests of integration, sites should be large enough to manage any post recovery residue by "second phase" recovery (e.g. EfW) and/or final disposal.

12.4.5 A central consideration in any attempt to maximise recovery in line with the BPEO and siting of facilities is the need to ensure that there is a consistent and close-at-hand supply of suitable wastes. Recyclable materials or wastes with high calorific value should not be diverted into management practices which may make recovery difficult and therefore less economically viable. The potential for diversion of recoverable wastes to landfill would clearly be increased by over-provision of landfill capacity for untreated waste. Over-capacity may encourage lower gate prices at landfill sites and, for similar economic reasons, increase imports of waste into the County. Ideally, only those wastes that have low or uneconomic recovery potential, and/or the residues of wastes that have passed through a recovery process should be landfilled. Building upon this strategy and Policy WM.6 below, the WLP should set out detailed policies and development control criteria designed to discourage landfilling of untreated wastes.

12.4.6 Rural Gloucestershire should have a network of waste transfer stations to facilitate the onward progression of waste to the main facilities sited in the urban and/or urban fringe areas. These comparatively sparsely populated areas of the County would in any event be unlikely to prove suitable for the siting of major waste management facilities given the range of protection measures, such as those associated with AONBs, SSSIs and so on, that commonly apply. Whilst parts of the Forest of Dean are also subject to a high level of protection, this area is an exception. The Forest of Dean can be considered to be geographically distinct from the rest of the County by virtue of the River Severn and the distance between its main towns and the Gloucester/Cheltenham population axis. Moreover, the concentration of its main settlements in a ring around the old coal/iron ore measures lends itself to application of the same principles as those outlined above, providing suitable sites are available. Similar considerations may apply to waste arising in the main towns and villages in the Stroud and Cirencester areas. However, potential for self-containment may not be as self-evident as within the Forest of Dean given that the main centres of population are closer to, or have easier access links with, the central Gloucester/Cheltenham axis. Waste management provision for areas close to the border of Gloucestershire with other counties should be evaluated on the basis of the proximity principle. If suitable facilities are available in a neighbouring county then these should be utilised where that represents the BPEO. Clearly, existing contractual arrangements for waste management will have a bearing on decision making in this instance.

12.4.7 These considerations, which are summarised in Figure 7, form the basis of the strategic policies for waste management in Gloucestershire.

## **12.5 Policies**

### **Best Practicable Environmental Option (BPEO), and Development and Operation**

#### **Policy WM.1**

**Waste management facilities located within Gloucestershire should operate on the basis that waste will be treated and/or disposed of by employing the best practicable environmental option (BPEO) for management of a particular waste stream.**

12.5.1 Waste reduction and re-use - the most sustainable waste management methods - fall largely outside the scope of the planning system. Conversely, recovery and disposal have clear land-use implications. In areas where the direct relevance of planning is marginal, appropriate provision has been made in the WMS as part of an integrated approach to sustainable waste management. In order to promote greater sustainable waste management in Gloucestershire, the WPA should be satisfied that, alongside orthodox planning considerations, planning applications for significant waste management development (such as a new recovery facility, for example) satisfactorily demonstrate that the proposed location and management method represents the BPEO for the waste stream(s) to be handled.

#### **Policy WM.2**

**Primary\* waste management facilities should be located near to major concentrations of waste arisings, principally the Cheltenham /Gloucester urban area, the Forest of Dean and the Stroud/Cirencester areas. Secondary facilities should be appropriately located in other parts of the County to serve the primary facilities. The following considerations will apply:**

- (a) how proposals contribute towards an integrated waste management system and the provisions of the development plan;**



**(b) the transportation of waste must use a method that has the least environmental impact, including alternatives to road transport, unless shown to be impracticable or not economically feasible;**

**(c) the amenity of local communities and access to the countryside is safeguarded and where possible enhanced;**

**(d) that reclamation and aftercare of the site are to an acceptable standard;**

**(e) there is no adverse impact on internationally, nationally, regionally and locally important areas of landscape, nature conservation, and archaeological interest; and**

**(f) there is no adverse impact on important natural resources including agricultural land and the water-based environment.**

\* A primary waste management facility is a major site such as a centralised landfill or Energy from Waste (EfW) facility, whilst a secondary facility is one which serves a primary site - a waste transfer station, for example.

12.5.2 In keeping with the provisions of the proximity principle, primary waste management facilities should be sited close to the major sources of waste. These are the main urban areas in the County. Rural areas should have a network of secondary facilities to enable the onward progression of waste to the primary facilities. The establishment of such an integrated network of waste management facilities within the County is consistent with the principles of sustainable waste management.

12.5.3 Waste development carries clear potential for harm to local amenities and interests of acknowledged importance. Mitigation measures should include locational considerations, the control of pollution, protection of water resources, and measures to control site operations in respect of noise, odour, dust, visual impact and so on. Potential after-effects of waste management development can be ameliorated by careful restoration and aftercare. Operating regimes and restoration of landfill/landraise sites should be to the highest standard in order to minimise the various potential impacts of the development, and restoration proposals should be in keeping with the landscape of the area. Aftercare, where appropriate, should be for at least 5 years following restoration. Suitable afteruse of the site will depend upon material considerations including the characteristics of the wastes dealt with and site location. Ensuring that the restoration scheme is appropriate for the intended afteruse will require early consideration during preparation of the development proposal.

### **Policy WM.3**

#### **Regional Self-sufficiency**

**Development intended to primarily cater for Gloucestershire's waste will be encouraged in the appropriate locations.**

12.5.4 Planning Policy Guidance Note 10 "*Planning and Waste Management*" (PPG.10, October 1999), advises that most waste should be treated or disposed of within the region in which it is produced. Each region should provide for facilities with sufficient capacity to manage the quantity of waste expected to be dealt with in that area for at least 10 years.

12.5.5 The proximity principle should result in the majority of waste being dealt with locally within the region.

12.5.6 Gloucestershire has a difficult geographical location as it is adjacent to three regions. However, it is vital to ensure that Gloucestershire continues to be self-sufficient in dealing with the main bulk of its own waste. Gloucestershire's location as the cornerstone for four regions makes it vulnerable. Regional self-sufficiency can ensure a responsible attitude towards waste management provision and the accommodation of the County's waste arisings.

#### **Recovery (Recycling, Composting, Energy From Waste)**

12.5.7 Recovery is a central element of the WMS. The utilisation of recovery methods, in accordance with the BPEO for the waste stream in question, ensures that waste is managed at a higher level in the hierarchy and there is a consequent reduction in volumes of waste requiring disposal.

### **Policy WM.4**

#### **Recycling and Composting**

**Provision will be made for facilities associated with the recovery of materials through recycling and composting. The following locational criteria will apply:**

- (a) facilities should contribute towards an integrated waste management system;**
- (b) facilities should be in close proximity to major concentrations of waste arisings; and**
- (c) industrial, redundant and "brownfield" sites or existing waste management sites should be used in preference to virgin land where appropriate.**

12.5.8 *"A Way with Waste"* sets the target of recovering 30% of household waste via recycling and composting by 2010. Recycling rates for household waste in Gloucestershire currently stand at approximately 10%. Actions and targets to improve on this figure, and to increase recovery rates in general, are set out in the WMS.

12.5.9 Meeting the targets requires sufficient facilities for collection, transfer and sorting of waste. This is linked with the WMS aim of the establishment of an integrated waste management network, which requires the provision of sufficient and easily accessible facilities. Such facilities should be located to maximise recovery potential and optimally, siting should be consistent with areas where population, and hence waste arisings, are concentrated. Existing waste management sites or brownfield sites should be utilised as a matter of preference.

#### **Policy WM.5**

##### **Energy from Waste**

**Provision\* will be made for energy from waste facilities in or near to the Gloucester/Cheltenham area.**

\* Provision will be made via land allocations and/or development control appraisal criteria, set out within the Waste Local Plan.

12.5.10 The Government considers that Energy from Waste (EfW) will increasingly represent the Best Practicable Environmental Option (BPEO) for the management of many wastes, although all three recovery options (recycling, composting, EfW) should be compatible with one another as part of an integrated approach to waste management. At present, the main method of recovering energy from waste is by incineration. Having regard to waste arisings, the WPA considers that an EfW plant should ideally be located within the Gloucester-Cheltenham area for economic, operational and environmental reasons. The Strategy also considers that the optimum capacity of an EfW plant should be 200,000 tonnes per annum. The WPA is mindful of the development of new technologies such as pyrolysis and anaerobic digestion. Over the Plan period these may become viable alternatives to incineration. Moreover, their land-use impacts and development profiles may differ substantially from a typical incineration plant as well as from each other. Whilst the principle of Energy from Waste (EfW) can be supported at strategic level, for these reasons it is inappropriate to specify in policy the precise nature of the technology that should be used in Gloucestershire.

#### **Policy WM.6**

##### **Disposal**

**Provision will be made for the disposal of Gloucestershire's post-treatment un-recovered waste residues in appropriate locations where necessary.**

12.5.11 In line with the principles of sustainable waste management, one of the objectives of the WMS is to reduce dependence on disposal of untreated waste as the preferred method for waste management. The land-use strategy, as set out in section 12.4, justifies an argument for a move away from the disposal to land of untreated waste, towards a policy of maximising recovery (where the potential exists). For some waste streams, such as inert waste, the recovery potential will be low. Where this potential is so low as to make any attempt at recovery impracticable, then disposal to land is likely to represent the BPEO. In such cases, it would be desirable to manage the waste on or in close proximity to the site of its arising in order to minimise the environmental impact of transport. Applications for the disposal to land of such wastes would need to demonstrate that other options had been taken into consideration. In line with the BPEO and the land-use strategy, it is desirable to

develop integrated waste management sites which can accommodate the management of post-treatment residues via disposal to land. Where this is possible, the impact of waste management development may be minimised by the ensuing concentration of facilities.

## **SECTION 13**

### **13 ENERGY**

#### **13.1 Introduction**

13.1.1 The way energy is used and produced has significant environmental implications. The consumption of non-renewable energy depletes finite resources and generates pollution. There is a need to reduce the amount of energy consumed and to increase the proportion produced from renewable sources.

13.1.2 Virtually all of the energy consumed in Gloucestershire is produced in other parts of the country. This means that the County is not directly experiencing the impacts of its energy use.

13.1.3 The policies in this section are concerned firstly with the energy efficiency of new development and secondly with renewable energy generation. Together the policies will help reduce depletion of finite resources, increase the diversity and security of energy supply, and reduce pollution.

13.1.4 In Gloucestershire the greatest energy demand is from the transport and domestic sectors. The reduction of energy use and pollution through travel is a central theme of this Plan; policies specifically relating to transport issues can be found in Section 8.

#### **13.2 Policies**

##### **Energy Efficiency**

13.2.1 The importance of energy efficiency of the built form as a means of safeguarding natural resources and reducing pollution should not be underestimated. It is vital that careful consideration is given to the energy efficiency of all new development but particularly residential as the domestic sector is a major consumer of energy in the County. Policy EN.1 establishes the framework for the consideration of these issues.

##### **Policy EN.1**

**The County and District Councils will take into account energy conservation matters when considering the location, orientation, layout and design of new development.**

13.2.2 Several important aspects of buildings' energy efficiency are outside the influence of the planning system, some being covered by building regulations. However, the planning system can make a significant contribution to reducing energy use by influencing the siting, orientation and layout of new buildings to ensure that maximum use is made of passive solar gains and that any unnecessary loss of energy is prevented. Landscaping should be used to provide shelter and to reduce overall heat loss.

13.2.3 It is possible to incorporate energy efficient measures into standard housing. However, some development may, as a result of incorporating energy efficient features, have an unconventional appearance and cause conflict with policies relating to the conservation of the built environment. Local planning authorities should be sympathetic to proposals which incorporate innovative design features in the interests of society's long-term needs.

13.2.4 Even with high standards of energy efficiency within the new built environment, energy will still need to be provided. The County Council is keen to promote the use of Combined Heat and Power (CHP) where appropriate as it is an efficient way of generating electricity, particularly where it is associated with production of energy from renewable resources.

13.2.5 Policy EN.2 seeks to encourage the use of CHP and community heating to make more efficient use of energy sources.

## **Policy EN.2**

**The County Council will support the introduction of combined heat and power, and community heating schemes where there is potential for their efficient use subject to other environmental considerations.**

13.2.6 The potential to use CHP and community heating is dependent on a variety of factors including: the amount and balance of energy demand, layout and the density of development. Large scale developments, with a mix of uses, may be suitable for the application of CHP. Feasibility studies will be required by the developers/promoters of large scale developments into the potential to incorporate such schemes.

## **Renewable Energy**

13.2.7 Renewable energy is generated by using resources which occur and recur naturally in the environment. It provides the opportunity to generate electricity in a sustainable manner, without depleting finite natural resources, without the environmental impact of retrieving these resources and without producing harmful emissions.

13.2.8 Most of Gloucestershire's electricity is generated outside the County. However, studies have shown that there is potential to harness energy from wind, low head hydro, agricultural waste/energy crops, solar power, waste combustion and tidal power.

13.2.9 Whilst renewable energy potentially offers a clean and secure supply, associated development for its generation may have other adverse effects on the local environment and community. The degree of this impact will vary according to the type and scale of the scheme involved. Consideration should be given to the wider environmental benefits that can be gained from renewable energy production. These can, in some circumstances, outweigh the local impacts of a scheme. Policy EN.3 seeks to ensure that appropriate consideration is given to these factors for all types of renewable energy.

## **Policy EN.3**

**Proposals for the development of renewable sources of energy will be encouraged, particularly where there are benefits to the local community. Renewable energy proposals will be permitted provided that the proposed development:**

**(a) would not adversely affect the special character of the Areas of Outstanding Natural Beauty or sites of nature conservation or heritage conservation interest; and**

**(b) would not cause demonstrable harm to:**

- i. Special Landscape Areas or sites of special nature conservation or heritage interest as defined in local plans; or**
- ii. areas or facilities of special importance for tourism and recreation; or**
- iii. the amenity of nearby dwellings or residential areas; and**

**would not dominate any prominent skyline or vista as defined in local plans; and**

**would not result in an unacceptable level of visual impact; particular regard will be had to the cumulative impact of existing, planned or proposed renewable energy developments; and  
is justified, where necessary, in terms of national energy policies of local and regional requirements; and  
is accompanied by adequate information to indicate the extent of possible environmental effects and how they can be satisfactorily mitigated.**

13.2.10 In most cases it is possible to reduce the impact of renewable energy generation proposals by careful siting and design at the local planning level. However, it should be noted that minimising environmental impacts of a particular scheme will not in itself ensure acceptable development. Similarly, it must be recognised and accepted that all proposals will have an environmental impact. Planning Policy Guidance Note 22 "*Renewable Energy*" (PPG.22, February 1993 Annexes October 1994) advises that local planning authorities should balance the need to increase the proportion of energy generated from renewable sources with the Government's commitment to protecting the countryside and coast.

13.2.11 The impact of new structures on the landscape, ecology and historic environment of the area should be carefully considered, particularly in designated areas. Regard should be had to the policies of the Natural and Historic Environment Section, particularly Policy NHE.4.

13.2.12 An important consideration is the need to locate renewable energy plants close to the energy source and where possible point of use, to avoid the unnecessary loss of energy in transmission or transportation. It should be recognised that it is often only practicable to exploit renewable resources where they occur. The County Council, together with Vision 21, is keen to improve the acceptability of renewable energy schemes by promoting local energy production and creating a sense of 'ownership' for local communities.

13.2.13 The cumulative impact of a number of turbines on the landscape and particularly in Areas of Outstanding Natural Beauty (AONBs) needs to be considered, as together they could have a significant intrusive effect on the landscape. In AONBs this could detract from the broad physical nature of the landscape which justified its designation.

13.2.14 In some cases, for example within designated areas, it may be necessary to justify proposals for renewable energy development in terms of national, regional or local requirements.

## SECTION 14

# 14 THE NATURAL AND HISTORIC ENVIRONMENT

### 14.1 Introduction

14.1.1 The facilitation of sustainable development is a key objective of the Structure Plan Second Review. This refers to social and economic development in the context of safeguarding and improving the whole environment.

14.1.2 The natural environment encompasses soil, air, water, plants and animals. Historic environment can be defined as the inheritance of past human activity. These combine to contribute to our appreciation of the world and our sense of place. It is vital that development and change in the County protect and enhance these resources.

14.1.3 Gloucestershire's countryside has evolved from the interaction of people with the natural environment over a long period of time. This interaction has created varied and locally distinctive landscapes. The appeal of the County's countryside is integral to the local economy, leading to investment that may protect and improve the countryside. New development should respect and enhance the environment in its scale, location and design.

### 14.2 Policies

#### Policy NHE.1

**The countryside's character, appearance and non-renewable and natural resources will be protected from harmful development unless the social and economic needs of the area or wider environmental objectives outweigh such harm.**

14.2.1 The Government's policy is that the countryside should be safeguarded for its own sake and non-renewable and renewable resources should be protected. Post-war policies have focused on designating and protecting those areas of the countryside that are most important for landscape and wildlife. The priority now is to find ways of enriching the quality of the whole countryside.

14.2.2 The Countryside Agency and English Nature have analysed the distinctive features of the whole English countryside in both landscape and conservation terms. They have identified broad areas of cohesive character which can be described in terms of their landscape character, sense of place, local distinctiveness, characteristic wildlife and natural features, and nature of change. The agencies have produced a national map and a set of summary statements; the Countryside Agency in terms of character descriptions and English Nature with regard to natural area profiles. In Gloucestershire the Countryside Agency and English Nature identify the broad character areas as being the Severn and Avon Vales, the Cotswolds, the Forest of Dean Plateau and Lower Wye Valley and the Upper Thames Clay Vales.

14.2.3 Local character and distinctiveness may be defined in detail at the local plan level using this approach. The safeguarding of undesignated sites when permitting and implementing development can also be assisted through the 'Environmental Capital' approach promoted by the Countryside Agency, English Nature, English Heritage and the Environment Agency, where benefits can be assigned to features which local people may value.

14.2.4 In addition to identifying and protecting the County's character PPG.7 advocates that development plans should be informed through Local Agenda 21. This seeks to identify what sustainable development means at the local level. Gloucestershire's Local Agenda 21 organisation (Vision 21) is progressing the process of securing sustainable development. In 1996 Vision 21 published "*Sustainable Gloucestershire*" which sets out visions and analysis of the current situation; key issues and solutions for the major topics which, together, can create more sustainable development. It is an evolving movement of people and ideas that is seeking to address local development issues at a fundamental and integrated level.

14.2.5 Efforts should be made to work with local people where possible to identify how best to achieve locally distinctive development and sustainable change, building on initiatives such as the Countryside Agency's techniques for Countryside Design Summaries and Village Design Statements. These enable the community to determine the quality and nature of change to their local environment, and enhance qualities of distinctiveness.

## **Policy NHE.2**

Development will be required to protect and, wherever possible, enhance the biodiversity, including wildlife and habitats, of the County.

Potential and classified SPAs, candidate and designated SACs, and Ramsar sites will be protected from development that is likely to affect their integrity.

SSSIs and NNRs will be protected from development which would have a significant effect on their nature conservation interest.

Local Plans should identify:

sites of nature conservation importance including unfragmented and linear features such as small woods, traditional field boundaries, ponds and disused railways which act as wildlife corridors or stepping stones; and

appropriate targets for the enhancement of biodiversity.

14.2.6 Planning Policy Guidance Note.9 "*Nature Conservation*" (PPG.9, October 1994) advises that sites designated for their nature conservation importance should be afforded differential levels of protection based on their position in the hierarchy of international, national and local importance. This is reflected in Policy NHE.2.

### **International sites**

14.2.7 Gloucestershire's international sites are of three types:

Ramsar sites - wetlands of international importance (The Severn Estuary, Upper Severn Estuary and adjacent Walmore Common);

Special Protection Areas (SPAs) – sites of European importance under the Wild Birds Directive (Severn Estuary); and

Special Areas of Conservation (SACs) – sites of European importance under the Habitats Directive (5 Candidate SACs in Gloucestershire).

14.2.8 This list also includes sites which the UK Government has formally proposed to the European Union as sites of European importance: candidate Ramsar sites, candidate SPAs and proposed SACs (Forest of Dean).

14.2.9 Ramsar sites are wetlands of wide international importance. Special Protection Areas (SPAs) and Special Areas of Conservation (SACs) are of European importance and contribute to the Natura 2000 Network. This network is made up of habitats which have been identified as being of European Community importance, by a careful process of selection. The protection of the integrity of these sites is required by the Habitats Directive (1992) which defines 'integrity' as "the coherence of its ecological structure and function, across its whole area, that enables it to sustain the habitat, complex of habitats and/or levels of populations of the species for which it was classified".

### **National sites**

14.2.10 Sites of Special Scientific Interest (SSSIs) are statutory sites of national importance. SSSIs cover areas of land or water notified by English Nature under the Wildlife and Countryside Act (1981) as being of special nature or geological conservation importance. Gloucestershire contains over 100 SSSIs covering approximately 9% of the County's area. Some of the very highest quality SSSIs may be designated as National Nature Reserves (NNRs) by English Nature, whereby nature conservation is the primary management aim.

### **Local sites**

14.2.11 In addition to the protection of designated sites, Policy NHE.2 relates to the protection of the wildlife value of the approximate 900 Key Wildlife Sites (KWSs) in the County which have been identified by the Gloucestershire Wildlife Trust against technical criteria. These cover a range of



habitats and the bulk of the County's wildlife heritage. The Trust also manages approximately 80 non-statutory nature reserves, whilst others are owned or managed by the Royal Society for the Protection of Birds (RSPB) and by other agencies and individuals. Local Authorities can also establish Local Nature Reserves (LNRs) where there is an emphasis on the site's value for people to see, learn about and enjoy wildlife in addition to its intrinsic nature conservation value.

14.2.12 Despite the range of protective initiatives, the County's important habitat has been greatly reduced over the last 50 years. It is now recognised that nature conservation cannot be effectively sustained if it is an objective only when managing designated areas. The need for development should, where possible, be met through integrating it into the natural environment, not displacing it. In addition it is not just about protecting the best of what we have, but of enhancing its status.

14.2.13 PPG.9 sets out the principles and policies that apply to the integration of nature conservation priorities with land use planning. Policy NHE.2 builds on this guidance by directing that planning and development decisions be made in the context of the UK Biodiversity Action Plan (BAP 1994). The UK BAP recognises that "biodiversity is ultimately lost or conserved at the local level" and that, as stated in PPG.9, "statutory and non-statutory sites, together with countryside features which provide wildlife corridors, links or stepping stones from one habitat to another, all help to form a network necessary to maintain the diversity of flora and fauna".

14.2.14 In Gloucestershire this has culminated in the Gloucestershire Biodiversity Action Plan (GBAP) Consultation Draft (1999). The final GBAP is being produced and will be endorsed by Gloucestershire County Council, the District Councils, English Nature, the Gloucestershire Wildlife Trust and the Royal Society for the Protection of Birds, and supported by the European Union's Habitats Regulations and PPG.9.

14.2.15 The GBAP identifies targets for increasing habitat and species diversity in Gloucestershire, thereby enabling land use planning to take account of sites and features of existing importance and also areas where there is potential to enhance the value of the land for nature conservation. In addition to the GBAP, District Councils may gain valuable assistance in this task by drawing upon the habitat and species information contained in the Natural Area Profiles devised by English Nature. This approach is invaluable in identifying which ecosystems and natural features are naturally characteristic of the local landscape. This contextual information enables consistent choices to be made in setting priorities and targets for biodiversity at the local level.

14.2.16 As the GBAP becomes established its recommendations will be incorporated into local plans and it will be used as supplementary planning guidance. Information generated by the GBAP will assist the planning process by providing more detailed information as a basis for revision of development plans. Development plans will therefore make a significant contribution to the delivery of the GBAP.

### **Policy NHE.3**

**The best and most versatile agricultural land (grades 1, 2 and 3a) will be protected from development. Provision will only be made for development affecting such land exceptionally if there is an overriding need for the development and either sufficient land of a lower grade (grades 3b, 4 and 5) is unavailable; or available lower grade land has an environmental value recognised by a statutory wildlife, historic or archaeological designation, and outweighs the agricultural considerations. If best and most versatile land needs to be developed and there is a choice between different grades, land of the lowest grade available should be used.**

14.2.17 Policy NHE.3 relates to the need to protect the 'best and most versatile agricultural land' from development. At present, this categorisation relates to Grades 1, 2 and 3a land in the Ministry of Agriculture, Food and Fisheries (MAFF) Agricultural Land Classification. PPG.7 advises that the productive potential of this land should be protected as a national resource for the benefit of future generations.

14.2.18 However, other considerations will be applied in considering the suitability of agricultural land of any grade for development. For example, land of high ecological quality frequently has a low agricultural value. In examining the material considerations affecting a development proposal, other non-agricultural values should also be weighed.

14.2.19 It should be emphasised that the main focus of this Plan is for new development to have an urban focus. The optimum re-development of brownfield sites, which are usually urban, is intended to reduce the pressure on greenfield sites and agricultural land for development. Best and most versatile land should only be used where there is a strong case for doing so and where the need for development is supported by Structure Plan policy.

### **Policy NHE.4**

**In Areas of Outstanding Natural Beauty the conservation and enhancement of the natural beauty will be given priority over other considerations. Regard will also be had to the economic and social well-being of the AONB.**

**Provision should not be made for major development within the AONB unless it is in the national interest and the lack of alternative sites justifies an exception.**

14.2.20 Over half of Gloucestershire has Area of Outstanding Natural Beauty (AONB) status. This comprises a substantial part of the Cotswolds to the east of the County, and also parts of the Wye Valley and the Malvern Hills AONBs.

14.2.21 PPG.7 advises that the primary purpose of AONB designation is to conserve and enhance the natural beauty of the landscape. In pursuing this, account should be taken of the needs of agriculture, forestry, other rural industries and of the economic and social needs of local communities. Particular regard should be paid to promoting sustainable forms of social and economic development that in themselves conserve and enhance the environment.

14.2.22 The definition of 'major development' is affected by issues such as location, scale, context and design. 'Major' cannot be quantified or determined at the strategic level in this context. However, potential impact can be judged against the local characteristics of a particular proposed site through the local plan process, thereby allowing for the local interpretation of 'major' and so ensuring the retention of qualities of local distinctiveness within the AONB.

14.2.23 Recreation is not an objective of AONB designation, but the demand for recreation should be met so far as this is consistent with the conservation of natural beauty and the needs of agriculture, forestry and other land uses. The Joint Advisory Committees (J.A.C.s) for each of the three AONBs in Gloucestershire have developed management strategies (planning policy guidelines) which aim to reconcile the needs of people living in and visiting the AONBs with the need to conserve the natural beauty of these areas.

#### **Policy NHE.5**

**Provision should not be made for development that would detract from the particular landscape qualities and character of Special Landscape Areas. The broad locations of Special Landscape Areas are as follows:**

**the north eastern and north western fringes of the Cotswolds;**

**on the southern fringes of the Cotswolds near Cirencester, Tetbury and Fairford;**

**the upland western and southern parts of the Forest of Dean District;**

**between Gloucester urban area and the Cotswolds, including Robinswood Hill;  
and**

**Chosen Hill in Churchdown.**

**The precise boundaries of, and additions to, the Special Landscape Areas will be identified in local plans.**

14.2.24 Special Landscape Areas (SLAs) are areas that are not designated as AONB but are of comparable high quality and require special attention in the implementation of planning policy. Identifiable physical features should define their boundaries such as:

- i) breaks of slope and any important foreground setting to a change in slope and or;
- ii) change of landscape character.

14.2.25 SLAs were proposed in each of the earlier Structure Plans. The local landscape designation 'Area of Great Landscape Value' (AGLV) was the precursor to both Areas of Outstanding Natural Beauty (AONBs) and Special Landscape Areas (SLAs). Much SLA designation relates to margins of the AONB.

14.2.26 SLAs in Gloucestershire were therefore reviewed as a consequence of the Cotswold AONB Boundary Review in 1990. When the AONB boundaries were re-drawn as an outcome of this review, some of the fragmented pockets of AGLVs which had been excluded by the AONB designation review were designated SLAs. SLAs remain areas of considerable, if more localised, importance in the

landscape, being areas of discernible local character. This is reflected in both the strategic and local plan strategies. The County Council consider it appropriate for precise boundaries to be defined at the District level. District Councils, in consultation with the County Council, may designate new SLAs within the Structure Plan period.

14.2.27 PPG.7 states that local countryside designations carry less weight than national designations and development plans should not apply the same policies to them. SLAs should not be used to restrict development without identifying the particular features to be protected and enhanced, as other policies within the Plan should safeguard the open countryside. As the approach of defining and interpreting the whole of Gloucestershire's character emerges, the County's SLAs, together with other local and national landscape designations, will form important components in the identification of natural areas, wildlife corridors and habitat blocks, providing important natural resources for both people and wildlife.

#### **Policy NHE.6**

**The distinctive historic environment of the County will be conserved and enhanced.**

**Scheduled Ancient Monuments, Listed Buildings, Conservation Areas, and their settings will be preserved.**

**Historic settlements and landscape, historic parks and gardens, and sites of archaeological importance will be protected from the adverse effects of development.**

14.2.28 The physical survivals of the past are to be valued and protected for their own sake, as a central part of cultural heritage and a sense of national identity. Their presence adds to the quality of life, by enhancing the familiar and cherished local scene and sustaining the sense of local distinctiveness which is so important an aspect of the character and appearance of Gloucestershire's towns, villages and countryside. The historic environment is also of immense importance for leisure and recreation.

14.2.29 Planning Policy Guidance Note 15 "*Planning and the Historic Environment*" (PPG.15, September 1994) states that effective protection of all aspects of the historic environment is fundamental to the Government's policies for environmental stewardship. Planning Policy Guidance Note 16 "*Archaeology and Planning*" (PPG.16, November 1990) identifies the importance of archaeological remains as the source of information about our society's past, and stresses their finite nature and their vulnerability to damage and destruction. Their protection through the planning system is essential to their survival.

14.2.30 The historic environment of the County has been formed from the activities of human communities over many thousands of years in clearing, farming and settling the landscape. There is extensive evidence of the past in the form of prehistoric settlement and burial sites, Roman towns and villas, medieval churches and villages, and industrial landscapes of national importance. There are many other archaeological sites, historic buildings and other features of more local importance. Local plans should protect the historic environment, preserving the important elements and its general historic character.

14.2.31 Characterisation of the historic landscape of the County is currently in progress. The landscape character areas and descriptions that will result from this project will assist in local plan preparation and in the conservation of the locally distinctive landscapes within the County.

14.2.32 Similarly, for the small historic towns of the County, the Gloucestershire Historic Towns Survey will provide information on the historic urban character of these settlements and their archaeological potential. This will assist in local plan preparation and in guiding the location of development.

14.2.33 Historic parks and gardens may be included within English Heritage's Register of Parks and Gardens of Special Historic Interest. Whilst this confers no additional statutory controls, development proposals affecting them are subject to statutory consultation procedures. Similarly, a Register of Historic Battlefields has been prepared by English Heritage. These include the battlefield sites at Tewkesbury [1471] and Stow-on-the-Wold [1646]. Again the effects of development proposals on them should be a material consideration in determining planning applications.

14.2.34 Local Planning Authorities are under a duty to designate as conservation areas any 'areas of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance'. Whilst many of these areas are of local significance, cumulatively they contribute to Gloucestershire's diverse historical character. This is different to the conservation of individual buildings. Individual historic buildings and other structures of special historical or architectural interest may be given protection as Listed Buildings. However, where works may affect a listed building, special regard should be had for the desirability of preserving its setting, as this is often an essential part of the building's character.

14.2.35 About 18,000 archaeological sites are currently recorded in the Gloucestershire Sites and Monuments Records (SMR) which is maintained by the County Council. Approximately 400 of these are Scheduled Ancient Monuments of national importance, protected under the Ancient Monuments and Archaeological Areas Act (1979). Not all nationally important monuments are scheduled. There is a presumption in favour of the preservation of nationally important sites and their settings, whether scheduled or not. In addition, the SMR records many sites of more local significance, and will contain archaeological information about local areas. Local plans should contain policies which will protect significant archaeological sites and which set out how the archaeological implications of development will be assessed and mitigated through the development control process.

#### **Policy NHE.7**

**Development will not be permitted which has a detrimental impact on the scientific value, landscape setting and character, and the archaeological remains of the Severn Estuary. The integrated management of the estuary will be essential to the protection of its special qualities.**

14.2.36 The Severn Estuary includes nationally and internationally important habitats and communities in the marine, intertidal and landward areas. The estuary is an important fish nursery area. The intertidal areas support internationally significant numbers of wintering waders and wildfowl. The low-lying reclaimed grazing marshes and ditches host important floral and faunal communities. Large areas are protected by international designations.

14.2.37 The wildlife value of the Severn Estuary is reflected in its national nature conservation designations and accorded a commensurate level of protection by Policy NHE.2. The Severn Estuary has been identified as an internationally important Wetland and as an EC Habitats Special Area of Conservation; it has been designated a Ramsar site and classified as an EC Wild Birds Special Protection Area. These designations ensure that the estuary is protected by international, European and national legislation. Other protected areas include Sites of Special Scientific Interest (SSSIs), National Nature Reserves (NNRs) and the local Wildlife and Wetland Trust Reserve.

14.2.38 The value of the low-lying landscape of the Severn Levels also requires protection. Several landscape assessments have been carried out and zones of landscape character have been identified. Landscape characterisation and descriptions will be detailed in the relevant local plans. Planning Policy Guidance Note 20 "*Coastal Planning*" (PPG.20, September 1992) advises that local planning authorities should define coastal zones, within which development not requiring a coastal location should not generally be permitted. Estuaries and surrounding areas of land are also mentioned in PPG.20 as potentially benefiting from this approach. The Severn Estuary is a large area of such vital importance that close attention must be paid to the safeguarding of its setting.

14.2.39 The tidal range of the Estuary, the historic ports of Gloucester, extensive intertidal areas and soft sediments make the Severn Estuary an area of great archaeological significance including, for example, evidence of previous human exploitation and management of the area, ranging from prehistoric and Roman land reclamation to post- medieval ports. The particular environment of the Severn Estuary enables a very high rate of survival of archaeological evidence.

14.2.40 In recognition of both the importance of the Severn Estuary and the wide variety of interests associated with it, local plan policies to safeguard and manage these interests should be informed by a wide range of sources such as: "*The Shoreline Management Plan*", "*The Local Environment Action Plan*" (LEAP) and guidance produced by the Association of Severn Estuary Relevant Authorities (ASERA).

#### **Policy NHE.8**

**Proposals for development in the Cotswold Water Park should be considered in the context of all the objectives of the Water Park, which include the:**

**Nature conservation interests;**

**Mineral extraction and the beneficial after-use of worked sites;**

**Facilitation of a wide range of recreation and tourism opportunities which reflect the special character of the area;**

**Facilitation of access to and within the Cotswold Water Park using sustainable modes of transport;**

**Protection of the integrity of existing villages and rural communities; and**

### **Protection of the best and most versatile land in accordance with Policy NHE.3.**

14.2.41 The Upper Thames Valley on the Gloucestershire and Wiltshire county boundary has been a major source of sharp sand and gravel since the late 1940's. The mineral resources of this part of the Upper Thames, between Somerford Keynes in the west and Lechlade in the east, were designated as the Cotswold Water Park in 1969. These mineral resources are substantial and their extraction will continue for the foreseeable future.

14.2.42 The Cotswold Water Park has arisen as a result of meeting opportunities to manage this long-term mineral resource through the regeneration of flooded and disturbed landscapes into areas of great ecological and landscape value. It has resulted in the establishment of a national, regional and local asset for sport, recreation and tourism, and the creation of the largest freshwater wetland habitat in the UK. There is great potential for new landscapes to be created as a beneficial after-use of mineral working, and new areas of wetland habitat and landscapes will be created following mineral extraction in this area.

14.2.43 The Cotswold Water Park is a complex evolving area with important environmental, archaeological and scientific qualities. The marl lakes, which have been created from gravel extraction in the Upper Thames area, are unique wetland habitats, which are becoming increasingly diverse. The area was accorded Grade 1 status in the then Nature Conservancy Council's "*A Nature Conservation Review*" (1977). It now has its own Biodiversity Action Plan (BAP).

14.2.44 Development policies and proposals within the area should be considered in the context of the Cotswold Water Park Joint Committee's emerging development strategy (2000 – 2004). It is also important that the needs and identities of local communities are considered. This may be achieved through in-depth consultation with them on the continuing changes, and through managing leisure and tourism demands (particularly in terms of impact on transport and utilities infrastructure) in a way that is environmentally and socially acceptable.

## SECTION 15

### 15 RECREATION

#### 15.1 Introduction

15.1.1 Regional Planning Guidance for the South West RPG.10 (July, 1994) sets the scene for providing for leisure in the region:

"Facilities for leisure, including sports and cultural activities, enhance the quality of life in the Region. New facilities should, as far as possible, be accessible by public transport and from the main transport network, particularly those which are likely to have national or regional importance. In both urban and rural areas, provision for leisure activities can be beneficial in bringing back into use vacant or derelict land. Plans should also contain policies to protect open space in urban areas which is important for recreational or amenity reasons."

"The South West has considerable potential for the development of recreation based on natural amenities, such as rivers, lakes and the coast. However, this should be consistent with the principles of sustainable development and the need to conserve and enhance such features. Plans should set out policies for conservation and development along the routes of national trails (formerly long distance footpaths), ... which show a co-ordinated approach, developed in conjunction with neighbouring planning authorities. Leisure uses provide one way of diversifying farming activities, and policies should give clear guidance on what will be acceptable."

15.1.2 Recreational pressure on the countryside can be expected to grow. There does come a point however where environmental or social capacities may be reached and limits to growth may have to be recognised. Government guidance itself identifies that strategic plans should offer guidance on the protection of sensitive areas from inappropriate sport and recreation.

#### 15.2 Policies

##### Policy RE.1

**The retention and provision of a wide range of recreational facilities in urban areas and all principal settlements, to meet local and sub-regional needs, will be supported. Local Plans will give special consideration to:**

**Areas which are deficient in recreational facilities;**

**Facilities which provide for as wide a range of the population as possible;**

**Increased accessibility for all potential users particularly by public transport, cycling and walking; and**

**Local scale of provision of a non-specialist nature, for example local halls capable of some recreational uses, will be encouraged provided they are well related to the communities they serve.**

15.2.1 Urban areas are likely to remain the most accessible and economic locations for capital-intensive recreation facilities. Accessibility refers here to both the location of facilities and their relation to alternative means of transport, and to design and management issues, which ensure ease of access.

15.2.2 Local scale of provision of a non-specialist nature, for example local halls capable of some recreational uses, will be encouraged where they are well related to the communities they serve. Major purpose built sports facilities require maximum accessibility and are therefore best located at the major centres of population and transport systems within the County, namely Cheltenham and Gloucester.

##### Policy RE.2

**A high standard of open space provision in new residential development will be required.  
Existing playing fields and recreational areas will be retained.**

15.2.3 All new development should include features that promote sustainability. Despite the advantages of high density development in terms of energy efficiency, there should be careful provision of high quality public and private open space, structural landscaping and features that promote nature conservation. This space will strongly determine the character of the development. The proximity of parks, gardens, streams, allotments, playing fields and other locally valued open spaces to peoples' homes enhances the residential environment and is a vital determinant of quality of life. The enjoyment of semi-natural areas close to home fosters a wider respect for nature which in turn contributes to a cultural understanding of the importance of conserving the environment and thus of sustainable development.

15.2.4 Open space provision should be commensurate in scale with local need and existing built and natural character. It may express the wider habitat of the area through providing stepping stones and corridors through the built environment. Only in exceptional circumstances should existing open space be developed where it can be shown that higher quality and more accessible provision will compensate for the proposed loss of playing fields or open space integrity.

15.2.5 The provision of accessible open spaces for people living in urban and urban fringe areas fulfils sustainable recreational objectives. In this way policy promoting the conservation and enhancement of locally important open spaces as well as those encouraging green corridors strongly supports the Structure Plan strategy.

**Policy RE.3**

**Improved public access to the countryside will be encouraged subject to there being no adverse impact on the natural and historic environment or on agriculture.**

15.2.6 Access to the countryside is widely regarded as an important contributor to peoples' sense of well being. People living in both Gloucestershire's towns and rural areas regard access to the open space in rural areas as being of great importance. Separate research has also shown that contact with 'nature' (very broadly defined) is widely regarded as a life-enhancing experience.

15.2.7 Gloucestershire has a great variety and wealth of countryside recreation opportunities, ranging from the forested west, through the Severn River and Vale to the Cotswold Hills. The County Council seeks to emphasise the importance of providing access to the areas it manages. Areas within each District will contain different opportunities for the facilitation of the following types of countryside recreation, as adapted from a list supplied by the Countryside Agency:

The creation of more opportunities for people to enjoy the countryside near to where they live so that they can walk, ride or cycle there;

The creation of 'greenway' routes off the highway, connecting town and countryside, for shared use by people walking, cycling or riding;

The encouragement of non-motorised transport providing recreational access to the countryside;

Management of the impacts caused by off-road motorised use whilst protecting the rights of people to enjoy the countryside in this way;

Car parking charges used to influence visitor behaviour, with the revenue collected used for facility improvements, conservation and visitor management; and

More imaginative public transport services designed to stimulate demand and better access to information about public transport services based on information updated as it changes and available where people want it.

15.2.8 The intention to encourage the formation of green corridors is reflected in the Natural and Historic Environment section of this Plan. These will have many ecological functions. They also offer opportunities for recreational walking, cycling and riding routes. In a sense, because this facilitated enjoyment of the countryside raises peoples' awareness and appreciation of the environment, encouraging and managing access to it can also help to conserve it.

15.2.9 The existing 'public rights of way' system offers much potential for promotion of access by sustainable means of transport - by foot, by bicycle or on horseback. This can contribute to both recreation and tourism objectives. Linked long distance routes including National and Regional Trails

(such as the Cotswold Way, the Severn Way, Offas Dyke and the Thames Paths) are well represented in the County and will continue to form an important network of routes. Themed routes such as Heritage Trails and Water Courses, which reflect the character of the historic or natural environment of the County, will continue to be developed.

15.2.10 Access to land, in addition to routes, is quite widely available in Gloucestershire.

Opportunities are emerging under new schemes, broadly associated with farming diversification, to further increase public access. In its consultative role, the County Council will promote these uses in a co-ordinated way set against the agreed 'Discover the Countryside' strategy.

#### **Policy RE.4**

**The use of water for sport, recreation and tourism will be permitted except where:**

- (a) There would be an unacceptable conflict with water supply or commercial use;**
- (b) There would be an unacceptable level of environmental impact particularly on landscape, the local ecology or to local settlements;**
- (c) Problems of recreational over-use or conflicting uses could not be resolved;**
- (d) There would be overriding problems of public safety;**
- (e) There would be significant local traffic problems;**
- (f) The proposal would create or result in unacceptable pollution including noise pollution.**

15.2.11 There are widespread opportunities for water-based sport, recreation and tourism in Gloucestershire which, if properly planned and managed, can be compatible with other uses of water (as a resource and as a major contributor to the landscape).

15.2.12 The Cotswold Water Park will continue to grow as a national and regional centre for water sports. It is also an area for public access to a rich and varied wetland landscape. The Water Park is bisected by the Thames Path and has direct links to Swindon via the Cricklade Corridor. It is therefore highly accessible.

15.2.13 In particular Gloucestershire's canals offer considerable potential for restoration, which would fulfil objectives relating to sustaining the natural and historic environment as well as transport, recreation and open space. The importance of a canal link from the Thames to the Cotswold Water Park has been agreed as a priority by the County Council to ensure that tourism and recreational opportunities are extended from the Thames Head/Lechlade areas.

#### **Policy RE.5**

**Restoration of the Stroudwater, Thames and Severn Canal, and the Herefordshire and Gloucestershire Canal, as navigable waterways will be encouraged and their routes protected where compatible with other policies.**

15.2.14 Parts of these canals survive, including associated locks, bridges and cottages, but are in need of restoration. Substantial sections of the Hereford and Gloucestershire Canal in Gloucestershire, and the Thames and Severn Canal at its eastern end have been acquired by adjacent land owners and filled in for agriculture. In a number of locations highway structures and unsuitable tunnels seriously compromise the long-term restoration to navigation. The County Council recognises that, despite its support for the restoration and reconstruction of canals, it is sometimes not possible to follow the original line, and therefore not all of the aims and objectives of some canal trusts can be supported.

15.2.15 However, where the canal restoration or reconstruction proposal is compatible with other policies then the Structure Plan supports the objectives and current restoration priorities of the canal trusts to preserve the canal alignment, promote recreational use and in the longer term restore navigation. In particular, the potential of the towpaths as cross-country footpaths is significant, seen within the framework of the Thames Way, which is being designated, and the existing Severn Way. In certain circumstances, where the safety of pedestrians is not compromised, the towpaths may also provide for cycle use. In addition, the towpaths can be integral parts of green corridors and wider green networks.



15.2.16 There will be a need to consider the opportunities for canal restoration within the context of highway improvements and development proposals, particularly the implications of mineral working in the central section of the Cotswold Water Park.

## **SECTION 16**

### **16 TOURISM**

#### **16.1 Introduction**

16.1.1 Gloucestershire comprises rural towns within the distinctively beautiful landscapes of the Cotswold Hills, Stroud Valleys, Severn Vale and Royal Forest of Dean. The County possesses a wide range of attractions including some of national significance. There is a wealth of rural heritage with long established local customs and traditions and a number of major festivals. These factors, combined with good accessibility from the rest of the country, are all important in attracting visitors to the County.

16.1.2 The Regional Planning Guidance for the South West (RPG.10, July 1994) identifies tourism as one of the most important employers in the South West, and it is Gloucestershire's fourth biggest industry. However, it is a fragmented industrial sector and most of its 200,000 businesses are extremely small. In addition its business is based on consumption by tourists, not production, and much of the tourism product experienced by the consumer is in the form of common goods such as, natural scenery, sites and historic towns, for which no price is charged and which are usually maintained by the public sector. Enjoyment of common goods can lead to issues of public concern such as congestion in tourism "honeypots" or damage to environmentally sensitive areas.

16.1.3 Planning Policy Guidance Note 21 "*Tourism*" (PPG.21, November 1992) sets out the strategic aspects of tourism to be considered:

- the scale and distribution of tourist activity within the area;

- likely future trends and changes in volume, distribution and type of activity;

- the implications of those trends and changes for land use, traffic flow and the transport system;

- the identification of areas within a county where there are problems associated with the growth or decline of tourism;

- the best means of accommodating increased demand;

- the environmental impact of tourist demand and ways in which any adverse effects can be moderated;

- the need to protect key tourism assets; and

- ways in which tourism can contribute positively to other objectives, such as economic development, conservation and urban regeneration.

16.1.4 The national strategy '*Tomorrow's Tourism*' (1999) sets out the need for the wise growth of tourism through applying the principles of sustainable development to achieve a range of social, economic and environmental objectives. This theme is broadly reflected in Gloucestershire's Tourism Strategy. The national strategy recognises the importance of well-balanced and integrated policies to achieve sustainable development.

#### **16.2 Policies**

##### **Policy TSM.1**

**Proposals for all tourism developments will be judged against principles of sustainable tourism. Particular attention will be given to:**

- (a) conserving the urban and rural environments;**

- (b) providing facilities of appropriate scale, standards and design;**

**(c) managing tourism pressures in popular areas or at sites of special attraction;**

**(d) promoting access by public transport, cycling and walking; and**

**(e) encouraging the re-use of existing buildings so as to maintain or enhance the character and appearance of the surroundings.**

16.2.1 The explicit intention to encourage sustainable development through strategic policy requires a fresh approach to policy formulation. Recent policies for tourism have been designed to co-ordinate economic and environmental objectives; RPG.10 advises that tourism can contribute to achieving conservation and regeneration objectives.

16.2.2 Policy TSM.1 is set in a framework of sustainable development. If carefully planned and controlled, provision for tourism with its resulting benefits, can be increased without detriment to the environment. The following 7 Principles for Sustainable Tourism were drawn up in May 1991 by the then Secretary of State for Employment's Tourism and the Environment Task Force as a useful basis for the future growth and development of the industry.

The environment has an intrinsic value, which outweighs its value as a tourism asset. Its enjoyment by future generations and its long-term survival must not be prejudiced by short-term considerations;

Tourism should be recognised as a positive activity with the potential to benefit the community and the place as well as the visitor;

The relationship between tourism and the environment must be managed so that it is stable in the long-term. Tourism must not be allowed to damage the resource, prejudice its future enjoyment or bring unacceptable impacts;

Tourism activities and developments should respect the scale, nature and character of the place in which they are sited;

In any location harmony must be sought between the needs of the visitor, the place and the host community;

In a dynamic world some change is inevitable and change can often be beneficial. Adaptation to change, however, should not be at the expense of any of these principles; and

The tourism industry, local authorities and environmental agencies all have a duty to respect the above principles and to work together to achieve their practical realisation.

#### **Policy TSM.2**

**The development of self-catering holiday accommodation, not coming within the scope of TSM.3 and TSM.4 will be permitted in accordance with general policy TSM.1, in or adjoining existing settlements.**

16.2.3 Self-catering accommodation is temporary, short-term rented accommodation, without meals provided, including flats and apartments, houses, chalets or bungalows. It is necessary to avoid the proliferation of such facilities, which would create environmental problems.

16.2.4 The intention of this policy is to accommodate demand for self-catering accommodation in such a way as to ensure that environmental as well as economic objectives are fulfilled. The policy recognises the growing importance of permanent self-catering tourist accommodation and the opportunities for rural diversification through tourism, which it offers.

#### **Policy TSM.3**

**Proposals for groups of self-catering holiday accommodation units and permanent holiday caravan sites, transit and touring camping and caravan sites will be considered against the following criteria:**

(a) their scale, quality of design and landscaping should be consistent with the character of the area;

(b) there should be no adverse impact upon sites of archaeological or nature conservation interest, the landscape, nearby settlements, and the local highway network;

(c) that they shall be used only for holiday uses and not as permanent or principal places of residence; and

(d) overriding priority will be accorded to the protection of the landscape in Areas of Outstanding Natural Beauty.

16.2.5 These types of holiday sites may comprise purpose built self-catering holiday accommodation units, permanent caravans, mobile caravans, tents or a mixture of two or more; they tend to be larger than transit or touring sites and provide more facilities.

16.2.6 Proposals for this type of development must be carefully assessed against their environmental impact and a rigorous Environmental Assessment carried out in appropriate cases as required by regulation.

16.2.7 Policies must preclude the use of this type of accommodation as permanent residential occupation where permission for such development would not normally be forthcoming. Where this type of accommodation is used for permanent residential occupation it should then be designated as such subject to the appropriate restrictions and inclusions in the records of provision of housing.

16.2.8 Demand for these types of holiday sites is likely to be primarily along the main tourist routes which have been identified as 'A' class roads. Consideration should only be given to this type of development where it is clearly demonstrated that the existing infrastructure can cope with the additional load.

16.2.9 Small camping or caravan sites may form part of a rural enterprise and help to provide diversification opportunities to support the principal activities. Nevertheless environmental safeguards are required to ensure integration into the local environment.

#### **Policy TSM.4**

**Encouragement will be given to the development of tourist attractions, which have a special affinity with the physical and historic heritage of an area and no adverse impact on the local environment.**

16.2.10 Other policies in this section have been concerned with tourists and their accommodation requirements, but it is also necessary to consider the activities they undertake whilst on holiday. Such activities may be similar to those of local residents and the relative significance of the two sectors may be difficult to identify.

16.5.11 Gloucestershire's greatest assets in terms of its tourism interests are its indigenous character and the high quality environment. Visitor attractions, which reflect these assets in an environmentally sympathetic and informative way, should be encouraged. Attractions interpreting, for example, local features and customs could be beneficial for the local economy and help to encourage an understanding of the environment.

16.2.12 In accordance with the Department of Culture, Media and Sport's *'Success through Partnership'* (1997) and the County Council's Tourism Strategy (1999) the development of new visitor attractions throughout the County will help the broad benefits of tourism to be realised and contribute more fully to the local economy. There remains considerable potential to develop attractions, which have a particular affinity with Gloucestershire's image and heritage.

## SECTION 17

### 17 WATER RESOURCES

#### 17.1 Introduction

17.1.1 Water is an essential resource. In recent years, lower than average annual rainfall together with increased demand, have resulted in a reduction of available resources. This is identified as an issue for the South West in RPG.10. The County Council is concerned about the water resources situation both nationally, (recognising our dependence on other counties for water supply) as well as in Gloucestershire. Low river flows and poor groundwater recharging in the Upper Thames Catchment are of immediate concern to the County Council. However, the longer term situation for the County as a whole requires urgent consideration. Consequently, a separate policy, W.1, is proposed on this issue. It is concerned with the protection of the *quantity* of water resources in the County. Measures to protect water *quality* are included under the section on Pollution Policy P.1.

#### 17.2 Policy

##### Policy W.1

**Provision will only be made for development where:**

- (a) adequate water resources exist or can be provided without causing unacceptable adverse environmental effects, and**
- (b) it will not lead to an unacceptable reduction in the quantity of surface and groundwater; and**
- (c) there is not an unacceptable risk to existing or future supplies, residential amenity, nature conservation or fisheries.**

**Proposals for new water resource schemes will be assessed in the context of the demand management and leakage control measures.**

17.2.1 The supply of water to new development is a critical factor. Under current legislation, the water companies are required to provide water to developments approved by local planning authorities. Development in locations where water resources are already scarce may result in less reliable supplies for existing population and industry. The further depletion of water resources will exacerbate the detrimental impact on water quality, nature conservation, amenity, fisheries and inland navigation. Existing abstraction licenses may also be affected and may need to be reviewed in the light of increasing concern.

17.2.2 Consequently, local planning authorities should not allow development in areas where the existing water supplies are inadequate or where it is likely to reduce existing supplies to an unacceptable level. The County Council is keen to ensure that all possible measures are taken by the water companies to prevent unnecessary loss and use of water, for example through leakage from distribution pipes. However, if it is necessary to transfer water in from other areas or to carry out other strategic capital works to supplement water resources, then careful consideration should be given to the environmental impacts of these schemes. Similarly the long lead-in times associated with these schemes should be recognised.

17.2.3 In Gloucestershire consideration has been given by Thames Water to the transferral of water from the River Severn to the Thames to overcome shortages. If this option is to be pursued then a thorough assessment of all the possible environmental implications will be required. For example the effect of removing large quantities of water from the River Severn catchment and the impact of pipelines on the landscape will require careful consideration.

17.2.4 Policy W.1 will be implemented with advice from the Environment Agency, which has a duty of responsibility for the conservation and enhancement of water resources, for licensing water abstraction and for the control of water quality. Reference will be made to their Ground Water Vulnerability maps and their policy document " *Policy and Practice for the Protection of Groundwater*" 1992.

17.2.5 Water conservation features in new buildings are outside the control of the Structure Plan. However, local planning authorities should encourage the incorporation of water efficiency features into developments of all types, for example grey water and rain water collection systems and other sustainable water technologies and systems. Developers should have regard to, *"The NRA's approach to water conservation and demand management"*, published in 1995. The County Council, together with Vision 21, will promote water efficiency measures and raise awareness about the need to conserve water.

## **SECTION 18**

### **18 FLOODING AND FLOOD RISK**

#### **18.1 Introduction**

18.1.1 New development, redevelopment and land raising can have significant implications for flood risk. Development within the flood plain potentially disrupts flood flow routes, reduces storage capacity, and increases the rate of surface water run-off, thereby increasing the risk of flooding elsewhere. Even development outside the floodplain, with its associated surface water run-off can add to the flood risk downstream and may increase the threat of pollution and damage to river habitats.

#### **18.2 Policy**

18.2.1 Policy F.1 seeks to attempt to safeguard new development from unacceptable flood risk and not put other areas at danger from flooding.

##### **Policy F.1**

**Provision will not be made for development where it would be at direct risk from flooding and/or would increase the risk of flooding elsewhere.**

**Local Plans will define areas of flood risk.**

18.2.2 In some circumstances it may be appropriate to implement works that can overcome the flooding constraint. These measures should be agreed by the planning authority in conjunction with the Environment Agency and implemented and funded by the developer prior to development. In designing flood defence measures careful consideration should be given to their potential impact on nature conservation, archaeology and the landscape.

18.2.3 In March 1994, a Memorandum of Understanding was signed by the Association of County Councils, District Councils and Metropolitan Authorities and the then National Rivers Authority. The purpose of the Memorandum is the implementation of Circular 30/92, '*Development Flood Risk*'. The Memorandum is an endorsement of the commitment of the National Rivers Authority and local authorities to work together to implement the objectives of the Circular and it aims to ensure that planning decisions take account of any risk of flooding.

18.2.4 Policy F.1 will be implemented with advice from and in conjunction with the Environment Agency, who as statutory consultees have a responsibility to advise local planning authorities on the implications of development proposals, and to identify 'setback' lines beyond which development should be avoided. The Environment Agency is in the process of preparing up to date maps of flood plains to ensure that planning authorities have the necessary information available on which to base their decisions.

18.2.5 There is a need to minimise the amount of surface water run off from new developments to decrease the risk of flooding. There are a number of techniques available for achieving this and District Councils should encourage their incorporation into the design of new developments.

## **SECTION 19**

### **19 POLLUTION**

#### **19.1 Introduction**

19.1.1 Planning Policy Guidance Note 23, "*Planning and Pollution Control*" (PPG.23, July 1994) sets out the role that land-use planning has in stemming the damage and decay that pollution creates. It emphasises that planning and pollution control systems are separate but complementary. It identifies the pollution control systems (i.e. control of emissions etc.) as primarily the remit of the Environment Agency, supported by a range of Government legislation, such as the 1991 Water Act and the 1990 Environmental Protection Act (EPA). District Councils play a prominent local role in monitoring and controlling pollutants such as smoke, grit, dust, odours and noise and charged with enforcing the Local Authority Pollution Control regulations introduced under the 1991 EPA. The planning system complements these controls by regulating the location of development, the control of operations of that development, and the after-use of land.

#### **19.2 Policy**

19.2.1 Policy P.1, in conjunction with other policies in the Plan, such as those in the Transport and Waste Management sections, seeks to minimise the impact that development may have on the environment and local communities.

##### **Policy P.1**

**Provision will only be made for development where it does not have an unacceptable effect in terms of:**

- (a) the environment and local community in terms air, noise or light pollution;**
- (b) the quality of surface or ground water; or**
- (c) contamination of the land or soil.**

19.2.2 Pollution of the environment can arise from a variety of activities and can manifest itself in a number of ways; for example, as dust and smog, fumes, smells, noise, vibration and light (e.g. sky glow etc.). All these types of pollution can adversely affect the quality of life of residents and working populations as well as upsetting the ecological balance of an area.

19.2.3 New development can have significant effects on the quality of surface, underground and estuarine water. A decline in the quality of these waters will have knock on effects on the ecology of the water environment, amenity and fisheries. Furthermore, once groundwater is contaminated, it is difficult, if not impossible, to rehabilitate. Therefore, development should not be allowed where it is likely to place the quality of surface or groundwater at risk. This may require the application of innovative techniques for the control of surface water run-off from polluted surfaces, such as the use of specially constructed wetlands or treatment ponds. To reduce problems of water pollution from sewage, consideration should be given to innovative methods of sewage treatment, for example the use of reed beds.

19.2.4 Development which may result in the contamination of land should not be allowed. Not only would this jeopardise future opportunities for the re-use of the land, the pollution may also spread and cause air and water pollution. Moreover, this authority would encourage the undertaking of thorough site investigations and any works designed to aid in the remediation of contaminated land and polluted water bodies.

19.2.5 This policy also aims to ensure that incompatible uses of land are separated, in order to avoid any potential conflict. This can be achieved by guiding development which may produce any form of pollution from areas and land uses that are particularly sensitive, such as residential areas, schools, hospitals and areas of recognised recreation or nature conservation value. Similarly such



development should not be allowed in the vicinity of existing polluting activities. There is a variety of land uses which have the potential to pollute and the impact of these pollutants will vary. In some cases it may be appropriate for the District Councils to identify in their local plans 'cordon sanitaires' around polluting development in which development which cannot reasonably co-exist should not be allowed, e.g. around sewage treatment works.

19.2.6 Where development is permitted, but does pose a pollution threat or is threatened by pollution, measures should be taken to minimise this threat and mitigate against future threats.

19.2.7 In accordance with Government guidance, the County Council will continually liaise and work with the relevant pollution control authorities to ensure that all aspects of pollution prevention, control and management are covered. In addition this Authority encourages potential developers to contact the Environment Agency to discuss the need for site information and investigation in areas where the threat of pollution (past, present or future) may exist.

## SECTION 20

# 20 TELECOMMUNICATIONS

### 20.1 Introduction

20.1.1 In recent years the demand for a more diverse and comprehensive range of telecommunications facilities has increased. Associated with this growth in demand is the requirement for structures, such as masts and towers, to enable an effective communication system to be developed. Planning Policy Guidance Note 8, "*Telecommunications*" (PPG.8, December 1992), provides the national context in which to consider proposed developments for telecommunication structures, and emphasises the need for planning authorities to consider not only the impact that these structures can have upon the local environment, but also the technical requirements of such proposals.

### 20.2 Policy

20.2.1 In view of the potential impact across the County of structures associated with the development of telecommunications, it is considered necessary to include a policy which seeks to minimise these impacts and reduce the overall number of structures.

#### Policy TEL.1

**Provision will be made for telecommunication structures where their visual impact is minimised by careful positioning and design. Priority will be given to the conservation and enhancement of the natural beauty of Areas of Outstanding Natural Beauty.**

**Consideration should also be given to their cumulative effects, and opportunities to use existing structures should be maximised.**

20.2.2 Policy TEL.1 seeks to ensure that the impact of telecommunications development is minimised, and recognises that this can be achieved through careful siting, for example, by avoiding hill tops and sensitive built environments. Although the technical requirements of these structures are important to ensure their successful operation, careful consideration should also be given to the use of materials and colours which would help to minimise obtrusiveness. Where possible, the use of existing structures and buildings should be used to avoid the unnecessary siting of telecommunication masts and apparatus in the countryside. Disused telecommunication structures should be removed when they cease to be operative.

20.2.3 With reference to applications in designated areas (particularly in Areas of Outstanding Natural Beauty), where the impact of development associated with telecommunications is of particular concern, regard should also be had to NHE Policies 3,4, and 5.

## SECTION 21

### 21 STRATEGIC ENVIRONMENTAL APPRAISAL (SEA)

#### 21.1 Introduction

21.1.1 Regional Planning Guidance for the South West (RPG.10) states that "sustainability is at the cornerstone of the region's development plans and development decisions". PPG.12 specifies that "Local authorities are expected to carry out a full environmental appraisal of their development plan." It expressly requires the application of Strategic Environmental Appraisal (SEA) to plans as they are being drawn up.

21.1.2 The use of SEA has helped to show the likely environmental effects of overall strategic land use decisions. The development strategy for Gloucestershire is centred on the facilitation of more sustainable development. SEA is useful in that, although not the only factor shaping the Plan, it has consistently acted as a mechanism whereby sustainable development ideas have been incorporated into strategic planning.

21.1.3 SEA has clarified the environmental implications of Plan proposals during the review of the adopted plan through showing:

- The extent to which indirect or 'hidden' policy effects need to be considered;
- How policies perform, both in isolation and together with other policies, in terms of chosen environmental indicators;
- Where environmentally 'positive' policies may contradict other Plan aims and conflicts between environmental objectives, particularly between the local and global levels;
- Areas where the information base, or the means of evaluation, is inadequate; and
- How policies may be better integrated to achieve sustainability goals more effectively.

21.1.4 Structure plans play an important role in shaping the future abilities of society to adopt more sustainable lifestyles. However, the environmental implications of planning decisions are often complex. SEA makes those implications explicit, and enables different development directions to be chosen.

21.1.5 The Environmental Appraisal took place throughout the Second Review of the Structure Plan, firstly on the different strategy scenarios, and secondly on the individual policies. Environmental criteria were used to cover all aspects of the environment. The technique does not culminate in a series of answers or solutions to questions. Many proposals will have both negative and positive environmental impacts, others are unknown.

21.1.6 The Environmental Criteria are adapted directly from the then Department of the Environment's Good Practice Guide '*Environmental Appraisal of Development Plans*' (1993). A complete inventory of stock is not a prerequisite for appraisal, as the task itself identifies gaps in knowledge on associated issues.

#### 21.2 Environmental Criteria - the Key

21.2.1 **GLOBAL SUSTAINABILITY** - Primarily concerned with atmospheric and climatic stability and with the conservation of biodiversity

<b>1. Transport Energy Efficiency</b>	<ul style="list-style-type: none"><li>• <i>reducing trip length</i></li><li>• <i>reducing the number of motorised trips</i></li></ul>
	<ul style="list-style-type: none"><li>• <i>increasing public transport share</i></li><li>• <i>increasing attraction of walking and cycling</i></li></ul>
<b>2. Built Environment Energy Efficiency</b>	<ul style="list-style-type: none"><li>• <i>reducing heat loss from buildings</i></li></ul>

	<ul style="list-style-type: none"> <li>• <i>reducing capital energy requirements</i></li> <li>• <i>increasing CHP potential</i></li> </ul>
<b>3. Renewable Energy Potential &amp; Fossil Fuel Conservation</b>	<ul style="list-style-type: none"> <li>• <i>safeguarding wind, water, wave and biomass potential</i></li> <li>• <i>increasing solar gain</i></li> </ul>
<b>4. Wildlife Habitats</b>	<ul style="list-style-type: none"> <li>• <i>safeguarding designated sites (e.g. SSSIs)</i></li> <li>• <i>increasing general wildlife potential (e.g. corridors)</i></li> </ul>

**21.2.2 NATURAL RESOURCES** - Husbanding of natural resources concerned with appropriate use and, where necessary, appropriate protection of our resources of air, water, the land and its minerals.

<b>5. Air Quality</b>	<ul style="list-style-type: none"> <li>• <i>reducing levels of pollutants (CO<sub>2</sub>, SO<sub>2</sub>, NO<sub>x</sub>, O<sub>3</sub>, Pb, NH<sub>4</sub>, etc.)</i></li> </ul>
<b>6. Water Conservation and Quality</b>	<ul style="list-style-type: none"> <li>• <i>maintaining ground water and river levels</i></li> <li>• <i>safeguarding water supply purity</i></li> </ul>
<b>7. Land and Soil Quality</b>	<ul style="list-style-type: none"> <li>• <i>safeguarding soil quality and soil retention</i></li> <li>• <i>reducing contamination/dereliction</i></li> <li>• <i>safeguarding good quality agricultural land</i></li> </ul>
<b>8. Minerals Conservation</b>	<ul style="list-style-type: none"> <li>• <i>reducing consumption of fossil fuels and minerals</i></li> <li>• <i>increasing reuse/recycling of materials</i></li> </ul>

**21.2.3 LOCAL ENVIRONMENTAL QUALITY** - Conservation of local environmental quality concerned with the protection and enhancement (and sometimes retrieval) of local environmental features and systems ranging from landscape and open land to cultural heritage.

<b>9. Landscape and Open Land</b>	<ul style="list-style-type: none"> <li>• <i>enhancing designated areas (AONBs etc.)</i></li> <li>• <i>enhancing general landscape quality</i></li> <li>• <i>retaining countryside/open land</i></li> </ul>
<b>10. Urban Environment liveability"</b>	<ul style="list-style-type: none"> <li>• <i>enhancing townscape quality</i></li> <li>• <i>increasing safety and sense of security</i></li> <li>• <i>improving aural and olfactory environment</i></li> </ul>
<b>11. Cultural Heritage</b>	<ul style="list-style-type: none"> <li>• <i>safeguarding listed buildings and cultural assets</i></li> <li>• <i>safeguarding archaeological/ geological value</i></li> </ul>
<b>12. Public Access Open Space</b>	<ul style="list-style-type: none"> <li>• <i>increasing/ maintaining quality and availability in urban and rural areas</i></li> </ul>

### **21.3 Further Information**

21.3.1 Table 5 (on the following page) briefly outlines how the strategy that underpins the adopted Structure Plan is evaluated against the environmental criteria. Rather than simply show the advantages and disadvantages of the strategy, it also ensures wider discussion and understanding of environmental issues in relation to the Gloucestershire Structure Plan, so that the relationship between planning and sustainable development is fully explored.

21.3.2 The full document explaining the process of SEA of the Gloucestershire Structure Plan is available as a technical paper entitled:

*"Strategic Environmental Appraisal of the Gloucestershire Structure Plan Second Review Deposit Draft 1997."* Gloucestershire County Council, Environment Department (1997)

## SECTION 22

## 22 POLICY IMPLEMENTATION, MONITORING AND REVIEW

### 22.1 Introduction

22.1.1 The strategy, policies and supporting text of this Plan set out the land use objectives for Gloucestershire and establishes a strategic framework for development, up to the year 2011.

22.1.2 In order to ensure that the proposals are attainable and realistic, much consideration has been given to the implementation of the Plan and how to measure the effectiveness of policies over the Plan period. This process will help to ensure that the Structure Plan's objectives are fulfilled and also assist in identifying when a review of policies is appropriate.

### 22.2 Policy Implementation

22.2.1 In order for the Strategy to be successful consideration of how the Plan will be implemented is essential. The Department of the Environment's *'Development Plans: A Good Practice Guide'* (1992), establishes the need for such consideration by emphasising that development plans, and particular policies within plans should be judged on the degree to which they are capable of implementation.

22.2.2 A variety of different organisations and agencies will be jointly responsible for implementing various aspects of the Plan. These will be identified in the system of monitoring (see Section 22.3 of this Chapter) adopted by the County Council.

22.2.3 The Structure Plan Second Review will be implemented:

(i) Through the County Council's existing statutory and non-statutory duties, functions and publications (e.g. continued subsidies for non-commercial bus services, preparation of the Minerals and Waste Local Plans and the County Plan).

(ii) Through the local plans prepared by the District and Borough Councils throughout the County.

(iii) By individual decisions on planning applications.

(iv) Through the use of planning obligations.

(v) Through partnership agreements with other (public and private) agencies.

(vi) Through Village Appraisals (prepared by Parish Councils) and Local Agenda 21 initiatives which may also inform development plans. Village Appraisals identify a local community's needs and priorities for the future. Local Agenda 21 seeks to identify what sustainable development means at a local level.

### 22.3 Monitoring and Review

22.3.1 A key part of the implementation process is monitoring to ensure that the plan and its policies are being enacted effectively. The *"Good Practice Guide"* (DoE 1992) considers it good practice for development plans (in the supporting text) to specify in advance what data will be collected for monitoring and how that information will be used. This practice is supported in the recently revised Planning Policy Guidance Note 12 *"Development Plans"* (PPG.12, December 1999), which states that explanatory memorandum should indicate how monitoring will be carried out, emphasising the critical features upon which the plan is based. Additionally PPG. 12 encourages planning authorities to publish the results of plan monitoring on a regular basis.

22.3.2 With the advent of information technology it is now easier to collect and process the information needed for effective monitoring than it was in the past (e.g. collating land availability information and updating population trends). However, monitoring is more than just the collection of

raw data, it also involves in-depth analysis and evaluation. It is a continuous activity, which serves to identify the changes that are occurring and establishes how these changes vary from the intended position. This enables the effectiveness of policies to be judged and their success or otherwise to be measured.

22.3.3 Moreover, efficient monitoring and evaluation identifies when and if there is need for a complete review or alteration of the Plan, or if no action is required at all.

22.3.4 The County Council already undertakes extensive monitoring work as part of its commitment to the Structure Plan First Alteration. The Second Review provides an opportunity to re-examine the approach currently employed. Any new system must include qualitative as well as quantitative assessments and seek to build a closer working relationship between local planning authorities.

22.3.5 An effective means of collecting and retrieving information is the most critical element within any monitoring system. Examples of the main indicators to be referred to in the process are laid out in Table 6 below. The key indicators are likely to include information arising from a number of sources, such as:

(i) Strategic comments on planning applications and planning appeal decisions to determine how often policies are being successfully used or where they are being challenged, misinterpreted or abused.

(ii) Housing and Employment Land Availability Studies to indicate the amount and distribution of land available for housing and employment, highlighting whether there is sufficient land available to meet the requirements set out in the Plan.

(iii) Recent and future statistical material for specific demographic, employment, natural and built environment and travel characteristics etc. (e.g. Census and local monitoring surveys).

(iv) Information arising from the monitoring of other plans, for example, District/Borough Local Plans, Minerals and Waste Local Plans, Local Transport Plan, Local Environment Agency Plans, Local Biodiversity Action Plans.

22.3.6 The following table (Table 6) sets out the key areas, which will be subject to monitoring, the sources of information, examples of indicators and the organisations that will assist with the process.

**Table 6 - Monitoring Indicators and Organisations**

	<b>Sources of Information</b>	<b>Examples of Indicators</b>	
Housing	Housing Land Availability Study (annual). Development control and appeal decisions. Census data. HM Land Registry and Building Societies Data.	<ul style="list-style-type: none"> <li>• Building rate by districts</li> <li>• Development on brownfield sites, allocated sites and windfall sites</li> <li>• Building type (new build/change of use etc.)</li> <li>• Services and other development related to planning permissions.</li> <li>• Proportion of development in Central Severn Vale</li> <li>• Proportion of affordable housing</li> <li>• House prices and income</li> </ul>	County Co Borough C

		<ul style="list-style-type: none"> <li>• Tenure</li> </ul>	
Employment & Economic Development	Employment Land Availability Study. Development control and appeal decisions. Census data.	<ul style="list-style-type: none"> <li>• Rates of unemployment.</li> <li>• Building rate by district</li> <li>• Development on allocated sites/ unallocated sites</li> <li>• Development on brownfield sites</li> <li>• Proportion of development in Central Severn Vale</li> <li>• Rural and Urban development</li> </ul>	County Co Borough C
Transport	The Local Transport Plan. Development control and appeal decisions.	<ul style="list-style-type: none"> <li>• Road traffic reduction rates</li> <li>• Accident rates</li> <li>• Air Pollution</li> <li>• Access for the disabled</li> <li>• Traffic congestion</li> <li>• Park &amp; Ride Facilities</li> <li>• Provision of public/ sustainable modes of transport for new development</li> <li>• Access to services (by mode)</li> </ul>	County Co and other businesses
Green Belt	Development control and appeal decisions.	<ul style="list-style-type: none"> <li>• Rate and type of development in the Green Belt</li> </ul>	County Co Borough C
Town Centres and Shopping	Development control and appeal decisions.	<ul style="list-style-type: none"> <li>• Rate and type of town centre development</li> <li>• Out of town retail development</li> <li>• Vacancy rates</li> </ul>	County Co Borough C
Minerals	Minerals Local Plan. Periodic review of mineral sites, development control, enforcement and planning decisions.	<ul style="list-style-type: none"> <li>• Sales and Reserves by mineral type</li> <li>• Number of mineral working sites</li> <li>• New development (extensions or new sites)</li> <li>• Restorations and after use</li> </ul>	County Co
Waste Management	Waste Local Plan and Waste Management Strategy targets. Development control and appeal decisions. Waste disposal contracts and local Recycling Plans.	<ul style="list-style-type: none"> <li>• Waste management sites by type and district</li> <li>• New waste management sites (extensions or new)</li> </ul>	County Co Borough C Agency.



		<ul style="list-style-type: none"> <li>Waste arising by districts</li> <li>Proportion of waste diverted from landfill disposal (e.g re-use, recover, recycle).</li> </ul>	
Energy	Environmental Monitoring Report. Development control and appeal decisions	<ul style="list-style-type: none"> <li>Number of applications for renewable energy schemes.</li> <li>Measure the amount of renewable energy production in the County.</li> </ul>	County Co Borough C Agency.
Natural and Historic Environment	Biodiversity Action Plan and Environmental Monitoring Report. Joint AONB Management Plan. Development control and appeal decisions.	<ul style="list-style-type: none"> <li>Achievement of biodiversity targets</li> <li>Development in Areas of Outstanding Natural Beauty</li> <li>Development which affects Sites of Special Scientific Interest, Special Areas of Conservation, Special Protection Areas, National Nature Reserves</li> <li>Development on high-grade agricultural land.</li> </ul>	County Co Vision 21, management Conservati
Recreation	Development control and appeal decisions.	<ul style="list-style-type: none"> <li>Amount of public footpaths, open space and recreational facilities.</li> <li>Loss of public footpaths, open space and recreational facilities.</li> </ul>	County Co Borough C Commissi
Tourism	Gloucestershire Tourism Strategy targets. Development control and appeal decisions. Local authority surveys, statistical measures of tourist numbers, patterns and trends. Accommodation database.	<ul style="list-style-type: none"> <li>Number of tourist per annum.</li> <li>Attractions or places visited.</li> <li>Mode of transport used for visits.</li> <li>Number of new tourist sites (including type)</li> </ul>	County Co Borough C Board.
Water	Local Environment Agency plans Development Control and appeal decisions. Environment Agency consultations.	<ul style="list-style-type: none"> <li>Estimated amount of water lost through leakage.</li> <li>Groundwater levels and river flows.</li> </ul>	County Co Environme Authorities
Flood	Development control and appeal decisions..	<ul style="list-style-type: none"> <li>Assessment of flood damage and areas at risk of flooding.</li> </ul>	County Co and Borou Agency.
Pollution	Development control and appeal decisions. Consultation with Environment Agency.	<ul style="list-style-type: none"> <li>Levels of air pollution</li> <li>Occurrences of water pollution</li> </ul>	County Co Environme
Telecommunications	Development control and appeal decisions.	<ul style="list-style-type: none"> <li>Number of new telecommunication structures affecting AONB, Special Landscape Area, sites of important</li> </ul>	County Co Borough C

		nature conservation.	
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## **APPENDIX 1: TRANSPORT - Road schemes deleted**

The following schemes, which appeared in the major scheme list of the Structure Plan First Alteration, have been completed:

### **County Road Schemes:**

Gloucester IRR Stage 3

Gloucester Eastern Radial Road

A435 Bishop's Cleeve

Cheltenham South West Distributor Road

A419 Eastington-Stroud Stage 3

Tewkesbury Eastern Bypass

Lydney Bypass

(A419 Eastington - Stroud Stage 2 is expected to be completed in 1999/2000.)

### **Trunk Road Schemes:**

A417 Brockworth Bypass

A417 North of Stratton to Nettleton Improvement

A419 Cirencester and Stratton Bypass

A419 Latton Bypass

The following schemes all appeared in the major schemes list of the First Alteration, but are not proposed for inclusion in the Second Review:

(i) Cheltenham Extended Inner Relief Road - withdrawn following further appraisal and consultation with Cheltenham Borough Council.

(ii) A417 Fairford Bypass - withdrawn following further appraisal and public consultation.

(iii) A46 Merrywalks - to be pursued as a local widening and junction improvement scheme.

(iv) A4136 Plump Hill - not to be pursued as a full-scale major improvement because of its potential considerable local environmental impact; however, safety and accessibility improvements to the whole route will be pursued. The Department of Transport has previously indicated that it does not intend to treat this as a major improvement scheme for funding purposes, and so funding will be dependent upon Council resources and any arising as a result of local development. The economic regeneration needs of the Forest of Dean require that special attention is given to transport infrastructure improvements, and these will be identified and promoted by the County Council in order to stimulate business growth and improve access to jobs, in accordance with the policies of the Structure Plan.

(v) Gloucester Northern Bypass to St Oswald's Link - no route has been defined for this scheme but appraisal will continue, in relation to potential local development and public transport improvements.

(vi) Cheltenham North Western Bypass - the Department of Transport has previously indicated that this scheme would not be acceptable as part of the Cheltenham TPP package. Investigations have shown that the traffic relief benefits of this scheme are not compelling when ranged against the impact of a new road in the Green Belt. There are no local development proposals in this Plan relevant to the scheme. The County Council will seek alternative measures to achieve environmental improvement in the Swindon Village area.

(vii) Shurdington Bypass - there is no logic in pursuing a road improvement scheme which would simply speed traffic from the A417 trunk road to the edge of Cheltenham. There are no viable road improvement measures which can be made to the A46 within the Cheltenham urban area. Measures for Shurdington will be introduced to improve safety and the environment in the village.

(viii) Tewkesbury Northern Bypass - withdrawn following further appraisal and public consultation. Alternative traffic management measures will be introduced to address the environmental problems caused by traffic in Tewkesbury town centre.

The following Trunk Road schemes have been withdrawn by the Department of Transport:-

A417 Birdlip to Crickley Hill

A417 Crickley Hill Improvement

M5 to A40 Elmbridge Court

A40 Longford to M50 (Gorsley)

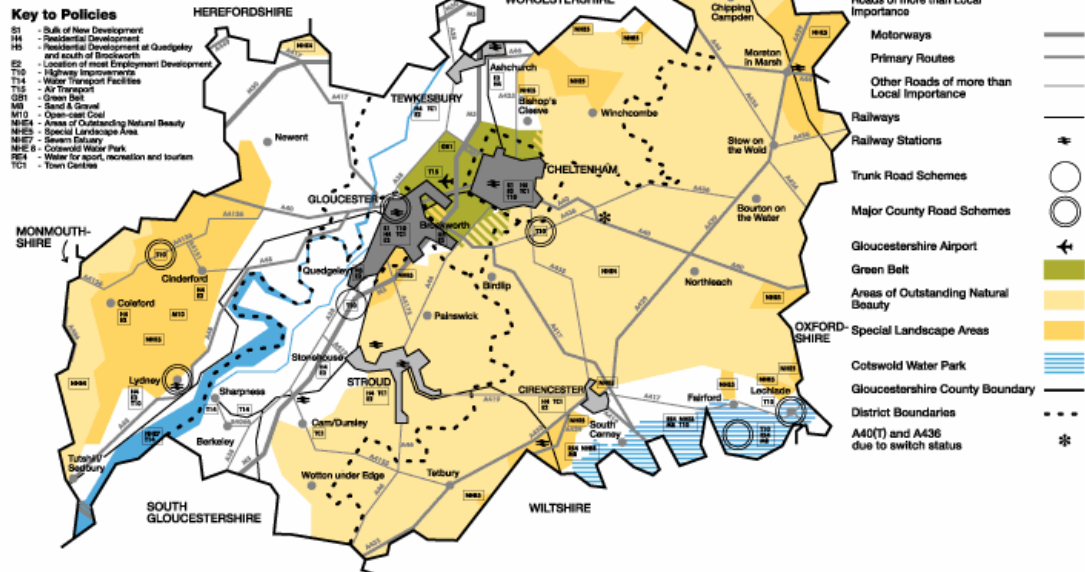
A435/A438 (now A46) South of Evesham to M5 Improvement

The withdrawal of these Trunk Road schemes leaves several sections of the network without adequate proposals to remedy pressing problems of safety and management. The County Council believes that the Highways Agency should commit resources to solve these problems through local management measures.

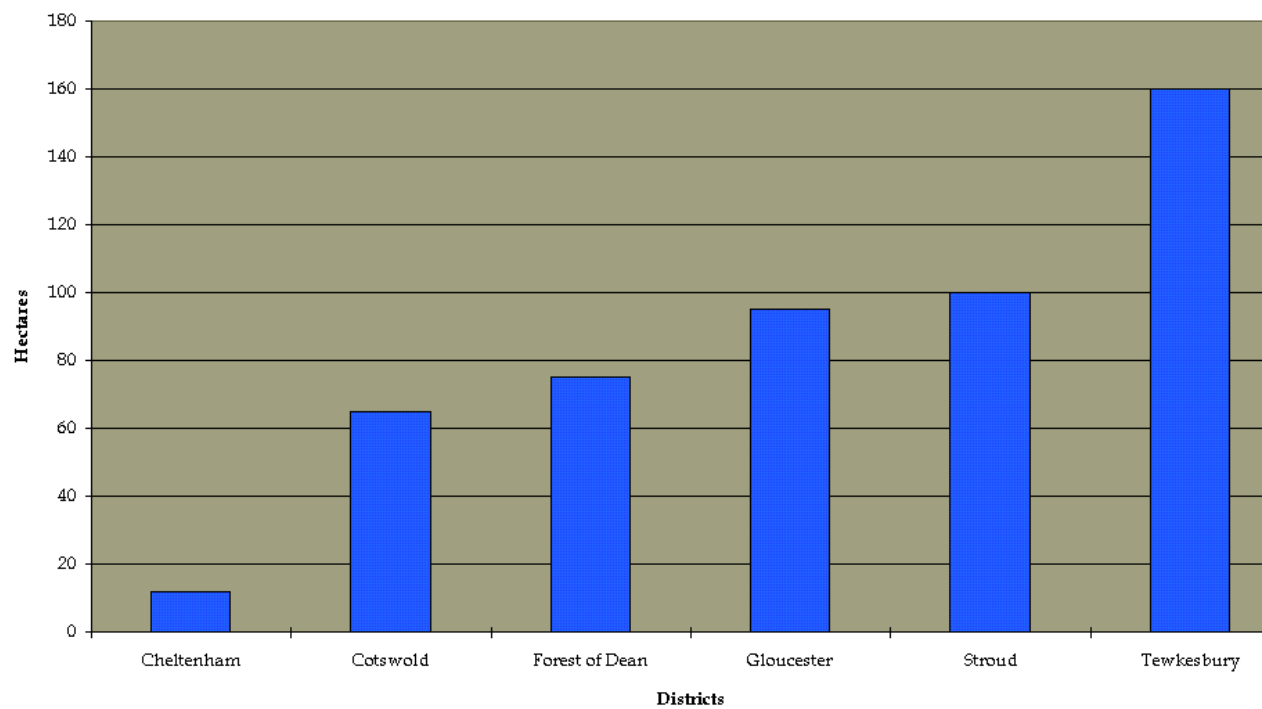
# **GLOUCESTERSHIRE STRUCTURE PLAN SECOND REVIEW KEY DIAGRAM**

## **Key to Policies**

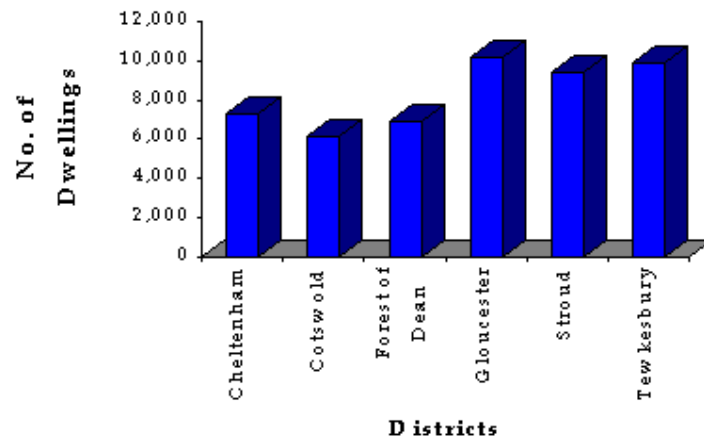
- S1 - Bulk of New Development
- HS1 - Residential Development
- HS2 - Residential Development at Quedgeley and south of Stroud
- T10 - Location of most Employment Development
- T11 - Highway Improvement
- T12 - Water Transport Facilities
- T13 - Air Transport
- GB1 - Green Belt
- GB2 - Green Belt
- GB3 - Green Belt
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Employment Land Policy Provision 1991-2011

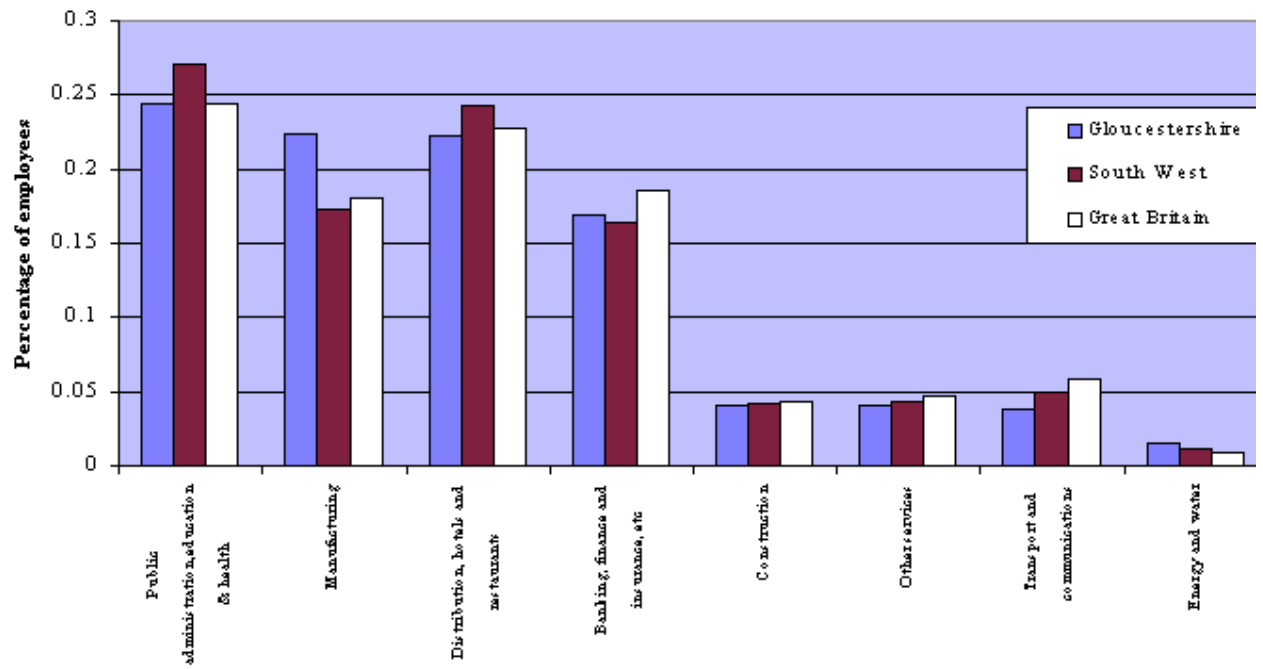


**Structure Plan Second Review: Housing Policy  
Provision 1991/2011**



**Figure 5**  
**Source: Environment Department, G.C.C**

Proportion of Workers in Different Sectors in 1997





## GLOSSARY

After-Use	The ultimate use after mineral working for agriculture, forestry, amenity, industrial and other development.
Aggregates	Inert particulate matter which is suitable for use (on its own or with the addition of cement or bituminous material) in construction as concrete, mortar, finishes, roadstone, asphalt or drainage course, or for use as constructional fill or railway ballast.
Primary Aggregate	Naturally occurring bulk minerals worked primarily for aggregate purposes.
Area of Outstanding Natural Beauty (AONB)	Areas designated by the Countryside Commission, under the National Parks and Access to the Countryside Act, 1949 for their particularly attractive landscape and unspoilt character, which should be protected and enhanced as part of the national heritage.
Best and Most Versatile Agricultural Land	Land which should be protected as a national resource for future generations and is defined as Grades 1, 2 and 3a. Such grades are most flexible, productive and efficient in response to outputs.
Best Practicable Environmental Option	The outcome of a systematic consultative and decision making procedure which emphasises the protection and conservation of the environment across land, air and water. The procedure establishes, for a given set of objectives, the option that provides the most benefits of least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term.
Biodiversity	The variety of all life on earth.
Brownfield Site	Land which has previously been developed. (see more detailed definition in annex B of draft PPG.3)
Bus Priority	Highway measures to give buses priority over other traffic at junctions and on congested stretches of road.
Busway	A segregated bus-only route.

Central Severn Vale	Is defined as the Districts of Gloucester City, Cheltenham Borough and those parts of Tewkesbury Borough and Stroud District in close proximity to Cheltenham and Gloucester which can be easily and conveniently accessed by public transport.
Comparison Shopping	Stores which sell less frequently purchased items, for example clothes and furniture. Included in this category are mixed goods stores such as Boots and Marks and Spencers.
Composting	Aerobic decomposition of organic matter (e.g. garden waste or sewage sludge) to produce compost for use as fertiliser or soil improver. The process can also be used as pre-treatment for organic wastes prior to landfilling, thereby reducing the gas generation and leachate potential of the material.
Conservation Area	Designated by District Councils on account of their special architectural or historic interest, the character and appearance of which it is intended to preserve and enhance.
Construction Fill	Fill material that will bear loads (e.g. in suitably designed embankments) as distinct from land fill to occupy voids (not specially intended to bear loads).
Convenience Shopping	Stores ranging in size from local newsagents to superstores whose common characteristics is predominantly food sales.
Crushed Rock	Hardrock (q.v.) which has been quarried, fragmented and graded for aggregate and non-aggregate uses.
Dioxins (PCDD)	A generic name given to a group of toxic organochlorine compounds (polychlorinated dibenzo-p-dioxin) that can be naturally occurring or man-made - there are around 75 different types of dioxin.
Economically Active/Economic Activity Rate	Those persons seeking employment, although not necessarily in work. They are the potential labour force. The economic activity rate is the number of these persons compared with the total population above school-leaving age.

Energy from Waste (EfW)	The burning of waste to create heat that can be used directly or to generate electricity.
Land for Employment Uses	Land for development in the Use Classes B1, B2 and B8 - business use (including offices and light industry), general industry, and warehousing.
Landbank Period	The number of years extraction that the landbanks should cover; MPG 6 advises that in the case of sand and gravel/Mineral Planning Authorities should aim to maintain a landbank for an appropriate area for at least 7 years unless exceptional circumstances prevail. A longer period may be appropriate for crushed rock.
Environment Agency	An amalgamation of the roles of the National Rivers Authority, Her Majesty's Inspectorate of Pollution and Waste Regulation Authorities into a single body.
Furans (PCDF)	Organochlorine compounds (polychlorinated dibenzofuran) similar to dioxins - there are about 135 different types of furan.
GDP	Gross Domestic Product - a general measure of national economic performance.
Gloucestershire Biodiversity Action Plan (GBAP)	A partnership of organisations and individuals co-ordinating resources to ensure that national targets for species and habitats (as specified in the UK BAP) are translated into effective action at the local level.
Greenfield Site	Land which has not previously been developed.
Hardrock	A naturally occurring assemblage of minerals which, because of their origins and geological history, form a rock which is consolidated to such an extent that it requires mechanical and other means to break it down, including crushing, (hence crushed rock) to a form where it may be used as an aggregate (q.v.). In Gloucestershire the hardrocks include the Carboniferous limestones and sandstones of the Forest of Dean, and many of the Jurassic limestones of the Cotswolds.
Headship Rates	The proportion of a population group which

heads a household.

Household Formation Rate	The propensity of a given population to generate new households.
Housing Provision	Amount of housing allocated by the policies of the Structure Plan Second Review.
Inter-Modal Terminal	A facility for transferring freight from road to rail and vice versa, with the aim of making the major movement by the rail network.
Inert Waste	Waste which will not biodegrade or decompose (or will only do so at a very slow rate). Types of material include uncontaminated top soil; subsoil; clay; sand; brickwork; stone; silica and glass.
Landbank	A stock of planning permissions for the winning and working of minerals. Landbanks are necessary to enable the aggregates supply industry to respond speedily to fluctuations in demand. The period of the landbank reflects the lead times that may be involved in obtaining planning permission and bringing a site into full production.
Landfilling	The deposition of waste onto and into land in such a way that pollution or harm to the environment is prevented. Through restoration, land which may be used for another purpose is provided.
Life Cycle Analysis	A technique developed in industry intended to quantify the total environmental impact of a product during its lifetime (production, distribution, use and recycling, treatment or disposal). The technique can be applied to sustainable waste management.
Listed Building	A building of special historic or architectural interest listed by the Secretary of State for the Department of Culture, Media and Sport under Section 1 Planning (Listed Buildings and Conservation Areas) Act 1990.
Local Need	Housing requirement generated by the indigenous population.
Local Plan	A detailed land-use plan for a local area

	(normally a District) or specific topic (e.g. waste) concerned with the detailed implementation of the policies of a structure plan.
Minerals Local Plan (MLP)	The Town and Country Planning Act 1990 (as amended) places a requirement upon a Mineral Planning Authority to prepare a detailed plan for its area formulating detailed policies for the control of the mining and working of minerals.
Minerals Planning Authority (MPA)	Any Local Authority with responsibility for planning control over mineral working. Outside Greater London, metropolitan areas and the Unitary Authorities, MPAs comprise County Councils and National Park authorities.
Mineral Reserves	Geological deposits which are subject to planning permissions for extraction.
Mineral Resources	Geological deposits, similar to those forming reserves, where economically workable minerals may prove to be present but remain as areas without planning permission.
Major Urban Areas	For the purposes of this Plan, Gloucester and Cheltenham are the major urban areas.
National Nature Reserve (NNR)	A Site of Special Scientific Interest of national or international importance for nature conservation, which is owned or leased by English Nature or is managed on their behalf in the interests of wildlife, research and public appreciation.
Opencast Coal Extraction	Where coal is extracted, as in quarrying, at or near the surface as opposed to underground coal mining which takes place beneath the surface by means of shafts and tunnels.
Open Countryside	That part of the County outside towns and villages.
Other Urban Areas	Stroud, Tewkesbury and Cirencester are defined as other urban areas.
Primary Aggregates	Aggregates won from naturally occurring deposits, whether on land or from the seabed.
Primary Routes	Routes that are designated by the appropriate

	Secretary of State as the most satisfactory all purpose route for through traffic between two or more places of traffic importance. They have green background direction signs for non-local destinations. All trunk roads in Gloucestershire are Primary Routes.
Principal Settlements	Principal Settlements, were defined in the original 1981 Structure Plan. (They will be subject to review by the District councils during the preparation of Local Plans).
Ramsar Site	A wetland site of Special Scientific Interest which is designated by the Secretary of State for the Environment under the Ramsar Convention as being of international importance, especially as waterfowl habitat.
Recovery	The collection, reclamation and separation of materials from the waste stream.
Recovery Facilities	A facility that recovers value, such as resources and energy, from waste prior to disposal.
Recycling	The collection and separation of materials from waste and subsequent processing to produce marketable products.
Recyclable Materials (minerals)	The recovery of re-usable material from waste before it becomes mixed and contaminated in the waste stream e.g. demolition and construction wastes may be recycled for use as aggregates (q.v.).
Reclamation	Operations which are associated with the winning and working of minerals and which are designed to return the area to an acceptable condition whether for the resumption of the former land use or for a new use. Reclamation includes both restoration and aftercare as defined under the Town and Country Planning Act 1990 (MPG.7)
Renewable Energy	This is the term used to cover those energy flows that occur naturally and repeatedly in the environment - energy from the sun, the wind and the oceans, and the fall of water. The heat from within the earth itself, geothermal energy, is usually regarded as renewable, although locally it cannot always sustain continuous extraction. Plant material is an important source of renewable energy. Combustible or digestible

industrial, agricultural and domestic waste materials are also regarded as renewable sources of energy. (PPG.22 paragraph 1)

Restoration	The treatment of an area after operations for the winning and working of minerals have been completed by the spreading of any or all of the following - topsoil, subsoil, and soil making material.
Rural Development Area	Nationally designated by the Rural Development Commission as a priority area for assistance to small businesses and the community.
Scheduled Ancient Monument (SAM)	An Archaeological site of national importance which is included on a schedule compiled by the Secretary of State for the Department of Culture, Media and Sport under the terms of the Ancient Monuments and Archaeological Areas Act, 1979 (as amended by the National Heritage Act, 1983).
Secondary Aggregate	Other materials useable as aggregate, which are the by-products of quarrying and mining and industrial processes (e.g. colliery waste or minestone, blast furnace slag, power station ash, china clay sand, slate waste, demolition, construction wastes including road planning's), but excluding chalk and clay/shale worked primarily for aggregate purposes.
Secondary Materials	Waste materials that can be used as alternatives to primary aggregates (q.v.) typically produced as by-products of other mineral processes, for example, colliery spoil from coal mining and china clay waste from the production of china clay.
Significant	The term significant represents a measure of the impact of a proposal by virtue of factors such as its nature, size or location on natural systems, man-made artefacts or human interests and concerns. It is assessed upon a combination of scientific criteria, comparison of predicted effects with established environmental quality, standards, thresholds and designations and the interpretation of other planning and environmental policies. Assessment takes into account the duration, extent and nature of the impacts against the magnitude of scale of predicted change.

Sites of Special Scientific Interest (S.S.S.I.)	Areas of land or water identified by English Nature under Section 28 of the Wildlife and Countryside Act, 1981, as being a site of Special Scientific Interest on account of its flora, fauna, geological or physiographical features. All NNRs, RAMSAR sites, SACs and SPAs have also been notified as SSSIs.
South West Regional Aggregate Working Party (SWRAWP)	One of ten Regional Aggregates Working Parties (RAWPs) in England and Wales that provide advice to the Secretary of State for Wales in relation to the supply of, and demand for, aggregate minerals. They were established in the early 1970s to identify and consider likely problems in the supply of aggregate minerals.
Special Areas of Conservation (SAC)	An S.S.S.I. additionally designated a Special Area of Conservation under the then European Community's Habitats Directive, 1992 (92/43/EEC), in order to maintain or restore priority natural and wild species identified in the EC Directive on the Conservation of Natural Habitats and Wild Fauna and Flora (Habitats Directive). Together with SPAs, SACs comprise the European Union's 'Natura 2000' network of habitats of pan-European nature conservation importance.
Special Landscape Area (SLA)	An area recognised as being of County -level landscape importance such as the Forest of Dean and Cotswold margins. A non-statutory landscape designation, Special Landscape Areas frequently border Areas of Outstanding Natural Beauty (AONBs), protecting the landscape settings of these statutorily designated areas. The broad areas to which these designations relate were proposed in earlier versions of the Structure Plan, while the precise boundaries of designated areas have been defined in relevant Local Plans prepared under this strategic framework.
Special Protection Area (SPA)	An S.S.S.I. additionally designated a Special Protection Area under the then European Community's Directive (79/409/EEC) on the Conservation of Wild Birds, 1979 because of the need to protect and conserve the habitats of rare and migratory birds.
Statutory Local Nature Reserve (LNR)	Areas designated by local authorities, in consultation with English nature, under Section 21 of the National Parks and Access to the Countryside Act, 1949, to provide opportunities for educational use and public enjoyment in



addition to protecting wildlife or geological and physiographical features of special interest.

Sterilisation (mineral resources)

Occurs where non-mineral development creates a conflicting use of land or other activity, that directly or indirectly, prevents a potentially workable mineral deposit from being worked.

Sustainable Development

"Development which meets the needs of the present without compromising the ability to meet their own needs".

### **Travellers Sites**

Residential Sites

Permanent sites intended for long term residential use with a wide range of facilities being provided commensurate with travellers' needs.

Short-Term Sites

Sites intended for occupation for periods of up to nine months in any one year, with a range of facilities being provided commensurate with travellers' needs.

Transit Sites

Sites intended for occupation for periods of up to 28 days, with basic facilities being provided.

Emergency Stopping Places

Stopping places intended for occupation for only a matter of days in an emergency.

Travel to Work Area (T.T.W.A.)

Statistical area for collection of employment and unemployment data by the Department of Employment. Delineated to be as 'self contained' as possible, that is, most people who work in the area also live there.

### **Town, District and Local Centres**

The extent of town, district and local centres will be defined in local plans taking into account local circumstances.

Town Centre

The term town centre is used generally to cover city and town centres which provide a broad range of local facilities and services and which fulfil a function as a focus for both the community and for public transport.

District Centre

Centres within the urban areas of Cheltenham and Gloucester which are separate from their town centres and which contain both shops

	usually at least one food supermarket or superstore, along with other non-retail services.
Local Centre	Small centres usually comprising a newsagent, a general grocery store, a sub-post office and occasionally a pharmacy, a hairdresser and other small shops of a local nature. A local centre would include neighbourhood and village centres.
Edge-of-Centre	A location within easy walking distance of a town centre allowing one trip to serve several purposes.
Out-of-Centre	A location that is clearly separate from a town, district or local centre, but not necessarily outside an urban area.
Waste Hierarchy	A ladder of waste management methods predicted on their sustainability. The hierarchy comprises waste reduction/minimisation (at the top) followed by reuse, then recovery (recycling, energy recovery and composting) and finally disposal (e.g. landfill)
Waste Local Plan	A statutory land-use plan forming, in conjunction with the Structure Plan, Minerals Local Plan and District Local Plans, the Development Plan for Gloucestershire. Its purpose is to set out detailed land-use policies in relation to waste management development in the County. The objective of the policies is to guide development in terms of the acceptability or otherwise of locations, and to control development through setting out a range of standards and assessment criteria against which applications for planning permission can be judged. The Waste Local Plan is primarily concerned with the use and development of land. Its remit does not include pollution control issues except where those issues affect the use or enjoyment of land (see Planning Policy Guidance Note 23 <i>Planning and Pollution Control</i> (DOE, HMSO) for further information).
Waste Management Strategy	A non-statutory document setting out a mainly technical strategy (i.e. future requirements for waste management facilities, the nature of those facilities, favourable locations and so on) for waste management in Gloucestershire over the next 30 years. The strategy will form the technical basis for the Waste Local Plan where detailed land-use issues will be dealt with.

Waste Transfer  
Station

A piece of land or a building used in a process involving the transferring of waste materials from smaller receptacles into larger ones without disposing of waste on the site. The larger receptacles are then removed from the site and their contents disposed of elsewhere. The process may or may not involve the recovery of waste materials.

Windfall Site(s)

Site(s) which become available for housing development as a result of planning permissions granted on land which has not been previously identified.