Core Strategy Adopted Version

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1 Preface

The Core Strategy is the principal document in the new Local Development Framework for the Forest of Dean. It contains the following key elements:

- An overall vision setting out how the district and places within it should evolve (section 4.1)
- Strategic objectives for the area focusing on key issues (section 4.2)
- A strategy for the delivery of these objectives, setting out where when and by what means development will be delivered (Policies Sections 6 and 7)
- An explanation of how the delivery process will be monitored (Section 8).

This version of the Core Strategy is the final version prepared by the District Council containing changes recommended by the Inspector as a result of the Examination. It was adopted following a resolution by the Forest of Dean Council on 23rd February 2012.

The formal period for submitting comments on the Publication document commenced on 21st March 2011 and ran for six weeks. The last day for submitting comments was 3rd May 2011. The Core Strategy was approved for publication by the Council on 24th February 2011 and approved for submission by Full Council on 14th July 2011. The Examination took place with hearings in October 2011 and the Inspector's Report was received in December 2011.

Documents referred to in the text or references to them can found in the evidence base. In case of difficulty please contact the Council.

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2 Introduction

2.1 This "Core Strategy" will become the main part of the new Local Development Framework (LDF). It will guide change in response to the needs and aspirations of the community (as identified by them and by measured external influences) for a period at least until 2026. In order to do this it will be reviewed as necessary between now and that date.

2.2 As its name suggests, the Core Strategy is a strategic document at the centre of the planning system. It will provide the spatial context for much of the change that the Community Strategy (Community Plan)[1] require. It must deliver the needs of the community as evidenced by likely changes in population, and must make progress towards delivering a more sustainable place in future years. In order to do this the Core Strategy first considers national policies and shows how they are taken into account. It then proposes a series of objectives derived from the evidence collected from the Community Plan and from other consultations. Policies intended to deliver these objectives follow with details on how they will deliver. Finally there is a section on implementation and monitoring.

2.3 The scope for the Core Strategy and the LDF is much broader than the old land use plan (Local Plan). There is a greater emphasis on delivering broader outcomes rather than simply setting a blueprint for changes in land use. This in turn means that the implementation of the Core Strategy will rest with a wide range of individuals, private and public organisations.

2.4 There are several stages that policy documents that are to be part of the LDF go through. The first is a general exercise to establish what the main issues and options are. This is often carried out with the aid of a discussion document and involves extensive formal and informal consultation. In the case of the Forest of Dean's Core Strategy, a series of discussions took place at the end of 2005. The outcome of these, and further developments of the Regional Spatial Strategy (RSS) [2] provided a context for the Core Strategy. A Preferred Options document was circulated in the summer of 2006. This went through a consultation and discussion stage and the results of that exercise have been taken into account. At the same time, "issues and options" exercises were under way on the subjects of housing, employment and certain rural development issues.

2.5 As the planning system itself continued to evolve, it became clear that much of the subject matter in the housing and employment papers should be in the Core Strategy. Emerging practice in terms of the increasing need to establish more comprehensive evidence bases, not least the raft of government guidance devoted to it, suggested that there was a need to prepare a more comprehensive preferred options document. Further advice on the content of Core Strategies and on how they will be used, suggested that the best course of action would be to prepare a second Preferred Options document. This was the subject of consultation in 2008.

2.6 Following this consultation and taking account of further changes in government guidance, a revised version of the Core Strategy has been prepared and published. It takes account of the complete picture presented by the various parts of the evidence base which was at the time of the 2008 consultation still being assembled. While it is intended that the Regional spatial strategy (RSS) will not now proceed, its evidence base remains. The Core Strategy makes extensive use of this evidence though it does not depend on the RSS itself. Much of the RSS policy content was however a regional expression of national policy and as the national policy (principally in the form of PPS

1 Gloucestershire County Council Sustainable Community Strategy, One Place one Vision and Forest of Dean District Council Sustainable Community Plan, Our forest Our Future, 2008

2 see RSS for the Southwest, draft 2006

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(Planning Policy Statements)) remains so does the underpinning for much of the Core Strategy. The Core Strategy does contain policy content that was formerly within the RSS where considered appropriate for the local needs of the Forest of Dean District.

2.7 The strategy will be kept under constant review using a formal monitoring process. Where possible the policy outcomes will be measured and where not judgements will be made against the their effectiveness. The policies or the strategy can then be amended as required. It may also need to be amended to take account of external influences such as changed regional policies or amended housing requirements.

2.8 Accompanying the Core Strategy and its Evidence Base is a Sustainability Appraisal[3]. The purpose of this is to assess the strategy in terms of its delivery of sustainable development and to evaluate options considered in its preparation. The appraisal is a continuous process running in parallel to the strategy and the present version therefore considers options arising from the public consultation exercises. As well as testing these, it considers the strategies' own objectives and their likely performance against identified sustainability criteria. One of the aims of the strategy is to provide a more sustainable future, and some issues such as reducing carbon emissions are addressed though they also feature in national policy. The appraisal highlights compromises, if any, between the objectives of the strategy and the principles of sustainability.

2.9 After the publication of the Core Strategy, the Core Strategy is submitted to the Secretary of State for its Examination. It can only be modified following publication and prior to submission in very exceptional circumstances. The Examination is a process whereby the document is tested for soundness, to judge whether it is fit for purpose and whether it complies with certain basic requirements. These include both procedural matters and some where judgement (by the Inspector responsible for the Examination) is required. The Strategy has to conform generally with national planning policy unless it can be shown that local conditions merit a departure. It is the overall document that is being tested, and it therefore follows that persons making representations will need to show that the strategy is unsound if they are to succeed in obtaining any modifications they wish to see. This is a very different to the situation to the Local Plan system, where it was possible to make representations that a minor change should be made to the Plan, for example in suggesting a small additional area should be included in a village settlement boundary. To make this case in respect of the Core Strategy it would be necessary to show that the overall policy which set or used the settlement boundaries was flawed, and that the change desired was consistent with a more suitable approach. Representations such as this are probably more appropriately made when the more detailed allocations Development Plan Document (DPD) is being written. Third party representations about the Core Strategy will be dealt with during the examination process by the Inspector. If as a result of the Examination there are changes needed to make the strategy sound, these can be directed to be made by the Inspector. If they are more major, then the Strategy could be found unsound and it would be lost.

2.10 If following the examination, the Core Strategy is found to be Sound, it will then be adopted (incorporating all the changes required by the Inspector). It will then become part of the Development Plan and will replace those parts of the Local Plan that are presently covered by it. Where they are not so replaced, the Local Plan's "saved" Policies will still remain in force. [4]

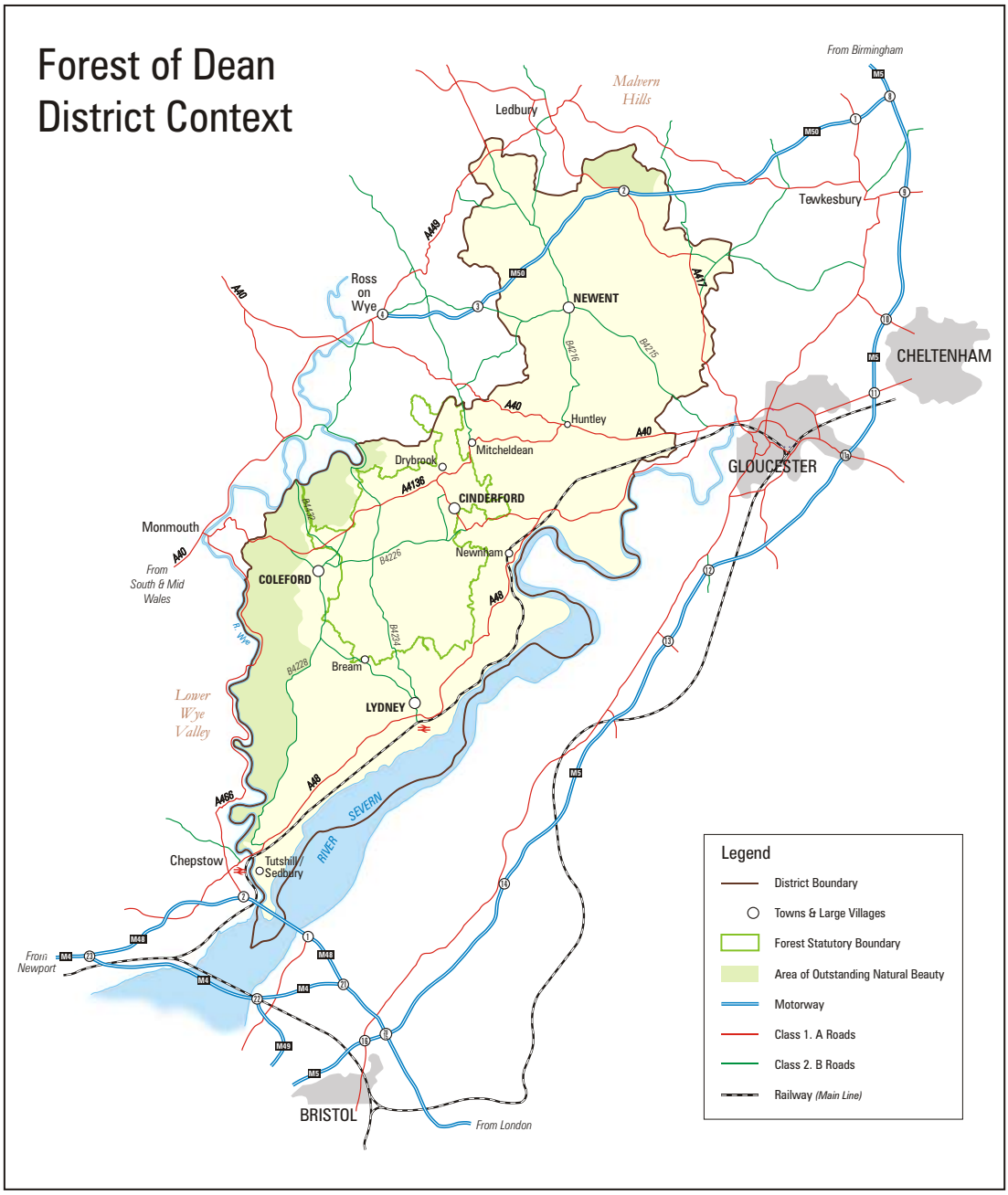
3 see Sustainability Appraisal in Evidence Base

4 Further details can be found in PPS 12, the Development Plan Regulations (town and Country Planning (England) regulations (as amended), and in the 2004 and 2008 Planning and Compulsory Purchase Acts.

2 . Introduction

2.11 Note: Following the Examination process the Core Strategy has been found "sound" subject to changes incorporated into this final adopted version.

2 . Introduction



3 Background

General

3.1 The LDF(Local Development Framework) exists to add the local dimension to spatial planning policies. It adds the locally distinctive element to national and regional policy and sets out where and why there need to be particular local actions over all or part of the Forest of Dean District. This local dimension is drawn from the local context for the area as set out in higher level planning policies (national and regional), and also from the physical and social characteristics, and the community itself. The LDF must display a clear understanding of various dynamics that affect the way a place can evolve. These include the housing market, retail patterns, economic and social trends and influences, and the physical geography of the area and how it affects accessibility.

3.2 This (background) section of the Core Strategy provides the context needed to support the policies that relate to actions. Firstly it introduces the Forest of Dean District and its characteristics. It provides an understanding of the way in which the communities in the district interact and sets out the principal environmental concerns. It contains a narrative explaining national policy and how this sets some of the context for the LDF. It also refers to the Local Plan that is being largely replaced. It then considers the two Community Plans (County and District) and the Corporate plan of the District Council. The Community Plans depend on the LDF for the physical context for much of their implementation. The Council's Corporate Plan [(1)] is an expression of the priorities of the current administration and these priorities are reflected in those of the LDF.

Forest of Dean

3.3 The Forest of Dean District takes its name from the Forest of Dean itself which forms a large part of the central core of the district, and comprises its largest landscape feature. The district includes a variety of other landscapes from the Severn Estuary and the Wye Valley to the rolling hills to the north. Although close to several major centres which exert various influences over different parts of it, the Forest of Dean District is however still considered to be the most appropriate boundary for the LDF. The Core Strategy therefore applies to a particular local government area, but takes account of many things that are not affected by administrative boundaries.

3.4 The Forest of Dean District is heavily influenced by both Wales and the West Midlands which are adjoining. Although some parts are very close to Gloucester, others look more to Bristol, Newport and Hereford. There are also smaller towns outside the district but close to its boundaries which have an effect on the area. These are Ledbury, Ross on Wye, Monmouth and Chepstow. Chepstow, lies just across the River Wye from one of the largest settlements in the District. The influence of these settlements, large and small is expected to continue over the Core Strategy period, with major growth planned in and around the largest (Bristol, Newport, Cardiff). As well as the Forest itself, the main geographical influences are the Severn Estuary and the Wye Valley, both of which are natural boundaries but also barriers.

1 Forest of Dean District Council Corporate Priorities, 2009,

3 . Background

3.5 The population of the district was about 81900 in 2007, (80050 in 2001). It is increasing slowly on a trend suggesting a population of up to 94000 in 2033 [2]. In common with much of the country, there is a trend towards an ageing population with the youngest and younger age groups being under represented. At present 23% of the population is under 20 and 18.2% over 65. By 2033 the County Council forecast [3] this will change to 18% under 20 and 33% over 65.

3.6 The district is reasonably accessible from a number of directions but is disadvantaged when compared to its near neighbours which have better access to the motorway network. Some are larger centres in themselves and have a greater service base because of this. The M48 and the M50 both cross the district and it is served by the Cardiff- Birmingham railway line with one station at Lydney and a nearby one at Chepstow. One of the issues frequently raised by local businesses is the relative inaccessibility of the area, and it is the nature and quality of the road network that comes in for most criticism. [4] Public transport is not well developed due to the rural nature of the area and its relatively dispersed population. This Core Strategy must be realistic in accepting the basic infrastructure as typical of many rural areas. It therefore needs to make proposals which accept this general situation is unlikely to change. While major improvements are both unrealistic and could probably not be justified, significant local changes must be promoted where they can be realistically justified and the best use of these must be made when identifying locations for new development. Some improvements will be made and these include physical changes at Cinderford and Lydney, but also improvements to transport systems (eg buses and trains). Much of the strategy depends on making use of the locations that are most accessible by public and private transport for future development, and on reducing the need to travel.

3.7 Within Gloucestershire there are some clear differences between the districts in terms of employment characteristics. Forest of Dean residents earn more than the County average while workers within the district earn less [5]. Whilst overall levels of earnings must continue to be monitored, it is the range and number of jobs on offer that is an issue. The district still is slightly under represented in professional management and other senior occupations, and these form the largest group travelling out of the district on a daily basis for work. In terms of jobs within the area there is a higher percentage in manufacturing than average, and a higher representation in primary industries. The percentage of the population who are economically inactive is the highest in the County, though the reasons for this are similar to the rest of the County (for example about 47% of those who are inactive in the Forest are retired, against 47.8% in the County overall). The difference in educational attainment between the Forest of Dean and the England and Wales average has closed although those with degree level qualifications is still below average [6]. There is a need to address this issue, improving educational opportunities especially for younger people. It is also important to make the best use of and develop further the higher education facilities in the area.

3.8 Overall there are 10 workers resident in the district for every 6 jobs. This ratio compares with Cotswold District (9.4 jobs per 10 workers), Gloucester (10.3) and Stroud (7.6). There is still relatively low unemployment (2.5% in the district compared with a UK rate of 3.71% in January 2011)[7] but a high level of out commuting for work. While some of this commuting may be through choice, it is

2 ONS,2008, compared with 88500 under Gloucestershire County Council's 2010 projection
3 GCC 2010 population projections
4 See P Heath Marketing and Workspace Study for FoDDC,2008
5 ONS 2007
6 22.9% as opposed to 26.5% in 2005, quoted by P Heath in Marketing and Workspace Study for FoDDC,2008
7 Claimant Unemployment rates as reproduced by Glos. County Council

3 . Background

related to the relative lack of jobs in the district, and to the types of jobs that are available. The imbalance is predicted to worsen over the next few years with the current job deficit rising from 7000 to 10 000 by 2015. Its reduction, and the reduction of out commuting, is one of the key aims of this strategy and of the Council's own Corporate Plan. It is central to attaining a more sustainable future for the area, by bringing a wider range of employment within easy access of a greater proportion of the population. The difference between the relatively low levels of income from jobs in the district and the income enjoyed by residents is about 17% (2007), compared with Stroud (5.7%) for example. [8]

3.9 Although the difference is not great, the average travel to work distance in the district is at 16km 3km more than the England and Wales average[9]. Large net outflows of commuters travelling relatively large distances are not unusual especially in more rural areas and the situation in the Forest of Dean is probably no worse than in many other parts of the country. The fact that it is a widespread issue does not mean that it does not need to be addressed. The issue is an important one at local, regional and national level and the LDF, and principally this Core Strategy is the key to action at a district level.

Type of Employment

3.10 National, international and regional trends in employment affect the Forest of Dean and have resulted in a number of changes over recent years. They continue to affect the area. The general decline in manufacturing, moves of various enterprises abroad and the reduced need for floorspace due to changing technology are just three influences to be taken into account. There is an increased emphasis on the need for quality accommodation which can be to the disadvantage of areas where much of the available workspace is relatively old, such as the Forest of Dean.

3.11 In general the sectors of the economy where the Forest of Dean has a greater percentage of enterprises or employees than average are those that are stagnant or in decline, and those where there is growth are under represented. Overall, at 70% the percentage of employees in the service sector is the lowest in the County compared with the highest (85.5%) in Cheltenham, and next lowest (73%) in Stroud. A study of VAT registrations shows comparatively low figures for property, business and finance and high for construction, production and transport. [10]

3.12 One exception to the above has been the growth in employment in tourism, which at 8% in 2008 (compared with the southwest average of 10%) [11] is becoming increasingly significant.

Housing Market and Trends

3.13 The present housing market(s) within the Forest of Dean reflect both the relative importance of Gloucester/Cheltenham in the county as a whole and the position of the district on the edge of the region close to several important external influences. The market is one where affordability is the key issue across the County though house prices do vary greatly. Generally the Forest of Dean District can be treated as one of three Gloucestershire sub markets. The number of households will increase over the period to 2026 in step with the steady increase of population and the falling household sizes. Over the last decade the fall in household size has been the highest in the Forest of Dean

8 Figures quoted in Marketing and Workspace Study,2008
9 marketing and Workspace Study,2008
10 Figures as quoted in Marketing and Workspace Study, 2008
11 2008 Value of Tourism, South West Tourism

3 . Background

when compared to other Gloucestershire districts. The Forest of Dean housing market was more self contained in 2001 than Tewkesbury or Cotswold, with over 60% of moves taking place within the District. [12].

Housing Affordability

3.14 Property prices have risen over the past few years to a point where the average was in June 2007 £209590 and an average for a terraced house was £146488. The price to income ratio for a lower quartile property was in 2005 (then costing £122250) 4.34 times earnings, higher than the county average and also Gloucester and Tewkesbury districts. As an illustration of this, a 95% mortgage for a lower quartile property would have to be supported by an income of £38713 if a loan of three times one income was assumed. This excluded 70% of households from ownership. The situation has changed recently with a fall in prices, which in early 2009 stopped, and has been followed by a modest recovery and relative stagnation. The affordability gap is however still very apparent and other factors such as the availability of finance has slowed the construction of all types of dwelling. [13]

3.15 A review of current policies intended to deliver affordable housing and an accompanying viability study [14], showed that the current share of affordable housing sought on new sites could be supported where the land does not have major extraordinary development costs and where it does not have a high alternative use value. The study shows that a higher threshold would have a major impact on viability and hence impair the delivery of the housing concerned. It is assumed that the mix between rented and intermediate tenure is 70% in favour of rented properties for the affordable housing. Despite difficulties due to the present economic conditions, the overall policy is considered appropriate for the Core Strategy in the longer term and is endorsed by the study. Individual sites will still be the subject of individual assessments of viability which can take account of the prevailing general economic conditions as well as the particular nature of a planning application. The size of sites on which affordable housing is sought is able to be fixed according to local conditions and these are considered in the Policy section of this strategy.

Availability of Land for Housing

3.16 The policy assumptions built into the strategy include predictions of the performance of the economy over the plan period and the suggested increase in dwellings between 2006 and 2026 is 6200. This figure is the evidence based projection of dwelling requirements as used in the draft RSS. The overriding principle behind the forecasts is that the needs of the district will be met including its share of in migration, though the majority of the new housing in the Gloucester and Cheltenham housing market area (which includes the Forest of Dean) is likely to be accommodated in or close to those centres.

3.17 The outgoing Forest of Dean Local Plan, adopted in November 2005, identified land sufficient for its strategy of meeting the district's needs as assessed under the Structure Plan Second Review. The rate of development envisaged by that Plan for the Forest of Dean was in excess of that envisaged in the forecasts used by the draft RSS. The spatial distribution of sites and the approximate capacity of those sites does however conform to the expectations set out in national policy[15]. The land supply

12 Fordham research, SHMA,2009
13 Fordham Research SHMA 2009 and HNS 2009
14 Fordham 2008
15 e.g. most development will take place at larger centres and the density will be such as to make the sensible use of land, formerly assumed to be about 30 dwellings per ha.

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made available in the Local Plan and other potential sources of land for housing have been assessed as required by PPS 3. It is proposed that these existing Local Plan sites will be developed to meet the needs arising and it is unlikely that additional large sites outside the present settlements will be required. [16]

Tourism

3.18 The hotel and catering sector of the economy is under represented in the Forest of Dean compared with the southwest. Nationally the leisure and tourism sector has on average grown year on year and the council is seeking to improve the area's income from tourism. Any growth must be achieved in a manner that is compatible with the natural and historic environment and should be sustainable. Quality accommodation, and attractions and in particular those that interpret the history, culture or natural history of the area will be supported by the Core Strategy.

Retailing

3.19 The relatively dispersed population and the fact that there is no one dominant town within the district means that there is much retail trade lost to surrounding (larger and much larger) settlements. The four towns in the Forest of Dean function as modest market towns with emphases on food shopping and a comparatively large proportion of small independent retailers. The latter is an asset but also shows how the area has failed to attract national chains. The lack of comparison goods is reflected in the low proportion of expenditure in the district and the small number of residents who shop for these goods within the area. From a 2007 survey [17], over 40% of residents do not consider one of the four towns to be their main centre for shopping. An evaluation of the four towns in 2007 put them well below the expected average for retail offer, a finding supported by the lower than average percentage of VAT registered units [18]. Related to the under performance of the towns in retailing is the general need to improve the quality of the urban fabric, an issue picked up independently in the RSS Panel Report. [19].

Geography

3.20 The Forest of Dean District can divided into three, the Forest core and areas to its north and south. Although this treatment initially appears arbitrary, there are some clear differences between the traditional Forest "core" with its more pronounced industrial history and the other two areas. There are contrasting landscape types and the settlements themselves are quite distinct and different. The main reasons for this contrast becomes clear if the nature and origins of the towns and villages, still plainly apparent, are considered. [20]

3.21 Newent is the smallest of the four towns within the district and also the closest to a major centre (Gloucester). It is the least self-contained in terms of providing jobs of an equivalent number to the needs of its population. The 2001 census data on travel to work demonstrates this.[21] Its role is one of supporting the local area. Despite new retail development in the centre over recent years, Newent still loses more trade than is desirable and one of the aims of this strategy will be to enhance

16 Forest of Dean Local Plan Review, 2005
17 GVA Grimley Retail Study, 2008
18 Marketing and Workspace Study, 2008
19 Proposed new policy SR3.2, pC42 of the panel Report, Southwest RSS
20 Forest of Dean Landscape Assessment, 2002 in evidence base
21 See especially fig 4 in keynote, Self Containment and the Settlement Strategy for the Forest of Dean which uses census data

3 . Background

the function of the centre. Any increased need for housing for local residents will be met. Restraint on new housing in the countryside and in the smaller settlements around Newent means that the town is required to meet both its own needs and a part of the needs of villages close by. Newent will become a more effective local centre through improvements in the centre, and additional employment and by meeting the needs of the town and those of nearby villages.

3.22 The landscape around Newent stretching towards Gloucester and towards the Forest itself is agricultural with characteristics varying from the Vales of the Severn and Leadon to more hilly sandstone areas between them. It is a landscape sensitive to change containing over a dozen distinctly different villages of sufficient size to have settlement boundaries.[22]

3.23 Within the southern part of the district, south of the A40, is a central forest core which includes on its edge Cinderford, Coleford and Lydney. This contains the Forest of Dean itself with its managed woodlands and is the source of a rich and distinctive cultural heritage. The towns are to some extent within the influence of larger neighbouring centres but to a much lesser degree than Newent. They are also within the influence of one another. A study of the three southern towns, as illustrated for example by the travel to work pattern, shows considerable interaction between them.[23] Development within the Forest of Dean and especially at Lydney will have an impact on the surrounding areas. Continuing liaison with neighbouring authorities is therefore important. The constructive development of this and other interactions between the towns and other settlements, and of the different but complementary roles of the towns is at the root of this strategy. The three southern towns together with some of their nearby villages account for half of the District's population.

3.24 The most striking feature of the settlement pattern is the nearly continuous ring of settlements which sit on the edge of the coal outcrop which was once the basis for one of the area's main industries. This "forest ring" is close to or includes the three main towns. It also includes a number of quite large villages which themselves have a clear role in providing services for their surroundings. The forest edge landscape, typically where undeveloped and unplanted open land meets enclosed gardens and other freeholds, is very distinct and also vulnerable. It is subject to pressure for change at a local and more general level. Within the ring is the generally undeveloped forest itself which is also rich in ecological, landscape, historic and cultural interest.

The Forest of Dean is unique and has a long history which has given rise to a rich culture and tradition. It is the dominant influence over the pattern of settlement and land use over much of the district. It is key to the attractiveness of the area, and much of its tourist potential. As an asset (both physical and cultural), the Forest contributes greatly to the economy of the area, and the Core Strategy is designed to enable it to continue to contribute. Its landscapes will be protected and development strictly controlled.

The importance of the Forest to the area was examined in a series of projects dating from the late 1990s. These gave rise to the current landscape assessment, guidance, and strategy; to work on biodiversity, and to studies of archaeology, and tourism. A major exercise seeking the views of local people (Dean by Definition) was conducted.

22 Settlement boundaries are established at present in the 2005 Local Plan and are applied to 57 individual village and areas including four towns. They apply to villages above the lowest identified tier in the heirarchy- see Keynote Settlement Hierarchy

23 See especially 3.1 in keynote, Self Containment and the Settlement Strategy for the Forest of Dean which uses census data

3 . Background

Many of the outputs of this exercise are foundation documents to the Core Strategy, and will inform it and other policies. They provide key evidence for many other areas including the LSP as well as being generally informative.

3.25 Lydney is the town furthest from Gloucester and is the most self contained [(24)]. Its population is about 9000 but there are another 9000 within 5km, the majority on part of the forest ring. It lies on the A48 and the Gloucester to Cardiff railway and fronts the Severn Estuary. The town spans an area between the harbour and the rising ground adjoining the statutory forest. It occupies a variety of landscapes which provide both constraints and opportunities. Much of the traditional employment is on the low-lying area to the south of the centre, though under the 2005 Local Plan, a more balanced eastern neighbourhood is planned. Lydney has attracted some public sector investment though not to the same degree as Cinderford. Although historically the estuary location was important, it has in recent years tended to lose this connection.

3.26 Cinderford lies largely within but still on the edge of the statutory forest. It is physically constrained both by the forest itself and by the agricultural landscapes which adjoin parts of the built up area. At the same time the forest location offers a unique setting for the town. The main built up area is close to a number of sites once used by industry and which are suitable for redevelopment and there are a other sites suitable for redevelopment within the town itself. The town centre loses trade to the surrounding centres and the town would benefit from further investment and employment. The outgoing Local Plan contains a detailed series of allocations for Cinderford. Some of these allocations are being reviewed in the Area Action Plan, which is currently being prepared, [(25)] though the overall strategy of the Plan remains and is similar to that being proposed in the Core Strategy. The population of Cinderford and the various settlements within about 5km is approximately 15000.

3.27 Coleford lies in an open landscape at the head of a valley. There are major physical constraints to the further expansion of the town. These limit the scope for major growth, and provide one of the reasons why it is not considered appropriate. Historically a broader range of employment, including diversification towards service industries and tourism has been considered desirable and to achieve this both traditional land on industrial "estates" and other premises in town centres and other locations would be required. The population is about 10 000 if the arc of settlements to the north and east of the town (all within 2km) is included.

3.28 To the south and west of Lydney, and south of Coleford and the forest ring of settlements, there is a more dispersed area (which with the exception of the far southwest is essentially rural), containing a number of villages. By far the largest of these is Tutshill and Sedbury which are themselves joined and also are physically and functionally linked to Chepstow, a town of about 11000 inhabitants. Tutshill and Sedbury together have a population of approximately 4500, which makes the fifth largest settlement in the district. The settlements within the south west of the district area take their characteristics from a wide range of landscapes. The most apparent of these are the Wye valley and the high plateau, its associated landscapes and the low lying lands adjoining the Severn estuary.

24 Functional analysis of settlements, R Tym for the Regional Assembly, Feb 2005

25 see Preferred Option, October 2009 Cinderford Northern Quarter Area Action Plan and related documents and also Adopted AAP, 2012

3 . Background

3.29 Generally the District shows a great variety of landscapes in a comparatively small area. This variety and the distinct pattern of land uses is key to the attractiveness of the area, and also to the range of natural life it supports. There are extensive parts of the Wye Valley AONB within the District and a small part of the Malvern Hills AONB. The Core Strategy aims to retain and enhance the area's overall attractiveness whilst bringing a more sustainable and diverse economy to the area. A great part of the attractiveness comes from the cultural traditions and historical legacy of the area and these must be respected and protected.

3.30 The overall nature of the district is summarised in the Gloucestershire County Council publication, Forest of Dean Story, 2005. This document draws the following conclusions:

> "In population terms The Forest of Dean is one of the smaller Gloucestershire districts, but despite its beautiful rural setting there are a number of social problems faced by local residents. In particular, there are issues with affordable housing, health (especially cancer death rates), educational attainment, and an ageing population. Furthermore, while unemployment is low in the district, this is mainly due to large volumes of out-commuting by residents and the pervasive use of cars to make these journeys puts pressure on the sensitive local environment. ....." GCC Forest of Dean Story 2005, part of Summary. **(26)**

National and Regional Policy

National Guidance

3.31 The LDF must be prepared in accordance with the national planning advice, which exists principally in the form of Planning Policy Statements (PPS). These set out the government's general policy and indicate which subjects should be considered by more locally based planning policies. They have largely replaced the former Planning Policy Guidance (PPGs). The statements cover issues from general sustainability, through specialist areas such as flood risk, housing and archaeology, to general themes such as the preparation of LDFs, and "rural areas". Because they set out national policy there is no need to repeat their contents as local policy in this LDF. Specific aspects of national guidance are referred to where necessary in this strategy. **(27)**

The Regional context

3.32 The Forest of Dean is the northernmost part the southwest region, being separated from the rest of the region (the Southwest peninsular) by the river Severn. Much of the district does look to Gloucester and to a lesser extent Cheltenham. The Regional Spatial strategy (RSS) was intended to be an overall policy document explaining the strategic planning context and proposing policies for the region, appropriate to its needs and requirements. It has now been discontinued although much of the evidence which informed it remains and is able to be considered in writing local policy documents such as this Core Strategy. One key item of evidence identified ten rural districts as priorities for "rural renaissance", including the Forest of Dean, six districts in Cornwall and three in Devon. As this identification was based on need and evidence of deprivation, the case remains for addressing these issues**(28)**.

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26 2005 Forest of Dean Story published by Gloucestershire County Council,
27 See links in evidence base to PPG and PPS
28 see 9.2.3 and following policy, Secretary of state's proposed Changes Draft RSS for the Southwest, 2008

3 . Background

3.33 Inequalities across the southwest can still be identified and there is a clear case for regeneration based policies in a number of geographical areas. Although it was less clearly expressed in the RSS as it developed, it and other sources of information confirm the relative lagging of the Forest of Dean in a number of areas (eg educational attainment) and policies to address this are appropriate. A clear and distinct strategy is needed for the Forest of Dean which acknowledges its characteristics, needs and opportunities, along with any constraints.

3.34 The Regional Economic Strategy (RES) [(29)]was complementary to the spatial strategy (RSS) but is based on economic forecasts. It suggests a slightly higher rate of growth than the RSS seeks to accommodate. Material within the RES and more locally based economic forecasts are taken into account in the Core Strategy, in considering the future employment needs of the area. The evidence base for the RES includes a report which identifies the following "key challenges for the Forest of Dean towns (in relation to the RES)".

3.35 The Local Transport Plan is another important influence on the Core Strategy which has been taken into account. It also has itself to take account of the Core Strategy and its proposals, setting out how the various transport related issues that affect the area will be dealt with.

- Forest of Dean towns need to continue diversifying and overhauling their economy, replacing traditional activities with more high value added ones. Business support may be required to achieve this;
- to achieve the necessary restructuring, upskilling or re-skilling initiatives for some of the labour force may be required
- Forest of Dean towns have considerable potential for growth, in part because of the quality of the Forest of Dean environment and its' proximity to Bristol and Gloucester – Cheltenham. This is a resource that also brings constraints so sustainable development must be top of the agenda;
- there is considerable tourism potential in the area, not just in Coleford, and the three towns should build on it. They could for instance develop a common promotional/marketing strategy.
- Cinderford, Coleford and Lydney may benefit from working together, building on each others strengths to become more competitive and ensuring that they can be more than dormitory towns for Bristol and Gloucester;

Source: Spatial implications of economic potential in the Southwest, Roger Tym and Partners June 2006

3.36 The work of the RES (and the RDA) will be continued to a degree in the forthcoming LEP (Local Enterprise Partnership), and the latest guidance from government [(30)] does refer to a strategic planning role for these bodies. As this evolves, the LDF will need to take account of this and in particular the way in which the related Regional Growth fund is proposed to be spent.

29 Regional Economic Strategy for Southwest England, 2006, SW Regional Development Agency, 2006
30 Local growth, realising every place's potential, Cm7961Oct 2010

3 . Background

3.37 One important starting point for a spatial strategy is to consider the functional relationships between parts of the region and between the region and its surroundings. The functions and relationships between the various settlements is also fundamental to understanding and planning for an area. This understanding will then inform the overall strategy that is used to meet the needs of the community.

3.38 Throughout the Country there are a range of settlements that exist in a loose hierarchy. Those in the southwest begin with centres such as Bristol, or Gloucester/ Cheltenham and continue through other larger towns and then market towns. Government Policy and the principles of sustainable development are based on locating development in the most sustainable places and within the Forest of Dean these are the towns. In the Forest of Dean there is a marked difference between the way in which the southern towns and villages interact and the way in which Newent and the more northern settlements relate to one another and their surroundings. The towns and other settlements which are suitable for further development, primarily because they can provide a sustainable location, are likely to show the following characteristics:

- **there is an existing concentration of business and employment and realistic potential for employment opportunities to be enhanced**
- **there are shopping, cultural, faith, education, health and public services that meet the needs of the settlement and the surrounding area**
- **there are sustainable transport modes that can be maintained or developed to meet identified community needs in the settlement and the surrounding area**

(Originally part of Policy B RSS for the Southwest, 2008 Secretary of State's Proposed Changes)

3.39 Taking advantage of the above in locating additional development will in turn help to provide additional services and further increase the degree of self containment. In the south of the district, the inter relationship between settlements is complex but the principle that allows a degree of development, with the emphasis on providing an increased level of services and a population to support those services is not. The scale of change will be commensurate with the form, function and capacity of the individual settlements but will be matched to the overall levels proposed in the available evidence. The Core Strategy therefore seeks to apply this principle to each of the four towns.

3.40 The principles of self containment still apply in smaller settlements but the settlements concerned are not expected to provide as comprehensive a range of services or be as well placed to develop or use sustainable transport links. Where new development is able to:

- support economic activity appropriate to the scale of the settlement
- extend the range of services to better meet the needs of the settlement and its surrounding area
- meets identified local housing needs.

Then it can be considered where it is of an appropriate scale.

3.41 The emphasis is on providing for local areas and this will be reflected in its interpretation both in the Core Strategy and in development management more generally. The principle is that the settlements concerned have a role which can be enhanced through further modest development. The intention is not to allow sporadic, unfocussed development in the countryside, as stated in the extract from the text of the draft RSS below:

3 . Background

> "It is important that all development taking place in small towns and villages support their roles as local hubs for community facilities and services, including public transport. Development in open countryside, particularly of housing, will be strictly controlled in accordance with national planning policy
>
> para 3.5.3 SW RSS Secretary of State's proposed changes 2008

3.42 The table "Key Settlement Characteristics" following paragraph 7.65 of the Core Strategy identifies how above principles will be applied. The approach is compatible with the principles of accessibility emerging as part of the County's Local Transport Plan (LTP), and shares a common principle in promoting "self containment". This principle has been embodied in past strategic plans and is generally supported in the Forest of Dean Core Strategy. The actual settlement pattern in the district and the inter relationship between settlements does however mean that it is appropriate to consider groups of settlements rather than individual towns and villages. This in turn gives the benefit that the various settlements taken together can have more influence and provide a better service base than if they were considered individually.

3.43 There is wide ranging and generally consistent evidence that the Forest of Dean economy is not performing as well as much of the northern part of the southwest and that there are issues relating to educational attainment and relative deprivation that need to be addressed. It is a clear responsibility for the LDF to propose a strategy that addresses these, and provides for the sort of economic changes that are necessary. Local evidence justifies the approach and identifies priority areas within the district which are supported by the District Council.

3.44 The available evidence of local needs for housing within the Forest of Dean suggests 6200 dwellings over the period 2006-2026. Employment provision should reflect this level of change, while also taking into account the need to reduce out commuting. **(31)**

3.45 Key evidence prepared originally for the RSS identifies the issues in relation to the three southern forest towns:

> The three Forest of Dean towns [Cinderford, Coleford and Lydney]: These exhibit significantly different travel to work dynamics. They are not very self contained and have a reasonably strong relationship with Gloucester.
>
> However, there is a well-established, if complex, relatively local commuting pattern in place. Future growth in the three towns could be expected to reinforce such a sustainable pattern, not as freestanding individual towns but as a tight local network. (9.18).....
>
> Secondly, analysis confirms that the 3 Forest of Dean towns of Cinderford, Coleford and Lydney also operate as a local network, but are not strategically significant in RSS terms; Moreover, it will be the responsibility of emerging LDFs to recognize how these towns functionally operate and to plan their futures accordingly. (10.63)
>
> Roger Tym Functional Analysis of Settlements April 2005

31 See Self Containment and the Settlement Strategy keynote

3 . Background

3.46 The above extract recognises the pattern of interrelationships between the Forest towns and suggests a strategy of economic development in order to make the area more self-sufficient. Inevitably it is a brief outline only, but this together with references to the area elsewhere provides a context for this Core Strategy. The Core Strategy did not consider options that would not be in general conformity with government policy on sustainable development. Such considerations would not be realistic and could not be implemented.

3.47 Other regional and national strategies have an impact on the Forest of Dean including the Wales Spatial Strategy which recognises the cross border influences of Cardiff and Newport in particular. Development proposed in the West Midlands also has an impact on the Forest of Dean, although less pronounced. This is primarily because of the greater distance to larger centres in this region. Commuting to centres such as Birmingham does take place, particularly from the north of the district where there is easy access to the M50. At a more local level, policies of neighbouring authorities need to be taken into account and suitable consultation processes are in place. Other policies of national importance that impact on parts of the Forest of Dean are those applicable to Areas of Outstanding Natural Beauty. These designations sit across boundaries and bring with them a focus on the particular landscape qualities of the Wye Valley and the Malvern Hills. The Core Strategy needs to take account of these and allow the national policies which apply to them to be implemented.

3.48 In November 2005 the Forest of Dean District Local Plan Review was adopted with an important change in respect of its larger housing allocations. These allocations were phased and the second, later phase of development was only able to proceed if there was a proven strategic need. The case for this is now made by evidence prepared for the RSS which contains district by district housing figures. At present it appears that the need for additional housing over the period 2006-2026 approximately equates with the number allocated in the Local Plan and expected to come forward on unallocated sites[32]. Household projections by the County Council suggest about 5900 new households will form between 2008 and 2026. [33] There is therefore no need to identify additional land for the Core Strategy if the allocated sites are suitable and meet the requirements of the strategy. There is at present no case for the reduction of the amount of land that is identified. The allocated sites and any other potential sites are regularly assessed to ensure that they are available. The overall need for new housing will also be reassessed at each review of the Core Strategy and as part of its regular monitoring.

Sustainable Community Plans

3.49 The LDF is primarily concerned with directing and achieving the spatial outcomes of a number of different strategies. It must also marry the regional and national policies that affect the area with the local conditions and aspirations of the community. One of the most important expressions of the wishes of the community are the Sustainable Community Plans and Strategies. The recently published "Planning Together- Updated practical guide for local strategic partnerships and planners" (DCLG 2009), is concerned with aligning the priorities and many of the working practices of the LDF with those of the Community Strategies. It emphasises the importance of having a community strategy that takes account of spatial and environmental issues. The importance of the LDF following the Community Plan is emphasised in PPS 12 [34]. The LDF must consider the County and District

32 6200 required 2006-26
33 Gloucestershire County Council Local projections, 2010. This 5900 equates to about 6106 dwellings after allowing for vacancies etc
34 DCLG June 2008

3 . Background

Community Strategies in its balancing of national, regional and local considerations when formulating its spatial planning policies. Although they are somewhat general in their approach they are foundation documents for this Core Strategy.

3.50 The Gloucestershire Sustainable Community Strategy, [35], prepared and approved by the County Council looks forward from 2007 to 2017. It identifies the priority concerns of the county community as expressed through their strategic partnership. Inevitably the document is broad and general in its approach, but its priorities are clear.

3.51 Delivery of the Community Plans was assessed against Local Area Agreements but these are now to be abolished [36]. The Plans however remain in force and are expressions of local aims and objectives which the Core Strategy addresses.

3.52 The District Council's Sustainable Community Plan, [37], was approved and published in 2008. Originally based on the relevant LAA, and still reflecting the aspirations of the community it aims to deliver five outcomes:

- A place where the future matters
- A place where communities feel safe and are safe
- A place that offers local people a quality home appropriate to their needs and lifestyle
- A place with a strong, prosperous and diverse economy
- A place where everyone can access the services they need

For each outcome a number of aims are identified and these form an important part of the context for the Core Strategy.

3.53 The provision of suitable and affordable housing is at the top of both agendas and is a priority of the Council itself expressed in its corporate objectives. It is also a duty of the Local planning Authority to know about the local housing markets and needs, and to address land supply in a way that ensures the optimum supply of new dwellings is delivered. Another shared aim is to provide a more diversified and sustainable economy. This should ensure a more stable and varied offer which will help address the high level of out commuting. The Community Plan focuses on raising educational attainment and skill levels, a priority supported by evidence of some under achievement in the district. The maintenance and enhancement of a high quality environment is a common theme and there are LDF policies to address this and the related priorities to address climate change and the use of renewable resources. Access to services and their provision in a convenient way are identified as important priorities.

3.54 Both Community Plans provide a sound basis for the LDF in terms of overall aims. The LDF (principally through the Core Strategy) needs to provide the spatial context for them, setting out how they may be achieved and where changes should take place.

Corporate Plan

3.55 The Forest of Dean Council prepares a Corporate Plan which sets its key objectives. This is reviewed from time to time and such a review in early 2009 resulted in the following corporate priorities and objectives.

35 Gloucestershire County Sustainable Community Strategy One place One Vision, 2007
36 DCLG announcement 14th Oct 2010
37 Our Forest, Our Future, Forest of Dean Sustainable Community Plan 2008-2020

3 . Background

1. Provide value for money services
2. Promote thriving communities
3. Encourage a thriving economy
4. Protect and improve our environment

3.56 All four of the above are central to the Core Strategy, and the LDF. Priorities 2,3 and 4 are closely mirrored in the objectives of this Core Strategy as it will be the main delivery mechanism for many of them. [38]

38 Forest of Dean District Council Corporate priorities and Objectives 2010- 2013

4 Strategic Vision for the Area

4.1 The overall vision for the Core Strategy is:

CORE STRATEGY VISION

The Forest of Dean will be a thriving sustainable community with a high quality environment, a developing local economy including tourism, housing which meets the needs of residents (including affordable homes) and safer communities.

The existing complementary nature of the three southern forest towns will be reinforced to ensure Coleford, Lydney and Cinderford work together with their hinterlands to provide a more sustainable future. Much of the planned change will be in the towns, especially Lydney and Cinderford, with improved shopping and services meeting the needs of the existing and new population. Improved town centres, services and a wider range of employment will reduce commuting and other journeys. Newent will become a more effective local centre through improvements in the centre and additional employment. The quality of the countryside and the built environment will be maintained through the careful promotion of the economy, and safeguarding of the landscape.

4.2 To progress from the vision to a series of objectives from which policies can be derived, it is necessary to break the vision down into sections. These then become the strategic objectives of the Core Strategy. They have direct relationships to the outcomes sought in the Community Plan.

	Objective in Core Strategy	Outcomes in Sustainable Community Plan	number
	To be a thriving and sustainable community	All (listed below)	**1-5**
1	**Providing quality environments throughout the district- to protect the environment for the benefit of the community and in order to attract new businesses**	A place where the future matters	**1**
2	**Develop a more self contained and diverse local economy including tourism- to address out commuting and enable more sustainable transport patterns while providing a greater range and number of jobs, and improving the services and facilities that are accessible**	A place with a strong prosperous and diverse economy	**4**
3	**Providing homes including affordable homes- to meet the housing needs of the community**	A place that offers local people a quality home appropriate to their needs and lifestyle	**3**

4 . Strategic Vision for the Area

	Objective in Core Strategy	Outcomes in Sustainable Community Plan	number
4	**Facilitate regeneration- to support a stronger more sustainable economy in a better quality environment**	A place with a strong prosperous and diverse economy	**4**
5	**Creating safer communities with better facilities**	A place where communities feel safe and are safe A place where everyone can access the services they need	**2,5**

How will the objectives be achieved?

"To be a thriving and sustainable community"

4.3 Creating thriving and sustainable communities is all about making the present communities more attractive for living and working in and encouraging a range of activities that make the best use of the area's natural attributes. It is about providing for new growth in a way that contributes to a stable long term future for the area, while retaining its distinct qualities and reducing the carbon footprint. Viewed separately, the towns and villages in the Forest of Dean are all small and exist within the strong influence of other larger centres. Taken together they can develop in a complementary manner to the greater benefit of the district. The southern three towns have a strong inter dependence as do the nearby large villages. An example of this is that two towns have hospitals providing for the bulk of the district. Another is that the one of the biggest employment sites in the district is at Mitcheldean, one of the largest villages. The services, employment and other facilities on offer over the range of settlements is critical to the maintenance of thriving communities and the further development of them will be supported by this Core Strategy. Settlements not so closely linked to the forest core are just as important to their surroundings and the Core Strategy provides the context for their continued contribution to a more sustainable future.

4.4 In implementing the vision it will be essential to ensure that the transport network is developed in a safe and sustainable manner, both to serve new development and to improve its long term sustainability.

1. Providing quality environments

Providing quality environments throughout the district- to protect the environment for the benefit of the community and in order to attract new businesses: The Core Strategy will protect the environment by guiding the location of development and by requiring high standards of design. It will require development that is more energy efficient and provides a proportion of its energy through renewable means.

4.5 Using the natural and historical attributes of the area and respecting its landscapes and built forms is central to protecting and enhancing the environment. There are many protected areas within the district and these and its wider landscapes provide much of the area's identity. They include parts

4 . Strategic Vision for the Area

of two AONBs[1]. The Forest of Dean itself, its landscapes and culture, is the key to much of the area's identity but there are several other landscapes of great significance (eg Severn Vale) with their own cultural and historical identities. The Core Strategy must maintain or improve the understanding of these. Many will be protected for their own sake and as part of the need to "market" the assets of the district to achieve the changes needed. The recognition, safeguarding and protection of the natural and historical assets of the area must be the starting point for its revitalisation. One example are the AAP's proposals for Cinderford which rely on the attractive forest location for their maximum effect. Another example of longer term sustainable regeneration is at Lydney where the harbour has been much improved to the point where it is already an important and attractive visitor destination. The Core Strategy seeks to improve the environment and make much more of the waterside location of Lydney in order to broaden its economy and achieve higher levels of investment. All of these proposals are based on using the natural assets of the area to the full, whilst co ordinating the delivery of change to make the best use of available resources for infrastructure.

4.6 Increased energy efficiency and the use of increased recycling are promoted within the LDF and at a national and county level. Waste management has a direct impact on the quality of the environment. The use of better standards of construction for new buildings and improvements to existing ones where possible are also promoted locally through LDF policy as well as by national and regional policy.

4.7 The quality of the environment is monitored in a variety of ways and the impact of development is also monitored while ensuring that changes do not have an adverse impact. Enhancement will also be achieved as part of the development process and by the implementation of improvement programmes and will be monitored accordingly.

2. Develop the local economy including tourism

Develop a more self contained and diverse local economy including tourism- to address out commuting and enable more sustainable transport patterns while providing a greater range and number of jobs, and improving the services and facilities that are accessible: The Core Strategy contains strong policies for the development of the local economy especially in the towns of Cinderford and Lydney. It will enable new more diverse forms of mixed development. The service base of the towns will be improved by better retail and other facilities. A wide range of economic development is encouraged, together with enhanced educational provision, in a way that will ensure that the towns do not unduly compete with one another. The planned changes can be monitored through the policies below and by recording the permissions granted for various use, the nature of the workforce (type of job, educational attainment of persons of working age etc) and the extent of out commuting.

4.8 The economy of the area shows some traditional characteristics which mean it has been and still is vulnerable to sectoral change such as the decline in manufacturing, and before that extractive industry (e.g. coal mining). A broader base and a closer relationship to the natural assets of the area (for example using the setting of sites as part of their attraction for new forms of business) will be promoted through the Core Strategy. Diversification to match the needs and aspirations of residents will also be important, and will be promoted through the availability of land in suitable locations. Town centres provide employment while being the focus of the towns themselves and the strategy will

1 Areas of Outstanding natural beauty

4 . Strategic Vision for the Area

ensure these become more attractive with a larger range of businesses and services. The support of local businesses will be an important feature of the strategy, as will the growth of existing and new enterprises. In order to support it, changes to transport infrastructure are necessary. The strategy also requires crime prevention (and anti terrorism measures) advice to be taken into account.

4.9 Tourism is a nationally expanding part of the economy and the natural assets of the Forest of Dean itself and other parts of the district can support further development in this sector by way of attractions and activities which have an affinity for the area, offering safe and secure locations. The overall approach will include different sub strategies for different parts of the district.

4.10 The continued development of educational opportunities is as important as the provision of an attractive physical environment in making the area attractive to employers and in retaining employees.

4.11 Changes in the economy and the number of jobs are already monitored and will continue to be. The numbers of employees and the relative size of each sector can be measured and any changes assessed.

3. To provide housing including affordable homes

Providing homes including affordable homes- to meet the housing needs of the community: The Core Strategy requires about 5162 dwellings by 2026[(2)], and seeks to maximise the delivery of affordable homes. Their location will be in accord with the principles of sustainability. These changes can be monitored under the existing annual monitoring process which looks at numbers types and tenure of new dwellings as well as their location.

4.12 New housing is needed for a variety of reasons. The existing population is changing and needs more accommodation if only because household sizes are getting smaller. Some new in migration will need to be accommodated. In total over the twenty year period to 2026 indications are that some 6200 new dwellings are required. [(3)]

4.13 In common with every other district in the southwest, there is a shortage of affordable homes in the Forest of Dean and the provision of affordable homes is a priority. This includes the need for homes, including affordable homes for an increasingly aged population. If all the needs were to be met over a five year period then over 3525 affordable homes would be required [(4)]This is an issue addressed principally by ensuring that the optimum contribution can be elicited from private developers when new houses are built, and by promoting the provision of rural exceptions schemes. There is a balance to be struck between the level of developer contributions sought and the viability of sites so that the general housing requirements of the area can be met whilst providing the optimum number affordable houses. The programme also depends on there being sufficient new building to ensure that the needs of the area can be addressed by developer contributions. All new houses will also

2 using a requirement taking of 6200 over a twenty year period, but taking into account those built since 2006

3 This figure is derived using the calculations which were contained in the draft RSS. Alternative projections support a similar requirement in terms of household projections for the Forest of Dean, and these include the 2010 projections published by the County Council, and the original County Council input into the RSS. The figures for other District Council areas do in some cases show a marked variation

4 Fordham Research, updated SHMA, 2009

4 . Strategic Vision for the Area

need to be suited to the requirements of the area in terms of type and size, taking account of the requirements of crime prevention. The evidence of various studies (eg the Strategic Housing Market Assessment) will be used to support this. There is an acute shortage of affordable homes in the more rural parts of the district. Here provision is more likely to be based around purpose built schemes associated with existing settlements.

4.14 The number, location, type and tenure of new homes is already extensively monitored, and will continue to be.

4. Facilitate the regeneration of the four towns

Facilitate regeneration- to support a stronger more sustainable economy in a better quality environment: The Core Strategy is focused on the need for the district's economic performance to improve and diversify as it develops, and it addresses the need to change the under performance of the towns and their physical environments as a means to attract businesses and residents. It will enable and encourage an enhanced service base, and address educational under achievement. By concentrating on two particular action areas as exemplars it will promote the assets of the area to its best advantage in order to attract new investment. The implementation of the major proposals will be monitored by the development that takes place, and by the use of specific survey information, for example town centre health checks

4.15 Under the outgoing 2005 Local Plan, much of the growth within the area is directed to the towns. This is still the case under the Core Strategy. It is an approach in keeping with national policy. Overall however the rate of change has been slow (see Annual Monitoring Reports) partly because the towns are in competition with one another and partly because they do not capitalise sufficiently on their uniqueness. The Core Strategy therefore promotes change in the district through development of the towns in a manner which aims to make the most of their distinctive and different characteristics. Much of the input will come from outside the traditional areas of land use planning, for example the offer of improved educational facilities. It is inputs like these that the LDF is able to play a part in coordinating. In implementing the above, it is important to ensure that the changes are used to their best effect in helping to regenerate the towns.

4.16 The economic health of town centres is regularly assessed as is the development in each town. Achievement of the objective will also be assessed by the expenditure of grant aid and the outputs from that.

5. Create safer communities

Creating safer communities with better facilities: The Core Strategy will promote changes that improve confidence and well being in a safer environment. Improved community facilities (including health and education) will be developed and Indicators such as crime statistics and accident records will provide monitoring information.

4.17 As changes occur, it is important to ensure that they continue to provide for a safer community, largely through the use of good design. New developments should be designed to be safe,secure and should be designed to discourage crime. Early involvement including engagement with the police

4 . Strategic Vision for the Area

and other emergency services [5] of the relevant parties is essential to encourage good, safe design which will be promoted in the Core Strategy. As development is permitted it is important that it provides the necessary infrastructure to support the services it needs. This includes provision for the community services including the emergency services which in turn have a role in providing safer communities. Crime and accidents are already extensively monitored and the impact of the Core strategy will be assessed against existing measures. These primarily record incidents and provide overall trend data. Access to educational and other community facilities will also be monitored.

Implementing the Vision

4.18 The Core Strategy is designed to be an enduring document that looks well into the future, considering the period up to 2026. The policies and objectives are therefore intended to be applied in a variety of economic circumstances and implementation of these will be over a period of time which will span such variation. This does not mean that the document will not be reviewed, but does mean that this first version anticipates a variety of economic conditions during its life.

4.19 The consultation on issues and options produced a considerable response but the great majority of responses were made in order to promote individual sites or settlements. The prevailing discussion about the then emerging RSS established that the overall scale of change would be set at the regional level and this may have reduced the scope of some of the representations. This scale of change was however based on meeting the needs arising within the area concerned. The option chosen is best able to deliver a sustainable future and will enable the changes that are needed especially in the south forest.

4.20 Many of the overriding principles have changed little between the time of the 2005 Local Plan and this Core Strategy, and the general pattern of development promoted by the Local Plan is still considered generally appropriate. The pattern of development set out in the Local Plan, though not the rate, would be supported by the current national policy. There are therefore similarities between the policies of the Core Strategy and the Local Plan. Where the two differ is in the way in which the narrow land use focus of the Local Plan is replaced by the more comprehensive LDF which has a much greater emphasis on delivery and infrastructure. [6]

4.21 The chosen approach acknowledges the need for the continuity of land supply and takes account of the fact that the greatest opportunities for new development are in Lydney followed by Cinderford, and then Coleford and Newent. It is considered to achieve the best balance between conservation and providing for the expected level of change. Furthermore, it is based on using this level of change in as constructive a manner as possible to reinforce and develop towns so that they can retain or expand their range of services and general attractiveness. It is a broadly sustainable strategy which is compatible with national guidance. The sites can be delivered over a time frame appropriate to the Core Strategy rather that in the outgoing Local Plan. The LDF brings a much more comprehensive approach to achieving the needs of the area and as well as the continuation of the approach and sites first identified in the Local Plan, contains a range of broadly based policies in order to deliver the necessary outcomes.

5 this will involve consultation with Gloucestershire Constabulary's Crime Prevention Design Advisers, guided by the principles of Secured by Design/ Crime Prevention Through Environmental Design

6 See Sustainability Appraisal for assessment of alternative strategies

4 . Strategic Vision for the Area

4.22 The objectives of the Core Strategy will be achieved through the implementation of the policies set out below. They fall into two types, those intended to convey general principles that apply across the whole geographical area and those that are specific to certain settlements and which will help to shape them according to the objectives of the Core Strategy. Together they will help to create a more appropriate spatial structure for the area. The policies should be read in conjunction with regional and national planning policy and do not attempt to duplicate them. They add the Forest of Dean dimension in order to achieve the specific aims of this LDF. Most importantly, the policies provide the key to the coordinated approach that the LDF is part of.

4.23 The following policies and proposals together with national policies will guide the development of the district. National policies are referred to where necessary in this strategy. The LDF must be read in conjunction with national policy (mainly expressed in PPS and PPGs). Minerals and Waste policies are considered at County Council level and do not appear in the Core Strategy. The Regional Economic Strategy (RES) and any successor should be taken into account. The effectiveness of the LDF both in achieving its broad aims and in providing an appropriate guide for development management depends on the application of all three levels of policy. A minor development control decision may be based solely on national guidance (for example flood risk, development affecting an Ancient Monument). Equally a major decision may hinge mainly on whether the use(s) proposed are compatible with the spatial distribution proposed in the Core Strategy but be able to comply with national policy in a variety of locations. Some major issues are addressed at all levels of spatial planning, principally because there needs to be a local dimension to them. Most obvious is sustainability, where the location, design and mix of development is crucial, as is the principle of concentrating most development in larger centres. The role of local policy making in achieving a more sustainable future is shown in the diagram below. In this example, national standards of building construction are relevant, as are principles of mixing the type of housing and accessibility to transport and services. These general issues are addressed at a local level but more importantly the Core Strategy adds the essential local, settlement specific, element.

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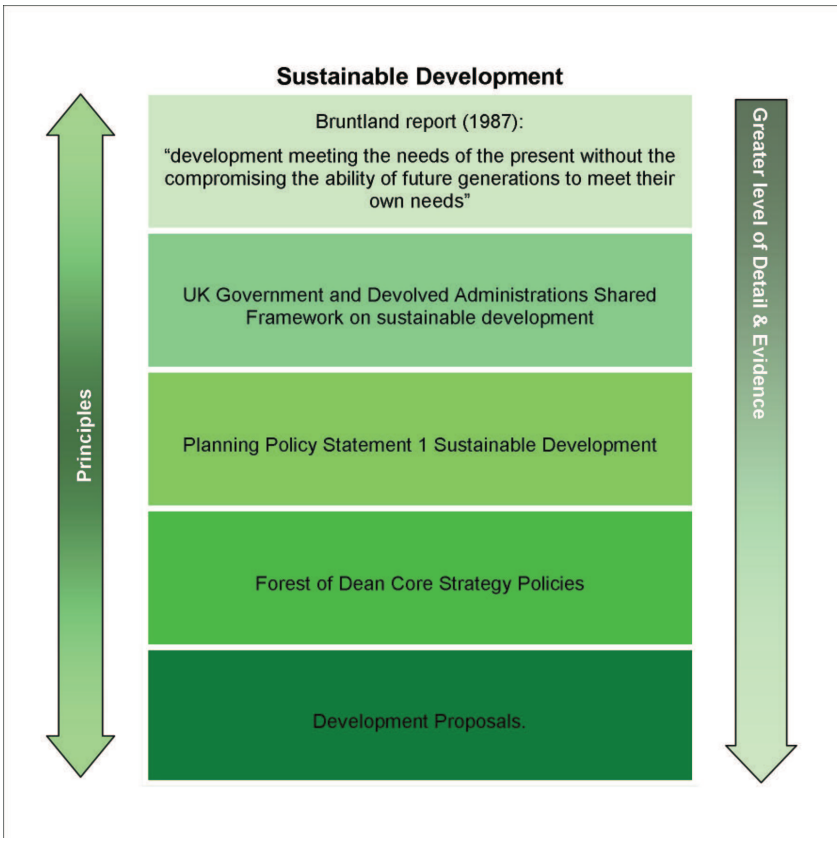
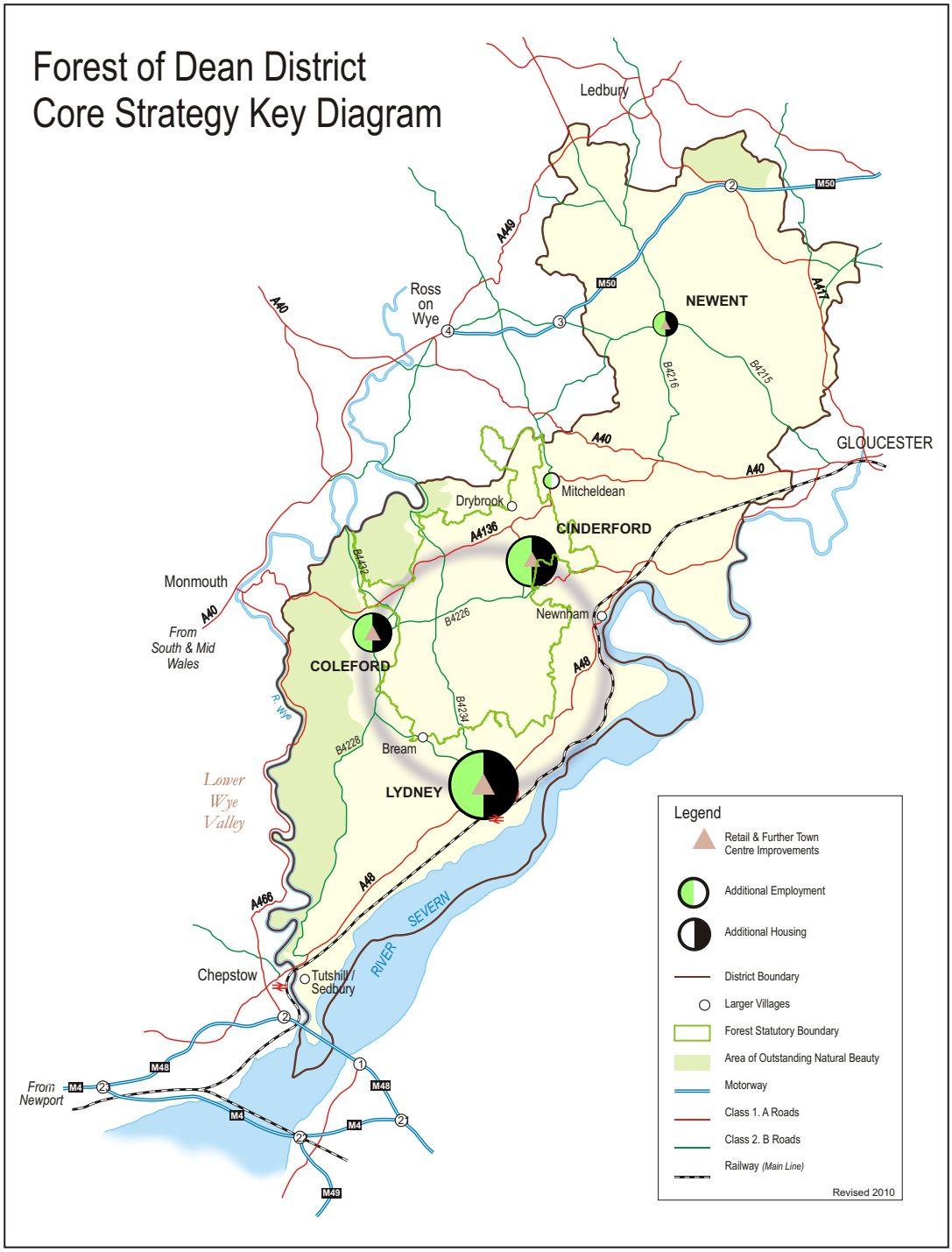


4 . Strategic Vision for the Area

Key Diagram



5 Spatial Strategy

The Strategy to 2026

5.1 The Core Strategy will make the district a more sustainable place by the careful location of development and by protecting but also using the natural assets of the area to their best advantage. It seeks to apply national policy together with the local dimension expressed in this document. Proposals for development will be judged against their contribution to providing a sustainable future for the district with a strong development focus on the towns and in particular the three south forest towns. New development with better services and a greater range of employment will increase their self containment, address increased commuting, and help redress the disparity of earnings between residents and workers in the district. The towns are the key to providing support for their surrounding areas but the strategy also has a strong element of support for the rural areas based on providing affordable housing and encouraging economic activity. This will recognise the needs of the area in which 55% of the population do not live in the towns.

5.2 The principal ways in which the Core Strategy addresses sustainable development are illustrated in the table below.

Sustainable Development	
The principles of sustainable development are demonstrated throughout the Core Strategy. They form the overall context for a more local view of sustainable development, reflective of the district's location, functions and composition. Development will need to consider how these aspects are evidenced and delivered, in accordance with PPS1, as development proposals proceed.	
Sustainable Development Aspect	**Principal CS implementation**
Accessibility **The strategy sets out the principles for the location of development, matching availability and need with access to services. Key questions include: How easily can the development be accessed by modes other than private car? Are development proposals located to make the best use of existing facilities, services and do they support local town service centres?**	CS Strategy, Settlement Policies (CSP 10-16), CSP 4,
Economy **Within the context of the district's rural nature the strategy provides a positive planning framework for sustainable growth, promoting greater diversity and availability of employment opportunities. Key question: How do development proposals support the economy of our towns and the rural economy and in doing so support the fabric of the district's rural nature? .**	Settlement Policies (CSP 10-16), CSP7
Integration and appearance **The fundamental requirements in respect of well-designed high quality development are set out in the first policy of the strategy. Key questions are: How well are development proposals integrated into the character of the area, town and landscape? What contribution does the development make to biodiversity enhancement and to Strategic Nature Areas, Local Biodiversity Action Plans and Character Assessments?**	CSP1
Use of resources **The strategy sets out the local planning policy framework for reducing the use of water, energy and the enhancement of biodiversity. Key questions are: How does development demonstrate reduced use of natural resources in the construction and operation of the development? To what level, can it be considered to make a significant contribution to the more efficient use of resources?**	CSP 2, CSP 3
Resilience **The strategy supports development where the locations and designs are more resilient to the effects of a changing climate; thereby supporting the evolution of more resilient business and**	CSP1, CSP 2, CSP 3

5 . Spatial Strategy

communities. Key questions are: How is development designed to account for a changing climate? Has the development taken account of water and energy management issues?	
Community **The strategy considers the rural context for the district and identifies policies to support communities and local services. Key questions: How do development proposals support integrated, fair and diverse communities? How do proposals support the rural context of the district?**	Settlement Policies (CSP 10- 16), CSP4, CSP5, CSP6, CSP8, CSP9

5.3 The pronounced differences between the south and the north of the district justify differences of approach within the overall strategy. There is a greater need for investment to support regeneration in the south. There is greater potential for encouraging the inter relationships between the settlements in the south because of their close relationship. The ability to develop this relationship in a sustainable manner provides further justification for the development strategy and makes it more likely to succeed, to the benefit of the relatively high concentration of population.

5.4 The conservation and enhancement of both the natural and built environment are vital parts of the strategy. Almost all relevant research reveals that protection of the natural environment is regarded as a key priority for the area. New development must not place undue demands on resources and should fit in or complement its environment. The strategy guides the location of development and sets design principles that do this. These include its location to avoid the loss of protected habitats, its relation to the landscape, and it being able to safeguard and enhance the historic environment. If some loss of natural or historic environment is justified, then mitigation will be necessary.

5.5 There is a greater need for affordable housing throughout the district than can be met and it will therefore be provided wherever there is a suitable opportunity. The predominant need is for rented, mainly smaller family units. Market housing should also concentrate on two and three bedroom houses, reflecting the need to balance the overall housing stock towards today's smaller households.

5.6 Land for housing will be provided in accordance with the overall assessment made for the RSS, which is about 310 new dwellings a year until 2026, providing a total of about 6200. Taking into account the number completed between April 1 2006 and March 31st 2010, an additional 5162 dwellings are now required over the remaining 16 years. Land for these will be made available so as to ensure that the delivery of housing can occur at the necessary rate throughout the plan period. This requirement is likely to be reviewed and is likely to change over time (as would have been the case whether or not the RSS had remained). It is however an evidence based assessment from which is derived a requirement for new housing in the district, and until it is replaced it will be used as the basis for this Core Strategy.

5.7 About 75% of all new housing and 80% of new employment will be in the four towns, divided according to their need and capacities so that about 1900 new dwellings and 30ha of employment land is developed at Lydney, about 1050 dwellings and 26ha of employment at Cinderford, about 650 dwellings and 6.8ha at Coleford and about 350 dwellings and 5ha at Newent. This will be accompanied by new retailing in the town centres, with the biggest change at Cinderford, in order to attract trade now lost to the district. New and more diverse employment will be encouraged at all the towns and on new sites and in the centres. **(1)**

5.8 The strategy is intended to help retain an active economy in such a way as to safeguard the character and diversity of the countryside. It must also safeguard and wherever possible enable enhancement of the area as this has a direct impact on the attractiveness to further enterprises, as

1 Keynote: Housing Land Supply

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well as protecting the environment enjoyed by residents. Inappropriate development simply seeking a low cost location will not be supported. New or expanding enterprises will be encouraged in villages and in suitable circumstances in the open countryside where they can make a positive contribution to their localities in terms of economic and social well being. This means that there will be a positive view taken where proposals can demonstrate that they are sustainable and would benefit their localities. The use of previously undeveloped sites in the open countryside will be appropriate only in rare cases. Proposals that have a harmful effect on the built and natural landscape, or their surroundings or would result in unreasonable demands for infrastructure will not be acceptable. Where there are management plans for areas such as AONBs they must be taken into account. The prime aim is to benefit the countryside and to enhance the area's economy and the impact of any development in the countryside should therefore be a positive one in terms of the sustainability. It is not intended to compromise the principles of safeguarding or improving the environment or that of directing most change to the towns.

5.9 There is evidence to show that the four towns within the Forest of Dean lose much retail trade to surrounding centres [(2)]. This is a function of their relative attractiveness in comparison with nearby centres which are in most cases larger and have grown more rapidly in recent years. In addition expectations have grown so that towns which failed to adapt to these have lost more trade. Major centres such as Gloucester will always dominate and towns in the Forest cannot be expected to compete with them for most shopping trips. There are the four main ways in which the Core Strategy will improve the town centres to maintain or improve their competitiveness.

- Firstly, they can be made more attractive in terms of their physical appearance and
- Secondly the offer of goods and services can be improved, by providing additional more modern floorspace.
- Thirdly the retention of a greater number of residents during the day will also help, for example by increasing the jobs on offer at the towns.
- Fourthly, offering safe and secure environments for daytime and evening activities.

The improvements to the town centres are critical in both capturing additional trade but also in raising people's perceptions of the area. This is often important in decisions made by businesses about where to locate. It is essential to attract additional trade to each of the towns without it being too much to the detriment of other centres in the district. This is possible largely because of the trade lost to other surrounding centres which can be recaptured but the situation will need to be carefully monitored. [(3)]

5.10 While the strategy relies on developing the four towns as more self contained centres it must do this in a manner that enables them to complement one another while developing. This is especially true of the three southern towns which are closely interrelated. The character and nature of each is being developed by the Core Strategy which must also provide the most sustainable solution to accommodating the levels of change envisaged. "No change" is not an option. Undue competition between the towns could undermine the strategy and not make the best out of the assets that each of the towns possess, so their different characteristics must be used in a positive manner. Lydney has greater capacity for change and can offer scope for a wider range of good employment sites than Cinderford, Coleford or Newent. It has better access (including a railway station) and much of the change envisaged will be led by private investment including developer contributions. In addition to

2 GVA Grimley retail study, 2008

3 See especially Marketing and Workspace Study 2008, RSS panel findings- paragraph 4.3.16, and 2008 retail study

5 . Spatial Strategy

this, a re-focusing on the older industrial areas to take advantage of the riverside location will lead to new higher value forms of development. Regeneration in Cinderford concentrates on the need for a more diverse economy and better educational facilities and these will be provided along with a new mixed use focal point for the town (the Northern Quarter). Coleford is also constrained but its location and nature is best suited to modest growth and further development of its service role. Newent is away from the direct competition between the three other towns and the strategy is to develop it as a local centre. Town centre roles and especially retailing will be promoted to enable some of the trade lost outside the district to be re-captured. This is especially relevant in the case of Cinderford where there is a high level of leakage.

5.11 Lydney will experience a considerable increase in its population. It will develop a stronger economic and service role. Its centre will be improved, some additional shopping will be developed, a new neighbourhood will be completed, and the area between the harbour and the town centre will help provide a stronger identity and focus for the town. A new and innovative development between the centre and the harbour will be guided by an Area Action Plan. As a consequence the assets of the town, notably its relative accessibility and the harbour/riverside environment will be of increasing importance as the strategy is implemented. It will become increasingly important for tourism and recreation, with emphasis on the harbour and the Dean Forest Railway.

5.12 The majority of the new housing will be provided to the east of the town on land allocated on the proposals map. All of this has outline permission and the development when completed is expected to provide over 1600 dwellings, over a period of 10 - 15 years. Most of the 30 ha identified for employment is available for B1, B2 and B8 uses, but other employment generating uses may also be appropriate on these locations and will be encouraged in suitable places elsewhere (for example along Harbour Rd and in the town centre). Much of the employment land is integral with the housing east of the town and the general location is fixed, however as the site is developed there may be some scope for increased flexibility to increase the range and improve the accessibility of any employment. A reduction in the overall potential for job creation over that expected in the initial allocation is unlikely to be acceptable.

5.13 Cinderford will provide a focus for the central forest with a new "northern quarter" and major change in the centre. It will continue to provide employment but of a wider range, using new sites including opportunities in the centre. The Northern Quarter will provide a high quality mixed development which will include an education and skills "hub", as well as higher quality offices and employment to complement new housing. Recreation and tourism will be important parts of the equation, both as a way to support the economy and to provide better facilities for residents. As with the other towns, Cinderford is a suitable location for public services including health care and additional provision will be supported. Public and private investment will change the centre of the town, and new retail development is throughout the life of the strategy.

5.14 New housing will be divided between the existing town, land to the south east (170 on one site) and the mixed Northern Quarter and land to its northeast (240 approximately), with the balance on sites shown on the proposals map, and elsewhere within the limits of the settlement boundary. Identified employment land will be provided in the Northern Quarter and in the more traditional Forest Vale. Additional employment from services will be accommodated as part of the Northern Quarter and in the town centre and elsewhere.

5.15 Coleford will develop its service and tourism focus along with providing a range of new housing and employment. The changes will be directed to the sites identified in the proposals map. Increased retailing and other services will also be provided in the centre.

5 . Spatial Strategy

5.16 Newent will act as a centre for the north of the district though with relatively modest additional housing and employment, coupled with some additional retail and other improvements to the town centre. The strategy will enable changes within the existing settlement boundary and in accord with the present commitments and the Development Plan.

5.17 In the event of a review of the above figures, the percentage distribution between the towns should remain [4] with flexibility being provided as described in the settlement policies.

5.18 In rural areas including the villages, the emphasis will be on sustainable rural development to be promoted where it supports the local economy and is compatible with the conservation of the countryside. The strategy is to reinforce the role of the villages, especially the larger ones and groups where this will make a positive contribution to the sustainable long term future of the area, and especially its economy. Provision will be made for approximately 1212 new dwellings away from the towns. These will be mostly on sites (including small unallocated sites) within the settlement boundaries of villages. The scales of development proposed accord with the settlement hierarchy tabulated below (Policy CSP5 and 7.4).

5.19 Within the villages there is a clear and distinctive settlement pattern and hierarchy. Amongst the group of the major villages, Mitcheldean stands out as having a very large employment site and this will continue to be supported. The villages will be expected to provide much of the new housing and employment not planned for the towns and although the sites concerned will be generally modest, provision should be in keeping with the scale and function of the settlement concerned. Affordable housing is especially important in villages and will be encouraged throughout the district, again in proportion to the scale of the settlement concerned and the identified need. Until they are replaced by new policies the defined settlement boundaries will be used as a policy tool defining for most purposes, the limit of the settlement.

5.20 New development should be located so as to make the optimum use of available infrastructure and be able to secure necessary improvements to ensure adequate provision. It should be located so as to minimise the need to travel and promote user safety, taking into account the need to balance this against the advantages of the development to the area in which it is proposed. Convenient access to footways and public transport should be available. New infrastructure will need to be provided for developments where it is not adequate. This may include provision for social, educational, health and community needs, emergency services such as police, playspace, other physical artifacts such as roads and contributions to assist services such as waste management.

5.21 The Council will engage with other partners (including service providers) as part of the implementation process and at other stages in order to understand and plan for the likely infrastructure requirements of any development proposed. This engagement will be likely to be through a variety of new and existing channels such as the Local Strategic Partnership, or liaison groups or meetings. In addition the Council will liaise closely with the County Council in respect of the Local Transport Plan.

5.22 The needs of a development may be secured through planning agreements or other means such as an infrastructure levy. The type of location and scale of the development proposed will need to be taken into account, as will its impact on its surroundings. This may include positive impacts (for example local jobs) as well as negative ones. A judgement will then need to be made. This in itself is not always simple as developments that create additional traffic may also create jobs in a

4 see table following paragraph 7.4, 20% housing to Cinderford, 37% to Lydney, 13% to Coleford and 7% to Newent

5 . Spatial Strategy

locality where there are very few. This is especially true in rural areas where support for the economy is essential but may not always lead to what at first appear to be the most sustainable solutions. The need to achieve a balance is key for the Core Strategy and is the principle behind PPS 4 and its aim of maintaining the viability of rural settlements (see for example Policy EC2).

5.23 The Core Strategy must not only take account of climate change but must help lead on adaptation to it. This is taken into account in the spatial solutions it offers but will be continued in more detailed LDDs and supplementary documents. These may include local requirements and standards as well as more particular guidance. Renewable energy installations will be supported and promoted generally and as part of specific proposals (such as the development planned for Cinderford's Northern Quarter).

5.24 There are localised flooding problems in the district and some areas are susceptible to surface water flooding. The major developments proposed in this strategy are however all able to take place without increased risk. The requirements of the LDF are for the national guidelines principally set out in PPS 25 (March 2010) to be followed. There are no local circumstances that merit additional policies in this Strategy but there will be local constraints especially in the Cinderford and Lydney areas. These have been subject to further study and development will need to take account of the findings. The localised flooding problems in a number of locations impose additional constraints which may preclude certain developments. With the exception of constraints in Coleford, which may delay implementation of some development until the mid part of the plan period, these are not material to this strategy.

5.25 The above strategy will be guided by a number of national, regional and more local policies which need to be considered in combination. Where national or regional policy is not sufficient to ensure the delivery of the objectives of this strategy, or where a particular local emphasis is needed, then local policies and proposals are necessary. In the case of planning policy these are required for two main reasons. Firstly to provide the spatial dimension (what will happen where and why) and secondly to cover some subject areas where, because of the distinct nature of the area or the particular needs of the strategy, additional guidance is required. An example of this latter type of policy is the need to emphasise the need for design to take account of local characteristics and of the former, the need for an affordable housing policy tailored to local circumstances.

Elements of strategy	Key actions
Further develop the existing spatial structure and relationships to enhance the role of larger settlements.	Guide most change to the towns, especially those in the south forest. Enable larger villages or groups to take advantage of these and develop in a complementary manner. Guide new facilities and services to the towns. Plan for greatest change in Lydney then Cinderford, Coleford and Newent in that order.
Guide new development to most sustainable locations	Implement spatial strategy which is based on achieving a more sustainable pattern of development, adding to the existing larger centres. Other policies take account of sustainability of individual proposals.
Take advantage of the natural and historic assets and protect and enhance these	Use policies and allocations to ensure that they take full advantage of the environment, while also protecting it by not supporting inappropriate development

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Elements of strategy	Key actions
Provide a more sustainable spatial form of development	Encourage mixed development and ensure delivery of infrastructure to support occupiers, and reduce the need to travel. Encourage sustainable construction and use of renewables
Diversify the economy	Support mixed development in improved environment, emphasise the strengths of the area (eg physical environment), promote changes in AAP areas to create a better climate for a wider range of investment
Support economic development in rural areas	Allow suitable development which supports the economy of rural areas
Provide supporting infrastructure and services	Ensure that appropriate infrastructure is delivered, to provide better services and access to services, including electronic communications
Provide housing (including affordable housing)	Ensure delivery in appropriate locations and mix of types and tenures

6 Core Policies

Policies which apply to the whole district

Policy CSP.1 - Design and environmental protection

Policy CSP. 1

Design, environmental protection and enhancement (strategic objective: providing quality environments)

The design and construction of new development must take into account important characteristics of the environment and conserve, preserve or otherwise respect them in a manner that maintains or enhances their contribution to the environment, including their wider context. New development should demonstrate an efficient use of resources. It should respect wider natural corridors and other natural areas, providing green infrastructure where necessary.

In achieving the above, the following will be considered:

- The effect of the proposal on the landscape including AONBs and any mitigation/ enhancement that is necessary or desirable
- The impact on any protected sites (natural and historic sites and heritage assets and potential for avoiding and/ or mitigating any impacts, or providing enhancement, should the development be acceptable
- The requirements of the management plans of the AONBs
- Whether the existing infrastructure is adequate- additional provision will be required where it is not.
- Whether the development is at risk from flooding, whether it can be permitted taking into account any risks~~,~~ and the sequential approach and any mitigation that may be necessary to ensure the development is safe and flood risk is not increased elsewhere
- The impact of the development on any land contamination or risk to the development from ground instability including the mining legacy- Proposals must undertake appropriate remediation measures and verification works where contamination and /or stability issues are identified
- The potential for the development to cause pollution and any mitigation measures to avoid pollution or make environmental improvements where existing problems occur
- The provision of water supply and the development's impact on groundwater, watercourses and any protected abstractions
- Any potential impact on the sterilisation of mineral resources and consideration of the potential for the prior extraction of those mineral resources ahead of development
- Proposals for waste minimisation and management

Development that is not able to be satisfactorily accommodated in respect of the above will not be permitted

6 . Core Policies

The policy is intended to promote local distinctiveness as well as good design and conservation. It does so partly by conferring protection on historic and natural features (whether designated or not) and by ensuring that development takes account of some key considerations. It also brings tests in respect of the impact and quality of design. Much of the strategy depends on the maintenance or enhancement of the quality of the landscape and the opportunity to use new development to do this is an important one. While recognising that change is inevitable, it seeks to ensure that new development makes a positive contribution and this may include environmental improvements. It also sets out some basic considerations against which development proposals will be assessed. In assessing these the impact of the development concerned will be judged. The policy applies when the development is complete and during its construction. Implementation of the policy will be measured by the assessment of the positive impact of new development (including any enhancement) and by the lack of harmful impact on the environment. Where necessary developments will be regulated by condition and planning agreements. Monitoring will consider the incidence of development contrary to policy, especially in respect of the use of resources, impacts on protected habitats and areas of flood risk. Design will be considered in the light of any prevailing guidance.

6.1 Design is crucial to the appreciation and maintenance of the local distinctiveness of the area. A high quality environment is vital in promoting the economic future of the area and should be maintained for its own sake. This policy is intended to emphasise the need for new development to make a positive contribution to improving the quality of the environment. While some areas will not be suitable for any development others will be able to accommodate considerable change. Although the terms "high quality" and "appropriateness" are too vague without showing how they will be assessed they are the overriding principles in considering the impact and design of new development.

6.2 All new development should make a positive contribution to an area by way of its design. It should be compatible with its surroundings and in achieving this may blend in with them, provide mitigation by way of landscaping or may provide a distinct feature. It is the overall quality that is important and this is not necessarily related to cost. The design of any structure will reflect its purpose and (increasingly) the need for it to be energy efficient while making an economical use of resources. None of these considerations should detract from the need to achieve designs that make a positive contribution to the area. Especially important will be the assessment of the context of the proposed development. For example the key justification for many agricultural buildings is that they are appropriate in the landscape, are necessary and are of an appropriate (often functional) design. A structure's relationship with its landscape, any landscaping and possible mitigation should be fully evaluated. Minor developments may not require anything other than a very short statement when they are proposed but need to be considered because of their potential impact on their localities. Rural areas can be especially sensitive to small changes such as the redevelopment of dwellings or the conversion of rural buildings. Particular care will be taken to ensure that such proposals do not adversely affect the traditional, settled appearance of the many small settlements and of the countryside.

6.3 The means of travel to and from a development, and the infrastructure it needs have a direct bearing on the quality of the environment and will be considered as part of any proposals.

6.4 The Forest of Dean has a large number and variety of protected sites and landscapes. They include areas protected by European and national legislation and development within them is strictly controlled. Examples include the Special Areas for Conservation, Ancient Monuments and sites of

6 . Core Policies

Special Scientific Interest. There are also locally protected Key Wildlife Sites and other areas of local interest. In addition it is essential to take proper account of the need to safeguard certain protected species which may be present throughout the district. As a general principle development in these areas or development which adversely affects protected species is very unlikely to be permitted. Semi natural habitats such as ancient woodland will be protected from development. Enhancement will be sought either independently or as a part of new development. Combinations of sites forming larger general areas are of great importance in nature conservation and it is therefore important to assess the impact of proposals on the wider area using such considerations as the Gloucestershire Nature Map. All protected areas and others can form part of particularly important networks of "green infrastructure". This can be multi functional so for example recreational routes can be useful wildlife corridors.

6.5 Overall the variety of landscapes is an outstanding feature of the Forest of Dean District and it is vital that development proposals take account of this, as well as any nature conservation or archaeological and/ or historical interests. The impact of new development on the landscape will primarily be evaluated using the Council's Landscape Supplementary Planning Document and the Landscape Assessment. It will be a key consideration in the evaluation of any development proposal.

6.6 Within the District there are a great variety of historic features some of which have statutory protection but many of which have an important place in the history and add to the character of the area. The most obvious area to which this applies is the Forest of Dean itself where building styles, layouts and the spaces between buildings form an essential part of the character which CSP1 seeks to protect. As well as buildings, there are other features which are part of the landscape and which may in themselves appear insignificant. The setting of many buildings and other features will be protected as part of the landscape. Read together in their context they provide an essential part of the character of the area and will be protected accordingly. Those relating to the industrial history of the district are especially important in the Forest of Dean itself but also in other areas such as Newent or Pauntley. This policy establishes the principle of protecting local distinctive features (including buildings), the more detailed DPDs that follow will identify individual sites and areas as well as providing additional guidance.

6.7 Some important landscapes are affected by statutory designations such as AONBs. These are generally protected from major development and there is legislation and planning guidance that sets out how development in these areas should be evaluated. The Core Strategy will ensure that proposals affecting the AONBs accord with their Management Plans. Two AONBs affect significant parts of the Forest of Dean District, but much of the forest itself (the crown land and the freeholds within it) is not within an AONB (or other nationally recognised designation such as a national park). The Council have however agreed to Natural England further examining the case for the designation as AONB of additional land within the district. The statutory forest embraces a distinct and unique series of landscapes of national importance most worthy of conservation.

6.8 Individual features within the landscape also need to be taken into account in assessing proposals for development. These may vary from nationally important Scheduled Monuments or Listed Buildings to much more local items such as walls or open areas of forest waste. The impact of any development on these will need to be taken into account in assessing proposals for change. Much of the local distinctiveness of an area depends on the cumulative effect of features which may appear to have little individual significance. This is especially true in some of the Forest of Dean landscapes. It follows that the erosion of these should be resisted. The quality of agricultural land in terms of its productive capacity is an important consideration in the assessment for development proposals.

6 . Core Policies

6.9 In assessing the impact of a development the considerations listed in the policy will be taken into account along with any necessary mitigation or remediation. Where a satisfactory environment cannot be achieved, proposals will not be acceptable. They should prevent pollution, must conserve and enhance water quality and may also bring other improvements by addressing existing problems of land contamination. The possible impact of contamination or instability relating from past mining must also be taken into account.[1]. Conservation of the environment should also be addressed through the careful management of waste, before, during and after the life of a building or other use. [2]

Policy CSP.2 - Climate Change

Policy CSP. 2

Policy - Climate Change Adaptation (Strategic objective: thriving sustainable communities)

Proposals for development will be required to demonstrate that their design and layout will reduce the impacts of climatic change as identified in national, regional and local predictions over the lifetime of the development concerned. The following should be addressed in an integrated way, demonstrating that one element benefits another:

1 Water management

1. Improving water efficiency- proposals should demonstrate high levels of water efficiency. Rain water harvesting and grey water recycling systems should be incorporated unless it can be demonstrated that it is not appropriate in a specific location
2. Managing surface run off- Sustainable Drainage Systems (SUDS) and measures to reduce or avoid water contamination and safeguard ground water supply should be incorporated into all development unless it can be demonstrated that this is not appropriate in a specific location
3. Flood risk- ensuring that risks (including changing risks due to climate change) are taken account of in new development, including improving resistance, resilience and safety of the areas concerned.

2 Heating and cooling

Proposals will be required to demonstrate how the development comprehensively utilises passive solar gain and provides cooling for buildings, gardens and communal areas at the appropriate times of the year.

3 Biodiversity

1. Developments must support green infrastructure corridors that link to existing habitat features and networks. They must show that the integrity of any affected nature conservation sites

1 see PPS 14. Planning and Pollution Control, ODPM 2004.
2 See SPD on Waste Minimisation, Gloucestershire County Council.

6 . Core Policies

is not compromised by the development proposed. Proposals that prevent or restrict network connections will not be supported.

2. Developments will be required to make long lasting biodiversity enhancements which could include the creation of new habitats where these would be appropriate. They should support existing features (trees, ponds, hedgerows etc), provide and manage public open space and should also provide additional features for a wide variety of species and habitats in appropriate locations throughout the development. Additional features provided should be consistent with the characteristics of the surrounding area.

This policy looks to the future and ensures that new development takes account of the impacts of changes in climatic conditions over its lifetime. It addresses key issues including those raised by the UK Climate impacts programme of water management, shading, exposure, biodiversity, landscaping and heat regulation. The policy identifies primary issues that need to be addressed in an integrated manner in order to benefit both the development concerned and the wider environment. SUDs (Sustainable Urban Drainage) for example should be designed to deliver landscape and also biodiversity benefits and the choice of planting can help with temperature regulation, contributing to wider networks of green infrastructure. Development proposals will need to demonstrate how they meet the challenge of adapting to a changing climate.

Implementation will be through developers and by the Council, in partnership with the LSP which will also bring forward further guidance during the life of the Core Strategy. Monitoring will include already established national indicators, or their equivalent.

6.10 Climate change issues can be divided into two strategic areas, adaptation and mitigation:

Adaptation – It is now generally agreed that our climate will change now due to past Greenhouse Gas emissions. Adaptation, developing ways of preparing to cope with those changes, is therefore necessary.

Mitigation – Action to reduce CO_2 emissions and therefore reduce the rate and significance of change.[3]

6.11 The Core Strategy is required to address both mitigation and adaptation. It does this in the consideration of the strategic locations for development and in the two specific policies CSP 2 and 3. In addition, renewable energy development will be supported where it meets national guidance.

6.12 The Code for Sustainable Homes will be implemented by government through building regulations [4]. As these address energy efficiency the climate change policies in the Core Strategy focus on energy generation within development and on adaptation. The policy requirements set out may be substituted by meeting at least code level four or BREEAM excellent rating for commercial development.

3 Forest of Dean Local Strategic Partnership's Climate Change Strategy, 2010
4 Greener Homes for the Future, 2008

6 . Core Policies

6.13 Planning has a key role for preparing for climate change[5]. All development will be required to adapt to climate change and in doing so will need to show that the appropriate considerations have been taken into account. These include Strategic Flood Risk Assessments which can influence the location of development. Positive land management (either as part of the planning system or outside it) such as native tree planting can for example address flood risk and heating and cooling while providing other environmental benefits. Climate Change, including adaptation, is a core priority within both Community Plans and the Council's Corporate Plan. Associated risks are identified on the council's risk register in terms of the both council operations and potential impacts on the community. Following on from the objective in the community plan, the Local Strategic Partnership has developed a climate change strategy which requires all sectors of the community to take action in addressing the impacts of Climate change. The Local Area Agreement identifies (presently through National Indicator 188) climate change impacts as a clear challenge facing the district.

6.14 The above policy enables the work of the Community Strategy through the LSP to be implemented in spatial planning. The policy is concerned with new development, which can include proposals to adapt buildings. Much of the adaptation needed is however outside the planning system and here the Core Strategy can provide examples of good practice and influence change over a period of time. Other legislation (eg building regulations) will play an important part and it is important that the LDF is compatible with this.

Policy CSP.3 - Sustainable Energy use within Development Proposals

Policy CSP. 3

Sustainable Energy within Development Proposals (Strategic objective: thriving sustainable communities)

All major developments and other developments involving the construction of one of more dwelling(s) will be expected to provide, as a minimum, sufficient on-site renewable energy to reduce carbon dioxide emissions from energy use by 10%.

The proportion will increase to 15% from 2015 and 20% from 2020.

Proposals must be accompanied by an energy use assessment which should demonstrate how the requirements of this policy will be achieved within the wider energy hierarchy context. The assessment must set the baseline for the calculation of the proportion of on site generation, describe the measures that are being undertaken and the predicted levels of efficiency. A nationally recognised evaluation of energy requirements such as the Targeted Emission Rates (TER) as set out in the building regulations should be used for assessments.

Where a dwelling is proposed to be extended the Council will expect the applicant to demonstrate that cost effective energy efficiency measures have been or will be carried out on the existing dwelling. Energy efficiency measures which would have an adverse impact on a Listed Building or the character of an area will not be required.

Measures which may be considered will include the level of loft insulation, cavity wall insulation, draft proofing, and boiler efficiency.

5 See PPS1 including Climate Change Supplement, and PPS 25

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The Council will bring forward further guidance on the above in a residential design guide which will be a Supplementary Planning Document.

This policy is intended to reduce the carbon emissions from new development by ensuring that a proportion of its energy requirements are provided by on site renewable means. It will be monitored by review of the provisions made as developments are completed which should take into account the "energy hierarchy" below

6.15 The UK has a national target for 15% of energy generation to be from renewable resources by 2015 (UK Renewable Energy Strategy 2009). New major development in the district must contribute to the delivery of this target. The climate change act 2008 sets legally binding CO2 emission targets for England the first of which is a 26% reduction by 2020 based on 1990 levels. Between 1990 and 2006 there has been a 6.4% reduction in carbon emissions [(6)] this leaves a remaining 20% reduction by 2020 compared to 2006 data.

6.16 The Local Area Agreement for Gloucestershire [(7)] supports a broad target for CO2 emissions with a 10.5% reduction per capita carbon emissions, from all sources, by March 2011.

6.17 The Core Strategy sets a baseline reduction of 10% increasing to 20% in 2020. In order to stagger the implementation and to link to the UK strategy there is an intermediate target of 15% by 2015.

6.18 The Core Strategy makes the provision for the supply of an additional 5162 new dwellings compared to the existing housing stock of approximately 34000, which largely have no renewable energy installations. There are in the region of 1200 dwellings with unfilled cavity walls and around 4000 dwellings with less than 150mm of loft insulation, in the district. This equates to over 10% of dwellings within the district.

6.19 National guidance, principally PPS 22 and PPS1 supplement on climate change provided a positive framework for renewable energy development, which the authority will refer to on a case by case basis for renewable energy development proposals. In addition to requiring developments to include proposals for renewable energy, the Core Strategy, in supporting government policy, will encourage renewable energy installations subject to the local requirements of its policies including especially CSP 1.

6.20 Completed major developments and those which involve the construction of new dwellings must include provision for the use of renewable sources of energy sufficient to reduce their carbon emissions by the percentages quoted in the above policy. Other development should also reduce its likely carbon dioxide emissions by ensuring that a proportion of its energy is obtained from renewable sources where possible. These measures are additional to any that seek to ensure that the design, construction or layout is energy efficient and relate to the likely energy demands of the completed developmet

6 NI 186 Delivery Plan
7 NI186 Delivery Plan

6 . Core Policies

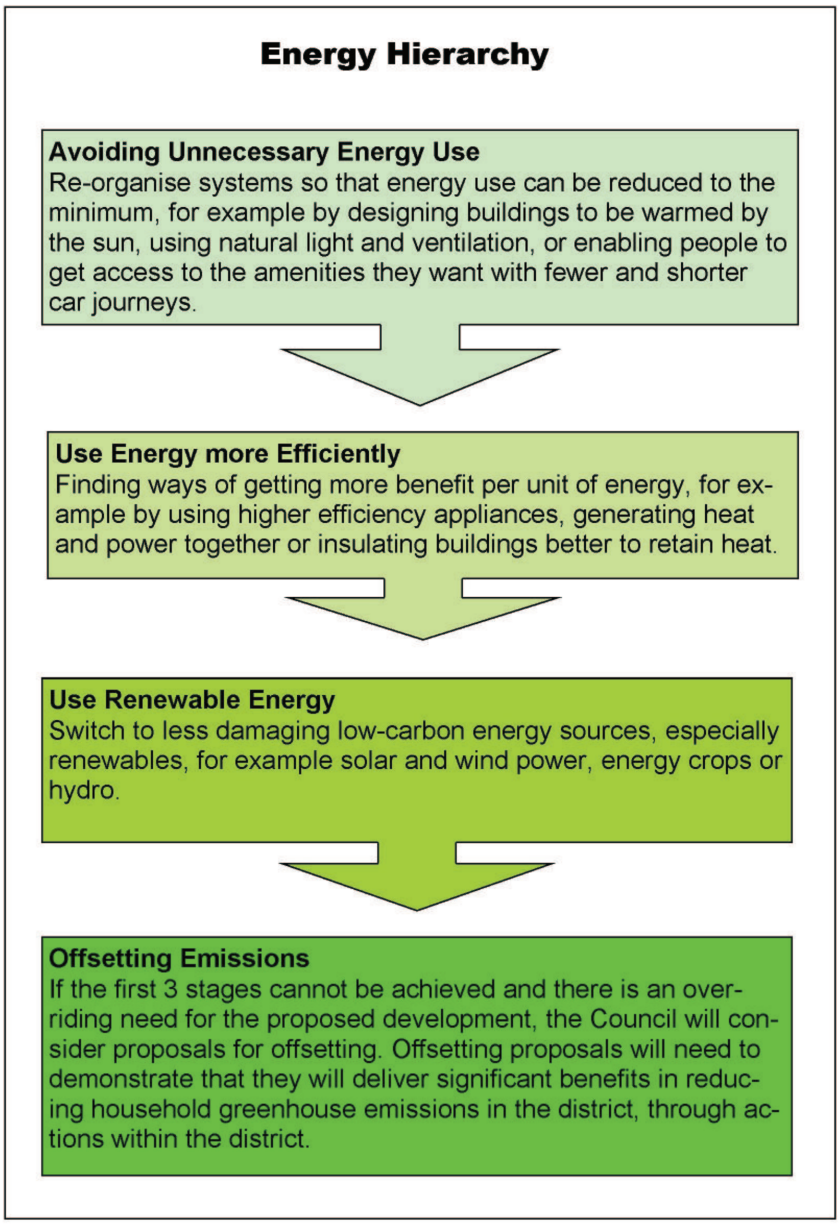

Diagram of the energy hierarchy

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Policy CSP.4 - Development at Settlements

Policy CSP. 4

Development principles, development at settlements (strategic objectives: to promote thriving sustainable communities, facilitate regeneration)

New development must contribute to reinforcing the existing settlement pattern in a manner which emphasises the importance of the towns, especially Lydney and Cinderford where most change will take place. The following principles will be applied:

Most changes in towns and villages will be expected to take place within the existing settlement boundaries, unless or until they are replaced by other LDF documents (for example an Area Action Plan). Exceptions to this may include affordable housing for local persons and building conversions and (rarely) new buildings for employment uses on the edge of settlements. Areas outside settlement boundaries unless otherwise shown in the Key Diagram will be treated as part of the open countryside.

New development will be concentrated at the towns in a manner that relates closely to the intended role of each, taking advantage of the individual characteristics of each and in keeping with the settlement policies. Proposals will be expected to improve the quality of their environment with special regard being paid to the quality of the town centres, the general rural character of the district and any protected environments such as Conservation Areas.

All proposals, whether at settlements or not, should be resource efficient and make the best use of available infrastructure. Where their needs cannot be met, additional infrastructure provision arising from the needs of the development will be sought by way of developer contributions. This includes social and community infrastructure, such as library or health provision, or facilities for emergency services; green infrastructure such as recreation space, protected landscapes and natural areas; and physical infrastructure which includes roads, sewers etc.

Most changes in the south forest will take place at the towns with other development in villages in accord with their size and function as set out in the hierarchy (7.57on). New housing will be concentrated where there is already good access to employment and where additional employment can be provided. In the north forest, development will be centred around Newent and to a lesser degree the villages.

Development and the provision of services will be supported where it leads to the maintenance and enhancement of the functions of the towns and larger villages. Particular support will be given through assistance to the implementation of community-led regeneration plans. Within town centres, new development will be encouraged that reinforces the role of the towns and provides a more diverse and better quality service or retail offer.

This policy is concerned with how development will contribute to the overall aims of the strategy. It sets out the principle that development should be concentrated at settlements and that it should be of a scale and nature which is compatible with the role of the settlement concerned. It relates to all development, and the requirement for it to be located in accord with the existing settlement

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pattern and hierarchy. There will be cases where development is not located at settlements because of its nature but these will need to be justified (for example agricultural development and some tourism development is appropriate away from settlements). Where necessary for the development concerned, additional infrastructure will be sought. This may take the form of physical, social and green infrastructure. The policy draws attention to the south and its three towns as the area likely to experience most change. It will be enabled through allocation of land and by development management. It will be monitored by following the numbers of permissions granted and development completed, and implemented by the public and private sector carrying out development that is in accord with it.

6.21 The Core Strategy directs most change to the towns. This is in keeping with national policy and provides scope for concentrating the benefits of additional development. The way in which different towns are expected to develop is considered in their individual sections of this strategy and the intention is to use their different characteristics and capabilities in a manner that contributes to the overall aims of this strategy. The aim is to reinforce the economic and social networks especially in the south forest, and improve each towns' self containment while developing them in a complementary rather than competitive manner.

6.22 There are active local partnerships or the equivalent in each of the four towns and there are plans for the development of each that the partnerships are seeking to implement. The LDF will enable important elements of these either through the support of this strategy and through the more specific AAPs that are being drafted. Major changes are likely in Cinderford arising from the Business Plan and Area Action Plan. Likewise in Lydney, the emphasis is on change in order to achieve the necessary revitalisation. Improvements to each of the town centres are planned with the overall aim of making the shopping environments more attractive, safe and free from crime. The physical appearance of the centres is central to their attractiveness and they have been found in need of further enhancement in recent surveys. **(8)**

6.23 Clearly there will also be costs arising from the new development that takes place and there will be demands on new infrastructure. The latter can be minimised by the general concentration of new development in areas able to accommodate it without major new infrastructure (for example using existing settlements and their public transport networks). Developer contributions will then be sought as necessary to meet the requirements arising from each individual site. These may include items such as roads, sewerage, subsidies for transport services, social and health facilities and contributions in order to provide for emergency services **(9)**. New development will be assessed against its impact on existing local infrastructure, services and resources and where necessary, new provision should be made as part of the development in order to meet or fund any infrastructure impact. Developer contributions may be set with reference to an infrastructure levy, or on a site by site basis. In some cases, the phasing of development in step with the availability of infrastructure may be necessary. In others, and especially in rural areas the lack of available infrastructure or the problems (including cost) involved in providing it may mean that some development is not able to proceed.

6.24 The use of greenfield land can be minimised first by the use of previously developed land where possible and then by careful selection of location. Whatever the site, it will be necessary to ensure that wildlife habitats and recreation opportunities are safeguarded or enhanced by the use of

8 Marketing and Workspace study,2008
9 see definition in glossary

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green spaces within the development concerned. All development should make good use of resources and should be designed so as not to lead to waste during construction or use. Any site may have archaeological interest which will need to be considered.

6.25 Beyond the towns, there is a complex settlement hierarchy. This is set out later in the strategy where the role of individual villages is considered. The larger villages and groups of villages will be expected to continue to provide services and employment and existing and new development will be supported where it is compatible with the role and function of the village or group of villages concerned. The settlement boundaries will be used as a guide to the way in which the settlements will be expected to develop. Some saved policies in the Local Plan will remain until they are replaced by other LDF documents. Included in these allocations are areas safeguarded for employment uses. The larger of these are of much more than local importance and their continued support is vital to the strategy. At a more detailed level, the Local Plan identifies many of the features that are important to the character of individual settlements and these will continue to need to be taken into account.

Policy CSP.5 - Housing

Policy CSP. 5

Housing - strategic objectives: to promote thriving sustainable communities - provide affordable homes

Housing in keeping with the needs of the local community and including affordable housing will be provided as described below:

Location	**Number to be provided by 2026* (Total 5162)**	**Yet to be identified (Mar 2010)****
Cinderford, and Ruspidge urban area	about 1050 (783)	267
Lydney	about 1900 (1711)	189
Coleford (includes Milkwall, Coalway, Mile End, Berry Hill)	about 650 (497)	153
Newent	about 350 (300)	50
Tutshill and Sedbury	about 111 (18)	93
Bream	about 100 (41)	59
Drybrook	about 100 (19)	81
Mitcheldean	about 101 (60)	41
Newnham	about 65 (31)	34

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Location	**Number to be provided by 2026* (Total 5162)**	**Yet to be identified** **(Mar 2010)****
Whitecroft-Pillowell-Yorkley	about 45 (16)	29
Lydbrook-Joys Green	about 82 (53)	29
Other villages and rural approx	about 608 (60% at defined settlements)	608
*number in brackets is the existing number with permission or expected to be accommodated on sites previously identified in 2005 Local Plan. **includes sites yet to be allocated and future permissions on other unidentified sites		

Priority will be given to development on previously developed land and on sites identified for housing in the development plan. No new* greenfield sites will be released unless it can be proven that land is not available from other sources and is needed to meet the plan's requirements.

New housing sites will be required to achieve a density that is appropriate to their surroundings. A figure of 30 dwellings per hectare will be used as a reference against which to assess their suitability. Higher densities will be encouraged in town centres especially where flats and smaller dwellings are being provided. Small sites and more rural locations will often require lower densities. All designs should take into account the need to reduce crime.

A mix of house sizes and types including those suitable for an ageing population will be encouraged in accordance with prevailing evidence (for example SHMA, or HNS).

Affordable housing

Affordable housing will be sought as a proportion of all housing on sites of over 10 dwellings or 0.3ha in the four towns and at Tutshill/Sedbury and in other areas on sites of 0.16ha or more or accommodating 5 dwellings or more. The proportion sought will be 40% of the total number of dwellings on each site. This can provide up to 70 affordable dwellings per year at the average build rate envisaged.

Small groups and single affordable dwellings will be acceptable where they are well related to the settlement concerned and take account of any protected open spaces and other areas. Such sites will usually be within or immediately adjoining a settlement boundary.

Exceptionally, where the relevant local housing need cannot be met by housing at a settlement with a defined boundary, permission may be granted for sites (likely to be single dwellings, pairs or groups of no more than four dwellings) within or adjoining a settlement without a defined settlement boundary.

And where:

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- Local housing need is evidenced by an up to date survey and the number, size, design, mix and tenure of the dwellings are all confined to and appropriate to the strict extent of the identified local need; and,
- The site meets the locational criteria set out above; and,
- The development can contribute positively to the character of the village, maintain or enhance landscape character and,
- Where the proposed site is well related to the built up area of the settlement and the scale of the scheme is appropriate to the structure, form, character and size of the village;

The housing proposed must be capable of management by a Registered Provider, Parish Council, village trust or other similar organisation, and must be provided in perpetuity for qualifying local people.

*sites not otherwise identified in a Development Plan Document, including the Local Plan

The above policy sets out the type, numbers and general location of new housing expected by the Core Strategy. [10] Policy CSP5 shows how the strategy will address the needs for affordable housing in the district. It will be implemented by public and private developers and monitoring will be by recording permissions and completions. The delivery of housing will be monitored against other requirements of the Core Strategy, especially the provision of employment. This is to enable amendments to be made to ensure that the aims and objectives of the plan are met.

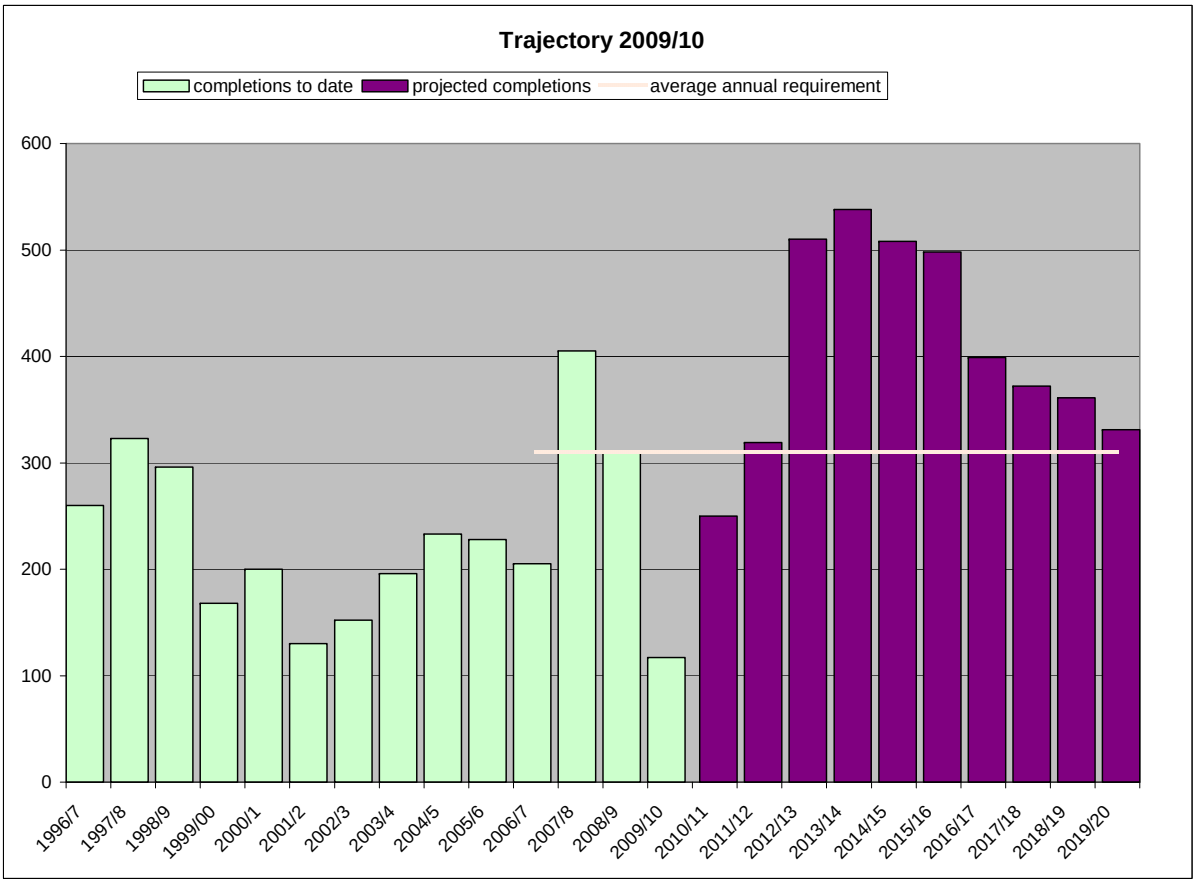
6.26 The policy demonstrates how the requirements of the Core Strategy can be met. In addition to the overall totals, it is essential to provide sites that are available for new dwellings at the right time. This means being able to demonstrate that there is at the present time sufficient identified and immediately available land for five years worth of housebuilding and that land sufficient and capable of being developed also exists for a ten and fifteen year supply. A study of land availability has been completed which involved evaluating a wide variety of sites. It reaches the conclusion that there are sufficient sites which had planning permission at the start of the year (2010 / 11) or which were otherwise considered to be available for a five year supply, and that additional land sufficient for a ten year supply is also available. Sufficient land is available for the remainder of the period of the Core Strategy using sites that have been part of the housing land study. Background information demonstrating housing land availability including the data on which the trajectory has been prepared is contained within the evidence base. [11]

6.27 The trajectory shown below represents the current land supply situation showing the period to 2020. The linked table shows important sites individually and how they are expected to contribute. The east of Lydney site is assumed to provide new dwellings from 2012 and then throughout the period covered in the diagram.

10 The numbers to be provided, are also considered under the Settlement Policies and in the table following paragraph 7.4.

11 See Strategic Housing land Availability Study and background tables to housing Trajectory, in Evidence base.

6 . Core Policies



6.28 The rate of supply of land for housing and the locational principles in the Core Strategy have to address the requirements of the district. The national aim of using previously developed land should be adhered to where possible. This has been the subject of targets which have been met in the Forest of Dean so far, but the development of large greenfield sites, which are necessary will mean that it is unlikely to be achieved throughout the plan period. The apportionment between the towns, and the approximate proportion of all housing expected on sites other than at the towns are not expected to be amended, neither is the method of provision and share of affordable housing. Further site allocations, should they be necessary, will be made in accordance with the above policy and the overall Core Strategy, taking into account the actual numbers built and permitted on the various sites.

6.29 The delivery of housing will be monitored against other objectives of the strategy, including the provision of employment. Providing employment and housing together is one major way in which a more sustainable future can be achieved, though access to services and social facilities also plays a part in reducing unnecessary travel. If monitoring of the policies shows that they are not having the required effects, they will be reviewed. Such a review will look at the provision of employment and changes in travel patterns, though it will need to recognise that the impact of policies may need to be judged in the long term.

6.30 As they are developed or permitted, some sites are proving to have greater capacities than were originally allocated in the Local Plan. The major sites will be commenced later and will be developed over a longer period than was originally envisaged. This is in keeping with the identified requirements. It is likely that the largest of the sites, at Lydney, will provide dwellings over a period of at least ten years and the first completions on these sites are unlikely until 2012. They will therefore

6 . Core Policies

still be contributing during the later period of the trajectory. Where greater densities than those originally envisaged can be satisfactorily accommodated, then they can represent an efficient use of land whilst at the same time providing attractive housing of the type required, possibly providing completions over a longer period. A balance will however need to be struck which respects the type of site, its infrastructure and surroundings. In addition, development of a scale which conflicts with the overall strategy of the LDF will not be acceptable.

6.31 The housing provision of the Core Strategy will increasingly need to reflect the needs of an ageing population in the case of both affordable and market housing. Provision will be expected to be reflected in the suitability of new homes. Generally this should be reflected more in the lifetime suitability of dwellings than their design for a particular stage in life.

6.32 Housing proposals will be evaluated using a density of 30 dwellings per ha as a reference point. While this is not a standard it will be used as a guide to ensure the efficient use of land. It is a figure that will be assessed as an average across the site concerned, thereby allowing for a suitable mix of dwellings. In town centres and in the case of flatted development, higher densities will be both appropriate and easy to achieve. Although national targets are being removed, the principle of making the best use of available land still applies and this figure is a sensible target when considered against the mixed (rural and urban) nature of the Forest of Dean.

6.33 Studies of the regional and local (Gloucestershire) housing markets (Housing Market Assessments) are important parts of the regional and local evidence base. They show the relative dominance of the larger Gloucester housing market over the Forest of Dean but they also reveal that areas of the Forest of Dean are quite strongly influenced by other large centres including Bristol and Newport. There is a need for smaller dwellings for one and two persons, and for families generally and for a range of affordable housing. The need for affordable housing is overwhelmingly for housing for social rent.

6.34 The policy proposes that affordable housing will continue to be provided under the mechanisms used first in the Local Plan and still encouraged by government. These are:

- the development of so called exceptions sites for affordable housing in locations where new housing would not normally be permitted.
- A means by which a proportion of new dwellings on housing sites above a certain size (or number of units) to be affordable.

The thresholds proposed in the Core Strategy are sites of 10 dwellings or more (or 0.3ha) in the towns (together with Tutshill and Sedbury) and 5 dwellings or more (or 0.16ha) elsewhere. On small sites (of less than 10 dwellings, the number of affordable homes expected will be rounded down to the nearest whole dwelling, so for example two affordable homes will be sought on sites of 5 to 7, three on 8 and 9 and 4 on sites of 10. On larger sites the rounding will be upwards. Affordable housing is defined in PPS 3 (reprinted in the glossary) and "includes social rented and intermediate housing provided to specified eligible households whose needs are not met by the market".

6.35 There is a presumption that affordable housing should be provided on the application site where it can best contribute towards creating a mix of housing. However, in exceptional circumstances an equivalent off site provision or financial contribution may be accepted where it can contribute to the creation of mixed communities in the Local Authority area.

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6.36 The share of affordable housing being sought on these sites is 40% and this will be expected to be achieved on a basis of nil grant (subject to the sites' viability). At the Council's discretion or in the light of evidence that a particular site cannot support this level of provision, this percentage may be varied. Its application to individual sites is always subject to their viability. While the current needs information supports a 70:30 tenure mix in favour of rented accommodation (over intermediate housing) the tenure mix of rented accommodation and intermediate housing that will be sought, will balance the housing need against the viability of development to ensure that developments are viable while delivering affordable housing that contributes to meeting housing need. The thresholds of sites on which affordable housing is sought reflect both the nature of the area and the need to ensure that housing can continue to be delivered. Too high a target could restrict the possible delivery of affordable and market housing, while too low a target would mean that the levels of affordable housing achieved would be lower than the sites themselves can support. In order to test this latter point, studies of viability have been undertaken across a range of sites. These generally support the targets used in the above policy.

6.37 Individual assessments of site viability will be used in assessing the contributions required of each site where they are needed to assist in the negotiation process. The Council may use an independent agency (such as the District Valuer) to assess a scheme and will in that case expect the cost to be borne by the applicant. If the Council is satisfied that an assessment demonstrates that a scheme is not viable then the following will be considered either singly or in combination:

1) retaining the target percentage of affordable housing but adjusting the tenure split or mix

2) seeking a lower percentage of affordable housing

3) supporting the introduction of grant funding to achieve the target contribution

4) tenure split or mix via a cascade

6.38 Of the 310 dwellings per year which are expected to be provided, only a certain proportion will be on sites that are eligible to provide affordable housing. It is hoped that these will provide close to the 40% sought. The total supply of affordable housing is considered likely to be based on somewhere in the region of 200 dwellings of all tenures per year on eligible sites. This would yield a maximum of 80 affordable homes each year if a 40% share is achieved. In practice this figure is not likely to be reached because past experience is that whilst the 40% is a sensible target, it is unachievable in some cases. Its use as a target is however in keeping with local experience and a recent court ruling. **(12)** This is likely to be due to the viability of individual sites, or to prevailing economic conditions, or a combination of the two. In 2010 a lower figure is for the time being more likely to be achieved. However in past years 40% has been agreed on a number of sites and the general viability study (published early 2008) supports the 40% target, as does a recent major appeal decision at Lydney (although actual provision is based on 30%, the Inspector endorsed the use of a 40% starting point for negotiations). **(13)** It is therefore considered an appropriate figure when seen over the whole life of the strategy. **(14)** Whatever the totals of affordable housing secured on mixed sites, an additional contribution will be made from exceptions sites, from any sites that are built by choice to provide just affordable housing and from sites built at more than 40% because of subsidies (for example under the HCA National Affordable Housing programme).

12 Court of appeal, Wakefield Council vs Barratt Developments, 2010

13 Secretary of State's Decision Notice and Inspector's Report for planning appeal Inspector's report paras 206-225 App/p1615/A/08/2082407

14 Viability Study, Gloucestershire and Forest of Dean, Fordham 2008

6 . Core Policies

6.39 The type of land to be made available will be a mixture of previously developed and greenfield. New (presently unidentified) sites on greenfield land will not be released unless there is no other source which can meet the area's housing needs as defined in the LDF. One exception may be the release of greenfield sites solely for affordable housing. In considering the suitability of land for development and its availability, the location will be relevant in respect of how well it fits in with the other policies of the LDF. Sites in or well related to Lydney and Cinderford will have priority and then those in the other two towns.

6.40 So called "exceptions sites", solely comprising affordable housing, can be located in villages where new housing of the scale proposed would not normally be permitted including outside settlement boundaries. Such housing must be justified by an identifiable local need. This should usually relate to needs identified within the settlement concerned, or within the same Parish. In some rural areas where there are small Parishes or where a development is very close to a boundary, it will be sensible to consider the needs of two or possibly more parishes which relate closely to the location of the proposed development and whose housing needs could be met by it. Unlike housing provided as a negotiated share of larger sites, exceptions schemes can be restricted to persons with a local connection (eg resident in the same parish). Parish Plans can identify need and in so doing can help to bring forward new housing.

6.41 The policy is intended to enable new affordable rural housing where it is most needed. It does however need to make a compromise between providing housing where it is most needed and providing it where there are at least some basic services. Most of the villages that have settlement boundaries (under the saved Local Plan policies) do possess at least a basic level of services. These are listed below as major villages, groups of villages and service villages and are considered suitable candidates for affordable housing. In the case of small villages (ie those that still have settlement boundaries but few if any services) where a need can be justified, small schemes to provide affordable housing will be supported. At settlements where there is no boundary, there may exceptionally be a case for permitting very small schemes of affordable housing to meet specific local need. These can make an important contribution to a locality and support the economy in a sustainable manner by providing housing for persons employed in the locality when they could not otherwise afford it. In all cases, the District Council will work with RPSH's[15], Parish Councils and the Rural Community Council to identify need, potential occupiers and sites.

6.42 A more comprehensive analysis of the settlements is provided in the supporting document [16], and this (together with the table before Policy 16), will be used as a guide in determining suitable locations for exceptions schemes.

Policy CSP.6 - Sites for gypsies, travellers and travelling showpeople

Policy CSP. 6

Sites for Gypsies, Travellers and Travelling Showpeople

Sites will be provided for Gypsies, Travellers and Travelling Showpeople according to needs identified within the district.

15 Registered Providers of Social Housing, often known simply as RPs, including bodies formerly known as RSLs(Registered Social Landlords)

16 keynote Settlement Hierarchy

6 . Core Policies

Allocations will be made to reflect any identified need for sites in particular parts of the district with preference given to locations near or in the towns and larger villages.

Allocated and unallocated sites should:

- Minimise their impact on the surrounding landscape and be compatible with nearby land uses.
- Provides safe and convenient access to highway network, with adequate parking and turning on site
- Be able to provide services (eg water supply, sewage disposal/treatment)
- Be reasonably close to or in a settlement with local services and community facilities
- Be capable of providing a satisfactory environment, appropriate landscaping and play/amenity space

The above policy sets out how the needs of Gypsies, Travellers and Travelling Showpeople will be met. Implementation will be by means of sites coming forward for planning permission which meet the criteria and by allocations in the "allocations" DPD.

6.43 Initially sites will be allocated to meet the requirements of Gypsies and Travellers in accordance with the need assessed in the Gypsy and Traveller Area Assessment (GTAA) which is a local assessment prepared originally to inform the RSS. This showed a shortfall of 30 permanent pitches in the District. The need has reduced as some sites now have consent but early in 2010, there was still a balance of about 26 pitches to find. Allocations will be made in the "Allocations" development plan document to be prepared after this Core Strategy. These will be made against the prevailing estimate of need at the time, and will take into account any known requirements in terms of location. Site proposals will be judged against the above policy and other relevant policies contained in the Strategy. Surplus accommodation at sites already providing accommodation for these or similar groups should be fully utilised and there may be scope for the expansion of existing sites. **(17)**

6.44 There is a shortage of pitches for Travelling Showpeople in the County. The main need appears to be for site(s) close to the M5 and suitable land in the the Forest of Dean could help meet this need. The allocations DPD will consider the need for allocated sites but in their absence, proposals will be considered against the Core Strategy and other prevailing guidance.

17 See GTAA material in evidence base or in Draft RSS

6 . Core Policies

Policy CSP.7 - Economy

Policy CSP. 7

Economy
(strategic objective: develop the local economy including tourism)

Economic development will be promoted throughout the district in accordance with the spatial strategy and its allocations. This will encourage new and more diverse types of employment and supporting infrastructure to be established by making land and premises available. The location of new development must be justifiable in terms of the settlement hierarchy and policy CSP 4. Priority will be given to:

- sustaining the development of key economic sectors or clusters, including knowledge based enterprises and tourism;
- supporting the development of growth sectors
- providing office and business (B1) space in attractive locations;
- providing the conditions and support for small and medium sized enterprises to become established and grow;
- supporting further and higher education and skills training and the facilities to provide it;
- supporting transport investment that will aid economic development and
- ensuring that secure and safe environments result from any provision.

Land presently used for employment will be expected to remain so, unless allocated for another purpose. In order to encourage this, a range of employment generating uses appropriate to each site will be considered favourably. Where a site is underused and unsuitable (by way of environment or location) for any employment generating use, (including service based uses) then a mixed use may be appropriate (eg employment and housing) and failing that an alternative non employment use.

This policy implements part of the Core Strategy's economic objective, setting out the aims of new employment provision. It provides for a more diverse economy and supports improved education and other facilities. It will be implemented by developers aided by the Council's economic development role, and by the private and public sector. Further guidance is provided in the settlement policies. Monitoring will be by reference to permissions granted and completed developments. The development of employment and housing will be reviewed on a regular basis to ensure that the aims of the strategy are being met. A change of policy will be considered if for example inadequate employment is being provided at a time when new housing is being constructed.

6.45 The strategy is to provide a wide range of opportunities and to encourage a more diverse economy. It is necessary to look at land supply, but promotion, marketing and education must also play a vital part in the implementation of the LDF. It is essential to deliver a more diverse economy if the vitality of the area is to improve. It can also address the overall sustainability, as the high level of out commuting is in part a reflection of the lack of certain types of job opportunities within the

6 . Core Policies

district. The fundamental need is to improve the range and quality of employment on offer and to ensure that increased employment is available in step with new housing. Increased diversity must not come at the expense of maintaining a good supply of attractive land for those users that require more traditional employment land on business estates. These sites may be able to be used more flexibly to provide a wider range of employment. Equally some uses, notably large B8 units may not be suitable for many locations in the district. Land will be made available in accordance with the settlement strategy in suitable locations identified as part of the review of sites. Sites will be made available in a variety of locations including some areas where additional public subsidy has been necessary to achieve the development that is required. Further changes in the manufacturing sector are expected, and the availability of modern high quality premises will be even more important in attracting jobs to the area. Redevelopment and improvement of existing space and sites is essential and will be supported. The Council will continue to work with partners to achieve this. Some modest specialisms exist already within established areas, for example in the Cinderford area having developed from businesses serving the then Rank Xerox company.

6.46 Educational establishments can be growth points for employment based on their core activities. Two examples of such establishments in the District are the Forest of Dean part of Gloucestershire College (formerly the Royal Forest of Dean College) and Hartpury College. The future plans for the Gloucestershire College and the County Council (who are responsible for 14- 19 education) will help with the raising of local skills levels especiallywhen a new facility is established at Cinderford. Both further/ higher education establishments, and especially Hartpury College are important employers in their own right, offering a wide range of opportunities. The availability of existing businesses and specialist services in a locality is an important consideration for the location of new enterprises underlining the importance of encouraging the concentration of or grouping of businesses. The provision of attractive ready sites for business and other uses in quality settings will be essential to maintain or increase the competitiveness of the area, and the regeneration proposals at Cinderford and the changes at Lydney should help in this respect.

6.47 As part of its promotion of employment uses the policy encourages the retention of employment in locations presently used for employment, unless they are allocated for another purpose or can be shown to be unsuitable. Its scope is not confined to traditional areas or uses (B1,B2, B8 for example). The intention is to allow as broad a range as possible of alternative employment generating proposals to be considered on any given site. This range will be limited by the location and nature of the site concerned. Sites in established employment estates will not be suitable for the same uses as some in or close to town centres. Retailing may be considered as suitable where it doesn't conflict with the need to protect shopping in a town centre. By being flexible with the types of employment, a better range will be established through time. It will be a long term process but given the variety of sites (some of which are in exceptional locations), it will deliver welcome change over a wide area.

6.48 One of the shortcomings of the Local Plan was its inability to actually make things happen. Land may be allocated but the Plan itself can have only a limited effect in bringing it forward. This is especially apparent where as in the case of the Forest of Dean, the development of land for employment often needs subsidy. The economics and demand are such that there is often little or no incentive for developers to invest in sites. Promotion of and marketing of the district is essential if the LDF is to achieve its aims. This will be achieved not just through the LDF (which makes opportunities for development known) but also through parallel activities within the District Council's economic development section and the work of local, regional and national organisations such as Gloucestershire First. Promotion of a more diverse economy will both depend on the ability to maintain an attractive environment and also contribute to it. The quality of the environment is the key to

6 . Core Policies

encouraging investment in the economy and its distinctiveness is a vital ingredient in any marketing strategy. Tourism including heritage based tourism which respects and helps to conserve the environment will be encouraged along the same lines.

6.49 The Core Strategy strongly supports economic development in rural areas as a means of achieving its objectives. The policy base for this is in national guidance [18] and the justification is a mixture of national and local considerations. Economic development, including tourism based enterprise in rural areas needs to be compatible with the surroundings and landscape, and should be sustainably located so that it contributes to the locality, rather than just being conveniently located.

6.50 The town centres are defined in the 2005 Local Plan and until these boundaries are reviewed under the allocations DPD they will continue to be used as a basis for evaluating proposals for retail development. Village shops and certain specialist rural outlets are unlikely to have any adverse affect on the main centres and will be supported. Other types of proposal may have an adverse impact and may not be supported or will be subjected to controls limiting the goods that can be sold.

6.51 New service and other mixed development will also be welcomed where it does not detract from the primary function of the centres concerned. A greater range or mix of development in town centres will further encourage activity, and can make them more attractive for tourists or recreational visits. In a similar way, additional residential uses will be encouraged in town centres where they will not result in a loss of retail space especially on ground floors where it contributes to the viability of the centre. Proposals for any non retail use will be assessed in a similar manner, and the retail frontages defined in the Local Plan or subsequent DPDs will be especially protected. The location, management and provision of parking will be kept under review so that it best serves the needs of the centres concerned.

6.52 Joint programmes to improve the town centres have been implemented in Coleford, Cinderford and Newent in recent years. Over the Core Strategy period major changes are expected in Lydney (through the AAP and by way of developer contributions now agreed as the land to the east of the present town is developed). Further schemes will be implemented in Cinderford and Newent. Funding for such schemes is increasingly difficult with the recent reduction of RDA funding. The quality of the environment on town centres is an issue and improvements will be made for the benefit of existing and new residents and businesses.

Policy CSP.8 - Retention of community facilities

Policy CSP. 8

Retention of community facilities (Strategic objective: to promote thriving sustainable communities)

Development proposals which involve the loss of community facilities, including schools, shops, post offices, public houses, halls, places of worship, health services, will not be permitted unless alternative suitable and convenient facilities are available or will be made available as part of the proposal. Exceptions will only apply where it can be demonstrated that in the case of commercially provided services the facilities concerned are no longer viable and cannot be made so. In the case of all others it must be established that there is no longer a need for such facilities.

18 (principally PPS 4)

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Where development proposals comprise or include improvements to community facilities or services, that element of any proposal will be supported subject to other policy considerations.

The above policy is intended to maintain access to community facilities. It does not protect individual enterprises, but it does protect communities from not being able to gain access to a range of facilities or services. Its implementation will be by development management. Monitoring will be via an audit of facilities and by studying planning applications.

6.53 Accessible community halls, shops, places of assembly and GP surgeries are often key to the quality of life in a rural community, and provide both points of contact and essential services. Alternative services may not be accessible by public transport and are unlikely to be convenient however accessed. Proposals for development which would involve the loss of facilities where there are no alternatives will not therefore be supported. It is the access to community facilities that are being protected by this policy, and not a particular shop or public house so in general it will apply to situations where there is a threat to the only one of a particular facility. It applies to a wide range of facilities and will mainly affect the more vulnerable rural parts of the district but could still apply in the towns where there are unique facilities under threat.

6.54 In exploring the viability of facilities, it will be for the developer to demonstrate that alternatives have been considered, and these may include measures such as combining premises in order to retain a particular service. Where a lack of need is to be proven, that too must be accompanied by evidence from the local users or potential users.

6.55 Proposals for improved or additional community facilities will be supported. Where possible proposals that include community facilities as part of larger schemes will also be supported. In both cases this support is subject to compliance with other relevant policies of the development plan.

Policy CSP.9 - Recreational and amenity land

Policy CSP. 9

Recreational and amenity land including forest waste- protection and provision (Strategic objective: Providing quality environments)

Protection of Amenity land

Except where allocated in a development plan, land which is identified as being of amenity value and all forest waste whether so identified or not, will be protected from development. This includes land which is part of the forest landscape and other protected areas identified in Development Plan Documents and /or on the proposals map.

Exceptionally, the change of use or other development of land that does not contribute to the character of an area and is therefore of little amenity value may be considered. In this case enhancement of the area concerned, or compensatory provision of an equivalent area may be sought (especially in the case of the loss of forest waste).

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There are some areas of forest waste which contain buildings. Proposals for these will be treated on their individual merits, having regard to the landscape, historic and cultural importance of the site.

Protection of Recreational use

Development involving the loss of existing recreational land and buildings will not be supported. Exceptions may be made where it can be shown that the use is no longer required or where the development secures satisfactory replacement or improvement of the recreational use(s) which outweighs any loss.

Recreational provision for new development

Where there is an established need, new development will be expected to make provision, or a contribution towards provision, of open space and other facilities including those required for children's play and youth/adult recreation.

In considering the provision of new space and the contribution of any that exists, the need to retain, expand by way of habitat creation such as tree planting and further develop a network of green infrastructure will be taken into account.

The purpose of the policy is to protect recreational and amenity land and to ensure that any recreation space that may be lost is replaced. It also ensures that there is adequate provision made for new development. Implementation will be through development management and monitoring by audit of facilities.

6.56 Amenity land, (not necessarily used for formal recreation) is an important asset in any area. It is especially important as part of the distinctive forest fringe landscapes, where built and open areas meet. It is often of visual, historical, natural and/or cultural importance. Many such areas are crossed by paths and tracks and provide access to the forest itself. Amenity land, in the form of important open areas, including Forest Waste is protected in the out going Local Plan and will continue to be protected by this and then under the LDF, both generally in the Core Strategy and by being identified in subsequent DPDs. For such land to be protected it would be expected to be of cultural, historic, visual or functional importance. Forest Waste, being part of the Forest of Dean enjoys access for and is extensively used for recreation [(19)]

6.57 Within the Forest, land not suitable or used for tree production may be sold or exchanged for other land by the Forestry Commission on the principle that equivalent or better land is taken into the forest. This is provided for in the 1981 Forestry Act and is independent of any planning consideration. Changes of use or other development of land which is Forest Waste but is of little amenity value and which is permitted in exceptional circumstances may be subject to these requirements.

19 Keynote Green Infrastructure

6 . Core Policies

The Statutory Forest

The area covered by the Statutory Forest is shown on the key diagram. Within it there are a variety of landscapes and land uses but all are dominated by the physical, historic and cultural Forest of Dean. There are important wooded landscapes associated with the Forest itself (notably Highmeadow Wood and the Kidnalls) which are accorded the same protection in the Core Strategy but are not part of the statutory forest.

Forest Waste is a term given to mean the land within the statutory forest which is not legally enclosed at any one time, including the unplanted areas which are not currently growing trees. Many areas of waste are important amenity areas on the edges of settlements.

The areas capable of planting will always be protected from development. These areas will change from time to time. The crown land of the statutory forest together with its associated settlements and other freeholds forms a unique landscape. Overlaying the landscape and partly explaining it is the cultural and historic background of the Forest of Dean. It has its own governance, laws and customs which are an integral part of the whole. The Core Strategy therefore strongly supports the protection of the physical, cultural and historic landscape of the statutory forest.

Some change is inevitable, and should take place in harmony with the landscape and the working of the forest. The Core Strategy allocates land which it considers can be developed in a way compatible with its policies. The one allocation which involves crown land within the statutory forest is part of the Northern Quarter in Cinderford.

6.58 Land or buildings used for recreation will be protected from development. This is in order to protect the facility as a community asset and not as a site for its own sake. Where they are not protected by other designations or requirements of the development plan, therefore, land or buildings used for recreation can be used for alternative purposes. The equivalent land or buildings (or a combination) which provide for the function lost must however be provided elsewhere in a convenient location. If this is not done then the lack of need for the facility concerned must be clearly established. Other protection may apply to recreational land which may constrain or prevent its development. With the exception of planned schemes with appropriate mitigation, the loss of public access land will be unlikely to be supported.

6.59 New development which generates a need for open space will be required to provide this to an appropriate level where there is a shortage. This includes the provision of play space and youth adult play space which is presently required to meet the standards of the NPFA [20]. Casual open space for amenity, wildlife and visual purposes will also be required as an integral part of development proposals and this and other more formal space can make a valuable contribution to green infrastructure.

20 National Playing Fields Association, now known as FIT (Fields in Trust)

7 Settlement Policies

7.1 The previous section considered the local policies that are needed in conjunction with national and regional policy to implement the Core Strategy. This section contains the settlement specific and other area based policies. First there are policies which apply to each of the towns then a general policy for villages followed by an explanation of the way in which the Core Strategy operates across the settlement hierarchy.

7.2 The section provides additional detail which will ensure that the policies are effectively implemented. Actions within the settlements will have an impact beyond their boundaries, especially in the case of the towns where a key part of the strategy depends on raising the profile and environmental quality of the towns in order to better support the aims of the strategy.

7.3 The outgoing Local Plan contains a broadly hierarchical set of policies for settlements, which has been refined and re assessed in the Core Strategy. It makes use of a series of settlement boundaries within which most built development is intended to take place. These boundaries take account of the landscapes of their localities and respect other constraints, such as the need to preserve certain open areas. The Core Strategy is intended to operate using these "defined settlement boundaries" until replaced by other LDF documents.

7.4 The strategic objectives, reproduced below, are addressed by the policies that follow.

- to be a thriving and sustainable community
- Providing quality environments throughout the district- to protect the environment for the benefit of the community and in order to attract new businesses
- Develop a more self contained and diverse local economy including tourism- to address out commuting and enable more sustainable transport patterns while providing a greater range and number of jobs, and improving the services and facilities that are accessible
- Providing homes including affordable homes- to meet the housing needs of the community
- Facilitate regeneration- to support a stronger more sustainable economy in a better quality environment
- Creating safer communities with better facilities

The Strategy for each of the towns and for the villages is summarised in the table below:

Settlement and Subject area	Provision and implementation
CINDERFORD	
Housing	About 1050 new dwellings (20% of district total) (60% on previously developed land) within the existing settlement boundary and on

7 . Settlement Policies

Settlement and Subject area	Provision and implementation
	land identified for the purpose in DPDs (initially the AAP and the outgoing Local Plan) AAP- implementation from 2012, remainder phased throughout plan period. Development by public and private sector, some, especially in AAP area supported by public finance for infrastructure.
Affordable housing	40% affordable housing sought on sites of over 10units/ 0.3ha mainly by RPSH [(1)] throughout the area. May include sites entirely developed by RPSH, otherwise by negotiated share on allocated and other eligible sites. Affordable housing supported by HCA funding.
Employment sites	About 26ha of already identified land to be brought forward, including land at the Northern Quarter. Diversification of provision through other sites, and step change in quality. Provision to include offices in exceptional location, and other B1 space. B2 and B8 mainly within existing employment areas. Development by public and private sector, with some advance infrastructure provision/ subsidy in AAP area. Includes financial support (HCA) for relocation and redevelopment for housing of one key site- funding and land acquisitions complete
Educational Provision	A new education and skills facility at the Northern Quarter, including the re- location of all or part of the FE college to improve provision especially for over 16s. Development by public body. Development could be phased, subject to infrastructure and availability of funding.
Town centre additional retail space	Up to about 2600m2 convenience and about 2300m2 comparison space primarily to attract trade now lost to the district. Development by private investor, throughout the plan period.
Town centre public realm improvements	Implementation of approved town centre enhancement scheme, partly developer funded- to make the centre more attractive for all users. Publicly funded improvements from early in period based on completed study- implementation commenced 2010
Tourism	New facilities in planned Northern Quarter include hotel and visitor provision
Recreation	As above, continued development of links for cycling and walking
Area Action Plan	To co ordinate proposals for the Northern Quarter which includes provision for education and skills, housing (approximately 175 units), employment- offices and industry (about 6.1ha), biomass plant and recreation/ tourism space and provision to enable the new mixed development which will stimulate the area's regeneration. The plan

1 Registered Providers of Social Housing, includes what were once known as RSLs

7 . Settlement Policies

Settlement and Subject area	Provision and implementation
	also delivers a new access to Cinderford. To be delivered in a phased manner with funding support from the HCA who own part of the site.
LYDNEY	
Housing	About 1900 new dwellings on sites already identified and within existing settlement boundary, (37% of district total) with related employment (see below) and neighbourhood centre. To include a new neighbourhood on allocated land and further mixed development elsewhere. All of the new East of Lydney site has outline consent, with contributions agreed. Part commenced (Mar 2011) and completion in 12/ 15 years.
Affordable housing	40% affordable housing sought on sites of over 10dwellings/ 0.3ha. Actual delivery now governed by consents that are to be implemented, including one with HCA support
Employment sites	About 30ha new land (already identified) to be used for employment, in addition to new uses and intensification elsewhere. New allocated land all well located for more diverse offer. At least 20ha is linked or adjoins the proposed new neighbourhood, about 5ha is to be provided as an integral part of the neighbourhood.
Town centre additional retail space	About 1500m2 comparison, about 600m2 convenience floorspace as a part of redevelopment of site(s) in town centre, to be refined through AAP process.
Town centre highway strategy	Implementation from developer contributions (part agreed delivery phased against East of Lydney new mixed development)
Town centre public realm improvements	Arising from developer contributions to revised highway strategy but may need additional funding
Tourism	Additional use of town by tourists is sought from connections which will be improved under AAP proposals between existing attractions (eg Harbour and Dean Forest Railway) and further development based on natural/ historic assets
Recreation	Increased provision and better connectivity arising from develop contributions and AAP proposals
Area Action Plan	To co ordinate the changes to the town and harbour area, and enable a different form of mixed development including employment. AAP will contain allocations for employment, leisure and recreation, housing and retail (within the town centre).

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Settlement and Subject area	Provision and implementation
COLEFORD	
Housing	About 650 new dwellings on new (already identified) sites and within existing settlement boundary (13% of district total). Development from existing committed sites throughout the period
Affordable housing	40% affordable housing sought on sites of over 10 dwellings/ 0.3ha.
Employment sites	About 6.8 ha of land already identified to be developed in addition to other sites within settlement for a range of employment.
Town centre additional retail space	Up to about 1200m2 convenience and 1300m2 comparision goods floorspace to be developed mainly on land presently identified for this purpose to provide greater range in the centre and retain/ clawback some lost trade from centres such as Monmouth
Town centre public realm	Some limited further improvements may take place, otherwise new development should provide better integration of the centre
Town centre other development	New mixed developments on sites currently in public ownership, following recent construction of new Enterprise centre
Tourism	Increased focus through marketing
Recreation	Continued provision and review, both for recreation and tourism
NEWENT	
Housing	About 350 new dwellings on sites within settlement boundary, including allocated sites (7% of district total). Site for 141 dwellings now under construction,
Affordable housing	40% affordable housing sought on sites of over 10 dwellings / 0.3ha
Employment sites	5ha of new land to be developed in addition to promotion of other employment uses within the settlement
Town centre additional retail space	Up to about 1300m2 convenience and 1200m2 comparison floorspace to be permitted as redevelopment within the existing centre to increase market share
Town centre public realm	Implementation of town centre enhancement scheme (part committed by s106 contributions now agreed, and public money which is available now)

7 . Settlement Policies

Settlement and Subject area	Provision and implementation
VILLAGES*	
Housing:	About 1212 dwellings on land identified for the purpose with consent or on small sites yet to be identified, principally within settlements (26% of district total). Implementation on a variety of sites throughout the plan period with need reviewed against commitments. The scale of development envisaged in the larger villages (expected to accommodate 13% of the total) is given below:
Tutshill and Sedbury	About 111 (18 committed March 2010) New dwellings within defined settlement, together with intensification to provide additional employment and other services
Bream	About 100(41 committed March 2010) new dwellings within defined settlement, employment on suitable sites and additional services especially in village centre
Drybrook	About 100 (19 committed March 2010) new dwellings within defined settlement, additional employment and services
Mitcheldean	About 101 (60 committed March 2010) new dwellings within defined settlement additional employment where it can be accommodated in existing sites and services
Newnham	About 65 (31 committed March 2010) new dwellings within defined settlement and additional services and employment
Whitecroft-Pillowell Yorkley	About 45 (16 committed March 2010) new dwellings within defined settlements improved services and additional employment
Lydbrook- Joys Green	About 82 (53 committed March 2010) new dwellings within defined settlement, additional services and employment
Affordable housing	40% affordable share sought on sites of over 5 dwellings/ 0.16ha, except Tutshill and Sedbury where the threshold is 10 dwellings and 0.3ha. Exceptions sites comprising only affordable housing will be permitted according to any local policy and policy CSP 5. Implementation throughout the plan period on a variety of sites.
Employment sites	Suitable sites identified, intensification, redevelopment and diversification will be supported on other sites that are well linked to settlements and services
Community facilities	Safeguarded where possible by policy CSP 8
Tourism	Promotion over whole area CSP 7
Recreation	Promotion over whole area partly in CSP 9

***see table below paragraph 7.65 for settlement hierarchy**

7 . Settlement Policies

Town Policies

Cinderford

A Town in the Forest

7.5 The strategy for Cinderford is to enhance the role of the town and expand the range of employment and services it offers. A new focus will be on improved educational provision, facilities for which may in part be delivered in a new area of mixed development. This new area will stimulate change over the rest of the town, and the district, while developing it in its own right as an exemplar site of mixed uses. At the same time additional housing will be constructed in accordance with identified needs and new retailing and enhanced facilities will be provided.

7.6 Cinderford has changed considerably in the last 30 years with the replacement of some heavy industries by a broader manufacturing base. Development of this and of some service based industries has continued albeit within the context of an overall weakening in the manufacturing sector. The District's widest range of traditional manufacturing units is found in the town, and close by is Vantage Point at Mitcheldean which offers both quality office space and also larger industrial units. The range of employment in Cinderford does however reflect the traditional, somewhat inflexible (and vulnerable) structure that this strategy is seeking to change.

7.7 The town centre has seen some investment in new housing and in retail and it has attracted some public finance for physical improvements. A new supermarket could, according to research recently completed [(2)] reclaim some of the trade currently lost to other towns. Whilst there may be scope for a major change of this nature, it has to be based on the overall improvement of the environment and of the town centre in general. Any new store must not harm the centre wherever it is located. Major physical improvements will take place and these will improve both the appearance and the way in which the centre itself functions. Public and private finance will be directed to these and other improvements. The planned Northern Quarter development, promoted under the Area Action Plan forms an integral part of the whole regeneration plan and the development there will complement rather than compete with the rest of the town.

7.8 Cinderford, together with the adjoining settlement of Ruspidge has a population of over 10 000 and serves a larger catchment (about 18000) including Drybrook, Littledean, Mitcheldean and Ruardean.

Cinderford town strategy-

The strategy is to create a major new focus for the town in order to provide a new stimulus and break away from slow incremental change. This will alter both the perception of the town and its function and appearance. It will increase its range of employment, broaden its service base and address the local issues of low educational achievement and deprivation. This will be done both by a widening of the range of opportunities on offer and by developing new housing, services, educational and skills facilities including the relocated college and employment. Critical parts of the strategy are the physical improvement of parts of the town, and developing its role, including

2 retail study GVA Grimley,2008 supported by survey of 2007

7 . Settlement Policies

that of the centre together with the adoption of a mixed development scheme for land to the north (the Northern Quarter) which improves the range and quality of development. Diversification of the existing employment will be encouraged and this (aided by the improved environment and availability of better sites) will include tourism. The strategy depends on making the most of the exceptional physical setting of Cinderford within the forest, and those buildings and features within the town that are of historical or architectural merit.

The role of Cinderford in the district context is for it to provide a focus for new development, especially retailing and employment and to provide improved educational facilities for the town and the surrounding area. New housing will be of mixed tenure according to need, taking advantage of well located sites close to the centre and the opportunities offered by new sites at St Whites Farm and on the Northern Quarter. The scale of change planned will ensure that it is complementary to rather than in competition with the other forest towns.

7.9 Under the old Local Plan, the objectives for Cinderford are unlikely to be met. A greater range of more innovative actions is therefore being sought. A comprehensive Business Plan has been prepared in parallel to the Core Strategy. It forms part of the context for the Area Action Plan for the Northern Quarter and will also guide the implementation of changes within the town centre. The Area Action Plan is the result of a great deal of consultation and partnership working and will be the primary conduit for the expenditure of a large amount of public money to be used for public infrastructure. It will enable private and other mixed funded development to take place. A major programme of development is planned for this area and a more detailed spatial context in the form of a masterplan has been prepared, This, the Area Action Plan, and the Core Strategy together will achieve the following objectives for the town which will benefit both the town itself and the wider area. [3]

7.10 The new uses that are planned include workspace, educational provision including a new college, improved community space, tourism/ recreation provision and housing. Some existing uses will remain within an improved environment. The quarter also contains attractive open space and is of some historic and ecological importance, although much is under used previously developed land which does not realise its full potential. The site will itself have better and more attractive access which will also serve as improved links to the existing town. Its development should have a wide impact and go a long way to achieve the re emphasis needed in Cinderford. The proposals will be implemented in part by providing infrastructure from public money including contributions from the Homes and Communities Agency. The project along with other regeneration proposals for Cinderford is the Council's first priority in the County wide Local Investment Plan and much preliminary site work has been undertaken.

3 See Cinderford AAP, background and evidence base

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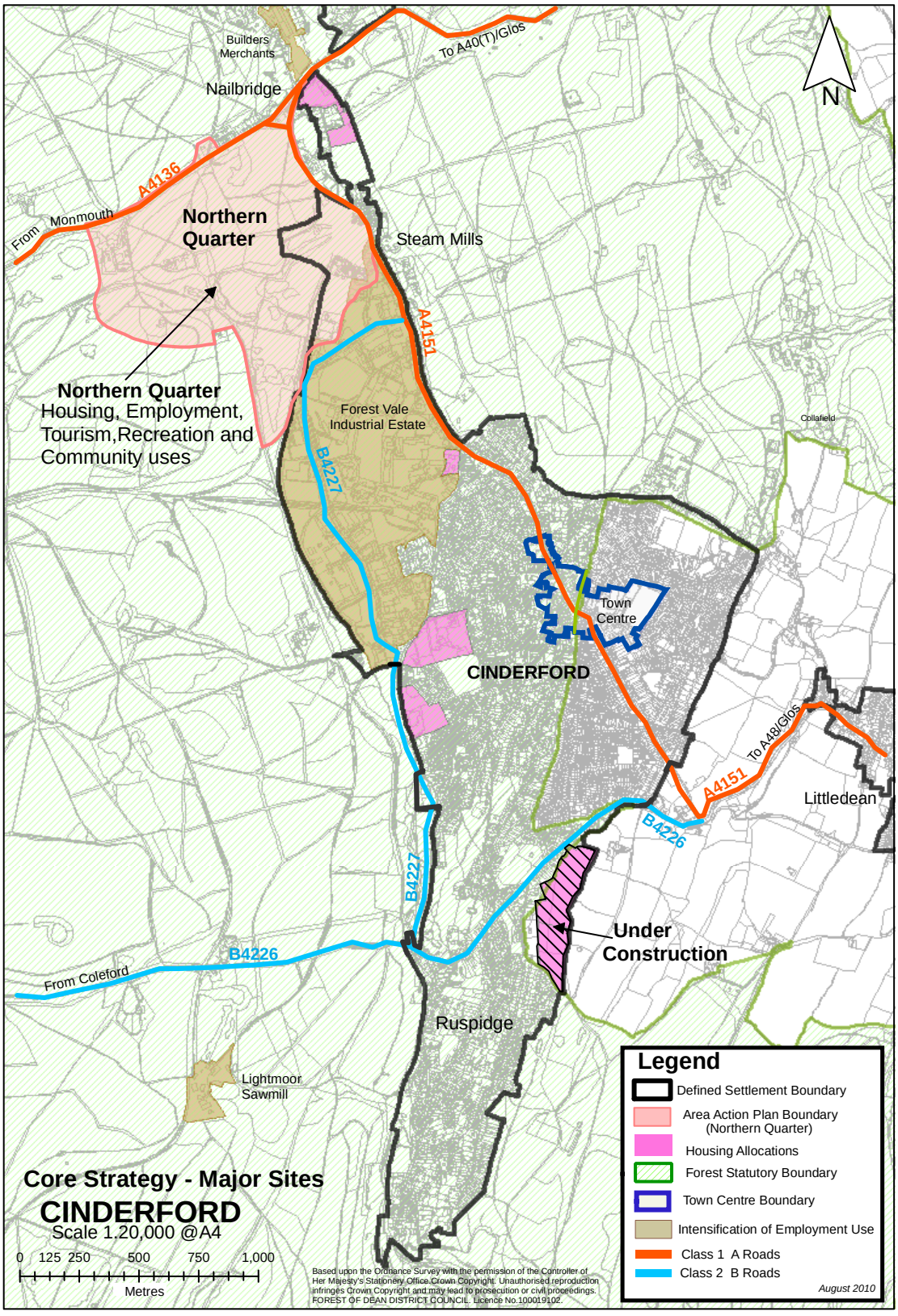


Note "Community Uses" in northern Quarter includes College.

7 . Settlement Policies

7.11 The Core Strategy's aims and objectives for Cinderford are as follows:

Sustainable development

- Raise the town's profile by making Cinderford a model of sustainable new development, serving the Forest of Dean.
- Ensure new development uses resources efficiently, providing the impetus for change and leading by example under the guiding principles set out in the Core Strategy. Where possible it will retain and enhance buildings, groups of buildings or other features that are of historical importance especially where these contribute to the character of the town.

Education

- Ensure that Cinderford has access to education and training which enables better educational attainment
- Provide local vocational training, retain or improve access to secondary/ tertiary education
- Focus on the Northern Quarter with development of a new college

Employment and skill levels

- Stimulate economic development which raises the skills level of the local workforce, providing higher skilled and higher paid employment.
- Provide a wider range of employment and training opportunities.
- Improve the quality of the built and natural environment for business growth and investment.

Housing and affordability

- Deliver new housing on a variety of sites to suit local needs. The Core Strategy will enable a number of housing sites to be delivered including several on previously developed land. Affordable housing will be expected as a 40% share of all eligible sites. New mixed developments will be established and the relocation of some businesses will free up important sites.

Town centre

- To enable the rejuvenation of the town centre by the implementation of the business plan, and by using public and private investment to make the centre more attractive for all users, using environmental improvements (including public art), whilst taking advantage of new retail and other proposals.
- To broaden the service base of the town centre and its cultural role and enable new retail development which will increase the town's market share of both convenience and comparison goods.
- To protect the vitality of the centre by safeguarding the retail core

Community facilities

- To provide significantly improved community facilities, to serve both the local population and also a wider catchment area.

7 . Settlement Policies

Transport and access

- To provide better road, pedestrian, cycle and public transport facilities improving access to, and within Cinderford. Currently road access for heavy traffic to the town is poor, and the routes into the town and its main employment area are not attractive. It is intended that this will be improved by physical improvements which may also form part of the new network serving the Northern Quarter.

Built Form

- To improve the built form in the existing town and adopt a high standard of design in the Northern Quarter. To raise the profile of design within the area by the use of high quality innovative and traditional materials

Policy CSP. 10

The Core strategy will bring about major change in Cinderford, to establish a more sustainable and economically diverse town using a new mixed development as a focal point for change which will be complemented by improvements in the town centre and other areas. It will:

- Provide for about 1050 dwellings over the period to 2026; and a total of 60% to be developed on previously developed land. On eligible sites (over 10 dwellings/ 0.3ha, a 40% share of affordable housing will be sought).
- Enable about 26ha of employment generation uses to be developed, including sites for a college, recreation/tourism/leisure, a biomass plant, office (B1) accommodation, and other uses centred around a new Northern Quarter mixed development.
- Support the continued redevelopment of the town centre, to bring improved facilities, including retail outlets, with up to about an additional 2600m2 convenience and 2300 m2 comparison floorspace, public space and cultural facilities.
- Enable the re modelling of parts of the centre to improve its attractiveness and ease of circulation;
- Protect the retail core from other uses.
- Ensure improvements in the urban fabric throughout the town.
- Improve educational and training facilities especially for the post 16 age group.
- Enable the development of a new access to the Northern Quarter.

*see Core Policy CS5

Policy CSP. 11

The Cinderford Northern Quarter will be allocated as an area for mixed development to lead the regeneration of the town. Land will be set aside for approximately 175 dwellings, about 6ha of employment generation uses and about 3.5ha for mixed uses. These will include cultural, educational and recreational provision together with ancillary service space. All will be set within the forest environment and will lead on innovation, design and energy efficiency.

7 . Settlement Policies

7.12 The implementation of the Core Strategy in respect of Cinderford is intended to benefit a wider area than just the town. The Local Plan, the LDF which will replace it and the national policy all see sustainable economic growth as critical and favour town based strategies. Development including regeneration is in the interests of the town itself. Funding is being or has already been secured for the delivery of much of the change needed and this will result in an enhancement of the town and especially the town centre together with the development of the Northern Quarter. A comprehensive public realm town centre improvement scheme has been designed and the first phases will be implemented early in the plan period. This includes some traffic management measures such as introduction of a 20mph zone. Other potential projects include the refurbishment of the Miners Welfare Hall, which will act as a focus for cultural and social activities. All of this is a vital component of the changes proposed. The retail core will be protected and will be reviewed in the allocations DPD with a view to ensuring that it is able to accommodate the range and quality of premises that is desirable. Better infrastructure is of key importance and the development of a better route between the A 4136 and the remainder of the town is considered essential. A route has been safeguarded in highway schemes held by the County Council for a number of years but it has been re examined and an alternative will be delivered as part of the AAP and masterplanning exercise.

7.13 A strategy to make the town more attractive and to provide a wider and higher quality mix of jobs, including service jobs has evolved. [(4)] As part of the response to the need to raise the level of educational attainment in the district, a new site for educational use (college) is identified at the Northern Quarter. The strategy will also support the evolution of the current secondary school provision in the area to better meet the needs of the locality and this may include the use of new sites (eg the Northern Quarter or changes to existing ones). Space for manufacturing will still be required, and land is available in the existing employment areas. Further capacity can be released with the re-development of certain employment sites and some new provision. New housing will be provided on a variety of sites, including some of those previously allocated in the Local Plan and others in the Northern Quarter. The approximate number of new houses to be provided throughout the town will be 1050 by 2026.

7.14 The strategy will allow opportunities within the town to be maximised but will equally restrict its outward expansion into the forest (except in the Northern Quarter) or onto agricultural land. Maximum use can continue to be made of previously developed land but the supply of such land is limited. New employment opportunities demand a variety of sites, including land which is at present undeveloped. Sites will be made available as part of a coherent masterplan and they will be protected from other uses such as housing by being allocated.

7.15 The Northern Quarter Area Action Plan, covering the area of the above strategic allocation, is a delivery plan for the area where most change will take place. It and its accompanying masterplan will provide not only the spatial planning (LDF) detailed context but also the technical information to support the changes that will occur and show how they will be implemented. It will provide a common design code. This will provide greater certainty to ensure that the schemes concerned can be delivered. Although the Northern Quarter is itself a part of Cinderford, it is separated from the main residential areas and the town centre by an industrial estate. Care will be necessary to ensure that there are linkages in place between the mixed uses of the Northern Quarter and the rest of the town so that it provides the maximum benefit for the whole town.

4 Business Plan, 2007 Halcrow

7 . Settlement Policies

outcome

7.16 The realisation of the plan for Cinderford will see it as one of the three cornerstones of the spatial strategy for the south forest, with a much improved offer (in terms of retailing and other facilities) in the town centre, and a lower percentage of the employees having to leave the area for work (either permanently or on a daily, commuting, basis). The population will have a higher level of educational attainment. All this will be achieved alongside the retention and enhancement of the quality environment and with major improvements to the town which will enhance existing features and buildings worthy of retention. The changes must be commenced in the short term and will continue into the middle and later period of the Core Strategy.

7.17 The delivery of the strategy for Cinderford depends on public sector investment. Cinderford is a priority in the Local Investment Plan. In addition public sector support is committed for the town centre. Some developer contributions will be necessary and notable amongst these will be the support for the town centre public realm improvements and work to ensure that the planned new retail space functions as an integrated part of the centre.

7.18 The Area Action Plan is expected to be implemented throughout the plan period, and will be phased so that development can commence around the periphery of the area. The Homes and Communities Agency are already major land owners and privately owned allocated sites elsewhere are able to proceed in the short term with assistance now committed. Details of phasing and delivery will be contained within the AAP itself.

Alternatives considered

7.19 One of the options examined for this LDF and discounted was one where the current low rate of change and limited level of public sector intervention continues. Being heavily reliant on the market and not involving major planned public finance, the result would be a steady decline in the fortunes of the town due to the continued loss of employment and wealth. Cinderford and the district as a whole would be further disadvantaged by this and by the probable decline in services and also confidence. A lack of investment in education would disadvantage the whole forest. The published Cinderford Business Plan contains further details and justification for the approach chosen. Wider options proposed for the Core Strategy as a whole could have an impact on the proposals for Cinderford by diluting their effects due to dispersal rather than focussing development where it can be most beneficial.

Lydney

A town by the Severn

7.20 Lydney is the most accessible and and has the most potential for change of the four towns in the District. Its role serving the south forest will remain but from an increased service base with improved facilities and greater attractiveness for new investment. Lydney will accommodate the new neighbourhood east of the present town, see improvements in the centre and the re creation of the links between the town and the harbour and promoting new mixed development along that axis. This will increase the town's critical mass and help support both the existing and an improved service base. The scale of development planned will have a real impact in supporting the services and developer contributions (including those already agreed) will support the town generally.

7 . Settlement Policies

7.21 Lydney town has expanded over the last 30 years against the steady decline of its manufacturing industries that were a staple. Some new employment space has been built and there has been a degree of refurbishment of some of the older industrial buildings. Access is generally good although the main road through the centre is often congested at peak times. The scale of expansion that is planned in Lydney approximately equals that in the other three towns taken together. This is a reflection of the scale of opportunities and also the level of constraints at the the other three locations.

7.22 The town centre, part of which is within a designated Conservation Area has seen some recent investment both in new retail premises and refurbishment. It is quite elongated, extending from the Cross, east along the main streetfor almost a kilometre. The main supermarket is relatively close to one end with the main shopping area at the other. The range of shops is as good or better than the other three towns. Its main competitors are Chepstow and other forest towns at a local level with larger centres of Gloucester, Bristol and Newport within easy reach. The retail offer does not cater for visitors or provide much in the way of convenience goods. Improvements to the quality of the centre and modest changes to include additional retail space are planned in this strategy. These will occur as the town itself expands with the planned new neighbourhood to the east.

The Core Strategy depends on Lydney as the town with the greatest opportunity for change and the scale of new development planned will reflect this. It is able to offer a range of services, including access to the rail network which can in turn be further supported and improved by new employment and housing. Changes that do occur, principally the new neighbourhood to the east and the proposed changes along the harbourside, will enhance its function and must provide a greater degree of self containment. In addition to the Core Strategy, it is intended to prepare an Area Action Plan to act as a development brief and delivery mechanism for changes to the area from the harbour to the town centre. This will address the connection between the harbour and provide scope for new mixed uses.

The scale of the changes planned will not be sufficient to alter the complementary relationship between the forest towns, though increases in population, employment and visitors to Lydney will benefit the area and the town directly.

7.23 Land to the east of the town is identified for a major mixed development. The implementation of this is expected to commence early in the life of the Core Strategy and is expected to take more than ten years. It will provide employment and housing together with a neighbourhood centre. In addition improvements to local schools, public transport and the highway network will be delivered as the development takes place. While these are necessary for the development itself, they will benefit the rest of the town. A new primary school will be constructed if required in the later phase of development.

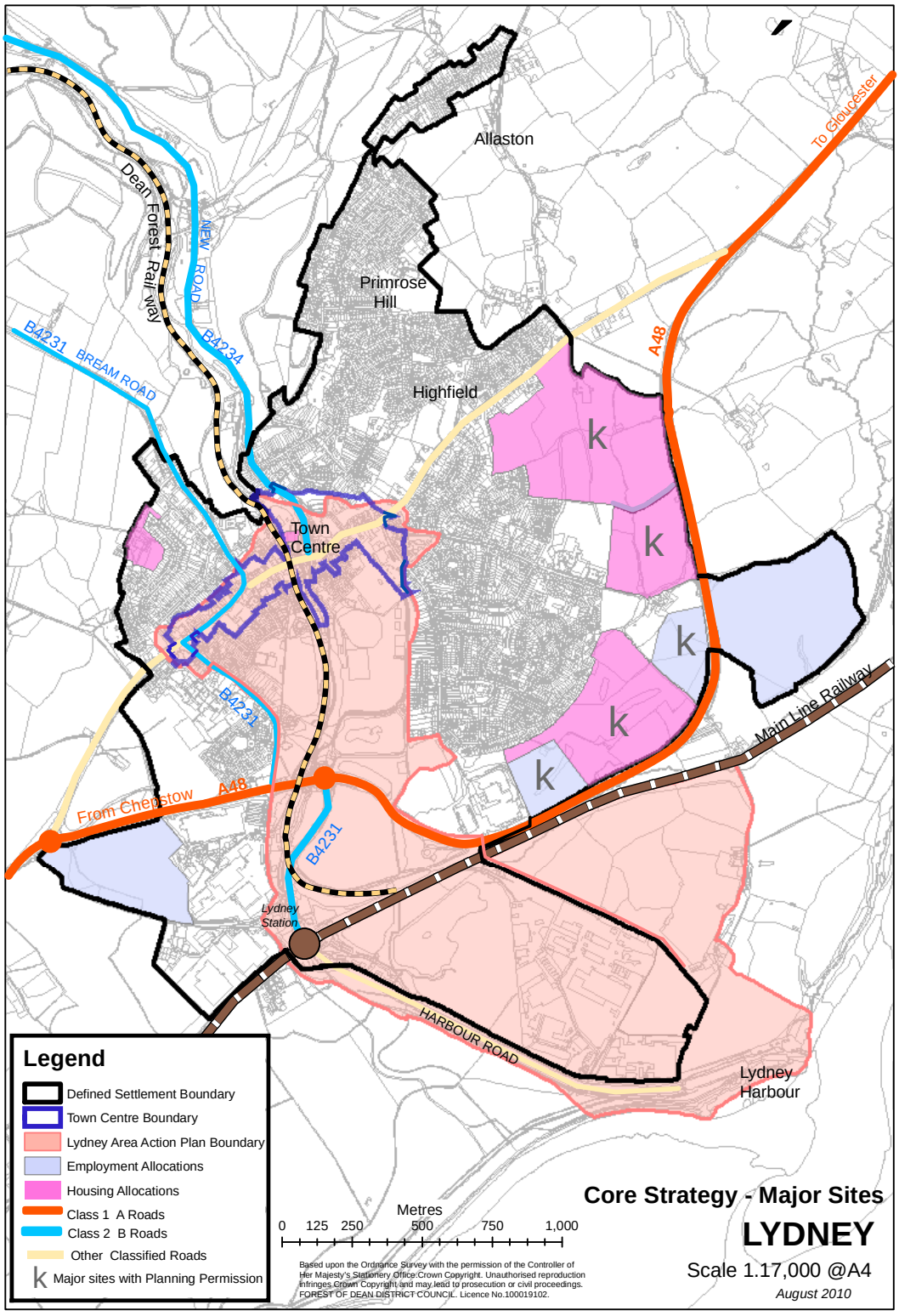
7.24 The intention is for the employment to be mainly B1.B2 and B8 uses. This is important for the future of the town and the supply of good quality space, such as can be provided here, has in the past been very limited. A considerable quantity of land in attractive locations is available, maximising the marketing potential of the town. Diversification into other employment uses can be considered, especially for sites that are in prominent locations, although they should not compete with the town centre. There is however a need to retain and promote a range of locations and sites in order to cater for the continued health of the manufacturing sector. Lydney like the other forest towns is in competition with other centres, some of which can provide locations which are more attractive to

7 . Settlement Policies

business (eg Gloucester) and some of which can provide subsidies with which the Forest of Dean cannot compete (eg south east Wales). This further justifies the aim of the strategy in broadening the economic base. One way it can do this is to use the town's natural assets to attract development. This will then help through the changing perception of the town and the availability of quality sites. It is expected that areas within the AAP area will be especially suitable for uses new or presently under represented in the town which will broaden its economic base.

7.25 The implementation of change in Lydney is expected to run throughout the period to 2026 and possibly beyond. The first major changes are likely to be the implementation of the new eastern neighbourhood, but will take well over ten years to implement. The AAP area is expected to develop over a long period, with some early changes in the town centre. Its implementation will be assisted by public investment but much will depend on private developers.

7 . Settlement Policies



7.26 The Core Strategy's objectives for Lydney are as follows:

7 . Settlement Policies

Sustainable development

- Promote Lydney in a sustainable manner as serving the Forest of Dean, gaining maximum advantage from its location.
- Contribute to the overall sustainability of the district by complementing the function of the other towns.
- Recognise that the town offers the greatest level of opportunity for change and to plan and promote and accommodate new development accordingly.
- Ensure new development uses resources efficiently, by following the guiding principles set out in the Core Strategy and elsewhere.
- Enhance the character of the Conservation Area and the setting of buildings or other features of historical importance.
- Ensure that proper account is taken of flood risk and that new development is not put at risk nor puts existing development at risk.

Employment and skill levels

- Stimulate economic development providing higher skilled and higher paid employment.
- Provide a wider range of employment opportunities and to develop these at the same time as the major housing sites.

Education

- To enhance provision in the town, especially where access is difficult and to ensure that the needs of the community are met as it continues to develop.

Town centre

- To improve the physical environment of the town centre and provide opportunities for additional and improved retail uses in suitable premises, focusing on key sites. To reduce the impact of through traffic.

Tourism and recreation

- Continue to improve the town's role in providing opportunities for recreation and tourism development based on the historical and natural attributes of the harbour, the dock and Dean Forest Railway. Ensure that these compliment the town providing an improved environment. Encourage greater use of the town centre by visitors.

Housing and affordability

- Deliver new housing on a variety of sites to suit the local needs. The Core Strategy will enable new housing to be delivered principally on land to the east of the present town. Redevelopment opportunities that can provide additional housing in support of mixed development will be promoted elsewhere especially through the AAP. Affordable housing will be expected as a 40% share of all eligible sites.

Community facilities

- Provide significantly improved community facilities, to serve both the local population and also a wider catchment area.

7 . Settlement Policies

Transport and access

- Provide a better environment especially for the town centre including the bus station. New highway building and environmental improvements are part of the Lydney highway Strategy. Key elements of this are to be delivered as part of the east of Lydney development. This will result in a better town centre environment and will therefore support the wider objectives of the strategy. Optimum use should be made of the railway station which should offer improved facilities including parking, and the Dean Forest Railway. In the longer term the possibility of rail freight will be examined. New development will be required to take advantage of the town's access to the rail network and to contribute to the overall highway strategy and other necessary improvements.

Natural Environment

- Make best use of the natural environment with new development that is compatible with and protects it while also benefiting from the setting offered.

Policy CSP. 12

In order to enhance the role of the town, the Core Strategy will support the proposed development of the land east of Lydney for a new neighbourhood and will promote a new mixed development including amenity land along the axis between the harbour and the town centre. The development of the town centre including improvements following the implementation of the highway strategy and the improvement of key retail sites will be supported.

This will:

Enable employment generating uses to be developed, including about 15ha at Hurst Farm and about a further 5ha as part of the east of Lydney neighbourhood, and about 7ha at Mead lane.

Provide for about 1900 new dwellings over the period to 2026, and make maximum use of previously developed land. On eligible sites (over 10 dwellings/ 0.3ha, a 40% share of affordable housing will be sought*).

Improve the town centre and develop up to about an additional 600m2 convenience retailing and about1500m2 for comparison goods principally within the south eastern part of the town centre.

Encourage greater service provision and improved facilities to serve the town

*See Core Policy CS5

Policy CSP. 13

Within the area of the proposed Area Action Plan, a new mixed form of development will be promoted, using mainly under utilised land and redeveloping or adapting redundant buildings to form an area between the Harbour and the town centre containing recreation, employment and housing together with links to an improved town centre and the existing and new public recreation

7 . Settlement Policies

spaces. The plan will include proposals for improvements to the mainline station. Land within this area will be allocated for up to 200 dwellings, mixed employment, recreation and tourism/leisure uses together with retailing (at the town centre).

7.27 The development of Lydney is critical to the district as a whole. To rely on incremental growth in the (often declining) sectors present in the town's economy and to not intervene in the town centre would result in a declining town and one that could not support the wider area in the manner envisaged. The LDF and the Local Plan before it identify the town as having the greatest potential for change. This must be managed so that the net result is a town with a better service base, a greater range of employment and an improved environment. The use of the natural assets including the harbour will enable the town to be more distinctive and will attract visitors and tourists (the dock itself having been greatly improved in recent years already does this). Plans are being developed for improvements in the centre which will take place as the planned highway strategy is implemented.

7.28 The Local Plan strategy is one of promoting the sustainable change in the south of the District recognising the role of the three towns together. A similar but more comprehensive approach is contained within the Core Strategy. Within it there must be a concentration on the most sustainable locations, namely the three southern towns. Lydney is relatively unconstrained when compared to the other two towns and has the best access of the three. In addition to land currently identified, further opportunities as part of the AAP related mixed development and other sites within the built up area can be developed. Beyond that, and with the possible exception of a modest additional development to the east of the town, there are only limited opportunities for further expansion. There is both the scope and the need for additional attractive sites to be made available for employment and approximately 40% of the land identified for this purpose is at Lydney. This is matched by about 37% of the expected new housing, together with the expectation that in the longer term a similar emphasis will be maintained. There is sufficient capacity to enable further limited growth including some redevelopment and modest expansion.

7.29 About 1660 dwellings are expected to be completed as part of the new neighbourhood to the east of Lydney, this being an allocation originally made in the Local plan for about 1250. It will be developed over a period of at least 10 (probably more) years. Changes in density which have increased the numbers are mainly due to the impact of PPS3, and are subject to a satisfactory design being able to be accommodated. In addition a permission including a large percentage of affordable housing on a site previously allocated for employment is now being implemented. The eastern neighbourhood includes a local centre to be built in phase with the remainder of the site. Other housing will be provided throughout the town on smaller sites, including redevelopment opportunities. Within the AAP the mixed form of development that is being promoted will include some housing. This will be on previously developed land and will need to be highly sustainable with possible inclusion of live work and other forms of more innovative housing.

7.30 The identified employment land will be taken up during the plan period. This includes about 24ha available for B1,B2 and B8 uses east of the town (at least 5 ha is only suitable for B1). In addition, an identified site at Mead Lane will be expected to be developed. A broader range of employment uses will be promoted elsewhere (including within the AAP). Uses which conflict with the broader aims of economic regeneration and could harm the town centre will not be permitted [(5)]. Tourism and recreation related uses will be encouraged in connection within the AAP area with the emphasis being placed on the quality of the development.

5 GVA Grimley 2008 retail study

7 . Settlement Policies

7.31 Although there is possibly a case for the re modelling of stores, indications are that there is unlikely to be major scope for additional convenience retailing in the town, though a modest increase will be planned. There is however a case for improving the 21% share that Lydney currently has of comparison goods. This needs to be addressed by the identification of land, in the best possible location and the most suitable area for such intensification is the corner of Hams Road and Newerne Street.

Outcome

7.32 At the end of the plan period, Lydney will be a larger town with the completion of the expansion to the east, at least as it is currently envisaged. New employment areas and a neighbourhood centre will be an integral part of this. A re-modelled school and other community facilities will complete the new neighbourhood which will be well connected to the existing town, with walking, cycling and bus routes. Increased use will be made of the railway links from the town. As a result of the Area Action Plan major changes will be substantially complete in respect of land along the harbourside and between the town centre and the station. This area will contain a variety of mixed uses with the emphasis on different forms of employment and will cater for recreation and tourism. Businesses related to the harbour will feature strongly in the overall mixture and the station will be improved. The town centre will be a more attractive one with much of the through traffic being diverted away from the main shopping area.

7.33 Unlike Cinderford, much of the implementation for the strategy for Lydney will be solely through private sector actions. The development to the east of the town will provide additional employment land and local facilities. It will contribute to the highway strategy, and will fund some transport improvements. The harbourside part of the AAP has attracted some developer interest, and this should enable the implementation of the AAP in a phased manner. This interest has been greatly encouraged by the recent work on conservation and improvement of the harbour. Further changes in the town centre that occur will be largely the result of private sector investment in the improvement and consolidation of sites.

Options considered

7.34 One of the options considered during the development of this LDF was one where the current rate of change and (low) level of intervention continues. This is implied by those proposals that suggest a more even distribution between the towns. The result of this would be a steady decline in the fortunes of the town due to the continued loss of employment and wealth. The reduction in the scale of new development was considered. This would result in a very much smaller new development to the east of the town, unable to support the neighbourhood centre or other central functions. A smaller development would bring lower levels of contributions to support highway strategy. Implied in this option would be either a much lower overall rate of new housebuilding or a greater dispersal to other sites elsewhere in the district. The majority of the other potential sites beyond those in the preferred option, are neither as sustainable nor are they proven to be available. To reduce the overall rate of new build would seriously reduce the supply of affordable housing. Given the fact that there are now permissions covering the majority of the planned housing development at Lydney (including those granted on appeal), there is only limited scope for reduction of the scale of development. Further decline in the quality of the environment, one consequence of inaction, (especially in the older industrial areas) would result as there is little or no demand for older manufacturing space of the type found in parts of Lydney. Lower levels of overall activity would reduce the supply of more up to date business accommodation, and any likely locally generated demand.

7 . Settlement Policies

Coleford

Coleford a market town for the Forest

7.35 Coleford will continue to serve its current area of influence, and will develop better facilities in its centre, some additional housing and employment out of the centre will be built but the emphasis will be on the provision of services and the town's role as a service centre for residents and tourists. Increased retail provision and other services will benefit the locality without detriment to the district or its other towns.

7.36 Coleford has changed considerably in the last 30 years especially in the town centre. Development of some new service industries has continued within the context of an overall weakening in the manufacturing sector. The town has a wide range of employment but not of a scale found in Lydney or Cinderford. It is less accessible than Lydney or Cinderford particularly for heavy goods vehicles.

7.37 The town itself and the settlements which form a clockwise arc from Berry Hill in the north to Milkwall in the south are included under the LDF definition of Coleford. These are mainly separated from Coleford town by an open and quite visible expanse of land which is an important feature of the local landscape.

7.38 The town centre has seen some investment in physical improvements, especially in the Conservation Area, attracting public finance. Some new housing and retailing has been completed.

7.39 Coleford, together with the adjoining settlements has a population of over 10 000 and serves a slightly larger catchment.

The strategy is to support the town and to increase its range of employment, including tourism enterprises and to widen its service base. This will be achieved both by a widening of the range of opportunities on offer and by developing new housing and services.

7.40 Coleford is well placed to serve as a centre for local tourism. It has an attractive centre capable of some additional development which can claw back some of the trade leakage presently experienced. It is not as well placed for access by heavy transport as Lydney or Cinderford and is more constrained in terms of land for major new development. Land is in limited supply and the setting of the town and its surroundings need to be protected from inappropriate development. The town is well located to benefit from tourism, being close to the Wye Valley and the Forest of Dean, and close to a number of its main attractions. While it remains important as one of the forest towns the opportunities for change are not of the same scale as in Lydney or Cinderford. As a consequence a slower rate of change is proposed for Coleford, with the emphasis on improvements in the centre and on the range of services, including those related to tourism.

7.41 A new enterprise centre has been recently completed in the town centre, funded in part by the RDA. In addition, the present site identified for retailing in the town centre is still considered appropriate. Elsewhere it is planned to provide new housing and employment opportunities for the local area, some of which will be redevelopments. Two key sites in the centre are currently owned by the District Council and will be promoted for mixed uses early in the plan period.

7.42 The Core Strategy's objectives for Coleford are:

7 . Settlement Policies

Sustainable development

- Promote sustainable development in Coleford and to retain its role as one of the four towns serving the Forest of Dean, with an emphasis on service provision.
- Ensure new development uses resources efficiently, by following the guiding principles set out in the Core Strategy.

Employment

- Provide a wider range of employment opportunities, including service employment .

Tourism

- Improve the attractiveness of the town for tourists and to encourage tourism based enterprise and employment.

Housing and affordability

- Deliver new housing on a variety of sites to suit the local needs. These will be based on the present Local Plan allocations. The constraint on development in Coleford previously imposed by the lack of foul drainage capacity has now been removed. This constraint limited development until its removal in June/ July 2011 but did not prevent one of the major allocated housing sites (Angel Farm) from being commenced. The Core Strategy will support housing on previously developed land and on sites close to the town centre. Affordable housing will be expected as a 40% share of all eligible sites.

Town centre

- Improve the range and offer in the town centre, through the development of land identified in the Local Plan and to provide for the continuing needs of the community as changes take place (including the redevelopment of the former community centre).
- Retain and enhance the character of the town centre, especially the Conservation Area.

Community facilities

- Provide an improved range of facilities especially in the town centre.

Transport and access

- Provide better road, pedestrian and cycle access both to, and within, Coleford. Make improvements to public transport where they can be made.

7 . Settlement Policies

Policy CSP. 14

The Core Strategy will in Coleford:

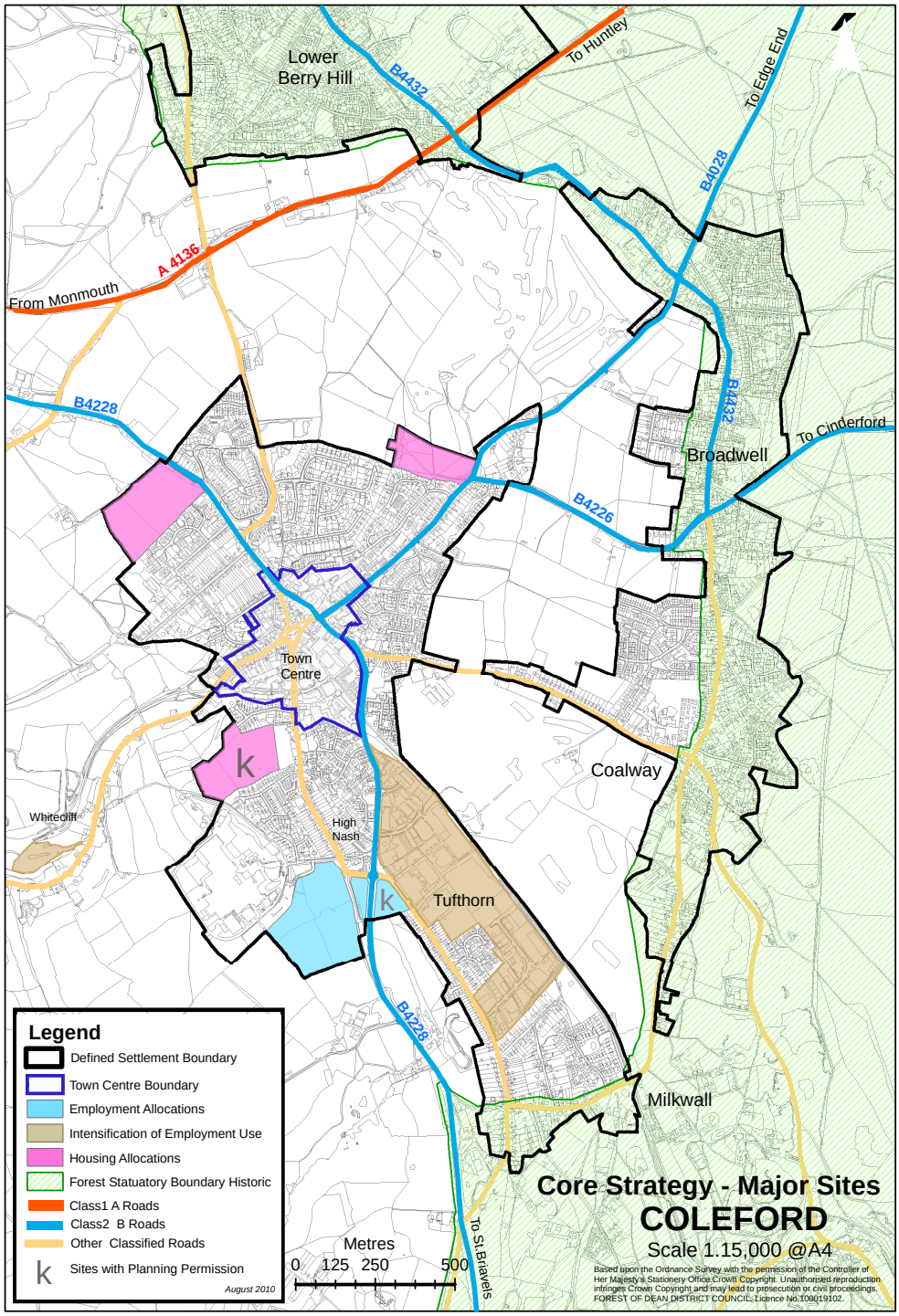
Provide for about 650 new dwellings over the period to 2026, On eligible sites (over 10 dwellings/ 0.3ha, a 40% share of affordable housing will be sought). whilst maximising the use of previously developed land.

Enable 6.8ha of employment generation uses to be developed, including service provision and continue to support the development of tourism facilities or accommodation.

Support the continued redevelopment of the town centre including areas for mixed uses and further retailing (up to approximately 1200m2 convenience and about1300m2 for comparison goods).

*see Core Policy CSP5

7 . Settlement Policies



7.43 Coleford and its surrounding settlements form the third of the Forest towns which have a close inter relationship. The strategy is one of promoting the economic regeneration of the south of the District recognising the role of the three towns together. Within it there must be a concentration on the most sustainable locations, namely the three towns. Coleford is smaller than either Cinderford or

7 . Settlement Policies

Lydney and is close to Monmouth and Ross which are its principal competitors. The LDF strategy is to support the role of the town and for the town to support the area generally, principally through its service role. It is geographically well placed to serve as a centre for tourism and recreation.

Outcome

7.44 Under the LDF, Coleford will continue to evolve and will have a town centre which is able to retain more trade and offer a better service base. Both public and private investment will result in major changes to the centre some of which are currently under way. The town is however vulnerable to competition which could come from other centres within the district. Elsewhere further mixed employment and some new housing is expected, mainly based on the Local Plan allocations. The town will continue to be the focus for much of the area's tourism activity.

Options considered

7.45 The potential for additional growth in the Coleford area was one of the options suggested during the initial consultation. Additional employment opportunities have also been suggested. The landscape and land availability considerations which apply to the Coleford area mitigate against major change. Access for some types of business is not as good as to Cinderford or Lydney. The present drainage constraints mean that for Coleford town itself major change depends on further investigation and action by the utility company.

Newent

Newent- local centre for the north

7.46 Newent will continue as the market town serving the north of the district, with some additional housing and employment along with increased shopping provision. Tourism will also be promoted as part of the development of the town.

7.47 The town has expanded significantly in the last 30 years and continues to be a focal point for the north of the district. It does however exist within the shadow of Gloucester and also to a degree, Ledbury and Ross. In terms of commuting to Gloucester it loses a greater percentage of its population each day than the other towns in the District. Development of some new industries has continued within the context of an overall decline of the manufacturing sector. The town has a modest range of employment not of the scale found in Lydney, Cinderford or Coleford, partly reflecting its smaller size and partly its location and history.

7.48 The town centre has seen some investment in physical improvements, attracting public finance and in new housing and retailing. There are further plans to make improvements to the centre and at present there is a considerable amount of redevelopment under way on some key sites.

7.49 The town has a population of just under 5000. Its catchment is about twice this number. Despite this only about 2.7% of the population of the district do their main food shopping in Newent, compared with 14.5% for one store in Lydney [(6)].

6 GVA retail study 2008 app1

7 . Settlement Policies

The strategy is to support the town and to increase its range of employment, to widen its service base. At the same time, limited new housing will be promoted, in order to provide for local needs without encouraging increased commuting.

7.50 An active local partnership exists and is currently promoting improvements in the town centre.

7.51 The Core Strategy's objectives for Newent are:

Sustainable development

- Promote the role of Newent in a sustainable manner whilst retaining its character and in particular that of its Conservation area and listed buildings.
- Ensure new development uses resources efficiently, by following the guiding principles set out in the Core Strategy.

Employment

- Provide a wider range of employment opportunities.

Tourism

- Improved facilities will be promoted in Newent in keeping with the strategy for the district as a whole.

Housing and affordability

- Deliver new housing on a variety of sites to suit local needs. The Core Strategy will support housing on previously developed land and on one large site (off Onslow Rd) close to the town centre. Affordable housing will be expected as a 40% share of all eligible sites.

Town centre

- Improve the range and offer in the town centre, and provide for increased retail space within the existing centre, to provide for the continuing needs of the community as changes take place. To retain and enhance the character or the town centre, especially the Conservation Area.

Community facilities

- Provide an improved range of facilities especially in the town centre, allowing the needs of education and health to continue to be met.

Transport and access

- Provide better road, pedestrian and cycle access both to, and within, Newent.

7 . Settlement Policies

Policy CSP. 15

The Core Strategy will:

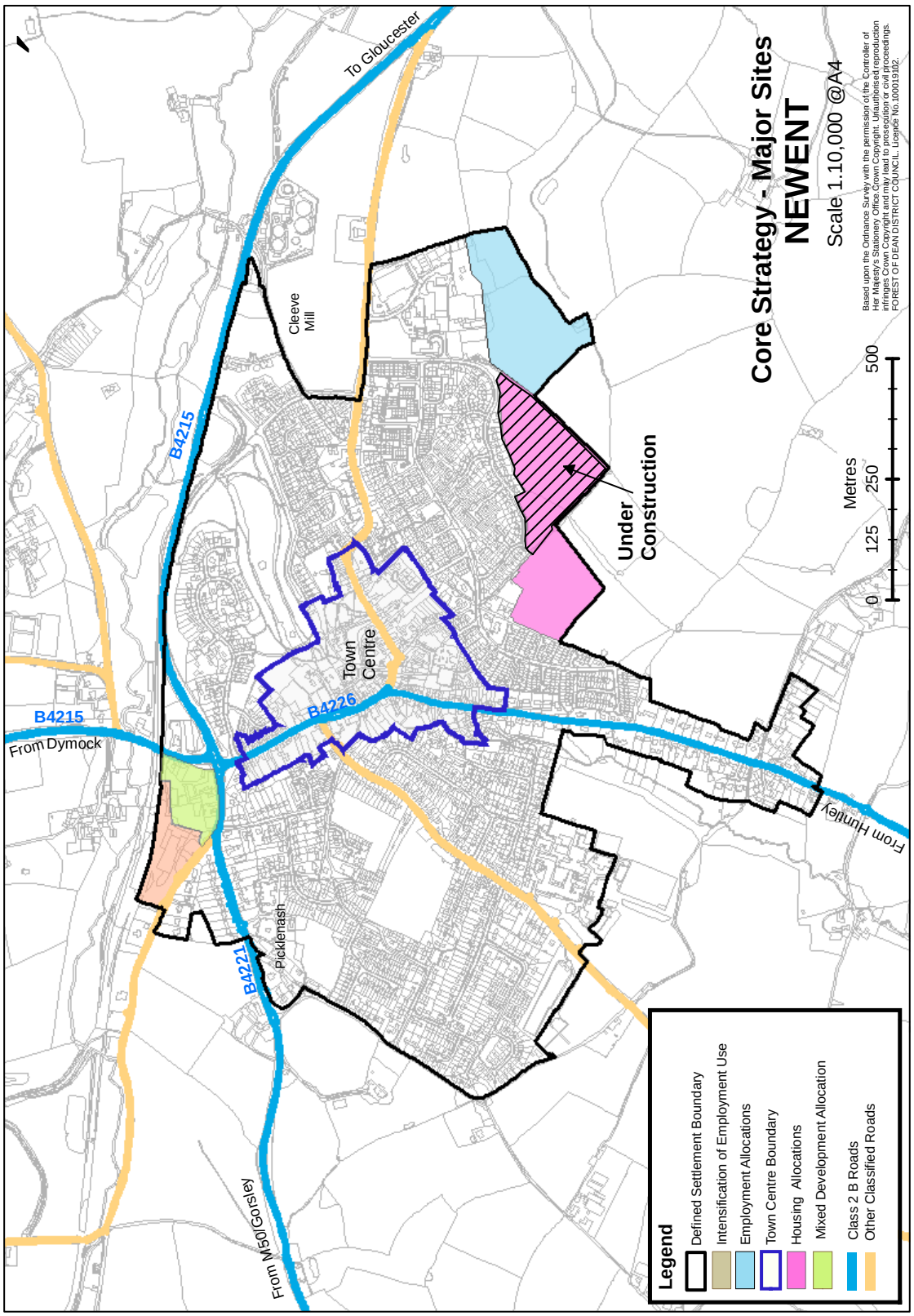
Provide for about 350 new dwellings over the period to 2026, On eligible sites (over 10 dwellings/ 0.3ha), a 40% share of affordable housing will be sought). Additional housing beyond this level will only be permitted on small unidentified sites and suitable previously developed land within the town.

Enable about 5ha of employment generation uses to be developed

Support the continued improvement of the town centre allowing further retail and service provision.

*See Core Policy CSP5

7 . Settlement Policies



7 . Settlement Policies

7.52 New housing in Newent will continue to be provided to the approximate level envisaged in the Local Plan but over a longer period. Significant increases in the number envisaged will not be supported as the primary aim is to provide for local needs and to not add to the level of out commuting. In the event of figures continuing to suggest that no additional housing is needed, only small additional sites and infilling will be supported at Newent. Employment growth in keeping with the present allocations and modest expansion beyond on suitable sites will be encouraged.

7.53 Physical improvements to the town centre will improve the environment and additional shopping will be encouraged. Designs are completed for a comprehensive improvement scheme which will be progressively implemented.

Outcome

7.54 At the end of the plan period, Newent will be a vibrant market town, with an attractive centre and some additional employment in the centre and elsewhere. It will continue to be an important local centre and will be able to attract shoppers, re-capturing some of the trade presently lost to surrounding centres. Its population will not increase substantially because although there will be an additional number of dwellings, this will to a degree be offset by falling household sizes.

7.55 Implementation of the strategy will be based on the development of sites by the private sector. In addition the town centre improvements will be supported and part funded from public sources.

Options considered

7.56 The main alternatives arising during consultation were a more even distribution of new housing between the four towns, with additional sites being suggested. The strategy that this implies would result in more pressure for commuting to Gloucester with no guarantee of long term benefits for the town. It is therefore not supported. Suggestions that there should be less development in Newent are also not able to be supported as this would be contrary to its continuing role as a local market town.

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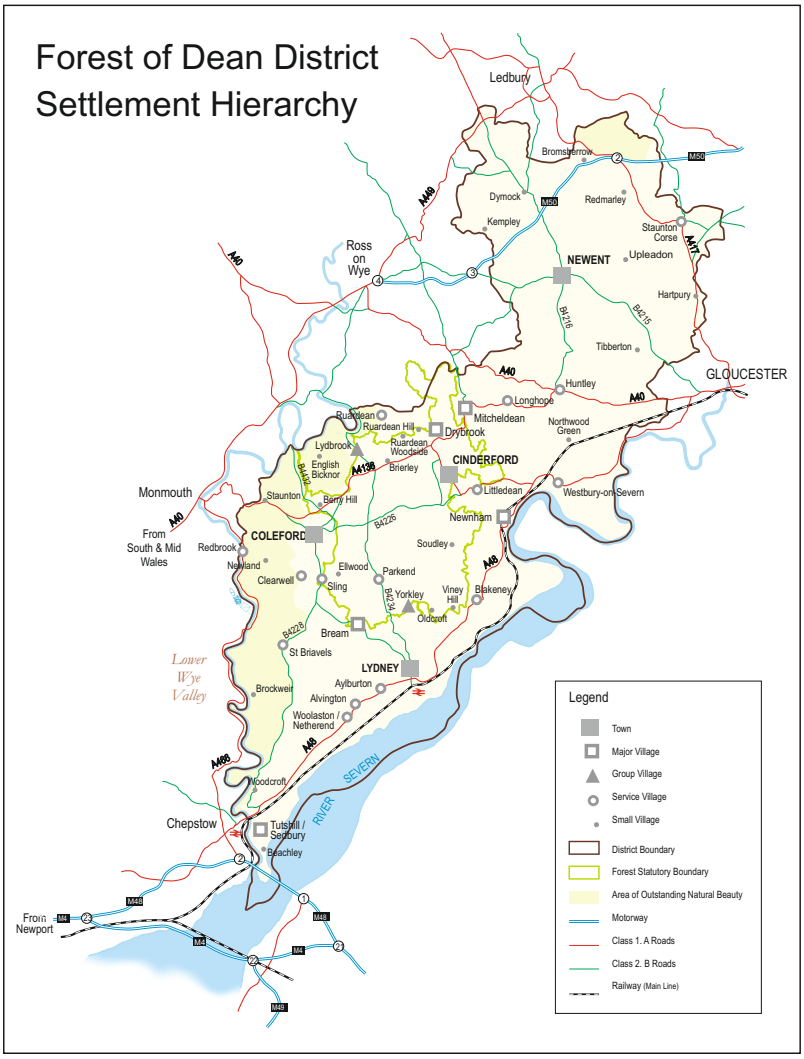
Villages



7.57 For the purposes of definition, villages are those named as such in the table below (7.65). They are the same as in the Local Plan and are discussed more fully in the supporting paper to this Strategy. [7]

7.58 The distinctive settlement pattern in the District means that there are some very close relationships between various towns, villages, and other settlements. Some of the larger villages provide services for wider areas and some have an important role in this overall strategy. The very largest include Mitcheldean which has an employment area of some 28ha including manufacturing space and offices. Also included are Tutshill and Sedbury which function as part of Chepstow and have together a population of 4500. Others have been considered together with nearby towns and

7 keynote Settlement Hierarchy

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have been referred to above. Some merit a separate comment in order to explain their place in the Core Strategy. The aim is to recognise their role and function and to explain how they will be expected to evolve. Many of the larger settlements are located in very sensitive landscapes, typically on the edge of the statutory forest. This alone can limit their potential for change though relatively poor accessibility, the limited availability of services and the lack of employment in some has a similar effect. Some settlements can be considered in groups, pooling facilities and services and achieving greater "critical mass" for example Lydbrook and Joys Green, or Bream, Whitecroft, Pillowell and Yorkley. For these the strategy is to reinforce their function. Where there are adequate supporting services and where suitable previously developed sites become available, new housing of the scale indicated in the Policy below is considered appropriate.

7.59 It is in the traditional forest that the above characteristics are most apparent and where a locally distinctive policy is therefore most appropriate. In other areas the approach to villages will be one of expecting most new development in those with better services and promoting local employment opportunities and small local exceptions schemes for new housing.

7.60 The Core Strategy's aims and objectives for the villages and rural areas are:

Sustainable development

- Promote village development in a sustainable manner in the Forest of Dean.
- Ensure new development uses resources efficiently, by following the guiding principles set out in the Core Strategy.

Employment and skill levels

- Stimulate economic development providing higher skilled and higher paid employment.
- Provide a wider range of employment opportunities.

Tourism and recreation

- Continue to improve the district's role in providing opportunities for recreation and sustainable tourism development based on the historical and natural attributes of the area.
- Ensure that these bring wider benefits and safeguard the environment

Housing and affordability

- Deliver new housing on a variety of sites to suit the local needs. Affordable housing will be sought as a 40% share of all eligible sites within settlement boundaries and "exceptions" sites will be promoted where possible in order to meet local need.

Community facilities

- Retain and where possible improve community facilities.

Transport and access

- Retain and where possible improve accessibility, and safety.

7.61 Most of the key development principles which apply to the villages and their surroundings are contained in the core policies above and in national policy. In most cases (and in judging almost all housing proposals except those for affordable housing) the settlement boundary will be a key

7 . Settlement Policies

determinant in assessing development proposals. These boundaries take account of the landscape setting of the villages concerned, though it will also be important in considering impacts of potential development, to ensure the protection of important open areas within settlements which provide amenity and are often valuable in their own right.

7.62 The policy below establishes one important principle that needs to be addressed as a direct consequence of the settlement pattern in the district and in particular in the traditional forest. It ensures that due account can be taken of the role of the villages and that where they need to be considered as a group they can be. One clear example is in the case of Mitcheldean where the scale and nature of the employment on offer and the potential for change within existing sites is considerable. The Core Strategy would support additional employment at the Vantage Point business park, in recognition of its role in the district as a whole. In much the same way, additional employment at Sling, within the established industrial site would be supported even though the scale of the existing site is beyond that which would normally be appropriate in a village environment. This principle also applies to other villages that have large employment sites or potential for addition or intensification. In all cases the lead will come from the existing function of the settlement or group of settlements concerned, and the consideration of services and public transport that is accessible. This will preclude unsustainable development. The apparent availability of a large site adjacent to a small village will not justify its development.

Options considered

7.63 Most submissions made during the early part of the consultation process were proposals that specific villages should be allowed to develop to a greater extent than would apparently be allowed under the draft policies. Some address detailed matters rather than the overall approach (and hence the soundness) of the Core Strategy. The generalised response is that the role of the villages is not to take a share of the overall housing as part of an implied policy of dispersal over the district. A dispersal policy of this type would be unsustainable and wasteful in infrastructure. There is however justification for limited change. The existing settlement boundaries are considered adequate for purpose, until reviewed, on the understanding that small housing schemes solely for affordable housing for local persons can be expected to be built outside them. Some employment, recreation, tourism and community uses are able to be accommodated outside these limits. Any review will be constrained to the role and function of the settlements and this strategy, but may need to identify additional limited development potential in accordance with Policy CSP 16 below.

Outcome

7.64 At the end of the Plan period the villages in the district are expected to remain as important local centres with a range of services. This is especially true of larger villages and grouped settlements. It is likely that there will be a decline in some services. The LDF should also enable additional housing (especially affordable housing for local persons). New employment should also be evident. Environmental quality will be maintained and the use of Conservation Area Appraisals will help to retain or improve the built form of some of the villages. The close relationship that many of the villages have with the towns will be retained and the improved services in the towns will be beneficial to their surrounding areas.

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Settlement characteristics

7.65 There are some key characteristics of the various settlements in the district that will need to be taken into account in applying the LDF policies. They are more fully considered in the supporting papers to this strategy but the key elements are listed in the table below. The larger villages in the table are those that are likely to be suited to further modest development and can serve as local centres for their immediate areas.

Settlement		policy approach	Policy
Cinderford (with Ruspidge)	Town	Focus on economic and regeneration policies; and on revised educational provision- one of three south forest towns; proposed AAP and related business plan	CSP 10
Lydney	town	Most accessible of southern forest towns, major location for additional growth, and economic led regeneration, proposed AAP.	CSP 12
Coleford (with Berry Hill, Broadwell, Coalway and Milkwall)	town	Local centre and southern forest town- well located for Wye Valley and Forest	CSP 14
Newent	town	Local town serving northern part of district	CSP 15
Tutshill and Sedbury, Bream, Drybrook and Harrow Hill, Mitcheldean, Newnham,	major village	Large villages with employment and/or services important to a wider area. Some scope for additional development.	CSP 16
Whitecroft-Pillowell-Yorkley, Joys Green-Lydbrook-Worrall Hill,	group village	Villages which can be considered part of a group with common facilities and services in close proximity. May offer potential for small housing sites within existing settlement, and for affordable housing outside.	CSP 16
Alvington, Aylburton, Blakeney, Clearwell, Huntley, Littledean, Longhope, Parkend, Redbrook, Ruardean, St Briavels, Sling, the villages of Staunton and Corse, Westbury, Woolaston (Netherend)	service village	Except for possible affordable housing as an exception, and existing commitments, new housing and employment opportunities are likely to be small in scale (eg single plots, or pairs, small workshops or changes of use of existing buildings plus re use of agricultural buildings).	CSP 16
Beachley, Brierley, Brockweir, Bromsberrow Heath, Dymock, Edge End, Ellwood, English Bicknor, Kempley Green, Hartpury, Newland, Northwood Green, Oldcroft, Redmarley, Ruardean Hill, Ruardean Woodside,Staunton (Coleford)	small village	Some local services/facilities but generally very limited opportunity for additional development. Settlements with some services may be suitable for small affordable housing developments.	CSP16

7 . Settlement Policies

Settlement		policy approach	Policy
Tibberton, Upleadon, Upper Soudley, Viney Hill, Woodcroft,			
Small settlements without defined settlement boundaries-	small settlement	Will be regarded as part of the open countryside for most purposes, but may be appropriate locations for limited affordable housing and rural employment as defined in Core Policies.	-

Key settlement characteristics

7.66 The above table includes the towns which are considered in the policies above, and those villages that have settlement boundaries in the outgoing Local Plan. Small settlements without boundaries are referred to in general terms to indicate their place in the overall hierarchy. Also apparent is the way in which the grouping of certain settlements takes into account shared facilities and close proximity. The settlement boundaries will be reviewed as part of the allocations DPD, and the need to allocate land to meet the prevailing requirements will also be reviewed at this time.

Policy CSP. 16

Development proposals at villages will be required to comply with the "Core policies" and in doing so will take account of the scale, function and level of services accessible from their intended location and of the availability of public transport. Where appropriate, the defined settlement boundary will be a key determinant in judging the acceptability of proposals. New development will be expected to be proportionate to the function of the settlement or group of settlements concerned and will be guided by the table above.

About 1212 dwellings will be required outside the town locations before 2026, mainly on small sites in villages and on allocated sites yet to be developed.

Employment will be encouraged in accordance with the Core Policies (especially Policy CSP5)

The Core Strategy will provide for the following development in villages over the period to 2026:

About 976 new dwellings over the period to 2026. On eligible sites (over 10 dwellings/ 0.3ha, in Tutshill and Sedbury and 5 dwellings/0.16 ha elsewhere), a 40% share of affordable housing will be sought).

These will be provided approximately as follows and include existing commitments:

Tutshill and Sedbury, about 111 new dwellings, Bream about 100, Drybrook about 100, Mitcheldean about 101, Newnham, about 65, Yorkley, Pillowell and Whitecroft about 45, Lydbrook, Joys Green and Worrall Hill about

In Service villages about 283, and in small villages about 89.

Additional employment using new or existing sites will be permitted inside settlements and new service provision will be encouraged.

7 . Settlement Policies

Outside villages which have a defined settlement boundary, a further about 236 additional dwellings are expected over the period to 2026.

7.67 The five major villages in the district together have a population of over 12000, and the largest, Tutshill and Sedbury approaches that of Newent with about 4500 residents. It does very much function as part of Chepstow and for that reason does not have the level of services and facilities which may be expected in a settlement of its size. The Core Strategy does recognise that Tutshill and Sedbury is the fifth largest settlement in the district but also recognises that its main links are to the neighbouring areas. A large proportion of the residents leave the district for work and additional housing would add to this. There are only limited opportunities for expansion and the strategy is therefore one of supporting only locally based growth and a relatively modest amount of new development when compared to the size of the settlement.

7.68 Bream is another of the larger villages and is closely related to Lydney but also to Whitecroft and Pillowell. Its population is about 2600 and it is quite well placed on the secondary road network. The village has a good range of services and lies on the edge of the forest. It is heavily constrained by landscapes which in turn provide much of it's attractive setting. New development within the settlement boundary will be expected to be subject to the constraints identified in the saved Local Plan but these will allow some change. While any changes will need to conform with the development plan, the Core Strategy will allow for minor changes and allocations that are consistent with the overall pattern of development that is being promoted.

7.69 Drybrook has seen considerable changes in the recent past with the completion of two new housing sites. As part of the review of the settlement boundaries, further more modest change may take place but the strategy is to expect most development within what is the present (Local Plan) boundary, utilising previously developed sites. Parts of Drybrook and especially Harrow Hill contain areas of the forest fringe type of landscape which is both an asset and is particularly vulnerable to change. The Core Strategy will seek to protect these.

7.70 Mitcheldean with a population of over 2200 is also the location of Vantage Point, a business estate which with its neighbouring MEWS workshops covers about 28ha. This includes by far the largest range of workspace available for rent in the district ranging from high quality offices to large areas suitable for manufacturing or warehousing. The Core Strategy recognises this and will permit further intensification of employment on existing sites in Mitcheldean. There are other smaller employment sites at Mitcheldean and although the services in the centre have declined over recent years there is still a range including a library and health centre. The review of settlement boundaries to be undertaken is unlikely to make major changes and as a result the village is likely to experience steady development, including some intensification within the existing built up area and realisation of existing commitments over the next few years.

7.71 Historically Newnham was more important in the settlement hierarchy than it is now. It still has a good range of facilities and there is scope for further development including the completion of a site for housing allocated under the Local plan. Beyond that the settlement boundary, which is unlikely to be greatly amended in review, and the relative lack of employment are likely to limit the level of change. The overall strategy is intended to retain the character of the settlement and allow a modest level of change. Newnham is quite vulnerable to commuting pressures and this and the need to protect its Conservation Area are two major influences on the strategy.

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7.72 The two groups of villages contain a variety of services and facilities and some employment. They are therefore suitable locations for a degree of change. Although heavily constrained by landscape constraints there are a number of opportunities for increased provision of employment and housing within their existing built up areas. Both contain Conservation areas and large areas of the sensitive forest fringe landscape.

7.73 The 15 service villages are likely to see relatively little change over the Plan period. Some are capable of accommodating modest housing and employment developments, and all are potential locations for small groups of affordable dwellings (subject always to the availability of suitable sites). Allocated housing sites will be completed during the plan period in a number of these villages, providing mixed schemes. The settlement boundaries will be reviewed as part of the allocations DPD, but new major housing allocations are unlikely to be made. Half the total change expected can be met by the implementation of existing permissions.

7.74 In the case of the "small villages", the Core Strategy will enable only limited change. It will support the retention of services and the development of new, modest rural employment. There are likely to be only limited numbers of new dwellings, though some of the villages may be suitable for small affordable housing developments, where services and accessibility is reasonable. The existing Local Plan Settlement boundaries will continue to be used in determining planning applications although these will be reviewed as part of the allocations DPD. This review is unlikely to make major changes but will need to establish boundaries that can be part of planning policy for a number of years.

7.75 Not named in the table are a large number of very small villages and hamlets that generally have no facilities or very few. These are those settlements in the district that have no defined settlement boundaries. While there is a review of the boundaries planned, the principle that they apply only to settlements that have some potential for additional development will be applied, having regard to national guidance. In many cases these settlements look like part of the countryside with a dispersed built form and frontages punctuated by agricultural land or forest waste. Some are isolated and others are close to larger towns or villages. The overwhelming characteristic of most is that they are small and not intensively developed. Very few could be described as being sustainably located in terms of being within easy reach of a range of transport alternatives or having easy access to some basic facilities. The Core Strategy will not treat these small settlements in any way different to their treatment in national and regional planning policy and for most purposes therefore they will be regarded as part of the open countryside. The settlements concerned will not be generally suitable for new housing, with the possible exception of very modest developments of affordable housing under policy CSP5, and exceptionally conversions. Some will already have and may be able to accommodate additional businesses which are part of the economy and comply with policy CSP7 above.

7.76 Approximately half of the expected additional housing in villages over the period to 2026 can be met by existing permissions, reflecting a situation where the rate of development is expected to progressively slow down. Like all housing figures in the Core Strategy, the above are based on the situation on April 1 2010 when the requirement was for 5162 dwellings, over the 16 years to 2026.

8 Implementation, Monitoring and Review

Policy CSP.17

8.1 Core policy CSP17, below, sets out the principles of monitoring which is essential to ensure that the Core Strategy achieves its aims and objectives. This monitoring must be in a form that enables the progress to be measured and for remedial action to be taken where necessary. The main monitoring tool will be the the Annual Monitoring Report. The table below suggests how the various policies will be monitored and also by whom they will be implemented,.

8.2 Implementation will be by various means dependant on the actions required. Some of the policies can only be implemented by specific actions such as house building, while others can only be implemented by cumulative development management decisions (eg safeguarding of protected sites).

Policy CSP. 17

Monitoring- Strategic Objective: (To promote thriving sustainable communities)

The Policies in the LDF will be monitored, principally through the Annual Monitoring Report and local measures that are in place in the manner described under each policy and summarised in the table below. The main areas that will be monitored include:

- Serviced employment land provided, and occupied
- Housing completions by location and type (including delivery of affordable housing, by tenure and location)- overall numbers against the annual requirement and against the numbers allocated to each location
- Additional retail floorspace against the allocation policies
- Renewable energy installation, use of recycling and waste management
- To monitor Section 106 agreements and the implementation of development requiring them.

If it appears that the policies are not being effective, the following actions will be taken:

- Review of the policy or policies concerned and of the implementation mechanisms and agencies
- action to slow or speed up the delivery of land for development depending on the rate of development achieved
- Identification of alternative or additional land.

Policy number and short title	Implementation	Monitoring method (see also panel under each policy)
CSP 1 Design and environmental protection	All developers and Local Authority	Use of policy and supporting guidance to secure design quality- extent of loss of protected habitats and other areas eg floodplain. Also measure new green infrastructure provided

8 . Implementation, Monitoring and Review

CSP 2 Climate change adaptation	Developers	Development proposals evaluated against checklist of adaptation measures
CSP 3 Sustainable energy use within development proposals	developers	Percentage achieved measured against policy requirements. Other contributions from smaller developments monitored and recorded
CSP 4 Development principles, development at settlements	developers and Local Authority, public agencies providing finance, utility companies and service providers	Percentage of new housing within settlement boundaries (expected to remain constant or increase), Overall monitoring of housing sites, against trajectory. Measure of distribution against distributions indicated in policies below. Where external funding is involved, its expenditure on projects and their completion will be monitored. Provision of services and development by service providers (eg PCT) will be monitored as development and in case of potential constraints
CSP 5 Housing	developers and registered social landlords (RSLs)	Distribution and number of dwellings completed, affordable dwellings completed, number of affordable houses delivered against potential number that policy could allow, approximate mix between settlements, percentage of new house building on previously developed land and measurement of density. To be used for assessing overall provision, distribution, type, tenure and for relating the number of completed dwellings against employment land/ employment.
CSP 6 Sites for Gypsies,Travellers and Travelling Showpeople	Developers, potential occupiers and public bodies	Monitor permissions granted and development of sites against the prevailing needs assessment
CSP 7 Economy	Developers, Local Authority and public agencies	In the long term, changes in the employment structure, eg increase in service sector will be measured. Land developed for employment purposes, will be recorded as will changes of use from employment. Where possible numbers employed will be recorded also extent of land developed. The implementation of tourism related development will also be monitored, to demonstrate the nature of the development that is being implemented

8 . Implementation, Monitoring and Review

		and to enable it to be evaluated against any emerging criteria for sustainable tourism.
CSP 8 retention of community facilities	Local Authority	Number of facilities that are protected by the policy but which are lost through planning permissions being granted
CSP 9 recreational and amenity land	Local Authority	Loss of protected land, area and number of sites
CSP 10- 16 Settlement policies	Developers, Local Authorities, public bodies, utility companies etc	Monitor against delivery of development- see table "Settlement hierarchy" before policy CSP16
CSP 17 Monitoring	Local Authority	Monitor policy and review indicators as necessary

8.3 The continuous monitoring of the policies of the LDF is an essential part of the process. The annual monitoring report sets out the basic achievements of the main policies and contains details about the implementation of the housing policies in particular. As the implementation of much of the Core Strategy depends on the actions of various agencies other than the District Council, a regular review of their actions will be included in the annual monitoring process. Where necessary, these can be at least be addressed and hopefully amended should they be leading to a shortfall in the expected performance. The supply of new housing will be monitored closely as will the number of affordable units provided, and the range of sizes of all units. Where there are deficiencies in the performance of policies, a judgement will be made about whether they need review or whether more close monitoring may be required. There may be reasons outside the control of the LDF which are responsible for changes in performance, wider economic conditions can for example have a major effect on the housing market and therefore depress, or accelerate the rate of construction.

8.4 The Policies will be amended where monitoring shows this to be required and the effect of any changes will be monitored. Some flexibility is built into the core strategy in terms of the order in which sites should be developed. Actions outside the LDF may also be needed to address under performance in its policies in for example consideration of additional financial support for the development of employment land should the rate of development not be sufficient.

Appendix A

Policies Contained in the 2005 Local Plan that will be replaced by the Core Strategy

The following policies were saved in the 2005 Local plan and are replaced by the Core Strategy. Please note, only short titles are used but these are the same as in the Local Plan contents.

Local Plan Policy number all preceded by "(R)F"	Short title (Local Plan)	Replaced by Core Strategy Policy, short title(s)	Policy number(s)
	POLICIES REPLACED BY CORE STRATEGY		
Strategy 1	Development to assist revitalisation	Design, environmental protection and enhancement	1
Strategy 2	Sustainable development	Climate change and development at settlements policies	2,3,4
Strategy 3	Re use of land	Housing	5
Strategy 4	Town centre development	Economy, Town policies,	7,10.12,13,14,15
Strategy 5	South Forest regeneration	Core Policies and settlement specific policies	4- 9 incl, 10-14 incl.
Strategy 6	North Forest regeneration	Town policy, Newent,	15
Strategy 7	Development in villages	Settlement policy, Villages	16
H1	Town housing allocations	Housing core policy and town policies	5, 10-15
H3	Village housing allocations	Housing core policy and village policy	5,16
H4	Housing in larger villages	Housing core policy and village policy	5,16
H5	Housing in smaller villages	Housing core policy and village policy	5,16
H6	New housing in the countryside	Housing core policy	4/ 5
H7	Housing on greenfield sites	Housing core policy	5
H10	Encouragement of optimum densities	Housing core policy	5
H11	Mix of dwelling types	Housing core policy	5
H12	Affordable housing eligibility and continuing availability	Housing core policy	5

Appendix A

Local Plan Policy number all preceded by "(R)F"	Short title (Local Plan)	Replaced by Core Strategy Policy, short title(s)	Policy number(s)
H13	Affordable housing on new housing sites negotiated share basis	Housing core policy	5
H14	Affordable housing on exceptions sites	Housing core policy	5
E1	Principal employment land allocations	Economy core policy and settlement policies	7, 10-16
E2	Development on established employment sites	Economy core policy	7
E3	Change of use of employment land	Economy core policy	7
E4	Employment in villages	Economy core policy	7
E5	Employment in the Countryside	Economy core policy	7
TRL1	Tourism, recreation and leisure development within towns	Economy core policy	7
TRL2	Tourism, leisure and recreation development in villages and in the countryside	Economy core policy	7
TRL4	Provision of recreational access	Recreation and amenity land	9
S1	Shopping development in defined town centres	Economy core policy and town policies	7, 10- 15
S2	Shopping development outside defined town centres	Economy core policy	7,
S4	Primary and secondary retail frontages	Town policies also in Allocations DPD	10-15
S6	Local shopping provision	Economy core policy	7
BE1	Design of development	Design, environmental protection and enhancement	1
BE2	Locally distinctive areas (notation retained on Proposals Map- for consideration under allocations DPD)	Design, environmental protection and enhancement	1

Appendix A

Local Plan Policy number all preceded by "(R)F"	Short title (Local Plan)	Replaced by Core Strategy Policy, short title(s)	Policy number(s)
BE3	Infrastructure provision	Retention of Community facilities, recreation provision, and development principles policies	1,4.8,9
BE4	Energy conservation	Climate change and sustainable energy use	2,3
BE6	Non residential re use of buildings in the countryside	Economy core policy	7
BE7	Residential re use of buildings in the countryside	Housing core policy	5
BE8	Protection of important open areas- note policy only partially replaced in Core Strategy- specific areas remain protected by Local Plan until replaced in allocations DPD	Design and environmental protection,recreation and amenity land	1,9
BE9	Protection of Forest Waste and other Crown Land in the statutory Forest of Dean- policy only partially replaced in Core Strategy- specific areas remain protected by Local Plan until replaced in allocations DPD	Design and environmental protection,recreation and amenity land	1,9
BE10	Protection of outdoor recreation space	Recreation and amenity land	9
BE11	Playspace standards	Recreation and amenity land	9
BE12	Playspace provision	Recreation and amenity land	9
NE1	Protection of the countryside	Design and environmental protection	1
NE2	Conservation and enhancement of the landscape	Design and environmental protection	1
NE3	Protection of important natural features	Design and environmental protection	1
NE10	Features of habitat interest	Design and environmental protection	1
HE6	Development affecting archaeological sites	Design and environmental protection	1
HE8	Historic parks and gardens	Design and environmental protection	1

Appendix A

Local Plan Policy number all preceded by "(R)F"	**Short title (Local Plan)**	**Replaced by Core Strategy Policy, short title(s)**	**Policy number(s)**
	POLICIES NOT REPLACED BY CORE STRATEGY		
H8	Promotion and retention of housing in town centres	Not intended to be replaced	
H9	Promotion of new housing stock through conversions within settlements	Not intended to be replaced	
H15	Replacement dwellings	Not intended to be replaced	
H16	Sub division of dwellings	Not intended to be replaced	
TRL6	Protection of the Herefordshire and Gloucestershire canal	To be replaced in allocations DPD	
S5	Shopfronts	No policy in Core Strategy, but see CSP 1	
BE13	Public art	No policy in Core Strategy	
BE15	Advertisements and signs	Not intended to be replaced	
BE17	Renewable energy development	Not intended to be replaced(delete on adoption of Core Strategy)	
T2	Site development requirements	To be replaced in allocations DPD or AAP but see also CSP 4 re infrastructure,	
T5	Walking and Cycling	Not intended to be replaced	
Settlement policies	The majority of the settlement specific policies in the Local Plan will be reviewed in the allocations DPD. It will ensure that there are appropriate sites allocated in order to implement the Core Strategy, and the implementation of existing allocations will be important in this respect. It is the intention of the Core Strategy to retain the allocations until they are reviewed. Many sites have permission for development and the implementation of these will be supported.	Allocations made in the Local Plan are retained pending review in the Allocations DPD	
	Lydney 1, 2, 3, 6, 7, 8, 9, 10, 11,12,13,14,15.	To be reviewed in Lydney AAP (especially policies 9, 10, 11, 12, 13, 14, 15) and in allocations DPD	

Appendix A

Local Plan Policy number all preceded by "(R)F"	**Short title (Local Plan)**	**Replaced by Core Strategy Policy, short title(s)**	**Policy number(s)**
	Cinderford 1, 2, 3, 4, 5 ,6, 7, 9,10, 11,12, 13,14,15	To be reviewed in Cinderford Northern Quarter AAP (especially policies 2,3,5,12,13,15) and in Allocations DPD	
	Coleford 1, 2, 3, 4, 5, 6, 7, 8, 9, 11, 12	To be reviewed in the Allocations DPD	
	Newent 2, 3, 4, 5, 6, 7, 8,	To be reviewed in the Allocations DPD	
	Blakeney 1, Bream 1,2, Drybrook Harrow Hill 1, 4, Hartpury 1, Longhope 1, 2, Lydbrook 1, Mitcheldean 3,4 Newnham 1, Parkend 1, Redbrook 1, Ruardean1, 2, Sling1, 2, 3, Tutshill and Sedbury 1, Westbury 1, Whitecroft Pillowell 1, Woolaston 1	To be reviewed in the Allocations DPD	
	The Core Strategy does not replace any settlement specific policies which will hold over until replacement or deletion in the Allocations DPD or in one of the AAPs. The following are however no longer required as development has occurred or is taking place:	Sites which are complete or are under construction will not be identified as allocations	
Lydney 4	Housing allocation- Allaston- complete		
Lydney 5	Housing allocation Kings Buildings (Hill St South)- complete		
Cinderford 8	Housing allocation St Whites Rd- under construction		
Coleford 10	Housing allocation, Milkwall- regarded as complete		
Newent 1	Bennions Garage- complete		
Newent 9	Recreation land allocation Bury Bar- implemented		
Bream 3	Employment allocation Whitecroft Rd- developed		
Drybrook/ Harrow Hill 2	Housing allocation Drybrook Rd- complete		

Appendix A

Local Plan Policy number all preceded by "(R)F"	**Short title (Local Plan)**	**Replaced by Core Strategy Policy, short title(s)**	**Policy number(s)**
Drybrook/ Harrow Hill 3	Housing allocation Woodland Rd- complete		
Huntley 1	Housing allocation land fronting A40 east of Huntley- complete		
Mitcheldean 1	Housing allocation Gloucester Rd site works under way		
Mitcheldean 2	Housing allocation Lining Wood House- complete		
Newnham 2	Housing allocation Sheen's Meadow, under construction		
Corse and Staunton 1	Housing allocation Chartist Way complete		
Soudley 1	Former Coach Depot- under construction		

Glossary

The following glossary also identifies the abbreviations used in the document. It is written with the two tier Local Government system (District and County) applicable in the Forest of Dean District in mind. Items in italics are listed in their own right in the glossary.

AA	**Appropriate Assessment**	Assessment of plan or other document where held to have a potentially significant impact on nature conservation sites of European importance. Required by the Conservation (Natural Habitats &c) Regulations, 1994 (Regulation 48).
AAP	**Area Action Plan**	These are *Development Plan Documents* covering parts of a District. They focus upon implementation, providing an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change and/or conservation. An AAP may for example cover a particular site, or part of a town, eg town centre etc.
	Adopted document	A *Development Plan Document* which has reached the final approval stage and has become part of the *Development Plan*.
AMR	**Annual Monitoring Report**	A report produced as part of the *Local Development Framework(LDF)* to show how the *Local Planning Authority* is performing against all relevant targets. The report will indicate what action is required if targets are not being met or if policies need to be replaced due to changes in national or regional guidance. The report is published so that those with an interest in the area can see what changes may need to be made to a local authority's *Local Development Framework*.
	Community Plan	An overall plan for the District prepared by the *Local Strategic Partnership(LSP)*, setting out how this group sees the future of the area. It contains proposals to improve the social, environmental and economic well being of the area and whilst covering a much broader range than the spatial framework (the *LDF*) much of the context to the *LDF* is found in the *Community Plan*.
	Core Strategy	A *Development Plan Document* which sets out the long term spatial vision for a *Local Planning Authorities*' area
	Corporate Plan	The Council's own plan setting out its overall priorities and proposed actions. Usually operates

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		for a period of five years and contains key priorities the spatial planning elements of which will be enacted through the *LDF*
DPD	***Development Plan Document***	*Development Plan Document*s are those documents within the *Local Development Framework* that have been subjected to independent examination. They are the spatial planning documents which make up the *Local Planning Authorities*' part of the *Development Plan*
	Development Plan	The spatial planning policies for an area comprising the Regional Spatial Strategy and the *Development Plan Document*s from an *LDF*. Minerals and Waste Plans which have their own *LDF* where there are County and District Councils are also part of the *Development Plan*.
	Forest waste	Land within the statutory forest that is not legally enclosed at any one time, including unplanted areas which are not currently growing trees. Such areas are often important amenity areas on the edge of settlements
HCA	**Homes and Communities Agency**	Government body responsible for investment in housing and regeneration
	Infrastructure	The network of services, and the components of the built environment, which have a public or semi-public use and benefit. Includes purely physical infrastructure such as roads, social and community items to enable the provision of services such as libraries, health services and the emergency services and green infrastructure which includes open space for recreation, wildlife corridors, etc.
	Issues and Options	Early stage in the consultation of *Development Plan Documents*
	Key Diagram	Diagrammatic representation of an area showing generalised locations for development or areas to which certain policies apply.
LAA	**Local Area Agreement**	Now discontinued- was a set of agreed delivery targets for Local Authority, included wide ranging targets for housing delivery, crime reduction, biodiversity etc.
LDD	**Local Development Document**	The general term given to *Development Plan Documents*, *Supplementary Planning Documents* and the *Statement of Community Involvement*.

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		Not as wide a definition as *Local Development Framework*.
LDF	**Local Development Framework**	This is the term given to the portfolio of *Local Development Documents* that will provide the *Local Planning Authority*'s policies for meeting the community's economic, environmental, and social aims for the future of their area where this affects the development and use of land. It includes annual monitoring reports and the project plan or *Local Development Scheme* in addition to the *Local Development Documents* (*LDDs*) themselves
LDS	**Local Development Scheme**	This is the project plan, prepared initially for the period to September 2007, for the production of all documents which it is intended will comprise the *Local Development Framework*. Once the initial LDS has been prepared it will then be regularly (annually) updated.
LPA	**Local Planning Authority**	In the case where there are two tiers, the Local planning authorities are the District Councils who are responsible for preparing *Local Development Frameworks(LDF)*
LSP	**Local Strategic Partnership**	A body set up to oversee the process of the Community Plan with thematic sub groups such as environment, LDF, housing which discuss issues relevant to the community plan. It is independent of the District Council and has a broad range of members representing the community.
LTP	**Local Transport Plan**	A plan for the development of local transport and transport improvements, prepared in two tier areas by County Councils with considerable involvement of the Districts. Forms a basis for bidding for finance from government.
	Minerals and Waste Development Framework	In the case where there are two tiers of local government, the "*LDF*" for Minerals and waste matters, which are the responsibility of the County councils.
PPG	**Planning Policy Guidance**	These are statements of national Planning Policy and must be taken into account by local authorities when preparing the *LDF*.
PPS	**Planning Policy Statement**	National Planning Policy Statements are replacing Planning Policy Guidance, (the PPGs) and set out

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		national planning policy. PPS 12 considers *Local Development Frameworks* for example.
	Preferred Options (document)	The stage where formal public participation is sought on *Development Plan Documents*
	Proposals Map	Map on a recognised scale (Ordnance Survey based) which shows the policies and proposals contained in the *Development Plan Documents*, updated as each document is adopted.
RDA	**Regional Development Agency**	- see SWRDA
	Regional Planning body	One of nine bodies, each responsible for a different Regional Spatial Strategy, Eg the Southwest Regional Planning Body
RPSH	**Registered Provider of Social Housing**	Now includes Registered Social Landlords and what were called Housing Associations- body able to provide social houisng
RSS	**Regional Spatial Strategy**	Was to be the upper tier of the *Development Plan*- the strategic proposals for the development and use of land over a region, for example the South West. Now proposed to be removed.
RPG	**Regional Planning Guidance**	Planning guidance for a particular region, was to be replaced by the *Regional Spatial Strategies* now unlikely to remain
SCI	**Statement of Community Involvement**	This will set out the standards which the planning authority intend to achieve in relation to involving the community in the preparation, and continuing review of all local development documents and in significant development control decisions.
	Statutory Forest	The area of land within the boundary of the Forest of Dean as on the proposals map and key diagram forming the Forest of Dean
SEA	**Strategic Environmental Assessment**	Strategic Environmental Appraisal is a generic term used to describe environmental assessment as applied to plans, policies and programmes.
SPD	**Supplementary Planning Documents**	Documents which provide information supplementary to the *Development Plan Documents*, replacing Supplementary Planning Guidance. They are not subject to independent examination but must go through the *Sustainability Appraisal* and certain consultation processes.
SUDs	**Sustainable Urban Drainage**	Term given to a range of sustainable approaches to surface water drainage management. Further

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		guidance from Environment Agency, SUDs is a requirement of almost all development. See F7 appended to PPS 25
SA	**Sustainability Appraisal**	A method of appraising policies and proposals against sustainable development objectives (economic, social and environmental) which is a required process in respect of all Local Development Documents.
SP	**Structure Plan**	Old style upper tier of development plan, prepared by County Councils
SWRDA	**South West Regional Development Agency**	The Southwest's public agency charged with regional economic development and regeneration, the RDAs invest in both major and minor projects and are partners to Forest of Dean District Council. Now being wound up with assets transferring to the HCA.