

Cotswold District Local Plan Update Development Strategy Options Technical Report

November 2025



COTSWOLD
District Council

Contents

1. Executive summary.....	1
2. Summary of adopted Cotswold District Local Plan (2011-2031).....	3
Development strategy.....	3
Delivering the development strategy.....	4
Land supply.....	4
3. Previous Local Plan consultation and what's changed.....	5
4. Development strategy of the Local Plan Update.....	6
Development needs.....	6
Development requirements.....	7
Already Identified Land Supply.....	7
Minimum target, flexibility in the housing land supply, and buffers	8
Proposed Settlement Hierarchy	9
5. Development Strategy Options.....	11
Scenario 1: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters and support Rural Exception Sites in Rural Settlements.....	12
Scenario 2: Allocate sites in Principal Settlements, Non-Principal Settlements, Village Clusters and Rural Settlements.....	16
Scenario 3: Main Service Centre focus.....	18
Scenario 4: Focus growth at transport nodes	21
Scenario 5: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters. Support Rural Exception Sites in Rural Settlements. Create new settlement(s) and/or strategic extensions to existing settlement(s).....	24
Scenario 6: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters. Support Rural Exception Sites in Rural Settlements. Create new settlement(s) and/or strategic extensions to existing settlement(s). Support major development within the Cotswolds National Landscape.....	32
Scenario 7: Maximise growth across the district (for example, via additional new settlement(s) / strategic extensions).....	36
6. Housing Density and Land Efficiency	39
7. Preferred Development Strategy	41

1. Executive summary

- 1.1 This report considers development strategy options for the update to the Cotswold District Local Plan (the Local Plan Update). It also indicates the preferred development strategy option.
- 1.2 The Local Plan Update is proposed to cover the period from 2025 to 2043, enabling it to look ahead 15 years from when the Local Plan is adopted. Consideration is given to the amount of additional development that would likely be needed for the 18 year plan period.
- 1.3 Based on current estimations, the following provides a useful indication:
 - a) 18,650 additional new homes are needed in for the new local plan period based on the government's 'standard methodology' calculation of the number of homes needed)¹.
 - b) 6,150 homes already have planning permission, are remaining site allocations from the adopted Local Plan or are expected to be delivered as windfalls (i.e. sites not specifically identified in the Local Plan), which can contribute towards delivering the housing target².
 - c) Additional sites capable of delivering 12,500 homes are needed to fully deliver the housing target (i.e. $18,650 - 6,150 = 12,500$ homes).
 - d) The needs / requirements and land supply for other types of development and infrastructure are being further assessed and will be included within the updated development strategy.
- 1.4 Seven development strategy options have been identified to accommodate the additional growth:
 - Scenario 1: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters and support Rural Exception Sites in Rural Settlements
 - Scenario 2: Allocate sites in Principal Settlements, Non-Principal Settlements, Village Clusters and Rural Settlements

¹ Based on a standard methodology calculation of housing need 1,036 homes a year, as set out in the [MHCLG's recalculation of housing needs in December 2024](#) in accordance with the revised standard methodology set out in the [Planning Practice Guidance for Housing and economic needs assessment](#). Note, this figure is periodically updated to reflect new housing affordability data and household estimates, and will be reassessed in the updated Gloucestershire Housing and Economic Needs Assessment.

² Extrapolated from the Cotswold District Housing Land Supply Report (CDC, August 2025), including around 3,000 homes from sites with planning permission; 250 homes from remaining site allocations from the currently adopted Local Plan; and 2,600 homes expected from windfall developments (note: rolls forward the annual average number of windfalls delivered between 2011 to 2024, which is assumed to continue up to 2043).

- Scenario 3: Main Service Centre focus
- Scenario 4: Focus growth around transport nodes
- Scenario 5: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters. Support Rural Exception Sites in Rural Settlements. Create new settlement(s) and/or strategic extensions to existing settlement(s)
- Scenario 6: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters. Support Rural Exception Sites in Rural Settlements. Create new settlement(s) and/or strategic extensions to existing settlement(s). Support major development within the Cotswolds National Landscape
- Scenario 7: Maximise growth across the district (for example, via additional new settlement(s) / strategic extensions)

- 1.5 Scenarios 5 is the preferred option. This is the only scenario that maximises housing supply whilst also delivering sustainable and inclusive development.
- 1.6 It is currently estimated that this option could provide a housing land supply of around 14,660 homes, resulting in a supply shortfall of around 3,990 homes to meet the full 18,650 housing target (i.e. 79% of the target). However, scenario 5 relies on the delivery of eight strategic sites of 500 or more homes, with these types of sites normally being complex and often delayed. There are also other 'high' risks, such as the delivery of the development being contingent on infrastructure delivery from external organisations, which may delay development. This means that although 14,660 homes are planned, we realistically expect around 20% fewer homes to be built during the Local Plan period, meaning that scenario 5 would be expected to deliver around 11,730 homes.
- 1.7 The Council will seek to increase residential development densities where this is achievable. This approach aligns with national policy objectives to optimise land use efficiency. However, implementation must be balanced against statutory and local requirements to conserve and enhance the nationally designated landscape, designated conservation areas, and the historic character of settlements. These constraints impose limitations on building height, massing, and layout, particularly in sensitive locations. Consequently, the scope for significant density uplift is limited across much of the district.
- 1.8 Taking these matters into consideration, the Council will need to ask its neighbouring local planning authorities through the Duty to Cooperate whether they can plan for any of Cotswold's unmet housing need in their areas.
- 1.9 Please note, the figures in this report are intended to provide an indication of the potential number of additional homes that can be delivered in the Local Plan Update

based on current evidence. The figures will be updated to reflect future annual monitoring of development sites, the outcome of the Call for Sites from this Local Plan consultation, as well as further evidence base studies.

2. Summary of adopted Cotswold District Local Plan (2011-2031)

- 2.1 Before discussing the development strategy for the new Local Plan period, a high-level summary is provided of the adopted Local Plan development strategy. The adopted strategy has been successful in delivering the identified development needs and requirements for the Local Plan period, so is a useful comparator to consider first.

Development strategy

- 2.2 The adopted Local Plan period is from 1 April 2011 to 31 March 2031 (the adopted Local Plan period). The adopted development strategy identifies 17 Principal Settlements, which have been the focus of where development is delivered. These are:

Andoversford	Fairford	South Cerney
Blockley	Kemble	Stow-on-the-Wold
Bourton-on-the-Water	Lechlade	Tetbury
Chipping Campden	Mickleton	Upper Rissington
Cirencester	Moreton-in-Marsh	Willesley
Down Ampney	Northleach	

- 2.3 The principle of development is supported inside the development boundary of the Principal Settlements (Policy DS2). Small-scale residential development is also supported in Non-Principal Settlements, which are not specifically identified in the Local Plan (Policy DS3). Open market housing is prohibited outside Principal and Non-Principal Settlements (i.e. in open countryside) unless it is in accordance with other policies that expressly deal with residential development in such locations.
- 2.4 Policy DS1 also identifies a minimum housing requirement of 8,400 dwellings (Use Class C3) for the adopted Local Plan period. There is a separate requirement of 580 nursing and residential care bedspaces (Use Class C2) over the 14-year period 2017-2031. Based on the Housing Delivery Test equivalence calculation³, this represents an

³ Para. 11 of the [Housing Delivery Test Measurement Rule Book](#) (MHCLG, July 2018) explains, "The ratio applied to other communal accommodation will be based on the national average number of adults in all households, with a ratio of 1.8". Therefore, 580 bedspaces / 1.8 = 322 dwellings

additional, but separate, requirement of 322 further dwellings. The combined requirement is 8,722 dwellings for the plan period.

- 2.5 The Local Plan also identified the need for different types of housing. For example, there is a need for an average of 157 dwellings of Affordable Housing a year between 2015 and 2031, as well as 665 sheltered and extracare housing units between 2017 and 2031.
- 2.6 The Plan also has an economic development strategy. Policy DS1 includes a requirement for 24ha of Use Class B employment land over the plan period. The requirement took consideration of a forecast 16.6ha increase of Use Class B1 (now Use Class E(g)) land (including 64,626sqm of office floorspace), a 2.1ha reduction of Use Class B2 land, and a 9.9ha increase of Use Class B8 land.

Delivering the development strategy

- 2.7 To deliver the development strategy, the Local Plan allocated various housing and employment sites (Policies S1 to S19). It also allocated one strategic development site at Land to the south of Cirencester (The Steadings) (Policy S2), which included up to 2,350 homes, 9.1 ha of employment land, and other supporting development and infrastructure.
- 2.8 The plan also provides for different types of housing needs, including a suitable mix of housing (Policy H1); Affordable Housing (Policies H2-H4); housing for older people (Policy H4); and Gypsy and Traveller sites (Policy H7).
- 2.9 In addition to the site allocation, the economic development strategy was also predicated on safeguarding established employment sites (Policy EC2); supporting three Special Policy Areas (Policy EC4); enabling diversification of businesses in sustainable rural locations (Policy EC5); and protecting town centres and providing for their needs (Policies S3 and EC7-9).

Land supply

- 2.10 At the point of adoption, the Local Plan was expected to deliver 9,614 dwellings (Use Class C3) over the plan period. This provided a 14% degree of flexibility over and above the 8,400 dwelling (Use Class C3) minimum requirement, which was needed in case any sites were not delivered as expected.
- 2.11 The Local Plan did not allocate sites to deliver its nursing and residential care accommodation requirement (Use Class C2). Policy H4 instead provided a supportive mechanism to enable this type of housing to be granted planning permission in suitable locations to deliver the requirement.

- 2.12 The housing land supply was expected to deliver an average of 100 dwellings of Affordable Housing a year, which was 43% below the need of 157 Affordable Homes a year. Two locations were identified for accommodating Gypsy and Traveller needs and a permissive policy was provided to accommodate any further Gypsy and Traveller pitch needs.
- 2.13 The Local Plan included several employment site allocations and planning permissions to deliver the employment land requirement. Cirencester was the only location where main town centre use allocations were made.

3. Previous Local Plan consultation and what's changed

- 3.1 Cotswold District Council began partially updating its Local Plan in June 2020. In February / March 2022, the Council undertook an initial consultation (formally known as a Regulation 18 consultation) on the Partial Local Plan Update to identify 'Issues and Options' that the Local Plan needed to respond to.
- 3.2 In January 2024, as there would soon be less than five years remaining of the Local Plan period, it was decided to proactively begin the process of planning for development requirements beyond 2031 before a lack of a five-year housing land supply became an issue. The Council therefore approved the commencement of a Development Strategy and Site Allocations Plan (2026-41), which would be undertaken in parallel to the Partial Local Plan Update for strategic reasons.
- 3.3 In February to March 2024, the Council undertook consultations on both the 'Draft Policies' of the Partial Local Plan Update and 'Issues and Options' for the Development Strategy and Site Allocations Plan, the latter considering development options beyond 2031. This concluded that the Local Plan should focus development in and around the district's principal settlements and transport nodes, as well as exploring whether strategic scale development around Moreton-in-Marsh as a Principal Settlement with a railway station would be feasible. This strategy was based on the housing target of the previous government, which at that time was 493 homes a year. Accordingly, it was estimated that additional sites capable of delivering around 3,300 homes would be needed to deliver the full housing target over the new Local Plan period.
- 3.4 In December 2024, the newly elected Government revised the National Planning Policy Framework (December 2024) (the NPPF). The changes included a new, mandatory 'standard methodology' for calculating the number of homes needed in each local planning authority area. As a result, and largely due to high house prices in Cotswold District, the district received a more than 100% increase to its annual housing target.

The number of homes needed in the district significantly increased⁴ to 1,036 homes a year.

- 3.5 Because of the significantly increased housing target, the Council's supply of deliverable housing sites dropped from 7.3 to 1.8 years. This means that the adopted Local Plan policies that are most important for the supply of housing (Policies DS1 to DS4) are now considered to be 'out-of-date'. Instead, planning applications must be determined against national planning policies, whilst applying the presumption in favour of sustainable development⁵ and the tilted balance.
- 3.6 The increased housing target also requires significantly more housing sites to be identified in the Local Plan. This takes additional time and requires a further Call for Sites.
- 3.7 National planning policy also requires Local Plans to look ahead for a minimum of 15 years from the point of adoption and policies should be set within a vision that looks ahead at least 30 years⁶. It is anticipated that the Local Plan Update will be adopted in late 2027. It is therefore necessary to extend the proposed Local Plan period from 2041 to 2043, which will enable the Local Plan to look ahead at least 15 years from the anticipated adoption date. As a consequence, this further increases the number of homes that need to be planned for.
- 3.8 The responses from the previous Local Plan consultation are still valid and have been taken into consideration. However, the significant increase to the number of homes needed in the district requires a rethink of the proposed development strategy for delivering the scale of growth needed.

4. Development strategy of the Local Plan Update

- 4.1 Consideration is now given to the development strategy for the Local Plan Update, which covers the period from 1 April 2025 to 31 March 2043.

Development needs

- 4.2 As of December 2024, the government through its standard methodology⁷ calculates the housing need of Cotswold District to be 1,036 homes a year. Applying the standard methodology housing need over the 18 period from April 2025 to 2043 identifies a total need of 18,648 homes (this is rounded up to 18,650 hereafter for ease).

⁴ In accordance with NPPF (2024) paragraph 24

⁵ In accordance with NPPF (2024) paragraph 11

⁶ NPPF (2024) paragraph 22

⁷ [MHCLG's recalculation of housing needs in December 2024](#) in accordance with the revised standard methodology set out in the [Planning Practice Guidance for Housing and economic needs assessment](#). Note, this figure is periodically updated to reflect new housing affordability data and household estimates, and will be reassessed in the updated Gloucestershire Housing and Economic Needs Assessment.

- 4.3 This analysis is based on the local housing need alone (i.e. an unconstrained assessment of the number of homes needed in an area). It does not take consideration of the various other factors, which must be assessed when calculating the Local Plan housing requirement (explained further in the next section).
- 4.4 The need for additional employment, retail, infrastructure and other types of development are currently being assessed and will be incorporated into the new development strategy. It is anticipated the need / requirement for these other types of development and infrastructure will align with housing growth.

Development requirements

- 4.5 Local planning authorities must use their housing target, as calculated by the standard methodology, as the starting point for determining their Local Plan housing requirement. A similar situation exists for the calculation of the Local Plan employment requirement, and other development requirements.
- 4.6 The determination of these requirements is based on an assessment of various matters. For example, whether more development should be provided to deliver additional affordable housing, an economic growth strategy, strategic infrastructure improvements or so that an authority can take on an unmet development need from a neighbouring authority. Such circumstances could necessitate a requirement that is higher than the amount of development that is calculated to be needed in an authority area. There may also be matters that necessitate a lower housing requirement, such as protected areas or assets of particular importance providing a strong reason for restricting the overall scale, type or distribution of development in the plan area. There may also be insufficient deliverable / developable sites to deliver the total housing target, in which case the authority would, if possible, seek to deliver the unmet development need in a neighbouring authority. In simple terms, the development 'need' figures must be converted into development 'requirement' figures to be included in the Local Plan.
- 4.7 This report does not attempt to calculate the development requirement(s). It instead uses the identified need figure(s), where available, as a reliable and useful indicator of the amount of development that may be required in the Local Plan period.

Already Identified Land Supply

- 4.8 It is currently estimated that 6,150 homes' worth of housing land supply has already been identified for the period 1 April 2025 to 31 March 2043⁸, which comprises:

⁸ Figures extrapolated from the Council's Housing Land Supply Report (CDC, June 2025), which have a base date of 1 April 2024

- Around 3,350 homes from sites with planning permission, including homes expected to be completed at the Chesterton strategic site in Cirencester;
- Around 270 homes from remaining site allocations from the adopted Local Plan that do not yet have planning permission; and
- Around 2,530 homes that are expected as windfalls.

4.9 This means that a housing land supply of around 12,500 further homes is needed to meet the total housing need for the plan period of 18,650 homes⁹.

4.10 Annual monitoring of planning permissions is being undertaken for other types of development to establish the current development land supply for employment, retail and other uses.

Minimum target, flexibility in the housing land supply, and buffers

4.11 Based on the adopted housing target of 1,036 dwellings per annum, recent monitoring data indicates that Cotswold District is likely to significantly under-deliver against this requirement¹⁰. In accordance with national planning policy and guidance (e.g. NPPF and PPG), this level of under-delivery necessitates the application of a 20% buffer to the five-year housing land supply. This buffer is intended to ensure a realistic prospect of achieving the planned supply and to account for delivery shortfalls.

4.12 National policy confirms that the standard method for calculating local housing need represents a minimum baseline¹¹. The adopted Local Plan incorporated a 14% buffer above the minimum housing requirement to provide flexibility and resilience in the event of delivery delays or site non-implementation. This approach proved effective, enabling the Council to maintain a five-year housing land supply despite delays to the strategic site at The Steadings, Cirencester, which was the sole strategic allocation in the adopted plan.

4.13 National policy acknowledges that strategic-scale sites are subject to longer lead-in times and greater delivery risk due to their complexity and infrastructure requirements¹². Development strategies that rely heavily on strategic sites are therefore considered higher risk, particularly in the context of short- to medium-term housing delivery.

⁹ These figures are intended to provide a current estimate of the number of additional homes that may need to be identified in the Local Plan. This helps to quantify the scale of additional housing land supply that may need to be identified for the purpose of considering strategic housing options.

¹⁰ As per NPPF (2024) paragraph 78 and 79.

¹¹ NPPF (2024) paragraph 62.

¹² As per NPPF (2024) paragraphs 22.

- 4.14 Infrastructure delivery presents a significant risk to the delivery of housing and other types of development across all site scales. The majority of the district falls within the Thames Water catchment, which is designated by the Environment Agency as “seriously water stressed”. This designation reflects high household demand relative to available rainfall, posing risks to future water supply. Substantial investment in new water supply infrastructure is required to support planned growth.
- 4.15 Additionally, several wastewater treatment works within the district are known to require upgrading to accommodate additional development. However, Thames Water’s reported £17 billion debt significantly constrains its capacity to fund and deliver necessary infrastructure improvements. As a result, Grampian conditions are being applied to some planning permissions, restricting occupation until infrastructure upgrades are completed. These conditions introduce further uncertainty and delay into the housing delivery pipeline.
- 4.16 Given the identified risks – under-delivery, infrastructure constraints, and reliance on strategic sites – the buffer applied to the Local Plan housing land supply should be proportionate to the level of delivery risk. A higher-risk development strategy warrants a larger buffer to ensure flexibility and maintain a robust five-year housing land supply position.

Proposed Settlement Hierarchy

- 4.17 A Settlement Role and Function Study has been undertaken to determine a settlement hierarchy of Principal Settlements, Non-Principal Settlements (and Village Clusters) and Rural Settlements. This is based on various factors, such as the existing size of a settlement, the current level of services, facilities, employment provision, etc.
- 4.18 The final settlement hierarchy in the Local Plan may change, as it will factor in the amount of additional planned growth and any additional services, facilities, employment provision, etc. resulting from that growth.

Table 1: Proposed settlement hierarchy

16 Principal Settlements					
Proposed Principal Settlements	Current dwellings	Proposed Principal Settlements	Current dwellings	Proposed Principal Settlements	Current dwellings
Andoversford	307	Kemble	388	South Cerney	1,318
Blockley	616	Lechlade	1,241	Stow-on-the-Wold	1,240
Bourton-on-the-Water	1,936	Mickleton	954	Tetbury	3,257
Chipping Campden	1,154	Moreton-in-Marsh	2,663	Upper Rissington	757
Cirencester	9,900	Northleach	815		
Fairford	1,800	Siddington	339		
13 Non-Principal Settlements or Village Clusters					
Proposed Non-Principal Settlements	Current dwellings	Proposed Non-Principal Settlements	Current dwellings	Proposed Non-Principal Settlements	Current dwellings
Avening	412	Down Ampney	231	Preston	89
Bibury	190	Longborough	224	Willersey	458
Bledington	208	Meysey Hampton	179	The Village Cluster of Coln St Aldwyns, Hatherop & Quenington	352
Bourton-on-the-Hill	134	North Cerney	72		
Broadwell	150	Poulton	173		

Note: Current dwellings refers to the total amount of dwellings currently in the settlement. Please note that this figure refers to the settlement only, not the whole parish.

5. Development Strategy Options

- 5.1 The following section considers seven strategy options to deliver the need for different types of development in the district in the new Local Plan period:
- Scenario 1: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters and support Rural Exception Sites in Rural Settlements
 - Scenario 2: Allocate sites in Principal Settlements, Non-Principal Settlements, Village Clusters and Rural Settlements
 - Scenario 3: Main service centre focus
 - Scenario 4: Focus growth around transport nodes
 - Scenario 5: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters. Support Rural Exception Sites in Rural Settlements. Create new settlement(s) and/or strategic extensions to existing settlement(s)
 - Scenario 6: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters. Support Rural Exception Sites in Rural Settlements. Create new settlement(s) and/or strategic extensions to existing settlement(s). Support major development within the Cotswolds National Landscape
 - Scenario 7: Maximise growth across the district (for example, via additional new settlement(s) / strategic extensions)
- 5.2 It is important to emphasise from the outset that **the figures used for the development strategy scenarios are indicative and are subject to change at this stage**. For example, further monitoring of planning permissions may change the figures; further evidence studies are also needed to confirm the deliverability of sites; the Council is undertaking a Call for Sites as part of the Regulation 18 consultation, which may identify further land; and consideration will need to be taken of Local Plan consultation responses.
- 5.3 It is also important to emphasise **the selection of the development strategy options and sites at this Regulation 18 consultation stage is an iterative process**. The final development strategy and recommended sites for allocation in the Local Plan will form part of the pre-submission Local Plan, which will undergo a further public consultation in summer 2026 (formally known as a Regulation 19 consultation).
- 5.4 Given the scale of the housing target, it is important to highlight that it is likely that **all deliverable and developable sites in sustainable locations for growth will need to be allocated for development in the Local Plan**.

Scenario 1: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters and support Rural Exception Sites in Rural Settlements

- 5.5 Scenario 1 effectively rolls forward the backbone of the adopted Local Plan development strategy, which focusses the majority of additional growth at 17 Principal Settlements.
- 5.6 Unlike the adopted development strategy, which allows ‘small-scale residential development in Non-Principal Settlements’ as windfalls, Scenario 1 would identify the Non-Principal Settlements and Village Clusters as locations where development is proactively allocated, in addition to supporting windfalls in these locations.
- 5.7 This scenario also takes consideration of the collective function of groups of smaller settlements (referred to as a ‘cluster’), where development in one village may support services in a village nearby.
- 5.8 The proposed level of development in each Principal Settlement, Non-Principal Settlement and Village Cluster is summarised in Table 2.
- 5.1 Additional housing would be supported in Rural Settlements as Rural Exception Sites, which are small sites used for affordable housing in perpetuity where sites would not normally be permitted for housing. A proportion of market homes may be allowed on the site at the local planning authority’s discretion, for example where essential to enable the delivery of affordable units without grant funding. These homes would be delivered as windfalls.
- 5.2 Further housing would also be supported as windfalls beyond the Principal and Non-Principal Settlements and Village Clusters where other national, local and neighbourhood planning policies allow it.
- 5.3 This scenario does not include strategic extensions to any settlements, which are considered in Options 3 to 7.
- 5.4 It is estimated that the total housing supply from Scenario 1 over the Local Plan period would be around **7,840 homes**.

Table 2: Scenario 1 - Indicative housing delivery between 2025 and 2043

Settlement	Indicatively deliverable / developable land	% growth of settlement
Principal Settlements		
Andoversford	130	42%
Blockley	130	21%
Bourton-on-the-Water	230	12%

Settlement	Indicatively deliverable / developable land	% growth of settlement
Chipping Campden	230	20%
Cirencester	2,820	28%
Fairford	470	26%
Kemble	30	8%
Lechlade	220	18%
Mickleton	590	62%
Moreton-in-Marsh	420	16%
Northleach	80	10%
Siddington	30	9%
South Cerney	110	8%
Stow-on-the-Wold	150	12%
Tetbury	320	10%
Upper Rissington	30	4%
Principal Settlements Sub-total	5,990	21%
Non-Principal Settlements		
Avening	70	17%
Bibury	40	21%
Bledington	10	5%
Bourton-on-the-Hill	10	7%
Broadwell	20	13%
Down Ampney	420	182%
Longborough	40	18%
Meysey Hampton	0	0%
North Cerney	30	42%
Poulton	30	17%
Preston	170	191%
Willersey	180	39%
The cluster of Coln St Aldwyns, Hatherop and Quenington	80	23%
Non-Principal Settlements Sub-total	1,100	38%
Other		
Other Rural Settlements and Open Countryside (windfalls)	780	N/A

Settlement	Indicatively deliverable / developable land	% growth of settlement
District-wide planning permissions expected to lapse	-30	N/A
Other Sub-total	750	N/A
Total	7,840	15%

Note 1: Figures are for the total number of dwellings that could be delivered in the new Local Plan period. This includes current planning permissions / allocations, windfalls and further sites that have been put forward and identified as potentially deliverable.

Note 2: Figures are settlement totals, not parish totals.

Scenario 1: Key observations

5.5 In general, settlements inside the Cotswolds National Landscape would receive less development than the settlements that are either wholly or partly outside the Cotswolds National Landscape.

5.6 Principal Settlements:

- Principal Settlements account for the majority of growth (5,990 homes, 76% of the total growth from this scenario), reflecting their strategic role in accommodating development. On average the Principal Settlements would grow by 21%.
- Cirencester leads in absolute growth (2,820 homes), reinforcing its role as the district's main urban centre. This is largely attributed to the 2,350 home planning permission at The Steadings strategic site, which is currently under construction and is expected to continue delivering homes over the course of the Local Plan period.
- Mickleton stands out with the highest proportional growth (62%).
- Other settlements like Fairford, Chipping Campden, and Blockley show moderate growth, aligning with their established roles in the settlement hierarchy.

5.7 Non-Principal Settlements:

- Non-Principal Settlements, while contributing less in absolute numbers (1,100 homes), show a higher average growth rate of 38%, indicating significant proportional change in smaller communities.
- Down Ampney (182%) and Preston (191%)¹³ show exceptionally high proportional growth, which is due to small baseline populations coupled with the potential delivery of larger development sites in the plan period.
- Willersey (39%) also shows notable growth.

¹³ Note, Preston's windfall estimate is high as past developments at Siddington Park Farm inflate the future windfall estimate

- 5.8 To distribute 18,650 homes proportionately across the Principal and Non-Principal Settlements in relation to their existing size, each settlement would need to growth by 59% over the 18 year Local Plan period.

Scenario 1: Key Strengths / Opportunities

- The backbone of the adopted Local Plan strategy would be rolled forward and was accepted as a 'sound' approach in the previous Local Plan examination. This is substantially a "tried and tested" approach to planning for development in Cotswold District that has been successfully deployed in successive Local Plans.
- Extends the number of settlements where site allocations are made from the existing development strategy of 17 Principal Settlements to 29 Principal / Non-Principal Settlements / Village Clusters, so is likely to bring forward development opportunities in locations previously not supported.
- Allows for a proportion of future growth to take place in smaller settlements thus helping support their vitality and viability and enabling development sites to be locally identified.
- Considers the 'collective' opportunities and advantages presented by clusters of settlements rather than treating each in isolation.
- Would deliver more Rural Exception Sites, and consequently more Affordable Housing.

Scenario 1: Key Weaknesses / Threats

- Provides a housing supply that is only 42% of the 18,650 homes needed.
- Smaller settlements can be poorly served by public transport with limited opportunities for walking and cycling, albeit development may offer an opportunity for improvements.
- The requirement for some sites beyond Principal and Non-Principal Settlements to be Rural Exception Sites may constrain the delivery of market housing in these locations.
- This scenario may have worked well in the past but there is clearly a limit to how much development the main settlements in the district can continue to accommodate without increasing the risk of undesirable social and environmental side-effects associated with overdevelopment (e.g. some settlements in the district have already more than doubled in size in the first 13 years of the adopted Local Plan period and their infrastructure delivery has not caught up). This is particularly acute given the exponential increase in the number of homes the Government calculates to be needed in Cotswold District over the Local Plan period.

Scenario 2: Allocate sites in Principal Settlements, Non-Principal Settlements, Village Clusters and Rural Settlements

- 5.9 Scenario 2 incorporates Scenario 1 but adds a more 'dispersed' approach to the future pattern of development so that growth is also steered towards small villages and hamlets, which have limited or no services, facilities or employment provision, poor public transport provision, and limited or no opportunities for walking or cycling. However, the more restrictive approach that currently applies to open countryside would continue to apply.
- 5.10 In this scenario:
- The indicatively deliverable / developable land in Principal and Non-Principal Settlements is the same as Scenario 1.
 - The indicatively deliverable / developable land in Other Rural Settlements is based on 50% of the windfall allowance, noting that some sites that would have come forward as windfalls would instead be allocated for development.
 - This scenario does not include strategic extensions to settlements or new settlements.
- 5.11 The total housing supply from Scenario 2 over the Local Plan period is estimated to be around **8,230 homes**.

Table 3: Scenario 2 - Indicative housing delivery between 2025 and 2043

Settlement type	Indicatively deliverable / developable land	% growth of settlement
Principal Settlements	5,990	21%
Non-Principal Settlements	1,100	38%
Rural Settlements	780	3%
Principal, Non-Principal and Rural Settlements Sub-total	7,840	15%
Open Countryside (windfalls)	390	-
District Total	8,230	15%

Note 1: Figures are for the total number of dwellings that could be delivered in the new Local Plan period. This includes current planning permissions / allocations, windfalls and further sites that have been put forward and identified as potentially deliverable.

Scenario 2: Key observations

- Principal, Non-Principal and Rural Settlements would account for the majority of growth (7,840 homes, 95% of the total growth). Each settlement would need to grow by 15% on average.

- However, windfalls in open countryside would still account to 390 homes.
- Most new homes (over 85%) would still be directed towards Principal and Non-Principal Settlements, consistent with Scenario 1. This maintains a focus on settlements with better access to services, facilities, and public transport.
- 780 homes (about 9% of the total supply) are allocated to Rural Settlements.
- The scenario reduces the windfall allowance in Rural Settlements by 50%, acknowledging that some sites previously counted as windfall will now be formally allocated. This provides a more realistic estimate of future supply and reduces double-counting.

Scenario 2: Key Strengths / Opportunities

- Small and medium-size sites are generally able to deliver new homes more swiftly than larger strategic sites.
- Helps sustain population levels in smaller settlements.
- Can prevent decline in community cohesion and local identity.
- May provide opportunities for affordable or local needs housing (although these may otherwise come forward from Rural Exception Sites).
- Supports younger and older residents who wish to remain in their communities.
- Distributes growth more evenly.
- May unlock small-scale sites that are otherwise overlooked.
- Small-scale development can be designed to fit well within the landscape.
- Offers opportunities for bespoke, context-sensitive architecture.

Scenario 2: Key Weaknesses / Threats

- Provides a housing supply that is only 44% of the 18,650 homes needed.
- Unsustainable travel patterns – limited or no public transport means high car dependency. Increases carbon emissions and traffic on rural roads.
- New development may not be supported by schools, shops, or healthcare.
- Such an approach could 'cumulatively' place strain on local infrastructure capacity.
- Can lead to isolation or reliance on nearby towns.
- Even small developments can impact the character of hamlets and villages, especially in the Cotswolds.
- Risk of suburbanisation or loss of tranquillity.
- Makes it harder to coordinate infrastructure and service delivery.
- May dilute strategic planning objectives and sustainability goals.
- Many of the homes that would come forward from this scenario would be included within the windfall allowance for Scenario 1 in any case.

Scenario 3: Main Service Centre focus

- 5.12 Scenario 3 focusses most future development (beyond existing commitments) at the Main Service Centres – i.e. the settlements with the best offer of services, facilities, public transport connections and employment provision. These are assessed in the Settlement Role and Function Study to be Bourton-on-the-Water; Chipping Campden; Cirencester; Fairford; Moreton-in-Marsh; Stow-on-the-Wold; and Tetbury.
- 5.13 Under this scenario, proportionately less development (beyond existing commitments) would take place in Principal Settlements that are not the Main Service Centres. The Principal Settlements that are not the main service centres would retain a development boundary, inside which the principle of development would continue to be supported and where new homes would be windfalls. However, they would not receive any allocations for additional housing growth.
- 5.14 Development elsewhere would continue to be restricted to the extent it currently is in the adopted Local Plan.
- 5.9 Additional housing would be supported elsewhere in the district in locations where other national, local or neighbourhood planning policies allow it. Similarly, housing would be supported in other Rural Settlements as Rural Exception Sites. These homes would all be windfalls.
- 5.10 Unlike Scenarios 1 and 2, Scenario 3 includes strategic extensions to several Main Service Centres where opportunities exist. The strategic development opportunities are explained in more detail within Scenario 5.
- 5.15 The total housing supply from Scenario 3 over the Local Plan period is estimated to be approximately **9,420 homes**.

Table 4: Scenario 3 - Indicative housing delivery between 2025 and 2043

Main Service Centres	Indicatively deliverable / developable land	% growth of settlement
Bourton-on-the-Water	230	12%
Chipping Campden	230	20%
Cirencester	3,210	32%
Fairford	1,250	69%
Moreton-in-Marsh	2,140	80%
Stow-on-the-Wold	150	12%
Tetbury	320	10%
Main Service Centres Sub-total	7,530	34%

Main Service Centres	Indicatively deliverable / developable land	% growth of settlement
Other		
Other Settlements and Open Countryside (windfalls)	1,920	-
District-wide planning permissions expected to lapse	-30	-
Other Sub-total	1,890	-
Total	9,420	17%

Note 1: Figures are for the total number of dwellings that could be delivered in the new Local Plan period. This includes current planning permissions / allocations, windfalls and further sites that have been put forward and identified as potentially deliverable.

Note 2: Figures are settlement totals, not parish totals.

Scenario 3: Key observations

- Focused growth at Main Service Centres:
 - Main Service Centres would account for most growth (7,530 homes, 80% of total growth), reflecting their strategic role in accommodating development. This reflects a 34% average growth across these settlements.
- Cirencester and Moreton-in-Marsh would have the largest housing land supply:
 - Cirencester (3,210 homes, 32% growth) and Moreton-in-Marsh (2,140 homes, 80% growth) are the largest contributors, reflecting their capacity and connectivity.
 - Fairford would also see significant growth (1,250 homes, 69%).
- There would be modest growth in other Main Service Centres:
 - Bourton-on-the-Water, Chipping Campden, Stow-on-the-Wold, and Tetbury would each see more modest increases (10–20%), balancing growth across the network of service centres.
- Windfall and existing planning permissions would remain important:
 - 1,920 homes would be expected from windfall sites and existing planning permissions in other settlements and the open countryside.
 - After accounting for permissions likely to lapse (-30), this results in 1,890 homes outside the Main Service Centres.
- The scenario would deliver a 17% increase in the district's housing stock over the plan period, with the vast majority of new development focused in the most sustainable and well-served locations.

- To distribute 18,650 homes proportionately across the Main Service Centres in relation to their existing size, each settlement would need to grow by 85% over the 18 year Local Plan period.

Scenario 3: Key Strengths / Opportunities

- The Main Service Centres offer the broadest range of services, facilities, employment provision and utilities and are thus potentially well-placed to accommodate further growth.
- Concentrating growth in Main Service Centres can maximize the use of existing infrastructure, reducing the need for costly new provision.
- More residents can support existing local shops, services, and businesses. This scenario therefore helps to maintain or enhance the role of Main Service Centres as economic and social hubs.
- Main Service Centres often have better public transport links, encouraging walking, cycling, and bus use. This can reduce car dependency and associated emissions. This Scenario is therefore perhaps the most 'green to the core' of all the scenarios.

Scenario 3: Key Weaknesses / Threats

- Provides a supply of housing that is only 51% of the 18,650 homes needed.
- Bourton-on-the-Water, Chipping Campden, Stow-on-the-Wold and Tetbury are all located inside the Cotswolds National Landscape where national policy requires the scale and extent of development to be limited. Cirencester and Moreton-in-Marsh are also partially within the National Landscape and further land is within its setting. Only Fairford is outside the National Landscape and is not within its setting. This constrains the amount of development Scenario 2 can deliver.
- Existing services may become overstretched if growth is too rapid or not matched by investment. Schools, roads, and healthcare may need upgrading, if this is possible at all.
- Significant growth can alter the character of Main Service Centres, especially if design and scale are not well managed (e.g. risk of urbanisation in traditionally rural settings).
- Proportionately less development taking place in the smaller settlements would limit the opportunity to provide new homes in those locations to support their existing services. Could lead to decline in services and community cohesion in those areas.
- Concentrated growth may increase traffic, especially if public transport is not sufficiently improved.

Scenario 4: Focus growth at transport nodes

- 5.16 Scenario 4 focuses future growth (beyond existing commitments) along key public transport corridors¹⁴ and around public transport hubs (e.g. rail stations).
- 5.17 In focusing development where the availability of public transport is good, people will be less likely to use their car, helping to reduce congestion and emissions, particularly with increased electrification of public transport services. Public transport options in Cotswold District are, however, variable in terms of coverage and frequency.
- 5.18 In terms of bus services, some parts of the district have a reasonably good level of service. However, coverage across much of the district is sporadic or even non-existent in some locations, particularly at off-peak times of day.
- 5.19 In terms of rail services, Cotswold District has two railway stations. Kemble railway station serves the Golden Valley Line (London - Swindon - Cheltenham). Moreton-in-Marsh railway station serves the North Cotswold Line (London - Oxford - Worcester).
- 5.20 Kingham railway station is located in West Oxfordshire District but serves the east of the district. This area is constrained by its location inside the Cotswolds National Landscape.
- 5.21 Taking account of the above, a public transport-focused scenario would see all future additional growth focused in locations where there are good current and potential future opportunities to use public transport.
- 5.22 To note, Scenario 4 includes strategic extensions at several transport nodes where opportunities exist. The strategic development opportunities are explained in more detail within Scenario 5.
- 5.23 The total housing supply from Scenario 4 over the Local Plan period is estimated to be approximately **9,190 homes**.

¹⁴ Those proposed on the Expressbus network in the [Gloucestershire Bus Service Improvement Plan 2024](#)

Table 5: Scenario 4 - Indicative housing delivery between 2025 and 2043

Location	Indicatively deliverable / developable land	% growth of settlement
Cheltenham to Moreton-in-Marsh		
Moreton-in-Marsh	2,140	80%
Longborough	40	18%
Stow-on-the-Wold	150	12%
Bourton-on-the-Water	230	12%
Andoversford	130	42%
Andoversford to Oxfordshire (Oxford)		
Andoversford	Counted above	Counted above
Northleach	80	10%
Cirencester – Kemble		
Cirencester	3,210	32%
Kemble	620	160%
Cheltenham to Wiltshire (Swindon)		
Cirencester	Counted above	Counted above
Preston	1,130	1270%
Down Ampney	420	182%
Railway Stations		
Kemble	Counted above	Counted above
Moreton-in-Marsh	Counted above	Counted above
Transport Nodes Sub-total	8,150	46%
Other		
Other Settlements and Open Countryside (windfalls)	1,070	-
District-wide planning permissions expected to lapse	-30	-
District Total	9,190	17%

Note 1: Figures are for the total number of dwellings that could be delivered in the new Local Plan period. This includes current planning permissions / allocations, windfalls and further sites that have been put forward and identified as potentially deliverable.

Note 2: Figures are settlement totals, not parish totals.

Scenario 4: Key observations

- Growth concentrated at transport nodes:
 - 8,150 homes (about 86% of total new supply) are directed to settlements with strong public transport links, particularly rail stations and key bus corridors.
 - This reflects a strategic focus on locations where sustainable travel options are most viable.
- Significant expansion in certain settlements:
 - Cirencester (3,210 homes, 32% growth) and Moreton-in-Marsh (2,140 homes, 80% growth) are the largest contributors.
 - Smaller settlements such as Kemble (160% growth), Preston (1,270% growth), and Down Ampney (182% growth) would provide substantial proportional increases, highlighting the impact of focusing on transport nodes.
- Modest growth in other locations:
 - Settlements like Stow-on-the-Wold, Bourton-on-the-Water, Longborough, and Northleach see more modest increases (10–18%), due to environmental constraints and a lack of land availability.
- Windfall and existing permissions remain important:
 - 1,070 homes are expected from windfall sites and existing planning permissions outside the main transport corridors, ensuring some distributed growth across the district.
- Overall district growth – The scenario would deliver a 17% increase in the district's housing stock over the plan period, with the vast majority of new development closely aligned with public transport infrastructure.
- To distribute 18,650 homes proportionately across the settlements in scenario 4 in relation to their existing size, each settlement would need to grow by 105% over the 18 year Local Plan period.

Scenario 4: Key Strengths / Opportunities

- Transit-Oriented Development (TOD) is known to have key planning benefits, including supporting compact, mixed-use development around transport hubs and enhancing accessibility to jobs, services, and amenities. This may help to reduce out-commuting, with obvious environmental benefits.
- Transport nodes tend to have good existing infrastructure and connectivity. Focussing growth around them may reduce the need for major new infrastructure. This would potentially have environmental, economic and development viability benefits, bringing forward housing at a faster pace.
- Would help to encourage 'modal shift' away from the use of the private car and towards increased use of public transport.
- Can reduce emissions by requiring people to travel less.

- Would likely increase public transport use and would make services more viable, as well as walking and cycling.
- Enhances mobility for non-drivers, including elderly, young people, and low-income households, thereby supporting inclusive growth and social equity.

Scenario 4: Key Weaknesses / Threats

- Provides a housing supply that is only 49% of the 18,650 homes needed.
- Success depends on reliable, frequent, and well-integrated transport services.
- Public transport coverage across the district is variable, unpredictable and outside of the Council's control. Vulnerable to funding cuts or delays in infrastructure delivery.
- Not all transport nodes are the same. Careful evaluation would be required prior to any allocation. Focussing growth around transport nodes that are at or near their limit in terms of capacity could result in the need for expensive (financial and environmental) upgrades.
- Apart from environmental and viability impact, upgrading transport nodes may have the unintended consequence of helping to sustain dependence on the private car as a mode of transport. This would contradict a key Local Plan objective.
- Land near transport hubs is often limited and expensive. Can lead to viability challenges for affordable housing or community facilities.

Scenario 5: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters. Support Rural Exception Sites in Rural Settlements. Create new settlement(s) and/or strategic extensions to existing settlement(s)

- 5.24 Scenario 5 builds upon the development allocations identified in Scenario 1, encompassing growth within Principal Settlements, Non-Principal Settlements, Village Clusters, and support for Rural Exception Sites in Rural Settlements. In addition to these elements, Scenario 5 introduces the potential for one or more new settlements or strategic extensions to existing towns or villages within the district, collectively referred to as 'strategic sites'. These strategic sites are envisaged to accommodate 500 or more homes and would incorporate a mix of uses, including employment, retail, and community facilities, alongside the necessary supporting infrastructure to create sustainable and integrated communities.
- 5.25 The strategic sites would grow to have as a minimum the level of services, facilities and employment provision of a Non-Principal Settlement. This may require the addition of services, facilities or employment to make these sustainable locations for growth.
- 5.26 Because there is a presumption against major development within the Cotswolds National Landscape other than in exceptional circumstances and development being

in the public interest¹⁵, it is presumed that strategic sites would be located outside this area.

- 5.27 National planning policy recognises that delivering large numbers of new homes is often most effectively achieved through larger scale development, such as strategic sites, provided these are well located, well designed, and supported by appropriate infrastructure and facilities, including access to a genuine choice of transport modes. The policy also emphasises the need for a comprehensive and forward-looking approach to strategic site development. This includes careful consideration of existing and planned infrastructure, the scale and location of sites to ensure they are capable of being self-supporting, and the quality of place-making, drawing on principles such as those of garden cities. Furthermore, national policy acknowledges the extended lead-in times typically associated with large-scale developments and highlights the importance of realistic delivery trajectories. To reflect these long-term processes, strategic sites should be embedded within a vision that looks ahead at least 30 years, ensuring alignment with the anticipated timescales for delivery and the evolution of supporting infrastructure and communities.
- 5.28 To proactively identify locations for new strategic sites, the Council has undertaken a Broad Locations Study. This provides an objective assessment of all land across the district, taking consideration of various constraints. This indicates that broadly only 16% of the district is potentially suitable for strategic scale development due to landscape designations and other significant constraints.
- 5.29 Some sites have already been made available for strategic scale development. Within the broad areas of search, there are currently eight locations where there is potentially developable land for strategic scale growth. However, further assessment is required to confirm the deliverability of these sites. Further land may also come forward through the Call for Sites.
- 5.30 Due to the size of strategic sites, the long lead-in times and a limit to how many homes they can realistically deliver each year, they may be expected to be partly delivered in the Local Plan period with the remainder following on afterwards. This is similar to the adopted Local Plan, where allocation of The Steadings in Cirencester included up to 2,350 homes but only 1,800 homes were expected to be delivered in the Local Plan period.
- 5.31 The eight potential strategic sites are:
1. Strategic extension north of Ampney Crucis (potential for around 660 homes, all delivered by 2043)

¹⁵ In accordance with NPPF (2024) paragraph 190

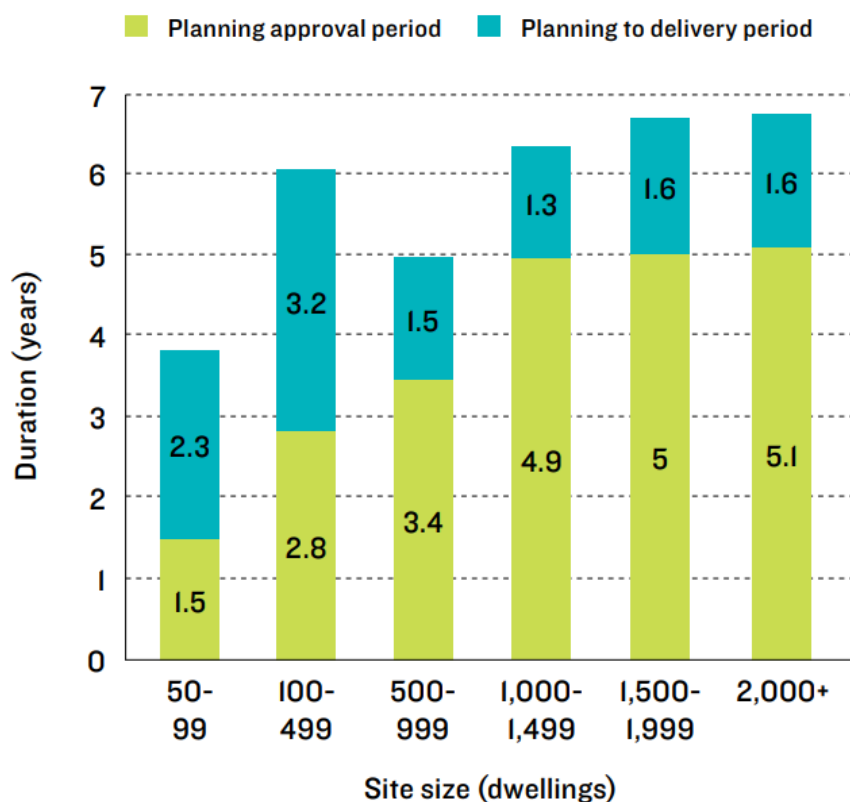
2. Strategic extension south of The Steadings, Cirencester (potential for around 1,290 homes, around 400 of which would be delivered by 2043)
3. New settlement west of Driffield (potential for around 2,100 homes, around 840 of which would be delivered by 2043)
4. Strategic extension north-east of Fairford (potential for around 1,400 homes, around 780 of which would be delivered by 2043)
5. Strategic extension south-west of Kemble (potential for around 1,070 homes, around 590 of which would be delivered by 2043)
6. Strategic extension north, south and east of Moreton-in-Marsh (potential for around 3,970 homes, around 1,710 of which would be delivered by 2043)
7. Strategic extension south of Preston (potential for around 2,510 homes, around 960 of which would be delivered by 2043)
8. Strategic extension north, south and west of Siddington (potential for around 1,100 homes, around 880 of which would be delivered by 2043)

5.32 The Local Plan would allocate the total housing number and would plan for long-term growth (beyond the end of the Local Plan period), including infrastructure and other requirements. However, only homes that have a realistic prospect of being delivered within the Local Plan period can be included within the housing land supply for the Local Plan Update.

5.33 Considering the lead in times of strategic sites, Lichfield's Start to Finish 3 Report¹⁶ – illustrated in Figure 1 – finds that larger strategic sites typically take around 7 years from the first planning application being validated to the first home being completed. This excludes the additional time for the site to be allocated for development in the Local Plan or the intervening period until the first planning application is validated. Given that the Local Plan Update will be adopted in late 2027, it is reasonable to assume that the earliest strategic sites would start delivering homes is towards the end of 2034. Please note, strategic sites could start delivering development sooner than 7 years. However, the Lichfield's Start to Finish 3 Report gives a good indication of when these sites may reasonably be expected to start to delivering development.

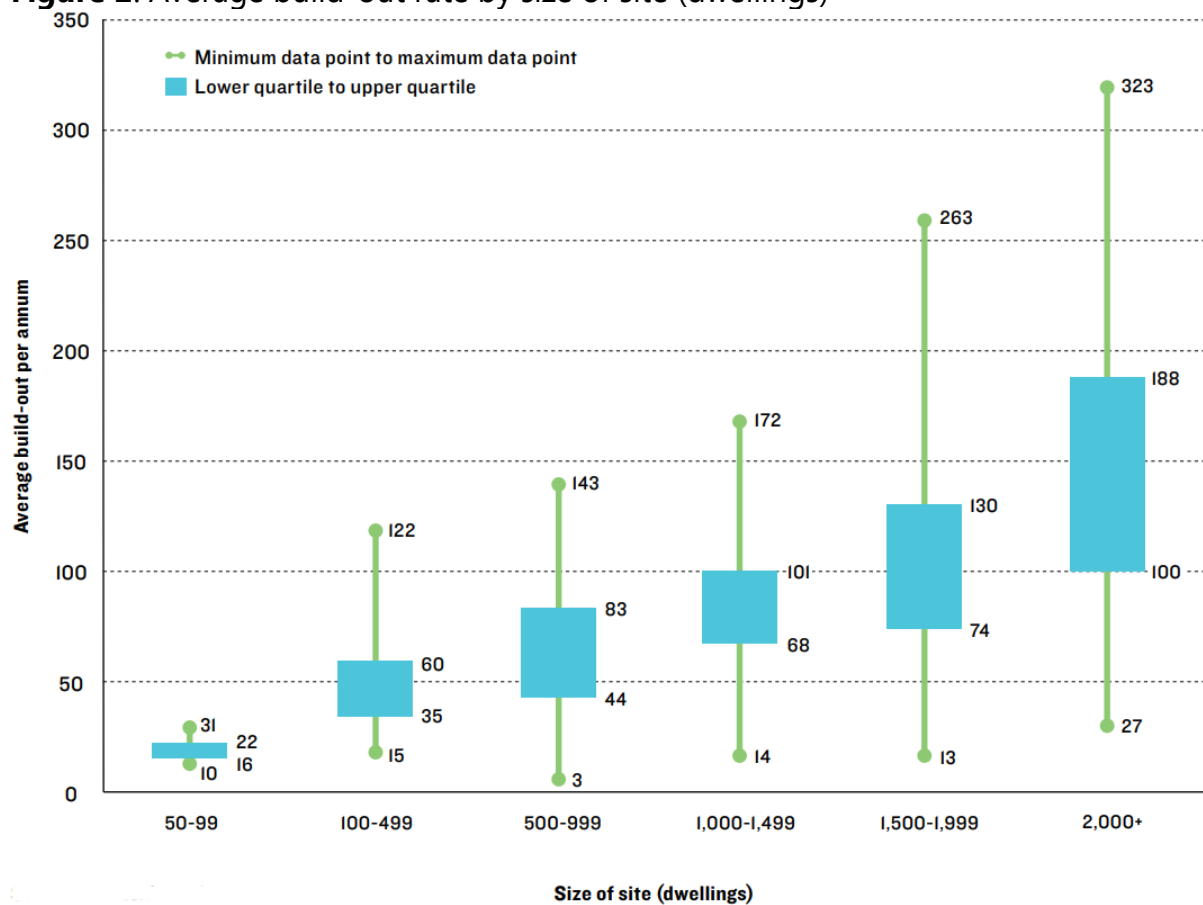
¹⁶ Start to Finish How quickly do large-scale housing sites deliver? Third Edition (Lichfields, March 2024)

Figure 1: Median average timeframes from validation of the first application to completion of the first home¹⁷



- 5.34 Strategic sites also have peak rates of annual housing delivery. It typically takes several years to reach this peak delivery rate depending on the number of house builders operating at any one point in time, the delivery of infrastructure, and various other factors.
- 5.35 Lichfield's Start to Finish 3 report found that the delivery of sites of 500 to 999 homes have an average peak delivery rate of between 44 and 83 homes per year. Larger sites can have a higher peak delivery rate with 2,000+ home sites peaking at between 100 and 188 homes per year.

¹⁷ Source: Figure 3.1, Start to Finish How quickly do large-scale housing sites deliver? Third Edition (Lichfields, March 2024)

Figure 2: Average build-out rate by size of site (dwellings)¹⁸

5.36 For comparison locally, Cotswold District has one existing strategic housing development site, which is The Steadings in Cirencester. This is a mixed use development including 2,350 homes, 9.1 hectares of employment land, a primary school, a neighbourhood centre including retail, commercial and community uses, public open space, allotments, playing fields, pedestrian and cycle links, landscaping and associated supporting infrastructure.

5.37 A timeline of the planning process and key points is provided below:

- October 2010 – Site first assessed in the Council's Strategic Housing Land Availability Assessment (SHLAA) as a potential Local Plan site allocation.
- January 2016 – First planning application validated.
- August 2018 – Site allocated for development in the Local Plan.
- April 2019 – First planning application granted planning permission.
- November 2021 – Reserved matters granted for first phase of development (68 homes).
- May 2023 – First home occupied in Phase 1a.
- 2021 to present day – Various infrastructure installed – part of a school, water infrastructure, roads built on-site and upgraded off-site, landscaping on site, etc.

¹⁸ Source: Figure 4.1: Start to Finish How quickly do large-scale housing sites deliver? Third Edition (Lichfields, March 2024)

- 2026/27 – Phase 2 expected to deliver first homes with annual delivery rates expected to steadily increase to 115 homes per year in 2028/29.
- 2030/31 – Annual delivery rate expected to peak at 133 homes before decreasing to 122 homes thereafter.
- Between 31 March 2043 to 2045/46 (i.e. after the new Local Plan period) – Delivery of the remaining 300+ homes.

- 5.38 It took 13 years from the site first being assessed in the SHLAA to the first home being occupied. Despite the first phase of 68 homes being delivered relatively quickly, the requirements to install infrastructure ahead of homes being built has meant the development of homes in Phase 2 is still yet to commence. The peak annual delivery rate is now expected 20 years after the site was first identified in the SHLAA and 14 years after the first planning application was validated.
- 5.39 The reasons for the delay to the delivery of The Steadings are multi-faceted and are explained further in the Council's Housing Land Supply Report¹⁹.
- 5.40 The example of The Steadings, which involved a single landowner, illustrates that even in the absence of complex landownership arrangements, strategic sites are inherently challenging to plan and deliver. Despite being located within Cotswold District – an area characterised by high housing demand and elevated property values – progress on The Steadings has been slow, highlighting the time-consuming nature of bringing strategic sites forward.
- 5.41 New settlements and strategic-scale developments, even under favourable conditions, are unlikely to commence meaningful housing delivery until the mid to late stages of the new Local Plan period, with continued delivery anticipated into the subsequent Local Plan period. As such, while these sites are expected to contribute to the overall housing land supply, their delivery trajectory should be treated with caution when considering short- to medium-term housing targets.
- 5.42 Table 6 estimates the total housing supply from Scenario 5 over the Local Plan period to be approximately **14,660 homes**.

¹⁹ [Cotswold District Housing Land Supply Report \(CDC, June 2025\)](#)

Table 6: Scenario 5 - Indicative housing delivery between 2025 and 2043

Location	Indicatively deliverable / developable land in plan period (homes)	Approximate total size of strategic site (homes)
Strategic extension north of Ampney Crucis	660	660
Strategic extension south of The Steadings, Cirencester	400	1,290
New settlement west of Driffield	840	2,100
Strategic extension north-east of Fairford	780	1,400
Strategic extension south-west of Kemble	590	1,070
Strategic extension north, south and east of Moreton-in-Marsh	1,710	3,970
Strategic extension south of Preston	960	2,510
Strategic extension north, south and west of Siddington	880	1,100
Strategic Sites and New Settlements Sub-total	6,820	14,100
Principal Settlements	5,990	-
Non-Principal Settlements	1,100	-
Other Rural Settlements and Open Countryside (windfalls)	780	-
District-wide planning permissions expected to lapse	-30	-
Other Sub-total	7,840	-
District Total	14,660	

Note 1: Figures are for the total number of dwellings that could be delivered in the new Local Plan period. This includes current planning permissions / allocations, windfalls and further sites that have been put forward and identified as potentially deliverable.

Note 2: Figures are settlement totals, not parish totals.

Scenario 5: Key observations

- 6,820 homes (about 47% of total supply) would come from the eight identified strategic sites and new settlements by 2043, highlighting their significant role in the development strategy.
- 5,990 homes would come from Principal Settlements, and 1,100 homes from Non-Principal Settlements, indicating the importance of these settlements.

- 780 homes would be expected from windfall sites in other rural settlements and open countryside, supporting smaller-scale, organic growth.
- Scenario 5 would deliver significantly higher than Scenarios 1 to 4, reflecting the ambition to meet housing needs through both strategic and distributed growth.
- Balanced approach to growth:
- By combining strategic sites, and focussing growth towards existing settlements, and supporting Rural Exception Sites in other locations, Scenario 5 aims to balance the benefits of large-scale, masterplanned development with the need for flexibility and support for smaller communities.

Scenario 5: Key Strengths / Opportunities

- New settlements and strategic sites can contribute substantially to the long-term housing supply, providing a steady supply of housing (note, Cotswold experienced extreme peaks and troughs of housing delivery over its adopted Local Plan period).
- Large-scale growth supports the case for major infrastructure investment, including transport, utilities, schools, and healthcare, whilst enabling their coordinated delivery.
- National policy supports the principle of establishing new settlements and strategic sites.
- Provides the opportunity to create a well-designed, 'green to the core', sustainable and self-sustaining communities with new homes, jobs and supporting services and facilities.
- Can support sustainable travel and community facilities from the outset.
- Provides the opportunity to create significant new infrastructure investment.
- Can improve existing transport connectivity within existing settlements (e.g. the provision of a new bus service).
- Can include employment land, support local jobs and reduce commuting.
- May attract investment and innovation, especially if linked to growth sectors.

Scenario 5: Key Weaknesses / Threats

- Provides a housing supply that is 79% of the 18,650 homes needed.
- Strategic sites often take years to plan, approve, and deliver – they are therefore not expected to contribute towards the five year housing land supply early in the plan period.
- High risk of delays due to infrastructure, land assembly, or viability issues.

- There are several strategic sites within close proximity of each other, which may potentially be delivering housing at the same time²⁰. Even in a high demand area like Cotswold District, there is a limit to the number of homes that can be delivered in relatively small area, which may constrain housing delivery rates.
- High infrastructure costs – requires upfront investment in roads, schools, utilities, and public transport.
- Funding gaps can affect delivery or quality of outcomes, including the percentage of affordable housing.
- Risk of isolation – if not well-connected or phased properly, new settlements can feel remote or lack community cohesion.
- May struggle to attract early residents or businesses.
- Scale of development likely to have a significant environmental, social and economic impact, irrespective of location (e.g. large-scale development can affect biodiversity, landscape, and agricultural land).
- Requires careful mitigation and design to minimise harm.
- Complex governance and delivery – often involve multiple stakeholders, landowners, and delivery partners.
- Requires strong leadership, coordination, and long-term stewardship.

Scenario 6: Allocate sites in Principal Settlements, Non-Principal Settlements and Village Clusters. Support Rural Exception Sites in Rural Settlements. Create new settlement(s) and/or strategic extensions to existing settlement(s). Support major development within the Cotswolds National Landscape

- 5.43 Scenario 6 builds upon Scenario 5 by exploring the theoretical capacity for housing and other development within the Cotswolds National Landscape. This scenario is intended to test the upper limits of potential growth across the district, including areas that are typically subject to greater planning constraints due to their landscape designation.
- 5.44 Unlike Scenario 5, which assumes strategic sites will be located outside the Cotswolds National Landscape, Scenario 6 includes sites within this nationally protected area, irrespective of whether they constitute major development or have high landscape sensitivity. This approach enables a comprehensive assessment of the district's full development potential, without applying policy filters at this stage.
- 5.45 Scenario 6 retains all strategic sites and settlement growth identified in Scenario 5, and adds further potential development within the Cotswolds National Landscape. This may include:

²⁰ E.g. The Steadings, Cirencester; Strategic extension south of The Steadings, Cirencester; Strategic extension north of Ampney Crucis; New settlement west of Driffield; Land south-west of Kemble; Land south of Preston; and Land surrounding Siddington

- New settlements or strategic extensions to existing settlements located within the National Landscape.
- Additional growth in Principal, Non-Principal and Rural Settlements within the National Landscape.

5.46 Table 7 estimates the total housing supply from Scenario 6 over the Local Plan period to be approximately **19,320 homes**.

Table 7: Scenario 6 - Indicative housing delivery between 2025 and 2043

Settlement	Within Cotswolds National Landscape?	Indicatively deliverable / developable land	% growth of settlement
Principal Settlements			
Andoversford	Yes	450	147%
Blockley	Yes	450	73%
Bourton-on-the-Water	Yes	340	18%
Chipping Campden	Yes	3,830	332%
Cirencester	Part	4,150	42%
Fairford	-	470	26%
Kemble	-	30	8%
Lechlade	-	220	18%
Mickleton	Part	750	79%
Moreton-in-Marsh	Part	760	29%
Northleach	Yes	870	107%
Siddington	-	30	9%
South Cerney	-	110	8%
Stow-on-the-Wold	Yes	1,320	106%
Tetbury	Yes	1,410	43%
Upper Rissington	Yes	30	4%
Principal Settlements Sub-total		15,220	53%
Non-Principal Settlements			
Avening	Yes	230	56%
Bibury	Yes	280	147%
Bledington	Yes	90	43%
Bourton-on-the-Hill	Yes	10	7%
Broadwell	Yes	20	13%
Down Ampney	-	420	182%

Settlement	Within Cotswolds National Landscape?	Indicatively deliverable / developable land	% growth of settlement
Longborough	Yes	310	138%
Meysey Hampton	-	0	0%
North Cerney	Yes	1,150	1597%
Poulton	-	30	17%
Preston	-	170	191%
Willersey	Part	450	98%
The cluster of Coln St Aldwyns, Hatherop and Quenington	Part	200	57%
Non-Principal Settlements Sub-total	-	3,360	117%
Other			
Other Rural Settlements and Open Countryside (windfalls)	Part	780	N/A
District-wide planning permissions expected to lapse	-	-30	N/A
Other Sub-total	-	750	N/A
Total	-	19,330	36%

Note 1: Figures are for the total number of dwellings that could be delivered in the new Local Plan period. This includes current planning permissions / allocations, windfalls and further sites that have been put forward and identified as potentially deliverable, as well as sites assessed to be unsuitable for development primarily due to the Cotswolds National Landscape constraint.

Note 2: Figures are settlement totals, not parish totals.

Scenario 6: Key observations

- Many settlements within the Cotswolds National Landscape show very high percentage growth, notably:
 - North Cerney: 1,150 homes (1,597% growth)
 - Chipping Campden: 3,830 homes (332% growth)
 - Bibury: 280 homes (147% growth)
 - Blockley and Andoversford: Each with 450 homes, over 70% growth

- With 4,150 homes, Cirencester (including Stratton) accounts for over 21% of total district growth. Despite its size, its percentage growth is relatively modest (42%) compared to smaller settlements.
- Several small Non-Principal Settlements show extremely high proportional growth, e.g.:
 - Preston: 191%
 - Down Ampney: 182%
 - Longborough: 138%

Scenario 6: Key Strengths / Opportunities

- Scenario 6 identifies 680 homes (4%) more than the identified housing need of 18,650 homes.
- Includes all settlement tiers and landscape designations, enabling a district-wide view of growth opportunities.
- Potential opportunity to demonstrate exemplar development in sensitive locations.
- Smaller settlements with high proportional growth (e.g. North Cerney, Bibury, Longborough) may benefit from enhanced services and investment.
- Could support rural vitality and address housing affordability in remote areas.

Scenario 6: Key Weaknesses / Threats

- Large scale development within the Cotswolds National Landscape may conflict with national planning policy, which presumes against major development in protected landscapes except in exceptional circumstances.
- Many of the settlements included are in areas of high visual and environmental sensitivity, which could result in significant landscape and ecological impacts.
- Risk of undermining the special qualities and character of the National Landscape.
- Smaller settlements with high proportional growth may lack the infrastructure capacity (e.g. roads, schools, utilities) to support large-scale development.
- Retrofitting infrastructure in remote or sensitive areas can be costly and complex.
- Sites within the National Landscape may face greater planning resistance, longer lead-in times, and more complex mitigation requirements.
- Development in the Cotswolds National Landscape is likely to attract strong public concern, especially from local communities, environmental groups, and statutory consultees.
- If Scenario 6 is relied upon too heavily in the preferred strategy, it may raise questions about the soundness of the Local Plan, particularly in terms of compliance with national policy and sustainability principles.

Scenario 7: Maximise growth across the district (for example, via additional new settlement(s) / strategic extensions)

- 5.47 Scenario 7 tests a further theoretical housing capacity across Cotswold District by combining all elements of previous growth scenarios (excluding Scenario 6) and introducing additional strategic sites and new settlements. It represents a further unconstrained, high-growth approach that prioritises development across all parts of the district, including areas assessed as unsuitable but technically available for development. This allows for sensitivity testing and exploration of long-term spatial planning options. This scenario is designed to test the upper limits of development potential, unconstrained by current policy limitations or infrastructure capacity.
- 5.48 This includes:
- All growth in Principal Settlements, Non-principal Settlements, Rural Exception Sites and other windfalls from Scenario 1.
 - Housing growth in Other Rural Settlements from Scenario 2.
 - All strategic sites and new settlements from Scenario 5.
 - Additional new settlements and/or strategic extensions beyond those already identified which are outside the Cotswolds National Landscape and are available but have been assessed to be unsuitable.
- 5.49 Notable additions include further land in Driffield parish, Ampney Crucis and a new settlement at Cotswold Airport in Kemble. It is noteworthy that Cotswold Airport is split between Wiltshire and Cotswold District, so the total housing land supply from this site may not be available for the Cotswold District Local Plan and would be subject to Duty to Cooperate discussions.
- 5.50 The total housing supply from Scenario 6 over the Local Plan period is estimated to be approximately **16,200 homes**.

Table 8: Scenario 7 - Indicative housing delivery between 2025 and 2043

Location	Approximate total site size of strategic site (homes)	Housing land supply in plan period (homes)
Strategic extension north of Ampney Crucis	1,500	730
Strategic extension south of The Steadings, Cirencester	1,290	400
New settlement west of Driffield	5,000	960
Strategic extension north-east of Fairford	1,400	780

Location	Approximate total site size of strategic site (homes)	Housing land supply in plan period (homes)
Strategic extension south-west of Kemble	1,070	590
New settlement at Cotswold Airport, Kemble	2,000	960
Strategic extension north, south and east of Moreton-in-Marsh	3,970	1,710
Strategic extension south of Preston	2,510	960
Strategic extension north, south and west of Siddington	1,100	880
Strategic Sites and New Settlements Sub-total	14,100	7,970
Principal Settlements	-	5,990
Non-Principal Settlements	-	1,100
Other Rural Settlements	-	780
Open Countryside (windfalls)		390
District-wide planning permissions expected to lapse	-	-30
Other Sub-total	-	8,230
District Total		16,200

Note 1: Figures are for the total number of dwellings that could be delivered in the new Local Plan period. This includes current planning permissions / allocations, windfalls and further sites that have been put forward and identified as potentially deliverable, as well as strategic site allocations and new settlements outside the Cotswolds National Landscape that have been assessed to be unsuitable.

Note 2: Figures are settlement totals, not parish totals.

Scenario 7: Key observations

- Scenario 7 proposes the second highest level of housing growth across all scenarios (16,200 homes between 2025 and 2043).
- Principal Settlements contribute 5,990 homes, making up 36.9% of total delivery – a major component of the growth strategy.
- Non-Principal Settlements account for 1,100 homes (6.8%), showing a modest but meaningful role in district-wide distribution.
- Strategic Sites and New Settlements dominate the scenario, delivering 7,970 homes (49.2%), highlighting the reliance on large-scale allocations.
- Other Rural Settlements and Windfalls together contribute 7.2%, supporting dispersed growth but with limited capacity.

Scenario 7: Key Strengths / Opportunities

- Large-scale growth supports the case for major infrastructure investment, including transport, utilities, schools, and healthcare.
- Facilitates coordinated delivery of services and infrastructure at scale, improving overall sustainability.
- New settlements and strategic extensions can be designed to include employment land, supporting job creation and local economic resilience.
- Growth across a wider area may stimulate investment in rural and underutilised locations.
- Broad distribution of development allows for greater choice in site selection, helping to balance environmental, social, and economic considerations.
- Growth in Principal and Non-Principal Settlements (combined ~7,090 homes or ~43.7% of total) strengthens their role in the district's spatial strategy.
- May enhance viability of public transport and local services in smaller settlements.
- New settlements offer a chance to embed best practice in design, sustainability, and community building from the outset.

Scenario 7: Key Weaknesses / Threats

- Provides a housing supply that is 87% of the 18,650 homes needed.
- Relies on some sites that have been assessed to be unsuitable for development and their delivery would not align with national or local planning frameworks, with consequential soundness issues to the Local Plan.
- Scenario 7 does not reflect current policy constraints, so deliverability and sustainability are uncertain.
- Significant infrastructure investment is required to support large-scale growth, including transport upgrades, utilities, schools, and healthcare.
- Concerns may arise around loss of character, increased traffic, and strain on existing services.
- New settlements and strategic extensions often have long lead-in periods due to land assembly, infrastructure requirements, and planning complexity.
- Risk of under-delivery within the plan period if sites are not progressed early.
- High levels of housing delivery may challenge market absorption rates.
- Viability concerns may arise if infrastructure costs are high or land values are low.

Other approaches considered

- 5.51 Rolling forward the adopted Local Plan development strategy – Although this strategy has been successful and is incorporated within several of the development strategy options, it must be expanded given the significantly increased housing need.

- 5.52 **Market focus-led approach** – Consideration was given to a market-led approach, which would seek to focus development in the areas most desirable to developers and landowners. This option is often assessed by other local planning authorities in similar development options studies. However, Cotswold District is a desirable area to live. The high housing demand and house prices are seen in a uniform pattern across the district, including the 20% of the district that is outside the Cotswolds National Landscape. To date, planning permissions for new homes in the district have generally been built out quickly once permission is granted. The district has not suffered land banking or other similar issues that may delay development sites from coming forward quickly, which low demand / house price areas can sometimes suffer. Therefore, the reality is that no opportunity exists to locate development in parts of the district that are most attractive to the market.
- 5.53 **Request neighbouring authority to deliver the residual housing need through the Duty to Cooperate** – Strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas. Only one of the development strategy options provides a housing land supply that meets the government’s calculation of the number of homes needed in the district, and this is considered to be an unrealistic option. It is therefore likely that the Council will need to ask its neighbouring local planning authorities whether they can accommodate some of Cotswold’s unmet housing need in their Local Plans. However, this is part of the Local Plan making process and is not a development strategy option.

6. Housing Density and Land Efficiency

- 6.1 National planning policy identifies the efficient use of land for housing as a key priority, particularly in areas where land availability is constrained. It especially promotes higher residential densities in locations with strong public transport accessibility and within town centres. Local planning authorities are required to incorporate clear policies within their Local Plans to support this objective. Developers are expected to optimise land use through compact and efficient design.
- 6.2 In parallel, national policy emphasises the creation of sustainable, well-designed places that conserve and enhance the natural and built environment. This includes safeguarding nationally significant landscapes and ensuring that housing delivery meets the diverse needs of communities. Consequently, local planning must balance the imperative to increase housing density with the need to retain the character and scenic quality of areas such as the Cotswolds National Landscape, while also delivering appropriate housing typologies and sizes.
- The average residential density of new potential development allocations for the Local Plan Update (excluding strategic sites, as explained later) is currently 21

dwellings per hectare (dph)²¹. Increasing site densities may contribute to meeting housing targets, but would necessitate vertical expansion (e.g. taller buildings); reduced plot sizes and open space provision; and more compact urban form.

- 6.3 Achieving higher densities in a predominantly rural district presents significant challenges. Key constraints include:
- Conflicts with conservation areas and heritage assets
 - Impact on the Cotswolds National Landscape
 - Reduced flexibility in delivering housing mix (e.g. family homes, accessible homes, affordable housing, etc.)
 - Limited suitability of sites (e.g. sites at settlement edges where a sensitive transition must be achieved between a settlement and the countryside are likely to have limited opportunity for density increased)
- 6.4 In addition, there are some sites where there is limited or no scope to increase density or where increasing the density would not deliver more homes in the Local Plan period. For example:
- a. Sites with Planning Permission – The Council cannot require density to be increased on sites that already have planning permission (note, planning permissions contribute 3,260 homes within each scenario).
 - b. Windfall Sites – Typically comprising small-scale developments (e.g. barn conversions, infill plots), only an estimated 25% of windfall sites are considered eligible for potential density uplift ²².
 - c. Strategic Sites – Although strategic sites may offer long-term opportunities for increased density, they are already assumed to deliver the maximum number of homes in the Local Plan period when benchmarked against comparable sites. Their extended lead-in times limit their contribution to short- and medium-term housing supply ²³.
- 6.5 Table 9 presents the seven housing land supply scenarios and the corresponding density increases required to meet the government’s full housing target of 18,650 dwellings.

²¹ Calculated to be 30 dwellings per hectare for sites under 0.4 hectares; 25 dwellings per hectare for sites of 0.4 to 2 hectares (to provide for other things, such as public green space); and 19 dwellings per hectare for sites of 2 hectares or more (to provide for further things, such as infrastructure). The density of strategic sites is assumed to be 19 dwellings per hectare unless evidence confirms an alternative density is achievable.

²² This approximate figure considers types of windfall delivered between 2011 and 2024 with particular regard to larger sites, which is evidenced in [Appendix 4 of the Housing Land Supply Report \(CDC, June 2025\)](#).

²³ Note, the need for other types of development and infrastructure within strategic sites can also constrain the delivery of higher density development. For example, the Steadings in Cirencester was permitted with a density of 10 dwellings per hectare owing to the need to provide employment land, a neighbourhood centre, public open space, allotments, playing fields, pedestrian and cycle links and other infrastructure, and there would be similar requirements of other strategic sites.

Table 9: Percentage density increase required to deliver 18,650 homes.

Indicative total housing land supply	Sites where density can potentially be increased (no. of homes)*	Average increase in density of eligible housing sites to supply 18,650 homes	Average density of potential housing sites to supply 18,650 homes (dwellings per hectare)
Scenario 1 = 7,840	2,685	502%	106
Scenario 2 = 8,230	3,148	429%	91
Scenario 3 = 9,420	1,290	1,046%	221
Scenario 4 = 9,190	1,071	1,260%	267
Scenario 5 = 14,660	2,685	502%	106
Scenario 6 = 19,330	8,702	N/A	N/A
Scenario 7 = 16,200	3,148	429%	91

*Note: Does not include sites that already have planning permission; 75% of windfalls estimated to be delivered in the Local Plan period; or strategic sites.

- This analysis demonstrates that achieving the full housing target through density increases alone would require densities ranging from 91 to 267 dph on eligible sites. These levels are significantly above current norms and are considered unrealistic within the context of Cotswold District due to issues such as conflicts with local character and landscape sensitivity; infrastructure and service capacity limitations; and design and space standard constraints.

6.6 While targeted density increases may contribute to reducing the housing shortfall, this approach is insufficient and potentially incompatible with the district's spatial and environmental context.

7. Preferred Development Strategy

7.1 Following a comprehensive assessment of development strategy options, Scenario 5 is determined to be the preferred strategy for the Cotswold District Local Plan Update (2025–2043). This scenario would provide a supply of around 14,660 homes. This is the only option which maximises the housing land supply whilst also delivering sustainable and inclusive development.

7.2 Table 10 provides the different types of housing land supply that are included within Scenario 5.

Table 10: Illustrative numbers of houses (non-rounded) delivered by the Council's proposed Development Strategy by 2043 (see Table 6 for projected total figures for new settlements and strategic sites).

Settlement	Current dwellings ⁽ⁱ⁾	Already committed dwellings			Additional dwellings		Total estimated homes (2025-43)
		Extant planning permissions or sites with a resolution to permit ⁽ⁱⁱ⁾	Remaining adopted Local Plan site allocations ⁽ⁱⁱ⁾	Windfalls ⁽ⁱⁱⁱ⁾	Indicative additional non-strategic site allocations to 2043	Indicative additional strategic site allocations to 2043	
Proposed Principal Settlements							
Andoversford	307	2	52	31	49	–	134
Blockley	616	17	27	37	47	–	128
Bourton-on-the-Water	1,936	108	–	81	38	–	227
Chipping Campden	1,154	18	36	64	110	–	228
Cirencester	9,900	2,306	–	475	36	396	3,213
Fairford	1,800	143	–	64	265	780	1,252
Kemble	388	6	–	26	–	587	619
Lechlade-on-Thames	1,241	10	9	51	150	–	220
Mickleton	954	7	–	143	439	–	589
Moreton-in-Marsh	2,663	227	–	196	–	1,712	2,135
Northleach	815	4	49	30	–	–	83
Siddington	339	5	–	21	–	881	907
South Cerney	1,318	6	–	105	–	–	111
Stow-on-the-Wold	1,240	43	–	85	25	–	153
Tetbury	3,257	122	43	106	50	–	321
Upper Rissington	757	6	–	26	–	–	32
Total	28,685	3,030	216	1,540	1,209	4,356	10,352

(please see page 44 for table footnotes)

Settlement	Current dwellings ⁽ⁱ⁾	Already committed dwellings			Additional dwellings		Total estimated homes (2025-43)
		Extant planning permissions or sites with a resolution to permit ⁽ⁱⁱ⁾	Remaining adopted Local Plan site allocations ⁽ⁱⁱ⁾	Windfalls ⁽ⁱⁱⁱ⁾	Indicative additional non-strategic site allocations to 2043	Indicative additional strategic site allocations to 2043	
Proposed Non-Principal Settlements							
Avening	412	27	–	46	–	–	73
Bibury	190	3	–	35	–	–	38
Bledington	208	6	–	5	–	–	11
Bourton-on-the-Hill	134	2	–	5	–	–	7
Broadwell	150	6	–	11	–	–	17
Down Ampney	231	28	13	6	369	–	416
Longborough	224	7	–	33	–	–	40
Meysey Hampton	179	1	–	4	–	–	5
North Cerney	72	1	–	26	–	–	27
Poulton	173	0	–	15	18	–	33
Preston	89	8	–	163 ^(iv)	–	960	1,131
Willersey	458	9	57	16	102	–	184
The cluster of Coln St Aldwyns, Hatherop and Quenington	352	2	–	14	67	–	83
Total	2,872	100	70	377	556	960	2,063

(please see page 44 for table footnotes)

Settlement	Current dwellings ⁽ⁱ⁾	Already committed dwellings			Additional dwellings		Total estimated homes (2025-43)
		Extant planning permissions or sites with a resolution to permit ⁽ⁱⁱ⁾	Remaining adopted Local Plan site allocations ⁽ⁱⁱ⁾	Windfalls ⁽ⁱⁱⁱ⁾	Indicative additional non-strategic site allocations to 2043	Indicative additional strategic site allocations to 2043	
Other Potential New Settlements and Strategic Sites							
Strategic extension north of Ampney Crucis	246	–	–	–	–	660	660
New settlement west of Driffield	–	–	–	–	–	840	840
Total	–	0	0	0	0	1,500	1,500

Other Housing Land Supply							
Other Rural Settlements and Open Countryside	–	156	–	619	–	–	775
District-wide planning permissions expected to lapse	–	-27	–	–	–	–	-27
Total		129	0	619	0	0	748

District Total	–	3,259	286	2,537	1,765	6,816	14,663
-----------------------	---	--------------	------------	--------------	--------------	--------------	---------------

⁽ⁱ⁾ Total number of dwellings currently in the settlement. Please note that this figure refers to the settlement only, not the whole parish.

⁽ⁱⁱ⁾ Excludes sites with planning permission or that are no longer deliverable / developable).

⁽ⁱⁱⁱ⁾ Rolls forward the annual average number of windfalls delivered between 2011 to 2024, which is assumed to continue up to 2043.

^(iv) The figure of windfalls in Preston is high due to the large amount of retirement houses that have been built at Siddington Park. The figure of windfalls is largely based on an average of past delivery of sites that come forward that are not allocated in the Plan. This will be recalculated and confirmed for the Regulation 19 Draft Plan.

- 7.3 Scenario 5 builds upon the foundation of the adopted Local Plan strategy by continuing to allocate sites within Principal Settlements, while expanding the spatial strategy to identify Non-Principal Settlements and Village Clusters and allocating sites for development in these locations where there is deliverable / developable land²⁴. This represents a significant evolution of the currently adopted Local Plan development strategy, enabling a broader and more inclusive distribution of development across the district.
- 7.4 This scenario also introduces the development of new settlements and strategic extensions to existing settlements, which are capable of delivering substantial housing, employment and infrastructure in a planned and sustainable manner. These larger-scale developments offer the opportunity to create new communities that are well-connected, self-sufficient, and aligned with the district's updated Vision and Objectives, including responding to the climate crisis, supporting health and well-being, and enabling a vibrant, low-carbon economy.
- 7.5 The inclusion of Non-Principal Settlements and Village Clusters reflects a strategic expansion of the adopted development strategy. It enables development to be more locally responsive while supporting the vitality and viability of smaller communities. However, it is recognised that supporting market housing allocations in rural villages or hamlets with limited or no services, facilities, employment opportunities or public transport connections would constitute unsustainable development. Such an approach would conflict with national planning policy and the Local Plan's objectives to reduce transport emissions, promote accessibility, and ensure infrastructure-led growth.
- 7.6 Instead, housing in rural settlements will continue to come forward as windfall development, in accordance with local, national and neighbourhood planning policies. This ensures that development in these areas remains appropriately scaled, policy-compliant, and responsive to local needs, without undermining the strategic objectives of the Local Plan.
- 7.7 While Scenario 5 provides the most comprehensive framework for accommodating growth, it is acknowledged that it delivers only 79% of the 18,650 objectively assessed housing need for the Local Plan period. Furthermore, Scenario 5 is considered to have high risks given that this strategy relies upon infrastructure being delivered by external organisations (such as Thames Water), and the delivery of one existing and eight new strategic sites. This means that although 14,660 homes are planned, we realistically expect around 20% fewer homes to be built during the Local Plan period, meaning that Scenario 5 would be expected to deliver around 11,730 homes.

²⁴ As per the NPPF (2024) deliverable and developable definitions

- 7.8 Notwithstanding this, the Council will seek to maximise residential density where this is appropriate and achievable. This may help to bridge the gap between the number of homes that have a reasonable prospect of being delivered in the Local Plan period and the identified housing need. Any increase in density must be carefully balanced against the district's unique constraints, including its valued landscape character, heritage assets, listed buildings, and conservation areas.
- 7.9 To meet the full housing target of 18,650 homes, Scenario 5 would require significantly increasing residential density – up to 106 dwellings per hectare. This level of development is typically seen in highly urbanised areas like inner London or central Bristol, where apartment blocks and flatted schemes are common. While such densities may be appropriate in city centre contexts, they are generally out of character with the district. Such a density of development can also make it harder to deliver the required mix of housing types, which are important for meeting the needs of all residents. Consequently, while increasing density may provide some further housing land supply, it is not considered to be a realistic solution to deliver the full housing target.
- 7.10 Taking all of the above into consideration, the Council will need to engage neighbouring authorities under the Duty to Cooperate to explore opportunities for accommodating the unmet need.
- 7.11 It is important to reiterate that the figures provided in this report are indicative at this stage. They are provided for the purpose of the Local Plan Regulation 18 consultation in helping to determine the development strategy for the Local Plan Update. The figures are subject to change due to further monitoring of planning permissions, the outcome of further evidence base studies, and the Call for Sites undertaken within Local Plan Regulation 18 consultation.
- 7.12 In conclusion, Scenario 5 offers the most robust and deliverable foundation for the Local Plan Update. It reflects a strategic expansion of the adopted development strategy, incorporates new growth opportunities, and aligns with national planning policy and local priorities. The preferred strategy is therefore proposed to be based on Scenario 5 to ensure a comprehensive, flexible, and sustainable approach to meeting the district's development needs.