

**Gloucester, Cheltenham and Tewkesbury
Joint Core Strategy
2011 - 2031**

**Adoption Version
November 2017**

PART 3 - The JCS Spatial Strategy

3.1.1 This part sets out key spatial policies for the JCS area. Policy SP1 sets out the overall strategy concerning the amount of development required, and Policy SP2 sets out the distribution of new development. These two policies, combined with Policy SD1 on the economy, provide the spatial strategy for the plan. This strategy, together with its aims, is expressed in relevant policies throughout the plan and will be supported by forthcoming district plans and neighbourhood plans. Each policy highlights which of the strategic objectives it addresses.

SP1 – THE NEED FOR NEW DEVELOPMENT

Background

- 3.1.2 The issue of how much development will be needed in the JCS area until 2031 has generated considerable debate. The NPPF defines this requirement as ‘objectively assessed need’ (OAN). This is an assessment of need for new housing based on evidence including the demands derived from the local economy.
- 3.1.3 One of the biggest challenges facing the JCS authorities is to accommodate the level of growth the area is likely to need in terms of housing, employment and infrastructure, whilst continuing to protect the natural and built environment that makes this area such an attractive place to live and work. This requires a balance to be struck between protecting these cherished assets, whilst ensuring that existing and future generations are able to form households, find work and make a valuable contribution to a strong community.
- 3.1.4 The NPPF sets out that planning should *‘proactively drive and support sustainable economic development to deliver the housing, businesses and industrial units that the country needs’* and that *‘every effort should be made objectively to identify and then meet the housing, business and other development needs of the area.’* It goes on to say that, when plan-making, councils should use their evidence base to ensure that their plans meet the *‘full, objectively assessed needs for market and affordable housing in the housing market area as far as is consistent with the policies set out in this framework’*.
- 3.1.5 The plan must be based on up-to-date evidence. The OAN for the JCS has been independently assessed by consultants Nathaniel Lichfield & Partners (NLP) and the Cambridge Centre for Housing and Planning Research (CCHPR). In considering this evidence, the JCS authorities have concluded that the OAN for the JCS area is 33,500 dwellings and a minimum of 192 hectares of B-class employment land to support approximately 39,500 new jobs. This level of development would reflect both demographic and economic projections and aspirations, and is considered to be a sensible assessment of both the future housing needs and the economic potential of the JCS area.
- 3.1.6 Through the examination of the plan, the Inspector has recommended that an additional 5% be added to the OAN to increase the provision of affordable housing and add flexibility. This brings the total housing requirement figure to 35,175.
- 3.1.7 The requirements set out in Policy SP1 reflect the evidence and take into account the following key issues:

- Population growth and changing household size
- The effect of, and prospects for, economic growth
- The dynamics of the local housing market
- Landscape and environmental constraints
- Infrastructure capacity and deliverability
- Role and function of the Green Belt
- The Duty to Co-operate across local authority boundaries

Policy SP1: The Need for New Development

1. *During the plan period, provision will be made to meet the need for approximately 35,175 new homes and a minimum of 192 hectares of B-class employment land to support approximately 39,500 new jobs.*
2. *This is to be delivered by development within existing urban areas through district plans, existing commitments, urban extensions to Cheltenham and Gloucester, and the provision of Strategic Allocations at Ashchurch. This strategy aims to locate jobs near to the economically active population, increasing sustainability, and reducing out-commuting thereby reducing carbon emissions from unsustainable car use.*
3. *This housing requirement for each local authority will be as follows:*
 - *Gloucester at least 14,359 new homes*
 - *Cheltenham at least 10,917 new homes*
 - *Tewkesbury at least 9,899 new homes*

This policy contributes towards achieving Objectives 1, 2, 3, 6, 7 and 8

Explanation

3.1.8 The assessment of the OAN for housing follows the approach indicated by the NPPF and the PPG and takes as its starting point the latest official population forecasts and household projections. For the JCS this has meant using the Office for National Statistics (ONS) 2012 Sub-national Population Projections for England (May 2014) and the Department for Communities and Local Government (DCLG) 2012-based household projections (February 2015). However, the OAN assessment has also used the most recent evidence on how the population has changed. As such the assessment has been further adjusted to take into account the ONS 2014 Mid-Year Estimates (June 2015) and the latest ONS estimates for international migration statistics (August 2015). Using the latest available population and household formation data produced a demographically based estimate of the OAN for the JCS area of 31,830 homes over the plan period to 2031, as set out in Table SP1a below.

Table SP1a Demographic housing needs in the JCS area

	Gloucester	Cheltenham	Tewkesbury	JCS
Demographic OAN 2011-31	13,290	9,900	8,640	31,830

3.1.9 Whilst this provides an important starting point in calculating the OAN for housing it is also important to consider the impact of economic growth forecasts and aspirations. This will ensure that sufficient housing is made available to support the delivery of employment and job growth.

- 3.1.10 In May 2016 the 2014 sub-national population projections were issued, as were the 2014-based household projections in July 2016. However, following review of this data (EXAM 263) it is considered that neither affects the housing need in the JCS. This is because the JCS housing needs have been employment led and the new demographic and household forecasts do not affect the number of homes needed to house the workforce required to support the projected job growth.
- 3.1.11 With regard to employment, it is important that the JCS reflects the spirit of the NPPF in helping to ensure that the *'planning system does everything it can to support sustainable economic growth'*. Local employment need has been independently assessed by consultants NLP to provide a robust analysis of employment potential in the area to ensure that the JCS plans for a sufficient level of jobs and employment land to support growth aspirations. To do this assessment the latest economic forecasts have been used, utilising data from three independent forecasters: Cambridge Econometrics, Experian and Oxford Economics. These outputs have also been considered against local intelligence on forecast growth of specific sectors which included targeted consultation with the GFirst Local Enterprise Partnership and local businesses. The assessment has also taken into account past trends and an analysis of supply and demand including loss of employment land to other uses. The evidence presented by NLP identifies that the JCS should establish a minimum requirement for B class employment land of 192 hectares to support positive business growth aspirations for a minimum additional 39,500 jobs.
- 3.1.12 In order to support aspirational economic growth the JCS has considered whether an economic uplift to the demographic OAN is required to support jobs. Having estimated the population needed in 2031 to provide the labour force implied by the three job forecasts, the number of homes needed to accommodate that population growth has been calculated using the household formation rates from DCLG's 2012-based household projections. The average of the three forecasts was taken which produced an economic 'policy-on' OAN of 33,500 dwellings.
- 3.1.13 Economic growth has been planned for at the JCS-wide level as a functioning economic area. The LEP strategy for economic growth, as set out in the Strategic Economic Plan, is focused on the M5 growth corridor running through the heart of the JCS area and not any particular authority. Therefore economic growth needs to be seen in the JCS area-wide context. This is a different approach from housing where each district has its own specifically assessed needs and requirements. Therefore, it is difficult to attribute the housing needs resulting from any additional policy-on economic uplift to specific areas. Nevertheless, the JCS has sought to distribute this uplift in dwellings in accordance with the amount of employment land potential in each authority area and with the spatial strategy set out at Policy SP2. This has resulted in the policy-on OAN for each area set out at Table SP1b.

Table SP1b OAN with economic uplift

	Gloucester	Cheltenham	Tewkesbury	JCS
Policy-on OAN 2011-31	13,675	10,395	9,425	33,500

- 3.1.14 The employment forecasts for the JCS area are subject to considerable uncertainty and this is demonstrated in the way that they can change over a relatively short period of time. However, the JCS authorities believe that by establishing an OAN of 33,500 dwellings, this will ensure that economic growth in the area is not constrained by the supply of housing.

- 3.1.15 Further to the economic uplift an additional 5% increase has been applied to the economic led OAN. This 5% has been added in order to boost the delivery of affordable housing as well as providing additional flexibility to the supply of land and boosting housing delivery in general. This further uplift has resulted in an overall housing requirement for the JCS area of 35,175 dwellings over the plan period. The resulting requirement for each area is set out at Table SP1c.

Table SP1c 'Policy-On' OAN with 5% Uplift

	Gloucester	Cheltenham	Tewkesbury	JCS
Policy-on OAN + 5% Uplift 2011-31	14,359	10,917	9,899	35,175

Delivery

- 3.1.16 The JCS plans for a significant level of housing and employment development to meet the needs of the area over the plan period. The level of housing development proposed is at an overall rate higher than that observed in the JCS area overall since 1991 and would represent an increase in housing supply in line with the aims of NPPF and the best available information of the likely levels of housing required by 2031.

Annual JCS Housing Delivery		Annual JCS Housing Requirement
1991-2001	2001-2011	2011-2031
1326	1450	1759

- 3.1.17 Policy SP2 provides the spatial strategy for how development will be distributed and delivered across the JCS area. A key part of the delivery will be through the development of the Strategic Allocation sites that are identified through Policy SA1. These large sites will make a key contribution towards the housing and employment needs of the area. However, whilst the JCS provides the strategic-level part of the development plan, there is a significant role for delivery at the non-strategic level through both the district and neighbourhood plans.
- 3.1.18 Each authority will also be covered by a district-level plan, namely the Gloucester City Plan, Cheltenham Borough Plan and Tewkesbury Borough Plan. These plans will provide more detailed and locally specific planning policies as well as local site allocations. The district plans will deliver the individual district capacities identified through the JCS in accordance with the spatial strategy. Neighbourhood plans must be in conformity with strategic policies of the development plan and can have an important role in identifying sites and policies to guide development at the local level. Where neighbourhood plans are 'made', they form part of the development plan and its policies will be used in decision making to determine planning applications. The JCS authorities recognise the contribution that neighbourhood plans can make in helping the delivery of growth and will work with town and parish councils and community groups to support them in producing plans.
- 3.1.19 To assess the performance of the JCS, including delivery against the OAN, a separate monitoring framework is included in the plan, setting out the key indicators and contingencies that will be critical to the successful delivery of the plan strategy.

3.1.20 The monitoring arrangements set out in the Delivery, Monitoring and Review section will enable the JCS authorities to identify how policies and sites are delivering against the plan objectives and strategy. The monitoring may also suggest courses of action to address any issues. Further details are provided within the Delivery, Monitoring and Review section.

SP2 – DISTRIBUTION OF NEW DEVELOPMENT

Background

- 3.2.1 Both the level and distribution of housing and employment is influenced by the vision of the JCS, and informed by sustainability principles and by the JCS Sustainability Appraisal process, which has been translated into an overarching strategy for the JCS area. Policy SP2 sets out this strategy and identifies the distribution of new development across the area. Additional policy on employment and the economy is provided by Policy SD1. The proposals plan 'JCS Key Diagram' shows the distribution.
- 3.2.2 It has long been recognised that Gloucester and Cheltenham cannot wholly meet their development requirements within their administrative areas, and as such collaborative working across boundaries through the Duty to Co-operate is necessary. This was previously addressed through the Gloucestershire County Structure Plan and the draft Regional Spatial Strategy (RSS), which identified both Gloucester and Cheltenham as being amongst the region's strategically significant cities and towns. All the Gloucestershire local planning authorities are working together, within the context of the Duty to Co-operate, to ensure that new development plan documents properly address strategic planning and cross-boundary issues. A wider memorandum of understanding is maintained between all Gloucestershire districts covering issues which require joint working. In addition, the Gloucestershire authorities have entered into a devolution bid which sets out the commitment to work together to progress strategic plans in the event of the creation of a devolved authority.
- 3.2.3 The JCS authorities have also specifically agreed with Stroud District Council to take a strategic approach in the review of their development plans, and to develop strategies which seek to meet objectively assessed development and infrastructure requirements in the review of their respective development plan documents. The JCS authorities will also continue to work with the South Worcestershire authorities, and Wychavon District Council in particular, in relation to future development needs. Consideration will be given to meeting unmet requirements from another local planning authority within and outside the housing market area, where it is reasonable to do so and consistent with achieving sustainable development.
- 3.2.4 The three JCS authorities want to concentrate new development in and around the existing urban areas of Cheltenham and Gloucester to meet their needs, to balance employment and housing needs, and provide new development close to where it is needed and where it can benefit from the existing and enhanced sustainable transport network. Most of this development will be in the form of urban extensions within Tewkesbury Borough, because of the nature of the administrative boundaries in the JCS area. Tewkesbury town plays a smaller role in accommodating new development due to its size, and the rural areas will accommodate a lower amount of new development, most of which already has planning permission.

Policy SP2: Distribution of New Development

1. *To support their economic roles as the principal providers of jobs, services and housing, and in the interests of promoting sustainable transport, development will be focused at Gloucester and Cheltenham, including urban extensions to these areas.*
2. *To meet the needs of Gloucester City the JCS will make provision for at least 14,359 new homes. At least 13,287 dwellings will be provided within the Gloucester City administrative boundary, including the Winnycroft Strategic Allocation, and urban extensions at Innsworth and Twigworth, South Churchdown and North Brockworth within Tewkesbury Borough defined in Policy SA1, and sites covered by any Memoranda of Agreement.*
3. *To meet the needs of Cheltenham Borough the JCS will make provision for at least 10,996 new homes. This will be provided within the Cheltenham Borough administrative boundary and cross-boundary urban extensions at North West Cheltenham and West Cheltenham (both of which are partly within Tewkesbury Borough) defined in Policy SA1, and commitments covered by any Memoranda of Agreement.*
4. *To meet the needs of Tewkesbury Borough, none of which is being met by the urban extensions to Gloucester and Cheltenham, the JCS will make provisions for at least 9,899 new homes. At least 7,445 dwellings will be provided through existing commitments, development at Tewkesbury Town in line with its role as a market town, smaller-scale development meeting local needs at Rural Service Centres and Service Villages, and sites covered by any Memoranda of Agreement.*
5. *Rural service centres and service villages as identified in Table SP2c below will accommodate lower levels of development to be allocated through the Tewkesbury Borough Plan and Neighbourhood Plans, proportional to their size and function, and also reflecting their proximity and accessibility to Cheltenham and Gloucester and taking into account the environmental, economic and social impacts including existing levels of growth over the plan period. Over the plan period to 2031:*
 - *The rural service centres will accommodate in the order of 1860 new homes, and*
 - *The service villages will accommodate in the order of 880 new homes*
6. *In the remainder of the rural area, Policy SD10 will apply to proposals for residential development.*
7. *The unmet needs of Gloucester and Cheltenham, beyond their administrative boundaries, will only be delivered on Strategic Allocation sites allocated through Policy SA1 and any other sites with an agreed sharing mechanism through a Memorandum of Agreement between the relevant local planning authorities.*
8. *The identification of any additional urban extensions to help meet the unmet needs of a local planning authority must be undertaken through a review of the plan. Any additional site allocations made through a local plan or any neighbourhood plans must be in conformity with the JCS spatial strategy. Consideration will also be given to meeting needs in another local authority area where it is clearly established that they cannot be met within the JCS area, or provide a more sustainable and appropriate option.*
9. *To support economic growth in the JCS area, the JCS will make provision for at least 192 hectares of B-class employment land. At least 84 hectares of B class employment land will be delivered on strategic Allocation sites as detailed at Policy SA1. Any further capacity will be identified in District Plans.*

(The amount of development and its distribution is set out in Tables SP2a and SP2b (at the end of this section of the plan), and indicated on the JCS Key Diagram).

This policy contributes towards achieving Objectives 1, 2, 3, 4, 5, 6, 7, 8 and 9.

Explanation

- 3.2.5 The guiding principle of Policy SP2 is that need is met where it arises, so that Gloucester and Cheltenham, together with their immediate wider areas, remain the primary focus for growth. This reflects the urban-focused economic vision and support for urban regeneration for the JCS area.
- 3.2.6 In order to assess how much land is available to meet the JCS area's needs, the authorities have reviewed all potential sources of housing land supply. The potential land supply between 2011 and 2031 comes from a number of sources. Firstly, houses that have been built between 2011 and 2016 count towards meeting needs in the early part of the plan; secondly, sites which have already been granted planning permission, including those that are being built out; thirdly, allocated sites in existing adopted development plans. In addition, we have been informed by the Strategic Assessment of Land Availability (SALA) process, although this does not consider all constraints which could prevent sites coming forward.
- 3.2.7 An assumption has been made as to how many windfall sites (sites which are not allocated in development plans but come forward through planning applications) will be granted permission across the plan period in each district, reflecting the most recent guidance included in national PPG.
- 3.2.8 There are also further sites to be identified through the district plans. Work on the Gloucester City Plan, Cheltenham Borough Plan and Tewkesbury Borough Plan are advancing alongside the JCS and will bring forward allocations to deliver each area's identified district capacity. In total, these sources of land supply are thought to be able to provide for approximately 58% of the housing to be delivered in the JCS (19,700 homes), predominantly within the urban areas. The urban capacity figures that are being set out in this document are an estimate based on the best information available at this time. Therefore it is essential that enough land is allocated on sites of strategic scale to provide flexibility ensuring that the overall requirements for the JCS area as a whole are met and the plan is sound.
- 3.2.9 Recognising that there is insufficient land inside the existing urban boundaries of Gloucester and Cheltenham, together with commitments within Tewkesbury town, to accommodate their housing and employment needs, there was a need to find additional land to meet the JCS needs. Hence, urban extensions to Gloucester and Cheltenham have been identified, which would accommodate approximately 35% of the housing supply identified in the JCS.
- 3.2.10 As concluded by the Sustainability Appraisal, urban extensions are considered to be the most sustainable locations for new development (following existing urban areas) as they can share transport, social and service infrastructure with existing urban areas and are located close to essential services. Further information on the approach to the distribution of development is set out in the 'Spatial Options' topic paper (October 2013), available along with the other evidence base documents on the JCS website.
- 3.2.11 The locations for the urban extensions and Strategic Allocations have been derived through a selection process involving a comprehensive assessment of land surrounding the three main centres of Gloucester, Cheltenham and Tewkesbury. Critically, this process has been

informed by detailed evidence base on site-specific issues including flooding, biodiversity, Green Belt, landscape and visual sensitivity, transport and infrastructure as well as being subject to assessment through the Sustainability Appraisal. The development of the site selection process is detailed through the Broad Locations Report (October 2011) and the Strategic Allocations Report (2013).

- 3.2.12 It is anticipated that development on the urban extensions and strategic allocations will be started within the early part of the plan period in order to ensure an on-going supply of housing and employment development to 2031, recognising that there are some outstanding issues which need to be resolved on some sites. These sites will be supported by sustainable transport links and a range of other higher order services and facilities, such as community centres, schools and medical centres etc. Further information is set out in Policy SA1 and the infrastructure policies of the JCS.
- 3.2.13 Beyond Gloucester, Cheltenham and the Strategic Allocations, further development will be accommodated within Tewkesbury Borough. Tewkesbury Town, in accordance with its role as a market town, will deliver development. For the wider rural area, the starting point for the distribution of development was drawn from the evidence set out within the Rural Area Settlement Audit, updated in 2015, available to view on the JCS website. There are two settlements, Bishop's Cleeve and Winchcombe, which offer a higher range of services and facilities within the rural areas; these are defined as rural service centres.
- 3.2.14 In addition, there are a number of freestanding villages within Tewkesbury Borough which are considered to be suitable locations for some limited residential development. These villages were assessed as having two or more primary services, two or more secondary services and benefiting from bus services and/or road access to a major employment area by the 2015 Rural Area Settlement Audit Refresh and updated by further evidence as available. These settlements are defined as service villages. The retention of services is intrinsically linked to the size and distribution of the resident population and it is important that these services remain viable. About 2,740 homes will be accommodated across the rural area over the plan period to 2031; this development will be concentrated on the rural service centres and service villages. More development will be accommodated at the rural service centres than at the service villages. Approximately two-thirds of the development has already been delivered or committed, but the remainder will be allocated through the Tewkesbury Borough Plan and neighbourhood plans.
- 3.2.15 The total number of dwellings that is being provided for within the JCS area is approximately 31,824, which includes a contribution from Wychavon. This is lower than the overall housing requirement (including economic and 5% uplift) of 35,175. This shortfall occurs in meeting the needs of both Gloucester City and Tewkesbury Borough.
- 3.2.16 In meeting the needs of Gloucester it has been necessary to allocate sites on the edge of the urban area in Tewkesbury Borough. However, due to significant constraints and availability of land it has not been possible to allocate sites in the JCS to meet all of Gloucester's need over the plan period. Nevertheless, Gloucester has a good supply of housing land for the short to medium term that will enable it to meet its requirements to at least 2028/29. This will allow adequate time for an early review of the plan to explore further the potential for additional sites to meet Gloucester's needs in the longer term towards the end of the plan period. This would also allow the consideration of additional development options that may become available, both within and outside the JCS area. This could include the unlocking of further development opportunities within the urban area, as well as potential new urban

extensions in Tewkesbury Borough and Stroud District or elsewhere in the housing market area. The JCS authorities have a Memorandum of Understanding in place with Stroud District in this regard.

- 3.2.17 At Tewkesbury town there are similar issues with allocating strategic sites that are within the JCS area when taking into account the significant constraints and availability of land around the urban area. This issue has been exacerbated by the decision by the Defence Infrastructure Organisation regarding the delayed release of the MoD Ashchurch site. As a result Tewkesbury Borough has an identified shortfall against the total JCS requirement of approximately 2,450 dwellings. Nevertheless, there are opportunities for development at the MoD Ashchurch site within the plan period if infrastructure constraints can be overcome to release available parts of the site. Similarly there is potential for development at a site at Fiddington once the highway infrastructure needs around the A46 and M5 Junction 9 are established. While these sites cannot be allocated now due to uncertainties over their deliverability and capacity, a commitment has been set out in the Delivery, Monitoring & Review section to undertaking an immediate review of Tewkesbury's housing supply so that further work on the development potential around the Tewkesbury town and Ashchurch area can be carried out. Further information is also provided in the JCS Housing Implementation Strategy. In addition, there is joint working with Wychavon District Council to look to bring forward the cross-boundary site at Mitton, adjacent to the town. The adopted South Worcestershire Development Plan (2006-2030) already includes a policy commitment to consider, including through a review of the plan, meeting the needs of other authorities within the SWDP area. The site at Mitton is specifically referenced in this context. In addition, there is joint working with Wychavon District Council to assess the potential and possible release of land at Mitton.
- 3.2.18 As noted above there is currently a significant shortfall identified for Tewkesbury. However, Tewkesbury has an oversupply against its annual requirement from 2011/12 to 2016/17 and has a good supply of housing land that will enable it to meet its requirements over the short to medium term. An immediate review of the JCS would allow for the remaining shortfall to be addressed by exploring additional sites both within and outside the JCS area, including the potential for additional working with Wychavon District Council. Further information is provided within the Delivery, Monitoring & Review section of this plan.
- 3.2.19 The three authorities have prepared a detailed housing trajectory setting out when development is likely to take place. This work also includes an assessment of the five-year housing land supply position; details of this assessment are set out in the Housing Implementation Strategy available on the JCS website.
- 3.2.20 In regard to employment land the JCS sets the framework for the delivery of a minimum of 192 hectares of B-class employment need. The sources of supply includes a mix of high quality and well-located large strategic sites, existing undeveloped available employment sites, and potential additional smaller sites in the urban and rural areas. The Strategic Allocations are expected to deliver at least 84 ha of B-class employment land. Through the district plans each authority will explore the potential to allocate further local employment sites. This will provide choice and flexibility to support delivery of B-class employment growth. Monitoring of the plan would establish the growth of employment throughout the plan period, including any windfall development, and seek to rectify any shortfall through plan review. This will include through further exploration of growth opportunities at the MoD Ashchurch site and the wider M5 Junction 9 area.

3.2.21 The JCS Economic Update Note (February 2016) assessed the potential employment land supply for each of the districts. This used information provided through the Strategic Assessment of Land Availability to present a broad indicator of potential capacity based on the availability, suitability and deliverability of the sites. It also explored existing undeveloped commitments and existing allocations. This Update Note provided an indicative availability of B-class land of approximately 7ha at Gloucester City, 1ha in Cheltenham Borough and 40ha in Tewkesbury Borough, as well as 63ha of existing undeveloped employment land (based on previous allocations and extant permissions). With the JCS Strategic Allocations, a total of 195ha of B-class employment land is identified. Further investigation into employment allocations and capacity will be undertaken through the district plans.

Apportionment of Urban Extensions

3.2.22 All three authorities have worked together to find sustainable sites to meet the development needs of the area, transcending their administrative boundaries. As such, the three urban extensions proposed (excluding Winnycroft) to meet the needs of Gloucester are located entirely within Tewkesbury Borough. The two urban extensions proposed to meet the needs of Cheltenham fall across the administrative areas of both Cheltenham and Tewkesbury Borough.

3.2.23 Under the Duty to Cooperate it is recognised that, regardless of the fact that the majority of the land is within Tewkesbury Borough, the urban extensions are identified to meet the unmet needs of Gloucester or Cheltenham. Therefore dwellings being delivered on urban extensions to Gloucester or Cheltenham will contribute solely to the needs of the area's respective OANs and land supply calculations.

Delivery

3.2.24 To assess the performance of the JCS, a separate monitoring framework is included in the plan, setting out the key indicators and contingencies that will be critical to the successful delivery of the plan strategy. This is set out within the Delivery, Monitoring and Review section.

3.2.25 The Housing Implementation Strategy provides the detailed trajectory information for the JCS. The trajectory is also included as part of the Delivery, Monitoring and Review section. The JCS monitoring will identify where Strategic Allocations, proposals or policies are delivering against the plan objectives and strategy.

Table SP2a: Sources of housing supply in the JCS area

	Housing Supply
Gloucester City	
Completions	2,962
Commitments*	2,460
Windfall Allowance	832
Gloucester City Plan (Further Potential)	1,518
Strategic Allocations (Gloucester City)	620
Urban Extensions (Tewkesbury Borough)	4,895
Supply Total	13,287
Cheltenham Borough	
Completions	1,724
Commitments*	2,178
Existing Local Plan Allocations	10
Windfall Allowance	784
Cheltenham Borough Plan (Further Potential)	1,011
Urban Extensions (Cheltenham Borough)	2,775
Urban Extensions (Tewkesbury Borough)	2610
Supply Total	11,092
Tewkesbury Borough	
Completions	3,224
Deliverable Commitments*	2,854
Existing Local Plan Allocations	0
Windfall Allowance	552
Tewkesbury Borough Plan (Further Potential)	315
Mitton (Wychavon District)**	500
Supply Total	7,445
<i>*Includes Local Plan commitments</i>	
<i>**site is within Wychavon District and is not an allocation in the JCS. Site is subject to joint working between Wychavon District Council and Tewkesbury Borough Council.</i>	

Table SP2b Apportionment of Strategic Allocation sites and District Capacity

SUB AREA	AREA	Authority Area	Housing Supply
Gloucester City Supply	Gloucester City Urban Capacity	GCC	7,772
	Winnycroft Urban Extension	GCC	620
	Innsworth & Twigworth Urban Extension	TBC	2,295
	South Churchdown Urban Extension	TBC	1,100
	North Brockworth Urban Extension	TBC	1,500
Cheltenham Borough Supply	Cheltenham District Capacity	CBC	5,707
	North West Cheltenham Urban	CBC/TBC	4,285

	Extension		
	West of Cheltenham Urban Extension	CBC/TBC	1,100
	Tewkesbury Borough District Capacity	TBC	6,945
Tewkesbury Borough Area Supply	Mitton* * site is within Wychavon District and is not an allocation in the JCS. Site is subject to joint working between Wychavon District Council and Tewkesbury Borough Council.	WDC	500
Total JCS Area			31,824

Table SP2c: Settlement hierarchy

Settlement tier	Settlements
Key Urban Areas	Cheltenham Gloucester
Market town	Tewkesbury
Rural service centres	Bishop's Cleeve Winchcombe
Service villages *	Alderton Coombe Hill Gotherington Highnam Maisemore Minsterworth Norton Shurdington Stoke Orchard Toddington (inc. New Town) Twynning Woodmancote

* The service village classification was informed by the 2015 Settlement Audit Refresh. The JCS Settlement Audit will be reviewed to support the preparation of the Tewkesbury Borough Plan. The outcomes of the review will be used to ensure that the services villages identified by the JCS are still appropriate when it is submitted for examination. The distribution of development across the service villages will be guided by the Tewkesbury Borough Plan and neighbourhood plans.

