

LOCAL PLAN REG. 18 CONSULTATION: DEVELOPMENT STRATEGY AND SITE ALLOCATIONS

January 2015



COTSWOLD
DISTRICT COUNCIL

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Region

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1 Introduction

I Introduction

- 1.1** The Cotswold District Local Plan will set out policies, proposals and actions to meet the economic, social and environmental challenges facing the area over the twenty year period from 2011 - 2031. The Local Plan is the key planning policy document which guides decisions on the use and development of land in the District, now and in the future.
- 1.2** The Council has used a broad range of evidence; community involvement; professional judgement; and liaison with businesses, development and other interests to prepare a balanced approach to change. Throughout the preparation process, the plan has been adjusted to take account of responses to consultation and engagement, together with updates to the technical evidence base and changes in national policies.
- 1.3** The diagram at Appendix x illustrates the process the Council is following in preparing the Local Plan, showing previous, current and future stages. It should be noted that this stage comprises an informal consultation on key components of the emerging Local Plan. The entire draft Local Plan – incorporating responses to consultation on these components - will be brought forward during the summer of 2015 for a further informal round of public consultation.
- 1.4** The key Local Plan components addressed in this consultation are:
 - the amount of housing and employment development and the strategy for its geographical distribution ;
 - proposals to deliver the strategy; and
 - strategic policies to guide development across the district.
- 1.5** At the centre of the Local Plan is the Development Strategy, which outlines the distribution of development to sustainable towns and villages across the District, including new homes and employment land. The delivery of the Strategy is articulated through proposed site-specific allocations.
- 1.6** The next stage of the Local Plan will incorporate the results of this consultation including, where necessary, updated technical evidence. It will include detailed policies for managing development; various designations such as AONB; delivery; viability; and a framework for monitoring the Local Plan. Ultimately the Plan should be read as a whole.
- 1.7** To demonstrate the sustainability of the Strategy and proposals, the Sustainability Appraisal (SA) is published along with a suite of other evidence documents. The purpose of the SA is to promote sustainable development through better integration of social, economic and environmental considerations. The supporting documents demonstrate the SA testing of the preferred development strategy, and the other options that have been considered. A substantial evidence base has been compiled to inform the preparation of the Local Plan, and this can be viewed on the website: [Local Plan evidence base](#)

Introduction 1

1.1 How you can comment

- 1.8** The Council welcomes comments on this consultation document. **The consultation document can be viewed online at <http://consult.cotswold.gov.uk> Once you have registered it is easy to submit comments on any section of the document or provide feedback on the document as a whole.**
- 1.9** As well as viewing the interactive on-line version, you can also see the document in its entirety and download a pdf version from the website.
- 1.10** Copies of the consultation document and necessary supporting papers are available to view at libraries across the District, and at the Council offices in Cirencester and Moreton-in-Marsh.
- 1.11** If you do not wish to provide comments online, it is possible to email your comments to localplan@cotswold.gov.uk Please indicate clearly to which section (paragraph number) your comments refer, and include your name, address and telephone number. If you represent a client, please let us know on behalf of whom you are making your representation.
- 1.12** Written comments can be sent to:
- Local Plan Consultation
Forward Planning Team
Cotswold District Council
Council Offices
Trinity Road
Cirencester
GL7 1PX
- 1.13** **Please ensure your comments reach us by 5pm on ****(tbc)***** February 2015.** We cannot guarantee that any comments received after the deadline will be taken into consideration.

1.2 The wider context

- 1.14** The National Planning Policy Framework (NPPF) requires each local planning authority to produce a Local Plan that plans positively for the development and infrastructure required in an area, preferably over a 15 year horizon. It requires Local Plans to allocate sites to promote development and flexible use of land, identify areas where development would be inappropriate, for instance because of its environmental or historic significance, and contain a clear strategy for enhancing the natural, built and historic environment.
- 1.15** Local Plans must be based on adequate, up-to-date and relevant evidence about economic, social and environmental characteristics and prospects of the area. The evidence and assessments of the strategy for housing, employment and other uses must be integrated and take full account of relevant market and economic signals.
- 1.16** At the heart of the National Planning Policy Framework (NPPF) is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

1 Introduction

Sustainable means ensuring that better lives for ourselves don't mean worse lives for future generations.

Development means growth.

Sustainable development is about change generally for the better, and not only in our built environment.

- 1.17** There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:
- **an economic role** - contributing to building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right place and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure.
 - **a social role** - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
 - **an environmental role** - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity; use natural resources prudently; minimise waste and pollution; and mitigate and adapt to climate change, including moving to a low carbon economy.
- 1.18** These roles should not be taken in isolation, because they are mutually dependent.
- 1.19** The NPPF states that Local Plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities. Local Plans must be prepared with the objective of contributing to the achievement of sustainable development. To that end, they must be consistent with the principles and policies set out in the NPPF.

Portrait 2

2 Portrait

- 2.1** Cotswold District has a population of 84,000 spread over an area of 450 sq. miles (1,165 sq km). Although very rural, the District lies in close proximity to large urban areas – notably Swindon, Gloucester/ Cheltenham, Oxford, and, slightly further afield, Bristol/ Bath, Coventry, Birmingham and Reading.

Natural and Historic Environment

- 2.2** The Cotswolds are internationally renowned for their natural beauty and magnificent historic buildings and settlements. Within the AONB and in other areas of the District, the interplay between the built and natural environment is a key characteristic.

- 2.3** The distinctive heritage includes its numerous *market towns and villages and their settings, as well as individual heritage assets.*

- 2.4** The quality of the built and natural environment of the District is reflected in the high number of environmental and heritage assets (both designated and non-designated). These include:

- 80% of the District is within the Cotswolds AONB (a greater coverage by a national landscape designation than any other District in England).
- 144 Conservation Areas (more than any other District in England)
- 5,264 entries on the statutory list of buildings of special architectural and historic interest (second after City of Westminster)
- 239 Scheduled ancient monuments
- Over 30 registered historic parks and gardens
- 37 sites of special scientific interest
- Over 260 locally designated Key wildlife Sites



Moreton in Marsh

- 2.5** In the south of the District, beyond the AONB, the Cotswold Water Park (CWP) is the largest area of man-made lakes in the UK, covering an area of 33 sq. miles. The CWP is important for nature conservation, while also providing a major resource for tourism, notably water recreation. In recent years, certain parts of the CWP in Cotswold District have experienced large-scale holiday home development.

- 2.6** A small area of the Cheltenham & Gloucester Green Belt spills over into the District at Ullenwood in Coberley parish. This area is within the Cotswolds AONB designation.

Portrait 2

Population and Housing

- 2.7** Household growth between 2001 and 2011 was 5.3% in the Cotswold District (England 7.9%) whilst population growth at 3.1% has been slower. This is leading to a decrease in the average household size. Factors influencing the growth in household numbers include the number of older people living longer as well as family breakdown.
- 2.8** The District has a high proportion of elderly people and a low proportion of children and young people. Despite the increasing population, the District has the lowest population density, by far, of any of the districts in Gloucestershire ⁽¹⁾.
- 2.9** While most residents in the District enjoy a good quality of life, many live in places that lack good access to services, facilities, training and education. This presents problems for those who rely on public transport, particularly young and elderly people.
- 2.10** The attractiveness of the area has inevitably brought pressures for growth. Movement out of London and the south-east had spread to Gloucestershire by the 1970s, with the Cotswolds proving particularly attractive for retirement and holiday or second homes (it is estimated that 6.4% of the housing stock falls into this category ⁽²⁾). Some of these properties are occupied only at weekends, or for occasional holidays. The 2011 Census indicated that 9.3% of dwellings in the Cotswold District had no usual resident household, including second homes, vacant dwellings and short term occupation and visitors. On 1st April 2014 there were 691 empty properties in the district, of which 218 were long-term ⁽³⁾.
- 2.11** Although the area has high property values, the median earned income of full time employees in the Cotswold District is £25,817, and only Gloucester City has a lower figure within the County ⁽⁴⁾. Consequently, significant sections of the community experience social and financial deprivation, particularly access to housing. The problem is exacerbated by private sector rents rising faster than earnings across the county ⁽⁵⁾ (Strategic Housing Market Assessment 2014). The affordability of homes has worsened since the previous District Housing Needs Assessment was published in 2010 (HNA 2010). The ratio of house price to earnings in the District worsened from 10.88 in 2009 to 11.15 in 2013 ⁽⁶⁾.

1 <http://www.gloucestershire.gov.uk/inform/index.cfm?articleid=114247>

2 Gloucestershire Strategic Housing Market Assessment Update March 2014, paragraph 4.5.
http://www.cotswold.gov.uk/media/927160/Gloucestershire_SHMA_2014.pdf

3 CDC Housing Strategy – sourced from a report run of Council tax records

4 Annual Survey of Hours and Earnings, www.nomisweb.co.uk

5 Gloucestershire Strategic Housing Market Assessment Update March 2014
http://www.cotswold.gov.uk/media/927160/Gloucestershire_SHMA_2014.pdf

6 DCLG Live Table 576: Ratio of lower quartile house price to lower quartile earnings by district

2 Portrait

Local Economy

2.12 Each of the larger Cotswold towns has a strong and distinctive role. However, Cirencester is by far the most dominant centre with about a quarter of the District's population (nearly 20,000) and over 30% of jobs (around 13,500) based in the town ⁽⁷⁾. This is the key location for business services, finance, retail and public services.

2.13 Moreton-in-Marsh is regarded by many as the main centre for the north Cotswolds, while Bourton-on-the-Water, Chipping Campden, Fairford, Lechlade, Northleach, Stow-on-the-Wold and Tetbury perform the role of service centres for surrounding rural areas. Smaller local service centres exist at Andoversford, Blockley, Down Ampney, Kemble, Mickleton, Siddington, South Cerney and Willersey.



Stow on the Wold

2.14 A striking point about the District's main service centres is their relatively even geographical distribution, with each of them serving a significant catchment of smaller settlements. Many of these historic market towns and larger villages have developed at points along the Fosse Way, which is a major route running from the south-west to the north of the District.

2.15 There is a range of employment land and premises in most of the larger market towns and villages, although provision at Lechlade, Northleach and Stow-on-the-Wold is limited. Small rural enterprises, including those working from home, make a significant contribution to the economic well-being of the District and offer local employment opportunities ⁽⁸⁾.

2.16 There are significant levels of retail leakage of comparison (non-food goods) shopping trips to other centres outside the District ⁽⁹⁾.

2.17 In 2011, almost 8,000 (13.3%) people worked from home in Cotswold. This rate is double the national average and significantly higher than Gloucestershire's average of 8.5% ⁽¹⁰⁾. This is partly due to the rural nature of the district and a highly skilled and entrepreneurial workforce.

7 ONS Census 2011 Office for National Statistics and Business Register and Employment Survey Office for National Statistics Data to 2013: <https://www.nomisweb.co.uk/>

8 Inter Departmental Business Register (ONS): <https://www.nomisweb.co.uk/reports/lmp/la/1946157373/report.aspx?town=cotswold#tabidbr>

9 Town Centre and Retailing Study 2007 by GVA; Cotswold Retail Study 2012 by Peter Brett and Associates http://www.cotswold.gov.uk/media/4536/pt3_dme1_cotswoldstudy_2012.pdf http://www.cotswold.gov.uk/media/4536/pt3_dme2_cotswoldstudy_2012.pdf

10 ONS Census 2011 Office for National Statistics - Nomis Homeworking by age and industry: <http://www.ons.gov.uk>

Portrait 2

- 2.18** Despite poor broadband throughout much of the District, the economy has a strong representation of small businesses and a reasonably diverse economic base. Consequently, it has been fairly resilient to fluctuations in the national and global economies. Unemployment rates remain relatively low.
- 2.19** The wholesale and retail trade is the largest employer in the District (17.3%). The next largest groups are 10.7% in education and 8.3% in human health and social work activities. Cotswold has an above average proportion of residents working in agriculture, forestry and fishing, accommodation and food services, and professional, scientific and technical activities. The service sector, however, accounts for the largest proportion of local jobs with tourism being a major and growing part of the local economy ⁽¹¹⁾. There are a number of large businesses including Campden BRI, St James Place and Fire Service College and educational institutions including the Royal Agricultural University which offer opportunities for higher value growth.
- 2.20** The economically active population is, however, declining across the District, and the labour market is considered tight by local businesses with labour supply issues ⁽¹²⁾, particularly in the professional, skilled trades and engineering sectors, potentially impacting on economic growth.
- 2.21** Demand enquiries for employment land/ premises particularly from small, knowledge-based businesses, who want to secure a quality environment or a site for an existing local business, tend to be focussed upon Cirencester and established business parks. The loss of employment land to housing development has reduced opportunities for employment growth in some areas; for example, at Tetbury 9.11 hectares of employment land has been lost to residential / care home development since 2011.

Transport

- 2.22** In 2011, almost 14,000 residents commuted out of the District; many using the area as a rural base from which to commute to larger employment centres, notably Swindon, Cheltenham and Gloucester, where there are higher value jobs. Conversely, almost 16,000 commuted into the District, an increase of around 5,000 since 2001 ⁽¹³⁾. 16,361 Cotswold



Kemble Railway Station

11 Business Register and Employment Survey Data. Office for National Statistics:
<https://www.nomisweb.co.uk/>

12 The District's resident skills base is polarised: 35% of the population has a degree level qualification and above; whereas 26% of the population have no qualification or level 1 qualification.

13 2011 Census

2 Portrait

residents also work in the District, excluding homeworkers and people with no fixed working location. Given the rural nature of the District, average travel-to-work times are longer than in most other parts of the County.

- 2.23** The District has good road links, with easy access to the M4 motorway via a network of A-class routes. However, the 'missing link' section of A417(T) between the Brimpsfield roundabout and Brockworth bypass is a major bottleneck at peak times, which badly delays access to the M5 motorway from the south. . The District is served by two railway stations, at Kemble (on the Swindon-Gloucester line) and Moreton-in-Marsh (on the Oxford-Worcester line). Kingham and Honeybourne stations lie just outside the District boundary to the east and north respectively.

Climate Change and Flood Risk

- 2.24** Parts of the District are vulnerable to the impacts of climate change, including flooding. The area at greatest flood risk is the Upper Thames valley, which includes the Cotswold Water Park (CWP), although some other settlements such as Bourton-on-the-Water, Cirencester and Moreton-in-Marsh are also affected. The flooding experienced in the District in 2007, late 2012 and early 2013 highlighted the additional risk to both existing and new properties of sewer flooding.
- 2.25** To help address the issue of climate change the Council has granted permission in suitable locations for a number of solar farms and single wind turbines. These facilities are making a valuable local contribution to tackling the rate of climate change. However, the District's high quality landscape and heritage makes it challenging to bring forward acceptable renewable energy proposals and innovative designs will be required.

3 Issues

- 3.1** The challenge facing Cotswold District is to plan for future development requirements in the most sustainable way possible, making provision for homes, jobs and community facilities, while protecting the area's outstanding natural and built environment.

Natural and Historic Environments

- 3.2** It is imperative that the character, appearance and diversity of the District is protected and wherever possible enhanced, especially within areas of high historic, landscape or nature conservation importance. It is also important to ensure that new development is well designed; respects biodiversity and green infrastructure; and does not lead to the coalescence of settlements.
- 3.3** The District's natural and historic environments are its greatest assets. The challenge is to harness these sensitive assets to economic advantage by managing tourism, agricultural diversification and other changes to rural areas in a sustainable and non-intrusive manner
- 3.4** Future housing, employment and other development will need to be suitably designed and located to minimise visual and other impacts on the sensitive Cotswold landscape and built heritage.

Population and Housing

- 3.5** The relatively large and growing elderly population, coupled with a loss of young people, has implications for the structure of communities, and places demand on health and public services. In particular, more adaptable accommodation is likely to be required, together with the requisite service provision.
- 3.6** Delivering an appropriate mix of housing that meets the District's objectively assessed need, including the requirements of people on middle/ lower incomes and first time buyers, is a major challenge. Evidence conducted by the National Housing Federation suggests that the average price of a house in Cotswold is 19 times the average salary⁽¹⁴⁾. Failure to provide an appropriate mix of housing has led to more economically-active people, particularly the young, being forced to look elsewhere for somewhere to live. This is likely to exacerbate the adverse economic, social and commuting consequences for the District.
- 3.7** The district's high levels of second home ownership adversely affects housing affordability.

Local Economy

- 3.8** The District has been resilient during the recession and the economy is forecast to continue growing. Although relatively self-contained, Cotswold District imports labour to support its growth and, as previously noted, experiences problems recruiting suitably skilled staff,

14 The report is based upon Mean house price (Land Registry 2013), gross median earnings (ASHE, ONS, 2013) <http://www.housing.org.uk/publications/browse/rural-housing-countryside-in-crisis/>

3 Issues

particularly in the professional, skilled trades and engineering sectors. A well-skilled and accessible workforce is required to support the growth of the District's existing and new employers.

- 3.9** Tourism is a major and growing part of the local economy. However, if not properly managed, it could have adverse impacts on the District's environment and the daily life of local people. The challenge is to enable and manage sustainable tourism, which will safeguard the countryside, heritage and culture for future generations while providing benefits to the local economy.
- 3.10** Significant 'leakage' of comparison (non-food) shopping trips from Cirencester to centres beyond the District needs to be addressed to help sustain the town's important retailing role⁽¹⁵⁾.

Infrastructure and Service Provision

- 3.11** The continuing loss of village shops, post offices, schools and pubs⁽¹⁶⁾ has meant that the retention of rural services and facilities has become a key issue throughout much of the District. The challenge will be to: resist the loss of important facilities wherever possible; support the delivery of new ones; and enable the provision of better access to local service centres for residents living in surrounding rural areas.
- 3.12** To help ensure the continued success of micro businesses, there is a need to support the improvement of broadband speeds and mobile telecommunication connections in many rural parts of the District.

Sustainable Travel

- 3.13** The high dependence on car travel, coupled with a significant proportion of residents who commute daily in and out of the District⁽¹⁷⁾, presents a major challenge to a District with poor sustainable transport options. In-commuting is likely to put pressure on parking provision in the main centres of employment, notably Cirencester, while out-commuting has added to parking pressures at Kemble and Moreton-in-Marsh rail stations.

15 Town Centre and Retailing Study 2007 (GVA); Cotswold Retail Study 2012 (Peter Brett and Associates) <http://www.cotswold.gov.uk/media/453359/part-3-volume-1-cotswold-retail-study-nov-2012.Pdf>
<http://www.cotswold.gov.uk/media/453362/part-3-volume-2-cotswold-retail-study-nov-2012.pdf>

16 Roles and Function of Settlements Study 2012; Employment Land Availability 2012; Employment Retail and Commercial Land Availability Report 2013; Economic Land Monitoring Report 2013 – 2014; Cotswold Corporate Strategy and Corporate Plan 2012 – 2015 Cotswold District Council: <http://www.cotswold.gov.uk>
 English Indices of Deprivation 2010 Office for National Statistics
<http://data.gov.uk/dataset/index-of-multiple-deprivation>

17 Census 2011 ONS

Climate Change and Flood Risk

- 3.14** The potential impact of climate change needs to be taken into account in planning for all new development, both in terms of location and design⁽¹⁸⁾. Increased energy and water efficiency will have to be considered along with water storage measures, sustainable drainage systems, and renewable energy generation⁽¹⁹⁾.
- 3.15** Opportunities for larger scale renewable energy development such as wind turbines and solar farms will be enabled within the context of the objective to conserve the District's rich built heritage and scenic beauty of the Area of Outstanding Natural Beauty.

18 National Planning Policy Framework, 10 – Meeting the challenge of climate change, flooding and coastal change: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

19 Water Cycle Study, Cotswold District Council
<http://www.cotswold.gov.uk/residents/planning-building/planning-policy/emerging-local-plan/evidence-base-and-monitoring/>

4 Vision

4 Vision

The Local Plan's Vision supports the following priorities, which are set out in the Council's Corporate Strategy 2012-2015:

- Maintain and protect our environment as one of the best places to live, work and visit;
- Work with local communities to help them help themselves.

Vision

Through delivering on clear objectives, by 2031, Cotswold District will have:

- contributed to enabling a strong, competitive and innovative local economy;
- supported the delivery of a range of housing that helps meet the requirements of all sections of the community;
- further capitalised on its key strengths, notably its high quality historic and natural environment; and
- helped to create more sustainable, mixed communities.

Cirencester will continue to be the main focus for additional housing and employment growth, while its function as the dominant business location, service and cultural centre for much of the District will have been enhanced.

Beyond Cirencester, much of the planned, positive change will have occurred in the most sustainable towns and larger villages so that the provision of the majority of services and facilities is met from within those settlements, serving the surrounding rural areas.

The development needs of communities, businesses, and visitors will have been enabled taking particular account of:

- climate change and flood risk;
- the area's internationally recognised natural, built and historic environment; and
- the provision of adequate supporting infrastructure.

Objectives 5

5 Objectives

5.1 The following Strategic Objectives will help to deliver the Vision and guide development in the District over the period to 2031.

1. Natural and Historic Environment

Through application of appropriate planning policies in the development management process:

- a. Conserve and enhance the high quality, local distinctiveness, and diversity of the natural and historic environment
- b. Ensure new development is of high quality and sustainable design, which reflects local character and distinctiveness, is appropriately sited, and provides attractive and inclusive environments.
- c. Protect the open countryside against sporadic development, while also avoiding coalescence of settlements, particularly around Cirencester.
- d. Support the creation of new green infrastructure to enhance environmental quality and provide health benefits.

2. Population and Housing

Through establishment and implementation of the OAN and allocation of land

- a. Provide an adequate supply of quality housing, of appropriate types and tenures, to meet objectively assessed needs.
- b. Identify suitable land in appropriate locations to provide sufficient pitches for gypsy and traveller accommodation, to meet the needs established through the GTAA.

3. Local Economy

Through implementation of the OAN, Economic Strategy and allocation of land

- a. Support the local economy and enable the creation of more high quality jobs in the District, which meet local employment needs.
- b. Encourage vitality and viability of town and village centres as places for shopping, leisure, cultural and community activities, including maintaining Cirencester's key employment and service role.
- c. Support sustainable tourism in ways that enable the District to act as a tourist destination which attracts higher numbers of longer-stay visitors.

4. Infrastructure and Service Provision

Through implementation of the IDP

Maximise the quality of life by maintaining and supporting the delivery of infrastructure, services and facilities needed to support local communities and businesses.

5. Sustainable Travel

5 Objectives

Reduce car use by:

- i. locating most developments in sustainable locations where there is good access to jobs, services and facilities; and
- ii. supporting improvements in public transport and walking/ cycling networks.

6. Climate Change and Flood Risk

Reduce the environmental impact of development and vulnerability to the impacts of climate change (including the risk of flooding) by:

- i. maximising water and energy efficiency, promoting the use of renewable energy sources and sustainable construction methods and reducing pollution and waste; and
- ii. by locating development away from areas at high risk.

Strategic Policies 6

6 Strategic Policies

- 6.1** Strategic policies are policies that are generally applicable across the district and address matters that, if compromised, would undermine delivery of strategic objectives and/or the plan strategy as a whole.
- 6.2** As illustrated in the diagram at Appendix x, detailed development management policies will be outlined in the next stage of the Local Plan preparation consultation, these will amplify and clarify the strategic policies. In line with government policy the Council will adopt a positive approach in seeking to meet the objectively assessed development needs of the District. The policies will provide a guide for development that creates positive and sustainable growth.

6.1 Sustainable Development

- 6.3** The Government's National Planning Policy Framework recognises that sustainable development is about change for the better and positive growth - making economic, environmental and social progress for this and future generations.
- 6.4** In line with Government policy the Council will adopt a positive approach in seeking to meet the objectively assessed development needs of the District. The policies in the Local Plan will provide a clear framework to guide development that creates positive and sustainable growth. This will enable proposals that accord with the Plan's objectives to be approved without delay.
- 6.5** The National Planning Policy Framework describes the presumption in favour of sustainable development as a golden thread running through plan making and decision taking. This is reflected in the planning authority's commitment to positively consider proposals which bring forward social, economic and environmental improvements.
- 6.6** The policies set out in the final Local Plan will need to be read as a whole and there are likely to be other policies relevant to an application and these may override or provide more detailed guidance for a particular application. They may also rule out the principle of that particular use in that particular location. This general set of criteria is to be read in that context.
- 6.7** A number of criteria may require evidence to be submitted with a planning application for a decision to be made.

6 Strategic Policies

SP1: Presumption in Favour of Sustainable Development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever, possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and where relevant, with policies in neighbourhood plans) will be approved, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise - taking into account whether:

- **Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**

Specific policies in that Framework indicate that development should be restricted.

Strategic Policies 6

6.2 Growth and Development

- 6.8** The Local Plan will set out how it will meet the objectively assessed needs of Cotswold district by providing for the housing, employment and retail requirements for the period 2011-2031. The Plan includes a strategic site and detailed site allocations to meet the residual requirement in accordance with the distribution strategy.

6.2.1 Economy

SP2: Economic Priorities

The Council will support sustainable economic growth and improvement in its economic performance, whilst protecting and enhancing the attractive environment of the District, through reinforcing the economic functions of the District's settlements by:

- a) Making provision for the objectively assessed employment and economic needs of the District, and ensuring a degree of flexibility and adaptability to changing economic circumstances.
- b) Seeking to sustain and support the resilience of the local economy and recognise the value of smaller businesses, as well as larger employers.
- c) Encouraging employment opportunities linked to Further and Higher Education institutions and research establishments.
- d) Enabling a prosperous and sustainable tourism economy, promoting a successful visitor economy which benefits visitors and local communities alike.

- 6.9** The Council will support economic development by:

- providing for a range of unit sizes and type of premises, both in quality and tenure and provision of suitable units, including for start-ups and SMEs (small and medium sized enterprises) including and opportunities for more sustainable working practices such as home-working, requiring the provision of business incubation space and serviced workspace;
- the growth and/or expansion of existing businesses wherever possible encouraging employment opportunities which capitalise on the growth of Further and Higher Education institutions and research establishments;
- the development of knowledge industries, new environmental technology hubs, and attract knowledge based businesses in appropriate locations and
- safeguarding the best employment sites for employment use and maximising potential of existing sites balanced against the environmental and heritage constraints of the District.

6 Strategic Policies

- 6.10** The Local Plan will provide flexibility for wider opportunities for a range of employment growth that supports economic communities through a suite of policies, allocations and proposals. Through the supply and demand analysis we consider that a variety of employment sites are available to enable market choice and to improve/maintain existing residents' opportunities to work locally.

6.2.2 Housing

SP3: Land for new homes

To support and strengthen communities and their towns and villages, sufficient land will be made available to accommodate 7,500 dwellings across the district during the plan period. The distribution of dwellings between towns and villages will occur at the strategic site, specific allocated sites, and other locations in accordance with the strategy, sustainable development criteria and other policies in the Local Plan.

Sufficient land will be allocated to accommodate 26 pitches to meet the gypsy and traveller need across the District, by 2031.

- 6.11** One of the aims of the Local Plan is to ensure that the Council maintains a healthy supply of land for housing and national planning policy requires that Local Plans meet their objectively assessed development need (OAN). The Council has worked in co-operation with other authorities across the Gloucestershire housing market area to establish the level of housing need. The OAN assessment of 2014, conducted in conformity with national policy and guidance, forecasts a need of 375 dwellings per year, which equates over the 20 year plan period to an additional 7,500 dwellings across the district. The evolution of the OAN and the housing requirement figure is explained in the supporting evidence paper: Housing November 2014.
- 6.12** Development will take place in sustainable locations in line with the strategy; addressing the challenges of climate change; delivering good quality living environments; and bringing infrastructure enhancements, such as leisure and recreation provision, improved access to services and better community facilities. New housing will help deliver the vision for each settlement outlined in the Strategy.
- 6.13** Delivery in the first part of the plan period will include existing commitments (dwellings that are under construction, with planning permission or a resolution to approve subject to a section 106 agreement). From 1st April 2011 to 31st March 2014 a total of 1,317 dwellings were completed. At 1st April 2014 there were commitments for 2,634 and between April and September 2014 a further 730 dwellings were granted planning permission. This amounts to a total of approximately 4,600 dwellings already accounted for. The site allocations proposed through the Local Plan will account for the residual.
- 6.14** It is a national policy requirement that the Local Plan identifies a supply of specific deliverable sites sufficient to provide five years worth of housing against the housing requirement, including an additional 20% buffer to provide a realistic prospect of achieving the planned supply and to ensure choice in the market for land. Further sites should then be available for years 6-10 and

Strategic Policies 6

11-15. The expected rate of housing delivery for the plan period and an accompanying 5 year supply calculation are provided in the housing evidence paper. The housing trajectory will be updated annually through the Annual Monitoring Report.

- 6.15** The Local Plan will include policies to outline a requirement for developments to deliver a wide choice of high quality homes, providing opportunities for home ownership and to create sustainable, inclusive and mixed communities. The size, type, tenure and range of housing that is required in settlements across the District will reflect local needs as outlined in the SHMA and any future updates to technical evidence.

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6.3 Environment

SP4: Natural and Historic Environment

New development should promote the protection and enhancement of the District's historic and natural environment by:

- ensuring the protection and enhancement of existing environmental and heritage assets (both designated and non-designated) and their settings (that protection and enhancement being proportional to the significance of the asset);
- contributing to the delivery and enhancement of new and existing green infrastructure;
- addressing the challenge of climate change and habitat loss and fragmentation by creating new habitats and better management of existing habitats, paying particular attention to Gloucestershire Nature Map and Nature Improvement Areas (or similar designations);
- seeking to improve air, soil and water quality where appropriate;
- ensuring high quality design that complements the character of the area.

- 6.16** The natural and built environment has been identified as being of key importance for communities through engagement and consultation. The need to protect the environment is supported by a wide range of policy guidance and initiatives. Cotswold District environmental and heritage assets are widely recognised as being of high quality and, in some cases, unique. The value of these assets to the area is evident, for example they provide a strong local identity, enhancing the overall quality of life and contribute to the area's economy by supporting the tourist trade.
- 6.17** These assets can be of international, national or local importance. The level of importance of an asset and the significance of any feature that may be affected by a proposed development should be carefully considered and appropriate weight attributed. Even when development takes place without direct harm to the asset, it is important that the setting and potential wider area of influence is also protected. For example, development just outside the AONB may be clearly visible from within the AONB, thereby causing harm to the character of the AONB. The role of environmental assets and features in their wider context should also be considered, for example their role in wildlife corridors and networks. Development can contribute positively towards the creation of new environmental assets, including green infrastructure (and the management of existing ones) and it is important that these are designed to take full account of strategic issues, for example Nature Improvement Areas, long distance footpaths etc.
- 6.18** The need for development must be considered against the requirement to minimise pollution and other adverse effects in the local and natural environment. Land will be allocated with the least environmental, agricultural or amenity value, where consistent with other policies in the national framework and Local Plan.
- 6.19** Good design of new developments is crucial in ensuring that they are successful in contributing positively to local character as well as meeting the needs of current and future generations. This is particularly important in the Cotswolds where the existing natural and built environment is so distinctive and of such high quality.

Strategic Policies 6

6.4 Distribution Strategy

6.20 Since publishing the Preferred Development Strategy in May 2013 (PDS), the Council has taken a number of important steps to move the strategy forward, including:

- The production of further evidence and data on many key topics, including a wholesale review of the objectively assessed housing and employment requirements.
- Analysing all objections to the PDS and, where appropriate, amending the strategy accordingly.
- Commissioning the preparation of further sustainability appraisal to test key aspects of the emerging distribution of development.
- Working with local communities to help identify suitable sites (of non-strategic scale) to accommodate housing and employment development in the District's most sustainable settlements.

6.21 The 17 settlements identified in the PDS were selected on the basis of their social and economic sustainability - including accessibility to services and facilities - along with the availability of land to deliver future development. The latter, at that stage, focussed primarily on meeting housing requirements. The Development Strategy Evidence Paper (April 2013) explains the rationale and methodology in more detail. Environmental sustainability considerations helped to determine an acceptable scale of development in the 17 settlements.

6.22 In December 2013, the Council added Down Ampney to the list of settlements identified in the Development Strategy following the receipt of evidence demonstrating the existence of deliverable land for development in and around the village. Previously, no land had been put forward in response to 'calls for sites'. Conversely, the process of identifying suitable land for development has recently revealed that Siddington has insufficient development opportunities to justify inclusion in the Development Strategy, and the village has thus been removed. The resulting 17 settlements are considered to be the most sustainable locations where sufficient available and deliverable land has been identified to meet the District's future development requirements.

6.23 In taking forward the strategy, the Council is conscious that, in order to achieve sustainable, balanced communities, the delivery of housing for the District needs to be balanced with appropriate employment growth. To that end, the objectively assessed housing requirement takes various demographic factors into account, including the District's ageing population. The resulting employment land requirement and distribution strategy needs to reflect, and be able to deliver, the economic assumptions informing the housing requirement.

6.24 In determining the distribution of housing and employment, particular account has been taken of:

- the objectively assessed District housing need (7,500);
- the employment land requirement (for B class land) of c.28 hectares over and above existing commitments
- the current position on housing completions and outstanding planning permissions;
- potential non-strategic housing and employment site allocations (including viability reports);
- the contribution of the strategic development site south of Chesterton, Cirencester;

6 Strategic Policies

- the role of rural housing; and
- representations made in previous public consultations.

Strategic Policy 5: Distribution of Housing and Employment Development

The Cotswold District objectively assessed housing requirement of 7,500 dwellings and class B employment land requirement of 28 hectares (2011-2031) will be met on identified sites in the following locations:

| Settlements | Housing | | | Employment |
|--|--|-----------------------------|--------------|-------------------------------|
| | Built since 2011 and extant planning permissions | Proposed through allocation | Total | B-class employment (gross Ha) |
| Cirencester strategic site south of Chesterton | 0 | 2,350 | 2,350 | 9.10 |
| Cirencester (excl. strategic site) | 1,006 | 31 | 1,037 | - |
| Andocersford | 68 | 40 | 108 | - |
| Blockley | 8 | 51 | 59 | - |
| Bourton-on-the-Water | 327 | 10 | 337 | 3.38 |
| Chipping Campden | 81 | 127 | 208 | 0.67 |
| Down Ampney | 23 | 31 | 54 | - |
| Fairford | 442 | 0 | 442 | - |
| Kemble | 58 | 12 | 70 | - |
| Lechlade | 96 | 18 | 114 | 1.25 |
| Mickleton | 149 | 0 | 149 | - |
| Moreton-in-Marsh | 819 | 21 | 840 | 7.13 |
| Northleach | 43 | 53 | 96 | - |
| South Cerney | 155 | 0 | 155 | - |
| Stow-on-the-Wold | 91 | 30 | 121 | - |
| Tetbury | 739 | 27 | 763 | 6.74 |
| Upper Rissington | 394 | 0 | 394 | - |
| Willersey | 5 | 80 | 85 | - |
| Other locations | 341 | - | 341 | - |
| DISTRICT TOTALS | 4,858 | 2,881 | 7,726 | 28.27 |

6.25 The council considers that these allocations make sufficient provision to meet the objectively assessed need for housing during the Plan period. Proposals coming forward outside of these allocations will be considered within that context and having regard to the application of appropriate development management policies.

Proposed non-strategic site housing allocations

6.26 The site allocations process narrowed down potential SHLAA sites to 'Preferred' sites, which have a realistic chance of being delivered within the Plan period. The reasoning and justification for this process is fully outlined in the Evidence Paper: to inform non-strategic housing and employment site allocations.

Strategic Policies 6

6.27 To date, outstanding planning permissions and completions since April 2011 total 4,845 dwellings. Adding these commitments to the estimated housing on all of the preferred sites (531) produces a total of 5,376 dwellings. That figure is over 2,100 dwellings short of the revised objectively assessed housing requirement (7,500).

Strategic development site south of Chesterton, Cirencester

6.28 Evidence demonstrates that, even if all of the preferred sites were to be allocated, the District housing requirement could not be met without a site of 'strategic' scale also being proposed.

6.29 The planning arguments for allocating land south of Chesterton were set out in two earlier consultation papers ⁽²⁰⁾. None of the evidence produced to date (including many objections made in response to the PDS), have identified compelling planning reasons for deleting the Chesterton site, which remains critical to the success of delivering the Development Strategy.

6.30 However, although the District housing requirement has increased by a further 600 dwellings since the PDS was published, the proposed scale of development at Chesterton has reduced from that previously proposed to 2,350 dwellings.

6.31 The Cotswold Economy Study 2012 (CES) recommended that 9.1 hectares of B class employment should form part of the proposed strategic development site. The review of the economic evidence has not deviated from that figure and viability reports have indicated that 9.1 hectares here is both viable and deliverable. Although the overall District requirement for employment land has increased, it is not considered appropriate to increase the amount of earmarked south of Chesterton.

Proportionality of housing development

6.32 The table at Appendix XX provides a commentary on the respective levels of housing growth proposed in each of the settlements.

The contribution of housing 'windfalls'

6.33 The Council has robust evidence of the contribution that windfalls have made to the District's housing supply in recent years and has concluded that 69 dwellings p.a. can reasonably be expected to accrue from this source over the 13 year period 2018-2031 (a total of 897 dwellings). While the Council is not relying on windfalls to contribute to the total housing requirement in Policy XXX, they provide significant flexibility in the supply of housing if any of the commitments or preferred allocations fail to materialise within a reasonable timescale.

Employment land requirement

6.34 The evidence, Supplement to CES and Economy Evidence Paper 2013 (CDC, November 2014), indicates that an employment land requirement in the range of 20 to 28 hectares across the district, solely for B Class uses, would be appropriate for the plan period.

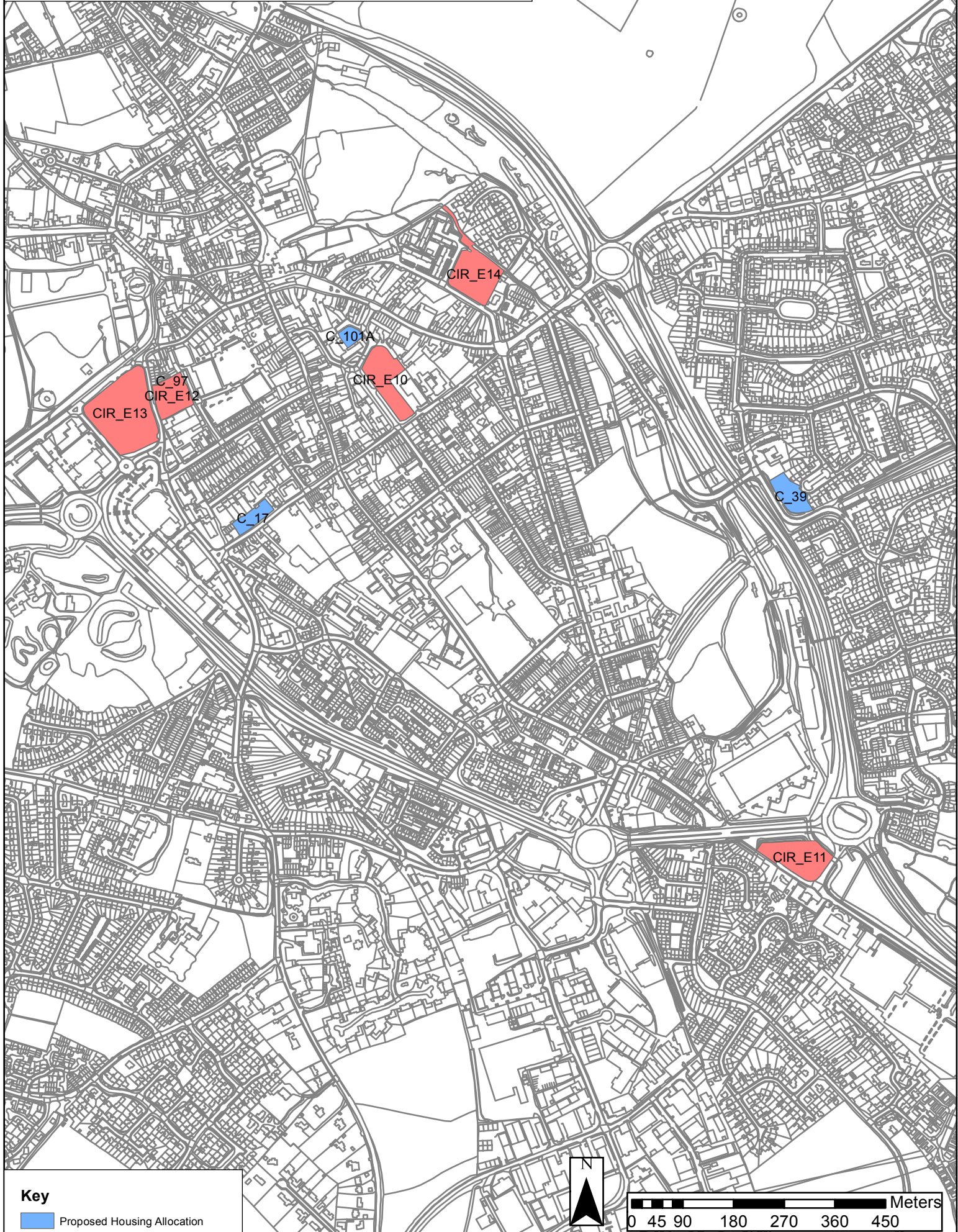
20 LDF Core Strategy Second Issues and Options Consultation Paper (Dec. 2010) and Local Plan Consultation Paper: Preferred Development Strategy (May 2013)

6 Strategic Policies



- 6.35** The District, however, has little vacant business space or land available that is allocated for B class uses. Moreover, many commitments for B class uses have tended to come forward outside the most sustainable settlements. In aiming to plan positively and facilitate the growth of the local economy in the most sustainable locations, a balance needs to be struck between oversupply and providing a flexible supply of land. Viability reports indicate that employment development tends to respond to a particular user's needs, rather than speculative development. Sites also come forward with different densities to those originally anticipated, making it difficult to forecast the amount of floor space and jobs that particular sites will deliver.
- 6.36** Although the District has seen an overall increase of classes B1 and B8, there has been an overall decline in class B2 employment space. Evidence indicates that planning for a gross employment land requirement figure would help to maintain a flexible and adaptable land supply to meet the needs of business. In addition, the Council proposes to plan for the higher end of the range of land required to provide a choice of land. Therefore, the employment land requirement proposed for B class employment land over the plan period is 28 hectares.
- 6.37** Although the employment land requirement figure relates to B class uses only, there are other employment-generating uses too. Where opportunities have arisen, mainly in Cirencester, these have been identified for various mixed use allocations and are reflected in Strategic Policy XXX. Development management policies will be developed to support the wider economy, for example, tourism, retail, agriculture for inclusion in the full Local Plan.

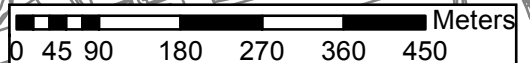
Cirencester

Proposed Housing and Employment Allocations



Key

-  Proposed Housing Allocation
-  Proposed Employment Allocation



7.2 Strategic Site

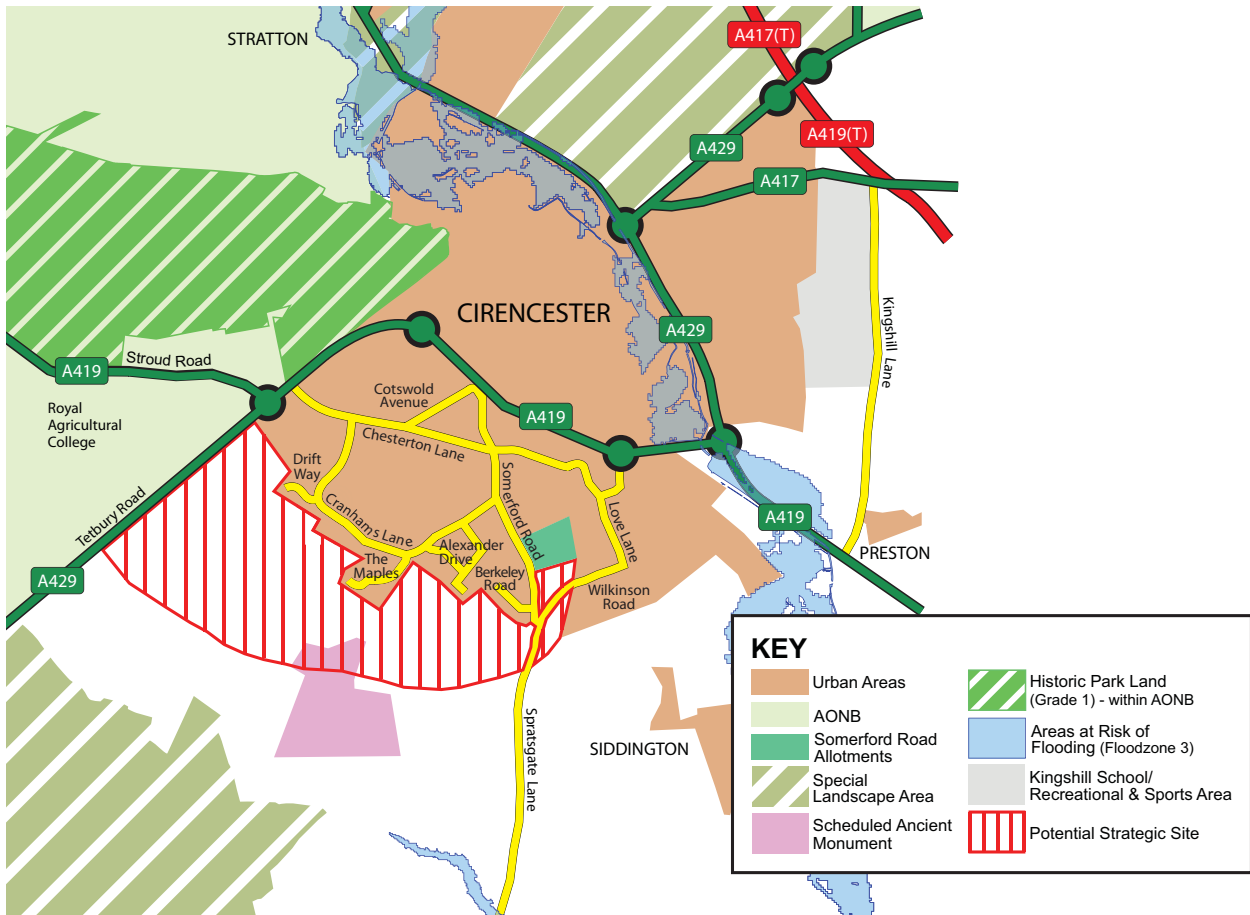
Introduction

- 7.1** The allocation of a strategic site at Cirencester is required to help meet the District's future needs for housing and employment land. Evidence indicates that land to the south of Chesterton is the most suitable location for this development.

Site Context and Constraints

- 7.2** The A429 (Tetbury Road) forms a defined boundary to the western edge of the site, while the eastern boundary is less clearly defined, abutting the Wilkinson Road industrial estate, the Somerford Road allotments and Spratsgate Lane.
- 7.3** The strategic site comprises 120 hectares of predominantly agricultural land, much of it grade 2 and divided into small to medium sized arable fields. The site does not lie within a designated landscape; the AONB terminates at the western edge of the A429 and the Kemble/Ewen Special Landscape Area lies beyond the southern boundary of the site.
- 7.4** The landscape is open, only very gently rolling with a number of individual trees and groups of trees covered by Tree Preservation Orders. Public Rights of Way cross the site, providing access into the town and to the surrounding countryside. The town centre is approximately 1.3km to the north of the site.
- 7.5** There are a number of heritage assets in and around the site. At the centre of the site lies the Grade 2 listed Chesterton Farmhouse and Barn, with a number of associated outbuildings and cottages. To the north of the site lies The Cranhams, while to the west lies the Royal Agricultural University, both of which are Grade 2 listed buildings. Further to the north-west, and removed from the site lies Cirencester Park, a grade 1 historic parkland.
- 7.6** Approximately 4.7 hectares of a large Scheduled Ancient Monument, a Romano-British settlement lies at the southern edge of the site.
- 7.7** The majority of the northern boundary of the site abuts modern residential development; with the cemetery and Cirencester Business Park adjoining the north western edge of the site. Other man-made constraints on the site include two gas pipelines and overhead cables. The site does not lie within any areas designated by the Environment Agency to be at risk from flooding.

7 The Strategy



Map 2 Strategic Site Location

Vision for the Strategic Site

7.8 The Council, with community participation, has set out a vision for the site. The vision sets out how the development will look and function, and will inform the design principles and Masterplan Framework:

The Strategy 7

Strategic Site Vision

Development of the land south-west of Chesterton and adjacent to the Royal Agricultural University presents an opportunity to create a new and attractive south-western edge to Cirencester. This vision statement describes the ultimate ambition for the place. The development will sit comfortably within the gently undulating landform, successfully incorporating significant trees and hedgerows within green corridors. A range of public open spaces will also help to green the place. In its town planning, the development will reflect the built environment of Cirencester. All buildings will exhibit high architectural quality, making optimum use of modern systems internally. The external appearance will avoid pastiche whilst preserving contact with the best local building traditions, not least in the use of high quality materials. The built environment will strike a successful balance between variety and harmony. As in the best historic townscapes the scale, massing and detailing of particular buildings will respond to the character and role of the street they address. Within the layout, focal points and landmarks will be highlighted with distinctive buildings and spaces. A carefully planned network of green infrastructure will serve as a foil to the built environment, helping to create and define smaller, recognisable neighbourhoods within the development. As a consequence, the layout will be easy to understand and navigate. Integration with existing streets and paths in the vicinity, which will be enhanced where necessary, will ensure this new part Cirencester is well connected to Chesterton, the rest of the town, and the countryside beyond.

The mix of homes and tenure types will reflect the needs and ambition of the local community. Residents will have convenient access to community facilities such as schools, shops, health care and play areas. Sufficient employment land and buildings will be provided to ensure a wide range of job opportunities, and these will be closely integrated with residential uses where practicable. All properties will have convenient access to public transport and to a finely branched network of safe and direct walking and cycling routes, linking people to schools, work places and services, both within the development and beyond. Ready access to high speed broadband will enable home working and help reduce the number of journeys by private car. Public spaces will be well designed, with suitable management and maintenance arrangements in place to ensure their continued upkeep. All public spaces and routes will be overlooked to ensure they feel safe.

This new part of Cirencester will have a range of site-wide features to reduce its environmental impact including low carbon energy generation, SuDS, and convenient access to recycling facilities. Homes will provide ample space for living and storage. Allotments and gardens will provide opportunities for residents to grow their own food. The development will promote innovation in residential, commercial and infrastructure design with a view to achieving more sustainable ways of living and a place that is future-proof. Essential infrastructure and services will be fully integrated in the design of the place from the outset and delivered in phase with the building work.

7 The Strategy

Development Objectives

- 7.9** The development objectives are intended to provide a basis for more detailed urban design and master planning work which will ultimately deliver the vision. They are site specific and will be used in conjunction with other design policies within the Local Plan to ensure that a well designed place is achieved.

Character, Form and Attractiveness

- 7.10** The character and form of the development will reflect the best traditions of historic built form in the Cotswolds. Achieving local distinctiveness is a core development objective, and designers will be required to reinterpret local building traditions and use local materials to create a contemporary and sustainable urban extension. Density is a key determinant of the character and form of the built environment. Achieving the average net density will be critical, but this average allows scope for varying densities across the site as a whole. The highest densities will be found close to key locations (e.g. the local centre) and along public transport routes, with lower densities being found along sensitive edges of the development, in order to ease the transition from town to countryside.
- 7.11** Existing trees and hedgerows will be retained where practicable and the use of green infrastructure will not only enhance the attractiveness of the site and integrate it into the landscape, but will also provide habitats for wildlife.

Continuity and enclosure

- 7.12** Creating a coherent and permeable built environment, is a core development objective. The proposed development will be a place where public and private spaces are clearly distinguished. The Master Plan Framework and the subsequent stages of the master planning process will be expected to provide more detail on how this objective will be achieved.

Mixed Uses and Tenures

- 7.13** A mix of dwelling types and tenures, along with employment and commercial uses, will assist in making the development economically and socially successful. All residents should have easy access to facilities and the neighbourhood centre is intended to meet the day-to-day needs of people living and working within the site. The new services and facilities will, however, also be readily accessible to people living in the surrounding areas.
- 7.14** By providing new employment floor space, in addition to the new housing, the development will make a positive contribution to Cirencester's economy and to its self-containment. The practice of allocating open-ended employment sites can sometimes fail to deliver an appropriate range of employment buildings and uses. Whilst investment interest is always welcomed, the market alone may not always provide a sufficient range of accommodation. The Council is concerned to ensure this does not hamper the site and the development's ability to make a significant contribution to the growth of a diverse local economy in Cirencester. The Council wants to see the local economy expand in all sectors including tourism. The Council's objective is to work with the landowner and partners to attract employment uses that will complement the overall vision and add significant value to the development.

The Strategy 7

- 7.15** The quality and density of jobs created will also be important considerations and the Council will require that the employment land will meet future employment needs and demands for a mix of types and sizes of business spaces suitable, for example, for business start-up and incubation, expansion of existing businesses, technical hubs and company headquarters.
- 7.16** The vision requires development that will create an attractive south-western edge to Cirencester. This will require careful consideration of, among other things, what forms of employment development might be appropriate in different parts of the site. For example, there may well be a land use rationale for further employment development adjacent the existing Cirencester Office Park (Tetbury Road), but promoting the right form of development will be critical to realising the vision. High quality B1 office development and/or a new hotel may be appropriate employment uses for this part of the site. Conversely employment uses that are normally accommodated in very utilitarian building types (e.g. general industry) are highly unlikely to be considered appropriate in this part of the site, but would be accommodated on the land to the east of Wilkinson Road.
- 7.17** Whilst the Council will seek to ensure that concentrations of certain types of employment uses/buildings are directed towards the most appropriate parts of the site, the development shall otherwise avoid rigid 'zoning' of different uses to different parts of the site. Uses that would not prejudice residential amenity (e.g. small scale light industrial, office, retail and sociable uses) will be encouraged across the residential areas, in order to create places with variety and choice. For example, the ground floor of buildings adjacent to the main nodes may be particularly suitable for small-scale retail and sociable uses. Encouraging a mix of uses across the development, at the various scales described above, is a core development objective.

Lively Streets and Spaces

- 7.18** The streets, communal areas and public open spaces within this development will be the focus for community activity and social interaction for all ages. Streets and junctions will be designed as public spaces, rather than merely as functional routes for vehicular traffic. They will be enclosed and overlooked by built form to impart a feeling of security for all users.
- 7.19** Street trees will provide shelter for pedestrians and cyclists, as well as enhancing the appearance of the street scene, and minimising the visual impact of on-street car parking. Conveniently placed benches and places to rest will enable the less able to move in and around the development in addition to providing informal places for social interaction.
- 7.20** High quality playing fields and supporting infrastructure will also be provided to serve the needs of residents. Informal open space and structured landscaping will provide opportunities to successfully integrate existing landscape assets into the new development. Existing heritage assets shall be carefully integrated, in ways that preserve and enhance their settings. The development shall also include new allotments, or community gardens, to meet needs arising from the development, and these shall be provided on the highest quality agricultural land within the site. The provision of attractive and safe outdoor areas that display the highest standards of design in terms of materials, planting, street furniture, lighting and access is a core development objective.

Functionality, Adaptability and Resilience

7 The Strategy

- 7.21** The vision calls for a development with a range of site-wide features to reduce its environmental impact including low carbon energy generation, SuDS and convenient access to allotments and recycling facilities. The Council, working with developers, will seek to use the appropriate assessment methodologies to secure enhanced building and environmental performance above statutory minima where practicable. Any proposed new technologies, including opportunities for decentralised energy production, will be carefully integrated from the outset, particularly those with the potential to have adverse impacts on the external appearance of individual or groups of buildings and/ or where widely visible from public viewpoints.
- 7.22** The most successful built environments are those that have proved robust enough to adapt to changing circumstances and demands. In order to achieve this quality, the built environment of this strategic development needs to be adaptable at every scale. The layout itself should be based on block sizes and a pattern of streets that allow flexibility in terms of the variety of uses that could be developed over time. Public spaces within the scheme should be designed to accommodate a variety of uses and activities. Developers and designers should seek to ensure that the buildings they deliver within the development are as robust as practicable, by giving careful consideration to characteristics such as height, depth and access, all of which influence how adaptable buildings are to new uses.
- 7.23** A key factor affecting the robustness of housing is the amount of space that individual units provide. The vision here is for a range of house types offering choice in the amount of space provided. In particular the Council will seek to ensure that some house types provide sufficient space to facilitate home working. Where possible the design of housing should also provide opportunities for future enlargement, which would not compromise the original design concept for the surrounding part of the development (e.g. the street).
- 7.24** Places that are easy and practical to manage tend to be more resilient, for example where maintenance and policing are supported by good access, natural surveillance and hard wearing, easy to repair materials.

Ease of Movement

- 7.25** The application of these development objectives shall create an environment that is easily understood. Successful towns are typically arranged around one or two primary streets lined by commercial uses, with smaller scale streets leading off into residential areas. In historic townscapes the most important streets are often distinguishable from others because of their width and their grand buildings, whereas quiet residential streets often have a much more intimate character. Public buildings and other landmarks are often located at key nodes. Places with this sort of hierarchy of streets, nodes and built form are easier to understand than large areas of uniform housing development. Emulating this traditional approach to town planning is a key development objective.
- 7.26** It is envisaged that a main street will be provided through the site between the Tetbury Road and Wilkinson Road. The option of including a bus gate, to control the amount of traffic that can access Wilkinson Road, will be carefully considered. Master planning work will investigate options for locating the proposed neighbourhood centre at an appropriate point on the main street, ideally on an intersection with other key routes.

The Strategy 7

- 7.27** Specially designed buildings will mark important corners, and formal groupings of buildings will enclose and define key public spaces. Developers and designers will be required to ensure that their scheme proposals play a positive role in improving legibility across the development. In particular they will be required to identify and maximise opportunities for landmark buildings, vistas and focal points.
- 7.28** The intention is not, however, to create areas with contrived or superficial characters that derive primarily from the external appearance of buildings. Rather the intention is to create a new townscape, where intrinsic variations in development form (e.g. layout, density, scale and massing) create an easily understood hierarchy of streets and spaces. The introduction of special or unusual features will be encouraged to add a further layer of legibility and to enrich the public realm.
- 7.29** The 'street' will be of the utmost importance within this development. As well as providing places for interaction, each street will contribute to the creation of a comprehensive interconnected network.
- 7.30** A finely branched network of footpaths and cycleways will complement the street network. Together they will form a highly permeable grid of movement for pedestrians and cyclists, which always offers a choice of routes to facilitate efficient and direct journeys. This network of footpaths and cycleways will help connect the development to destinations beyond the site boundaries (e.g. the town centre, Kemble station and the Water Park). The network will be less permeable for private cars, making walking and cycling more attractive options for local trips.
- 7.31** Traffic management will be integral to the urban form within this development, and will be achieved through a wide variety of means. Whilst cars will not be excluded (as they can contribute to the liveliness of the public realm) the design will encourage drivers to behave in a manner that is conducive to a pedestrian/cyclist friendly environment. The relationships between building frontages and the streets will be carefully designed to encourage lower vehicle speeds. Along the primary streets vehicle speeds will be restricted to 30mph and this will drop to 20mph in secondary streets and minor residential streets.
- 7.32** The integration of public transport, primarily new bus services, into the built environment and into the lifestyles of those living and working within this development is a key development objective.
- 7.33** A bus service route will be provided through the development to connect key locations and facilitate efficient public transport penetration of the development. All homes will be within 400 metres of a sheltered bus stop, and the bus route will allow buses to circulate in each direction increasing frequency and convenience. The provision of new high frequency, high quality bus services between the development and significant destinations beyond the site is a key development objective.

7 The Strategy

PROPOSED STRATEGIC ALLOCATION FOR MIXED USE DEVELOPMENT ON LAND SOUTH OF CHESTERTON, CIRENCESTER

A sustainable and high quality mixed-use development is proposed on approximately 120 hectares of land south of Chesterton, between the A429 Tetbury Road and Wilkinson Road/Spratsgate Lane [cross-reference to the proposals map].

The development will include the following:

- Phased delivery of up to 2,350 dwellings (including up to 50% affordable housing) in a mix of sizes, types and tenure to meet local needs;
- Phased delivery of approximately 9.1 hectares to meet future employment needs which are appropriate for their location and would not cause unacceptable environmental problems;
- A neighbourhood centre to meet the day-to-day needs of people living and working within the site, with an appropriate scale of A1 retail to protect the vitality and viability of the existing town centre;
- The provision of, or contributions towards, education, community services and social infrastructure required to meet the needs of the development;
- A comprehensive package of transport measures to mitigate the impact of the proposed development on the existing road network and to ensure that the site is well connected to the town and surrounding areas, maximising the opportunities for sustainable travel with the early provision of key transport infrastructure requirements;
- A minimum of requirement of XX hectares of public open space, to include formal and informal spaces, equipped and non-equipped play areas and opportunities for residents to grow their own food and the creation of new habitats to be distributed within the site with measures to secure the long term maintenance and up keep of them;
- The retention, where practicable, of important and protected trees, groups of trees and hedgerows and the establishment of new structure landscape planting as part of a network of Green Infrastructure;
- Supporting infrastructure and facilities to support the development including the early provision of drainage infrastructure and the provision of a site-wide Sustainable Urban Drainage System;
- Approximately 1.5 hectares reserved for an extension to the existing cemetery;

The development will be master planned and implemented on a comprehensive basis. The first stage in the master planning process will involve the production of a Master Plan Framework for the whole site by the landowner (see the implementation section below). The Council will then decide whether that Master Plan Framework has been produced with an appropriate level of community participation, as described in the Council's Statement of Community Involvement.

The development will be designed and phased to ensure maximum practicable integration between the different uses within and beyond the site, and to ensure that all necessary supporting infrastructure and community facilities are delivered in sync with housing and employment development.

The Strategy 7

Proposals for development at this site will also be expected to meet the requirements of other relevant policies in the Local Plan.

Explanation

- 7.34** Policy XXX sets out the requirements that the development will be required to deliver. The development will be undertaken over a 15-20 year period and will have to be phased to ensure a steady, sustainable delivery of housing and employment land. Infrastructure will have to be delivered in accordance with the phases of development to meet the needs and demands of the development as it grows.
- 7.35** The development will include a range of housing types and in accordance with Local Plan PolicyXXX , up to 50% of the dwellings will have to be affordable, unless a viability assessment can demonstrate otherwise. Affordable housing will include social and affordable rented along with shared ownership and shared equity.
- 7.36** The Council will seek to ensure that a range of open market dwelling sizes and types are provide to meet local existing and future needs and to provide a mixed community. These could include self-build and dwellings specifically designed to meet the needs of an ageing population.
- 7.37** The strategic site will deliver a significant part of the employment land provision for the district over the plan period and the amount allocated reflect the anticipated future needs of the district. Options for new employment uses shall respond to the findings of latest economy evidence⁽²¹⁾ and meet future employment needs and demands for a mix of types and sizes of business spaces suitable, for example, for business start-up and incubation, expansion of existing businesses, technical hubs and company headquarters. The evidence also identifies future accommodation needs for business and visitors to the area, in order to support the local tourist and business economy.
- 7.38** The neighbourhood centre will provide convenience shopping and the Council will seek to restrict the floor area of the retail (A1) units to protect the vitality and viability of the existing town centre. The neighbourhood centre will also include facilities to serve the new community e.g. community meeting space and healthcare facility. Developers will be expected to provide these facilities in phase with development.
- 7.39** The County Education Authority will require the provision of a new primary school and it is expected that this will be a three-form entry primary school. Contributions will be sought for pre-school and secondary education; the exact level of provision will be assessed during the course of the planning application depending upon the final number of dwellings proposed.
- 7.40** The County Council will also require contributions towards youth services and library facilities.

21 Supplement to Cotswold Economy Study 2012 and Economy Evidence Paper 2013 (CDC, November 2014)

7 The Strategy

- 7.41** The development is likely to have a significant impact on the existing highway system. In terms of the existing highway network there are likely to be impacts of varying significance notably at: the A429 Tetbury Road/A419 Stroud Road Roundabout; the junction of Chesterton Lane with A429; the Waitrose Roundabout; and the A429 /A433 junction.
- 7.42** The onus will therefore be on the prospective developer to address any associated problems and propose appropriate mitigating measures for the local highways authority to consider. The development will therefore have to include contributions to key enabling development (for example a roundabout at the A429) and off-site improvements to the existing highways network.
- 7.43** The development will have to maximise the opportunities for sustainable modes of travel. The development will include a comprehensive network of safe and convenient footpaths and cycleways (including necessary improvements to existing routes) linking different uses within the site and beyond the site, such as Deer Park School, the town centre, Kemble station and the Cotswold Water Park.
- 7.44** Prospective developers will be required to identify, in liaison with the County and District councils, a comprehensive package of public transport improvements which will have the effect of reducing car dependency. Public transport improvements must be implemented as early as practicable, offering residents/employees viable alternatives to travelling by private car, and thus influencing travel behaviour from the outset.
- 7.45** However, despite the provision of public transport, it is recognised that some residents of the new development will choose the private car to visit the town centre. This will have an impact upon town centre parking and contributions will be sought to mitigate the impact of the development.
- 7.46** Public open space will include a variety of uses for residents of the development including
- i. ## hectares of formal play area (to include sports pitches and equipped play areas);
 - ii. ## hectares of informal open space and structural landscaping;
 - iii. ## hectares of allotment space and/or community gardens;
 - iv. ## hectares of accessible natural green space.
- 7.47** The location of some of the public open space, particularly informal space, may be influenced by the constraints on the site, such as the power lines, gas pipeline and Scheduled Ancient Monument.
- 7.48** The public open space provision provides an opportunity for the creation of new habitats to enhance biodiversity, for example through the creation of ponds. This can include the use of native planting and the creation of “green corridors” across the site, and linking to green infrastructure beyond the site.
- 7.49** Sustainable Urban Drainage systems (SUDS) also provide an opportunity to create habitats for biodiversity while retaining surface water runoff rates to the same level as the undeveloped site.

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- 7.50** A Tree Preservation Order protects various trees across the site and the development will have to incorporate these where practicable, and protect them during construction. The Council will require that replacement trees are planted where protected trees have to be removed.
- 7.51** Supporting infrastructure and services will include the provision of superfast broadband, utilities and foul sewers. The latter is likely to include strategic upgrades to the sewage network and detailed modelling will be required to establish the precise nature and extent of any upgrades.
- 7.52** The provision of high speed broadband will support new and relocating businesses as well as allowing for residents to work from home.
- 7.53** Approximately 1.5 hectares of the site will be reserved for the future expansion of the cemetery. This requirement was identified within the 2001-2011 and 1999 Local Plans and although the land hasn't been required so far, the allocation should remain in order to allow for the cemetery's eventual expansion. The expansion can include provision for traditional or "green burials" and the details would be subject to a future application.
- 7.54** The development proposals must accord with other local plan policies and the National Planning Policy Framework (or subsequent national planning policy). This would include the requirement that the development safeguards and enhances existing heritage assets within the site, as well as those beyond the site boundary that are likely to be significantly affected by the development.

Implementation and Monitoring

- 7.55** In order to achieve high standards of design and all the other objectives described above the development will be master planned and implemented on a comprehensive basis. The master planning process will ensure that all aspects of development form (e.g. layout, landscape, density, mix of uses, scale, materials and detailing) are properly addressed to ensure the overall vision and objectives described above are fully realised.
- 7.56** The first stage in the master planning process will involve the production of a Master Plan Framework for the whole site by the landowner. Production of the Master Plan Framework will be the focus for pre-application consultation with the community. The completed Master Plan Framework document will be submitted to the Council for consideration prior to the submission of any planning applications for the site. The Council will then decide whether the Master Plan Framework has been produced with an appropriate level of community participation, as described in the Council's Statement of Community Involvement. Providing this is the case the Council will treat the Master Plan Framework as a material consideration in the determination of subsequent planning applications relating to all or any part of the site. The decision-making weight to be attached to the Master Plan Framework will depend on how well it addresses concerns raised by the community during the pre-application stage, and its consistency with Policy XXX and other relevant Local Plan policies.
- 7.57** As the entire site is controlled by one landowner, the Council will seek to negotiate the submission of a single outline application for this mixed use development, as an effective way to ensure comprehensive master planning of the site. Submission of a single outline application would also enable the Council and the landowners to set out clear arrangements for infrastructure delivery within an associated Section 106 agreement. The Council will, however, maintain an open mind about other potential approaches to the planning application process, particularly if

7 The Strategy

they present advantages in terms of phasing of the development. At the outline planning application stage the design proposals set out in the Master Plan Framework will be progressed and further refined through the accompanying design and access statement(s) and the application drawings.

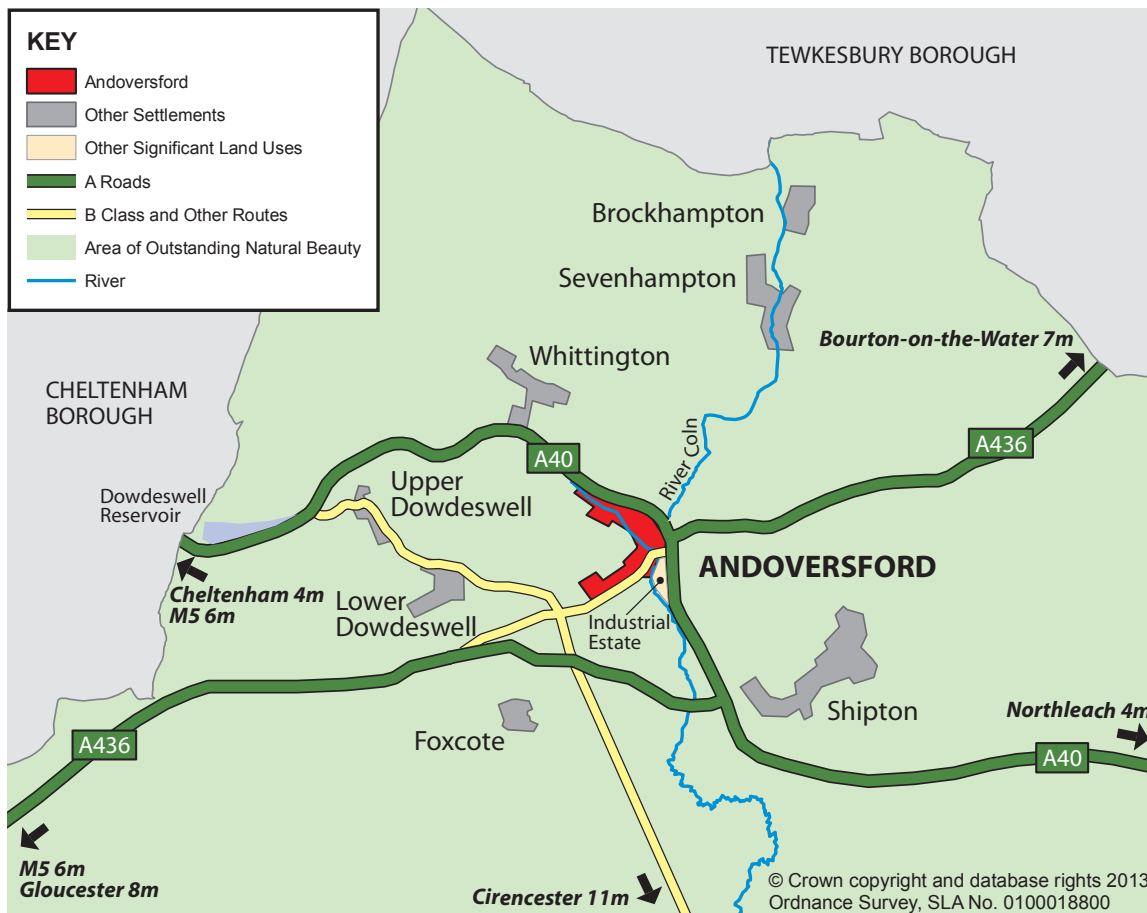
7.58 The Master Plan Framework and the anticipated single outline planning application and related section 106 agreement will be key stages in the overall master planning process. Together they will establish a set of parameters and principles for the site, within which high quality design will flourish. The Council will also attach appropriate planning conditions to the outline permission to (among other things) establish arrangements for post-outline continuation of the master planning process. These arrangements will be negotiated with the landowner, but the Council will consider the use of sub-area detailed master plans, design coding and design briefs for key components of the development (e.g. the proposed local centre and key areas of open space). This post-outline stage of more detailed master planning work will precede the submission of reserved matters applications. In effect the Council will seek to protect design quality, in the widest sense, by negotiating with the landowner to put in place a master planning and approval process, which is appropriate to the scale and complexity of the proposed development and consistent with national policy guidance.

7.59 In addition the Council will utilise some or all of the measures summarised below

1. Effective pre-application engagement at the outline and reserved matters stages.
2. The use of design review.
3. Continual monitoring and if necessary review of detailed master planning material (e.g. design codes).
4. Engagement with key partners and the local community.
5. Planning Performance Agreements.
6. The use and implementation of planning conditions.
7. Post occupancy surveys of residents.

The Strategy 7

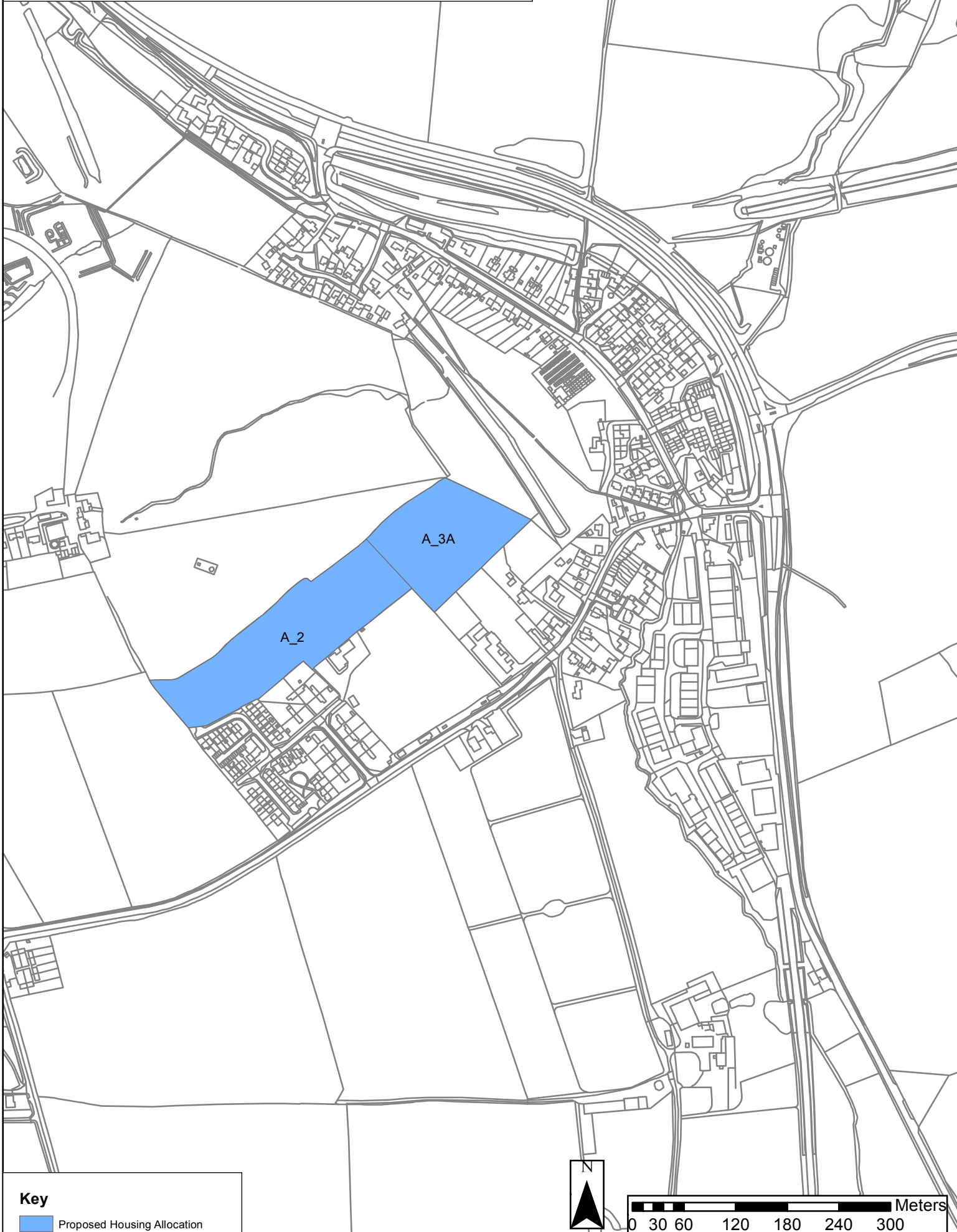
7.3 Andoversford



Map 3 Andoversford Location

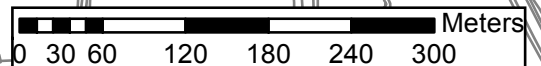
Andoversford

Proposed Housing and Employment Allocations



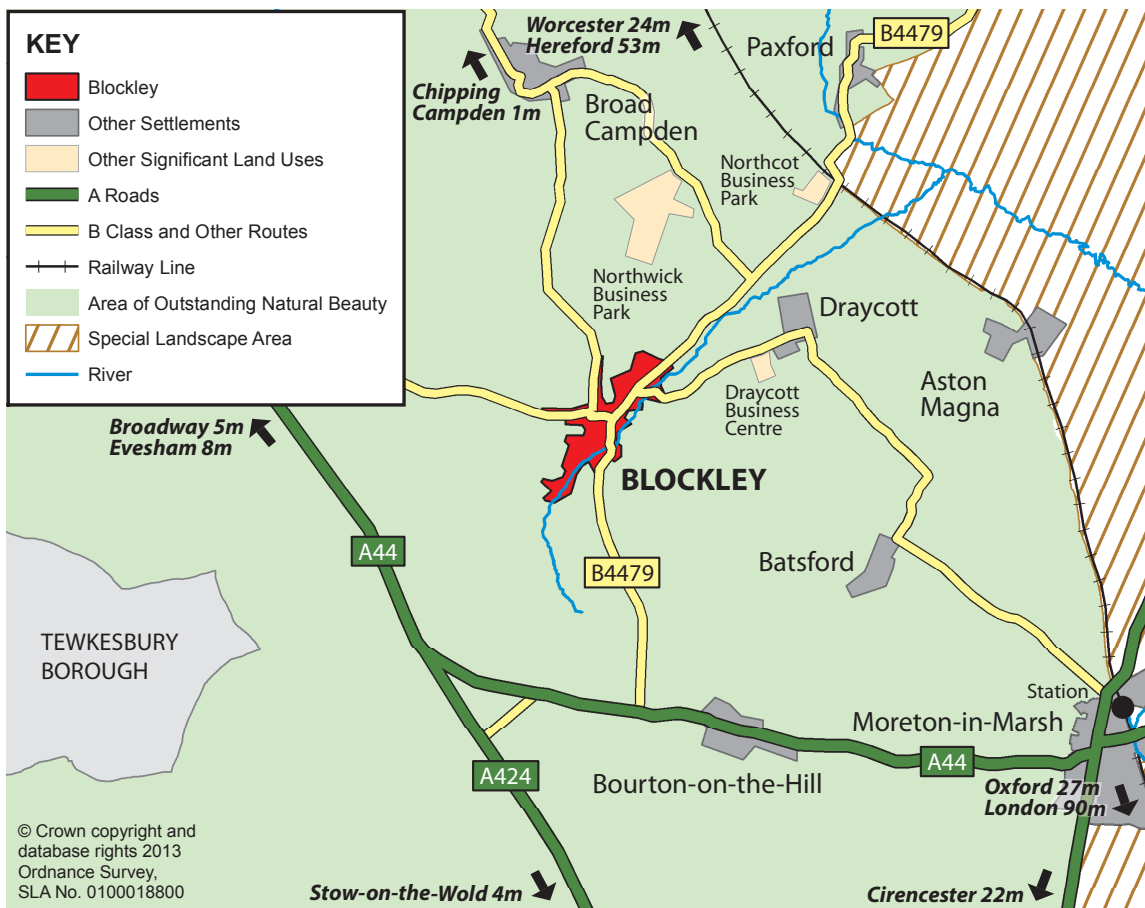
Key

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- Proposed Employment Allocation



The Strategy 7

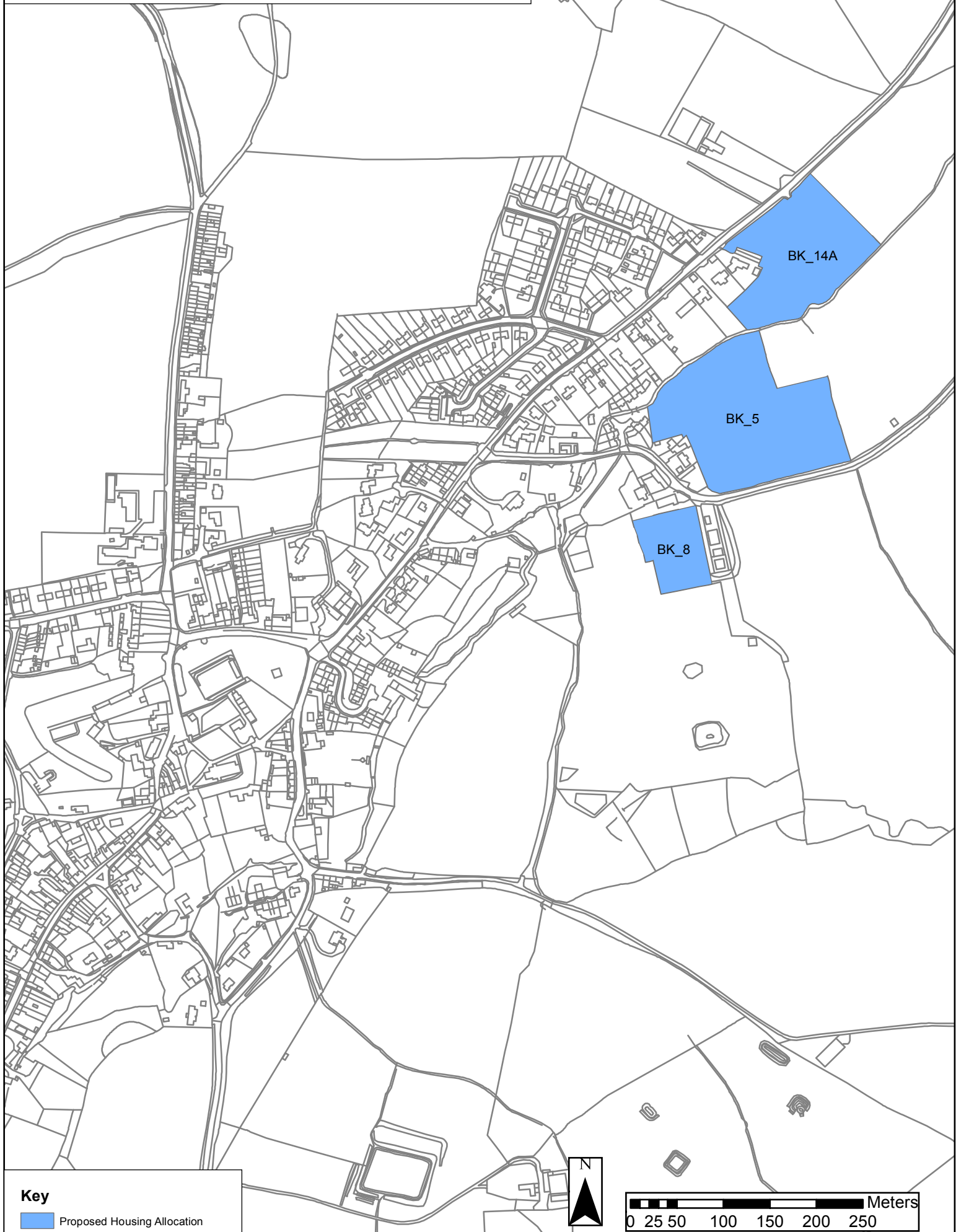
7.4 Blockley



Map 4 Blockley Location

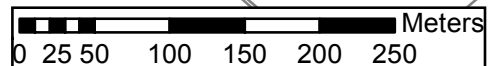
Blockley

Proposed Housing and Employment Allocations



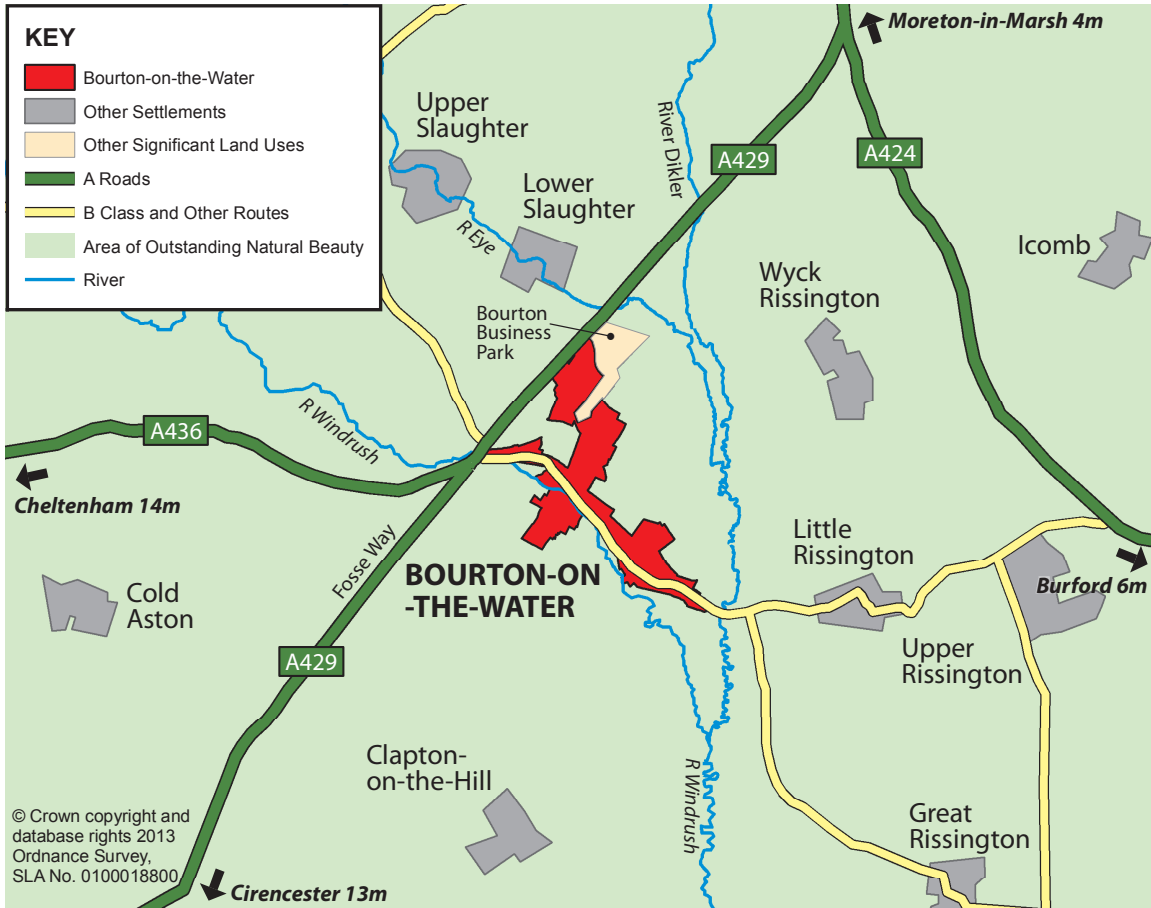
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- Proposed Employment Allocation



The Strategy 7

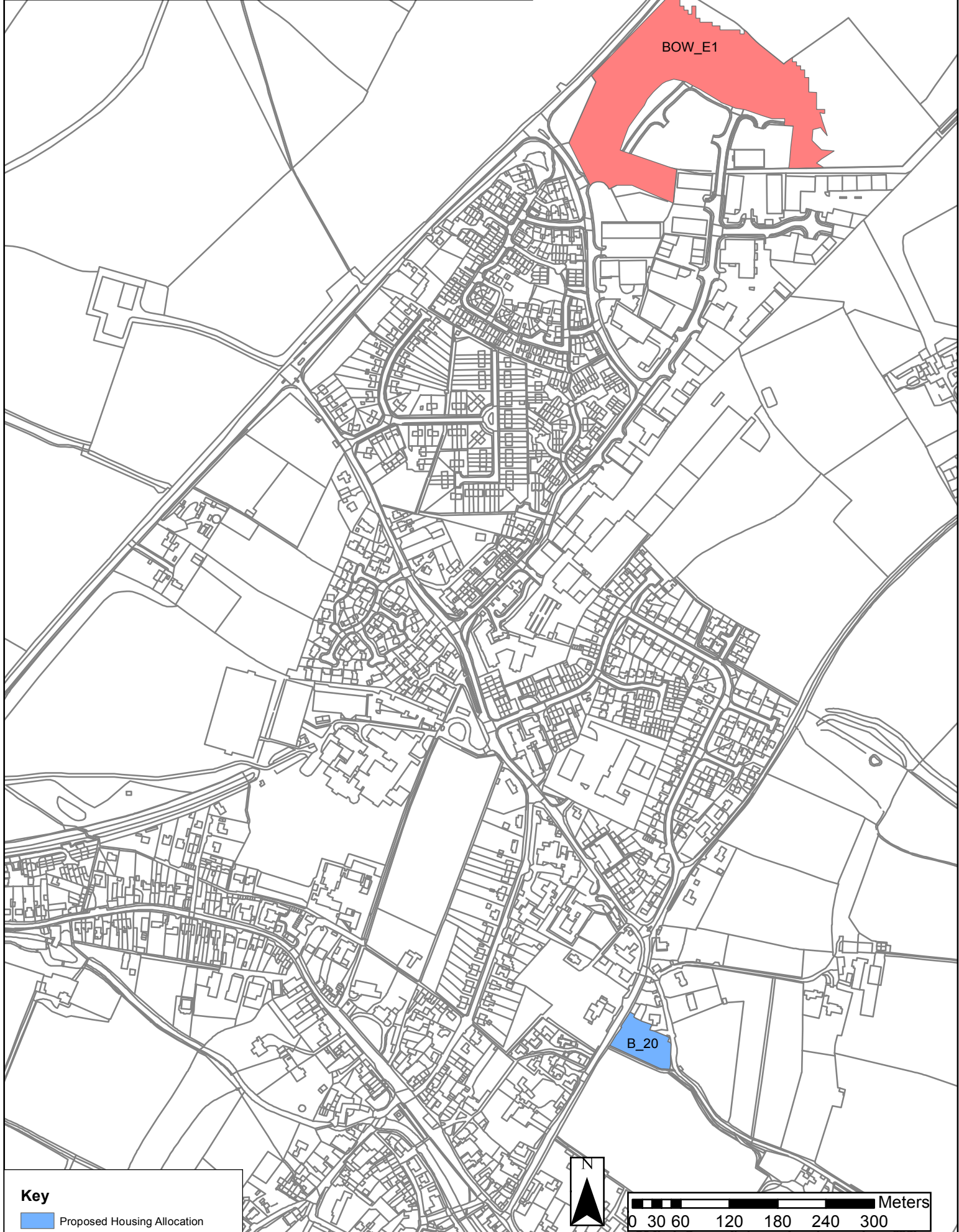
7.5 Bourton-on-the-Water





Map 5 Bourton-on-the-Water Location

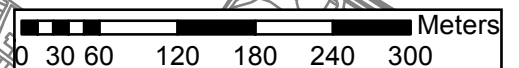
Bourton on the Water

Proposed Housing and Employment Allocations



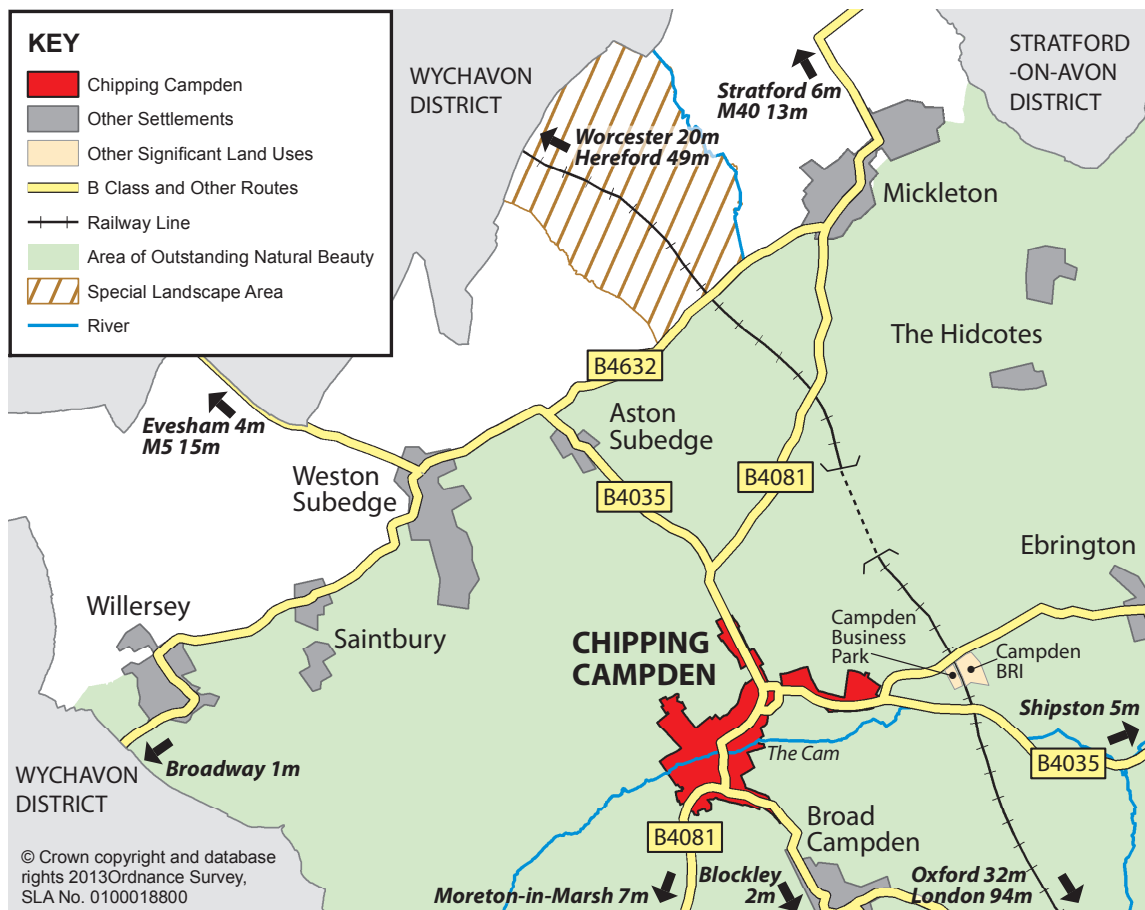
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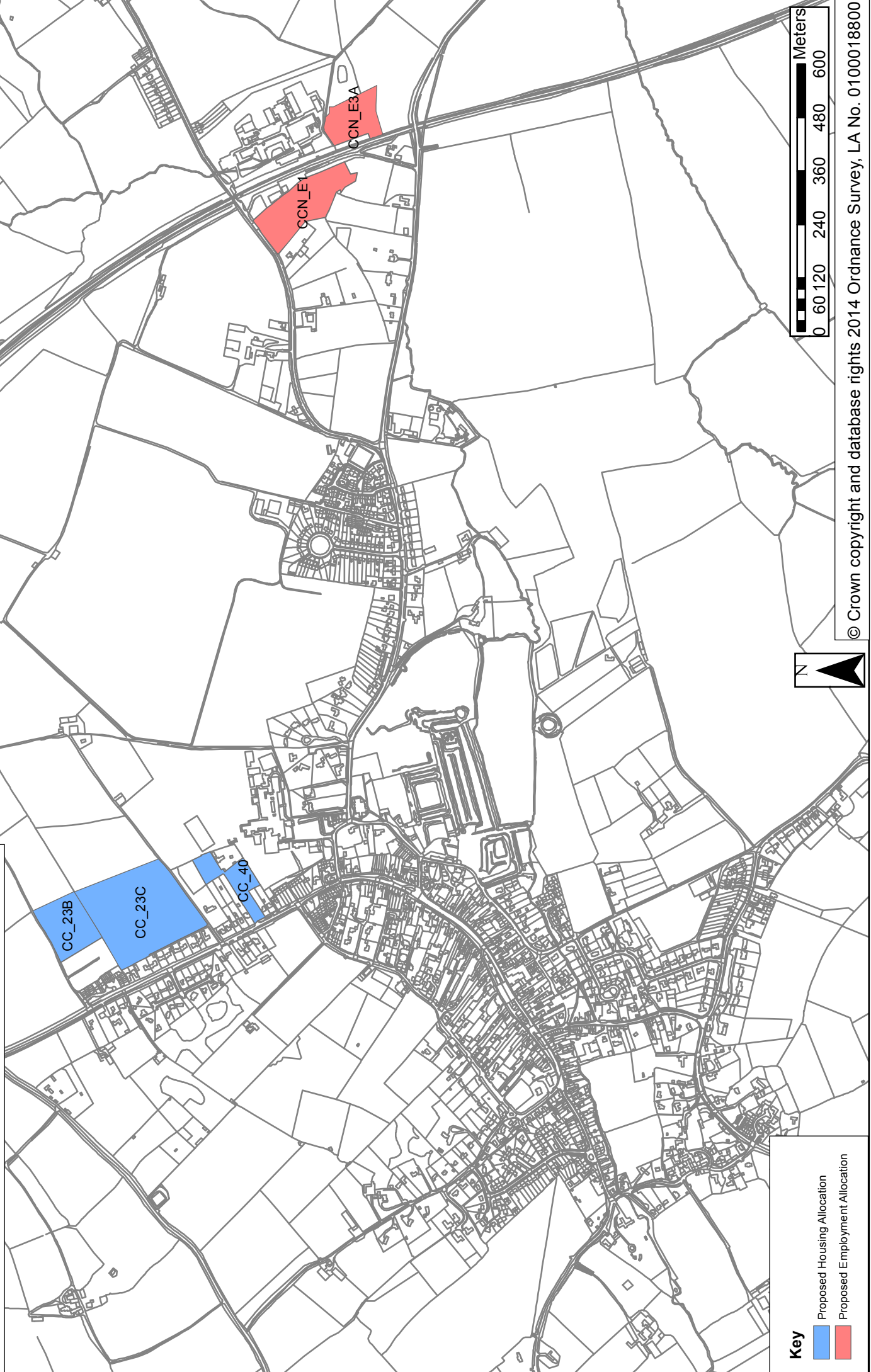
The Strategy 7

7.6 Chipping Campden



Map 6 Chipping Campden Location

Proposed Housing and Employment Allocations Chipping Campden



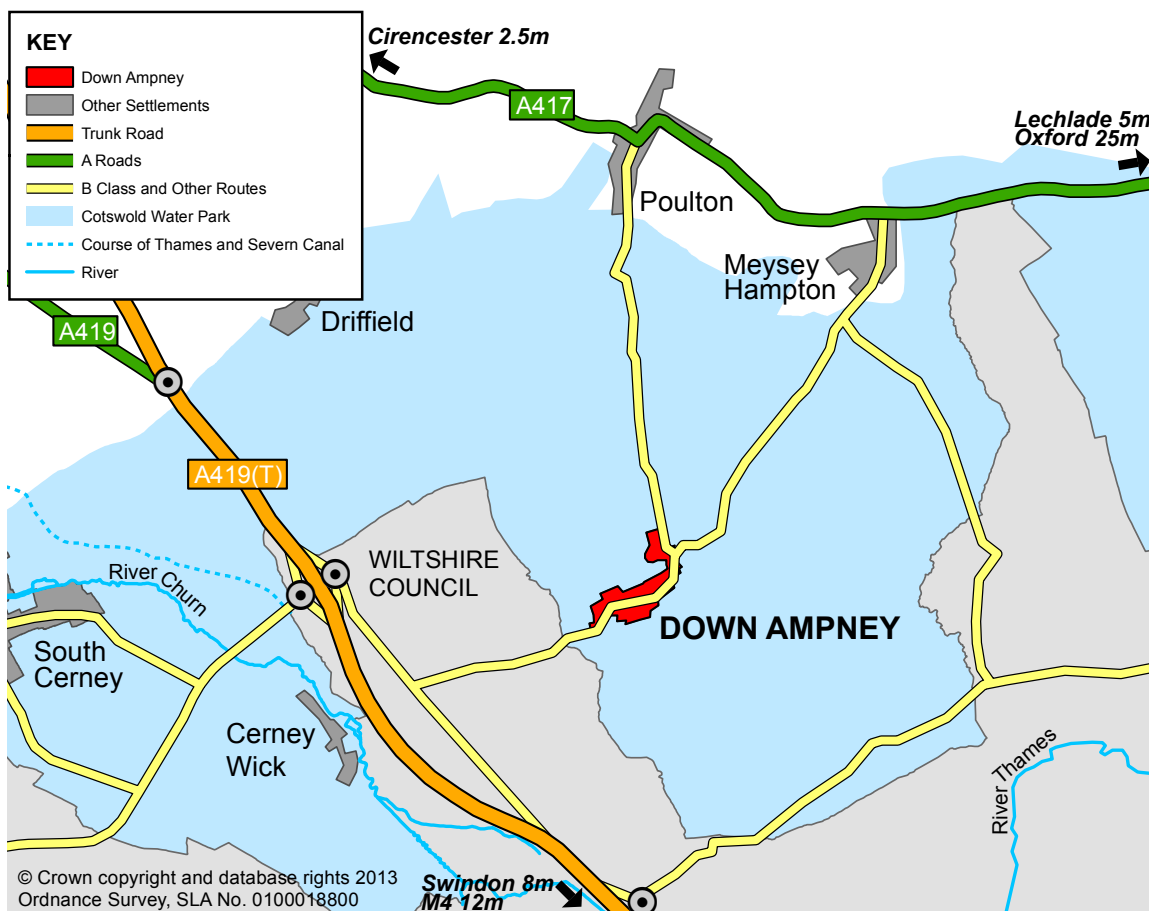
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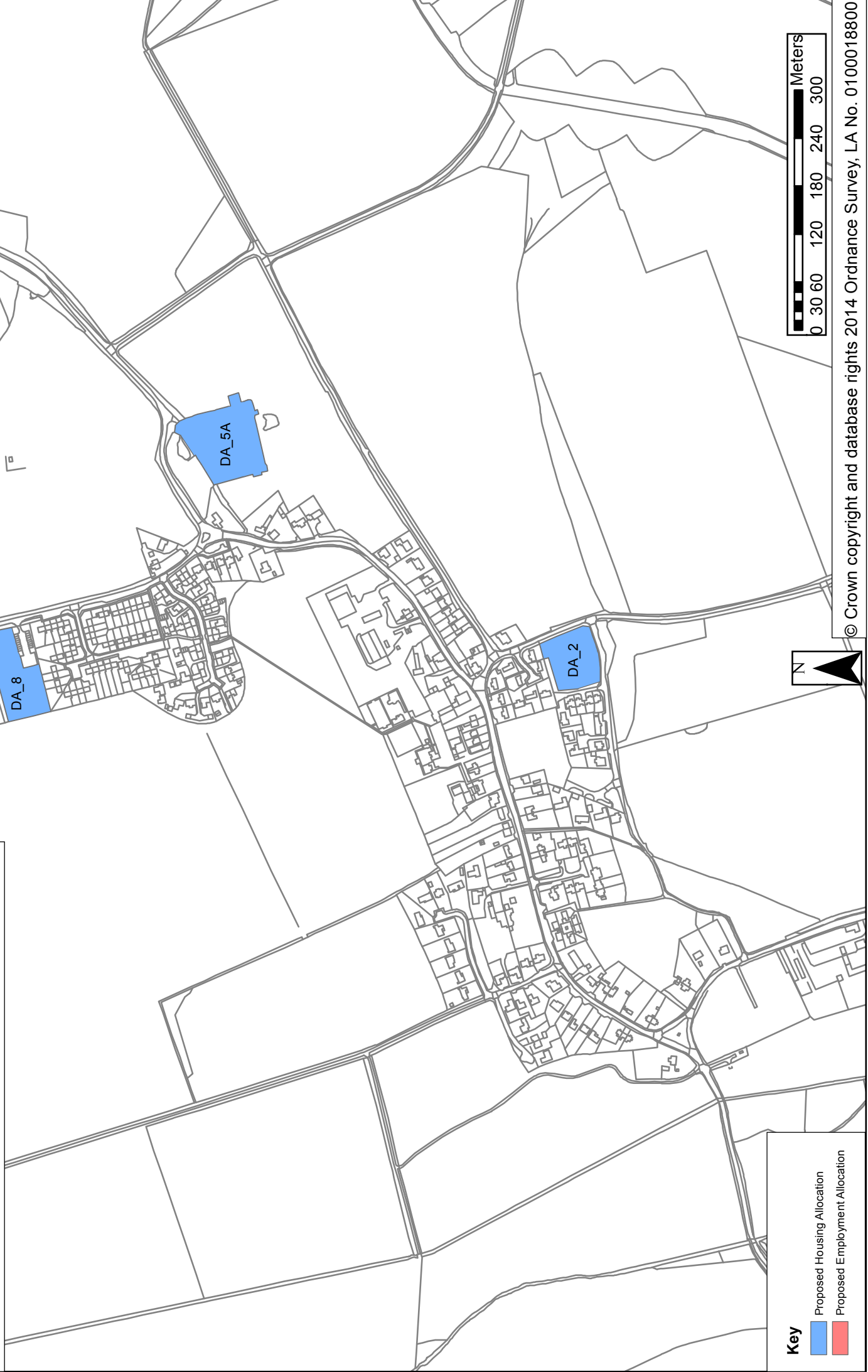
The Strategy 7

7.7 Down Ampney



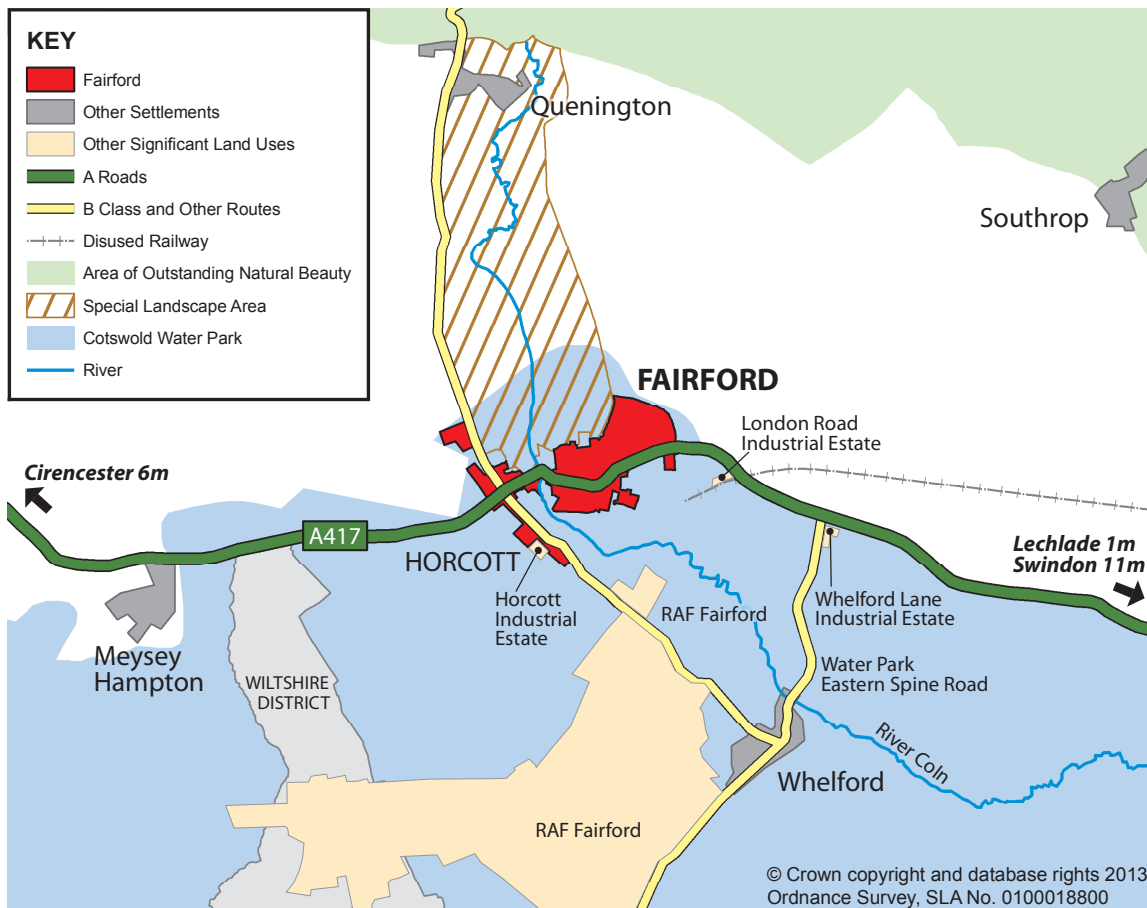
Picture 7

Proposed Housing and Employment Allocations Down Ampney



The Strategy 7

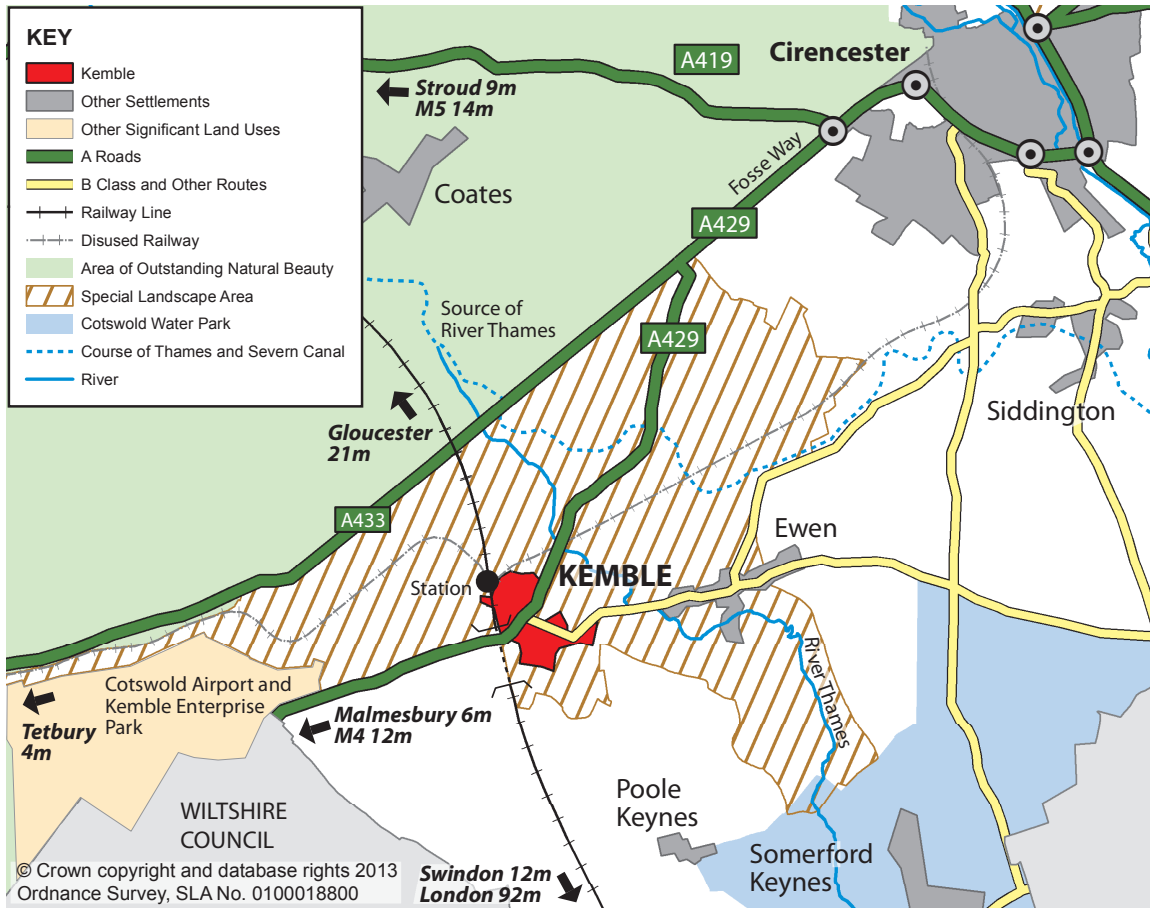
7.8 Fairford



Map 7 Fairford Location

7 The Strategy

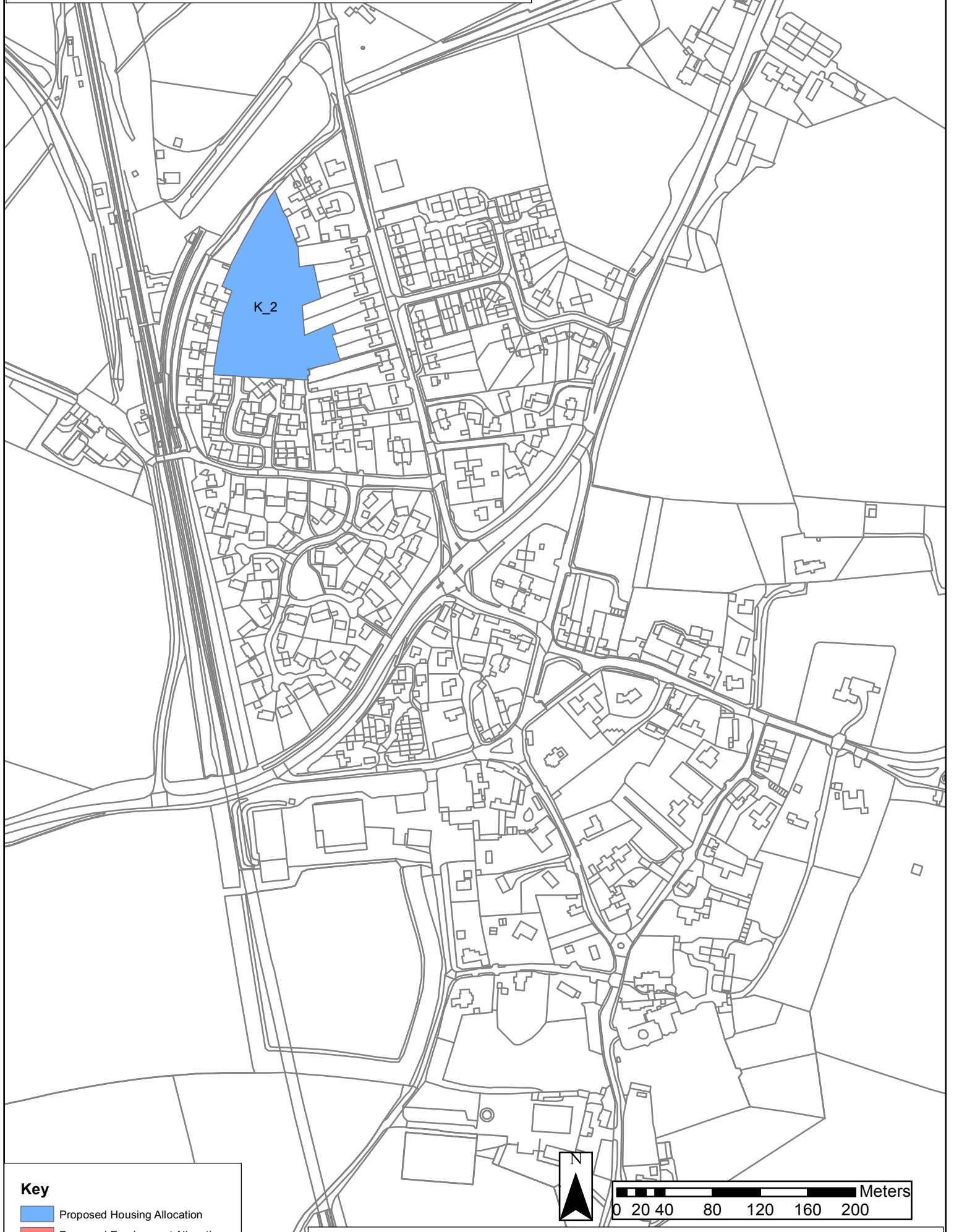
7.9 Kemble





Map 8 Kemble Location

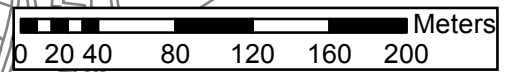
Proposed Housing and Employment Allocations

Kemble



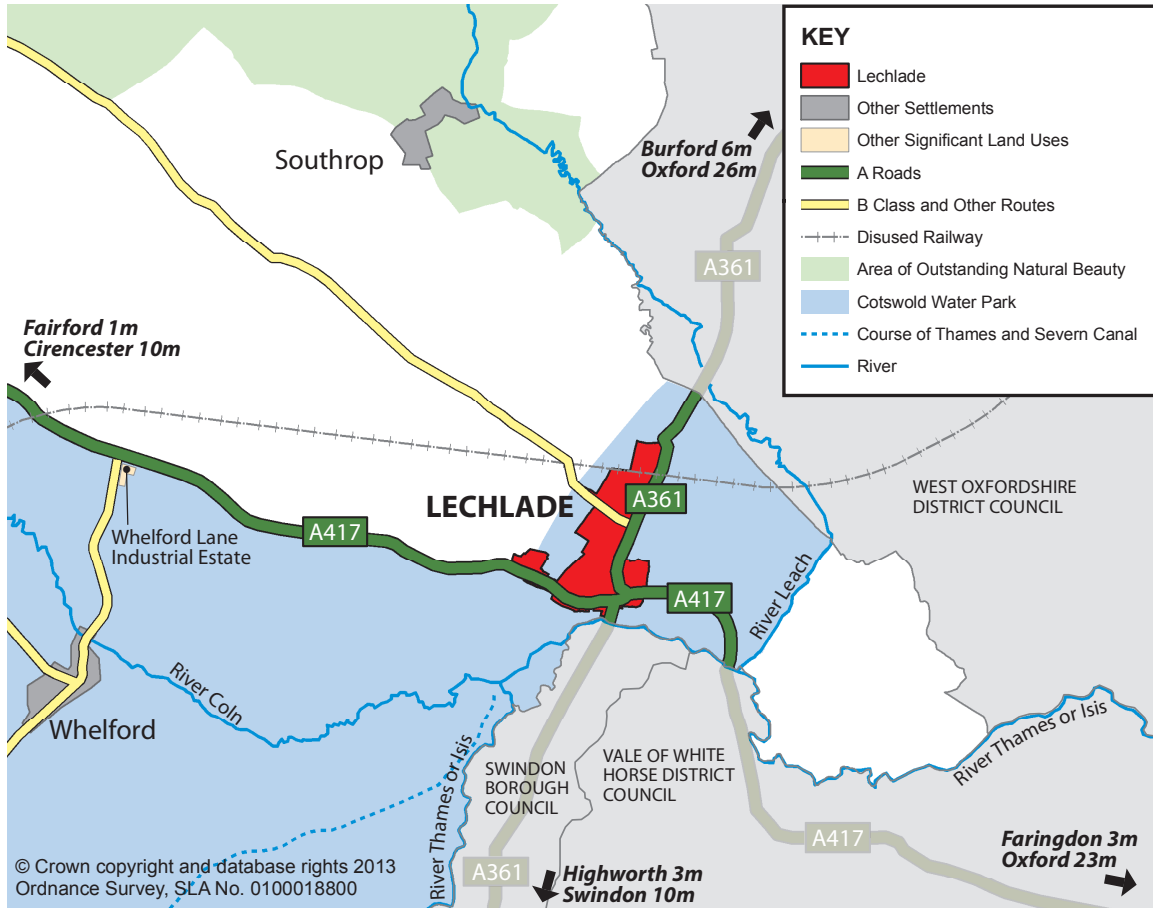
Key

-  Proposed Housing Allocation
-  Proposed Employment Allocation



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7.10 Lechlade



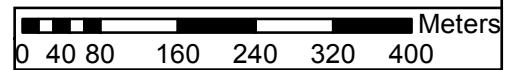
Map 9 Lechlade Location

Proposed Housing and Employment Allocations Lechlade



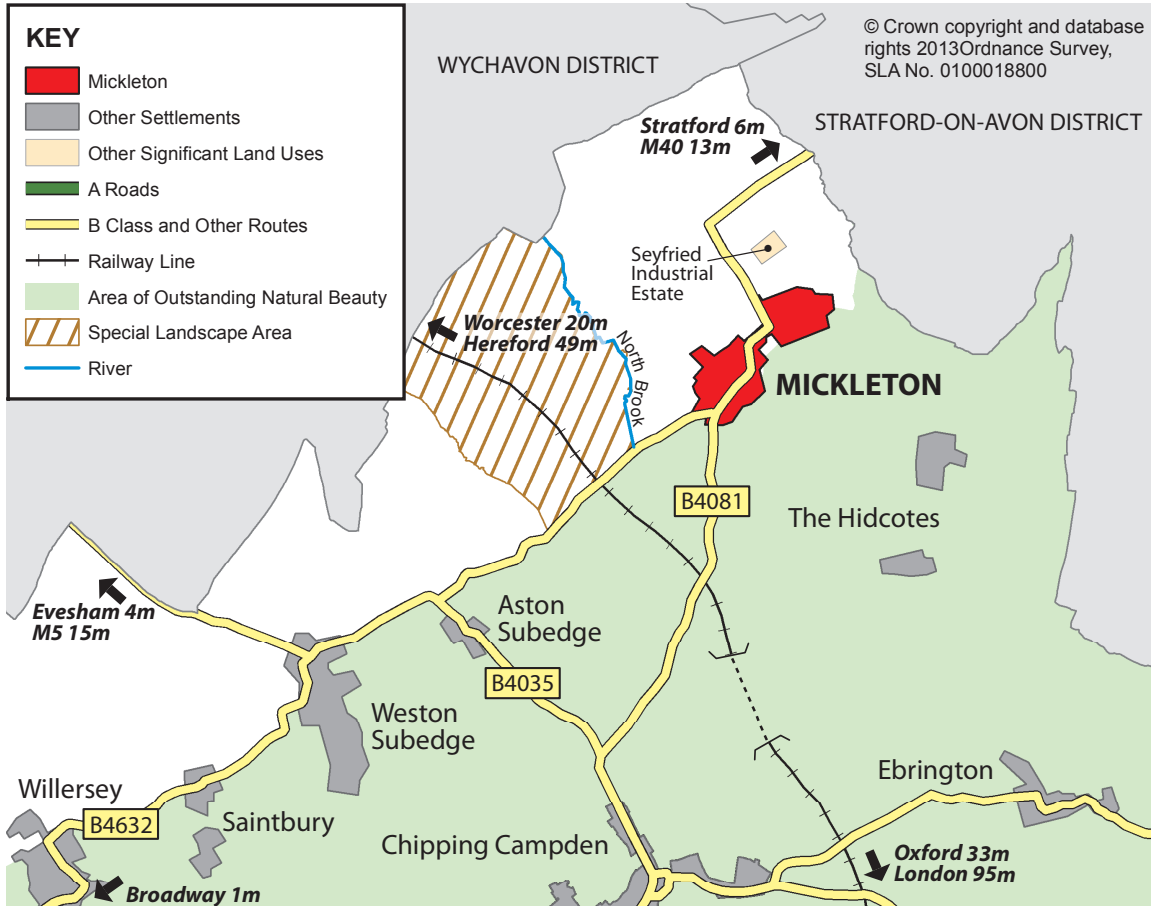
Key

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- Proposed Employment Allocation



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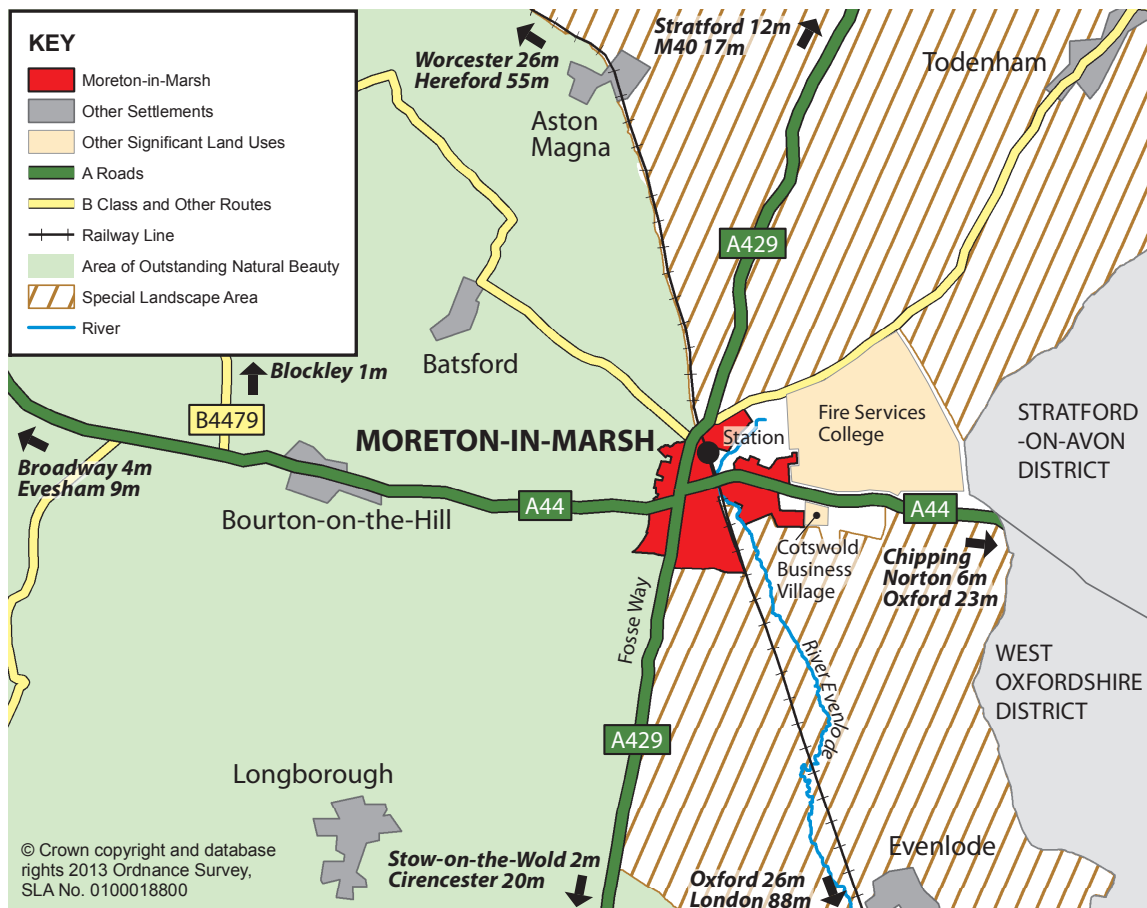
7.11 Mickleton



Map 10 Mickleton Location

The Strategy 7

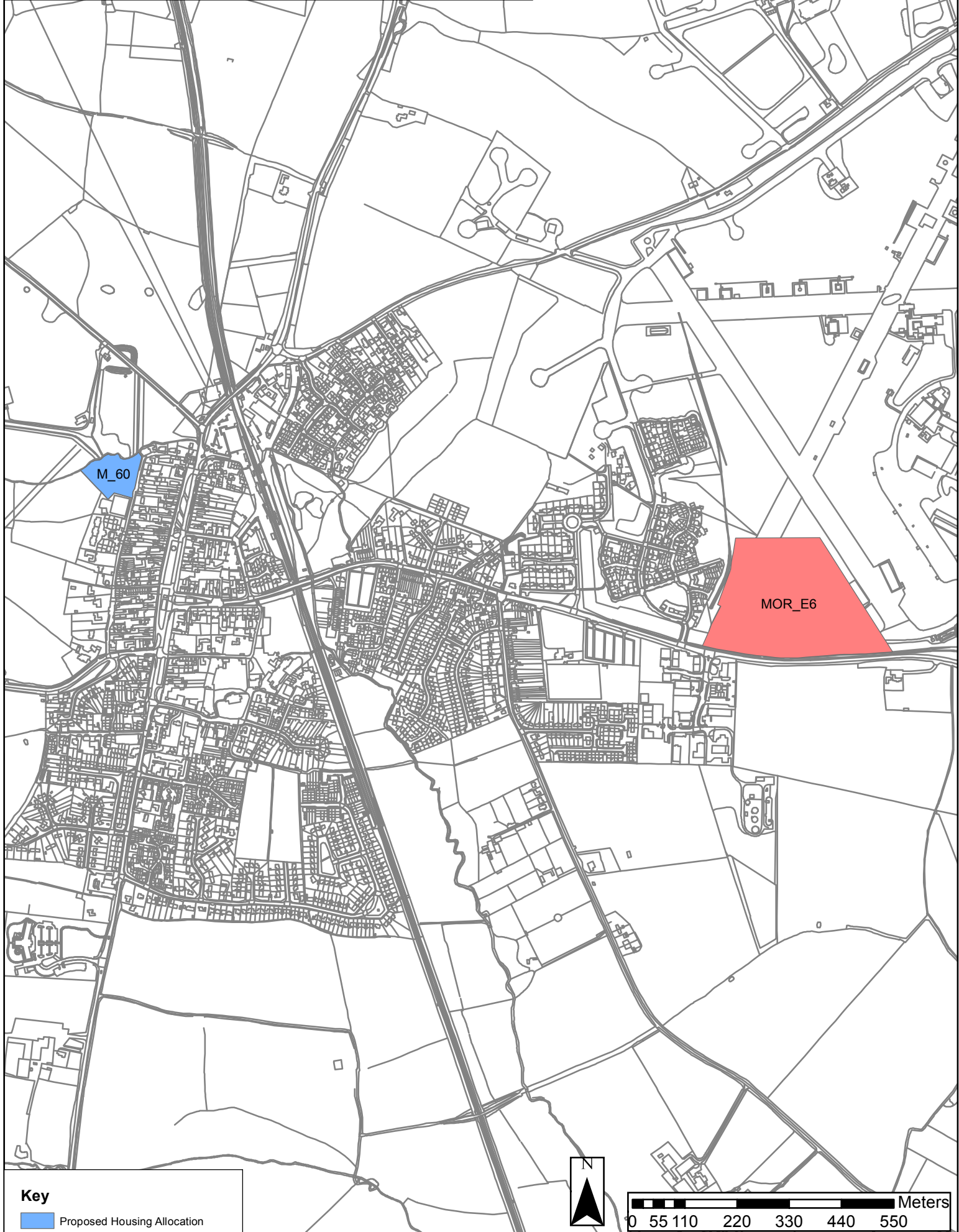
7.12 Moreton-in-Marsh





Map 11 Moreton-in-Marsh Location

Moreton in Marsh

Proposed Housing and Employment Allocations



Key

-  Proposed Housing Allocation
-  Proposed Employment Allocation

The Strategy 7

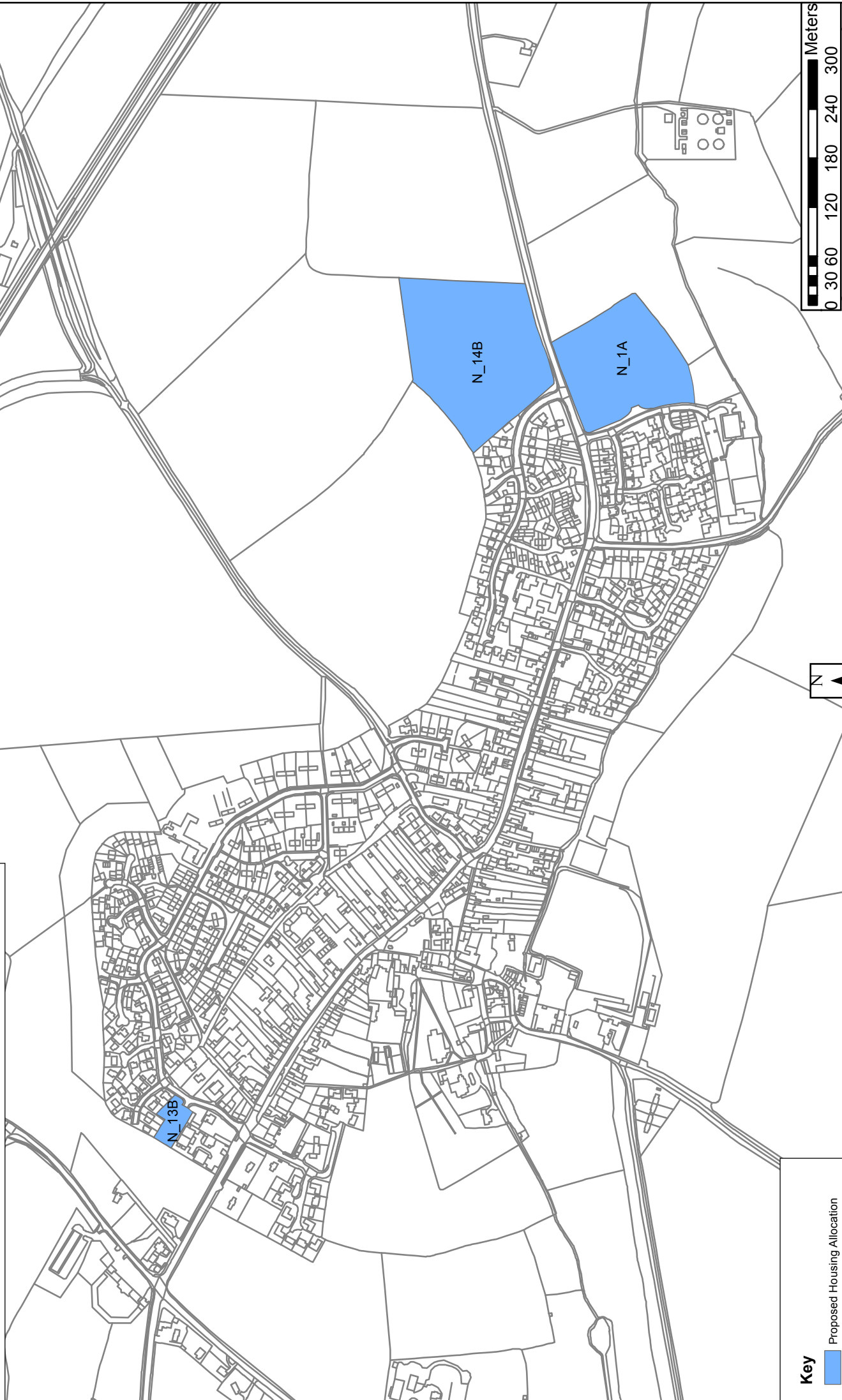
7.13 Northleach



Map 12 Northleach Location

Proposed Housing and Employment Allocations

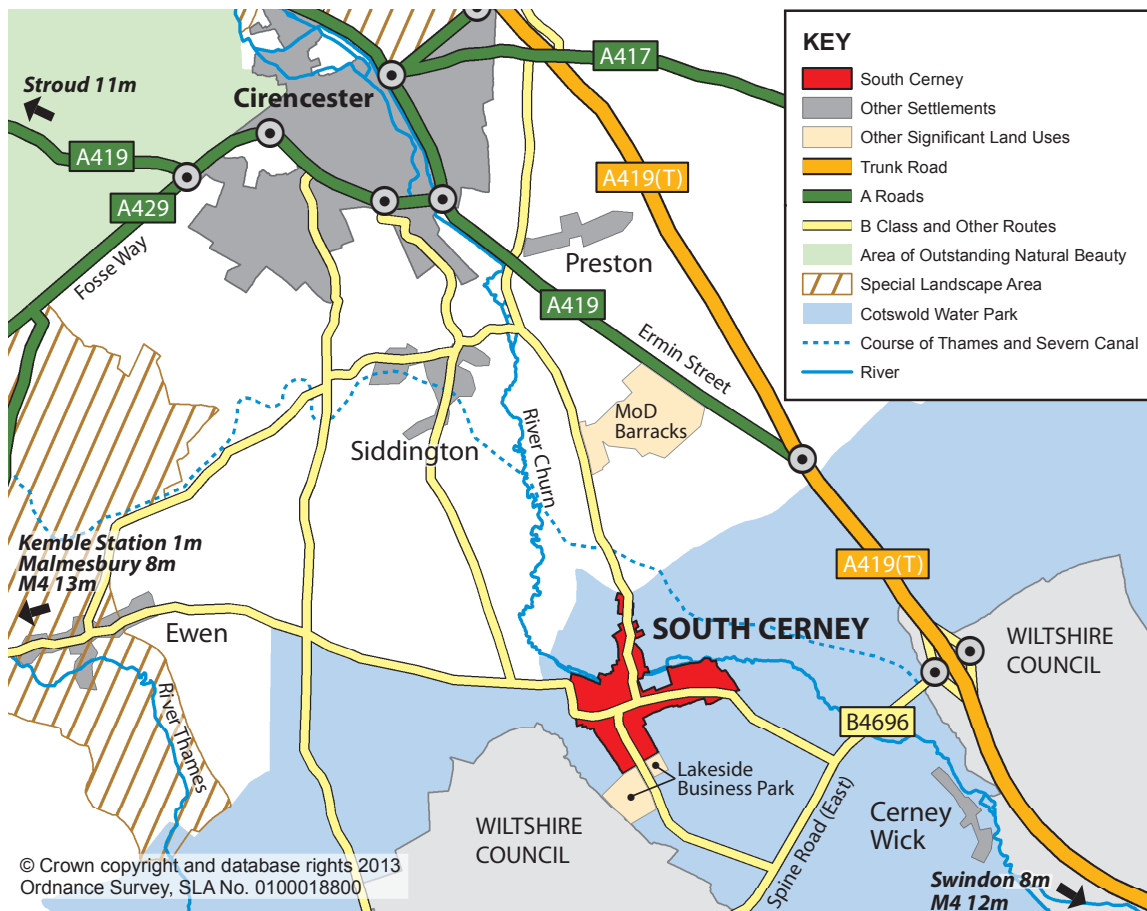
Northleach



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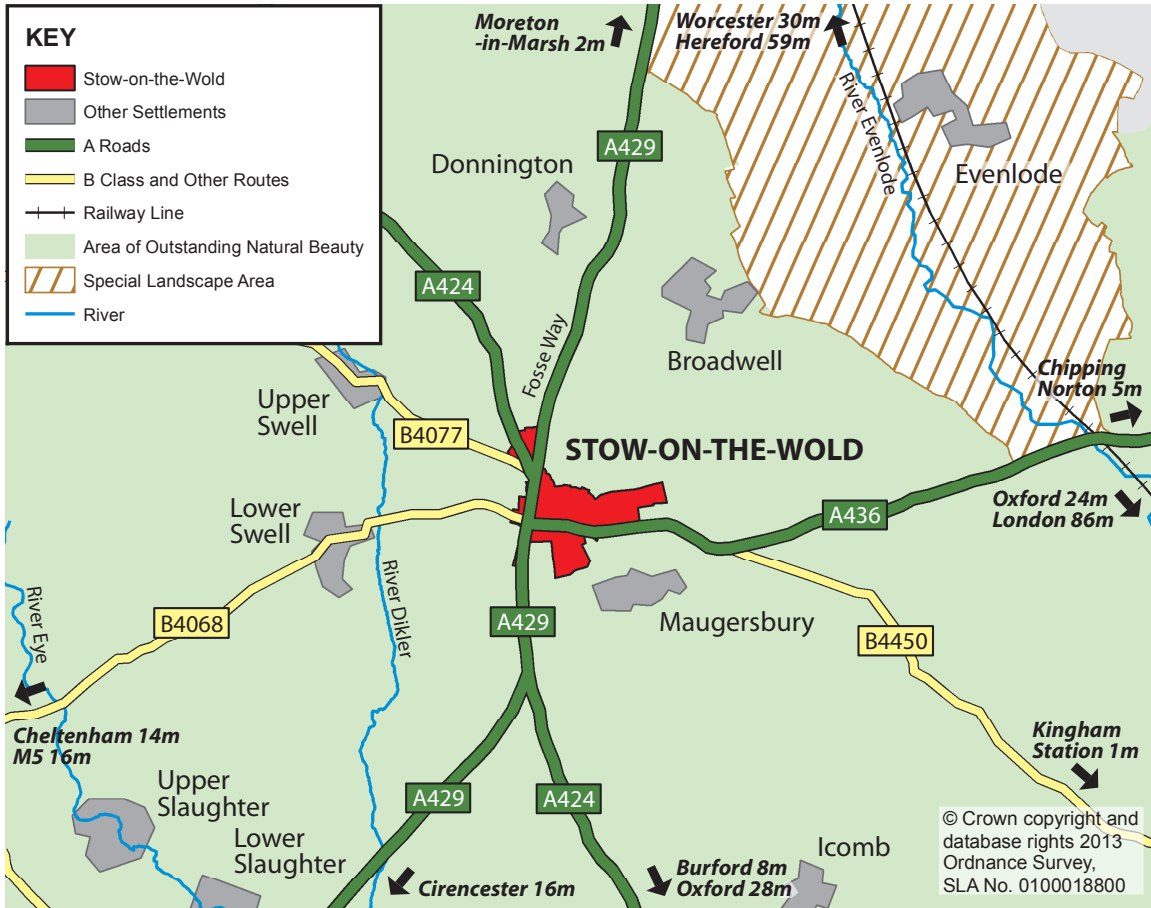
7.14 South Cerney



Map 13 South Cerney Location

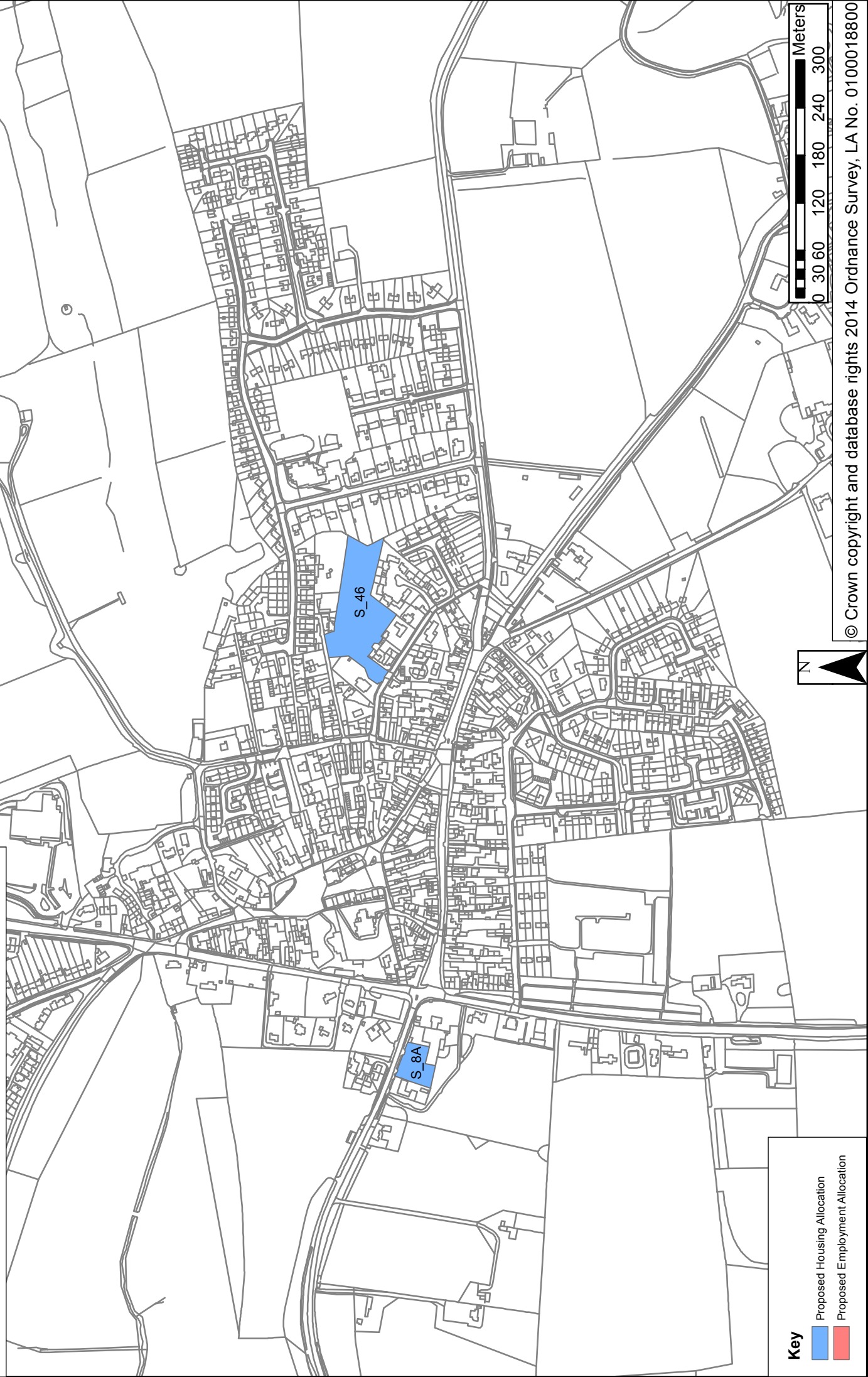
7 The Strategy

7.15 Stow-on-the-Wold



Map 14 Stow-on-the-Wold Location

Proposed Housing and Employment Allocations Stow on the Wold



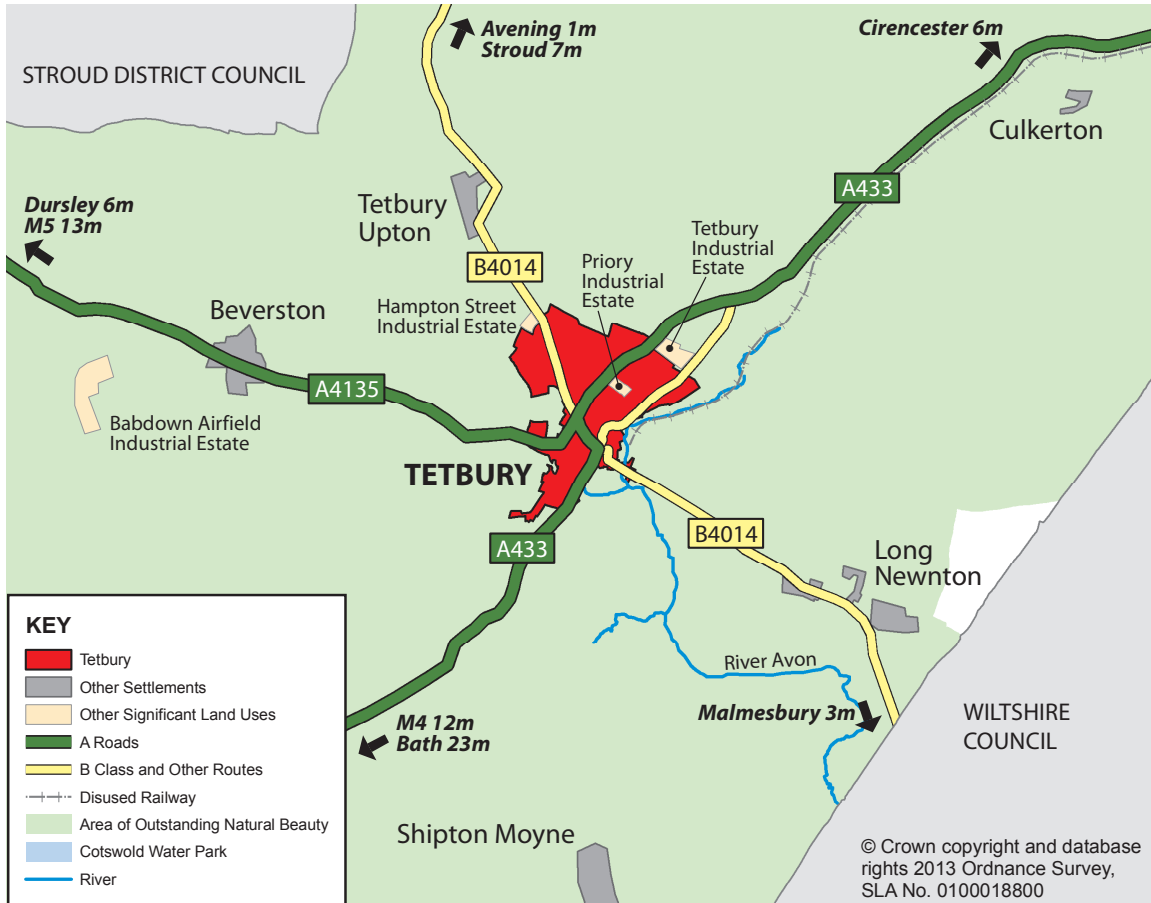
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- Proposed Employment Allocation



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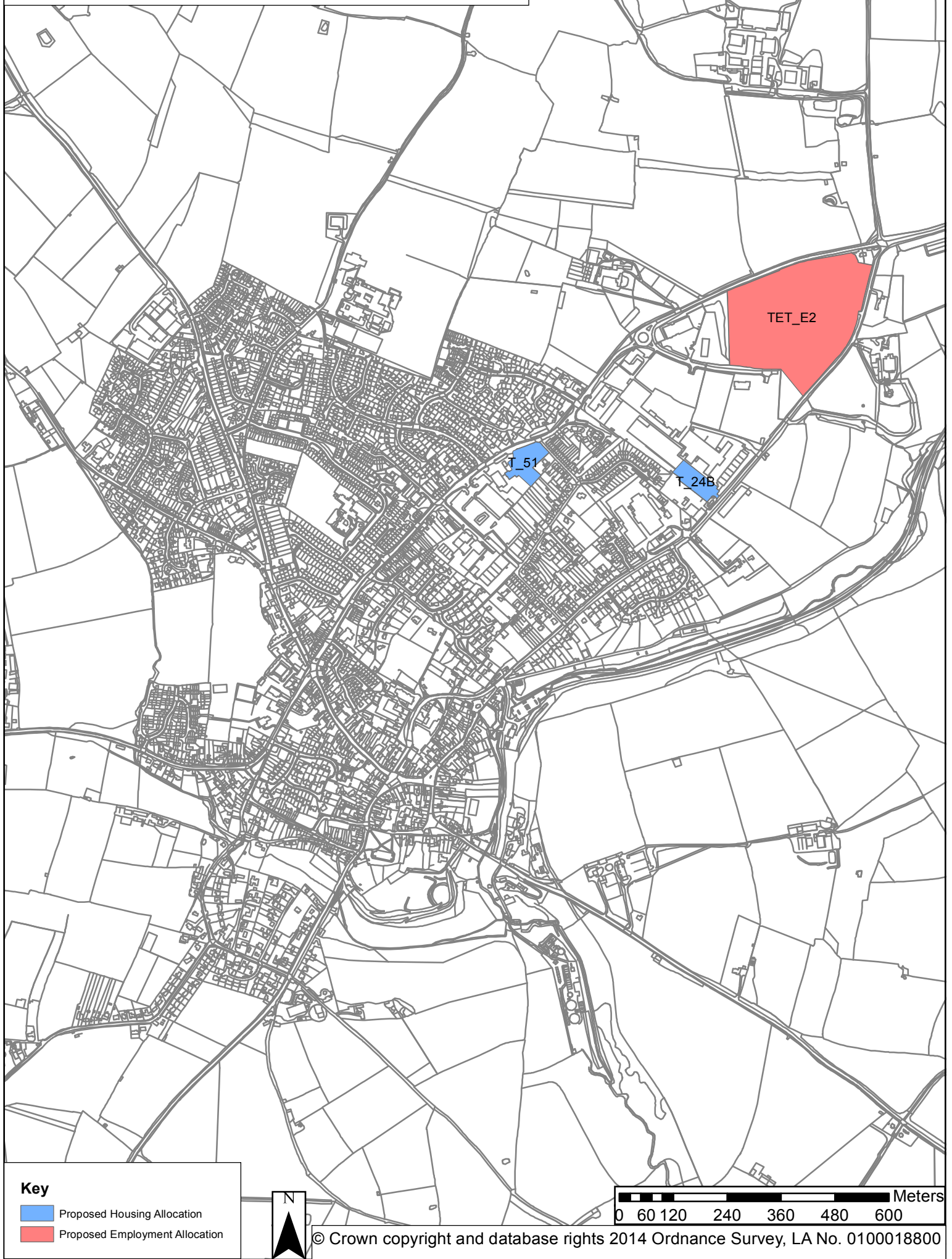
7.16 Tetbury



Map 15 Tetbury Location

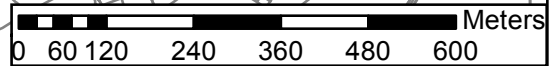
Proposed Housing and Employment Allocations

Tetbury



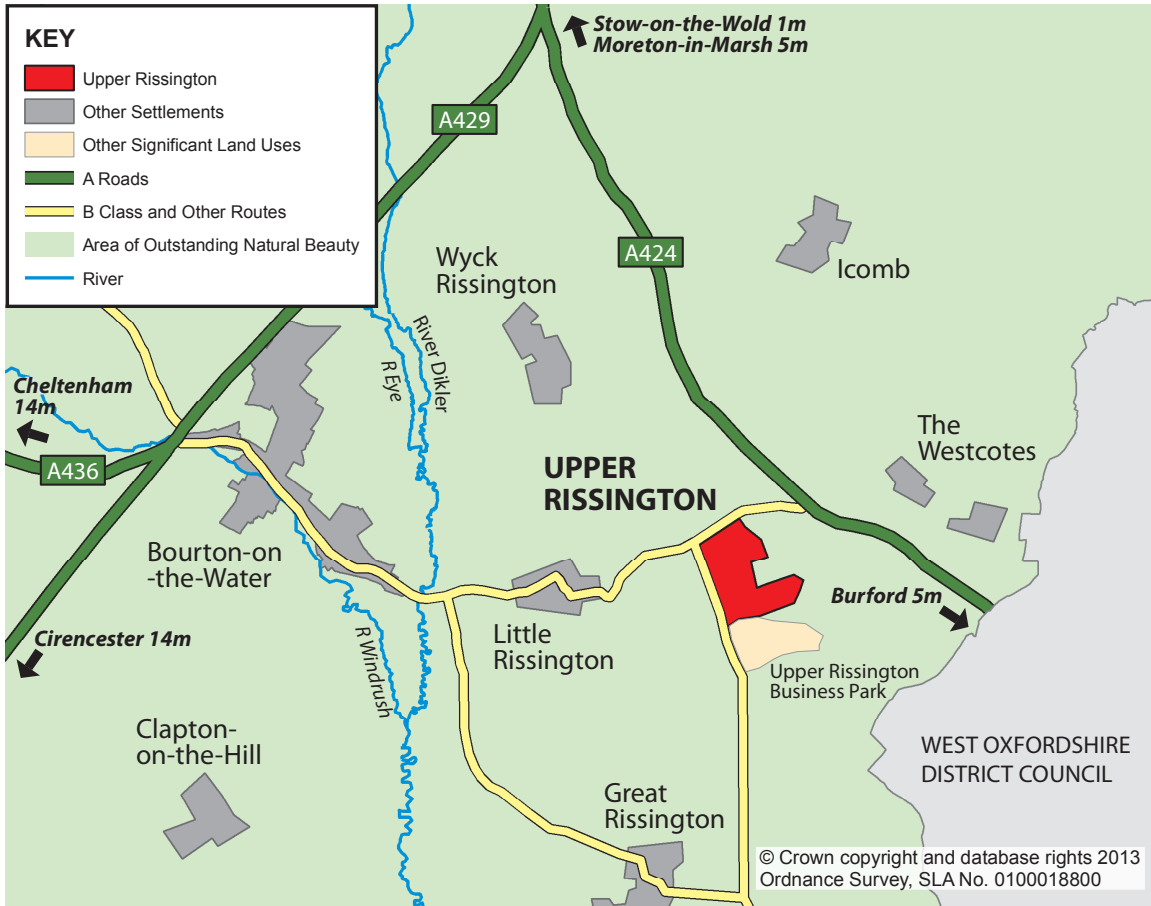
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7 The Strategy

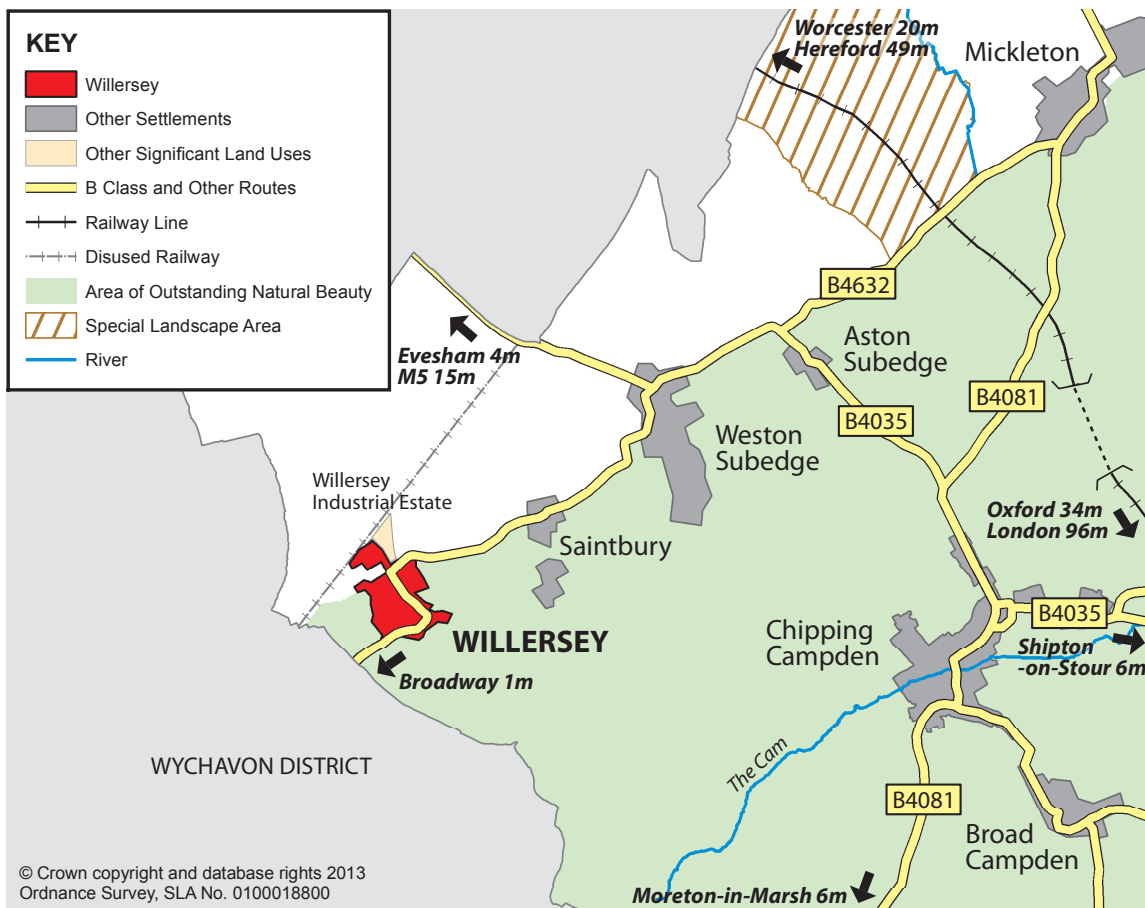
7.17 Upper Rissington



Map 16 Upper Rissington Location

The Strategy 7

7.18 Willersey



Map 17 Willersey Location

Proposed Housing and Employment Allocations Willersey



Key

- Proposed Housing Allocation
- Proposed Employment Allocation



0 20 40 80 120 160 200 Meters

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7.19 Rural Housing

- 7.60** The Local Plan must demonstrate certainty that it can deliver the District's housing requirement; otherwise it will fail to be tested sound at examination. Any additional dwellings that result from development on 'unplanned sites' will contribute to the overall housing supply. However, unlike housing allocations, they would be counted retrospectively through the Council's annual monitoring process.

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Rural Housing

1. Proposals for new-build open market housing will be considered for planning permission within or immediately adjacent to villages ⁽²²⁾ that are not identified in the Development Strategy provided there is good public transport access ⁽²³⁾ to community services and facilities; it has been demonstrated (if more than one open market dwelling is proposed) that a proven affordable housing need exists in that locality; and the development would:
 - (a) demonstrably support or enhance the vitality of the local community;
 - (b) for development that would result in an extension to an existing settlement, it should exhibit the appearance of a natural, organic enlargement of the existing built-up area by being proportionate in size and scale to the village and have regard to neighbouring development in terms of materials, design and positioning;
 - (c) contribute positively to the Local Plan's Strategic Objectives; and
 - (d) in instances where more than one open market dwelling is proposed, include a mix of house types and tenures to meet the needs of the whole community, including affordable dwellings.

2. Planning applications for rural housing will only be permitted if it is shown that there are clear social, economic or environmental benefits resulting from the development; and it has been demonstrated that there would be no material adverse impacts on one or more of the following criteria:
 - (a) the character or appearance of the landscape or the setting of the settlement;
 - (b) the setting, character or appearance of designated or non-designated heritage assets;
 - (c) arboriculture;
 - (d) biodiversity and protected species;
 - (e) best and most versatile agricultural land;
 - (f) highway safety, or would have an unacceptably detrimental effect on the highway network due to a material increase in car-borne commuting;
 - (g) flooding or drainage, either to the application site or the surrounding area; and
 - (h) the amenity of nearby residents, or would result in an unacceptable level of amenity for residents of the proposed development.

3. Prospective applicants will be expected to complete the pro-forma included at XX and submit this with the planning application.

22 A self-contained collection of dwellings forming a community that is larger than a hamlet, is situated in a rural area, but is not isolated from everyday services and facilities

23 A return daily bus service would be the minimum to constitute good public transport access

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- 7.61** The Local Plan Development Strategy envisages that the majority of new housing development, over the period up to 2031, will take place in the District's 18 most sustainable settlements. Cotswold District, however, is a large, rural area, with 140 or so 'smaller settlements' lying beyond the 18 main service centres. About 40% of the District's population lives in these smaller settlements – mostly villages - and surrounding rural areas.
- 7.62** Policy XXX potentially applies to any village that is not specifically mentioned in the Development Strategy.
- 7.63** The majority of these smaller settlements lack services and facilities such as shops and schools, and many are relatively 'remote' from other centres that are better-served. The NPPF (paragraph 54) allows for some open market housing in such settlements to facilitate the provision of significant additional affordable housing to meet local needs. Any resulting residential development would be additional to housing allocated in the most sustainable villages.
- 7.64** Policy XXX sets out criteria, which proposals would need to satisfy in order for open market housing in villages to meet the principles of sustainable development, as set out in the NPPF.
- 7.65** Evidence will need to be provided in terms of meeting local housing need and how the development responds to the village's distinctiveness. The latter includes demonstrating the appropriateness of the site itself. Such evidence will need to be generated through appropriate engagement with the local community via the parish council or parish meeting. This will enable a consistent and transparent approach to the presentation and evaluation of such schemes. A pro-forma (appendix XX) is the method by which prospective applicants will be required to demonstrate accordance with policy XXX. A wide range of information will be required in order to be able to address the challenge of demonstrating appropriateness. However, the work involved will be lessened by spending time engaging with local people. The submission of a completed pro-forma will be required with any planning application.
- 7.66** Any village that lacks community facilities, especially a shop, and does not have good public transport access to a local service centre, is unlikely to be a suitable location for new housing.
- 7.67** Most Cotswold villages have considerable architectural and historic interest, set within fine landscapes. They are particularly sensitive to change. Not all open spaces are suitable infill opportunities; for example, where they make a positive contribution to the character, appearance or setting of the village. Any proposal must be proportionate in scale and designed to blend in with its surroundings. The cumulative effects of more than one development allowed in the same village under this policy will be a material consideration. All applications will be assessed against Local Plan policies, the NPPF and the principles of sustainable development.