

# CHELTENHAM PLAN

ADOPTED JULY 2020



**CHELTENHAM**  
BOROUGH COUNCIL

## CONTENTS

Foreword	i
1. Introduction	1
2. Vision and objectives	5
3. Employment	9
4. Retail and City / Town Centres	19
5. Design Requirements	20
6. Green Belt	25
7. Landscape	28
8. The Cotswolds AONB	31
9. Historic Environment	32
10. Biodiversity and Geodiversity	38
11. Residential Development	46
12. Housing mix and standards	60
13. Gypsies, Travellers and Travelling Showpeople	73
14. Health and Environmental Quality	74
15. Transport Network	76
16. Green Infrastructure	80
17. Social and Community Infrastructure	87
18. Renewable Energy and Low Carbon Energy Development	96
19. Delivery, Monitoring and Review	97
20. Policies Superseded by the Joint Core Strategy & Cheltenham Plan	107

## POLICIES

Policy EM1: Employment Land and Buildings	9
Policy EM2: Safeguarding Non-Designated Existing Employment Land and Buildings	14
Policy EM3: Employment Skills Plans	16
Policy EM4: Promoting the Cyber-Security Sector	17
Policy D1: Design	20
Policy D2: Advertisements, Signs and Hoardings	22
Policy D3: Private Green Space	23
Policy GB1: Residential infilling in the Green Belt	26
Policy GB2: Rebuilding or Replacement of Dwellings in the Green Belt	27
Policy L1: Landscape and Setting	28
Policy L2: Conversion of Rural Buildings	29
Policy HE1: Buildings of Local Importance and Non-Designated Heritage Assets	35
Policy HE2: National and Local Archaeological Remains of Importance	36
Policy HE3: Advertisements, Signs and Hoardings in Conservation Areas	37
Policy BG1: Cotswold Beechwoods Special Area Of Conservation Recreation Pressure	44
Policy BG2: Cotswold Beechwoods Special Area Of Conservation Air Quality	45
Policy H1: Land Allocated for Housing Development	47
Policy HD1: Christ College Site B	49
Policy HD2: Former Monkscroft Primary School	49
Policy HD3: Bouncer's Lane	49
Policy HD4: Land off Oakhurst Rise	51
Policy HD5: Land at Stone Crescent	52
Policy HD9: North Place and Portland Street	52
Policy HD6: Brockhampton Lane	53
Policy HD7: Priors Farm Fields	54
Policy HD8: Old Gloucester Road	55
Policy H2: Land Allocated for Mixed-Use Development	56
Policy MD1: Lansdown Industrial Estate	57
Policy MD2: Land at Coronation Square	57

Policy MD3: Royal Well and Municipal Offices	58
Policy MD4: Leckhampton	59
Policy HM1: Student Accommodation	62
Policy HM2: Elderly Care Provision	63
Policy HM3: Loss of residential accommodation	65
Policy HM4: Agricultural and Forestry Dwellings	66
Policy HM5: Houses in Multiple Occupation	68
Policy SL1: Safe and Sustainable Living	74
Policy TN1: Protecting the route of the former Honeybourne rail line	77
Policy TN2: Long-stay car parking	79
Policy GI1: Local Green Space	82
Policy GI2: Protection and replacement of trees	84
Policy GI3: Trees and Development	86
Policy CI1: Securing community infrastructure benefits	88
Policy CI2: Sports and open space provision in new residential development	90
Policy CI3: Statutory and Non-Statutory Allotments	92
Policy CI4: Broadband provision	93

# FOREWORD

Welcome to the Cheltenham Plan. After a rigorous process of preparation, consultation and examination it was adopted on 20 July 2020 and runs to 2031. It supports the Joint Core Strategy (JCS) of the three Councils: Gloucester City, Cheltenham Borough and Tewkesbury Borough adopted on 11 December 2017 and adds policies important to us here in Cheltenham.

The Cheltenham Plan identifies local sites suitable for new homes and jobs while protecting our exceptional natural and built environment. I am pleased that it uses the new Local Green Space designation to protect areas of particular importance to local communities. I would thank the many residents, community groups, businesses and service providers who have provided input at various stages of the plan and helped shape the final version. I hope we will all continue to work together to achieve the vision outlined in the plan.

Councillor Steve Jordan  
Leader of the Council

# 1. INTRODUCTION

## WHAT IS THE CHELTENHAM PLAN?

- 1.1. The Cheltenham Plan, together with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS), the Gloucestershire Minerals and Waste Local Plans and any neighbourhood plans made in the future will, when adopted, comprise the statutory development plan for Cheltenham up to 2031. The Cheltenham Plan must be read in conjunction with the other documents that make up the development plan as well as the latest iteration of the National Planning Policy Framework (NPPF), as policies are not replicated from one document to another. Whilst the development plan is primarily concerned with land-use planning, it is a shared project that will support delivery of many of the Council's outcomes set out in its Corporate Strategy.

## SUPPORTING EVIDENCE BASE

- 1.2. All development plans are required to be supported and justified by robust evidence. Gathering evidence is a critical part of the plan-making process. The Cheltenham Plan is supported by a wealth of supporting information, including the sustainability appraisal, habitats regulations assessment, equalities impact assessments, and flooding, landscape and transport studies amongst others. The sustainability appraisal and associated assessments are an integral part of the whole process and have helped inform the contents of the Cheltenham Plan as it has evolved over time. At each stage they will have influenced the content of the document by testing the policy options and potential site allocations for their contribution towards each of the sustainability objectives.
- 1.3. Unless otherwise stated all data and information stated in the Cheltenham Plan is correct as of December 2017.

## CONNECTION TO THE JCS AND OTHER PLANNING DOCUMENTS

- 1.4. In a plan-led system, the development plan and neighbourhood plans set out the overarching context and specific policies that are used to manage and guide development through the decisions the Council makes on planning applications. The development plan also sets out higher-level objectives and aspirations that aim both to conserve what is valued and cherished within Cheltenham and to encourage development in spatial and policy areas the Council wishes to promote in the public interest.
- 1.5. Since the adoption of the Cheltenham Borough Local Plan Second Review (2006), national planning policy has been rewritten and condensed into a more streamlined and accessible format. The emergence of a NPPF has also been complemented by the publication of extensive national Planning Practice Guidance (nPPG). Developed through these changes, the Council's strategic

planning document, the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS) was adopted by the three authorities on 11<sup>th</sup> December 2017.

- 1.6. The above changes have meant that many of the requirements set out in regulations concerning the contents of a local plan have already been met. For example, the JCS identifies objectively assessed housing need for the area and sets out requirements for strategic sites. The JCS also contains a suite of strategic development management policies on issues such as design, heritage and the provision of infrastructure.
- 1.7. The NPPF and nPPG provide detailed planning policy direction which is explicit in stating that this guidance should not be duplicated at a local level. The JCS picks up the strategic elements of policy but does not always provide local detail. This is why there is a need for the Cheltenham Plan to follow closely on from the adoption of the JCS. Therefore, for all policy topics except retail, the JCS along with this Cheltenham Plan replace all policies found in the Cheltenham Borough Local Plan Second Review (2006).
- 1.8. The JCS authorities have agreed to undertake an immediate review with regards to retail. Therefore, until such time as the retail review can be adopted by the JCS authorities, the existing retail policies within the Cheltenham Borough Local Plan (2006) will continue to be used. This is consistent with the wording of JCS policy SD2 which was subject to detailed examination.
- 1.9. It would not be possible to develop Local Plan policies for retail without taking into account the strategic context, but it would also not be reasonable to delay the production of the Cheltenham Plan until the review is concluded. Therefore, during the writing of the Cheltenham Plan, it was agreed to defer consideration of retail to this wider review. The JCS retail review will cover both strategic and local policies for retail in Cheltenham as part of its remit.

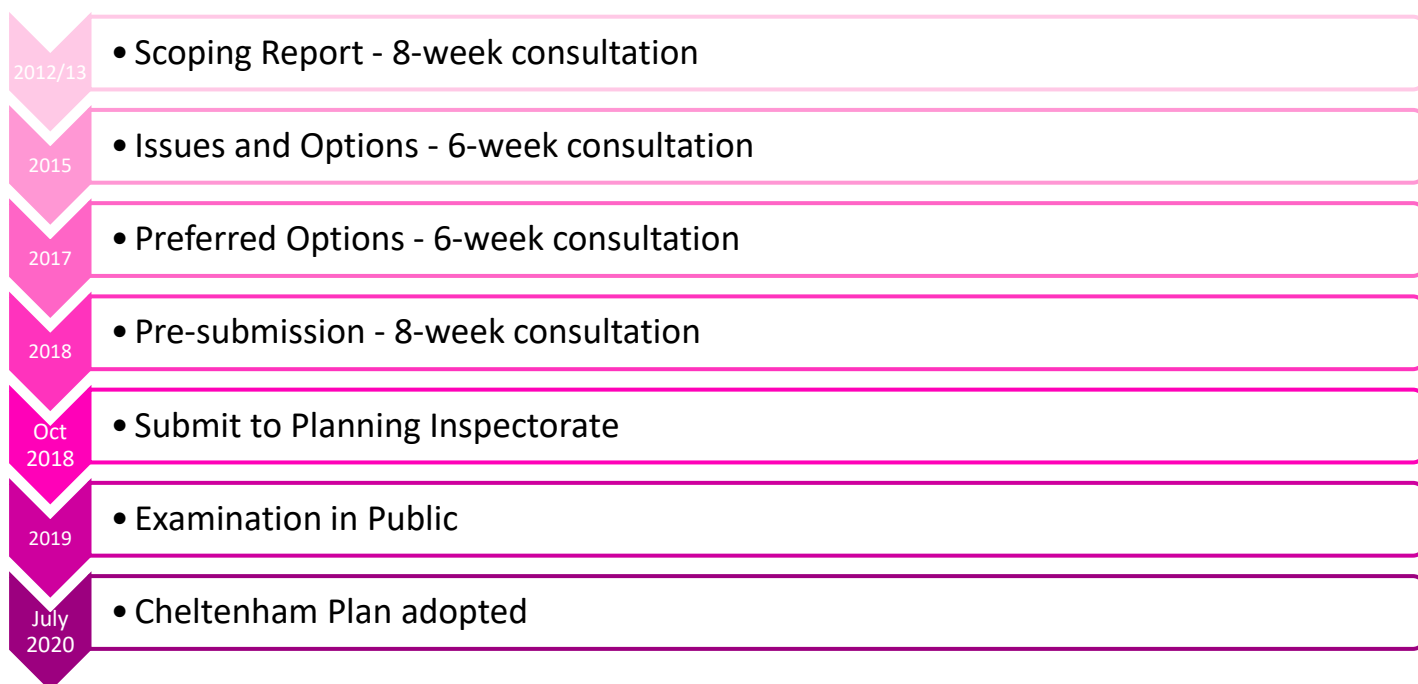
## WHAT HAS HAPPENED PREVIOUSLY

- 1.10. Work on the preparation of the Cheltenham Plan began in 2012. Since that time, engagement with the community and stakeholders has taken place to inform what the future contents of the Cheltenham Plan should be and how it should be progressed. This is part of a process known as scoping and is one step in meeting the statutory requirements for the preparation of a development plan document. The scoping document was subject to an eight-week public consultation ending 2<sup>nd</sup> September 2013.
- 1.11. Scoping and development of the Cheltenham Plan's vision and objectives was followed by publication and consultation on the Issues and Options report in June 2015. This stage in the process identified what the Council considered to be the main planning issues and policy options available to help deliver both the vision and objectives of the Cheltenham Plan and the Council's own corporate vision.
- 1.12. Following the Issues and Options consultation, a further round of consultation took place which presented the Preferred Options. This was informed by previous consultation responses and further evidence base work, which allowed the overarching strategy to be narrowed down and

become more focussed. The consultation took place in February/March 2017 and ran for six weeks.

- 1.13. Originally it was intended that the Cheltenham Plan should be formed in two parts. Part One was to be developed first, detailing allocations for housing and economic development along with designations of Local Green Space and accompanied by an economic strategy. Part Two would follow and would contain all development management policies and cover the remaining subject areas. However, with the JCS schedule being delayed, it has been possible to present both Parts One and Two as a whole in the pre-submission document.

## TIMELINE





## 2. VISION AND OBJECTIVES

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically chapter part 2- Vision & Objectives

- 2.1. Following the scoping consultation in 2013, the Council published a draft vision and objectives for the Cheltenham Plan in February 2014. The draft vision and objectives were subject to consultation as part of Issues and Options consultation exercise in June 2015 and also as part of the Preferred Options consultation in January 2017. During this time, there has been an extensive public examination and adoption of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS), as well as the adoption of the Local Enterprise Partnership's (LEP) Strategic Economic Plan (SEP), both of which have helped to shape the Cheltenham Plan.
- 2.2. Future national government policies, in particular the development of the UK's ambitious Industrial Strategy, will focus heavily on place, people and industries. The combination of the Cheltenham Plan and the JCS will help ensure that Cheltenham plays a pivotal role in facilitating an increase in productivity and providing significant economic growth across the Borough and the county of Gloucestershire.
- 2.3. Local communities, businesses, developers and visitors have all helped to shape what the Cheltenham Plan should deliver (the vision) and how it should be achieved (the objectives). Wide-ranging consultation has given the Cheltenham Plan a firm direction in which to move forward and this is reflected in the document that follows.
- 2.4. It should be noted that the Cheltenham Plan vision and objectives should also be viewed within the context of the JCS's visions and objectives as well as the Council's own corporate vision.
- 2.5. The Cheltenham Plan is also being developed alongside an emerging Place Strategy for the Borough. The objective of the Place Strategy is to draw together the strands which impact on defining Cheltenham as a place and to act as a leadership and influencing tool to support economic growth and the wider well-being of our communities. The chosen way forward will therefore need to ensure that the Cheltenham Plan remains consistent and continues to support the wider aims and objectives of the Council.
- 2.6. The preparation of the Cheltenham Plan has been led by a cross-party member working group, steering its direction since the scoping consultation in 2013.

### VISION THEME A

- 2.7. **Cheltenham is a place where people live in strong, safe, healthy, well-served and well-connected communities which are successful and sustainable places to live and work, and which contain the necessary infrastructure to support social and cultural life together with space for people and places to evolve in future.**

## THEME A OBJECTIVES

- a) Recognise the local distinctiveness of Cheltenham's various neighbourhoods and deliver regeneration where appropriate;
- b) Ensure provision of sufficient housing land and other opportunities for residential development to meet the needs of the current and future population of the Borough;
- c) Understand what people need from the places where they live and work, to help create socially sustainable communities using locally specific models;
- d) Ensure that new communities are integrated with neighbouring communities to promote cohesion, address issues of deprivation, and reduce social isolation;
- e) Enable investment in schools, healthcare and other community facilities and meeting places in order to support new and existing communities;
- f) Increase opportunities for sport and active leisure, particularly in areas of under-provision;
- g) Design places, with a focus on connectivity, that are accessible to all and where barriers to walking and cycling are removed so that active travel and public transport are the default choices;
- h) Improve health outcomes by promoting and prioritising active travel;
- i) Support a network of neighbourhood centres that provide an appropriate range of local amenities to support sustainable communities;
- j) Ensure that new development protects public safety and amenity and creates environments that contribute to reducing crime and fear of crime.

## VISION THEME B

- 2.8. **Cheltenham is a place with a prosperous and enterprising economy where education, skills and employment opportunities are increasing and diversifying, where businesses choose to invest and deliver increased value of economic output, and where the benefits are felt by all.**

## THEME B OBJECTIVES

- a) Ensure provision of sufficient sites and a range of employment land and other opportunities for economic development to attract new businesses and to enable existing businesses to grow and develop within Cheltenham, creating an environment that supports economic growth, provision of local jobs, and flexibility within the local economy;
- b) Promote the development of adaptable and flexible employment space within Cheltenham so that sites and buildings can be re-used with minimal environmental impact;
- c) Support opportunities for business start-ups and small / medium-sized enterprises (SMEs);

- d) Assist in developing and maintaining an attractive retail offer in the town centre and other designated centres;
- e) Help secure a balanced economy overall which includes a focus on retail and leisure employment in the central core;
- f) Deliver a range of sustainable transport choices through appropriate infrastructure improvements including better cross-town and local links, prioritised junctions, and improved public transport;
- g) Encourage knowledge-intensive services businesses in high-value sectors;
- h) Support development of Cheltenham's educational facilities to ensure that the young people have access to a wide range of opportunities.

## VISION THEME C

- 2.9. **Cheltenham is a place where the quality and sustainability of our cultural assets and natural and built environment are valued and recognised locally, nationally and internationally, and where tourists choose to visit and return.**

### THEME C OBJECTIVES

- a) Conserve and enhance Cheltenham's architectural, townscape and landscape heritage both within and out of the town's conservation areas;
- b) Conserve, manage and enhance Cheltenham's natural environment and biodiversity, including its parks and gardens, its trees and green spaces, its countryside, and the Cotswolds Area of Outstanding Natural Beauty;
- c) Support development of Cheltenham's sporting, cultural, arts and tourism infrastructure (including public art) to ensure that the Borough maintains its reputation as a cultural destination and continues to be an attractive place to visit;
- d) Address the challenge of climate change, ensuring that development meets high design and sustainability standards and is built to be adaptable over the long term;
- e) Improve pedestrian and cycle connectivity and permeability throughout the town by creating a network of convenient routes which include multifunctional green spaces that link with the wider countryside, attractive and safe streets and spaces, and measures which reduce the visual and environmental impact of vehicular traffic;
- f) Support provision, maintenance and continued investment in a high-quality public and private realm, including public hard-landscaped areas, formal and informal green spaces, and private gardens that contribute to local amenity and wildlife biodiversity;
- g) Manage and reduce the risk of flooding within the Borough.

2.10. During the course of the plan period, the Cheltenham Plan will seek to ensure that all the above objectives are realised through the implementation of the following policy proposals.

## 3. EMPLOYMENT

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD1- Employment (except Retail)

### CONTEXT

- 3.1. The Cheltenham Plan is putting forward a strategy which is intended to better manage the use of employment land as part of a coordinated approach with the Joint Core Strategy (JCS) to meet ambitious aspirations for growth, open up opportunities for large companies, small-medium enterprises (SMEs) and business start-ups, and create a vibrant, competitive economy. Our ambition is to create an environment that supports economic growth and flexibility within the local economy, whilst also recognising the strategic role Cheltenham plays in the wider economy of Gloucestershire and regionally.
- 3.2. In land use terms, three primary strands have emerged from the key issues identified at the Cheltenham Plan Issues and Options Stage in 2015 which took account of consultation on the Local Plan Scoping Report in 2013, the findings of the Economic Strategy in 2015, and more recent engagement with local business leaders. These are:
- the need to appropriately manage the use of land and premises
  - the need to maximise the opportunities presented by the cyber security industry
  - support for business start-ups and SMEs
- 3.3. These are considered further below, with further evidence and supporting information included in the Employment Background Paper published separately.

### **POLICY EM1: EMPLOYMENT LAND AND BUILDINGS**

The following sites, which are shown on the Cheltenham Plan Proposals Map, have been identified as containing key employment land to be safeguarded for employment purposes:

1. Runnings Road (Kingsditch Trading Estate, Block 1 and Blocks 5-7)
2. Gloucester Road, Benhall (GCHQ)
3. Jessop Avenue / St. James Square
4. New Barn Lane (UCAS)
5. Tewkesbury Road (Block 1)
6. Cheltenham Trade Park

## 7. Hatherley Lane (The Reddings)

The following sites, which are shown on the Cheltenham Plan Proposals Map, have been identified as locations for new employment development and are delineated on Plans E1-E4 below. The red lines on Plans E1-E4 mark the boundaries of the allocations and are separately and collectively part of this policy.

- a) Land south of Jessop Avenue, Town Centre (E1)
- b) Land adjacent to B&Q, The Reddings (E2)
- c) Land north-west of Grovefield Way, The Reddings (E3)
- d) Land at Chelt Walk, Town Centre (E4)

Proposals for traditional B class employment uses or Sui Generis uses that exhibit the characteristics of traditional B class employment will be supported at these locations subject to being in accord with other relevant policies embodied within this Plan.

Provision is required to deal with flood risk in any new development of Site E4 as set out in the supporting text below. The necessary sewerage infrastructure should be provided for sites E2 and E3 prior to occupation to avoid local exceedance of the sewer networks.

Development proposals for a change of use of land and buildings currently or last in employment use (Note 1) on key existing employment sites will not be permitted except where:

- a) The proposed use is Sui Generis but exhibits characteristics of traditional B1, B2 or B8 employment uses (Note 2); or
- b) The proposed use provides new high-skilled jobs such as those associated with knowledge-based service and technology industries.
- c) The applicant can demonstrate in exceptional circumstances that a key existing employment site has no reasonable prospect of remaining in employment use.

The sites identified for new employment development together with new strategic employment allocations made as part of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, namely, Land at West Cheltenham and Land at North West Cheltenham, will also be safeguarded in accordance with the above criteria on completion of development.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme B - objectives a, b and e.**

*Note 1: Employment use means B class employment uses together with those Sui Generis uses that exhibit characteristics of traditional B1, B2 and B8 uses such as car sales, a builder's yard, or a vehicle or tool hire business. The list is not exhaustive.*

*Note 2: Sui Generis uses which may require an employment location are the same as those listed at Note 1, although the list is not exhaustive.*

## KEY EMPLOYMENT LAND

- 3.4. The Council will seek to ensure that the best, most versatile employment land defined as Key Employment Land on the Cheltenham Plan Proposals Map will remain available for B1, B2 and B8 employment uses and not eroded for other uses.
- 3.5. These sites are recognised as having the potential to make a significant contribution to the aim of delivering new jobs and increasing gross-value-added (GVA) productivity in Cheltenham over the Plan Period and would assist in meeting the aspirations for growth set out in the Strategic Economic Plan (SEP). The list of sites is included in Policy EM1.
- 3.6. A site's designation as a key site is based on one or more of a variety of factors and, to this end, identified sites can exhibit a range of differing characteristics. The following have considered first and foremost:
- Whether the character of the site is predominantly traditional employment-based (use classes B1/B2/B8);
  - The location of the site in terms of its strategic and local accessibility;
  - Access to the site by public transport, walking and cycling and the site's ability to improve local transport / connectivity;
  - The proximity of community facilities to help support the workforce;
  - The size of the site and its capacity for expansion in future;
  - Whether there is currently a limited supply of such premises / accommodation across the Borough;
  - Whether there is market demand / requirement for such locations;
  - The lack of constraints (physical or otherwise) to unhindered continued use or future expansion.
- 3.7. By identifying key sites in this way, it is intended that the Cheltenham Plan will provide a more refined and focussed approach to facilitating and enabling economic growth than before, and that by protecting such sites, the Cheltenham Plan will help ensure a more balanced economic strategy which simultaneously helps to capitalise on key areas, such as the recent rapid growth in demand for serviced office accommodation.
- 3.8. To not follow such an approach would risk further loss of high-quality business and enterprise parks and premium-grade offices and would delay the Cheltenham Plan's ability to meet the needs of existing business and attract new businesses to the area. The resulting lack of employment space in sustainable locations could result in increased car use as businesses are forced to locate outside the town, thus negatively affecting the local economy.

## SPATIAL CHARACTERISTICS

- 3.9. It will be noted that the distribution pattern of key employment sites possesses a strong spatial dimension whereby there is a greater concentration of sites towards the west of Cheltenham, particularly along the A4019 and the A40. The area benefits from very good strategic access, being close to the M5 motorway and with good connections to Junctions 10 and 11. Whilst Junction 10 is still constrained through being two-way rather than four-way, sites to the west of

Cheltenham would stand to benefit further should investment be forthcoming to facilitate an all-movements junction in future. The Council is committed to keep up the pressure of lobbying to influence this and is working closely with key partners on achieving a satisfactory outcome, namely to get Junction 10 included on the post-2020 Roads Investment Strategy. The economic strategy as set out in this Plan will support that activity. Upgrading the junction will provide significant economic growth opportunities by unlocking the potential of additional land.

- 3.10. The strategic position of these sites, their good accessibility, and their attractiveness to the market have all been influential in determining their identification as containing key employment land. The resulting spatial dimension dovetails with the vision and associated land-use strategy of the JCS whereby there is a clear preference for capitalising on development opportunities in the west through strategic land allocations in proximity to appropriate infrastructure, employers offering high-value jobs and services, and the potential for significant inward investment.
- 3.11. On key employment land, a change of use will be permitted for Sui Generis uses exhibiting characteristics of traditional employment uses (B1, B2, B8) or for uses that provide new, highly-skilled jobs or high-value-added activities such as research and education.
- 3.12. The above policy reflects the approach to safeguarding key existing employment land in Cheltenham. In addition to the existing employment sites identified, it is intended that key employment land includes a small number of new employment allocations being made under Policy EM3 of the Cheltenham Plan, together with those strategic employment allocations at West Cheltenham and North West Cheltenham being made as part of the JCS when any relevant development at either of those locations is completed.

## NEW EMPLOYMENT DEVELOPMENT

- 3.13. Though the emphasis of the Cheltenham Plan's employment strategy is to safeguard relevant sites and premises from inappropriate changes of use, the Cheltenham Plan is also making a small number of employment allocations within the Principal Urban Area. In this way, it is intended to provide further certainty as to where traditional B class employment activities will be concentrated whilst also providing a greater degree of choice and flexibility to the market.
- 3.14. Each of these employment allocations is considered to be a key employment site and upon completion of built development will be safeguarded from inappropriate changes of use by Policy EM1. It is also intended that land within Cheltenham Borough that is subject to the strategic employment allocations made through the adopted JCS, namely, land at West Cheltenham and land at North West Cheltenham, will be safeguarded by Policy EM1 on completion of any relevant development.

### JESSOP AVENUE (E1)

- 3.15. The site measures approximately 0.34 ha and comprises a flat parcel of brownfield land located to the south of Jessop Avenue on the western edge of Cheltenham Town Centre. Planning



permission for the erection of a six-storey B1 office development was granted in October 2016 with the development currently under construction.

#### LAND ADJACENT TO B&Q, THE REDDINGS (E2)

3.16. The site is a flat parcel of land located to the south of Hatherley Lane, The Reddings on the western periphery of Cheltenham. It lies immediately south of the existing Pure Offices serviced business accommodation and is extremely well connected to the strategic highway network via the A40 and J11 of the M5. Measuring approximately 0.86 ha, the allocation offers an ideal opportunity for the expansion of contemporary business activities within a modern business park environment. The site, which can be categorised as brownfield land, has previously been used for employment purposes.

#### GROVEFIELD WAY (E3)

3.17. The site occupies a flat parcel of land to the north-west of Grovefield Way, The Reddings on the western periphery of Cheltenham. It lies immediately west of the Gloucestershire County Council Park & Ride facility at Arle Court and is extremely well connected to the strategic highway network along the A40 and to J11 of the M5. Measuring approximately 4.1ha, the allocation provides an opportunity for the establishment of a modern business environment at an important gateway location. The site can be categorised as greenfield and currently benefits from an extant planning consent for B1 employment uses. The Principal Urban Area is being amended to accommodate this allocation and part of the site already houses a flagship car dealership.

#### CHELT WALK (E4)

3.18. The site is located on flat land at the western edge of Cheltenham Town Centre and measures approximately 0.68 ha. It is currently used as a pay and display car park and therefore constitutes brownfield land. As the site and surrounding land is located within Flood Zones 2 and 3, appropriate design will need to mitigate any potential impacts, for example, by utilising lower floors for car parking. In order to mitigate risk of flooding the following should be incorporated into the design and layout of the site at application stage:

- Provide at minimum an 8 metre buffer from the top of bank of the River Chelt;
- Provide river corridor enhancements that help to protect and enhance the biodiversity and river setting at this location;
- Not result in a net loss in flood plain storage or adversely impact out-of-bank flows, with opportunities explored to provide flood risk betterment;
- Provide financial contributions to the flood warning service, maintenance and future improvements of the adjacent River Chelt flood alleviation scheme; and
- All finished floor levels should be set 600mm above the 1 in 100 year level, including an appropriate allowance for climate change.

- 3.19. The land is considered to be a prime employment site capable of accommodating a modern office development.
- 3.20. The development or change of use of land for new employment uses at locations not specifically covered by the Cheltenham Plan will be permitted where the proposals accord with Policies SD1 and SD2 of the JCS.

## **POLICY EM2: SAFEGUARDING NON-DESIGNATED EXISTING EMPLOYMENT LAND AND BUILDINGS**

Development proposals for a change of use of land and buildings currently or last in employment use (Note 1) will only be permitted where:

- a) buildings were constructed and first occupied for residential use;
- or
- b) the loss of the site to other uses does not have a detrimental impact on the continuing operation of existing businesses in the vicinity (Note 2) and;
  - i. The proposed use is job-generating (Note 3) with any loss of existing provision being offset by a net gain in the quality (Note 4) and / or the number of jobs provided on the site; or
  - ii. Development of the site will ensure the relocation of an existing firm to a more suitable location within the Borough (Note 5); or
  - iii. There has been a sustained and long-term absence of economic activity on the land with no reasonable prospect of the land being used for employment (Note 6);
- or
- c) The applicant for planning permission can demonstrate that employment use creates unacceptable environmental or traffic problems which cannot be satisfactorily resolved.

Proposals for the redevelopment of non-designated employment sites will need to consider matters of viability in demonstrating adherence to the following sequential approach in order of preference:

- 1) Traditional B class employment-based redevelopment
- 2) Job-generating redevelopment (Note 3)
- 3) Mixed-use redevelopment including traditional B class employment uses
- 4) Mixed-use redevelopment including job-generating uses (Note 3)
- 5) Non-employment redevelopment

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme B - objectives a, b and e.**

*Note 1: Employment use means B class employment uses together with those Sui Generis uses that exhibit characteristics of traditional B1, B2 and B8 uses such as car sales, a builder's yard, or a vehicle or tool hire business. The list is not exhaustive.*

*Note 2: 'In the vicinity' refers to adjacent business land and property; and /or business land and property within the same business site or estate; and /or business land and property within the wider neighbourhood. Each case will be considered on the basis of its particular locational characteristics with the overall aim being to maintain and enhance the Borough's employment offer.*

*Note 3: Job-generating uses include retail, leisure facilities, education, health services, residential care, and tourism. This list is not exhaustive and other uses may also be relevant. Proposals for retail uses will also need to comply with the sequential test and the Development Plan's retail policies. The assessment of whether or not a development is 'job-generating' will not normally include jobs solely related to the construction phase of development.*

*Note 4: Quality jobs may include knowledge-based service and technology jobs such as cyber security and ICT / digital industries; manufacturing and engineering; jobs in professional services such as insurance; and visitor economy jobs that help increase spend in Cheltenham. This list is not exhaustive and other uses may also be relevant.*

*Note 5: Evidence will be required to demonstrate why the existing site is unsuitable for the current use, why the alternative site is more suitable, and why other uses are considered necessary in order to facilitate the relocation of the current user elsewhere within the Borough.*

*Note 6: Evidence will be required to demonstrate the lack of demand and consider the need for employment land currently or in future. At the heart of the criterion is the need to undertake an active advertising and marketing campaign that has been sustained over an appropriate period of time and has had regard to market characteristics. The amount of time that a campaign should be carried out is likely to vary depending on the scale of the redevelopment proposed and the amount of employment land that will potentially be lost. A period of not less than one year provides a reasonable benchmark.*

## EMPLOYMENT OUTSIDE OF KEY EXISTING EMPLOYMENT SITES

- 3.21. Land and purpose-built premises currently or last in employment use but not identified as Key Existing Employment Sites will also be safeguarded for a range of employment and job-generating uses such as offices, industrial, warehousing, leisure, education, research, health services, and tourism facilities. The list is not exhaustive and where an applicant can demonstrate another use is job-generating, this will be assessed on its own individual merits.
- 3.22. Where the use falls outside B1/B2/B8, the proposed job-generating use should be the primary activity and proposals will need to demonstrate how the redevelopment contributes to net increase in jobs available or adds value to the local economy. Proposals for retail will need to comply with relevant retail policies.
- 3.23. A sequential approach is taken to the redevelopment of non-designated employment sites. Redevelopment of the site for non-employment development will only be allowed if it can be demonstrated that, firstly, employment or job-generating based redevelopment, and secondly, mixed-use development generating some employment is not viable.

- 3.24. Exceptions to the policy may be permitted where continuation of the existing use is undesirable on traffic, amenity or environmental grounds, or there is a demonstrable lack of demand for employment use, currently or in future.
- 3.25. The above policy reflects the approach to safeguarding non-designated employment sites in Cheltenham.

## EMPLOYMENT SKILLS PLANS

- 3.25. In the long term, it is not socially or environmentally sustainable for people to travel long distances to reach work. In Cheltenham, the Council considers there is a need to better match the jobs available in the local area with the skills present in the local workforce. Nurturing our environment to attract and retain talent is critical, especially in the light of Brexit and the UK losing ranks on the list of the world's major economies.
- 3.26. In order for local people to secure jobs in the local labour market, it is necessary for them to attain appropriate education and skills to meet the needs of local employers. In turn, local employers need to provide opportunities to suitably qualified people from the local area whilst also attracting a highly-skilled workforce.

## POLICY EM3: EMPLOYMENT SKILLS PLANS

For major indoor commercial development of 1,000 sq. m or more, applicants for planning permission will be required to submit an Employment Skills Plan (ESP) which identifies opportunities for the employment and skills development of local people through the implementation of the development proposal.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme B - objectives a, b, e and g.**

- 3.27. The above policy aims to facilitate a more balanced relationship between labour supply and demand in Cheltenham and to align these two key elements of sustainable economic policy more effectively. It is designed to complement key themes of the *Strategic Economic Plan for Gloucestershire (2014)* (SEP) to support skills delivery according to local priorities and to ensure there is a direct correlation between skills supply and demand.
- 3.28. The Council will expect an Employment Skills Plan (ESP) to be submitted as part of all relevant planning proposals. The ESP should address priorities identified and agreed at an early stage through liaison with the Council itself and local employment and skills agencies. It is anticipated the ESP will contain targets which are in conformity with industry standard benchmarks for the outcomes expected from the particular size and type of construction proposed. Targets will likely relate to the jobs created at the construction phase of development as well as the jobs created thereafter.
- 3.29. As the Government defines major commercial development as being 1,000 sq. m of floorspace, the threshold set out in Policy EM4 reflects this definition.

## MAXIMISING OPPORTUNITIES PRESENTED BY THE CYBER SECURITY INDUSTRY

- 3.30. Public and private sector cyber security activities are significant for Cheltenham and present unique opportunities in terms of high-value jobs and activities.
- 3.31. The area is recognised as a growing centre in the UK for research, development and commercialisation of cyber security products and services. The Council, supported by Government departments including the Department for Digital, Culture, Media & Sport (DCMS), the Department for Business, Energy & Industrial Strategy (BEIS), and the Department of International Trade (DIT), recognises there are real opportunities from expanding the cyber security sector with a focus on a new cyber business park, but also in any spin-off or associated ICT, digital and technology activities that may have a complementary use for the skills, specialisms and market contacts of the sector.
- 3.32. The planning system has a role to play in helping to nurture and support this potential and the Cheltenham Plan includes a policy that is designed to look favourably on businesses wishing to locate or develop within the Borough. The policy represents a form of intervention in the market to encourage those uses that have an essential need to locate close to establishments such as GCHQ and represents a step forward from previous employment policy in that it should help focus Cheltenham's economy towards a specialist sector and therefore help achieve aspirations for GVA growth and delivery of the Gloucestershire SEP.

## **POLICY EM4: PROMOTING THE CYBER-SECURITY SECTOR**

In order to further develop and enhance Cheltenham's position as a premier location for cyber security, innovation and business in the UK, development proposals for businesses that support cyber security activities will be favoured subject to the proposal being appropriate to the location concerned and being in accord with other relevant policies embodied within the Development Plan.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme B - objectives a, b, e and g.**

- 3.33. The policy is broad in its approach and does not set out specifically to allocate individual sites and premises; to do so may inadvertently prejudice other employment uses and may prevent existing, ageing, and sub-standard premises from being redeveloped. Rather, the approach is to support a growing high-technology global industry to locate to the town and to help brand Cheltenham as a premier location for cyber-security innovation and business in the UK and to help provide a physical identity. Cheltenham is emerging as a modern, forward-thinking town with a good quality of life and exciting offers for a mobile and highly-skilled workforce, reflecting the demands of an innovative sector such as cyber-security.
- 3.34. The success of any cyber-security initiative will require coordinated action between the Council, property developers and other sectors of the business community. However, through the above policy, the Cheltenham Plan aims to move the initiative forward by being one of the primary facilitators of change.

## **TOURISM**

- 3.35. Tourism has been an integral part of Cheltenham's economy since its development as a regency spa in the second half of the 18<sup>th</sup> Century. Indeed, tourism assists in the retention and restoration of the Regency heritage of the town today and provides important employment opportunities for the local workforce.
- 3.36. A review of Cheltenham's tourism strategy is currently underway and the Council will continue to support an enhanced role for tourism in driving the Borough's economy. Given the location of Cheltenham on the edge of the Cotswolds, it is likely that future approaches will aim to capitalise on the town's role as a gateway to the Cotswolds as well as being a leisure and tourist destination in its own right.
- 3.37. To facilitate increased visitor numbers and greater expenditure in the tourism sector, collective marketing with neighbouring Cotswold authorities is being considered. Any land use implications arising from Cheltenham's emerging tourism strategy will be supported subject to conformity with the wider policy framework provided by the Cheltenham Plan and JCS, in particular, the need for sustainable development.

## 4. RETAIL AND CITY / TOWN CENTRES

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD2- Retail and City/Town Centres

### CONTEXT

- 4.1. Policy SD2 of the Joint Core Strategy (JCS) states that retail policies within the Borough of Cheltenham are set out in the saved policies of the existing Local Plan i.e. the Cheltenham Borough Local Plan (adopted 2006). Furthermore, it states that these policies will be reviewed and taken forward as part of the immediate review of JCS retail policy.
- 4.2. This being the case, the new Cheltenham Plan does not include any policies on retail. Retail policies will be introduced at the earliest opportunity upon completion of the JCS retail review and will be formulated to work in tandem with revised JCS retail policy in future.
- 4.3. The above approach reflects the requirements of the Planning Inspector who conducted the JCS Examination.

# 5. DESIGN REQUIREMENTS

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policies SD3- Sustainable Design and Construction; and SD4- Design Requirements

## CONTEXT

- 5.1. The Council seeks to ensure that all new buildings and spaces make a positive contribution to Cheltenham and to the lives of its residents and visitors. It therefore places great emphasis on the importance of good design in all development. Good design with well-considered buildings and spaces is key to making places that are successful both socially and economically, good to live in, and attractive to visit. It helps to achieve value for money in new developments, and makes effective use of scarce resources, be they land or materials.
- 5.2. Good design also helps to create lively communities which are human in scale with distinctive local character; it helps to make streets and public spaces that are safe, accessible, and pleasant to use; it can even create places that inspire.
- 5.3. Careful urban design can contribute to a reduction in crime and anti-social behaviour and is an important tool in promoting more healthy patterns of living. Overall, it can produce attractive, high-quality, sustainable places in which people will want to live, work and spend leisure time.

## POLICY D1: DESIGN

Development will only be permitted where it:

- a) adequately reflects principles of urban and architectural design; and
- b) complements and respects neighbouring development and the character of the locality and / or landscape.

Extensions or alterations of existing buildings will be required to avoid:

- c) causing harm to the architectural integrity of the building or group of buildings; and
- d) unacceptable erosion of open space around the existing building.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A –objectives a, d, g and i; Theme C – objectives a, d and f.**

## DESIGN

- 5.4. The key principles of urban design and architectural design are set out in Tables SD4b and SD4c of the Joint Core Strategy (JCS). Together, these define the overall layout of a place (in terms of its routes and building blocks), its scale (in terms of building height and massing), its appearance (as



expressed in details and use of materials), and its landscape (including all the public realm, built and green spaces).

- 5.5. The Council will take account of the key urban and architectural design principles in determining planning applications and will often require the preparation of a masterplan or design brief to accompany a proposal, the contents of which should accord with the framework set out at Table SD4d of the JCS. Recommendations from the design review panel will be taken into account and innovative design which helps to raise design standards in the area will be encouraged.

## SHOP FRONT DESIGN

- 5.6. The high-quality, comprehensive shopping facilities set in pleasant surroundings offered by Cheltenham are an important part of the town's attraction to both residents and tourists. Shopfronts form an integral part of this scene, and to maintain an attractive environment it is important that these should be well designed. The Council has adopted a Shopfront Design Guide to encourage greater care to be taken in shopfront design, to allow scope for imagination and flair, and to ensure that a high standard of design in shopfronts is achieved and maintained throughout the town and the Borough as a whole.

## PUBLIC ART

- 5.7. The Council has recently prepared a Public Art Strategy which sets out the diverse practice that forms contemporary public art, or art in public, and could be developed to enhance the town for the benefit of its residents, for visitors and for its cultural future. There are sections on the cultural, social, environmental and economic benefits of public art and the way public art can complement local objectives and policy in Cheltenham. The strategy recommends early engagement of planners and developers as a key driver for successful projects which engage communities in creating their own agendas and spaces that integrate well.

## EXTENSIONS

- 5.8. Extensions to existing buildings need to be carefully designed to respect the character and scale of the existing building or group of buildings. In accordance with the aforementioned key principles, they should be to a high standard of design, and would normally be expected to use materials which match the original building, with similar forms of roofs, doors, windows and other elements. In cases where it is important that the extension remains subordinate to the original building, it may be appropriate to distinguish the extension by a substantial setback in the building line. Occasionally, a different approach may be appropriate to separate and differentiate an extension from the main building. The most important consideration is that an extension should not detract from the original. The Council has adopted a *Residential Alterations and Extensions* Supplementary Planning Document (SPD) to help householders, builders and agents when considering schemes for altering or extending individual houses.

- 5.9. Extensions will not be permitted where they result in an unacceptable loss of garden or other open space (see also Policy D3 below, and the SPD: *Development on Garden Land and Infill Sites (2009)*).

## **POLICY D2: ADVERTISEMENTS, SIGNS AND HOARDINGS**

The display of an advertisement or sign will be supported providing its location or size would not harm:

- a) the appearance of the building or the visual amenity or distinctive character of the immediate neighbourhood where it is to be displayed; and
- b) public safety.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - objectives a and i; Theme C - objectives a and f.**

### **ADVERTISEMENTS, SIGNS AND HOARDINGS**

- 5.10. The display of advertisements is generally subject to the provisions of the *Town and Country Planning (Control of Advertisements) (England) Regulations 2007*. These regulations do not apply to certain classes of advertisement, including traffic signs, which give directions to motorists or pedestrians. The regulations grant deemed consent for other classes of advertisement, which are therefore not subject to control by the Council. Deemed consent can be restricted by the Direction of the Secretary of State, or withdrawn by Local Planning Authorities by service of a Discontinuance Notice. All other advertisements are subject to control and require express consent.
- 5.11. Appropriate advertisements and signs can give vitality and interest to a street and create a positive impact on the commerciality of businesses. Inappropriate advertisements and signs can, however, detract from important architectural or townscape character, and a proliferation can cause clutter, confusion and loss of visual amenity. For this reason, the Council gives careful consideration to the design and location of new proposals and, in some cases, to existing advertisements and signs which disfigure a building or street and may require action to secure their removal.
- 5.12. Additional advertisement controls exist in conservation areas and reference to Policy HE3: Advertisements, Signs and Hoardings in Conservation Areas will be necessary when considering relevant proposals in these areas.

### **AREAS OF SPECIAL CONTROL FOR ADVERTISEMENTS**

- 5.13. Local authorities have powers to define Areas of Special Control which are considered to merit protection on amenity grounds. Such areas can be rural or urban in nature, and express consent is required for a greater range of advertisements than would normally be the case. Areas of Special Control were first designated in the former Cheltenham Municipal Borough in 1950, and were extended to cover the AONB in 1967.

- 5.14. Under the *Town and Country Planning (Control of Advertisements) (England) Regulations 2007*, local authorities are obliged to periodically consider whether any part or additional part of their area should be designated as an Area of Special Control, and, when an area has been designated, to consider whether it should be revoked or modified.
- 5.15. The Council has periodically reviewed the Areas of Special Control in Cheltenham since their designation but no changes have been made. The Council will continue to keep the designations under review during the course of the plan period and if changes are considered appropriate, for example, to include the Green Belt and / or conservation areas, an order to this effect will be submitted to the Secretary of State for confirmation. The effect of a control order is to limit some of the categories of advertisement that benefit from deemed consent.
- 5.16. It should be noted that the designations, whilst complementary to development plan policy, are entirely separate and are made under different regulations. They are therefore not part of the planning process and are not appropriate to be advanced as a proposal of the development plan.

## **POLICY D3: PRIVATE GREEN SPACE**

The development of private green areas, private open spaces and private gardens which make a significant contribution to the townscape and environmental quality of Cheltenham will not be permitted.

Proposals for development within extensive grounds of large properties will need to take account of the scale and location of existing buildings within or adjacent to the site, the main features of the site itself, and where appropriate, will be required to:

- a) retain mature trees;
- b) retain and enhance existing landscaping;
- c) provide new landscaping;
- d) avoid disturbance of significant habitats.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme C - objective f.**

## **PRIVATE GREEN SPACE**

- 5.17. Para. 53 of the National Planning Policy Framework (NPPF) states that “Local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area”.
- 5.18. A considerable amount of green space in Cheltenham is owned privately. It can take the form of playing fields and the gardens / grounds of commercial, educational and domestic properties. The environmental value of such green space can equal that of publicly owned green space but it is often overlooked and considered by owners to be a valuable resource that can be better utilised for development, for example, as a means of expanding existing premises or providing better car parking.

- 5.19. The above policy is designed to ensure that valuable private green spaces are maintained and that development proposals which could be to the detriment of the townscape and environmental value of Cheltenham's green space are not allowed to proceed. In determining whether a green space has significant townscape and environmental value, the Council will have regard, amongst other factors, to the following:
- the spacious character of the town
  - the quality of the local townscape
  - the established character of the locality
  - the setting of an important building or group of buildings
  - important landmarks, views and vistas within and out of Cheltenham.
- 5.20. There are many large properties in Cheltenham which were originally private homes. Some are still in this use, but more have been converted to flats, nursing homes, private schools, business premises and other uses. These properties are often set in extensive grounds and the maturity of these grounds creates particularly attractive and valuable green spaces. The least disturbed areas will also often contain well-established plant and animal habitats.
- 5.21. The above policy will require all relevant proposals to take full account of the development site and its surroundings and, where necessary, retain and enhance existing landscaping and avoid disturbance of any significant habitats present.
- 5.22. The *Development on Garden Land and Infill Sites in Cheltenham* SPD was adopted by the Council in 2009 and remains an important material consideration. The SPD framework outlines factors likely to influence the consideration of applications and indicates what is required from garden land and urban infill proposals.
- 5.23. Those areas being advanced as Local Green Space in the Cheltenham Plan are not intended to be covered by Policy D3 but are instead considered in the chapter on Green Infrastructure through Policy GI1.
- 5.24. The recreational value of individual green spaces as distinct from their environmental value is considered separately in the chapter on Social and Community Infrastructure.

## 6. GREEN BELT

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD5: Green Belt

### CONTEXT

- 6.1. The concept of a Green Belt as means of checking the unrestricted sprawl of built-up areas and protecting the countryside dates from 1955. In Gloucestershire, a Green Belt between the two principal towns of Gloucester and Cheltenham was first put forward in 1957 and later formally approved as part of the County Development Plan Quinquennial Review in 1968. An extension to the Green Belt to the north of Cheltenham, to separate it from Bishop's Cleeve, was proposed in the Gloucestershire Structure Plan in 1981.
- 6.2. Whilst the strategic nature of the Green Belt means that related issues primarily fall to be considered against national planning policy and the higher order Joint Core Strategy (JCS), the Cheltenham Plan has an important role to play in implementing Green Belt policy and ensuring the Green Belt continues to serve its key functions which have actually changed little over the last 60 years.
- 6.3. Protecting the Green Belt from harmful development is crucial as part of a coordinated and balanced approach to securing economic prosperity and good standards of health and well-being for the Borough in future. Within Green Belt boundaries, development will be restricted to those limited types of development which are deemed appropriate by the National Planning Policy Framework (NPPF) and the JCS unless very special circumstances can be demonstrated. The following policies reflect the need for tight control.

### RESIDENTIAL INFILLING IN THE GREEN BELT

- 6.4. Residential development already stretches into the Green Belt along certain roads in the Borough. Infilling at these locations will be permitted subject to careful assessment and providing it does not compromise from the character or functionality of the Green Belt.

## **POLICY GB1: RESIDENTIAL INFILLING IN THE GREEN BELT**

Development within the Green Belt will be restricted to those types of development which are deemed appropriate by the NPPF and Gloucester, Cheltenham and Tewkesbury Joint Core Strategy.

Limited residential infilling (Note 1) of built frontages on roads within the Green Belt and the Principal Urban Area (as delineated on the proposals map) will be permitted only where there is no resulting harm to the openness of the Green Belt (Note 2).

**This policy contributes towards achieving Cheltenham Plan Vision: Theme A – objective b; Theme C – objective b.**

*Note 1: In this context, “infilling” means the construction of a new residential building or buildings between two existing residential buildings.*

*Note 2: This precludes the demolition and replacement of existing housing. Such proposals would fall to be assessed against Policy GB2 (rebuilding or replacement of dwellings in the Green Belt).*

6.5. The above policy provides a locally distinctive response to the appropriate exceptions set out in national policy. It also provides consistency with JCS Policy SD5 and reflects the stance of the previously adopted Cheltenham Borough Local Plan in facilitating sustainable development patterns across the Borough.

## **REBUILDING OR REPLACEMENT OF DWELLINGS IN THE GREEN BELT**

6.6. Buildings in the countryside are not only functional in the activity for which they have been designed; many make a significant contribution to the character of the landscape. Without adequate controls, the character of the Green Belt could change to its detriment in that traditional Green Belt dwellings with modest proportions would be replaced by large modern houses.

6.7. National planning policy makes clear that the construction of new buildings in the Green Belt is inappropriate, but that an exception is the replacement of a building provided that the new building is in the same use and not materially larger than the one it replaces.

## **POLICY GB2: REBUILDING OR REPLACEMENT OF DWELLINGS IN THE GREEN BELT**

The rebuilding or replacement of existing dwellings in the Green Belt will only be permitted where:

- a) the new building will continue to be used as a dwelling;
- b) the new building is not materially larger than the one it replaces;
- c) more than one existing dwelling is to be replaced, the number of replacement dwellings is no greater than the number to be demolished;
- d) there is no greater impact to the openness and visual amenity of the Green Belt than the existing development.

**This policy contributes towards achieving Cheltenham Plan Vision: Theme A – objective b; Theme C – objective b.**

- 6.8. Policy GB2 is designed to mirror this stance and to allow replacement dwellings in the Green Belt provided that the relevant criteria can be satisfied. What constitutes harm to the Green Belt is a key determinant in this instance and each case is likely to vary according to exact location and individual circumstances. Overall, the openness and visual amenities of the Green Belt should not be further eroded by development and its functionality not undermined by encroachment.
- 6.9. To be considered an existing dwelling, the building should have been lived in as a permanent residential unit within the last five years and should not have been used for any other purpose in the meantime. The existing building should be recognisable as a dwelling; it should not be in a dilapidated, derelict and abandoned condition.
- 6.10. The replacement dwelling must be in scale, character and of similar size and materials to the existing where these are appropriate to the character and appearance of the area and the site in question. There may however be some cases where the Council considers that the existing dwelling is poorly designed and/or out of character with the rural setting. In these circumstances it would be appropriate to take the opportunity to improve the appearance of the site and locality through improved design, materials and orientation of the replacement dwelling in accord with the design policies embodied in the Development Plan.
- 6.11. The change of use of dwellings in the Green Belt to other uses will be subject to Policy L2: Conversion of Rural Buildings.

# 7. LANDSCAPE

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD6: Landscape

## CONTEXT

- 7.1. Cheltenham owes much to its setting at the foot of the Cotswold escarpment. The town's eastern fringes include the high-quality scenery of the escarpment, with landscape and woodlands that are designated as part of the Cotswolds Area of Outstanding Natural Beauty (AONB). Beyond the western edge of the town lies the flatter, open countryside of the Severn Vale, where the designation of a Green Belt has helped to maintain a clear differentiation between Cheltenham and the neighbouring settlements of Gloucester (to the south) and Bishop's Cleeve (to the north).
- 7.2. Cheltenham's other major asset is its architectural heritage. The fine buildings and broad, tree-lined streets create graceful surroundings that appeal to residents, employers, shoppers and tourists alike. This impressive architectural legacy is often protected – the Cheltenham (Central) Conservation Area covers some 600 hectares, and the town continues to remain attractive to investors and developers. Consequently, the pressure for change, be it large-scale new build or small incremental alteration, needs to be carefully managed to protect buildings, trees, and the essential character of what is often valued most.

## LANDSCAPE AND SETTING

- 7.3. For the purposes of this policy, the 'setting' of Cheltenham is considered to embody those features which create the distinctive sense of place for the Borough, including the Cotswold escarpment, the distinguished architectural heritage and the myriad green spaces.

## POLICY L1: LANDSCAPE AND SETTING

Development will only be permitted where it would not harm the setting of Cheltenham including views into or out of areas of acknowledged importance.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - objective a; Theme C – objectives a, b and f.**

- 7.4. Cheltenham's attractive setting is undoubtedly one of its prime assets and is recognised by the emerging Place Strategy for the Borough as a key factor in helping to achieve sustainable economic growth and securing social wellbeing. The Council will therefore seek to continue the protection of the town's setting and encourage its future enhancement through sensitively designed / located development.



- 7.5. In doing so, the Council is mindful of the need to protect views into and out of areas of acknowledged importance such as conservation areas, ancient monuments, sites included on the Register of Historic Parks and Gardens, the AONB, the Green Belt, Sites of Special Scientific Interest, statutory and non-statutory nature reserves, Regionally Important Geological and Geomorphological Sites, listed buildings and buildings of local importance.
- 7.6. The above policy is designed not only to complement the policy stance of the Joint Core Strategy (JCS) but also to add further dimension through the recognition of local distinctiveness and the particular environmental qualities that make Cheltenham special.

## CONVERSION OF RURAL BUILDINGS

- 7.7. In considering development in the countryside, the JCS is clear in its intention to support appropriate types of development. This approach is mirrored by the Cheltenham Plan which recognises the potential of many rural buildings to accommodate new uses when the previous use has rendered them surplus to requirements or no longer suitable for their original intention.
- 7.8. As most rural buildings in Cheltenham Borough are within the Green Belt or AONB, their re-use and conversion requires special consideration. In determining planning applications, the Council will therefore take into account the effect of the conversion on the natural beauty and landscape character of the adjoining countryside, the architectural and historic features of the building, any effect on the openness of the Green Belt (if relevant), and the need to give appropriate rural buildings a new lease of life.

## POLICY L2: CONVERSION OF RURAL BUILDINGS

The conversion of rural buildings to uses other than agriculture will be permitted where:

- a) the building is structurally sound, suitable for and capable of conversion to the proposed use without substantial alteration, extension or rebuilding;
- b) the conversion and alternative use do not harm the character of the building and are appropriate to the character and setting concerned;
- c) the proposal would not cause conflict with existing or planned uses on or in close proximity to the site, including severance or disruption to the agricultural holding that would prejudice its continued viable operation;
- d) the proposal accords with other relevant policies embodied within the Development Plan.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme B - objectives a and b.**

- 7.9. The above policy applies to the conversion of all rural buildings whether of modern or traditional construction. Buildings should be physically capable of being converted in terms of their size, soundness and structural stability without recourse to extensive rebuilding, alteration or extension. Where an extension or significant alteration is proposed, it must be demonstrated that

the building is capable of conversion on its own merit and such extension or alteration should not harm the character of the building, its setting and or the character and appearance of the landscape.

- 7.10. Proposals involving conversion to residential use will also need to be compliant with JCS Policy SD10 which seeks to prevent isolated rural development. They will also need to comply with general principles of promoting sustainable patterns of development including access to infrastructure and sustainable transport.

## 8. THE COTSWOLDS AONB

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD7: The Cotswolds Area of Outstanding Natural Beauty (AONB)

### CONTEXT

- 8.1. The County Development Plan 1955 originally defined part of the Cotswolds as an Area of Great Landscape Value. This area has subsequently been largely overlaid by the designation in 1966, under the National Parks and Access to the Countryside Act 1949, of the Cotswolds Area of Outstanding Natural Beauty (AONB).
- 8.2. In December 1990 the Secretary of State for the Environment formally altered the AONB boundary to its current form shown on the Cheltenham Plan Proposals Map. The AONB within the Borough is now approximately 10.5 square kilometres, almost one third of the Borough area.
- 8.3. Because of its attractive character, which derives from its built form as well as the landscape of the scarp edge, and its location on the urban fringe, the AONB in the Borough is particularly sensitive to development pressures. A restrictive approach is therefore necessary to conserve and enhance both of these elements. The Council considers it particularly important to protect the scarp as the dominant feature of Cheltenham's setting and is concerned at the cumulative effect of even small-scale development and of development in new locations within the AONB.
- 8.4. In assessing proposals for development, the Council will be guided by Paras. 115 and 116 of the National Planning Policy Framework (NPPF), Policy SD7 of the Joint Core Strategy (JCS) and the advice of the Cotswold Conservation Board with reference to the latest iteration of the Cotswold AONB Management Plan.
- 8.5. Blanket floorspace targets and thresholds for the increase in the size of dwellings within the AONB are not being introduced. The impact of development can vary from location to location and it is considered more appropriate that each case is treated on its own individual merits. Any permission granted will be subject to specific design requirements in accord with the combined design policies of the JCS and Cheltenham Plan.

# 9. HISTORIC ENVIRONMENT

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD8: Historic Environment

## CONTEXT

- 9.1. One of Cheltenham's greatest assets is its architectural heritage, much of which is protected by conservation area designations. The town is very attractive to investors and developers, which means there is considerable pressure for change. This needs to be carefully managed to protect buildings, trees, and the essential character of each street or place.
- 9.2. The National Planning Policy Framework (NPPF) (at Para. 132) attaches 'great weight' to the conservation of heritage assets and their significance. Through the Historic Environment policies of the JCS and the Cheltenham Plan, the Council will protect, conserve and enhance the historic environment. Opportunities to better reveal the significance of heritage assets will be sought to ensure the historic environment plays an integral and positive role in place-making. Policy will support and seek to integrate the value of built heritage in enhancing the wider cultural and economic environment.
- 9.3. Further evidence and supporting information can be found in the Historic Environment Background Paper published separately.

## PROTECTING THE WIDER HISTORIC ENVIRONMENT – A POSITIVE STRATEGY

- 9.4. The NPPF gives strong protection to the historic environment, recognising its cultural significance and the multiple ways it supports and contributes to the economy, society and daily life. In particular, it promotes an awareness and understanding of buildings and spaces and how they can:
  - connect people with their environment and heritage - creating a sense of place and identity, and helping people develop an attachment to their environment;
  - help people develop new skills and responsibilities through environmental and heritage volunteering;
  - help to get children learning outdoors about the places in which they live, bringing history alive and nurturing future generations' appreciation of the need to safeguard important buildings and spaces;
  - encourage and empower communities to protect historic environments that are important to them.
- 9.5. The Regency legacy in Cheltenham is the setting for people's lives; it is where they live, work, shop and enjoy leisure and recreational activities. It is also an important draw for tourists.

- 9.6. Within this context, JCS Policy SD8 and the Cheltenham Plan set out a positive strategy for the conservation and enjoyment of the Borough's historic environment and heritage assets, including those at risk through neglect, decay or other threats. It acknowledges that heritage assets are an irreplaceable resource and also the need to conserve them in a manner appropriate to their significance.
- 9.7. The Gloucestershire Historic Environment Record (HER) is the primary evidence base for decision-making on and future management of the historic environment. It is a dynamic record, constantly being updated and enhanced. The HER is supplemented by a range of local studies and resources such as Conservation Area Character Appraisals and Conservation Area Management Plans which contain wide-ranging information on the entire historic environment, including locally important, non-designated heritage assets. This comprehensive evidence base informs plan-making and decision-taking on planning proposals.
- 9.8. To ensure the conservation and enjoyment of the Borough's historic environment, the Council will:
- continue to contribute to the maintenance and enhancement of the Gloucestershire Historic Environment Record;
  - review and regularly update Supplementary Planning Documents (SPDs), Conservation Area Appraisals and Management Plans;
  - where appropriate, designate additional Conservation Areas;
  - where appropriate, promote Article 4 Directions to protect Conservation Areas from harm as a result of permitted development;
  - periodically review the Index of Buildings of Local Importance
  - work with local communities to identify heritage assets at risk or vulnerable to becoming at risk, and support the development and implementation of local strategies to reverse and remove the risk by exploring opportunities to bring assets into viable use;
  - where necessary, employ appropriate enforcement measures;
  - produce and regularly review condition assessments for all heritage assets directly owned or managed by the Council;
  - seek opportunities for community engagement, education and outreach activities as part of the planning process;
  - prepare or support masterplans or design briefs for significant places or sites where major change is proposed in relation to the heritage assets affected;
  - promote and support bids for external funding designed to conserve and enhance the historic environment;
  - work with the Local Highways Authority and infrastructure providers to ensure that historic streets, townscapes and the public realm are designed to conserve and enhance the historic environment, having particular regard to the Borough's Conservation Area Appraisals and related Management Proposals.

## HISTORIC ENVIRONMENT DEVELOPMENT MANAGEMENT

- 9.9. The Borough has a large number of heritage assets, both designated and non-designated, including Listed Buildings, Scheduled Monuments, Conservation Areas, Registered Parks and Gardens, and archaeological sites. All have been recorded in the Gloucestershire Historic Environment Record. There are also a number of other buildings that have been identified as important, such as those on the Index of Buildings of Local Importance, and ‘positive’ buildings within Conservation Areas.
- 9.10. Buildings and areas of architectural and historic interest make a valuable contribution to the character of the area, and the historic environment as a whole is important for its potential to increase knowledge; its value for leisure, education and tourism; and as a key economic driver. The historic environment is an irreplaceable resource; therefore every effort should be made to ensure appropriate protection and enhancement.
- 9.11. An appreciation of local distinctiveness in the built environment is founded on the understanding of the characteristics and influences of the locality. Understanding this can help to shape our modern communities, giving them a sense of history and distinct local identity whilst supporting sustainable development.
- 9.12. Development will be expected to complement and enhance the varied built environment, creating interesting and attractive buildings and places. It is important that new developments are designed to a high standard to ensure an attractive and functional place for people to live, work and visit; to deliver prosperity; and to help attract inward investment. The Council will use relevant Conservation Area Appraisal and Management Plans to inform and guide any decision. These documents identify local distinctiveness and act as a valuable resource against which development proposals will be assessed.
- 9.13. Where applications are likely to affect a heritage asset or its setting, applications should be supported by a description of the asset’s historic, architectural and archaeological significance with an appropriate level of detail relating to the likely impact of the proposal on that interest. A site analysis identifying the qualities which contribute to local character, including development patterns, history, its landscape and views, and how these can contribute to the quality and sustainability of the proposed development should also be provided. This may include:
- a built heritage assessment;
  - an assessment of significance;
  - a setting assessment; and
  - a heritage impact assessment.
- 9.14. Design should be based on an understanding of the characteristics of the local area, in terms of character, built form, architecture, heritage and landscape. Well-designed, attractive places improve the quality of life for all, minimising the opportunity for crime and the perception or fear of crime, and enhancing the environment. At the same time it contributes to the development of safer, stronger and sustainable communities that can adapt to the challenges of a changing climate.

## **POLICY HE1: BUILDINGS OF LOCAL IMPORTANCE AND NON-DESIGNATED HERITAGE ASSETS**

Planning permission will only be granted where it would involve the demolition of, or substantial alteration to, the external appearance of:

- a) any building designated as being of local importance on the Local List, and
- b) any non-designated heritage assets

when it can be demonstrated that:

- a) all reasonable steps have been taken to retain the building, including examination of alternative uses compatible with its local importance; and
- b) retention of the building, even with alterations, would be demonstrably impracticable; and
- c) the public benefits of the redevelopment scheme outweigh the retention of the building.

Development proposals that would affect a locally important or non-designated heritage asset, including its setting, will be required to have regard to the scale of any harm or loss to the significance of the heritage asset.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - objective a; Theme C - objective a.**

### **BUILDINGS OF LOCAL INTEREST**

9.15. In addition to buildings of local importance and non-designated heritage assets, there are other buildings and structures in the Borough which are of particular local importance for their distinctiveness or contribution to the visual or historic character of the area. Frequently, such buildings are within conservation areas, which provide protection from precipitate demolition. However, the demolition of non-residential buildings outside conservation areas is not subject to planning control. An Index of Buildings of Local Importance has been published and will be periodically reviewed. Where continuation of the original use is no longer feasible, the Council will support a change of use or, where appropriate, the inclusion of the building in a wider scheme of development.

### **NATIONAL AND LOCAL ARCHAEOLOGICAL REMAINS OF IMPORTANCE**

9.16. Development affecting the Borough's important archaeological heritage must, wherever possible, preserve remains in situ and protect their settings. In instances where development affects sites of local archaeological importance and preservation in situ is not feasible, it will be important that these finite, non-renewable resources are appropriately recorded.

## **POLICY HE2: NATIONAL AND LOCAL ARCHAEOLOGICAL REMAINS OF IMPORTANCE**

There will be a presumption in favour of the physical preservation in situ of nationally important archaeological remains and their settings.

Development affecting sites of local archaeological importance will be permitted where the remains are preserved (Note 1):

- a) in situ; or
- b) by record, if preservation in situ is not feasible.

Where remains are to be preserved in situ, measures adequate to ensure their protection during construction works will be required.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme C - objective a.**

*Note 1: The preservation in situ or the excavation and recording of remains prior to and during development should be supervised or undertaken by a competent archaeological organisation.*

- 9.17. In considering planning applications affecting sites of known or potential archaeological interest, the Council will consult and be guided by the County Archaeologist and the Gloucestershire Historic Environment Record. In order to assess the archaeological implications of a proposed development, the Council may request a developer to commission an archaeological assessment and, where appropriate, request limited excavation before determining the planning application.

## **ADVERTISEMENTS, SIGNS AND HOARDINGS IN CONSERVATION AREAS**

- 9.18. Inappropriate and over-extensive signs and advertisements can be particularly damaging to the character of a conservation area. Consequently, the Council will exercise close control of advertisements in these areas; a particularly high standard of design, materials and finish will be required, and all advertisements will need to suit the particular character of a building and its surroundings. In assessing planning proposals for advertisements on buildings within conservation areas, the Council will have regard to relevant supplementary planning guidance.
- 9.19. As part of the drive to improve the amenity of conservation areas by preventing unnecessary and obtrusive advertisements, the Council will not permit the siting of advertisement hoardings within them.
- 9.20. Certain streets in commercial use in the Central Conservation Area are particularly vulnerable to advertising. In these areas, projecting signs will be resisted, although an exception may be made for traditional hanging signs to public houses.



## **POLICY HE3: ADVERTISEMENTS, SIGNS AND HOARDINGS IN CONSERVATION AREAS**

- a) Advertisements and signs in conservation areas will be supported providing that they are appropriate in:
  - Type
  - Size
  - Colour
  - Illumination
  - Siting
- b) And respect the character of the building, site and surrounding area, and be of an appropriately high standard of design, materials and finish.
- c) The erection of advertisement hoardings will not be permitted.
- d) Internally illuminated signage will not be permitted.
- e) Projecting signs in the Promenade, Montpellier Walk, Montpellier Street, Montpellier Avenue and Queen's Circus will be resisted.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - objective a; Theme C - objective a.**

## **CONSERVATION AREA REVIEW PROCESS**

9.21. The Council is proposing to undertake reviews of existing designated conservation areas. This process will be carried out separately from the Cheltenham Plan process. Conservation Area Character Appraisals and Conservation Area Management Plans will be reviewed and drafted, and a series of consultation exercises, including public meetings, will be undertaken in order to inform the Character Appraisals and associated Management Plans.

Once finalised, the Appraisals and Management Plans will be adopted by the Council as Supplementary Planning Documents (SPDs) in order to give the documents sufficient weight to inform decision making.

# 10. BIODIVERSITY AND GEODIVERSITY

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD9: Biodiversity and Geodiversity

## CONTEXT

- 10.1. Although often perceived as an essentially man-made environment, the town of Cheltenham contains many habitats that harbour a rich array of wildlife. Ponds, railway cuttings, hedges and verges, small copses, parks, cemeteries, school playing fields, allotments and even old buildings all host a wealth of species ranging from larger mammals like foxes and badgers to wild flowers and butterflies.
- 10.2. The rural areas of the Borough also contain some very significant habitats; the limestone grassland flora of Leckhampton Hill, which is rich in plant and insect species, and the ancient woodlands of the Cotswold escarpment being the most prominent features. Most areas of natural vegetation in the countryside support a great diversity of wildlife.
- 10.3. Many wildlife habitats are under severe threat from development and agricultural pressures; even a minor environmental change not requiring planning permission may radically alter the ecological balance and lead to the loss of valuable species. At the same time, wildlife areas need to be managed to ensure that certain invasive species do not destroy more sensitive flora and fauna; for example sycamores and gorse can rapidly overrun a habitat and destroy the ecosystem's ability to support a diversity of wildlife.
- 10.4. Part 3 of the *Countryside and Rights of Way Act 2000* (the CROW Act) gives protection to wildlife and natural features by making provision for the conservation of biological diversity, and by improving protection for Sites of Special Scientific Interest (SSSIs) in England and Wales together with the enforcement of wildlife legislation.
- 10.5. The Joint Core Strategy (JCS) recognises the need to protect and conserve wildlife and habitats. JCS Policy SD9 highlights the importance of protecting sites from development that would have a harmful effect on their nature conservation and biodiversity interests. This policy takes into account all sites with conservation interest, including international, national and locally-designated sites, as well as non-designated sites and assets.
- 10.6. One of the essential tools in helping to inform planning decisions on biodiversity is the Gloucestershire Nature Map. This is a comprehensive resource compiled by the Gloucestershire Biodiversity Partnership as part of the UK Biodiversity Framework (2012) and represents an assessment of biodiversity opportunities for the county. The identified tracts of land, called Strategic Nature Areas (SNAs), show the prioritised areas for the maintenance and expansion (through restoration and/or re-creation) of Priority Habitat (Section 41 of the NERC Act 2006) at a

landscape scale across Gloucestershire. This biodiversity enhancement map is a spatial representation of the county's targets for Priority Habitat and embodies a 50-year vision which will allow biodiversity to adapt to climate change and help secure healthy functioning ecosystems.

- 10.7. The Gloucestershire Nature Map points to the areas of greatest potential for restoration and creation of Priority Habitat with a view to establishing ecological networks that support healthy functioning ecosystems. The Map is based on the inclusion of existing areas of identified wildlife value but does not include all designated or local sites of importance for wildlife, or landscape or built features of importance for flora and fauna, or Priority Habitat in the county. SNAs also do not include all the areas where priority habitat could exist. They simply identify where there is the best opportunity to build coherent and resilient ecological networks without implying that areas outside these designations have no biodiversity or that biodiversity should not be conserved and enhanced there.

## CHELTENHAM'S BIODIVERSITY RESOURCE

- 10.8. The following features comprise the most significant elements of Cheltenham's biodiversity resource:

### FEATURES OF NATIONAL IMPORTANCE

## SITES OF SPECIAL SCIENTIFIC INTEREST (STATUTORY DESIGNATION)

- 10.9. SSSIs are designated by Natural England because of their flora, fauna, geological or physiographical features, and are regarded by the National Planning Policy Framework (NPPF) as being of national importance. There is one such site within the Borough, at Charlton Kings Common and Leckhampton Hill. Natural England must be consulted over any planning applications for development within, or which may indirectly affect, the SSSI.
- 10.10. The Council, as landowner, is committed to the protection of this area and will give priority in its management to nature conservation interests. This is specifically addressed within the management plan for Charlton Kings Common and Leckhampton Hill.

## LEGALLY PROTECTED SPECIES

- 10.11. The *Countryside and Rights of Way Act 2000* and the *Conservation (Natural Habitats &c.) Regulations 1994* legally protect certain species and their habitats. Other species are protected under their own legislation, for example the *Protection of Badgers Act 1992*. Of particular relevance to Cheltenham are the habitats of the barn owl, badger and bat. This list is not exhaustive and other habitats may also be relevant.
- 10.12. It is recognised that many legally protected species may be found outside designated sites and consequently require special attention wherever they exist. Where protected species are known or suspected to exist, the applicant will be expected to supply information detailing how the

development will affect the protected species and what measures will be undertaken to mitigate the impact of the development on the species.

- 10.13. In accordance with JCS Policy SD9, the presence of a protected species is a material consideration in the determination of a planning application. Where protected species are known or suspected to exist, applicants will be required, at the time of the application, to provide appropriate survey/mitigation information to determine the likely effect of the proposed development. The Borough Council will seek the advice of Natural England and Gloucestershire Wildlife Trust (GWT) to determine whether the requirements of legally protected species and their habitat have been adequately taken into account.

#### DESIGNATED LOCAL NATURE CONSERVATION SITES AND OTHER ASSETS OF DEMONSTRABLE VALUE TO BE CONSERVED AND ENHANCED UNDER JCS POLICY SD9 (II) (NOT AN EXHAUSTIVE LIST)

### REGIONALLY IMPORTANT GEOLOGICAL/GEOMORPHOLOGICAL SITES (RIGS)

- 10.14. In 1990, the RIGS programme was established following recognition of the need to record and conserve important geological/geomorphological sites. RIGS in Gloucestershire were identified and researched by Gloucestershire Geoconservation and are now overseen by the Gloucestershire Geology Trust. RIGS sites have limited legal status, but are treated in much the same way as Local Wildlife Sites, and are considered important for their aesthetic, cultural, amenity, historical and wildlife value, as well as providing opportunities for education and research. There are two RIGS in Cheltenham Borough, at Little Herberts Railway Cutting and at Charlton Kings Common.
- 10.15. Though there is currently no Geodiversity Action Plan for Gloucestershire, it is likely that one will be prepared during of the lifetime of the Plan and that this will help inform decision-making in these areas.

### LOCAL WILDLIFE SITES

- 10.16. GWT has compiled a schedule of 850 local wildlife sites. These sites are designated for their nature conservation value, which is of countywide significance. Cheltenham Borough contains five of these. Such sites are considered to contain features of countywide importance, either through their rarity or the fact that they are typical to Gloucestershire and seldom found elsewhere.
- 10.17. Local wildlife sites in Cheltenham Borough are:
- Gloucestershire Wildlife Trust Reserve at the Kingham Line
  - Ravensgate Hill (Wistley Hill) - consisting of steep, unimproved limestone, grassland and scree
  - Hartley Hill Field
  - 3.6 ha of species-rich ridge and furrow meadow at Ashgrove Farm
  - 5 ha of ancient woodland at Glenfall Wood

## LOCAL NATURE RESERVES (STATUTORY DESIGNATION)

10.18. Local Nature Reserves (LNR) are designated and managed by local authorities. They are places with wildlife or geological features that are of special interest locally and which provide opportunities for study in natural surroundings. Any site may qualify for LNR designation, providing that it is capable of being managed by the local authority, i.e. is in their ownership, leased from the landowner or managed under agreement. Prior to declaration, Natural England must be consulted and can offer discretionary grant aid and expert advice. Local interest groups such as the GWT should also be brought into the designation process. There are currently two designated LNRs, at Griffiths Avenue and Pilley Bridge; the Council, in conjunction with Natural England and local interest groups, will consider identifying and designating further local nature reserves during the course of the plan period.

## NON-STATUTORY NATURE RESERVES

- 10.19. Important wildlife areas, which are not necessarily capable of being managed by local authorities, can also be largely safeguarded from future development. Local authorities can designate non-statutory nature reserves with the agreement of the land owners as evidence of their intent to maintain the wildlife importance of the area, particularly in urban areas, where small, undeveloped plots of land or large gardens provide a haven for wildlife and are often more accessible to the people who live in these areas than is much of the countryside.
- 10.20. Provided there is sufficient local interest, non-statutory designation can ensure protection of sites at minimal cost. The Council will, in conjunction with local interest groups, consider identifying and designating non-statutory nature reserves with the agreement of landowners during the course of the plan period.
- 10.21. In addition to designating land as non-statutory nature reserves, the Council may also apply for Green Flag and Green Pennant recognition. Both these schemes recognise the importance of accessible green spaces and green heritage managed for recreation and nature conservation purposes. Cheltenham has been entering parks into the Green Flag Awards since 2005 and has consistently won flags for Naunton Park, Hatherley Park, Montpellier Gardens, Springfields Park and Pittville Park.

---

## OTHER HABITATS

- 10.22. In addition to the protection and enhancement of areas of particular wildlife and geological significance, the Council is concerned to ensure that other habitats and features are conserved and improved. The Council recognises the contribution that small landscape features, such as shrubs and thickets, ponds, meadows and copses can make to the ecology and biodiversity of an area, especially where such features are linked.
- 10.23. Continuous green areas - such as large linear open spaces, hedgerows, tree-lined roadside verges or banks, disused railway lines or watercourses, and green lanes - have greater ecological value

than isolated spaces. Such 'green corridors' provide connected linkages for wildlife through the developed areas of the town or the countryside, as well as being important sites in their own right.

## THE WATER-BASED ENVIRONMENT

- 10.24. The water-based environment comprises rivers, streams, lakes, ponds and groundwater. Protecting and enhancing the quality of the water environment is important for amenity, recreation and wildlife, and is the responsibility of the Environment Agency. The Agency has particular responsibilities for the conservation of landscape, flora, fauna and geological features which are dependent on the aquatic environment, and also has a duty to prevent pollution of the water-based environment.
- 10.25. The Council will continue to work alongside the Environment Agency in meeting its conservation objectives and will require consideration of the impact of development upon the ecology and wildlife potential of the water-based environment.
- 10.26. It will also seek to promote and enhance the natural water system in the Borough by making decisions that:
- conserve existing areas of value within river corridors;
  - assist in the restoration and enhancement of watercourses for the purposes of conservation and amenity;
  - encourage developers to fully integrate watercourses into their developments;
  - encourage developers to apply sustainable drainage principles when designing land drainage systems.

## DEVELOPMENT PROPOSALS AND BIODIVERSITY

- 10.27. The Council will seek to protect all species and habitats listed in the UK Biodiversity Framework and Gloucestershire Nature Map from development that would harm those features in accord with legislative requirements and Policy SD9 of the JCS. The Council will normally require a survey of biodiversity features to be submitted with planning applications which will need to be accompanied by an account of appropriate measures to help safeguard such features during construction and thereafter.
- 10.28. Where there is conflict between the development proposal and the need to protect those natural features identified, the Council will weigh the relative merits of the development proposal and the value of the natural feature or habitat under threat and, in any case, will seek advice from Natural England, the Gloucestershire Wildlife Trust, or other professional bodies as necessary and appropriate.
- 10.29. A holistic approach will be adopted in the assessment of proposals, which takes into account not only the natural characteristics of each individual site but also the wider context of that site and how it relates to surrounding biodiversity networks and ecosystems. A key consideration will be

the cumulative effect of allowing one development after another and the potential damage that can arise through piecemeal erosion of biodiversity interests.

## DEVELOPMENT AFFECTING COTSWOLD BEECHWOODS SPECIAL AREA OF CONSERVATION

- 10.30. In order to mitigate the effects of recreation pressure arising from new housing development on the Cotswold Beechwoods SAC a joint approach will be needed by the relevant Local Planning Authorities. This is due to the cross border nature of recreation pressure and the in combination or cumulative nature of effects. Evidence available so far regarding the distance visitors travel to reach the SAC indicates that all three Joint Core Strategy authorities need to co-operate along with Stroud DC and Cotswold DC.
- 10.31. The 'statement of co-operation' reached between the JCS authorities and Natural England outlined how specific policy elements of the JCS might be applied together to support work to better understand the effects of recreation pressure on this SAC and devise and apply measures to mitigate such effects. Recent progress on updating the evidence base is expected to result in visitor survey data for the SAC by summer 2019, following which further consultancy work would be needed to identify potential, necessary mitigation measures. A phase of further discussion between the chosen consultants, local authority partners and stakeholders is likely in order to agree which of the proposed, potential measures should properly be implemented.
- 10.32. In the meantime the Cheltenham Plan needs to contain suitable policy to ensure housing development meets the requirements of the Habitats Regulations 2017 i.e. to address uncertainty regarding the effects of recreation pressure from new housing in the CP on the Cotswold Beechwoods SAC. Consistent both with the 'Statement of Co-operation' agreed in 2014 and the revised NPPF (2018) it is proposed that the new policy references adopted JCS policy INF3 Green Infrastructure and the associated JCS Green Infrastructure Strategy.
- 10.33. The main considerations for Policy BG1 are:
- The ongoing collaborative approach by the 3 JCS LPAs and Cotswold DC to assist Stroud DC in the delivery of the visitor survey for the Cotswold Beechwoods SAC (thereby updating the evidence base for review of the JCS).
  - The need for an interim policy or equivalent safeguarding mechanism to ensure housing development coming forward as part of the CP meets HRA requirements.

## **POLICY BG1: COTSWOLD BEECHWOODS SPECIAL AREA OF CONSERVATION RECREATION PRESSURE**

Development will not be permitted where it would be likely to lead directly or indirectly to an adverse effect upon the integrity of the European Site network (alone or in combination), and the effects cannot be mitigated.

In order to retain the integrity of the Cotswold Beechwoods Special Area of Conservation (SAC) all development within the borough that leads to a net increase in dwellings will be required to mitigate any adverse effects.

The ongoing work by relevant partner authorities will culminate in a mitigation and implementation strategy. Development proposals must contribute towards mitigation specified in the mitigation and implementation strategy or provide information for a bespoke Habitats Regulations Assessment.

This may include requiring housing developments to make contributions towards habitat management; access management and visitor infrastructure; publicity, education and awareness raising; the provision of suitable open and green space within development sites where this can be accommodated, and where it cannot, by contributions to off-site alternative green space.

While the evidence base and the mitigation and implementation strategy are in production development proposals must address the issues raised in any relevant Habitat Regulations Assessments. Mitigation measures should take into account and integrate with adopted JCS policy INF3 (Green infrastructure) and the associated JCS Green Infrastructure Strategy.

The Council is committed to the production of a mitigation and implementation strategy. A review of relevant parts of the Cheltenham plan will take place if the strategic mitigation and implementation scheme has not progressed to the implementation phase after five years.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme C – objectives b and e.**

10.34. The Cotswold Beechwoods SAC lies within 200m of the A46 linking Cheltenham with Stroud. The 'air pollution information service' (APIS) website ([www.apis.ac.uk](http://www.apis.ac.uk)) indicates that the SAC currently exceeds its critical loads and levels for nutrient nitrogen. Natural England have drawn the JCS authorities attentions to its latest guidance as part of the JCS review and similarly to Stroud District Council as part of their emerging local plan strategy. In the meantime the Council proposes that the Cheltenham Plan includes a safeguarding mechanism whereby development proposals in the authority area that may generate traffic along this route take account of the new guidance. This will ensure that development proposals reference the latest available up to date information in line with the Habitats Regulations 2017 and consistent with the Wealden Judgement case law dealing with in combination effects.



## **POLICY BG2: COTSWOLD BEECHWOODS SPECIAL AREA OF CONSERVATION AIR QUALITY**

Development which is likely to generate additional road traffic emissions to air which are capable of affecting the Cotswold Beechwoods SAC will be screened against the Habitats Regulations Assessment Framework in line with Natural England's guidance 'Natural England's approach to advising competent authorities on the assessment of road traffic emissions under the Habitats Regulations (NEA001)'.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme C - objectives b and e.**

# 11. RESIDENTIAL DEVELOPMENT

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD10: Residential Development

## CONTEXT

- 11.1. To complement the strategic allocations being made through the Joint Core Strategy (JCS) and in order to ensure that Cheltenham Borough meets its objectively assessed need (OAN) up to 2031, the Cheltenham Plan is making a number of allocations for both residential development and mixed-use development through Policies H1 and H2. These allocations will ensure not only that identified needs are met over the plan period but also that there is a steady supply of land for housing during that time which helps deliver a wide choice of high-quality homes and contributes towards the creation of more sustainable, inclusive and mixed communities.
- 11.2. National policy requires local plans to identify a supply of specific, deliverable sites sufficient to provide five years' worth of housing against the identified housing requirement. The OAN for Cheltenham has been assessed as part of the JCS process; the overall housing requirement for the whole of the JCS area between 2011 and 2031 is 35,175 dwellings, with the Cheltenham-specific figure being **10,917** units.
- 11.3. At the time the JCS was produced, the Cheltenham Plan capacity which contributed towards the total supply for Cheltenham had not been finalised, and was therefore based on the best information available at the time. Furthermore, an existing allocation from the Cheltenham Borough Local Plan (Second Review) 2006 was included for ten dwellings in the latter part of the plan period; however, based on further evidence, it is no longer proposed for allocation in the Cheltenham Plan. Further work has now taken place on evaluating the sites to be allocated within the Cheltenham Plan which the following table reflects, and fully explains the differences between the JCS trajectory and the new figures being proposed.

<b>Table 1: Housing to be delivered in Cheltenham between 2011-2031 (as of June 2019)</b>	
Completions (2011 to 1 <sup>st</sup> April 2018)	2318
Dwellings already with planning permission	1540
Strategic allocations being made through the JCS	5385
Cheltenham Plan residential allocations through Policy H1	430
Cheltenham Plan mixed-use allocations including residential through Policy H2	493
Urban Capacity Permissions (previously intending to allocate, but since received permission and development has begun)	329
Contributions arising from planning consent granted at Farm Lane (Tewkesbury)	377
Windfall allowance (less than five units)	760
Total supply 2011-2031	11632
<b>Objectively Assessed Need 2011-2031</b>	<b>10917</b>

## LAND ALLOCATED FOR HOUSING DEVELOPMENT

### **POLICY H1: LAND ALLOCATED FOR HOUSING DEVELOPMENT**

The sites listed in Table 3, and which are shown on the Cheltenham Plan Proposals Map, are allocated for residential development and are delineated on Plans HD1 – HD9 below. The red lines on Plans HD1 – HD9 mark the boundaries of the allocations and are separately and collectively part of this policy.

Each allocation is supported by site-specific policies HD1 – HD9 below to provide further detailed guidance on the development of these sites. These site-specific policies also form part of this policy.

In addition, at application stage, a robust Transport Assessment will be required for all sites, identifying traffic impact and determining the highway requirements in line with the JCS and its evidence base.

Sites where specific flood risk concerns have been identified have appropriate considerations identified within the site specific policy. All sites have potential sewerage infrastructure constraints. The necessary infrastructure should be provided prior to occupation to avoid local exceedance of the sewer networks.

The contents of Policy H1 reflect the evidence bases of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy and the Cheltenham Plan.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A – objective b; Theme C – objectives a and b.**

### **Table 2: Land allocated for Housing Development**

Reference	Location	Designation
HD1	Christ College Site B	70 dwellings
HD2	Former Monkscroft Primary School	60 dwellings
HD3	Bouncer's Lane	20 dwellings
HD4	Land off Oakhurst Rise	25 dwellings
HD5	Land at Stone Crescent	13 dwellings
HD6	Brockhampton Lane	17 dwellings
HD7	Priors Farm Fields	50-90 dwellings
HD8	Old Gloucester Road	175 dwellings
HD9	North Place and Portland Street	143 dwellings

## SITE SPECIFIC POLICIES

- 11.4. The existing built-up area of Cheltenham is tightly constrained by Green Belt and AONB with very little undesignated land in which to expand. It is therefore logical to make the most of previously developed and under-used sites within the existing urban area. This approach is also in line with JCS Policy SP1 which aims to see development delivered within existing urban areas and Strategic Allocations.
- 11.5. The sites included in the policy are being advanced following assessment according to a clearly defined methodology. All sites are of 0.5ha or more in size and capable of accommodating 10 or more residential units. Sites were chosen sequentially: brownfield development was explored first, then those within the Principal Urban Area (PUA) or identified as having development potential in the JCS, and finally constrained sites in the PUA, those in the Green Belt and AONB. Sites were chosen which would demonstrate a public benefit in allocation through, for example, masterplanning, and those not so advanced in the development management process that approval was unlikely to be granted before plan adoption.
- 11.6. The threshold of 0.5ha/10 units has been chosen as it reflects the definition of 'major development' in the Development Management Procedure Order (2015). Further information, including individual site assessments and the Council's expectations for development on each site, are set out in the Housing Background Paper (published separately).

## SITES WITHIN THE URBAN AREA

### POLICY HD1: CHRIST COLLEGE SITE B

Site description	Greenfield site within the urban area, previously used as school playing pitches. The playing pitch assessment, produced as part of Cheltenham and Tewkesbury's Social, Sport and Open Space Strategy, categorises the site as 'disused' so it falls outside the scope of Sports England. However, Paragraph 74 of the National Planning Policy Framework still applies. In this case, the field has not been used for over five years and has no facilities associated with it. It was once used by Christ College but as this school has moved, the field no longer has a primary use and has no reasonable chance of coming back into use as a playing field.
Site area	2.11ha
straints	<ul style="list-style-type: none"> <li>• Possible land contamination</li> <li>• Adjacent to railway line</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Approximately 70 dwellings</li> <li>• Vehicle access from Arle Road</li> <li>• Measures to mitigate the impact of noise and vibration caused by railway line</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to key centres</li> <li>• A layout and form that respects the existing urban characteristics of the vicinity</li> </ul>

### POLICY HD2: FORMER MONKSCROFT PRIMARY SCHOOL

Site description	The site comprises the playing fields of the former Monkscroft Primary School, between Shakespeare Road to the north and Shelley Road to the south. The main school buildings have been demolished and replaced with a residential care home. The field has no public access or rights of way across it.
Site area	1.8ha
Constraints	<ul style="list-style-type: none"> <li>• Loss of playing fields (unused)</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Approximately 60 dwellings</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to key centres, particularly Coronation Square</li> <li>• A layout and form that respects the existing urban characteristics of the vicinity</li> <li>• A layout and form of development that respects the character and significance of the St. Mark's Conservation Area</li> </ul>

### POLICY HD3: BOUNCER'S LANE

Site description	This site is a former employment site in the east of the town. It is set within a residential area and borders Cheltenham Cemetery to the east. A number of attributes contribute towards allowing it to change from employment to residential use. The surrounding parts of the site have been given planning permission for 58 dwellings. A contributing factor to the planning permission was that the site had been vacant for several years and evidence was provided which showed that it was unlikely to come back into employment use.
Site area	0.5ha
Constraints	<ul style="list-style-type: none"> <li>• Contaminated land</li> <li>• Heritage assets</li> <li>• Existing employment</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Approximately 20 dwellings</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site</li> <li>• A layout and form that respects the existing urban characteristics of the vicinity</li> <li>• A layout and form of development that respects the existing planning permission for the adjacent site</li> <li>• Development should provide at minimum an 8 metre buffer from the top of bank of the tributary to the Wyman's Brook. River corridor enhancements should be delivered for this site that help to protect and enhance the biodiversity and river setting at this location</li> </ul>

## POLICY HD4: LAND OFF OAKHURST RISE

Site description	This site is a greenfield site within the existing urban area. However, the site is subject to a number of constraints and therefore the allocation of dwellings on the site has been adjusted to accommodate these.
Site area	4ha
Constraints	<ul style="list-style-type: none"> <li>• Steep gradients across the site</li> <li>• Mature trees and hedges</li> <li>• Adjacent listed buildings</li> <li>• Biodiversity</li> <li>• Heritage assets</li> <li>• Ice House</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• A minimum of 25 dwellings, subject to masterplanning (in accordance with Policy SD4 of the JCS) which demonstrates that the development can be achieved whilst accommodating:</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to key centres</li> <li>• A layout and form that respects the existing urban characteristics of the vicinity</li> <li>• A layout and form of development that respects the character, significance and setting of heritage assets that may be affected by the development</li> <li>• Protection to key biodiversity assets and mature trees</li> <li>• New housing should be located away from the setting of the west elevation of Ashley Manor. There should be no development south of a straight line westwards from the rear of the northernmost school building. In addition, to provide an undeveloped buffer between the rear garden boundary of Charlton Manor and the new development a landscaping buffer should be provided for 30 metres west of the rear boundary with Charlton Manor.</li> <li>• Long term protection of mature trees and hedges</li> <li>• Any development on the site should secure improvements to the Ice House</li> </ul>

## POLICY HD5: LAND AT STONE CRESCENT

Site description	This is a greenfield site which is situated between playing fields and residential development but is fenced off and not part of any designated Public Green Space. The site was subject to an outline planning application (14/01276/OUT) for around 15 dwellings. Permission would have been granted but a legal agreement remains outstanding. It is unlikely that this permission will be granted but a new application is possible.
Site area	0.5ha
Constraints	<ul style="list-style-type: none"> <li>• Highways access</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Approximately 20 dwellings</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site</li> <li>• A layout and form that respects the existing urban characteristics of the vicinity</li> </ul>

## POLICY HD9: NORTH PLACE AND PORTLAND STREET

Site description	<p>The North Place and Portland Street area was formerly used as the main coach and bus station in Cheltenham. The site is approximately 2 hectares in size (3.2 hectares including the highway) and currently provides 813 parking spaces.</p> <p>The site's location within Central Conservation Area dictates that the form, massing and design of any future development need to be sensitive to the adjacent historic environment.</p> <p>Planning permission was granted on the site in 2013 for a large supermarket, car park and 143 dwellings. However, that permission has not yet been implemented and it is likely that a new scheme will be required in order for development to take place. It is anticipated that a new scheme would provide a similar number of dwellings to the extant planning permission.</p>
Site area	2ha
Constraints	<ul style="list-style-type: none"> <li>• Heritage assets</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Approximately 143 dwellings</li> <li>• A layout and form of development that respects the setting, character and significance of the Conservation Area and other heritage assets</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to key points</li> </ul>



## SITES OUTSIDE THE URBAN AREA

11.7. The Cheltenham Plan concentrates on focusing development within existing urban areas. However, the JCS process has indicated two areas outside the existing urban area of Cheltenham which could be allocated for development in order to meet housing requirements or as a mixed-use allocation. These sites, which subsequent to the JCS changes are not in the Green Belt, AONB or a conservation area, have been included. These are Old Gloucester Road (Policy HD8) and Leckhampton (Policy MD5). An additional two sites outside of the existing urban area have also been included which are similarly unconstrained by these designations. These are Brockhampton Lane (Policy HD6) and Priors Farm Fields (Policy HD7). Once built out, it is intended that all these sites will be included within the PUA boundary on review of the Cheltenham Plan.

### POLICY HD6: BROCKHAMPTON LANE

Site description	The site is primarily greenfield land entirely outside but adjacent to the PUA. It is due to be removed from the Green Belt through the JCS process as part of the North West Cheltenham strategic allocation. The site is also outside of the Local Green Space designation.
Site area	0.7ha
Constraints	<ul style="list-style-type: none"><li>• Within the Green Belt but due to be removed by the JCS</li></ul>
Site specific requirements	<ul style="list-style-type: none"><li>• Approximately 20 dwellings</li><li>• Safe, easy and convenient pedestrian and cycle links within the site</li><li>• A layout and form that respects the existing urban characteristics of the vicinity</li></ul>

## POLICY HD7: PRIORS FARM FIELDS

Site description	This is a greenfield site which sits adjacent to a residential area but outside the existing Principal Urban Area. The western part of the site is a designated Public Green Space, including playing pitches and a play area, and the eastern part of the site is open fields. The site borders the cemetery to the north, the AONB to the east and new residential development to the south and west. Any housing development would be focused on the east of the site; however, masterplanning is required to reconcile several competing demands on this land and to minimise impact on the AONB (proposals should conform with 2015 AONB study and 2016 update). The final layout and exact quantum of development will be informed by detailed landscape impact work.
Site area	5ha
Constraints	<ul style="list-style-type: none"> <li>• Public Green Space</li> <li>• Suggested Local Green Space</li> <li>• Heritage assets</li> <li>• Access</li> <li>• Competing uses</li> <li>• Landscape especially impacts on the setting of the AONB</li> <li>• Flood Risk mitigation</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Approximately 50-90 dwellings</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to key centres</li> <li>• A layout and form that respects the existing urban and rural characteristics of the vicinity</li> <li>• A layout and form of development that respects the character, significance and setting of heritage assets that may be affected by the development</li> <li>• A layout and form of development that respects the visual sensitivity and landscape character of the site as part of the setting for the AONB</li> <li>• Adequate re-provision of sports pitches</li> <li>• Protection to key biodiversity assets</li> <li>• Development that does not prejudice the access or egress of the adjacent cemetery</li> <li>• Development should provide financial contributions to the flood warning service, maintenance and future improvements of the adjacent Whaddon flood alleviation scheme.</li> <li>• Development should provide at minimum an 8 metre buffer from the top of bank of the Wyman's Brook and its tributary to the North. River corridor enhancements should be delivered for this site that help to protect and enhance the biodiversity and river setting at this location</li> </ul>

## POLICY HD8: OLD GLOUCESTER ROAD

Site description	The site will require masterplanning, flood assessments and a resolution on the future of the nurseries in order to maximise the use of the site and ensure a coherent overall scheme. To the north of the allocation there is a historic moat (scheduled monument). The significance and setting of this asset will be an essential consideration in development of the site in accordance with the Plan's heritage assessment.
Site area	11.3ha
Constraints	<ul style="list-style-type: none"> <li>• Green Belt</li> <li>• Flood Risk mitigation</li> <li>• Heritage assets</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Approximately 175 dwellings</li> <li>• Development proposals should enable a comprehensive scheme to be delivered across the developable area of the site</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to key centres</li> <li>• A layout and form that respects the existing urban and rural characteristics of the vicinity</li> <li>• A layout and form of development that respects the character, significance and setting of heritage assets that may be affected by the development</li> <li>• The western area of the site should provide a green buffer to the south of the River Chelt in order to provide a degree of separation from the scheduled moat to the north</li> <li>• Development on the site should include the reinstatement of the public footpath that runs alongside the river</li> <li>• Adequate flood risk management across the site</li> </ul>

## LAND ALLOCATED FOR MIXED-USE DEVELOPMENT

- 11.8. In order to achieve new and improved facilities for the community and provide additional housing and employment opportunities, the Council has identified the potential to deliver mixed-use development schemes on several sites within the urban area. Combining residential and other uses (including commercial) is considered to be one of the best ways to intensify development and make better use of land to help address the requirement for development to be more sustainable.
- 11.9. By developing sites that have a mixture of residential and other uses, mixed-use developments take advantage of the land on which they are built during more hours of each day and by more people than a single-use building would be able to do. Depending on the combination of uses delivered, those who live in such developments may not have the same dependence on a car as people who live in more traditional neighbourhoods because they can walk or cycle to nearby facilities, making it easier for them to stay active and function without a vehicle.

## POLICY H2: LAND ALLOCATED FOR MIXED-USE DEVELOPMENT

The sites listed in Table 4, and which are shown on the Cheltenham Plan Proposals Map, are allocated for mixed-use development and are delineated on Plans MD1 – MD4 below. The red lines on Plans MD1 – MD4 mark the boundaries of the allocations and are separately and collectively part of this policy.

Each allocation is supported by site-specific policies MD1-MD4 below, to provide further detailed guidance on the development of these sites. These site-specific policies also form part of this policy.

In addition, at application stage, a robust Transport Assessment will be required for all sites, identifying traffic impact and determining the highway requirements in line with the JCS and its evidence base.

Sites where specific flood risk concerns have been identified have appropriate considerations included within the site specific policy. All sites have potential sewerage infrastructure constraints. The necessary infrastructure should be provided prior to occupation to avoid local exceedance of the sewer networks. The contents of Policy H2 reflect the evidence base of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy and the Cheltenham Plan.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A – objective b; Theme B - objectives a and b; Theme C – objectives a and b.**

**Table 3: Land allocated for Mixed-Use Development**

Reference	Location	Designation
MD1	Lansdown Industrial Estate	Employment led regeneration which may include an element of residential development
MD2	Land at Coronation Square	Regeneration of existing community and retail facilities
MD3	Royal Well and Municipal Offices	Mixed-use redevelopment appropriate for town centre uses
MD4	Leckhampton	Approximately 350 dwellings and a secondary school

## POLICY MD1: LANSDOWN INDUSTRIAL ESTATE

Site description	The site is capable of redevelopment for mixed-use, including a continued element of employment in better-quality units together with some new residential development. There would be a net loss of employment land but this should be offset by an upgrade in the quality and density of premises.
Site area	5.5ha
Constraints	<ul style="list-style-type: none"> <li>• Contaminated land</li> <li>• Highways access</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Employment led regeneration which may include an element of residential development provided that existing provision is offset by a net gain in the quality (see Policy EM2) and / or the number of jobs provided on the site</li> <li>• Measures to mitigate the impact of noise and vibration caused by railway line</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to key centres</li> <li>• A layout and form that respects the existing urban characteristics of the vicinity</li> </ul>

## POLICY MD2: LAND AT CORONATION SQUARE

Site description	Coronation Square is a complex site with competing demands and is a key part of wider regeneration projects. Therefore the site will require mixed-use masterplanning and careful consideration of how this site fits within the wider area.
Site area	0.4ha
Constraints	<ul style="list-style-type: none"> <li>• Land ownership</li> <li>• Highways</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Development proposals that demonstrate an accordance with the ongoing Cheltenham West Regeneration project</li> <li>• Retention and enhancement of local centre facilities including an appropriate scale of retail, healthcare and other community facilities</li> <li>• High-quality public transport links and facilities</li> <li>• Safe, easy and convenient pedestrian cycle links within the site and to key centres, providing segregated links where practical</li> </ul>

## POLICY MD3: ROYAL WELL AND MUNICIPAL OFFICES

Site description	This is a developed site within the town centre, currently in use as council offices, bus station, car park and area of open space. It is within the Core Commercial Area and Central Conservation Area and partially within Flood Zones 2 and 3. The site has been subject to a development brief which identifies potential for existing uses to be relocated / redesigned. More recent work has begun on transport modelling and masterplanning to allow for potential changes to highways layout. This could facilitate public realm improvements and a change of use for the historic buildings.
Site area	0.9ha
Constraints	<ul style="list-style-type: none"> <li>• Heritage assets</li> <li>• Flood risk mitigation</li> <li>• Highways</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Mixed-use scheme made up of uses appropriate to the town centre</li> <li>• A layout and form of development that respects the character, significance and setting of the Conservation Area and all other impacted heritage assets</li> <li>• Development proposals that demonstrate accordance with ongoing transport-focused masterplanning</li> <li>• High-quality public transport facilities including a single, integrated bus interchange</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to the wider network</li> <li>• Development should not locate any new development within 8 metres of the culverted River Chelt;</li> <li>• Development should not result in a net loss in flood plain storage or adversely impact out of bank flows, with opportunities explored to provide flood risk betterment;</li> <li>• Development should provide financial contributions to the flood warning service, maintenance and future improvements of the adjacent River Chelt flood alleviation scheme;</li> <li>• Development should ensure new finished floor levels be set 600mm above the 1 in 100 year level, including an appropriate allowance for climate change; and</li> <li>• Development should not allow self-contained basement dwellings.</li> </ul>

## POLICY MD4: LECKHAMPTON

Site description	Originally a JCS site, development at this location will need to take into account landscape impacts, highways issues and green space. Site boundaries are based on the JCS Inspector’s comments in her Note of Recommendations from 21 July 2016. Development at this location will need to ensure that the JCS examination’s consideration and findings related to this site are fully taken into account. Along with this, the site has an extensive planning history related to the earlier, larger proposal (13/01605/OUT); the Inspector’s and Secretary of State’s findings in this appeal should also be reflected in any future scheme.
Site area	21ha
Constraints	<ul style="list-style-type: none"> <li>• Local Green Space</li> <li>• Impact on AONB</li> <li>• Flood Risk mitigation</li> <li>• Highways</li> <li>• Heritage assets</li> </ul>
Site specific requirements	<ul style="list-style-type: none"> <li>• Approximately 350 dwellings on land north of Kidnappers Lane</li> <li>• Provision of a secondary of school with six forms of entry on land to the south of Kidnappers Lane</li> <li>• Safe, easy and convenient pedestrian and cycle links within the site and to key centres</li> <li>• A layout and form that respects the existing urban and rural characteristics of the vicinity</li> <li>• A layout and form of development that respects the character, significance and setting of heritage assets that may be affected by the development</li> <li>• A layout and form of development that respects the visual sensitivity and landscape character of the site as part of the setting for the AONB</li> </ul>

# 12. HOUSING MIX AND STANDARDS

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD11: Housing Mix and Standards; and SD12: Affordable Housing

## CONTEXT

- 12.1. The Joint core Strategy (JCS) has identified housing need for specific types of dwellings but has delegated policies on meeting those needs to district plans. The policies in this section seek to provide positive support for proposals which will help meet specific housing needs. It will be noted that needs for specific, high-quality student accommodation and well-designed elderly care provision are key to the future of Cheltenham.

## AFFORDABLE HOUSING

- 12.2. There are three main classifications of affordable housing as set out in Annex 2 of the NPPF:
- Social rented housing is owned by local authorities and private registered providers (as defined in Section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime.
  - Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
  - Intermediate housing is housing for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the affordable housing definition above. These can include shared equity (shared ownership and equity loans), other low-cost housing for sale and intermediate rent, but not affordable rented housing.
- 12.3. Housing that does not meet the above definition of affordable housing, such as 'low cost market housing', is not currently defined as affordable housing but may be included within the definition subject to legislative changes in future.
- 12.4. Affordable housing policy for Cheltenham is set out in the Joint Core Strategy (Policy SD12). To complement this, Cheltenham Borough Council is pro-actively pursuing a number of delivery methods to help secure affordable homes. For instance:
- Working with other housing enablers such as Cheltenham Borough Homes to deliver 100 per cent affordable housing schemes on redundant, small-scale, Council-owned sites
  - Introducing covenants requiring specific levels of affordable housing to be provided on the sale/redevelopment of Council-owned sites



- Using Right to Buy receipts to purchase homes on the open market in order that they can be used as affordable homes in future
- Exploring options, including enforcement action, to bring vacant residential properties back into use for affordable housing.

12.5. Further alternative delivery methods will be investigated by the Council in future and are likely to include:

- Encouraging proposals that bring vacant floorspace above shops back into beneficial use, particularly for affordable residential accommodation
- Using compulsory purchase powers to help progress stalled sites
- Exploring other measures (including legislative changes) that will help tackle the issue of unimplemented planning consents
- Acquiring homes previously lost through Right to Buy
- Acquiring HMOs
- Acquiring sites for development, and creating a mix of tenures and dwelling sizes to meet a range of needs, including specialist housing needs with associated space and design standards
- Acquiring smaller sites (10 dwellings or under) that would otherwise fail to trigger an affordable housing requirement through Section 106 arrangements
- Focusing on Section 106 sites that are failing to meet the full affordable housing obligations for viability reasons, by purchasing additional dwellings that would take the number of homes acquired up to (and potentially beyond) the full affordable housing requirement for the site
- Providing private rented housing (on long-term lets) in the above circumstances to support the growing demand for private rented accommodation.

12.6. Commuted sums provided in lieu of affordable housing will be used to support any or all of the above.

12.7. The aforementioned methods will assist in the delivery of the Council's emerging Housing & Homelessness Strategy 2018 – 2023.

## STUDENT ACCOMMODATION

12.8. The number of full-time students in Cheltenham has grown in the last decade, arising principally from the development of the University of Gloucestershire. The University operates some halls of residence, and is seeking to develop more of these. The Council generally supports the provision of more purpose-built student accommodation, although proposals would need to be judged in the light of other relevant development plan policies.

12.9. The University of Gloucestershire projects that student numbers in Cheltenham and Gloucester will increase by 50% over the plan period, resulting in approximately 4,000 additional students (JCS Examination Document 118). This is expected to result in a need for 450 new private dwellings over the plan period which is accounted for within the Objectively Assessed Need

(OAN). In addition to this, the University estimates the need for an expansion of purpose-built halls of residence accommodation for students to provide an additional 1,500 bed spaces across the JCS area within the plan period (Policy SD11, JCS).

12.10. Since 2012, both Cheltenham Borough Council and Gloucester City Council have worked closely with the University to explore the provision of additional student accommodation, with a focus on expansion within existing sites. Many of these additional bed spaces have already been consented between 2011 and the adoption of the JCS, as set out in Table 5 below.

<b>Table 4: Additional Student Bed Spaces</b>				
	Requirement	Identified supply (completions & consents)	Remaining requirement	Remaining requirement per annum
Gloucester City Council	1500	556	179	14
Cheltenham Borough Council		765		
Tewkesbury Borough Council		0		
<b>Total</b>	<b>1500</b>	<b>1321</b>		

12.11. Significant progress has already been made in meeting the need for student housing in Cheltenham and Gloucester. The remaining requirement for the JCS period at the time of writing is 179 bed spaces. It is expected that the remaining bed spaces will come forward through windfall development over the plan period.

## **POLICY HM1: STUDENT ACCOMMODATION**

The Council will work with local higher education establishments and student housing providers to facilitate the delivery of bespoke student accommodation at appropriate locations. The Council expects proposals for student accommodation to demonstrate that they support educational establishments within the Borough. Housing provision for students should be located in accessible locations, close to public transport corridors and local services and facilities.

The Council will support proposals that:

- a) Provide a high-quality living environment which includes a range of unit sizes and layouts.
- b) Ensure that facilities will be well managed and that there will be no detriment to local amenity or unreasonable harm caused to nearby residents or the surrounding area.
- c) Demonstrate that the facility is suitable for year-round occupation and that it has long-term sustainability and adaptability.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A –objectives c, d, e, g & i.**

## **ELDERLY CARE PROVISION**

- 12.12. Whilst sheltered housing schemes, particularly those providing minor nursing care or assistance with basic household chores, can help to bridge the gap between older people living independently in their own homes and their requiring constant care and attention, increasing old age and infirmity may eventually lead to the decision that a residential or nursing home may be the best solution for the individual. The increasing proportion of older people in the population has led to an increase in the demand for such homes.

## **POLICY HM2: ELDERLY CARE PROVISION**

Housing choice for older people, and supported and special needs housing proposals for older people, should focus on the provision of high-specification care-ready accommodation. The Council will support proposals that:

- a) Help to meet an identified need.
- b) Demonstrate that they would not have a harmful impact on the character and amenities of the surrounding area.
- c) Are accessible to local shops and easily accessible by public transport.

A proportion of a scheme providing elderly care, defined by either C3 or C2 Use Class, or for supported or special needs housing, will normally be required to contribute to affordable housing need. Schemes should demonstrate adequate external amenity space to provide a high-quality and safe external living environment for residents, including areas for sitting, socialising, gardening and active leisure pursuits.

Proposals for specialist elderly care, including dementia care accommodation, should provide adequate communal facilities, including accommodation for essential staff on site, and should reflect current best practice in the design of such specialist accommodation.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A –objectives a, b, c, d, e, g and i; Theme C - objective d.**

- 12.13. Where proposals for elderly care provision form part of a larger development site, masterplanning should give careful consideration to the needs of the elderly. Opportunities for an active and engaged lifestyle, as well as the creation of spaces for informal social interaction, should be provided.
- 12.14. The JCS identifies that older people accounted for 13% of the population within the JCS area in 2011 and that this proportion could increase to 20% by 2031. It is therefore essential that a proportion of new housing in the area should be suited to the needs of older people, including specialist accommodation such as nursing homes, retirement villages and care-based housing including extra care.
- 12.15. The need for 1,456 C3-use retirement/sheltered market housing units and 1,011 C2-use extra care units have been addressed through the JCS OAN. However, through the examination process, the need for 1,558 C2 use non-specified 'residential institution' bed spaces was identified over and above the OAN for the plan period across the JCS area (Inspector's Interim Report May 2016, Examination Document 232). A significant number of these additional bed spaces, usually made up of care home and nursing home provision, have already been constructed or consented

between 2011 and the adoption of the JCS, as set out in Table 6 below. The provision of the remaining need for C2-use extra care bed spaces must be captured through the emerging Local Plans, divided between the three authorities.

<b>Table 5: Additional C2 Bed Spaces</b>				
	Requirement	Identified supply (completions & consents)	Remaining requirement	Remaining requirement per annum
Gloucester City Council	1558	189	1034	80
Cheltenham Borough Council		269		
Tewkesbury Borough Council		66		
<b>Total</b>	<b>1558</b>	<b>524</b>		

12.16. Around a third of the overall need for this type of bed space has been met at the time of writing. This indicates that, over the course of the whole plan period, windfall development is likely to meet the total need identified in the JCS.

12.17. There is a need for 126 units of this type within Cheltenham (JCS Examination Document EXAM 224) so this has already been exceeded. However, in order to assist in the overall delivery across the JCS, the Cheltenham Plan includes Policy HM2.

## LOSS OF RESIDENTIAL ACCOMMODATION

12.18. In the context of limited opportunities for housebuilding within the Borough, the retention, improvement and maintenance of the existing stock is vital. Older housing areas have well-established communities and the retention of existing housing is often the best way of maintaining community identity. Houses in the town centre also play an important role in providing accommodation close to many social, welfare and transport facilities, by contributing to the vitality and safety of the town centre, and by helping to reduce crime.

12.19. The greatest risks to the dwelling stock exist in the town centre and on its fringes where older terraced housing, much of it important to Cheltenham's historic character, suffers from problems of poor condition and high maintenance costs. Many older houses are still in good condition, however, and even where this is not the case, improvement can often be cheaper than demolition and new construction.

## POLICY HM3: LOSS OF RESIDENTIAL ACCOMMODATION

Development involving the loss of residential accommodation through the change of use or demolition of existing housing will not be permitted, except where:

- a) continued residential use is undesirable because of environmental conditions; or
- b) there is evidence that the arrangement of the accommodation and its facilities are very poor and difficult to improve for residential use; or
- c) a change of use is necessary to ensure the retention or renovation of a building of architectural or historic interest; or
- d) the proposed use would be beneficial to the wider economy and the local community (Note 1) and cannot suitably be accommodated on alternative sites.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A –objectives a and c; Theme B- objective a; Theme C - objectives a, d and f.**

*Note 1: Services and facilities which support the economy and the needs of local communities will be considered; these may include doctors' or dentists' surgeries, hotels, guest houses, nursing homes, residential institutions, playgroups, children's nurseries and other community facilities such as corner shops. Each case will be judged on its merits, taking into account its effect on the locality.*

12.20. The erosion of areas which are essentially residential in character by commercial uses, except those ancillary to the residential uses, will be strongly resisted by the Council, especially within those parts of the Cheltenham (Central) Conservation Area just outside the town centre where pressures for change are greatest, and the quiet, residential environment could be seriously harmed by commercial activities. The above policy is applied to minimise the loss of existing dwellings.

## AGRICULTURAL AND FORESTRY DWELLINGS

12.21. The *Town and Country Planning (General Permitted Development) Order 2015*, as amended, grants permission for a wide range of development associated with agricultural uses of land on sites of 5ha or more. In certain cases, permission cannot be exercised unless the developer has applied for a determination from the Council as to whether approval will be required for specified details.

## POLICY HM4: AGRICULTURAL AND FORESTRY DWELLINGS

Permission for new agricultural or forestry dwellings will be granted only where:

- a) a justified need to provide accommodation to enable farm or forestry workers to live near or at their place of work has been demonstrated; and
- b) the dwelling is of a size commensurate with, and suitably located to meet, the identified functional need, and is well related to other farm buildings or other dwellings.

The Borough Council will limit by condition the occupation of that accommodation to a person solely or mainly working or last working in agriculture or in forestry, or a widow or widower of such a person, and to any resident dependants.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A –objective b; Theme C - objective b.**

12.22. In making such a determination, the Council will take account of the effect of the development on the landscape and character of the area, archaeological features, listed buildings and wildlife, as well as the agricultural need of the farm. In the case of new agricultural buildings, the Council will also continue its policy of taking into account likely problems of noise, smell, effluent disposal and effect on the highways, in view of the proximity of the countryside to the urban area.

## HOUSES IN MULTIPLE OCCUPATION

12.23. A house in multiple occupation (HMO) can be defined in simple terms as a shared residential property where a certain number of occupants who are not related to each other share basic amenities such as kitchen areas and bathroom facilities.

12.24. For planning purposes, small HMOs fall within use class C4, which are defined as:

“small, shared houses or flats occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom.”

12.25. Larger HMOs, occupied by more than six unrelated individuals, fall within the Sui Generis use class (meaning “of their own kind”). Planning permission has always been required for proposals for large HMOs (Sui Generis use), whether this be purpose-built accommodation or the change of use of an existing property.

12.26. Whilst HMOs are an important type of housing, high concentrations can have a negative impact on the town’s communities. These negative impacts can include increased noise nuisance, anti-social behaviour or unkempt gardens. Some parts of the Borough, especially those close to the University, are becoming dominated by a high number of HMOs which are causing problems for other residents.

12.27. The Government report *Evidence Gathering – Housing in Multiple Occupation and Possible Planning Responses* (Department for Communities and Local Government 2008) looks at the problems caused by high concentrations of HMOs and considers the current and potential

mechanisms to address these problems. Within this report, the following issues are associated with high concentrations of HMOs:

- anti-social behaviour, noise and nuisance;
- imbalanced and unsustainable communities;
- negative impacts on the physical environment and streetscape;
- pressures upon parking provision;
- increased crime;
- growth in private rented sector at the expenses of owner-occupation;
- pressure upon local community facilities;
- restructuring of retail, commercial services and recreational facilities to suit the lifestyles of the predominant population.

12.28. A number of other local planning authorities have introduced policy measures in order to control the proliferation of HMOs in their areas. Analysis of the thresholds and percentage limits that other authorities have used to limit further HMOs in their areas has been undertaken to inform the selection of a policy approach for Cheltenham. The National HMO Lobby, a voluntary association of local community action groups which are concerned with the impacts of HMOs on their communities, has attempted to define what they view as a high concentration of HMOs, and the level above which new HMOs should be limited. The National HMO Lobby suggests that 10% of properties or 20% of the population is the 'tipping-point' for HMO-dominance in a neighbourhood. Whilst the HMO Lobby is an informal collection of community groups, it brings together evidence from over 50 locations around the country where there are perceived high concentrations of HMOs. Their research provides a good starting point to assess how to judge what constitutes a balanced community against Cheltenham's own specific housing needs.

12.29. Setting a percentage threshold in Cheltenham will implement this policy by limiting the number of HMOs in communities that already contain an above average concentration of HMOs, and will also control the growth of HMOs in other parts of the Borough to prevent the displacement of the problem to other neighbourhoods.

12.30. Research carried out in 2016-2017 found that within the St. Paul's ward there were 350 HMOs. This translates into approximately 12% of households in that ward.

12.31. The Council will keep other areas in the town at risk of high concentration of HMOs under review and will take action where necessary.

## ARTICLE 4 DIRECTION

12.32. Local Planning Authorities are considering making a direction under Article 4(1) of the *Town and Country Planning (General Permitted Development) Order 2015 (as amended)* so that change of use by permitted development must instead require planning permission.

12.33. A change of use from a use within class C3 (dwelling houses) to a use falling within class C4 (HMOs) has been permitted development since October 2010.

12.34. The introduction of an Article 4 Direction, which may be reviewed by the Secretary of State before coming into force, will remove this permitted development right and therefore, a change of use to a HMO would require planning permission. The Council is considering issuing an Article 4 Direction to restrict HMO development in the St. Paul's ward. This will be carried out in a separate but linked process to the Cheltenham Plan. Once in force, subject to specified statutory procedures and timescales, the formation of all new HMOs in St Paul's will be controlled. This will result in Policy HM5 applying to applications for all HMOs in St. Paul's.

## HMOs IN ST. PAUL'S

### **POLICY HM5: HOUSES IN MULTIPLE OCCUPATION**

Planning permission will be granted for proposals for use class C4 small Houses in Multiple Occupation or Sui Generis large Houses in Multiple Occupation in the St. Pauls Ward, provided that (based on the results of a biennial survey undertaken by the Council):

- a) The proportion of HMO dwellings does not exceed 10% of all residential properties within a 100 metre radius of the application site; and
- b) The granting of planning permission will not result in the creation of more than two adjacent properties in HMO use; and
- c) The proposal does not have an adverse impact on the amenity of nearby properties by ensuring:
  - adequate provision for off-street parking;
  - highway safety and ease of access for emergency vehicles;
  - regard is given to Secured by Design guidance, particularly relating to occupier security, as published by the Association of Chief Police Officers (ACPO);
  - sufficient provision for waste and recycling;
  - the proposal is in keeping with the character of the area.

In exceptional circumstances, within areas that have a very high concentration of HMOs, planning permission for HMO use may be granted where it can be demonstrated that there is no market demand for continued C3 occupation.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A –objectives b, c, d, g and i; Theme C - objective a.**

12.35. Policy HM5 sets a threshold whereby planning permission for an HMO can only be given where the percentage of HMOs in the area does not exceed 10%.

12.36. The Council will use a radius approach around the application site to calculate the number of residential properties surrounding a proposal to apply a threshold limit, based on the results of a biennial survey of HMOs in the area undertaken by the Council. Using a fixed radius will be a clear way, for both applicants and Planning Officers dealing with the applications, to assess the percentage of HMOs in an area. Assessing the concentration of HMOs by street was considered as an alternative to using a fixed-radius approach. However, as streets vary greatly in length and nature, it was considered that using the fixed radius was a more suitable and consistent



approach. Using the ward boundaries to assess the percentage threshold would offer too large an area to judge if an over-concentration of HMOs has occurred in a local community.

- 12.37. The Council also considered assessing the number of HMOs within the search area at the point of each application, but this would unduly impede the planning application process and cause case officers to duplicate work in each case. Instead therefore, decisions will be based on the results of a biennial survey of HMOs in the St Paul's area undertaken by the Council. This data will be available for publication on completion of each survey.
- 12.38. The number of properties will be calculated using the Council's GIS (Geographic Information Systems) mapping software. Each property has a unique location point defined on the National Land and Property Gazetteer (NLPG) and the location point of the proposed HMO will be the centre of the 100m radius. The number of residential properties falling within the 100m radius of the proposed HMO will be assessed by totalling the location points falling within that defined radius. Properties that fall partly within the 100m radius will only be included if the location point, as depicted on the NLPG, falls within this buffer.
- 12.39. For the purpose of this approach, dwellings that are either within purpose-built blocks of flats, or within houses that have been sub-divided into separate flats, are all counted as one single property, and only the first address point is counted. This will avoid counts becoming 'skewed' by a high proportion of flats in one small area, such as typically terraced streets, thus reducing the concentration of HMOs that are reported. When counting HMOs, properties that contain flats already in HMO use will only be counted as one HMO, irrespective of how many HMO flats are already in existence within the whole building. In instances where there are already several HMO flats within one dwelling, the effect of allowing further HMO uses will be assessed in relation to the impact it would have on the character of the area.
- 12.40. It is also important when assessing planning applications for HMO uses to ensure that further smaller concentrations, or clustering, of HMOs do not occur within the 10% threshold.
- 12.41. To achieve this, HMOs will **not** be permitted if the application property falls:
- adjacent to two existing HMO uses, or
  - between two existing HMO uses and would therefore result in more than two HMOs in a row within a street.

## AMENDMENTS TO THE PRINCIPAL URBAN AREA

- 12.42. The Principal Urban Area (PUA) marks the limits of Cheltenham town, being the dividing line between built-up/urban areas (the settlement) and non-urban or rural areas (the countryside), to define where planning policies apply.
- 12.43. A settlement boundary can serve a number of related but separate purposes such as:
- creating an edge to existing development, thereby encouraging consolidation;
  - helping to separate communities and therefore retain their individual identities; and

- defining the logical boundary between areas with different features and purposes, e.g. between areas with environmental or landscape designations and those suitable for development.

12.44. There are a number of advantages of settlement boundaries:

- they provide an easy-to-understand tool that gives certainty for landowners, developers and community over where development is likely to be acceptable and where it is not;
- they can direct development to the urban area and this can help increase the viability of local services, as well as encourage new ones to establish;
- they ensure a plan-led and more controlled approach to future development, providing a firm basis for protecting the countryside from unnecessary encroachment;
- they can allow a presumption in favour of development of sites that are too small to be identified as formal allocations in a local plan.

12.45. JCS Policy SP2 directs new development to existing urban areas and Strategic Allocations. In order to apply this policy in the best possible way, it is necessary to have an up-to-date, accurate boundary for Cheltenham's urban area.

12.46. The PUA is an important designation which should be as up-to-date as possible if it is to remain as useful as possible. It is good practice to use the Cheltenham Plan process to undertake a review of anomalies. There have also been some instances of recent edge-of-settlement developments which fit within the built form of the town and should be included.

12.47. Boundaries have been redrawn to include sites where land has been developed or planning permission has been granted for development over the past few years. The circumstances of each development have been investigated to consider whether or not it is appropriate to include within a revised boundary.

12.48. Officers undertook a desktop survey using GIS mapping and aerial photography together with information from the monitoring of planning applications, permissions and developments to locate any anomalies and areas where new development has taken place beyond the existing PUA. The circumstances of each development have been investigated to consider whether or not it is appropriate to include within a revised boundary.

12.49. Each alteration is listed in Table 6. They are also included on the Proposals Map.

**Table 6: Alterations to the Principal Urban Area**

Ref	Location	Area (ha)	Addition / subtraction	Reason
1	Swindon Village Primary School	0.26	Addition	Inclusion of new school buildings
2	Jemaro, Hyde Lane GL51 9QN	0.2	Addition	Inclusion of building and the creation of consistent boundary
3	81a New Barn Lane	0.15	Addition	Inclusion of new dwelling and residential curtilage
4	49 & 51 Apple Orchard, Prestbury	0.09	Addition	Inclusion of residential gardens and creation of consistent boundary
5	Pilgrim Cottage, Lake Street, Prestbury	0.05	Addition	Inclusion of residential garden
6	Rear of Beechcroft, Bowbridge House	0.003	Addition	Minor amendment of boundary anomaly
7	3 The Orchards, Glenfall Way	0.19	Addition	Inclusion of residential building and garden
8	Balcarras School	0.26	Addition	Inclusion of new school buildings
9	Timbercombe Gate	0.32	Addition	Inclusion of new residential development
10	Timbercombe Cottage, Timbercombe Lane	0.12	Addition	Inclusion of residential garden
11	Meadow House, Gadshill Road	0.32	Addition	Inclusion of residential garden
12	The Richard Pate School	0.4	Addition	Minor amendments to more accurately conform to building dimensions
13	Pilford Court	0.31	Addition	Inclusion of new residential development
14	26 Pilford Road	0.02	Addition	Inclusion of residential garden
15	Cliff House, Leckhampton Hill & Highfield, Daisy Bank Road	1.11	Addition	Inclusion of residential gardens and creation of consistent boundary
16	17, 19 & The Sleepers, Merlin Way	0.18	Addition	Inclusion of new residential development
17	106 Frith Lodge, Shurdington Road	0.11	Addition	Inclusion of new residential development
18	4 & 5 The Spindles	0.08	Addition	Inclusion of new residential development

19	Old Farm Drive, Manor End & Manor Farm Drive	1.35	Addition	Inclusion of new residential development
20	Highfields, Cold Pool Lane	0.06	Addition	Inclusion of new residential development
21	The Hayloft, The Reddings	0.07	Addition	Inclusion of residential dwelling
22	Chestnuts Farm, Branch Road	0.04	Addition	Inclusion of existing farm buildings to form consistent boundary
23	Land south east of Imber, Undercliff Avenue	0.19	Subtraction	The land is not urban in character and forms part of the wider rural area

# 13. GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD13: Gypsies, Travellers and Travelling Showpeople

## CONTEXT

- 13.1. As explained in JCS Policy SD13, Cheltenham has no known need for pitch provision for those who meet the definition of Gypsy, Traveller or Travelling Showpeople. However, Policy SD13 requires that housing needs of the Gypsy, Traveller and Travelling Showpeople households which do not meet the new definition of Traveller, or whose status is unknown, must also be planned for.
- 13.2. The most recent evidence on housing need for the traveller community is contained within the *Gloucestershire Gypsy and Traveller Accommodation Assessment, March 2017* (GTAA 2017). The report found that in Cheltenham there are two households that may meet the planning definition of Gypsy and Traveller households. This translates into a need of up to three additional pitches for households, made up of two temporary pitches and a new pitch ready for potential growth of one of the households.
- 13.3. The need for three pitches arises from households where it is unknown whether they meet the definition of Gypsies, Travellers and Travelling Showpeople for planning purposes. Regardless of this lack of detail, as shown above, the JCS is clear that all housing need must be planned for. This includes those who may fall outside of the most recent definition of Gypsy or Traveller.
- 13.4. In partnership with other Gloucestershire local planning authorities, the Council has undertaken a 'call for sites' (on two occasions), where members of the community, developers and landowners were invited to submit sites they consider could be suitable for residential Gypsy, Traveller or Travelling Showpeople use. Through these exercises, no sites have been identified as having potential for Gypsy, Traveller or Travelling Showpeople residential use. Only two sites were put forward with potential for such a use. One of these is the Castle Dream Stud site on Mill Lane, Charlton Kings, and the other was farmland adjacent to that site.
- 13.5. The GTAA 2017 recognises that Castle Dream Stud is currently the only authorised Gypsy and Traveller site within Cheltenham Borough, due to a current temporary planning permission granted on this site provision to meet the identified need is met in the short term. Work to identify and allocate a suitable and available site to meet the identified long term need will be undertaken during the five year review of the Cheltenham Plan.

# 14. HEALTH AND ENVIRONMENTAL QUALITY

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy SD14: Health and Environmental Quality

## CONTEXT

- 14.1. The protection and enhancement of the environment is considered essential in helping to improve the health and well-being of Cheltenham. The well-being of the Borough's residents is a key consideration in all policy-making and no less in the determination of planning applications.
- 14.2. Successful development management should be based on a clear understanding of the characteristics of the local area in terms of character, built form, architecture, heritage and landscape. Well-designed, attractive places improve the quality of life for all by enhancing the environment and minimising the opportunity for crime and the fear of crime. It also contributes to the development of safer, stronger and sustainable communities that can adapt to the challenges of climate change.

## POLICY SL1: SAFE AND SUSTAINABLE LIVING

Development will only be permitted where it would:

- a) not cause unacceptable harm to the amenity of adjoining land users and living conditions in the locality (Notes 1 & 2); and
- b) not, by nature of its size, location, layout or design, give rise to crime or the fear of crime nor endanger public safety; and
- c) make adequate provision for security and the prevention of crime and disorder including, where appropriate, the incorporation of counter-terrorism measures
- d) accord with Policies SD4 and SD14 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy and the principles of good design embodied within
- e) where appropriate, take account of local models for building socially sustainable communities.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A – objectives c, d, g, h and i.**

*Note 1: In regard to daylighting, the Council will have regard to BSI British Standards Code of Practice 'BS 8206-2:2008 Lighting for Buildings', and the Building Research Establishment's publication 'Site layout planning for daylight and sunlight: a guide to good practice' (2011).*

*Note 2: In determining privacy for residents, the Council will apply the following minimum distances:*

- 21 metres between dwellings which face each other where both have windows with clear glazing.

- 12 metres between dwellings which face each other where only one has windows with clear glazing.

## SAFE AND SUSTAINABLE COMMUNITIES

- 14.3. In order for our built surroundings to make a positive contribution to our quality of life, they need to provide safe, attractive, long-term and liveable environments for the whole community.
- 14.4. In assessing the impacts of a development including any potential harm, the Council will have regard to matters including loss of daylight; loss of outlook; loss of privacy; and potential disturbance from noise, smells, dust, fumes, vibration, glare from artificial lighting, hours of operation, and traffic / travel patterns.
- 14.5. Whilst the above represent the most commonly encountered issues, the list is not exhaustive and other matters may also be relevant according to the circumstances. Further information can be found in the Council's Supplementary Planning Guidance on *Sustainable Buildings (2003)* and the Supplementary Planning Document on *Residential Alterations and Extensions (2008)*.
- 14.6. The Council works with the police and other partners to make sure that necessary measures are put in place to ensure public safety and to tackle crime and the causes of crime. In relation to the safety of higher risk buildings and places, regard will be paid to the Home Office / DCLG publication *Crowded Places: The Planning System and Counter-Terrorism (2012)* in helping to determine an appropriate response to all relevant development proposals.
- 14.7. Whilst the above policy is designed to assist in creating a safer and more sustainable future, it is recognised that planning for economic and environmental sustainability alone cannot build a successful community. This can only be achieved through a matrix of formal and informal opportunities or supported activities that contribute to the concept of social sustainability. First and foremost, this entails understanding what people need from the places where they live and work. The Council will therefore, wherever possible, encourage appropriate models of social sustainability such as those set out in its report *Welcome to the future – a local model for building socially sustainable communities (2016)* as a means of creating more holistic developments and more integrated communities.

## MAJOR DEVELOPMENT PROPOSALS

- 14.8. Major planning applications will need to be accompanied by a Health Impact Assessment in accordance with JCS Policy SD14. The applicant will also be required to submit supporting information to demonstrate how the proposed development positively contributes to health and wellbeing and particularly the 10 principles of Active Design developed by Sport England and supported by Public Health England.

# 15. TRANSPORT NETWORK

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy INF1: Transport Network

## CONTEXT

- 15.1. Transport is fundamental to delivering change and helping develop the framework for place shaping. There are a number of significant projects currently moving forward which offer opportunities for strategic-level thinking on transport. These include the delivery of two strategic allocations at West and North West Cheltenham including a 45ha cyber park, developing a vision for the town centre, and delivery of Phases 3 and 4 of the Cheltenham Transport Plan. However, it is also important to look at the function of our neighbourhoods and understand how to develop a clear strategy of connectivity which offers real options in terms of transport type.
- 15.2. Generally the best-to-worst modes of transport for the environment are as follows:
- walking and cycling
  - ultra-low emission vehicles
  - buses and trains (depending on fuel)
  - motorcycles
  - shared cars
  - single-occupant cars
- 15.3. To reduce emissions from transport, people need to either travel less, or change from modes towards the bottom of this list to modes higher up. Cheltenham is a well-contained borough with high levels of self-containment (number of people who both live and work in the town). Together with being relatively flat, this offers real opportunities to significantly increase the propensity to choose transport modes other than the private car. With walking, cycling and public transport, a barrier is connectivity to infrastructure e.g. train station, key employment areas, schools and retail areas, and between neighbourhoods.
- 15.4. The County Council manages and maintains the local road network, supports non-commercial passenger transport services, and promotes safe and sustainable travel. The County Council is also responsible for the preparation of the Local Transport Plan (LTP) which represents the key strategy for the delivery of essential transport infrastructure to support the delivery of growth identified in the Joint Core Strategy (JCS).
- 15.5. Policy INF1 of the JCS sets out transport-related requirements and expectations for development in the Borough. Of particular note is Part One of INF1 which ensures that all proposals improve and encourage access to more sustainable modes of travel. JCS Policy SD4 also requires new



development to prioritise movement by sustainable transport modes through design. These policies will form an important part of development proposals in the Borough.

- 15.6. Whilst the majority of transport-related policy is covered through plans and strategies other than the Cheltenham Plan, there are a number of topic areas where need for a more local level of response has been identified. The Cheltenham Plan has therefore introduced policies to address these areas, having regard to the stance of higher-order policy documents including national policy and the JCS. It is intended that the policies that follow provide clarity and certainty in the areas concerned.

## SAFEGUARDING ROUTES FOR SUSTAINABLE TRANSPORT

- 15.7. As part of the drive towards sustainable transport, the Cheltenham Plan has considered the need to protect certain infrastructure where it has the potential to help deliver tangible benefits in future, be they social, environmental or economic. In this respect, the Cheltenham Plan will protect the route of the former Honeybourne rail line where it falls within the Borough boundary.
- 15.8. It has long been recognised that the route has potential for future use as a continuous sustainable transport corridor, linking the population centres of Bishop's Cleeve, Cheltenham, Gloucester, and Quedgeley. The aim of the following policy will therefore be to safeguard that part of the route that lies within the Cheltenham Borough boundary from development which might prejudice this potential.

## POLICY TN1: PROTECTING THE ROUTE OF THE FORMER HONEYBOURNE RAIL LINE

The route of the former Honeybourne Rail Line is delineated on the Cheltenham Plan Proposals Map. Development proposals which would prejudice the future use of the route as continuous sustainable transport corridor will not be permitted.

Development proposals on the Honeybourne Line will also be subject to policy GI1.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - objectives f and j; Theme B – objective d; Theme C – objectives a and e.**

- 15.9. Sections of the redundant rail line have already been brought back into beneficial use as a footpath and cycleway, and some of the route is operated as a heritage attraction by the Gloucestershire Warwickshire Steam Railway. The safeguarding designation as shown on the Proposals Map includes these sections as well as those sections where proposals have yet to be implemented.
- 15.10. It is anticipated that in the interests of long-term, coherent planning, neighbouring councils will include similar safeguarding proposals for the route in their local plans. The result will be to provide a fully coordinated approach to strategic land management in order to secure economic and other benefits through improved access to key settlements.

## TOWN CENTRE PARKING

- 15.11. The National Planning Policy Framework (NPPF) states that “Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles”.
- 15.12. It is recognised that the availability of car parking has a major influence on the means of transport people choose for their journeys. Parking also takes up a large amount of space on-street, in off-street car parks, and in development, where it can reduce developable site area.
- 15.13. In Cheltenham, demand for car parking space is at its highest in the town centre and future development / population growth across the Borough is likely to create further demand for parking space during the course of the plan period. However, it is recognised that the provision of additional facilities to meet this demand would likely cause further congestion on the highway network, reduce environmental quality and threaten to damage the town’s special fabric and character. Therefore, in order to deter traffic movements to and within the town centre, the Cheltenham Plan does not propose to accommodate additional demand, but rather to encourage the use of alternative forms of transport in accord with the recommendations and action plan of the *Cheltenham Car Parking Strategy 2017-2031*. Specifically, the Parking Strategy recommended that:
- on-street parking should focus on short-stay parking
  - longer-stay parking should take place off-street (in car parks)
  - commuter parking should be discouraged
  - commuter travel should be via alternative modes of transport
- 15.14. The above recommendations are made in light of survey findings which indicate that commuters still use prime town centre spaces for long-stay parking whilst Park & Ride sites remain under-utilised. The recommendations support the provisions of both the GCC Local Transport Plan and the GCC draft Parking Strategy in seeking to:
- encourage walking, cycling and public transport use through investment in services including Park and Ride (P&R)
  - introduce / maintain a pricing policy which ensures that long-stay parking is always more expensive than bus travel or P&R
  - link to wider planning policy which, where possible, allocates sites of a sufficient size to attract new public transport services.

## **POLICY TN2: LONG-STAY CAR PARKING**

The provision of new long-stay car parking facilities specifically for public use in the Core Commercial Area, either permanent or temporary, will not be permitted except where need has been demonstrated.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - objective g; Theme B – objective d.**

- 15.15. It is the Council's aim to encourage commuters to use alternative modes of transport in order to achieve more sustainable travel patterns. To this end, the authority will be working with the County Council on accessing available funding streams and promoting sustainable transport initiatives wherever possible in future.
- 15.16. Achieving a shift to more sustainable transport modes will likely mean exploring the possibility for public transport improvements; further encouragement of walking and cycling through, for example, defining and protecting strategic walking and cycling routes (see Policy TN1); and the exploration of new opportunities for P&R in line with the aspirations of the Local Transport Plan. Where such initiatives have land-use planning implications, these will be supported subject to satisfying relevant policies in the Cheltenham Plan and / or the JCS.
- 15.17. In order to complement the above approach, the Council has already taken measures to reduce provision for public long-stay parking in the town centre in favour of short-stay parking instead. The intention has been to retain the overall number of spaces available but to ensure increased capacity for short-stay use and a higher turnover of users, providing principally for short-stay shoppers, visitors, essential business users, and drivers with disabilities.
- 15.18. Under Policy TN2, the Council will continue this approach and not grant permission for new permanent or temporary (off-street) long-stay car parks specifically for public use, except as part of a coordinated, comprehensive approach to provision.
- 15.19. In line with JCS Policies SD4 and INF1, any new development, including for car parking, will require suitable access and parking for cycles in order to promote a shift to more sustainable modes of transport.

# 16. GREEN INFRASTRUCTURE

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy INF3: Green Infrastructure

## CONTEXT

- 16.1. One of Cheltenham's distinctive features is its green and open nature. The Council recognises the importance of green spaces and their connectivity in the town and to the surrounding countryside, and particularly the opportunities they provide for recreation and relaxation, contributing to the health and well-being of residents and visitors. In addition, green spaces add to the quality of the town's built and natural environment. The landscape of the town provides a green network of spaces and wildlife corridors which support a variety of trees, vegetation, and wildlife habitats, assisting in biodiversity conservation throughout the town and into the wider countryside.
- 16.2. The Council is proud of its parks, gardens and other green spaces and features. In recognition of this, the Council does not wish to see their loss through development, or their deterioration through poor management and lack of resources and funding. The Council will seek to protect existing open spaces within the town, enhance and improve their management to provide improved facilities for recreation and nature conservation, and provide new green features where appropriate. The Council will also encourage others to undertake the same.

## GREEN SPACES

- 16.3. Green space is undeveloped land, not necessarily provided for formal recreation or public amenity, which makes a positive visual and environmental contribution to the town. Green space in the urban environment occurs in a variety of forms:
- public parks and ornamental gardens associated with, and intrinsic to, the setting and form of Cheltenham;
  - grounds of large houses, institutions, commercial and educational properties;
  - public and private playing fields;
  - incidental open spaces associated with the layout of planned housing and industrial estates;
  - children's play space in residential areas;
  - allotments;
  - private gardens;
  - Local Green Space;
  - various other open spaces, including land incidental to the laying out of roads, footpaths and cycleways.

- 16.4. Green space in the urban environment has worth for its townscape, environmental, wildlife and recreational values. The National Planning Policy Framework (NPPF) (Para. 73) describes the contribution open spaces make to the health and well-being of communities. The Borough Council will take this into account when making development control decisions and formulating local plan policies.

## TOWNSCAPE VALUE

- 16.5. 'Townscape' can be defined as the positive features of a place, which create a special identity for a given area. Primarily buildings and green spaces create this identity. These features are supported by other elements, such as trees and street furniture, which may add to the character of the townscape. High-quality townscape creates distinctive places within the public realm which are valued by the people who use them and contribute towards a sense of civic pride.

## ENVIRONMENTAL VALUE

- 16.6. In addition to its visual importance, green space contributes to an urban environment in other ways. By creating lower densities of development, it can reduce levels of activity in an area, thereby contributing to a more peaceful and relaxed ambience, a benefit equally important in commercial and residential areas.
- 16.7. Human life, health and well-being depend on a healthy natural environment. Vegetation contributes to the physical well-being of a town by absorbing carbon dioxide and releasing oxygen, so improving the quality of air. Acting as a baffle, it can also absorb and so reduce noise.

## WILDLIFE VALUE

- 16.8. Green spaces are essential in providing habitats for a wide range of flora and fauna. Some green spaces, particularly the more extensive and relatively undisturbed grounds of large houses and non-residential properties, may also harbour legally protected species such as barn owls, badgers and bats. Green spaces are therefore of significance to nature conservation.

## RECREATIONAL VALUE

- 16.9. Much public green space is provided primarily for public recreation use, but also has an amenity value. However, green spaces do not have to be large to be enjoyed. Other types of green space, which have been provided for their townscape value, can often also afford opportunities for informal recreation such as walking, picnics and dog walking. All these spaces contribute to the health and well-being of the community. Policies protecting outdoor play space, and also safeguarding amenity space with an incidental recreational value, are set out in Chapter 17: Social and Community Infrastructure.

## ECONOMIC VALUE

- 16.10. High-quality parks and green spaces can be associated with adding economic value, by improving the quality of the townscape, assisting in urban regeneration and neighbourhood renewal projects, improving the attractiveness of locations for businesses, creating community enterprise and generating new employment.

## SOCIAL VALUE

- 16.11. Access to urban green spaces can promote healthy living, well-being and education. Green spaces provide the community and visitors with opportunities for physical recreation and relaxation, and for social interaction.

## LOCAL GREEN SPACE

- 16.12. The NPPF (Paras. 76-78) makes provision for local communities to identify green areas of particular importance to those communities, where development will not be permitted except in very special circumstances. These Local Green Spaces (LGS) can be designated through a local plan or through neighbourhood plans. The LGS designation will be an addition to the current protections for green spaces set out in the Cheltenham Plan, Joint Core Strategy (JCS) and *Development on Garden Land & Infill Sites* Supplementary Planning Document (SPD).

## POLICY GI1: LOCAL GREEN SPACE

Development will not be permitted within a Local Green Space, designated either within the Cheltenham Plan or an approved Neighbourhood Plan, unless there are very special circumstances which outweigh the harm to the Local Green Space. Particular attention will be paid to the views of the local community in assessing any development proposals that affect a designated Local Green Space.

The sites listed in Table 8 are designated as Local Green Spaces within the Cheltenham Plan.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme C – objectives a, b, e and f.**

- 16.13. In response to the introduction of the new Local Green Space designation outlined in the NPPF, Cheltenham Borough Council commissioned Gloucestershire Rural Community Council (GRCC) to work with parishes and community groups within the Borough on a Local Green Space Study. The aim of the work was to help communities to identify and analyse potential Local Green Spaces to be considered for designation through the emerging Cheltenham Plan. The product of this was the Local Green Space toolkit, which enabled residents to propose potential Local Green Spaces.
- 16.14. Additional sites have been suggested by local communities during the various consultation stages of the Cheltenham Plan. These have been considered alongside the original submissions from the LGS study.
- 16.15. The 2006 Local Plan contained a policy which safeguarded from development a number of public green spaces around the Borough which are now owned by the Council. None of these sites have been developed since the policy was implemented and the policy remains popular and highly needed. The public green space policy was very much a forerunner of the LGS policy in the NPPF,

in that it gave locally-valued open spaces strong protection against development. Policy GE1 of the 2006 Local Plan will be retained and all PGS sites will retain the protection of this policy until it is review in the next Cheltenham Plan.

<b>Table 7: Sites designated as Local Green Space</b>		
<b>Site</b>	<b>Area (ha)</b>	<b>Ref no.</b>
Fairview Green	0.16	1
St. Mark's and Hesters Way Community Centre grounds	0.51	2
Lynworth Green	0.42	3
Albemarle Orchard Gardens	0.1	4
Colesbourne Road and Redgrove Park	0.81	5
Harrington Drive	0.03	6
George Readings Way	0.79	7
Henley Road (south east)	0.22	8
Henley Road (north west)	0.59	9
Cirencester Road (Newcourt Green)	1.3	10
Cheriton Park (Redthorne Way)	1.21	11
Holmer Park/Greatfield Park (Chargrove Open Space)	1.95	12
Pilgrove Way (west)	0.82	13
Pilgrove Way (east)	0.29	14
Leckhampton	26.4	15
North West Cheltenham	21.6	16

## TREES

16.16. Aerial photographs of Cheltenham illustrate how wooded the town is. Trees populate most green spaces and are also found alongside many of the town's roads; avenues of roadside trees were a notable characteristic of Regency Cheltenham and have continued until today, supported by new

planting which has sought to perpetuate the Regency style. In addition to being a pleasant feature in the townscape and providing valuable wildlife habitats, trees have other environmental benefits. They help to reduce the effects of climate change, by absorbing carbon dioxide and other airborne pollutants. On a local scale, trees provide shade and shelter, reduce noise and stress, encourage inward investment and add economic value.

## PROTECTION, REPLACEMENT AND MANAGEMENT OF TREES

16.17. Conservation Area status and Tree Preservation Orders (TPO) are the Borough Council's only sources of legal protection for trees on private land. No work can be carried out to protected trees without first notifying the local planning authority, and in the case of trees subject of a Preservation Order, express consent is required. Violation of protected status can be liable to legal action and a fine. Felling licences, issued by the Forestry Commission, may also be needed for felling specific volumes of trees.

## POLICY GI2: PROTECTION AND REPLACEMENT OF TREES

The Borough Council will resist the unnecessary (Note 1) felling of trees on private land, and will make Tree Preservation Orders in appropriate cases.

For protected trees (Note 2), the Council will require:

- a) any tree which has to be felled to be replaced, where practicable (Note 3); and
- b) pruning, where it is necessary, to be undertaken so as to minimise harm to the health or general appearance of a tree and to be in conformity with British Standard for Tree Work (BS3998, 2010).

In cases where trees are not protected by a Tree Preservation Order or by being in a Conservation Area, but contribute to the townscape and character of the town, the Council will consider including such trees in a Tree Preservation Order.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme C – objectives a, b, e and f.**

*Note 1: The felling of a tree will be necessary only where it is dead, unsafe, or causing unacceptable harm to buildings or infrastructure. The Borough Council will seek to retain trees that are dead or dying where they contribute to the conservation of biodiversity and where they pose no significant harm to public safety or property.*

*Note 2: Protected trees are those within Conservation Areas or subject to Tree Preservation Orders.*

*Note 3: The legitimate felling of protected trees with TPOs will require replacement planting. The Council will determine the location, size and species of the replacement.*

## TREES AND DEVELOPMENT

16.18. Trees enhance development by softening the appearance of built structures and creating a sense of maturity.



- 16.19. Development sites often contain trees, which can be incorporated into development schemes. Such trees, together with new planting, can add economic as well as environmental value to development.
- 16.20. Section 197 of the *Town and Country Planning Act 1990* states: 'it shall be the duty of the local planning authority to ensure, whenever it is appropriate, that in granting planning permission for any development adequate provision is made by the imposition of conditions for the preservation or planting of trees'.
- 16.21. The Council will also seek possibilities for new planting, both in conjunction with development, and separately. Priority areas will include the Conservation Areas and the principal approach roads. The Council will also encourage the planting and replacement of trees on private land. The Borough Council has prepared a guidance leaflet giving information and advice regarding trees on development sites. The leaflet provides guidance to developers on an appropriate approach to existing trees on and within the sphere of influence of a site, as well as planting, both in terms of species and contribution to urban design.
- 16.22. Whether trees are to be retained or planted in conjunction with new development, careful planning will be required at each stage until the development is complete, so as to avoid problems as the trees grow. The process must begin with a survey of existing trees and services in accordance with BS5837 (2012) *'Trees in relation to design, demolition and construction - Recommendations'* to provide a basis for deciding which trees might be suitable for retention. This must include not only trees within the site but any adjoining or overhanging trees which might be affected by the development.
- 16.23. In planning for the retention or planting of trees, the age, health, habitat and potential height and spread of each species should be taken into account. The positioning of trees or buildings in relation to each other should be carefully considered to ensure that a tree will not be harmed or require harmful or inappropriate pruning as it grows, or cause damage to buildings or services. The effect of trees on views, daylight and sunlight, and other influences and perceived nuisance must be considered, as well as benefits to buildings.
- 16.24. All planning applications, where appropriate, must include details and methodology for tree protection from the commencement of development to completion, to ensure that trees are not damaged by construction work.
- 16.25. It is assumed that, unless there are overriding circumstances, new trees of appropriate species should be planted within a development site. Where this is not practicable (for instance because of the size or shape of a site or the disposition of underground services), the Council will encourage developers to fund the planting of trees close to the site. Where appropriate the Council will require developers to submit a detailed landscape assessment, including provision for new tree planting.

## **POLICY GI3: TREES AND DEVELOPMENT**

Development which would cause permanent damage to trees of high value (Note 1) will not be permitted.

The following may be required in conjunction with development:

- a) the retention of existing trees (Note 2); and
- b) the planting of new trees (Note 3); and
- c) measures adequate to ensure the protection of trees during construction works.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme C – objectives a, b and e**

*Note 1: 'High value' means a sound and healthy tree with at least 10 years of safe and useful life remaining, which makes a significant contribution to the character or appearance of a site or locality.*

*Note 2: The preservation and planting of trees in conjunction with development should take account of the guidance in British Standard 5837 (2012).*

*Note 3: Where appropriate, the Council will seek agreement from developers for the planting of new trees offsite.*

# 17. SOCIAL AND COMMUNITY INFRASTRUCTURE

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy INF4: Social and Community Infrastructure

## CONTEXT

- 17.1. Most people want to live in an area that has a strong sense of community, where neighbourhoods thrive and where good-quality infrastructure allows that to happen. Without such infrastructure, settlements can struggle to be cohesive and vibrant communities and it can be difficult to create and maintain a sense of place, a sense of belonging and a tangible identity.
- 17.2. Changes in population and demographics present challenges and opportunities and the Council recognises the importance of maintaining community cohesion and sustainability in an ever-changing society. Ultimately, bringing people together and providing sufficient opportunities for social activity contributes to quality of life, health and well-being.
- 17.3. Policy INF4 of the Joint Core Strategy (JCS) provides a robust framework for assessing all relevant development proposals with a view to protecting and enhancing community facility provision across the JCS area. Policy SD4 of the JCS complements INF4 in terms of the emphasis that needs to be placed on good design in achieving sustainable development.
- 17.4. The following policies are designed to complement the strategic framework provided by the JCS and offer a Cheltenham-specific policy response in key areas.

## **POLICY CI1: SECURING COMMUNITY INFRASTRUCTURE BENEFITS**

Development proposals will only be permitted where adequate community infrastructure capacity exists, or where additional capacity is capable of being provided as part of the development without unacceptable impacts on people or the environment. In order to secure community infrastructure improvements, the Council will employ planning obligations as necessary and appropriate. Obligations may relate to:

- a) affordable housing
- b) green infrastructure, including open space
- c) suitably designed and located play, recreation, sport and leisure facilities
- d) education provision
- e) broadband infrastructure provision
- f) highway works, traffic management measures, pedestrian and cycling improvements, public transport enhancements and improved access for the disabled
- g) improvements to the public realm
- h) health and well-being facilities
- i) safety and security measures
- j) flood risk management measures
- k) environmental protection and enhancement
- l) climate change mitigation / adaption
- m) cultural and heritage protection and enhancement
- n) public art

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - all objectives; Theme B – objectives d, f and h; Theme C – all objectives.**

- 17.5. For the purposes of the Cheltenham Plan, community infrastructure is considered to be the structural elements that provide the framework for supporting the activities of society. It can be represented by any of the categories stipulated in Policy CI1 above but may also extend into other topic areas.

### **EXISTING INFRASTRUCTURE PROVISION**

- 17.6. The implications of infrastructure capacity were considered as part of the early stages of the plan preparation process and led to the emergence of a preferred option from a number of alternatives. In taking forward the spatial elements of the preferred option, the Cheltenham Plan has made land allocations in accord with the level of existing infrastructure provision or, where additional capacity can realistically be provided, as part of new development.

## NEW OR IMPROVED INFRASTRUCTURE

- 17.7. As new developments often place a burden on existing infrastructure and create requirements for new or enhanced facilities, it is only appropriate that a proportion of the increased value of the land should be returned to the community through appropriate benefits. These benefits should be reasonably related in scale and kind to the development proposed. This does not mean, however, that they have to be restricted to the site itself. For example, where a major development is proposed, this may have a significant impact on potential traffic generation. It may therefore be appropriate for the developer to contribute to investment in public transport enhancement or highway improvements.

## PLANNING OBLIGATIONS

- 17.8. Planning obligations will be sought where they satisfy the criteria set out in Paragraph 122 of the *Community Infrastructure Levy Regulations (2010)*.
- 17.9. The Council will be responsible for stating the precise level and nature of its requirements as part of the planning application process, with obligations only being sought where there is an identified need. The level of provision required will be based on recognised formulae and benchmarks, such as design standards for outdoor sport and play space. However, when finalising Section 106 agreements, the Council will need to strike a balance amongst competing causes and ensure that development remains viable and the strategy of the development plan is realised.
- 17.10. Whilst at the time of writing, the Council widely uses planning obligations as part of the development process, it is acknowledged that in future, strategic infrastructure will be funded by the community infrastructure levy (CIL) if it is included on the Council's "Regulation 123 list".

## PROTECTING COMMUNITY FACILITIES

- 17.11. 'Community Facility' is a broad subject heading that could apply to schools/ training centres, libraries, sports and leisure facilities, health care provision, social services, emergency services, places of worship, post offices, pubs / micro-pubs, corner and village shops, public halls and any other facility that fulfils a role of serving the community. Some of these facilities are under the ownership and control of the public sector (including the local authority), whilst others are entirely private concerns.
- 17.12. Matters of lifestyle, mobility and demography all have the potential to influence demand for community facilities. The Council continues to monitor the level of provision and will protect and support the enhancement of facilities in accord with JCS Policy INF4, helping to facilitate improvements where possible and appropriate, to ensure that no section of the local community is excluded from having access to basic facilities and services – the overall aim being to create and maintain vibrant and sustainable places to live, work and spend leisure time.
- 17.13. There may also be a need to secure a contribution towards the provision of additional facilities as part of certain larger, new housing developments, especially in areas where that development

places additional burden on existing community infrastructure (see Policy CI1). The Council is particularly focussed on encouraging the provision of charging points for electric vehicles in new residential development as a means of creating more sustainable transport solutions through improved community infrastructure.

- 17.14. Proposals for the provision of new corner and village shops should also accord with the Borough's retail hierarchy.
- 17.15. Some types of community facility can also be regarded as part of the Borough's network of green infrastructure. Reference to JCS Policy INF3 (Green Infrastructure) may also therefore be necessary.

## **POLICY CI2: SPORTS AND OPEN SPACE PROVISION IN NEW RESIDENTIAL DEVELOPMENT**

The Council will expect new development to contribute towards meeting local standards in respect of the provision of:

- a) Open Space
- b) Playing pitches
- c) Built sports facilities

On-site provision, off-site provision or a financial contribution may be sought in accord with the assessment processes defined in the Social, Sport and Open Spaces Study – Developer Contributions Toolkit (2017).

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - objective f; Theme C - objectives c and e.**

- 17.16. For any planning application that qualifies for a developer contribution, the *Social, Sport and Open Spaces Study – Developer Contributions Toolkit (2017)* includes multi-stage assessment processes that the Council will follow in order to inform the potential additional demand that a new housing development generates.
- 17.17. Separate assessment processes relate to open space, playing pitches and built sports facilities. Any contribution sought from a specific development will be based on an individually tailored approach to that development, using the robust evidence bases provided as part of the Social, Sport and Open Spaces Study. This will help to clearly justify the needs arising from the development and how they are to be met.
- 17.18. As part of the process of assessing additional demand, the Council will have regard to the local standards that are set out in the papers pertaining to each of the three relevant categories. These are:
- The Open Space Standards Paper
  - The Playing Pitch Strategy

- The Indoor Sport and Leisure Facility Strategy

17.19. Work on the three papers was undertaken as part of a coordinated and comprehensive study which the Council commissioned to help inform the policy direction of the Cheltenham Plan.

#### OPEN SPACE

17.20. For the purposes of the Cheltenham Plan, open space is defined as parks and gardens; natural and semi-natural greenspaces; amenity greenspace; provision for children and young people; allotments; cemeteries; disused churchyards or other burial grounds; and civic spaces including market squares and other hard-surfaced areas designed for pedestrians. The Open Space Standards Paper has evaluated the contribution that each of these site typologies makes to overall open space provision across the Borough with specific reference to quantity, quality and accessibility. It is clear that whilst in some areas, provision is adequate or good, there are other areas where improvements remain necessary.

17.21. In coming to a view on whether developer contributions towards open space provision are required as part of a planning application (and if so, what type of contribution is needed), the Council will have regard to the 5-stage assessment process outlined in the Developer Contributions Toolkit.

#### PLAYING PITCHES

17.22. The three main aims of the Playing Pitch Strategy reflect Sport England themes:

- i. To **protect** the existing supply of playing pitches where it is needed for meeting current and future needs
- ii. To **enhance** playing fields, pitches and ancillary facilities through improving quality and management of sites
- iii. To **provide** new playing pitches where there is current or future demand to do so

17.23. The Playing Pitch Strategy concludes that in regard to the existing position for all pitch sports, demand is either being met (with some small levels of spare capacity) or there is an identified shortfall. Future projections show that for sports with existing identified shortfalls, those shortfalls will likely be exacerbated in future years.

17.24. In reaching a view on whether developer contributions towards playing pitch provision are required as part of a planning application (and if so, what type of contribution is needed), the Council will have regard to the assessment process outlined in the Developer Contributions Toolkit. For playing pitch provision, this entails undertaking an 8-stage process which includes consideration of matters of design and future maintenance.

#### INDOOR SPORT AND LEISURE

- 17.25. On deciding whether developer contributions towards indoor sport and leisure provision are required as part of a planning application (and if so, what type of contribution is needed), the Council will have regard to the assessment process outlined in the Developer Contributions Toolkit. For indoor sport and leisure provision, this entails undertaking a 6-stage process which includes consideration of the design principles for any new provision and the likelihood for strategic pooling of financial contributions to assist in delivery.
- 17.26. In respect of the above, the Council will consider how the cumulative effect of housing developments within Cheltenham (and, as necessary, the wider cross-border /JCS area) should make a contribution to strategic sport and leisure facilities. This may be to make new provision or to enhance existing provision so that it can accommodate increased demand.
- 17.27. In order to calculate the contribution from each housing development into a strategic leisure facility fund, the Council will use the Sport England Sports Facilities Calculator.

## **POLICY CI3: STATUTORY AND NON-STATUTORY ALLOTMENTS**

Development involving the loss of allotment land will only be permitted where:

- the site is not included in the allotment strategy as a resource meeting an existing or future need, and where it can be demonstrated that there is no need for alternative outdoor recreational space; or
- the site does not provide a significant or environmental contribution to the town; or
- appropriate compensatory provision is made in agreement with the Borough Council and the Cheltenham and District Allotment Holders Association which meets the following requirements:
  - the new site is in the vicinity and would serve the same catchment as the existing site; and
  - the new site provides approximately the same number and size of plots as those in active use at the existing site; and
  - the soil is of a high quality and suitable for cultivation; and
  - the new site is accessible to pedestrians, cyclists and vehicles.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A – objective f; Theme C-objective f.**

- 17.28. Allotments provide a wide range of benefits to the community including low cost food production; opportunities for recreation; green / amenity space; and biodiversity habitat.
- 17.29. There are currently 18 allotment sites across the Borough. These are:
- All Saints
  - Alma Road
  - Asquith Road
  - Blacksmiths Lane, Prestbury
  - Croft Road (3 sites)



- Hall Road
- Hatherley Road
- Hayden Road
- Midwinter
- Reddings Road
- Ryeworth
- Severn Road
- Swindon Village
- Terry Ashdown, Springbank
- Warden Hill
- Windsor Street

17.30. Demand for allotments has been variable over time, but in recent years, with increasing amounts of leisure time, an appreciation of the benefits of home-grown produce and the trend towards smaller gardens in new housing development, demand has remained consistently strong and is likely to do so over the Plan period. However, demand and supply of allotments are not always perfectly matched and it is recognised there may be areas of under- and over-supply.

17.31. The Council considers that genuinely redundant allotment land should not be automatically disposed of for development. The first preference is for that land to be made available for an alternative community or recreational activity especially where it has considerable townscape value as a green space. Redundant allotment plots are often appropriate for use as “leisure gardens” which can be rented for private use.

17.32. The designation of new and alternative or compensatory sites requires the satisfaction of a number of criteria as set out in Policy CI3. Amongst these are accessibility for pedestrians, cyclists and vehicles, and appropriate physical conditions (including soil quality).

## **POLICY CI4: BROADBAND PROVISION**

The Council will require new residential and commercial development to be served by a high-speed, reliable broadband connection.

Exceptions may only be made where applicants are able to demonstrate through consultation with broadband infrastructure providers that this would not be possible, practical or economically viable. In such cases, an equivalent developer contribution towards off-site works will be sought which could enable greater access in the future.

**This policy contributes towards achieving the Cheltenham Plan Vision: Theme A - objective d.**

17.33. From 2017, EU legislation specifies that new-build and major renovations of buildings will need to be high-speed ready, with exemptions only allowed for historic buildings, holiday homes and projects where the cost to do this would be disproportionate

17.34. Paragraph 42 of the National Planning Policy Framework (NPPF) recognises the importance of infrastructure in delivering sustainable economic growth, and states that ‘the development of

high speed broadband technology and other communications networks also plays a vital role in enhancing the provision of local community facilities and services'. Paragraph 43 goes on to say that 'in preparing Local Plans, local planning authorities should support the expansion of electronic communications networks, including telecommunications and high speed broadband'.

- 17.35. Whilst Cheltenham is currently better connected than many parts of the UK, there are still homes and businesses which still do not receive a 36Mbps UK average service. The Council wishes to ensure super-fast and fibre broadband is available to all properties at the earliest opportunity and will work with the telecommunications industry to help maximise access to superfast broadband, wireless hotspots and improved mobile signals for all residents and businesses, assisting them in delivering their investment plans and working to address any infrastructure deficiencies or barriers.
- 17.36. In terms of new build, Policy CI4 introduces a specific expectation to reflect the above stance. In developments where installing high-speed broadband is proven not to be possible, practical or economically viable (e.g. on smaller sites), the Council will seek developer contributions in accord with Policy CI1 to undertake off-site works that would help facilitate greater access to broadband in future.

## SOCIAL SUSTAINABILITY

- 17.37. The Cheltenham Plan recognises that creating successful and sustainable communities requires more than just providing new homes and hard infrastructure; planning practitioners must also understand what people need from the places where they live and work, and the extent to which those needs are being met. Consequently, there is a need to combine the design of the physical realm with the design of the social world and a resulting requirement to support social and cultural life, social amenities and systems for citizen engagement, together with space for people and places to evolve.
- 17.38. *Design for Social Sustainability (2011)* sets out a framework for considering the social dimensions of community life and how these can be translated into practical initiatives. The Council has regard to this framework in policy formulation and decision-making and will also encourage developers to take account of its principles in planning social infrastructure and community facilities in future.
- 17.39. At a more local level, the *Social, Sport and Open Spaces Study (2017)*, undertaken as part of the Cheltenham Plan preparation process, contains a number of pertinent questions that can be asked in order to assess the particular needs of a community and to ascertain whether there are resulting requirements to make specific community provisions in the interests of long-term sustainability. For example:
- are there enough schools, libraries, community buildings, GPs, retail facilities to meet resident needs?
  - where do people go to meet other residents?
  - what are the physical links to neighbouring areas?

- how will these be affected by new development - will there be capacity issues?

- 17.40. The concept is further highlighted through specific examples in *'Welcome to the Future – A local model for building socially sustainable communities'* which was endorsed by the Council in 2016 as a model for social sustainability. The approach is being followed in masterplanning key sites across the Borough with the aim of supporting people to live in strong, safe and healthy communities.
- 17.41. Gloucestershire Rural Community Council (GRCC) was commissioned by the Council in 2016 to support communities in Cheltenham by considering their aspirations and presenting these in a comprehensive report with a view to informing the Cheltenham Plan. The work was funded by the Department of Communities and Local Government (DCLG) as part of its Neighbourhood Planning and Local Planning Service Redesign and Capacity Building Pilot Programme.
- 17.42. The Cheltenham Engaging Communities Project enabled a variety of community groups to understand the process of community-led planning and provided them with practical, pragmatic support as they explored key ideas, issues and aspirations for consideration by the Council. The project built on previous partnership working between GRCC and Cheltenham Borough communities in 2014-2015 which resulted in evidence-gathering and recommendations by communities for designation of Local Green Spaces across the Borough.
- 17.43. Key outputs from the project included the compilation of detailed profiles for each community which the Council and its partners will be able to use in planning for the future. Whilst many of the community characteristics were already known, the project facilitated a more comprehensive consideration of the strengths, weaknesses, opportunities and threats in each area.
- 17.44. Finally, consultation is currently being undertaken as part of the West Cheltenham Estates Regeneration Project. Lessons learned from this project will be used to further develop approaches to promoting and delivering socially sustainable communities.

# 18. RENEWABLE ENERGY AND LOW CARBON ENERGY DEVELOPMENT

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically policy INF5: Renewable Energy/Low Carbon Energy Development

## CONTEXT

- 18.1. Joint Core Strategy (JCS) Policy INF5 provides the framework for assessing the majority of renewable energy proposals that may come forward. However, as the National Planning Policy Framework (NPPF) requires that wind energy developments should be considered at district level, it falls to the Cheltenham Plan to consider this particular matter further.

## WIND ENERGY GENERATION

- 18.2. The Renewable Energy Study produced for Gloucestershire County Council by Entec in 2010 considered there to be very little potential for renewable energy generation from wind, given the built-up nature of the district. For this reason, no further work has been undertaken on this matter since the Entec study.
- 18.3. As a result, and given the unlikelihood of wind energy proposals coming forward in future, the Cheltenham Plan does not include a policy that relates to wind energy generation, nor does it seek to identify sites that may be suitable for harnessing the wind energy resource.

# 19. DELIVERY, MONITORING AND REVIEW

This chapter should be read in conjunction with the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy, specifically Part 7 - Delivery, Monitoring & Review

19.1. Monitoring of the Cheltenham Plan is an important process which will indicate how effective the policies contained in the Cheltenham plan are in terms of meeting the Vision and Objectives. It also highlights if policies are not working, and could be a key trigger for plan review. Therefore, it is important that the identified indicators which will be used are obtainable and measurable, and that the data is produced on a regular basis. The Joint Core Strategy (JCS) already details a thorough monitoring framework, many of the indicators of which will allow the objectives identified in the Cheltenham Plan to be monitored also; therefore a number of the objectives for the Cheltenham Plan refer to indicators identified in the JCS. Monitoring will be reported through the annual monitoring report.

## DELIVERY

19.2. The JCS *Delivery, Monitoring and Review* chapter encompasses analysis of monitoring of residential development and calculation of five-year housing land supply, which will continue to be covered at that strategic level. However, part of the housing supply will be met through the Cheltenham Plan, which will be discussed in greater detail here than that covered in the JCS. It should be noted that this is a subset of the main trajectory produced in the JCS and as such should be read in conjunction with the JCS *Delivery, Monitoring and Review* chapter.

**Table 8: Summary of Requirement and Supply for Cheltenham Borough (as of June 2019)**

Housing requirement for Cheltenham Borough (2011-2031) (as agreed in the JCS)	10,917 dwellings
Total supply of housing (2011-2031)	11,632 dwellings
Supply being met through strategic allocations (allocated in the JCS)	5,385 dwellings
Supply being met through allocations in the Cheltenham Plan	1,385 dwellings
Unplanned supply (being met through windfall) (to April 2018)	4,674 dwellings
5-Year Housing Land Supply (correct at date of publication)	4.6 years
Employment requirement (2011-2031) (as identified in the JCS)	1ha
Employment supply from new allocations in the Cheltenham Plan	7.35ha (total site area)

19.3. Through the Cheltenham Plan, a number of sites are allocated for housing development. Following discussions with developers and land owners and consideration of constraints affecting

each site, a trajectory has been produced to show when development is expected to be delivered on each site. The same over-arching principles have been applied to this trajectory as used when calculating five-year housing land supply in the JCS.

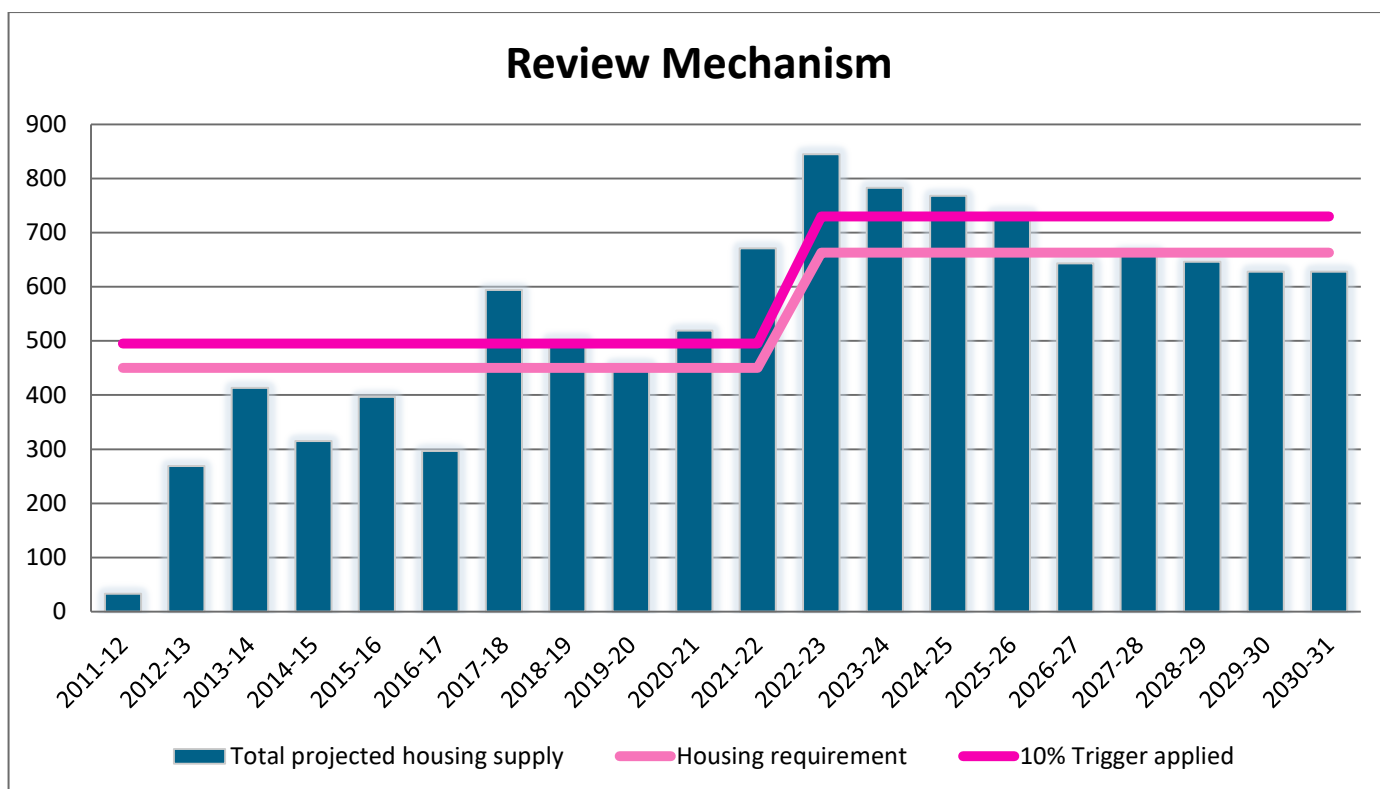
- 19.4. 34% of the supply being delivered through the Cheltenham Plan allocations already has consent, and therefore development on these sites must be started within three or five years from the date of permission. These sites are shown in Table 9 highlighted in blue; the other sites are allocations which have yet to receive planning permission.

Table 9: Trajectory of Cheltenham Plan allocations (As of June 2019)																	
Ref.	Site Name	Permission Reference	Net Capacity	17-18	18-19	19-20	20-21	21-22	22-23	23-24	24-25	25-26	26-27	27-28	28-29	29-30	30-31
	57-59 Winchcombe Street (Axiom)	17/00932/FUL	19		19												
	Rivershill House, St Georges Road	17/01311/FUL	63					25	38								
	Pittville School, Albert Road	15/01163/OUT	58					25	33								
	Springbank Way Shopping Centre	16/02303/FUL	34		34												
	Central Cheltenham Police Station, Talbot House	17/00337/FUL	67			25	25	17									
	102 Prestbury Road	17/01266/FUL	30					15	15								
	Premier Products, Bouncers Lane	17/00929/OUT	58				25	25	8								
HD1	Christ College Site B		70						25	25	20						
HD2	Former Monkscroft Primary School		60						25	25	10						
HD3	Bouncers Lane (not consented)		20											20			
HD4	Land off Oakhurst Rise		25						10	15							
HD5	Land off Stone Crescent	18/02215/FUL	13				13										
HD6	Land off Brockhampton Lane	18/02215/FUL	17					7	10								
HD7	Priors Farm Fields		50										25	25			
HD8	Old Gloucester Road		175						25	50	50	50					
HD9	North Place Car Park and Portland Street		143									25	50	50	18		
MD4	Leckhampton (previously Strategic Allocation)		350				50	60	60	60	60	60					
	<b>Total</b>		<b>1252</b>	<b>0</b>	<b>53</b>	<b>25</b>	<b>113</b>	<b>174</b>	<b>249</b>	<b>175</b>	<b>140</b>	<b>135</b>	<b>75</b>	<b>95</b>	<b>18</b>	<b>0</b>	<b>0</b>

## HOUSING SUPPLY REVIEW MECHANISM

19.5. The JCS details a housing supply review mechanism which will be applied to the JCS area as a whole. The trigger mechanism (10%) will be applied to the Cheltenham trajectory, of which the allocations in the Cheltenham Plan are part.

**Figure 1: Review Mechanism**



## EMPLOYMENT

19.6. Two out of the four employment allocations made in Policy EM1 have planning permission, the details of which are provided in Table 11.

**Table 10: Employment land allocations**

Ref.	Allocation	Planning Ref.	Description
E1	Land south of Jessop Avenue	16/01417/FUL	Erection of six-storey B1 office development with A2/A3 use at ground floor, together with roof plant, external cycle and bin stores, on-site parking and parking canopy structures
E2	Land adjacent to B&Q, The Reddings	12/01488/FUL	Erection of 3,384sq.m of office headquarters floorspace (use class B1) (proposal is an amendment to Unit 9 of planning permission 10/00252/FUL)



E3	Land at North Road West and Grovefield Way	18/01004/FUL (Allowed on Appeal)	Hybrid application seeking detailed planning permission for 5,914 sq.m of commercial office space (Use Class B1), 502 sq.m day nursery (Use Class D1), 1,742 sq.m food retail unit (Use Class A1), with associate parking, landscaping and infrastructure works. Outline planning permission sought for the erection of 8,034 sq.m of commercial office space (Use Class B1), together with associated car parking, landscaping and infrastructure works, with all matters reserved - except access (resubmission).
E4	Chelt Walk, Town Centre	No application	

## MONITORING

19.7. In order to ensure effective monitoring of the Cheltenham Plan, a monitoring framework has been produced and is detailed in the following three tables. Unlike the JCS, there is a table setting out the objectives under each vision theme rather than each objective.

## THEME A

19.8. The following objectives help to achieve Vision Theme A which focuses on communities:

*Cheltenham is a place where people live in strong, safe, healthy, well-served and well-connected communities*

**Table 11: Theme A objectives**

Objective	Indicator	Target	Source	Period
a) Recognise the local distinctiveness of Cheltenham's various neighbourhoods and deliver regeneration where appropriate	Population make-up of each ward	No target	Inform Gloucestershire	Annually
	Indices of multiple deprivation	No target	Inform Gloucestershire	Annually
	Crime rates reported by ward	No sharp rise in wards which have allocations in	Inform Gloucestershire	Annually
b) Ensure provision of sufficient housing land and other opportunities for residential development that meets the needs of the current and future population of the Borough	Covered by monitoring indicators contained in the JCS for Strategic Objective 8: Delivering a wide choice of quality homes			

c) Understand what people need from the places where they live and work to help create socially sustainable communities using locally specific models	Claimants for mental and behavioural disorders per 1,000 working-age population	No target	Public Health England Profiles	To be reported in the annual monitoring report
	Amount of dedicated community space in large-scale new developments	Increased amount of community space in areas of growth	Internal monitoring of planning applications	To be reported in the annual monitoring report
	A balanced mix of tenure on large-scale new developments so that a balanced community is more likely to be reflected	No target	Internal monitoring of planning applications	To be reported in the annual monitoring report
d) Ensure that new communities are integrated with neighbouring communities to promote cohesion and reduce social isolation	Number of Neighbourhood Forums / Plans that are created in areas of growth	Increased number of neighbourhood plans in production	Internal monitoring	Annually
	Data from HMO counts	To have a balanced community	Internal monitoring	Tri-annually
e) Enable investment in schools, healthcare and other community facilities and meeting places in order to support new and existing communities	Covered by monitoring indicators contained in the JCS for Strategic Objective 9: Promoting healthy communities			
f) Increase opportunities for sport and active leisure, particularly in areas of under-provision	Covered by monitoring indicators contained in the JCS for Strategic Objective 9: Promoting healthy communities			
g) Design places that are accessible to all and where barriers to walking and cycling are removed so that active travel and public transport are the default choices	Covered by monitoring indicators contained in the JCS for Strategic Objective 9: Promoting healthy communities			

h) Support a network of neighbourhood centres that provide an appropriate range of local amenities to support sustainable communities	Number of new neighbourhood centres created	Each community to be supported by a local neighbourhood centre	Internal monitoring	Annually
i) Ensure that new development protects public safety and amenity and creates environments that contribute to reducing crime and fear of crime	Crime rates reported by ward	No significant increase in crime reported from wards with allocations	Inform Gloucestershire	To be reported in the annual monitoring report
j) Improve health outcomes by promoting and prioritising active travel	Covered by monitoring indicators contained in the JCS for Strategic Objective 7: Promoting sustainable transport			

## THEME B

19.9. The following objectives help to achieve Vision Theme B which focuses primarily on the economy:

*Cheltenham is a place with a prosperous and enterprising economy where education and employment opportunities are increasing and diversifying, where businesses choose to invest, and where the benefits are felt by all.*

**Table 12: Theme B objectives**

Text	Indicator	Target	Source	Period
a) Ensure provision of sufficient employment land and other opportunities for economic development to attract new businesses and to enable existing businesses to grow and develop within Cheltenham	Covered by monitoring indicators contained in the JCS for Strategic Objective 1: Building a strong and competitive urban economy			
b) Promote the development of adaptable and flexible employment space within Cheltenham so that sites and buildings can be re-used with minimal environmental impact	Covered by monitoring indicators contained in the JCS for Strategic Objective 1: Building a strong and competitive urban economy			

c) Assist in developing and maintaining an attractive retail offer in the town centre and other designated centres	Provisions to be made within the JCS Retail Review and covered by monitoring indicators contained in the JCS for Strategic Objective 2: Ensuring vitality of town centres			
d) Deliver a range of sustainable transport choices through appropriate infrastructure improvements including better cross-town and local links, prioritised junctions, and improved public transport	Covered by monitoring indicators contained in the JCS for Strategic Objective 7: Promoting sustainable transport			
e) Encourage knowledge-intensive services businesses in high-value sectors	Covered by monitoring indicators contained in the JCS for Strategic Objective 1: Building a strong and competitive urban economy			
f) Support development of Cheltenham's educational facilities to ensure that young people have access to a wide range of opportunities	New schools/ educational facilities being delivered	Where a need is identified for that need to be met in full, either through new facilities or extending existing facilities	Annual employment monitoring	Annually
	Number of playing fields lost to other land uses	Maintain overall provision of playing fields	Annual employment monitoring	Annually
	Number of school places available	No target	Gloucestershire County Council	Annually

## THEME C

19.10. The following objectives help to achieve Vision Theme C which focuses on both the built and natural environment:

*Cheltenham is a place where the quality and sustainability of our cultural assets and natural and built environment are valued and recognised locally, nationally and internationally, and where tourists choose to visit and return.*

Table 13: Theme C objectives				
Text	Indicator	Target	Source	Period
a) Conserve and enhance Cheltenham's architectural, townscape and landscape heritage within and without the town's conservation areas	Assess the impact of applications granted within a Conservation Area	No target	Citation of policy in planning decision (reports, conditions, reasons for refusal, appeals)	Annually
b) Conserve, manage and enhance Cheltenham's natural environment and biodiversity	Covered by monitoring indicators contained in the JCS for Strategic Objective 4: Conserving and enhancing the environment			
c) Support development of Cheltenham's sporting, cultural, arts and tourism infrastructure (including public art) to ensure that the Borough maintains its reputation as a cultural destination and continues to be an attractive place to visit	Contributions towards sporting, cultural and arts infrastructure	No target	Authority monitoring report	Annually
	Number of visitors to sporting venue - Leisure@	Increased use of Leisure@	Authority monitoring report	Annually
	Number of visitors to Cheltenham festivals	No target	Internal monitoring	Annually
d) Address the challenge of climate change, ensuring that development meets high design and sustainability standards and is built to be adaptable over the long term	Covered by monitoring indicators contained in the JCS for Strategic Objective 6: Meeting the challenges of climate change			
e) Improve pedestrian and cycle permeability throughout the town by creating a network of convenient routes which include multifunctional green spaces that link with the wider countryside, attractive and safe streets and spaces, and measures which	Covered by monitoring indicators contained in the JCS for Strategic Objective 7: Promoting sustainable transport			

reduce the visual and environmental impact of vehicular traffic				
f) Support provision, maintenance and continued investment in a high-quality public and private realm, including formal and informal green spaces and private gardens that contribute to local amenity and wildlife biodiversity	Covered by monitoring indicators contained in the JCS for Strategic Objective 4: Conserving and enhancing the environment			
g) Manage and reduce the risk of flooding within the Borough	Number of applications with an associated flood risk.	Development should not be permitted in the worst flood risk areas (Flood zones 1 and 2).	Authority monitoring report and annual monitoring reports	Annually

## 20. POLICIES SUPERSEDED BY THE JOINT CORE STRATEGY & CHELTENHAM PLAN

20.1. The Joint Core Strategy (JCS) supersedes policies from the saved Cheltenham Borough Local Plan (2006) as set out below. Where 2006 Local Plan policies are not superseded by the JCS, they will remain saved, but will be superseded by the new Cheltenham Plan once adopted. The exception is Retail, which will be subject to the JCS Retail Review.

<b>Table 14: Superseded 2006 Local Plan policies</b>		
<b>2006 Local Plan policy</b>	<b>Policy heading</b>	<b>Status</b>
CP 1	Sustainable Development	Superseded by JCS policies SD10, SD14
CP 2	Sequential Approach to Location of Development	Local Plan Policy to be saved beyond the adoption of the JCS
CP 3	Sustainable Environment	Local Plan Policy to be saved beyond the adoption of the JCS
CP 4	Safe and Sustainable Living	Local Plan Policy to be saved beyond the adoption of the JCS
CP 5	Sustainable Transport	Superseded by JCS policies SD3, INF1
CP 6	Mixed-Use Development	Local Plan Policy to be saved beyond the adoption of the JCS
CP 7	Design	Local Plan Policy to be saved beyond the adoption of the JCS
CP 8	Provision of Necessary Infrastructure and Facilities	Superseded by JCS policies INF4, INF6, INF7
PR 1	Land Allocated for Housing Development	Local Plan Policy to be saved beyond the adoption of the JCS
PR 2	Land Allocated for Mixed-Use Development	Local Plan Policy to be saved beyond the adoption of the JCS
PR 3	Land Safeguarded for Transport Schemes	Deleted
BE 1	Open Space in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS

BE 2	Residential Character in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 3	Demolition in Conservation Areas	Deleted
BE 4	Timing Of Demolition in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 5	Boundary Enclosures in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 6	Back Lanes in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 7	Parking on Forecourts or Front Gardens in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 8	Demolition of Listed Buildings	Deleted
BE 9	Alteration of Listed Buildings	Deleted
BE 10	Boundary Enclosures to Listed Buildings	Local Plan Policy to be saved beyond the adoption of the JCS
BE 11	Buildings of Local Importance	Local Plan Policy to be saved beyond the adoption of the JCS
BE 12	Advertisements and Signs	Deleted
BE 13	Advertisements and Signs in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 14	Advertisement Hoardings in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 15	Projecting Signs in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 16	Petrol Filling Stations and Car Sales in Conservation Areas	Local Plan Policy to be saved beyond the adoption of the JCS
BE 17	Advertisements and Signs on Listed Buildings	Local Plan Policy to be saved beyond the adoption of the JCS
BE 18	Design and Landscaping of New Roads	Superseded by JCS policy SD4



BE 19	Nationally Important Archaeological Remains	Local Plan Policy to be saved beyond the adoption of the JCS
BE 20	Archaeological Remains of Local Importance	Local Plan Policy to be saved beyond the adoption of the JCS
GE 1	Public Green Space	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
GE 2	Private Green Space	Local Plan Policy to be saved beyond the adoption of the JCS
GE 3	Development within Extensive Grounds	Superseded by JCS policies SD4, SD9, INF3
GE 4	Pittville Park and Bouncers Lane Cemetery	Local Plan Policy to be saved beyond the adoption of the JCS
GE 5	Protection and Replacement of Trees	Local Plan Policy to be saved beyond the adoption of the JCS
GE 6	Trees and Development	Local Plan Policy to be saved beyond the adoption of the JCS
GE 7	Accommodation and Protection of Natural Features	Local Plan Policy to be saved beyond the adoption of the JCS
CO 1	Landscape Character	Superseded by JCS policies SD4, SD6, SD7
CO 2	Development within or affecting the AONB	Superseded by JCS policy SD7
CO 3	Rebuilding or Replacement of Buildings in the AONB	Superseded by JCS policy SD7
CO 4	Extension of Buildings in the AONB	Local Plan Policy to be saved beyond the adoption of the JCS
CO 5	Definition of Green Belt	Superseded by JCS policy SD5
CO 6	Development in the Green Belt	Superseded by JCS policies SD5, SD10
CO 7	Rebuilding or Replacement of Dwellings in the Green Belt	Local Plan Policy to be saved beyond the adoption of the JCS
CO 8	Extension of Dwellings in the Green Belt	Deleted

CO 9	Development at Cheltenham Racecourse	Superseded by JCS policy SD5
CO 10	Agricultural Land	Superseded by JCS policy SD14
CO 11	Agricultural and Forestry Dwellings	Local Plan Policy to be saved beyond the adoption of the JCS
CO 12	Farm Diversification Projects	Superseded by JCS policies SD1, SD4, SD6
CO 13	Conversion of Rural Buildings	Local Plan Policy to be saved beyond the adoption of the JCS
CO 14	Development Abutting the Countryside	Superseded by JCS policies SD4, SD6
NE 1	Habitats of Legally Protected Species	Superseded by JCS policy SD9
NE 2	Designated Nature Conservation Sites	Superseded by JCS policy SD9
NE 3	Biodiversity and Geodiversity of Local Importance	Superseded by JCS policy SD9
NE 4	Contaminated Land	Superseded by JCS policy SD14
EM 1	Employment Uses	Superseded by JCS policy SD1
EM 2	Safeguarding of Employment Land	Local Plan Policy to be saved beyond the adoption of the JCS
HS 1	Housing Development	Superseded by JCS policy SD10
HS 2	Housing Density	Superseded by JCS policy SD10
HS 3	Sub-Division of Existing Dwellings	Superseded by JCS policy SD4
HS 4	Affordable Housing	Superseded by JCS policy SD12
HS 5	Mixed Communities	Superseded by JCS policy SD11
HS 6	Elderly Persons Housing	Superseded by JCS policy SD11
HS 7	Loss of Residential Accommodation	Deleted

HS 8	Houses in Multiple Occupation	Deleted
RT 1	Location of Retail Development	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
RT 2	Retail Development in the Core Commercial Area	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
RT 3	Non-A1 Uses in Primary Shopping Frontages	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
RT 4	Retail Development in Local Shopping Centres	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
RT 5	Non A1 Uses in Local Shopping Centres	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
RT 6	New Local Shopping Centres	Deleted
RT 7	Retail Development in Out of Centre Locations	Deleted
RT 8	Individual Convenience Shops	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
RT 9	Car Sales	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
RT 10	Access to Upper Floors of Commercial Premises	Local Plan Policy to be saved beyond the adoption of the JCS and Cheltenham Plan
RC 1	Existing Community Facilities	Superseded by JCS policy INF4
RC 2	Youth and Adult Outdoor Playing Facilities	Local Plan Policy to be saved beyond the adoption of the JCS
RC 3	Outdoor Playing Facilities in Educational Use	Superseded by JCS policy INF4
RC 4	Casual Play Space	Local Plan Policy to be saved beyond the adoption of the JCS
RC 5	Development of Amenity Space	Local Plan Policy to be saved beyond the adoption of the JCS
RC 6	Play Space in Residential Development	Local Plan Policy to be saved beyond the adoption of the JCS

RC 7	Amenity Space in Housing Developments	Local Plan Policy to be saved beyond the adoption of the JCS
RC 8	New Public Green Space	Local Plan Policy to be saved beyond the adoption of the JCS
RC 9	Honeybourne Line Footpath/Cycleway	Local Plan Policy to be saved beyond the adoption of the JCS
RC 10	Allotments	Local Plan Policy to be saved beyond the adoption of the JCS
RC 11	Recreation and Sport in the Countryside	Superseded by JCS policies SD5, SD6, SD7
RC 12	Golf Courses	Superseded by JCS policies SD5, SD6, SD7
RC 13	Public Rights of Way in the Countryside	Superseded by JCS policy INF3
UI 1	Development in Flood Zones	Superseded by JCS policy INF2
UI 2	Development and Flooding	Superseded by JCS policy INF2
UI 3	Sustainable Drainage Systems	Superseded by JCS policy INF2
UI 4	Maintenance Strips for Watercourses	Local Plan Policy to be saved beyond the adoption of the JCS
UI 5	Culverting of Watercourses	Superseded by JCS policy INF2
UI 6	Development Near Sewage Treatment Works	Superseded by JCS policies SD5, SD14
UI 7	Renewable Energy	Superseded by JCS policies SD3, SD4, SD14, INF5
UI 8	Telecommunications Installations	Superseded by JCS policies INF6, SD14
TP 1	Development and Highway Safety	Superseded by JCS policies SD4, INF1
TP 2	Highway Standards	Superseded by JCS policies SD4, INF1
TP 3	Servicing of Shopping Facilities	Deleted
TP 4	Long-Stay Car Parking	Local Plan Policy to be saved beyond the adoption of the JCS

TP 5	Extension of Private Car Parking Facilities	Deleted
TP 6	Parking Provision In Development	Deleted