Cinderford Northern Quarter Masterplan & Design Code
Prepared for
Forest of Dean District Council
January 2013

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Executive Summary

This Masterplan and Design Code document has been prepared for the Forest of Dean District Council (FoDDC) to support the Area Action Plan (AAP) for the Northern Quarter, Cinderford. This document is the design element of the AAP and has been prepared alongside an Area Action Plan Submission Report and a Sustainability Appraisal. All three documents should be read in conjunction with one another. Once adopted, the AAP will set the context for future outline and reserved matters planning applications.

At FoDDC, Full Council on 14th July 2011, the Masterplan and Design Code was adopted as interim planning guidance. At FoDDC, Full Council on 23rd February 2012, the Cinderford AAP was approved and formally adopted. FoDDC intend to adopt the Masterplan and Design Code in 2013. Proposals in the AAP will be expected to adhere to the Masterplan and Design Codes.

Background

This document builds upon the work of the Baseline Report completed in March 2009. The Baseline Report provided a comprehensive strategic, regional, town and site-wide analysis, which has been instrumental in informing both the Masterplan and the Design Code.

The baseline analysis found that Cinderford was a town that sprung-up very quickly in the mid 19th century as a result of coal mining. It is also the only town in the statutory boundary of the Forest of Dean. Today the town has a considerable amount of out-commuting and contains higher than national average levels of deprivation.

The Northern Quarter site is mainly a man-made natural environment, which was heavily mined in the 19th and early-mid 20th century, then re-landscaped post-mining in the late 20th century. The site's key assets are proximity to the forest, a man-made lake and large mounds affording good views of the town and the surrounding forest. The principal opportunities are the potential to provide a mixed-use development anchored by a new Gloucestershire College Campus, while keeping the majority of the site undeveloped to preserve the landscape. In essence it is about creating a place in the forest.

Structure of document

This document is split into two main sections: Masterplan and Design Code, including a separate introductory chapter preceding the Masterplan, and a final delivery chapter following the Design Code. The Masterplan provides the broad spatial, urban design, movement and land use principles that cover the entire Northern Quarter site. The Design Code sets out specific design guidance on certain elements of the Masterplan, such as street widths, block types, building types and materials.

The first chapters of the document set out the overarching sustainability principles and design principles of the entire Masterplan, followed by the narrative that has led to the Masterplan: the vision; constraints and opportunities; design principles; and evolution of the Masterplan through options testing and public and stakeholder consultation.

The Masterplan
The Northern Quarter development will utilise approximately 25% of the total site area of 84 hectares; this means the majority of the site can be retained for publicly accessible open space, leaving the site’s assets of the forest, parkland and lake untouched. The allocated development area will be mixed use to serve the needs of local people: 55% of the land is employment space, 31% is residential (including affordable housing), 11% is educational shared with an eco-visitor centre and activity centre, and the remaining 4% encompasses a hotel and a health care facility.

Place making within the Masterplan is ensured through the use of character areas, giving key features to five different areas through different design criteria, for example a tight residential urban grain in a leafy setting is proposed in the Steam Mills West character area. The development will be served by a new spine road, which will provide an alternative to Steam Mills Road for accessing Cinderford. The spine road in the new development will be a mixed use pedestrian friendly urban boulevard, containing the Gloucestershire College Campus, hotel, eco-visitor centre and employment space; thereby creating a local amenity hub for surrounding communities in Steam Mills, Cinderford and further afield.

The entire development is structured around green fingers with watercourses running through the development for both recreation and biodiversity. These green fingers also structure a pedestrian and cycle friendly movement network. The new development will be well served by public transport, with new bus stops proposed on the spine road next to the new Gloucestershire College Campus and in the employment areas of the Northern United Enterprise Park. The sustainability credentials of the Masterplan are achieved by building to national best practice for sustainable development and a diverse range of renewable energy supplies.

**Design Code**

The Design Code for the Northern Quarter provides detailed design guidance, building on the principles set out in the Masterplan. Some elements of the Design Code set out mandatory design requirements, such as street widths or building heights. Other elements of the Design Code suggest indicative design solutions, such as street plans and sections for each of the character areas, or good practice, such as principles for structuring the public realm.

The Design Code describes in more detail the character areas in both prose and in a summary table. For example, the Code specifies that buildings in the Northern Quarter Centre must have front doors directly on to the spine road to ensure active frontage and must have regular street trees to create a boulevard. The movement framework of the Code specifies street types, hierarchies, design parameters and parking typologies for every street in the Northern Quarter. There are four street types proposed.

Furthermore, the Design Code outlines block and building types for the Northern Quarter, including sections through blocks and a table and indicative images illustrating building types. Block types include residential blocks, employment and education blocks. The section on building types in the Code specifies for each character area the key design principles, building heights, boundary treatments and a materials palette.

The Design Code also describes design principles for the public realm, with the aim of creating attractive and well used public spaces for those living and working in the Northern Quarter. Key principles include creating public spaces for activity, spaces for children, clutter free and accessible public spaces, public art and a lighting strategy.
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1.0 Introduction to the Masterplan and Design Code

1.1 Introduction

The Homes and Communities Agency (HCA), previously English Partnerships, have identified Cinderford as a priority for the south west of England under the National Coalfields Programme. To oversee the regeneration, the Cinderford Regeneration Board (CRB) was formed, and a Regeneration Manager was appointed within the Forest of Dean District Council to report to the CRB.

In December 2007 the CRB published the Cinderford Business Plan, a 10 year action plan for the regeneration of the town. The key project identified by this document is the development of the Northern Quarter site as a new mixed-use development. The Northern Quarter site brings together several sites identified in the Forest of Dean District Local Plan.

In Spring 2009 a Baseline Report was produced for the CRB, this was a detailed analysis of the strategic, local and site-wide issues. The Baseline Report informed 3 Masterplan options, which were consulted upon in May 2009 with the local community, general public, key stakeholders, members and officers at the FoDDC and Gloucestershire County Council, CRB and the HCA. The consultation responses informed a Preferred Option 2009, and subsequent revised Preferred Option which were consulted upon in October 2009 and January 2011. The Masterplan illustrated within this document has been informed by responses to the consultation to date and sits alongside the Submission Area Action Plan, July 2011. At FoDDC, Full Council on 14th July 2011, the Masterplan and Design Code was adopted as interim planning guidance. At FoDDC, Full Council on 23 February 2012, the Cinderford AAP was approved and formally adopted. FoDDC intend to formally endorse the Masterplan and Design Code during 2013. Proposals in the AAP will be expected to adhere to the Masterplan and Design Codes.

1.2 Family of Documents

This document forms part of a family of documents accompanying the Area Action Plan for the 84 ha Northern Quarter site north of Cinderford, which aims to shape its redevelopment. The documents have been prepared alongside the Area Action Plan to ensure that the development will be highly sustainable and based on sound environmental and technical evidence. This document should be read in conjunction with the other documents, and the emerging Biodiversity Strategy as presented in Figure 1.1. Other reports, which have been used to inform the documents above, are referenced at the back of this document.

1.3 Site Context

The Northern Quarter site lies in the Forest of Dean in Gloucestershire. It is located north of Cinderford, a town with a population of 8,000 people and which developed through the local mining industry in the 19th and early 20th century. Access to the Northern Quarter is from the north via the A4136 and from the east via Steam Mills Road. The site lies close to the existing villages of Steam Mills and New Town and close to the Forest Vale industrial park.

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The key features of the 84ha site are the forest setting, the lake, and the disused mining buildings. The site is currently used for recreation, with an angling club and recreational walks. The other existing uses reflect the industrial legacy of the site, including a breaking yard and brick works. The forest, which takes up large areas of the site, will be retained, leaving only the grassed areas and brownfield land for the proposed development.

Within the Statutory 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.

Details of the protection of Statutory Forest is set out in Policy CSP 9 of the FoDDC Core Strategy.

1.4 Planning Policy

In parallel with the Masterplan and Design Code document, Forest of Dean District Council prepared an Area Action Plan (AAP) for the Northern Quarter which outlines planning policy guidance and designations, replacing the guidance in the adopted Local Plan (2005). The AAP was developed in parallel with the Masterplan and the Sustainability Appraisal which reflected the aspiration to prepare an integrated package of documents to promote deliverability, high quality design and exemplar sustainable development in the Northern Quarter.

The Pre-submission Draft AAP was published in April 2011 for examination and adoption in late 2011 / early 2012. Following comments and amendments the Submission AAP was produced in July 2011. An Examination in Public was held in October 2011 and the Inspector’s Report published in December 2011. The Adoption AAP was approved by FoDDC Cabinet in January 2012 and formally adopted by FoDDC Full Council in February 2012.

Both the Adopted AAP and Draft Masterplan and Design Code documents have been prepared in conformity with the hierarchy of national, regional and local planning policy guidance. The key policy issues and opportunities are summarised in outline below. The Adopted AAP reviews this guidance in more detail.

The AAP and Masterplan has been 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”.

The central development document within the Forest of Dean District Council Local Development Framework is the Core Strategy, which sets out the vision and strategic objectives for the spatial development of the District. The Core Strategy, adopted in February 2012, includes the amount of and broad locations for future housing and employment use. Policies within this document apply to the whole of the local authority area and are not site-specific. All other Development Plan Documents including AAPs must be in conformity with the Core Strategy.
The Core Strategy proposes regeneration measures which could increase the range of employment in the town, raise the quality of development and make the most of Cinderford’s exceptional surrounding natural environment. The Strategy identifies the Northern Quarter as a suitable location for mixed use development, to be delivered through a masterplanning and AAP process. The Quarter could accommodate workspace, educational provision, community space and housing, and development should be located on previously developed land and sites containing underused buildings.

The Core Strategy outlines the following targets for Cinderford on a town wide basis:

- 1050 dwellings over the period to 2026;
- 60% on previously developed land
- 40% affordable housing on sites over 10 dwellings/0.3 ha.
- 26ha of employment land to be developed, including sites for educational use, recreation/tourism/leisure, a biomass plant, office and other uses centred on the Northern Quarter mixed development.
Masterplan
2.0 Sustainability Statement

2.1 Overview

A Sustainability Framework was prepared in May 2009 to establish key sustainability objectives. The objectives were categorised into the four strands of Environmental, Resource, Economic and Social sustainability. These have been used to inform the masterplanning process from its inception. The team has proactively sought to integrate and maximise the sustainable development potential of the Masterplan to deliver benefits to both Cinderford and the wider area. This section provides an overview of how the Masterplan and Design Code has responded to the objectives of the Sustainability Framework.

2.2 Environmental and Resource Sustainability

Protecting and Enhancing the Physical and Built Environment

Integration within the Wider Area

Framework Objective:

- To ensure sensitive integration of the development within the wider Cinderford area to maximise sustainability for the town and its surrounding area

Central to the design of the Masterplan has been the integration of the redevelopment with the surrounding Forest of Dean, in terms of design and scale, restricting building density to range from between 20 to 40 dwellings per hectare across the site with reduced building densities closer to the natural assets of the lake and forest fringe. Key views including those of the lake will be protected in the development. The character of the Northern United site will be retained in the Masterplan as the land use will remain commercially focused with a mix of offices, light industry and industry and could potentially accommodate tourism or heritage related activities which create service-based jobs. This reflects the need to accommodate the commercial as well as residential needs in the area, responding not only to current requirements but also future aspirations for development. A series of green links helps to integrate the development with its forest surroundings.

Water Resources and Flood Risk

Framework Objectives:

- To ensure the development does not involve building in areas at risk of flooding or which contribute to flooding elsewhere
- To protect and enhance water resources within and surrounding Cinderford
- To improve the current low flow situation in Cinderford Brook and in doing so improve water quality and biodiversity
- To investigate opportunities to further reduce existing flood risk within Cinderford

Flood risk and water quality issues have been proactively considered during the development of the Masterplan, primarily through the Appraisal of Flood Risk. Refinements to the AAP and Masterplan have been made on the basis of this and mitigation included to protect
against flood risk including the removal of the proposed car park from its previous location in the flood plain. Details of this are provided in the SA and Appraisal of Flood Risk. The sustainability of the Masterplan with respect to water resources quality and mitigation against flood risk has been a critical element of the drafting process. The Masterplan has therefore sought to reflect and respond to the experience and concerns of local people in this respect.

Sustainable Procurement

*Framework Objective:*

- To promote sustainable procurement of both materials and personnel through construction and operation of the development

Sustainable procurement will be promoted through the Masterplan. In particular, local materials will be encouraged (as detailed within the Design Code) and community involvement promoted through the utilisation of local labour and providing training and upskilling opportunities for local people through Masterplan delivery. The Masterplan has therefore sought to facilitate local employment where possible to contribute to local economic development.

Carbon Footprint

*Framework Objective:*

- To reduce the carbon footprint of the development, and its wider area, through design, delivery and operation

The carbon footprint of the Masterplan has been addressed through a two tiered approach, minimising energy demand through building certification schemes, and supplying heat and power to the site from the on-site renewable energy centre. By taking a combined approach, the Masterplan aims to achieve an overall reduction in demand for energy from the residential and commercial facilities on site and also supplies energy from a source of fuel that is renewable and less carbon intensive. The potential exists for the Masterplan to evolve and further contribute to the carbon constrained future which Cinderford aspires to.

Building Certification Schemes

*Framework Objective:*

- To develop new residential buildings to Code for Sustainable Homes Level 4 (by 2010 and increasing with Government policy thereafter); non residential buildings to achieve at least BREEAM excellent or relevant equivalent

Sustainability benefits will be achieved through building certification schemes. Specifically, the Masterplan will provide new residential properties which meet Code for Sustainable Homes Level 4, and non residential development will achieve BREEAM excellent standard. These standards will progress Cinderford as an area which is capable of adapting to future changes.

Sustainable Waste Management

*Framework Objective:*

- To promote sustainable waste management, through recycling and composting of materials, and the reduction of waste sent to landfill

Sustainable waste management will be promoted through recycling and composting of materials, and the reduction of waste sent to landfill. The Masterplan has therefore sought to facilitate local employment where possible to contribute to local economic development.
To integrate sustainable waste management facilities and services within the development, to the benefit of it and Cinderford more broadly.

Sustainable waste management has been an important consideration informing the evolution of the Masterplan, and will be delivered primarily through a waste management strategy adopting the principle of 'Designing out waste' where possible. Construction waste will be managed through the development of Site Waste Management Plans as well as through Code for Sustainable Homes and BREEAM criteria. In terms of operational waste management, there is potential for green waste from the Masterplan to be used in combination with other green waste, to generate biogas as a fuel for the energy centre through anaerobic digestion. The development of a waste management strategy offers the potential for continued sustainability benefits in the long-term, as well as reducing the environmental impact of resource use and waste production during the early stages of Masterplan delivery.

Contaminated Land, Air Quality and Renewable Energy

Framework Objectives:

- To support the improvement of contaminated and derelict land and reduce the impact of unstable land
- To ensure contaminated and derelict land is restored and returned to beneficial use
- To reduce the potential of pollutant emissions impacting on land, through implementing and monitoring the use of best practice environmental management techniques
- To protect and enhance air quality
- To encourage the use of renewable energy where appropriate

The change in land use arising through the Masterplan is anticipated to result in lower levels of emissions to land, water and air during operation than previously occurred. Appropriate site investigation works will be carried out prior to Masterplan delivery to ensure that contaminated land issues are addressed. The requirement for developers to have Construction Environmental Management Plans (CEMP) in place, and new light industrial occupiers being encouraged to have ISO14001 Environmental Management Systems in place will ensure that best practice measures are undertaken to reduce the impact of construction and industrial activity on the environment.

Renewable energy use will be promoted through provision of the on-site energy centre. The location of this will enable a range of renewable technologies and distribution networks to be considered, and may provide opportunities for technology transfer between the energy centre and local industry. The energy centre will promote the use of renewable energy and therefore provide the opportunity for renewable energy educational benefits.

Designated & Non-Designated Ecological Sites: Biodiversity

Protecting Biodiversity

Framework Objectives:

- To protect and enhance designated and non-designated sites within and adjacent to the development, and across Cinderford
To ensure that the development contributes to the protection of the wider wildlife interest of the district, especially strengthening of links between ‘wild’ areas to better enable adaptation to climate change

Conservation of biodiversity across the Masterplan area is a key issue, given the change in land use across much of the site and its location within statutory forest. Preservation and management of key habitats such as the forest, Linear Park Key Wildlife Sites, the lake, the brook into and out of the lake, and the Old Engine Brook will provide a green setting and green corridors which permeate the development as ‘green fingers’. The green fingers will look to minimise interventions to existing riparian habitat and will encourage features such as reed beds, marginals and wet woodland scrub vegetation. Green corridors will also be created at a number of locations across the site (e.g. grass or hedgerow between residential blocks or watercourses and areas of floodplain), to promote green linkages between wildlife areas surrounding the site.

These habitats make up a valuable ecological asset in and around the site and support wildlife including common reptiles, Great Crested Newts, dormice and protected bat species including a Lesser Horseshoe Bat colony. It is very important that development under the Masterplan maximises the opportunities to protect and enhance biodiversity, through careful consideration of ecology issues and ongoing survey and mitigation.

To Promote More Sustainable Forms of Transport Provision

Promoting Sustainable Transport

*Framework Objectives:*

- To promote sustainable access into and out of the area
- To promote more sustainable patterns of travel and modes of transport, such as the use of public transport, walking and cycling
- To enhance sustainable transport infrastructure

The Masterplan promotes public transport routes and facilities across the site to ensure access to key amenities such as the Gloucestershire College Campus. Also fundamental to the Masterplan is the creation of formal walking and cycling routes through the site, linking with more informal, traffic-free paths in the landscaped and forested areas. Safe, secure and sheltered cycle parking will be provided adjacent to residential units, employment sites and other community amenities. By promoting ‘active travel’ options and use of public transport, the Masterplan will contribute to progressing the sustainable transport agenda both on site and within the wider area.

Reducing the Need to Travel

*Framework Objectives:*

- To help reduce the need to travel, such as by ensuring that people can live closer to their work and by improving local access to services
- To promote economic patterns that avoid unnecessary dependence on long-distance trade and travel
- To reduce the distance to, and/or increase ease of accessing, schools, shops, places of work and recreation
The Masterplan is intended to develop not only businesses and economic growth but also new services and an improved quality of life for residents. This in itself will reduce the need for residents to travel beyond the area. Improvements to local infrastructure in terms of walking and cycling routes, and improvement to local bus services will improve local access to these facilities. The nature of the proposed development within the Masterplan will have direct benefits in terms of helping to encourage sustainable travel within Cinderford and the surrounding area and reducing the need for longer distance journeys.

2.3 Economic Sustainability

Economic Growth

Framework Objectives:

- To promote/help facilitate economic sustainability within the area
- To enhance infrastructure and services, to support local businesses
- To promote sustainable business practice within Cinderford
- To enhance the attractiveness of Cinderford as a place for business investment

The Masterplan will attract inward investment to the area and create employment opportunities through providing both office space and light industrial space, in addition to key new facilities such as the Gloucestershire College Campus, eco/visitor centre and hotel. The office space will be the first comprehensive office development for Cinderford and as such will provide a step change in the provision of higher quality, low carbon employment space in prominent and accessible places along the main street.

The expansion of light industry in Northern United and development in Forest Vale North areas will continue the strong legacy of industrial activity, further attracting investment to the area while preserving this aspect of local identity.

Employment and Training

Framework Objectives:

- To diversify the range of employment opportunities within Cinderford
- To enhance access to employment and up-skilling opportunities
- To promote integration of educational and skills training in line with identified need

Employment opportunities will be provided through both construction and operational phases of the development. The Masterplan will provide a mix of facilities in an area which has historically been dominated by industrial businesses, and will therefore broaden the range of employment opportunities available within Cinderford. The Gloucestershire College Campus will potentially make a significant contribution to improving employment prospects for people in the local area, and locating this facility in close proximity to office areas, the hotel and eco/visitor centre will also provide the potential for strong vocational training linkages to be established.
Sustainable Tourism

Framework Objectives:

- To help increase the number of people who stay/visit the area
- To promote sustainable tourism initiatives in the Forest of Dean (such as walking/cycling tourism)

As well as the provision of specific tourism facilities, such as the hotel, visitors are expected to be attracted to the area through the wider regeneration, improvements to facilities and enhancement of retail provision within Cinderford town centre which is likely to arise as an indirect benefit of the Masterplan. The potential to develop sustainable tourism within Cinderford is something which threads through the proposals within the Masterplan.

2.4 Social Sustainability

Promoting Sustainability Skills and Learning

Framework Objectives:

- To promote and facilitate awareness raising and understanding of sustainability
- To promote access to education and vocational skills training

The provision of the Gloucestershire College Campus will be the key way in which the Masterplan promotes access to education and training, and its close proximity to the hotel provides the potential for strong links to be made between these facilities, such as providing training support for hospitality and catering courses. The eco/visitor centre will also be a valuable source of information about the Forest of Dean, Cinderford and the Northern Quarter, including information on sustainable development in the area. The Masterplan has sought to promote sustainability skills and learning both directly and indirectly through the development of links between facilities.

To Promote Social Integration

Improving Connectivity

Framework Objective:

- To promote social connectivity and integration between and across communities in Cinderford and the area

The regeneration of the Northern Quarter area will support an improvement in facilities, both directly through the provision of the Gloucestershire College Campus hotel and eco-visitor centre, and indirectly by increasing the number of residents and visitors to the area and therefore supporting the retail offer within Cinderford town centre. While Cinderford residents will benefit from this, people in the wider area will also benefit and it is likely that the new facilities will attract people from neighbouring villages into Cinderford, leading to improved social connectivity and integration.

Stakeholder Engagement

Framework Objective:
To promote civic and wider stakeholder engagement amongst the population of Cinderford and surrounding area

The Masterplan has undergone statutory consultation as part of the AAP and Sustainability Appraisal process. In addition, a number of key stakeholder groups have also been involved in the consultation process. This has included biodiversity/nature conservation groups, local sports clubs, the local and area councils, local interest groups, educational facilities and the police. A number of public consultation events have been held over the course of the Masterplan, including a youth conference attended by children from a number of local schools. Promoting stakeholder engagement in this way has been very positive in engaging local people in the planning and decision-making process.

Health and Wellbeing

Framework Objectives:

- To enhance the health and wellbeing of residents and workers within Cinderford
- To enhance access to social, leisure and sporting facilities in and surrounding Cinderford, including the Forest, for all

The Masterplan makes provision for a new healthcare facility, which will provide specialist healthcare services for the residents of Cinderford and the surrounding area.

Physical health (and emotional wellbeing benefits associated with good physical health) will also be promoted amongst Cinderford residents and visitors through the provision of improved facilities for walking, cycling and the activity centre. Safety and security considerations will be addressed through a number of design and management measures, such as Secure by Design. It is anticipated that the Masterplan will in itself promote well being within the area as people recognise the potential of the investment within their area.

The Masterplan has therefore sought to promote good health and wellbeing in a number of ways, benefitting people in Cinderford itself and the wider area.

Promoting Equality of Opportunity

Housing and Access

Framework Objectives:

- To meet identified housing need, in particular, the provision of affordable housing
- To promote equality of opportunity and access for all within Cinderford
- To ensure physical and social access to infrastructure, services and opportunities

The Masterplan will provide up to 40% affordable housing across all residential areas. This helps to promote equalities and improve housing ownership levels, which have been identified as a particular need of the Cinderford ward. The Gloucestershire College Campus has an important role in providing opportunities for education for those who might otherwise struggle to find employment, including the long term unemployed and those with special educational needs. The Masterplan has therefore sought to address equalities and physical/social access issues through a number of measures, recognising that these are key considerations.
Protecting and Enhancing the Historic and Cultural Identity of the Area

Framework Objectives:

- To protect and enhance local identity and heritage within and across Cinderford
- To ensure that the social and cultural heritage of the area is maintained through development works
- To support the protection of culturally and historically significant assets and qualities. Not just designated sites and buildings, but also locally valued features and landmarks

The design layout within the Masterplan will lead to the establishment of a clear ‘centre’ for the community with the Gloucestershire College Campus as a focal point for the town, and use of local construction materials such as brick and blue pennent sandstone which are produced through traditional industries of the area will help to ensure that the new development fits with development in the wider area and makes use of local materials. The eco/visitor centre will also have a key role in raising awareness of the industrial heritage of the area, preserving and raising awareness of areas of cultural and historical significance. Therefore, the Masterplan recognises the need to preserve the local identity of Cinderford and to protect its cultural and historical assets, while enhancing services and facilities, in order to strengthen the prosperity and character of the area.

2.5 Further Mitigation and Enhancement Opportunities

A Sustainability Appraisal has been undertaken of the Area Action Plan within which this Masterplan sits, and of the Masterplan itself. The Sustainability Appraisal Report of the Area Action Plan is available for review as a separate document.

A number of recommendations were made by the Sustainability Appraisal, in order that the Masterplan can further enhance the sustainability benefits and minimise/mitigate against any potential negative impacts. Some of the key recommendations are summarised below:

Deliverability

- It is important that going forward there is ongoing review of what can be achieved as financial and other constraints may change. This may result in enhancement or refinement, but it is important to ensure that the ethos of a sustainable Northern Quarter is not lost.

Community Engagement

- It is recommended that ongoing engagement with the local community is undertaken to maintain the platform of dialogue which has characterised the development process to-date.
Environmental Sustainability

- **Environmental Management:** It is recommended that the AAP should support the development of ISO14001 Environmental Management Systems for new light industrial occupiers within the Masterplan area and that developers should employ registered Considerate Contractors who are required to have Construction Environmental Management Plans (CEMP), to reduce the impact of development on the environment.

- **Site Assessment:** Recognising the industrial legacy of the area, further site investigation is necessary to identify areas of contaminated or unstable land and groundwater contamination, remediation and reclamation of which will be essential to any future proposed development.

- **Protected Habitats and Species:** Appropriate Assessment is likely to be necessary at the detailed design stage to inform the design process and ensure no likely significant effect on the surrounding European Designated sites. Further assessment of landscape and visual impacts, and detailed landscape plans, mitigation measures and management plans will be required at the detailed design stage. These will provide the specific detail required to maximise the benefits and minimise any negative impacts arising from the development.

- **Reducing Flood Risk:** It is importance to ensure that the Masterplan and detailed designs for the attenuation area take due account of the recommendations within the Strategic Flood Risk Assessment. This will safeguard against the risk of flooding and potential disruption within the area, in particular ensuring that current and future residents are protected from the potential effects of flooding. Specific flooding mitigation measures are recommended, including designing all drainage systems in accordance with the application of the SUDS hierarchy and ensuring that sufficient storage capacity is provided (including provision for increases resulting from climate change). A site specific Flood Risk Assessment will be required and a maintenance plan will be developed for the site drainage systems and watercourses.

- **Sustainable Management of the Forest:** The presence of an increasing number of visitors to the Forest may lead to an adverse effect on the environment, and it is important that such impacts are carefully and pro-actively managed, such as through the form of a Forest/Tourist Management Plan.

- **Protecting the Gloucester Way:** The alignment of the spine road runs parallel to the Gloucester Road which is a National Trail route. It is therefore recommended that consideration be given to the inclusion of noise and visual mitigation measures to limit any adverse impacts of the road on the amenity value of the Way.

- **The Energy Centre:** Plans for the Energy Centre will need to take into account ecological constraints, in particular, potential emissions to air which may impact upon designated sites. Ongoing consultation with key stakeholders such as Natural England and Environment Agency is recommended.

Social Sustainability

- **Education:** It is critical that the Gloucestershire College Campus provides opportunities for education for those who might otherwise struggle to find employment, including the long-term unemployed and those with special educational needs. Training should be targeted at identified need, including vocational skills.
- **Eco-visitor and activity centre:** The eco-visitor and activity centre will have a key role in raising awareness of the industrial heritage of the area, preserving and raising awareness of areas of cultural and historical significance. It is recommended that the centre should provide a flexible space for clubs and organisations, tourist information, education on the forest, local heritage and the environment.

- **Code for Sustainable Homes & Integrating Building Level Technologies:** Opportunities exist to further CSH level attainment, as and when technological developments facilitate this. More broadly, the integrating of progressive green technological developments within buildings of both a commercial and residential nature, afford the opportunity to reduce the resource and carbon footprint of the Quarter.

- **Sustainable Travel and Transport:** The frequency, reliability and routing of such public transport provision, in particular, bus services, is key to maximising access for residents to sustainable travel options, and should facilitate more sustainable inward and outward travel for those commuting into or visiting the area.

- **Equalities:** An Equalities Impact Assessment (EqIA) should be undertaken at the outline planning stage to proactively address and maximise benefits to target groups within Cinderford.

### Economic Sustainability

- **Integrated Strategic Delivery:** The AAP and Masterplan has established a positive premise for regeneration but there is an opportunity through integrated delivery across Cinderford and Forest of Dean as a whole to achieve a greater cumulative benefit for the wider area.

- **Assessment of the Property Market:** The physical enhancement of the Northern Quarter and diversification of land uses will enhance the image and attractiveness of the area for potential residents/investors and bolster property value, but creating a strong local property market will remain challenging.

- **Northern United Area:** The nature of the industrial use of the Northern United area will need careful management, to ensure that the surrounding forest and biodiversity is not adversely affected, specifically in terms of industrial use, transportation and potential emissions to land, water and air.

- Careful consideration will also be necessary at the outline planning stage to protect and enhance both the safety of users and more broadly, the ecology of the area, with regard to access routes between the Northern United site and the eastern side of the development.

- **Wider Development of Industrial Land:** The AAP and Masterplan have established a positive framework for regeneration of the Northern Quarter. Beyond the boundaries of the Plan and its Masterplan, however, exists industrial land in the form of Forest Vale, which has the potential to be revitalised to stimulate wider regeneration and enhance the potential of the Northern Quarter itself. It is recommended going forward that engagement with landowners explores the potential for this land south of the Northern Quarter to be subject to its own Masterplan or framework for regeneration.

- **Sustainable Procurement:** It is recommended that a Sustainable Procurement Strategy is devised in order to oversee implementation of the Masterplan and ongoing development. This should integrate a strong local procurement
component, to maximise the benefit to local businesses and the economy, providing another mechanism to facilitate regeneration at the local level.

2.6 Monitoring

A monitoring framework for the AAP and Masterplan will be developed, with clear delegation of responsibility for overseeing the delivery of progress. Through dialogue with key monitoring stakeholders at future design stages, detailed interventions will be listed and specific responsibility allocated to individual and collective stakeholders.

Summary

Through developing a clear Sustainability Framework and its constituent objectives, the key priority accorded to sustainability has been emphasised throughout the masterplanning and design process. The process has responded to the objectives set out in the Sustainability Framework in a robust and comprehensive manner, as demonstrated by the Sustainability Appraisal carried out using the Framework. A number of recommendations have been made with the aim of maximising the deliverable sustainability benefits of the Masterplan. A benchmark against which delivery performance will be monitored has also been established. Ongoing review of the performance of the Masterplan will be important in ensuring that sustainability continues to be embedded within the development process going forward.

2.7 Design Standards

The design standards for the development of the Northern Quarter will address the quality of the built environment, individual buildings, construction quality and delivery. The standards on construction quality and delivery are contained in the chapter ‘11.0 Delivery’. There is guidance on the delivery of high quality and sustainable landscape in section 4.6.

The design standards for this development are in accordance with the standards promoted by the Homes and Communities Agency (HCA). These standards will progress over time and may have moved forward from the standards as set out in this document by the time development commences on site. It is envisaged that the design standards will be reviewed at each phase of the development, to ensure the development complies with the standards promoted by the HCA and the Council at that time.

The present guidance as defined by the HCA is set out in the table. The guidance is aspirational for this development and must be confirmed at the outline planning stage.

Planning and Design for Outdoor Sport and Play

This standard has been published by the Fields in Trust and provides guidance on play equipment, as well as the number, location and size of outdoor play spaces for children of different ages. The guidance does not differentiate between high density urban development and areas where most dwellings have access to private outdoor space. It is therefore recommended to apply the guidance in a flexible manner to ensure all residents have equal access to green spaces as defined in the publication.
Materials

All development must use FSC timber, in accordance with the guidance of the Forestry Commission. More guidance on materials is in the Design Code.

Quality Places

The HCA provides advice on creating quality spaces using the following design, planning and assessment tools:

<table>
<thead>
<tr>
<th>Design Statements</th>
<th>Design statement adhering to the principles of the Urban Design Compendium (UDC) and UDC2</th>
<th>Guidance through all design stages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building for Life</td>
<td>Building for Life Silver or Gold</td>
<td>Criteria at Outline Planning to Reserved Matters stage. Awarded after completion of 50% of the homes</td>
</tr>
<tr>
<td>Inclusive design</td>
<td>Access statement, taking an inclusive approach to design and adhering to the principles of inclusive design guidance note</td>
<td>Guidance for Outline Planning to Reserved Matters Stage</td>
</tr>
<tr>
<td>Secure by Design</td>
<td>Developments designed according to Secured by Design principles and accredited by the local constabulary</td>
<td>Consultation from Outline Planning to Reserved Matters Stage</td>
</tr>
<tr>
<td>Integration of Tenure</td>
<td>Tenure-blind development (maximum of 6 social units together)</td>
<td>Standard through all design stages</td>
</tr>
<tr>
<td>Car parking</td>
<td>Maximum parking as set as the minimum parking provision of the local authority. Design in accordance with Manual for Streets and Car parking: what works where guide</td>
<td>Guidance and standard through all design stages</td>
</tr>
</tbody>
</table>

Quality Homes and Buildings

The HCA guidance and standards on creating quality homes and buildings are:

<table>
<thead>
<tr>
<th>Code for Sustainable Homes</th>
<th>Level 4 as a minimum and increasing with statutory change over time.</th>
<th>Standards at Reserved Matters Stage. Awarded post 1 year occupancy</th>
</tr>
</thead>
<tbody>
<tr>
<td>BREEAM</td>
<td>Excellent for commercial or other building types</td>
<td>Reserved Matters Stage.</td>
</tr>
<tr>
<td>Lifetime Homes</td>
<td>All 16 standards for Lifetime Homes must be achieved</td>
<td>Standards at Outline Planning and Reserved Matters stage</td>
</tr>
<tr>
<td>Building Specification</td>
<td>BRE Green Guide to Specification between A-C</td>
<td>Standards at Reserved Matters and detailed design and construction stage</td>
</tr>
<tr>
<td>------------------------</td>
<td>-----------------------------------------------</td>
<td>--------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Overheating</td>
<td>Testing required on overheating – for living areas &lt; 1% of occupied hours are over an operative temperature of 28°C. Bedrooms &lt; 1% of occupied hours are over 26°C.</td>
<td>Reserved Matters stage and post construction stage</td>
</tr>
<tr>
<td>Space Standards</td>
<td>1 Bed/2 person homes 51m² 2 Bed/2 person homes 66m² 2 Bed/2 person homes 77m² 3 Bed/2 person homes 93m² 4 Bed/2 person homes 106m². Also requirements for room dimensions and balconies</td>
<td>Outline Planning and Reserved Matters stage</td>
</tr>
<tr>
<td>Fire Safety</td>
<td>Statement of fire safety</td>
<td>Reserved Matters stage</td>
</tr>
</tbody>
</table>

### Overheating Requirements

- **Living Areas**
  - Overheating testing required for areas with less than 1% of occupied hours exceeding 28°C.
- **Bedrooms**
  - Overheating testing required for areas with less than 1% of occupied hours exceeding 26°C.
3.0 Vision and Options

3.1 Vision

The vision for the Masterplan for the Northern Quarter aims to create a new destination in the Forest of Dean that will change the perception of what is achievable in terms of quality design and sustainability distinctive to the Forest. The vision has been defined as follows:

“The Northern Quarter will become an attractive destination for local people in Cinderford and surrounding communities. It will make the most of the beautiful landscape and will set high standards for design and sustainability. Set within a green campus environment, the Northern Quarter will feature a range of new facilities including an educational facility. The development will also bring wider benefits to the area including a new road that will reduce traffic impact on Steam Mills and Newtown.”

The Vision is supported by 8 themes, which are in accordance with the strategic aims for Cinderford as defined in the Business Plan.

Theme 1: Sustainable Place Making

The Northern Quarter will be a sustainable new development that respects and celebrates the area’s important landscape, habitats and cultural heritage. A Sustainable Development Framework accompanies the Masterplan to guide the design of the Masterplan at all levels.

Theme 2: Accessibility and Movement

A new link road through the site will play a vital role in providing access to the new development, but will also create a new and better link into Cinderford. Access for pedestrians, cyclists and buses will also be improved.

Theme 3: Education and Learning

The Gloucestershire College Campus will offer a large range of higher education opportunities and create a great place to study and learn. A potential occupant is Gloucestershire College, Royal Forest of Dean Campus, currently based near Coleford, which is considering moving to a new central location so that they can bring all their facilities together into one campus.

Theme 4: Landscape, Environment and Biodiversity

The Northern Quarter is in a beautiful environment including woodland, open space and water. The landscape also reflects the long history of mining in the area. The Masterplan will be designed to respond to the landscape setting and to take active measures to protect and enhance the biodiversity of the site.

Theme 5: Living and Working

The Northern Quarter will be a great place to live, work, study and relax. The Masterplan will provide a mix of residential, community and employment uses which will be carefully designed and located.
Theme 6: Healthy Living, Tourism and Leisure

A range of leisure activities such as walking and cycling will be encouraged, alongside a hotel, café and Eco-visitor centre to promote access to the forest for leisure, sustainable tourism and education.

Theme 7: Integration with Steam Mills and Cinderford Town Centre

The new development will be linked to the surrounding area, with connecting streets and good transport links promoting sustainable modes of travel. The new development will work with the existing communities by supporting existing facilities and by providing new ones which everyone can use.

Theme 8: Delivery and Partnership

Based on guidance in the new planning system it is important that the plan is deliverable. The Masterplan is designed working closely with stakeholders, developers and the public to create a plan which has broad support and is realistic.

These themes have been broken into eleven objectives which outline the key principles for the Masterplan:

Objective 1:
To promote high standards of sustainable design including climate change adaptation and mitigation and renewable energy provision

Objective 2:
To realise the site's potential as a local amenity centre for surrounding communities

Objective 3:
To unlock the development potential of the site through the development of a new spine road which will enhance the accessibility of the Northern Quarter and Cinderford

Objective 4:
To achieve sustainable transport patterns through improved accessibility for pedestrians, cyclists and buses

Objective 5:
To facilitate the regeneration of the Northern Quarter through the development of the Gloucestershire College Campus.

Objective 6:
To ensure that development respects the area’s important landscape, habitats and cultural heritage

Objective 7:
To protect and enhance the biodiversity value of the Northern Quarter
Objective 8:

To deliver an appropriate balance of employment, residential, community and leisure uses across the site.

Objective 9:

To promote a wide range of leisure activities in the Northern Quarter to promote access to the forest.

Objective 10:

To ensure that the development is carefully integrated with Steam Mills, New Town and Cinderford Town Centre in terms of amenities and physical connections.

Objective 11:

To ensure that the plan is deliverable and has a broad base of support.

3.2 Constraints

A baseline report has been prepared which provides detailed information of the site’s context and conditions. The analysis of the site has informed the constraints and opportunities for the Masterplan and is represented in the Cinderford Northern Quarter Baseline Report. The baseline report identified site specific constraints and opportunities as well as strategic weaknesses and potential, which are summarised below:

Strategic weaknesses

- Disconnection from Cinderford because of the distance (2km) and the Forest Vale Industrial Park;
- Poor gateway at Nailbridge junction to Cinderford, which is complex and constrained in terms of traffic movement;
- Weak connections for pedestrians and cyclists between Cinderford and Drybrooks, Ruardean Hill, and the site; and
- Disparate built environment around the Northern Quarter site with no clear character.

Site constraints

- Large areas of the site are designated forest and cannot be developed;
- Constraints from the mining legacy, mainly mine shafts and the open-cast mining high wall;
- Ecological constraints including nature conservation designations (e.g. the Linear Park Key Wildlife Site), protected species (e.g. Lesser Horseshoe Bats, Great Crested Newts, dormice) and recognised habitat areas for a range of species including invertebrates (open bodies of water and the floodplain);
- Existing land uses and buildings;
3.3 Heritage and Archaeology Features

The Northern Quarter site contains buildings with heritage value and sites with potential archaeological value both on the site and on its edges. However, there are no nationally or locally listed buildings, scheduled ancient monuments or designated conservation areas.

A heritage and archaeology report produced by Gloucestershire County Council (GCC) in September 2009 identifies buildings with heritage value and potential valuable archaeological sites; this report has been used in identifying the sites with heritage or potential archaeological importance on figure 3.5.

Steam Mills and Newtown buildings identified with heritage value and archaeological value

Steam Mills village and the small settlement of Newtown - on the eastern side of the Northern Quarter site - developed in the 1840s around a corn mill. Several of the older buildings in the settlements contain heritage value through contributing to a sense of local identity, distinctiveness and history of the area. These buildings are:

- The carpet warehouse on the corner of Steam Mills Road / Newtown Road is a substantial stone built property which forms a landmark on Steam Mills Road. Through an alternative community and/or commercial use it could become a focal point for the Steam Mills West neighbourhood.
- The house on the corner of Steam Mills Road / Newtown Road
- The group of 19th century cottages on the eastern side of Steam Mills Road to the north of the carpet warehouse
- Haywood Engine Works on Newtown Road
- Broadmoor Chemical Works
- Group of cottages in Newtown

It should be noted that in the current plans for the Northern Quarter no alterations are proposed for any of the above heritage buildings apart from the Haywood Engine Works, which are proposed for demolition.

Northern United Colliery buildings

The Northern United Colliery was opened in 1933 and closed in 1965, the last deep mine to close in the forest. Many of the key colliery buildings survive today, such as the pithead baths, canteen, offices, chain store, iron store, carpenters' shop, blacksmiths' shop, electricians shop, stables and the explosive store. Some of the surviving buildings are in use as a recycling and waste facility, but most are vacant and in poor repair. The large shed in the centre of the buildings is not a historic colliery building.

In February 2011, the Minister for Tourism and Heritage confirmed that the Northern United Colliery buildings are not suitable for listing following consultation with English Heritage.
The entire colliery site has been identified by GCC as having potential archaeological value. The colliery buildings and potential archaeological value are identified on the plan opposite.

Archaeology

The site contains the potential for below ground remains of archaeological significance. These areas are:

- Hawkwell Brickworks
- All of the mine shafts, shallow coal workings and open cast mining areas in the site boundary

The areas for potential below ground archaeological value are identified on the plan opposite.

Areas of open cast mining and recent clay workings are assumed to have very low archaeological potential.

Other miscellaneous features of the site

Other miscellaneous sites and features have been identified by GCC, these can be found in the report itself and are too detailed to be listed here. However, it is worth noting the rail and tram ways on the site, which are shown on the plan opposite.

3.4 Opportunities

Strategic potential

- Enhance the relationship of the site with the Forest in terms of setting, character and ecological value;
- Improve the connections to Cinderford, Ruardean Hill and Drybrook, potentially acting as a stepping stone between them;
- Provide housing, education, tourism and employment space for Cinderford; and
- Provide a new access road to Cinderford and improve public transport.

Opportunities

- Link the new development to Steam Mills and Newtown;
- Integrate existing facilities and assets, such as the school and sport pitches
- Improve the links from the site to its surroundings through clear gateways, new streets and cycle and pedestrian links;
- Help to facilitate environmental improvements to Steam Mills Road and highway improvements in conjunction with new access;
- Draw from the cultural assets of the Northern United buildings, Steam Mills and New Town in terms of identity and character if possible;
- Integrate and enhance the high quality landscape setting, in particular the lake;
- Design buildings which respect traditional local styles and materials;
- Protect existing businesses in the area;
- Protect and enhance key areas of nature conservation interest including the local wildlife sites such as species-rich grassland, wetland and woodland habitats;
- Develop a biodiversity checklist for habitats improvements such as bird nesting, nectar rich planting or use of green roofs, to measure how effective the plan is; and
- Encourage use of renewable energy and low carbon development.

3.5 Design Principles

The design principles for the Northern Quarter have been developed to provide a set of criteria for the evolving design of the Masterplan. The principles have been informed by the unique context of the site, the vision and its supporting themes, and the design criteria for creating sustainable places.

The design principles are as follows:

A Sustainable Place in the Forest

A development that is well balanced in terms of economic, environmental and social sustainability. Strengthening the connections to the forest via physical links, strategic views and a source for construction, energy, education and well-being. Keeping alive the culture of the forest through protecting the mining legacy and bringing it into new uses.

Access and Movement

Creating a new spine road which provides access to and through the site and is an alternative to Steam Mills Road for accessing Cinderford. The new road will improve public transport connections, which will have a larger catchment area. The movement network is designed to create permeable connections which link into the existing network, most notably to Cinderford, Steam Mills, Northem United, Drybrook and Ruardean. The movement network is also designed to encourage walking and cycling, as well as low traffic speeds.

Education and Learning

Facilitating the Gloucestershire College Campus at the heart of the development in a well connected location. A low carbon development of exemplar design quality that will be a source of local pride.

Living and Working

Creating an attractive area - an 'amenity hub' with a wide catchment to Cinderford, Ruardean, Steam Mills and Drybrook for businesses, with good access, an attractive landscape setting, strong urban form and links to the Gloucestershire College Campus. Promoting fine grain and mixed-use residential and low carbon development which is affordable, well connected and suitable for all ages and a sustainable lifestyle.

Integration with Steam Mills and Cinderford

Adding variety to the existing types of residential, business and education space through new development, which is well connected through good transport links. Sharing new and
existing communal facilities and creating new residential development as a natural growth from Steam Mills.

A Place of Character

Drawing on the design characteristics typical of Cinderford, such as informal street layouts, simplicity of dwellings, local materials and an interface with the forest and lake, and utilising this key asset for the character in the Northern Quarter. There should also be a clear distinction between public and private realm, a legible street hierarchy with strategic views and vistas.

3.6 Evolution of the Masterplan

The Masterplan is the culmination of a process involving technical work and options testing in consultation with stakeholders and the local community. Details of all the consultation to date can be found in the Consultation Statement which accompanies this document and the AAP. This section provides a summary of the process.

Options Consultation, May 2009

In May 2009 a series of consultation events in Cinderford were undertaken by the consultant team. The events were designed to engage key stakeholders and members of the local community in order to inform the development of a Masterplan which would, in turn, provide the basis for the Area Action Plan Preferred Option. In the consultation, stakeholders were asked their views of the Masterplan vision, design principles and 3 alternative Masterplan options for what mixed-use development could comprise. The three options considered are shown below.

All options used the Preferred Option from the Business Plan as their premise and took into account the constraints and opportunities of the Baseline Report. The options explore different approaches to the location of the education facility and the setting of the lake, as well as varying emphasis between the amount of business and residential development.

From the consultation, a strong preference for option 2, ‘College at the Centre of Employment and Housing’ emerged. There was also a strong support for the vision, tourism, employment and recreation uses for the site. In terms of design principles, respect for the forest and wildlife, high standards for green buildings and energy generation and improved access rated highest. The main concerns were the protection of green space, habitats and the lake settings.

Preferred Options Consultation, October - November 2009

Option 2 was subsequently taken forward to form the basis of the preferred option Masterplan, taking into account comments from the Sustainability Appraisal on the options, consultation, market review, assessment of flood risk and ecology. At this point the AAP Preferred Options Report, Sustainability Appraisal and Masterplan and Design Codes documents were produced and underwent a formal six week consultation period during Autumn 2009. The preferred option masterplan is shown below.
Further Consultation, January 2011

In the period following the formal preferred options consultation, a number of external factors influenced the AAP strategy and led to aspects of the Masterplan being reconsidered. Changes were proposed to the education facility and spine road locations as a result. These changes were subject to a further six week period of consultation in early 2011 to enable views to be exchanged and taken into account in the compilation of the final version of the Masterplan, AAP and associated documents. The further consultation masterplan is shown below.

Pre-submission AAP, April 2011

The Masterplan and Design Codes contained within this document have taken on board changes as a result of comments received during the preferred options and further consultation.

This document sits alongside the Pre-submission AAP which will undertake a further round of formal consultation in May 2011 and will subsequently be examined and adopted as policy.

Adopted AAP, February 2012

The adopted version of the Cinderford AAP incorporates a revised spine road alignment to that presented in the Submission document and at the Examination in Public. The Adopted AAP road alignment responds to concerns from statutory consultees and local nature conservation groups regarding the proximity of the northern end of the proposed road and its perceived impact on protected bat species in this location. At the southern end of the proposed route, there is a change to the junction arrangement with Broadmoor Road to meet highway design standards. These changes to the primary road route have a significant effect on the baseline maps for both the AAP and the Masterplan and Design Code. The illustrative plans to accompany the Masterplan and Design Code have been updated accordingly.
4.0 The Masterplan

4.1 Masterplan Framework

The Masterplan Framework is designed to create an exemplar new community for the Northern Quarter. It is based on the Vision, detailed previous studies, outline plans, constraints, opportunities, design principles and consultation. It combines what has been considered the best solution for the regeneration of Cinderford and the best solution for the Northern Quarter in particular. The main principles for the four main categories of the Masterplan are:

**Place**

- The Northern Quarter will be transformed as a place in the forest;
- The site will become a local amenity centre for the surrounding communities of Steam Mills, Drybrook, Ruardean and Cinderford; and
- A new community will be built around a mixed-use centre and employment space including new offices, a hotel, the Gloucestershire College Campus and an eco/visitor centre.

**Landscape**

- The lake and the forest are recognised as key assets both because of their wildlife and landscape value;
- The development is situated between the forest edges on former brownfield land; and
- Watercourses and floodplain become green fingers in the development.

**Movement**

- A new spine road will serve Cinderford and the Northern Quarter;
- A new east-west link will be created between Northern United and Steam Mills;
- Reduction of traffic on Steam Mills Road;
- Provision of public transport between the Gloucestershire College Campus, employment areas, local community and the wider area; and
- A good network for walking and cycling.

**Sustainability**

- High sustainability targets for all development: Code for Sustainable Homes Level 4 and rising, BREEAM excellent for non-residential development as a minimum;
- Provision of an energy centre and renewable energy technologies across the site;
- High levels of affordable housing;
- Provide a range of land uses to support economic development; and
- Develop social integration of communities.
4.2 Illustrative Masterplan

4.3 Character Areas

The Masterplan is organised in five character areas, defined by their use or mix of uses and their relative location in relation to key features of the site. The five character areas are:

1. Northern Quarter Centre
2. Steam Mills Village West
3. Northern United Enterprise Park
4. Forest Vale North
5. Linear Park

Northern Quarter Centre

This character area is the mixed-use core of the Masterplan and is located along the main movement corridor. The mixed uses of this character area include the Gloucestershire College Campus, high quality employment space, a hotel and an eco-visitor and activity centre - uses which are the most suitable for this accessible and prominent area.

Steam Mills Village West

This character area forms an extension to the existing communities of Steam Mills and New Town. It will be a new residential neighbourhood in a very leafy setting, interfacing directly with the forest, green fingers, water courses and floodplain. Public spaces and access areas will reflect the more quiet and homely qualities of this place.

Northern United Enterprise Park

Northern United Enterprise Park is the area of the former Northern United Colliery and includes several existing and future employment sites between Northern United and the lake. The character area will aim to intensify the employment uses while continuing the employment legacy of the site. The nature of these employment uses will be sensitive to the landscape setting and to the mining history of Northern United. The Masterplan encourages mixed employment uses in this area with a range of use classes being acceptable (B1, B2 and B8). In addition, the Northern United site could accommodate tourism or heritage related activities which create service-based jobs.

The site could accommodate small and medium sized businesses or a single larger operation. It is important that the development is sensitive to the forest context, mining heritage, miners’ memorial, ecology and the need to maintain a degree of public access to and through the site.

Forest Vale North

A small character area to the south-east, it is a seamless continuation of the Forest Vale Industrial Park and will contain office and light industrial employment space. In addition to the business uses, a new healthcare facility the Forest Renal Unit, was opened in October.
2012 and is located just south of New Town. Large areas of the character area are in the functional floodplain and will contain uses compatible with the floodplain.

Linear Park

The Linear Park character area is the northern end of the entire Linear Park, stretching north to south at the west of Cinderford. The park is characterised by a mix of grasslands, woods, ponds and heritage features. The Linear Park is a place for recreation and contains a variety of habitats, and will be preserved in its natural-rural state.

The Masterplan site also contains large amounts of forest, which have not been identified as a character area as such because they merge seamlessly with the surrounding forests outside the site boundary.

4.4 Land use

The mix of uses proposed in the Masterplan constitutes a comprehensive response to the identified issues and opportunities and the related sustainability objectives of the site. The uses include:

- Gloucestershire College Campus
- Office space
- Light industrial uses, including an energy centre
- A hotel
- An eco-tourism and activity centre
- Residential
- Retail (as part of the office development or ground floor shops)
- Forest Renal Unit – a specialist health care facility

Education

The Gloucestershire College Campus will be the essential catalyst for the regeneration of the Northern Quarter. It will be located in a prominent, central and easily accessible place on the site adjacent to the lake. It is assumed that this facility will be a new college facility, providing a unique and vibrant environment for further education and adult learning for the Forest and its wider catchment. Strong links with the hotel, business spaces and environment, both in terms of curriculum and physical links, will be sought, in particular the facility will share its site with the eco-visitor and activity centre.

The Gloucestershire College Campus will incorporate out of hours use and flexible space for community use. The education facility will be of the highest standard of contextual and environmental design, contributing to a low carbon future for Cinderford.

Eco-visitor Centre

Sharing the Gloucestershire College site next to the hotel and lake, the Masterplan proposes an Eco-visitor centre. This centre will be a flexible space for tourist information, education about the forest, local heritage and environment. It may also provide space for local clubs and organisations. It will include teaching, exhibition, storage and catering space.
Activity Centre

The activity centre will be part of the Eco-visitor centre to cater for a long standing aspiration amongst the local community for modern leisure facilities. It is envisaged to provide modern facilities for the local community, education curriculum and visitors to the wider forest area but would seek not to duplicate the existing offer in Cinderford.

Together the Gloucestershire College, associated car parking, activity centre and eco-visitor centre are allocated a plot size of 1.7 hectares.

Residential

The residential development will aim to create an exemplar new neighbourhood focussed in the Steam Mills Village West character area which will support a sustainable, affordable and low carbon lifestyle in this semi-rural location. The Masterplan assumes a high level of affordable housing (target 40%) and supports all stages in life by providing a mix of family homes and apartments, with a presumption that the majority will be housing. Apartments and affordable housing should be distributed evenly across the site and delivery phases.

The plots allocated for residential development total 4.7 hectares within a neighbourhood area of around 6 hectares, supporting approximately 175 new homes.

Employment space (B1 Offices)

Cinderford currently lacks a supply of high quality office space and a key objective is to achieve a step change in the offer of higher quality employment space in the town. Office uses are located in prominent and accessible places along the main street, drawing on the attractive environmental setting of the lake and the forest. Office uses will also be scattered throughout the employment-led character areas of Northern United Enterprise Park and Forest Vale North, making the link between light industrial and office based industries. Office uses in the Northern Quarter Centre could include provision of live / work accommodation. The office space will be a leading example of high quality low carbon employment space, providing excellent places in a green environment for local business to thrive. The range of office space is recommended to be between 100 to 250 sqm net internal floor space.

The plot area allocated for employment space (B1 offices) is 4.3 hectares.

Employment space (B2/B8 light industrial/industrial)

The light industrial and industrial uses will be located in the employment led character area of Northern United Enterprise Park and units are recommended to be between 100 and 1000 sqm gross external floor space. They present an expansion of the existing light industry in Cinderford, which has a strong legacy in the town. The plot area allocated for employment space (B2/B8 light industrial/industrial) is 4.1 hectares (including 1.7 ha occupied by existing businesses).

Employment space (B2, B3, B8 Northern United)

The Northern United site will be an area of mixed employment uses, sensitive to the mining heritage, miners memorial and ecology of the site. Alongside the potential for offices, light industry, storage and distribution the site could accommodate tourism or heritage related activities which create service-based jobs. The site is flexible in nature to accommodate small and medium sized businesses or a single larger operation, however a degree of public access
to and through the site will need to be maintained connecting into the wider footpath network.

The plot area allocated for the Northern United is included within the employment space allocations.

**Health, community and social infrastructure**

A site for a health care facility was identified on Newtown Road and has been successfully developed as a specialist kidney dialysis treatment unit. Other social infrastructure requirements will be reviewed by service providers including the County Council as development proposals come forward at outline planning stage.

The plot size allocated for the health care facility is 0.33 hectares.

**Hotel**

The Northern Quarter has significant potential as a visitor destination in its existing context as an attractive natural location adjacent within the Forest of Dean. A hotel is proposed, alongside the proposed activity centre and eco-visitor centre. It is envisaged that the hotel will be a new high quality destination for Cinderford aiming at a 4-5 star, maximum 60 bed facility, including a restaurant or pub. It is located next to the lake to make the most of the attractive views, but is also clearly visible from the new spine road.

The plot area allocated for the hotel will be 0.25 hectares.

**Retail**

Retail has not been identified as a single land use for any of the plots. Small retail units are expected to be integrated as part of the office or residential development in form of ground floor shops to cater for the local demand. Retail competing with the town centre will not be permitted on the site.

**4.5 Movement and Public Transport**

**Vehicular Movement**

The Masterplan responds to the design objectives of creating streets for all and creating a permeable network for the site.

In areas used by protected bats species, lighting will have to be designed in order to reduce the disturbance of the bats. This could include the reduction of lighting to a safe minimum, baffle boards, use of bollard rather than pole lighting, and directional lighting.

**Primary Route**

The main north-south connection is the new spine road (primary boulevard) between the A4136, in the vicinity of the existing Northern United junction, and Broadmoor Road. This new route will provide an alternative to Steam Mills Road for accessing Cinderford. The vision for the route is to create a new street fronted by built development along the majority of its length, passing areas of open landscape and forest edge with a single carriageway and 30 mph speed limit. This route will also serve as a main public transport route for buses approaching and leaving Cinderford from the north. This primary access route will predominantly serve areas of employment, the Gloucestershire College Campus, the hotel,
the visitor centre, and will provide access to the secondary and the tertiary street network. In response to ecological requirements, the alignment of the north-western section of this route has been adjusted. Further habitat surveys will be required as detailed design proposals are prepared.

Secondary Route

A secondary street links the new spine road with Steam Mills to the west and will be the main access for the residential development in this area. This will be a tree-lined street with a 20 mph speed limit.

Both the primary and secondary network are aligned through areas of high ecological sensitivity, being in the forest or at the forest fringe and through the Northern United site. The street design will include mitigation measures to reduce severance that these structures could bring for certain species, in particular bats. This will be achieved through the initial identification of key bat flight routes which will be subsequently maintained via green links. These could include culverts beneath the road, aerial crossovers though additional tree planting, and green bridges via wires. Appropriate planting, fencing, and bollard lighting will accompany these green links to funnel bats to crossing points and encourage them to cross at height above the level of traffic.

Tertiary Routes

A network of tertiary streets will serve the residential blocks. The network will include shared surfaces and will respond in a flexible manner to its environment, such as the forest fringe or green fingers.

Most of the streets will include on-street parking. Details on parking and more information on the roads and network are contained in the Design Code section of this report.

Pedestrian Network

Walking and cycling will be fundamental in the design of the new Northern Quarter development and how it links to the nearby existing settlements around Cinderford and the forest landscape. This strategy aims to make use of best practice and quality design to promote walking and cycling. This will include the incorporation of incentives to encourage these sustainable forms of travel, to be designed into the Masterplan at the outset and not as afterthoughts.

Fundamental to the Masterplan, will be the creation of pleasant, safe and walkable environments. Irrespective of the character area, or type of development, the aim is to ensure connectivity with existing neighbourhoods and permeability through new sites.

The aim is to ensure that all new homes are situated in close proximity to local employment sites, shops, schools, community and health facilities and leisure facilities. Importantly, new homes should be within 5 minutes walking distance (400m) of a bus stop.

Formal walking routes through the site will link with more informal, traffic free paths in the landscaped and forested areas. The main recreational routes within the site are around the lake and along the green fingers, linking to the recreational facilities of Steam Mills, the primary school and the forest.
As illustrated in Figure 4.10, most of the site is within a 5 minute walking distance from the Northern Quarter Centre. This includes the new residential development at Steam Mills West and the existing Steam Mills village. Only the Northern United site is approximately a 10 minute walk from the Northern Quarter Centre.

Cycling

The hilly topography of the site and surrounding area is not ideally suited for cycling. However, recreational cycling is popular in the forest. One of the main aims therefore, will be to encourage cycling as a mode of transport, wherever possible. Some of the following measures can be explored:

- Providing safe and secure cycle parking adjacent to residential units, employment sites and other community amenities, such as at shops and the Gloucestershire College Campus.
- Ensuring the provision of sustainable transport infrastructure, including sheltered bicycle stands, quality road surfacing and safe, well-lit routes.
- Providing showers, changing facilities and lockers at workplaces.
- Introducing community bike rental initiatives and bicycle training programmes.

As illustrated in Figure 4.11, the majority of the cycle network will be on quiet streets and a smaller proportion on traffic free paths.

The main north-south connections will be on the new spine road and Steam Mills Road. It is envisaged that these connections will be extended to serve the communities of Drybrook and Ruardean Hill, as well as to Cinderford town centre.

Two connections will link the development and surrounding communities with the forest trails. One connection runs east-west along the forest fringe between the bowling green at Steam Mills and Northern United. The other connection will run between Steam Mills Road and the lake, providing a link to the existing cycle network in the Linear Park.

Additional connections are also recommended to provide links to the proposed new National Cycle Network Routes 42 and 44 that are now signed to the east and southwest of the site. These will require low-level improvements to existing trails and paths through the forest and to the east of Steam Mills Road.

Public Transport

Cinderford is not connected to the rail network and accessing local employment centres commonly does not require rail use. Therefore, the main focus for improvements to public transport are buses.

Bus Routing

The proposed bus routing through the site is illustrated in Figure 4.12. Given that the new spine road will provide an alternative access road into Cinderford from the north, key bus routes that currently run along Steam Mills Road will be diverted through the site, stopping at the new bus hub in the Northern Quarter Centre.
Public Transport Hub

A new transport hub is to be introduced at the Northern Quarter Centre, on the main spine road and adjacent to the Gloucestershire College Campus and employment sites. All diverted services through the new development and potential student buses will stop at the facility. The new transport hub is not considered to be a terminus.

Bus services could be improved by a number of initiatives to make these more attractive and to incentivise people to change from private car travel. The proposed improvements are as follows:

- Increase service frequencies – Increasing service frequencies and creating ‘bus corridors’ are vital to changing the mindset of commuters and ensuring that bus travel really is an option.
- Community transport - Provision of services for people with disability or living in remote locations without access to mainstream public transport services.
- Student buses - Buses can be introduced to provide a service for students from the Gloucestershire College Campus catchment areas.
- Quality bus corridors – New bus fleets and basic infrastructure, including quality bus stops and real time indicators. The quality of service and travel experience will make people want to use buses.
- Real-time information – Real-time information available within dwellings via telephone or internet. Travel information can be made readily available by a local authority operated website or one-stop centre.

4.6 Landscape and Biodiversity Strategy and Public Realm

Landscape and Biodiversity

The landscape of the site should maintain its rural-natural character, described as ‘wooded syncline and settled forest margin’ and as a result should not be manicured as in more urban areas. The aim for the site is to create a strong relationship with the existing landscape and biodiversity assets by providing green links and generous buffer zones whilst taking advantage of views and recreational footpaths.

The aim of the Masterplan is not only to mitigate against the loss of habitats, but to enhance the biodiversity and extent of habitats across the wider area, in particular encouraging the establishment of locally prevalent species and habitat communities typical for the area.

Of particular relevance is ensuring that the spine road and Northern United areas are developed in a manner which is sensitive to the significant Lesser Horseshoe Bat colony known to be in the area. To date a mitigation strategy has been implemented to encourage the use of an artificial roost outside of the derelict Northern United areas. This has been successful and will be used to guide further replacement roost requirements.

In addition to bats, there are known to be other protected species and species of local importance in the area of the AAP. Therefore, in developing a biodiversity strategy, the principles of connectivity (particularly to existing habitats in the wide area around the site) permeability and increased carrying capacity within retained habitats will be essential (including consideration of offsite mitigation if required).
The impact of roaming sheep on landscape areas within the development that are linked to the forest should also be considered.

**Landscape Assets**

The two key landscape assets – the forest and the lake with its tributaries – have shaped the layout of the Masterplan. The development will be bordered by the forest on two sides and the forest edge will provide a backdrop to the streets adjacent to it, with footpaths (rides) entering the forest and connecting to the surrounding countryside and other nearby settlements.

The lake is at the heart of the development and it will be designed and managed to provide a number of wetland habitats including aquatic planting and marginals around the lake fringes, wet meadow open space surrounding it and a scrub/wet woodland mosaic towards the periphery. It is intended that this will enhance the biodiversity level of this area and increase its carrying capacity for wildlife, including bats. Appropriate mitigation regarding potential lighting impacts on wildlife in proximity to the lake and associated habitats will be established, for instance reduction of lighting in this area, baffle boards, and directional lighting. The brickworks is currently screened by mature trees and this screen is to be retained.

**Green Corridors**

The brook feeding the lake and the outlet stream both create wetland corridors that permeate the development as ‘green corridors’ as well as the Old Engine Brook. At the northern end of the green corridors, near Steam Mills, a ‘village green’ is proposed. This area should be managed as an amenity grassland and may contain small play areas, footpaths and benches, though it should retain some of the character of the green fingers connecting to it. The landscaping of the green fingers should have minimal intervention to the existing habitats where possible and thereafter include reed beds, transitional habitats, marginals and wet woodland scrub vegetation making up a valuable ecological asset for the site. The Masterplan includes 8-15m wide buffers to existing watercourses to respect the existing riparian habitats. Access to these areas will be via self-compacting gravel footpaths connecting to the existing network around the lake.

Old Engine Brook is currently an engineered channel with functional floodplain abutting it. The landscaping of this area would be encouraged to assist the hydraulic reconfiguration of the Old Engine Brook, with a primary focus on reducing the current risk of flooding to surrounding areas, encouraging a naturalised channel form and enhancing watercourse and riparian habitats.

It is the intention of the green corridors to maintain connectivity with the Linear Park Key Wildlife Site to the south of the development and it would be the intention to maintain a similar wetland/woodland habitat through the built areas and extending to the edge habitats into the woodland on the other side. Key features for a range of local wildlife will be included within these corridors and additional spaces within the built areas. These will include for example, log piles for reptiles, amphibians and invertebrates, flowering plants for invertebrates and continuous vegetation allowing the dispersal of wildlife through the site. This aspect will also be important in maintaining the long term viability of the habitats.
Biodiversity within Built Spaces

Biodiversity will be encouraged within the development itself through the provision of additional features which can be implemented through the Code for Sustainable Homes to ensure they are appropriate for the setting. Such features will encourage wildlife to utilise the site and ensure the area continues to provide valuable dispersal routes to local habitats.

Features will include for example living walls, green roofs, native and locally appropriate tree planting with fruit or berry bearing species, nectar rich flowerbeds, swales and SUDS as appropriate and ensuring continuity of habitat as far as possible.

Street Planting

Within the development, most of the streets will be planted with trees with formal avenue planting on the main spine route and secondary route. The western section of the spine route through to the entrance to the Northern United Site may have additional planting or other mitigation measures at the street edge to ensure that the functionality of the Northern United Lesser Horseshoe bat roost is maintained.

In addition, two tertiary routes contain a margin to create green links between the forest and green fingers. Tree species will be chosen based on their suitability for the site’s growing conditions and to create a variety of character across different streets. The use of appropriate evergreen trees, found in the wider forest area will bring the Forest into the development area. The car park associated with the Gloucestershire College Campus will be encouraged to incorporate deciduous tree-planting and minimal, directional lighting to try and encourage biodiversity value and integrate with the surrounding linear park.

Squares

The plan proposes several squares within the development. A central square with the most urban character is proposed in front of the Gloucestershire College Campus. A secondary, smaller square is proposed in the residential development in the Steam Mills Village West character area. Smaller nodes can be developed throughout the development, depending on more detailed design studies.

Play space and allotments

Appropriate levels of play space and allotment provision are desirable and should be provided locally as opportunities arise to meet the needs arising from residential development within the AAP area. This should be based on appropriate local standards.

Landscape and Biodiversity strategy

The landscape and biodiversity strategy principles in this document present a broad but joint approach for the two aspects a Biodiversity Strategy is being developed and will require implementation on and off site at detailed design stages.

These should detail mitigation measures, measures to incorporate and enhance designs for key wildlife and to encourage biodiversity within the development space and linking into the surrounding habitats, as well as specific management tools, such as biodiversity check lists and biodiversity management plans. Guidance on the preparation of these plans should be taken from the Forest of Dean ‘Landscape Supplementary Planning Document’, 2007 and the Biodiversity Action Plan (Local BAP) for Gloucestershire. Elements of the biodiversity
strategy may need to be established to demonstrate mitigation success prior to development.

Ongoing engagement will be encouraged with local groups, such as environmental groups (e.g. Friends of the Forest and Friends of the Earth), The Gloucestershire Bat Group, Steam Mills Angling Club, Butterfly Conservation, Gloucestershire Naturalists’ Society, Forest of Dean Council, Natural England, the Environment Agency, the Forestry Commission, local schools and youth organisations to prepare more detailed proposals and to involve them at implementation stage and in maintenance work.

4.7 Views and Vistas

The main asset of the site is the lake and its setting. The Masterplan is developed to protect key views of the lake, and to draw on its potential with carefully located development, maximising and framing views to it. Other important local views are in the area of the floodplain along Old Engine Brook and the green finger between the lake and Steam Mills.

An important current vista is to the bath house of the Northern United site which is a local landmark. This vista is to be maintained should the bath house be retained.

It is also proposed that the new Gloucestershire College Campus should create a prominent vista for long distance views on the approaches to the development, emphasising the importance this use will have for Cinderford in the 21st century.

4.8 Height and Densities

Height

The proposed heights of the development illustrated in the Masterplan are broadly in line with the predominant heights of Cinderford, which are between 2 and 3 storeys for residential and commercial buildings (or equivalent). Around the lake, building height must protect the setting of the area and should demonstrate how this will be achieved whilst being limited to no more than three storeys.

Density

Residential densities for the Northern Quarter will reflect the suburban character of the development whilst creating a sustainable development. They also reflect the average density of existing development in Cinderford, ranging broadly between 20 and 40 dwellings per hectare.

The densities of the Masterplan respond to the locations of the residential development, with lower densities / open campus type development closer to the natural assets of the forest fringe. This is to protect the setting of the lake from over development and to create a green transition with larger gardens and higher biodiversity value. Higher densities can be achieved along the main movement corridor and within the existing built context of Steam Mills.

Overall, across the whole neighbourhood to be developed for housing, a density of 30 dwellings per ha would be appropriate.
4.9 Waste and Energy

Sustainable Waste Management

The need to manage waste during design, construction, occupation and eventual demolition of the development is a key consideration in the design of the Cinderford Northern Quarter.

Facilitating waste management through the Masterplan

It was recognised in the baseline study (May 2009) of the Northern Quarter that within the existing Gloucestershire Waste Local Plan 2002 to 2012, there are two potential waste sites at Forest Vale Industrial Estate, one of which falls within the Masterplan boundary. There is also a waste transfer operation at the Northern United site although this site was not allocated in the Waste Local Plan. Since then consultation has been undertaken with Gloucestershire Minerals and Waste policy team to ensure that the Masterplan development accords with the upcoming Waste Core Strategy which will replace the existing Waste Local Plan.

In relation to a specific waste facility site allocation within the Masterplan area, it has been confirmed with the County Council that neither Northern United or Forest Vale are likely to be identified as strategic waste allocations within the Waste Core Strategy.

Managing waste through the Masterplan lifecycle

In relation to construction waste, it is anticipated that the majority of sites within the Masterplan will be required to produce Site Waste Management Plans in accordance with the Site Waste Management Plans Regulations 2008, which apply to all construction projects exceeding £300,000 in value. In addition, designing out waste will be an important aspect of the waste management strategy and it is anticipated that design development will utilise the range of tools available from WRAP such as Designing out Waste - A Design Guide for Buildings (http://www.wrap.org.uk/construction/tools_and_guidance/designing_out_waste.html).

In order to assist this process and to support the sustainable management of waste arising across the site, the potential for a shared on site central Materials Recovery Centre should be explored through the development of the Masterplan. This would be a facility where materials can be brought by contractors for segregation, sorting and storage prior to re-use and recycling, further recovery or disposal.

It is anticipated that as a minimum provision should be made during construction for the following materials to be segregated for reuse, recycling and safe disposal throughout the Masterplan development:

- Metals (and other high value materials)
- Inert Waste
- Hazardous Waste
- Wood
- Plasterboard
- Packaging materials (e.g. cardboard and plastics)
Waste will also be managed through utilisation of Code for Sustainable Homes and BREEAM criteria to ensure the provision of suitable space and separation at source of waste streams.

Gloucestershire County Council is the Waste Planning Authority and has authority for strategic waste planning in the area. As a consultee, the Council will encourage the provision of an on-site waste facility, such as an anaerobic digestion plant with potential for Combined Heat and Power. There is potential for the utilisation of green waste from the Masterplan, in combination with other green waste, to generate biogas as a fuel for the energy centre through anaerobic digestion.

The viability and scale of this option will need to be explored in more detail to ensure it accords with the wider design requirement and specifications of the Masterplan in relation to energy demand and is in accordance with the waste hierarchy.

A materials recovery centre to increase reuse and recycling of commercial and industrial waste will be encouraged to divert this waste stream from landfill throughout the construction period. Any such proposal will be considered in the context of the Forest of Dean Core Strategy and the Gloucestershire Waste Core Strategy.

Suitable design and mitigation measures will be encouraged to ensure that any facility does not have a negative impact in terms of visual or landscape amenity.

Energy and Climate Change

From the outset of the Masterplan, development has continued to respond to the overarching objective of the business plan:

“To progress Cinderford as a regional model of sustainable new development and management, and reduce the town’s “carbon footprint”.

The Sustainable Development Framework for the Cinderford AAP and supporting Masterplan identifies the following key objectives in relation to energy and carbon reduction:

- To reduce the carbon footprint of the development, and its wider area, through design, delivery and operation;
- To integrate sustainable waste management facilities and services within the development, to the benefit of it and Cinderford more broadly;
- To encourage the use of renewable energy where appropriate; and
- To develop new residential buildings to Code for Sustainable Homes Level 4 (and increasing with Government policy), non residential Buildings to achieve at least BREEAM excellent or relevant equivalent.

This shows that there is a requirement for the Masterplan to minimise the carbon footprint of the development in order to respond to climate change and align with strategic priorities of Government and other key stakeholders, notably the Homes and Communities Agency.

The effective integration of renewable and low carbon energy will be an essential part of the Cinderford Northern Quarter, not only in relation to achieving a more sustainable development but also in delivering against design standards such as the Code for Sustainable Homes. With regards to the operational energy consumption of the site, a two tiered approach will be taken to minimising the carbon emissions of the future development:
1. Minimising energy demand – buildings proposed on site will be required to achieve certification standards that place an emphasis on energy demand (e.g. Code for Sustainable Homes and BREEAM).

2. Supply of heat and power from renewable energy technologies.

A strategic review of renewables technologies for the Masterplan area has favoured a biofuel (either biomass or biogas) boiler/Combined Heat and Power (CHP) system for macro on-site generation, with supplementary energy requirements being met through building level technology such as geothermal, solar or wind. In response to this, the Masterplan incorporates a plot allocation for the CHP plant which:

- is located in the Northern United Enterprise Park character area. Two sites are of particular interest: next to the brick works or on the Northern United site,
- is well located to allow effective access to the site and main road network, and
- has minimal interaction with potential sensitive receptors such as residential users. It is noted there are sensitive environmental receptors in and around the Northern United site and the energy centre design and mitigation would need to account for this.

A detailed energy study should be undertaken at the outline planning stage to clarify the technology, size, potential environmental effects and infrastructure requirements of the energy centre. This study should:

- conduct an estimate of expected heat and electricity demand loads from the land use mixes on the site;
- carry out a detailed viability analysis of biomass and biogas to identify a preferred fuel approach;
- set out the needs for the phased integration of macro renewable energy (boiler to CHP) across the site; and
- produce an optimal selection of renewable energy technology options that facilitate the design standards required for the site and minimise its carbon footprint

In addition to the integration of renewable energy and low carbon building types, the Masterplan has responded to the needs of Climate Change with a transport strategy to improve and encourage use of public and non-vehicular transport and the sensitive location and positioning of infrastructure and development to account for increased flood risk over time.
5.0 Design Code

5.1 Code Policy

The Core Strategy proposes regeneration measures which could increase the range of employment in the town, raise the quality of development and make the most of Cinderford’s exceptional surrounding natural environment. The Strategy identifies the Northern Quarter as a suitable location for mixed use development, to be delivered through a masterplanning and AAP process. The Quarter could accommodate workspace, educational provision, community space and housing, and development should be located on previously developed land and sites containing underused buildings.

The Core Strategy *Adopted* Document outlines the following targets for Cinderford on a town wide basis:

- 1050 dwellings over the period to 2026;
- 60% on previously developed land
- 40% affordable housing on sites over 10 dwellings/0.3 ha.
- 26ha of employment land to be developed, including sites for the Gloucestershire College Campus, recreation/tourism/leisure, a biomass plant, office and other uses centred on the Northern Quarter mixed development.

The Area Action Plan for the Northern Quarter sets out area based policy specifically for the site in question. The AAP will sit within the LDF alongside the Core Strategy as a Development Plan Document. The Cinderford Northern Quarter Masterplan and Design Code supports the Cinderford AAP. The Council intends to similarly adopt the Masterplan and Design Code as a Development Plan Document.

What is a Code?

Design codes are a set of written and illustrated rules to instruct the physical development of a site. They are informed by the spatial, social and economic context of a site and build on an Area Action Plan and Masterplan (the first section of this document).

Design codes have a proven track record of delivering higher quality developments by helping to achieve variety in built form and public spaces. In addition to this they can speed up the planning process. Design codes should be style neutral and should not impose one particular type of architecture.

Use of the document

The purpose of the Code is to set down design guidance for the delivery of the Northern Quarter AAP. The Design Code will be used as a tool by the project leaders - The Homes and Communities Agency and Forest of Dean District Council. It will help to ensure that the...
regeneration and future development of key sites in the Northern Quarter happen in a way that is consistent with exemplary design principles that follow best practice in terms of place-making and improving the public realm.

The Design Code could be used in the developer selection process, as developer project teams must respond to the document. In this way it can be a very useful way of assessing tender responses. The Design Code also ensures design co-ordination between the different developer project teams and therefore individual sites in the Northern Quarter area.

Where the Code sits

At FoDDC, Full Council on 14th July 2011, the Masterplan and Design Code was adopted as interim planning guidance until the Cinderford AAP is approved and formally adopted. FoDDC Full Council on 23rd February adopted the Cinderford AAP. The Council intend to formally adopt the Masterplan and Design Code in 2013. Proposals in the AAP will be expected to adhere to the Masterplan and Design Code.
6.0 Character Areas

6.1 Character plan and summary table

The Northern Quarter site has been split into five character areas, where each area is a unique high quality place. The plan and table on the opposite page illustrate the location and the key characteristics of five character areas:

- Northern Quarter Centre
- Steam Mills Village West
- Northern United Enterprise Park
- Forest Vale North
- Linear Park

6.2 Character areas

The Northern Quarter site has been split into five character areas, where each area is a unique high quality place.

Northern Quarter Centre

The Northern Quarter Centre character area will be clustered around the central section of the primary boulevard. Front doors to key land uses, such as the Gloucestershire College Campus / eco-visitor and activity centre and a hotel will be on the boulevard. On the western side of the boulevard open courtyards for the eco-visitor centre, hotel and Gloucestershire College Campus will be orientated towards the lake.

The boulevard will have wide footway with street trees; buildings will be at back of pavement, giving enclosure to the street and continuous block frontage. The majority of buildings will be 2-3 storeys, with corner buildings rising to a maximum of 4 storeys at key landmark moments, such as the northern gateway to the Centre where the primary boulevard turns the corner.

The Gloucestershire College Campus will be based around courtyard spaces and must have a principal front door to the primary boulevard. It will be no more than 3 storeys tall and will be designed to sit comfortably within the natural landscape of the Linear Park to the west, with heights reducing towards the lakeside. The associated car park site could incorporate additional campus buildings and should be well planted so that it is not visually intrusive to the lakeside. The college will incorporate an eco-visitor centre and activity centre which should have a separate public access to allow for use at weekends and evenings as appropriate and should link to the lakeside footpaths.

Office buildings will front the eastern side of the primary boulevard creating a strong mixed use core to this area. All development will respect views from the lake, forest and linear park, with publicly accessible open space maintained around the entire lake.

Materials in the Northern Quarter Centre character area should be brick, timber and render.
Steam Mills Village West

The Steam Mills Village West character area will expand the existing Steam Mills village over Steam Mills Road into the Northern Quarter site. Several of the older buildings in the settlement are of heritage value through contributing to a sense of local identity, distinctiveness and history of the area. Consideration should be given to the retention of these buildings and all proposals for demolition, alteration or extension should be carefully balanced against the buildings historic interest and the viability for repair and re-use. These buildings are:

- The carpet warehouse on the corner of Steam Mills Road / Newtown Road which is a substantial stone built property which forms a landmark on Steam Mills Road. Through an alternative community and/or commercial use it could become a focal point for the Steam Mills West neighbourhood.
- The house on the corner of Steam Mills Road / Newtown Road
- The group of 19 century cottages on the eastern side of Steam Mills Road to the north of the carpet warehouse
- Haywood Engine Works on Newtown Road
- Group of cottages in Newtown

The new character area will be almost entirely residential in land use, with the potential for some retail in the form of a corner shop. The character will be semi-rural, with a variety of housing types (detached, semi-detached, terrace and apartment blocks) in a landscaped setting, with different setbacks from the street to create a variety in the streetscene. Houses will generally be two storeys tall, with some three storey buildings or elements on key block corners.

The majority of the housing will be on residential perimeter blocks, with some apartment blocks. Depending on the location, some houses will back onto the forest or an ecological corridor running through the area.

Building materials should be local brick and timber.

The Northern United Enterprise Park

The Northern United Enterprise Park character area will be defined as a place closely linked to its mining and industrial legacy. The Miners Memorial will be retained in-situ and there may be opportunity to retain or incorporate other structures subject to their structural condition and potential for reuse.

The area will be flexible to accommodate a range of different employment buildings and block sizes in response to market demand. These blocks should be designed to create a strong street frontage where possible, with car parking and courtyard spaces provided within the blocks. New buildings will be of high quality materials with active frontage to the primary boulevard. Where possible buildings will be at back of pavement to this street, giving enclosure to the street and continuous block frontage. Materials should be brick and render.

The design of this character area will be informed by the biodiversity strategy and is will be required to accommodate mitigation measures relating to the nearby colony of Lesser Horseshoe bats.
Forest Vale North

The Forest Vale North character area will be defined through larger footprint buildings containing office and light industrial buildings and a health care facility. The existing area contains one building of potential heritage value, Broadmoor Chemical Works. The open space onto Old Engine Brook will remain and is within the floodplain.

Buildings on the new primary boulevard will be at back of pavement, giving enclosure to the street and continuous block frontage. High quality placemaking will be maintained through active frontage and high quality landscaping and buildings. The existing minor watercourse should be accommodated within the plot.

Linear Park

The Linear Park character area is the northern end of the entire Cinderford Linear Park, stretching from north to south at the west of Cinderford. The park is characterised by a mix of grass lands, woods, ponds and heritage features.

Its greatest asset in the Northern Quarter site is the lake. The Linear Park is a place for recreation and a variety of habitats and its natural rural character will be retained. Public access around the entire lake will also be retained.

The Masterplan site contains large area of forest, which have not been identified as a character area, as it merges in a seamless transition with the surrounding forest outside the site boundary.

The forest will change over time through its ongoing management (cropping etc) in line with the Forest Design Plans and the linear park will therefore also shift in character.
7.0 Movement

7.1 Movement framework

The movement hierarchy is characterised by four key types of street, each of which have several variants:

- Primary boulevard
- Secondary green link
- Tertiary links
- Non-car

7.2 Primary Boulevard

Primary Boulevard

The primary boulevard or spine road runs from the north-west corner of the site to the south, linking the A4136 with Broadmoor Road. The primary boulevard will serve the new development and help to address wider traffic management issues in the town. The primary boulevard meets Broadmoor Road to the south in a central location, allowing non-HGV traffic to turn east towards Cinderford Town Centre and HGV traffic to turn west towards Valley Road and Forest Vale Industrial Park. The primary boulevard is an alternative route to Steam Mills Road for accessing Cinderford and will therefore help to reduce the traffic volume on Steam Mills Road.

The primary boulevard will generally have a wide carriageway, to allow for two buses or HGVs to pass, with on-street or off-street cycle lanes and pavements. It will form the primary public transport route through the development.

The character of the street will be of a leafy boulevard, which is routed alongside the forest edge and employment areas before travelling through the mixed centre of the Northern Quarter. It should be designed to enable easy pedestrian movement on pavements and via crossing points to connect residential areas to the Gloucestershire College Campus, lake and employment areas.

Northern United

The Northern United section of this primary route will have the forest on the north eastern side of the street, with employment led development on the south western side. Where possible, buildings will be back of pavement, to ensure activity directly on to the street, rather than behind boundary walls or fences, however this will be informed by the required habitat mitigation measures. The western side of the street will contain a shared cycle/footway, while the eastern side will have a kerb, 2m cycleway and then go straight into the forest.

The detailed design and routing of this section of the boulevard will be closely informed by the findings of detailed bat surveys. Mitigation measures will be required that affect the street section such as additional planting and specialist lighting.
The overall street width has been kept to a minimum to avoid the loss of trees at the forest edge, while respecting the boundaries of existing properties along the route.

Forest

The section of the boulevard bordered by Forest will be wild in character, with a 2.0 m cycle way on one side and a 3m shared cycle/footway to the other side, in order to minimise tree loss at the forest edge.

Centre

Travelling south, the centre section of the boulevard will then open out into a wider urban boulevard with regular street trees and a wider footway of 4m. The wider footway will reflect the civic land uses of the Gloucestershire College Campus and the Eco-visitor centre. On-street parking on both sides of the street will be broken-up with street trees to mitigate pollution and noise. Buildings will be at the back of pavement, to ensure activity directly on to the street, rather than behind boundary walls or fences.

The on-street cycle lane will be a different material from the main carriageway, as will the on-street parking. Bus stops will be located near the Gloucestershire College Campus.

Forest Vale

To the south, the Forest Vale section of the boulevard, the footway will narrow to 3m, to reflect the employment land uses and lower density of development.

A green strip on both sides of the street will give this section of the Primary Boulevard a softer character. The cycle lanes will be as per the Primary Boulevard centre, designed with a different material from the main carriageway. Parking will be on one side only.

7.3 Secondary green link

Residential

The secondary green link runs within the Steam Mills Village West character area and forms the main spine through this residential area

The residential secondary green link has parking on both sides of the street and the carriageway width is wide enough for two buses to pass, if in the future a bus route is required along these streets. The boundary treatment to the front gardens will be low brick walls. The length of the front gardens will vary from 0-2 metres, creating a varied street enclosure, in keeping with the historic character of incidental forest development.

7.4 Tertiary link

Lanes

The tertiary links make up the majority of the street types in the Northern Quarter. The lanes are shared surface, i.e. they have no kerb or raised carriageways, all vehicle types, cycles and pedestrians share the same space.
The residential lanes are essentially home zones, allowing children to play outside in the street. The lanes will have on-street parking, with private parking also contained in the curtilage of residential properties. The size of length of the front gardens will vary from one to six metres, creating a varied street enclosure, creating a varied street enclosure, in keeping with the historic character of incidental forest development.

Where used in the Northern United employment areas the tertiary links will be designed to accommodate turning circles of HGVs, but will retain an informal lane characteristic through use of materials and planting.

**Wetlands**

The wetland corridors will also be shared surfaces with some on-street parking. However, these roads will have a wetland ecological corridor running along the existing brooks on the site. Residential properties will face on to the wetland corridors to ensure active frontage and to discourage anti-social behaviour or crime. Opposite the houses, a 2 metre landscape strip will contain trees and a footpath overlooking the ecological corridor, which will be at a lower level. There will be a minimum 8 metre buffer around the water courses.

**Green**

The service sections of the tertiary links will be more utilitarian, serving non-residential sections of the Masterplan. The service streets will have a 2 metre footway and no on-street parking.

The existing access to the brickworks will be retained in its current form.

### 7.5 Non-car

**Paths**

These paths will be routes that pedestrians and cyclists can use without the noise and pollution of vehicles. These routes sometimes build on existing paths on the site, while others are completely new. They ensure a permeable pedestrian and cycle network throughout the Masterplan area.

### 7.6 Parking

The good provision of public transport and facilities for walking and cycling proposed at the Northern Quarter will offer people an alternative to using the private car. Whilst this will encourage a shift away from car usage, it is recognised that the car is the preferred mode of choice for many journeys in the Cinderford and the wider Forest of Dean area. Therefore, sufficient space should be planned for car parking so that inappropriate parking, which could be detrimental to the safety and amenity of others, can be generally avoided. The appraisal of car parking requirements should take account of the impact of parking on the overall character area of a place and the contribution towards increased street activity.

Proposals will be required to confirm with the parking standards of the Council. At planning application stage it is strongly recommended that the English Partnerships publication Car Parking: What Works Where (2006) is used to inform different parking typologies for different sections of the Masterplan. The following gives an outline of the parking types for the Masterplan, with suggestions as to where the typologies could be used.
The parking types proposed are as follows:

On-street

As a rule, all on-street parking spaces must be clearly defined. In the more residential character areas with a rural quality and shared street surfaces, however, the parking spaces should be more subtly evident, in order to suit the informal character of the setting. Unless identified as a parking location, all carriageway space should be assumed as being required for traffic movement, not for parking. In some of the streets, suitable parking controls may need to be implemented as part of any adoption process.

It is anticipated that on-street parking will be used throughout the Masterplan area, especially in the central section of the Primary Boulevard and all residential streets. On-street parking creates activity and vitality on the streets, while keeping cars in visual contact with the owner.

Commercial car parks

Where larger car parks are required for commercial premises or for the Gloucestershire College they should ideally be overlooked by buildings. In addition, a well landscaped design can help to reduce the visual impact of car parks.

It is anticipated that a car park will be provided for Gloucestershire College as a landscaped surface car park or as a undercroft with facilities above. Smaller commercial car parks will be available to the rear or within office, mixed use or light industrial blocks. In some cases, where the topography allows, this could be also include undercroft parking.

In curtilage

Where housing densities are lower, space for car parking can be provided within the curtilage of the dwelling. Care should be taken that this does not result in streets dominated by parking spaces in front of dwellings.

In the some streets it may be possible to have parking within the private strip in front of the property, the benefit of this arrangement being that whilst it appears like normal on-street parking, the space is within the ownership of the property and therefore can be dedicated to it.

In-curtilage parking could be provided for some residential properties on secondary and tertiary streets.

Garages

Garages can help reduce the visual impact of parked cars. Occasional use of integrated garages in tertiary streets may be appropriate but this should not significantly reduce the amount of ground floor habitable rooms.

It is recognised that garages are often used for other purposes, such as general storage and therefore, if not of a sufficient size they will effectively not provide a car parking space. A
realistic view should be taken based on the amount of storage space provided elsewhere within a dwelling and the likely need to accommodate items such as bicycles, freezers etc.

Parking courts

Small parking courts serving a small number of dwellings from the rear can be an acceptable way of relocating car parking from the fronts of dwellings and can help reduce the visual impact of parked cars on the street scene. However, large unsupervised parking courts should be avoided. Parking courts should relate well to the dwellings that they serve and should preferably be overlooked or clearly within the private domain.

It is anticipated there will only be a few parking courts within the Masterplan area, which could serve apartments only.
8.0 Blocks and Built Form

8.1 Building Types

The table opposite gives general principles for building types, with a focus on the contemporary use of vernacular materials and building forms, with a strong influence from the forest context.

The buildings in the Northern Quarter Centre, especially along the primary boulevard must be high quality in terms of elevational design, materials and detailing. Designs will be worked up in close liaison with FoDCC for the more important bespoke buildings, such as the hotel and the Gloucestershire College Campus.

Residential development should be contextual to Steam Mills in terms of materials and bulk and massing. That is the use of brick, stone and render, recessed windows and 2-3 storeys and pitched roofs.

Commercial office buildings should contain active frontage at ground floor level. Light industrial buildings should also have active frontage with the office or retail functions fronting the street.

8.2 Residential block 1: perimeter block houses

This residential perimeter block is the prevailing block type in the Steam Mills West character area. This block type essentially contains houses on the outside of the block, with variable sized front gardens, and rear gardens with no parking courts in the centre of the block. Different variations of this block exist next to the forest, where there is only room for houses to the front with rear gardens that back on to the forest.

8.3 Residential block 2: apartment block and houses

This second residential block type is found in some areas of the plan where an apartment block will be located with a house and rear garden on the other side of the block. The front of the apartment block will contain a small shared front garden. To the rear of the apartment block there is the potential for a parking court.

8.4 Commercial blocks (office)

The office blocks will contain commercial development to the front, with a rear extension at ground floor level and parking to the rear accessed through the centre of the block. If the levels are favourable and there is a requirement, undercroft parking could also be provided.

8.5 Commercial blocks (light industrial / industrial)

The light industrial blocks will contain active frontage to the street, with minimal setback from the street. The reception, office or retail elements, albeit if this is wholesale, should be located on the street. Access to the centre of the block will be provided from the street, where a rear courtyard will provide the open space, storage and warehouse space required of light industrial land uses.
There is a potential for industrial land uses (B2), however, buildings and layouts must be high quality and conform to the same standards for light industry described here.

### 8.6 Education block

The detailed design criteria for this block will be prepared through close discussion between Gloucestershire College and FoDDC in line with FoDDC pre-application protocol. However, there are some key principles that can be described for the Code. Firstly, the building should be setback slightly from the street – approximately 5m – to allow for the building to have an appropriate main entrance and space for students to gather. Secondly, the treatment and design of the open space outside the main entrance should spread through the footway and across the carriageway of the primary boulevard to the eastern side of the street.

The height of buildings should be stepped down towards the lake and orientated to allow views from inside the building and from the primary boulevard towards the lake.

The visitor centre and eco-visitor centre are to be accommodated within the site, either within the college building or as a separate building. In both cases a separate public entrance should be provided to allow access at evenings and weekends.

Amenity space for the visitor and Gloucestershire College Campus should be provided adjacent to the lake.

### 8.7 Hotel

The building should have active frontage at the back of pavement to the primary boulevard.

Secondly, vehicular access should be to the rear of the building, where undercroft parking will be at basement level. In the hotel, the ground floor to the primary boulevard will extend through to a potential restaurant and bar at raised ground floor level to the rear, allowing access via steps to a rear landscaped space, that could in turn lead through to the open space around the lake.
9.0 Public Realm

9.1 Design principles

The public realm of the Northern Quarter will be guided by the following key principles:

- Public spaces for activity and vitality
- Play spaces for children
- Clutter free and accessible public spaces
- Materials and planting
- Public art
- Lighting

Public spaces for activity

Public spaces – such as the squares described in the Masterplan section of this document – should adhere to basic design principles to ensure they attract people and remain active. Firstly, all key public spaces should contain public seating to encourage people to linger and enjoy the public space. Secondly, public spaces should have orientated southwards where possible, to allow for maximum direct sunlight throughout the year. Thirdly, public spaces should provide a focus for people to stop and enjoy the public space, this could be public art, a water feature or a play space. Fourthly, active frontages (i.e. with windows and doors) are encouraged facing the public space, to increase the safety of the space through passive surveillance and activity. Finally, café or retail functions should be located near or around the public space, to give the space vitality.

Play spaces for children

Play spaces for children should be provided throughout the development, but generally within the Steam Mills West Character Area, where the majority of the residential development is being proposed. The standards set out in ‘Planning and Design for Outdoor Space and Play, 2008’ by Fields in Trust should be used as a guide to creating the appropriate amount and type of play space for children in the form of Locally Equipped Areas of Play (Leaps), Neighbourhood Equipped Areas of Play (Neaps) and Local Areas of Play (Laps).

In addition, access to the natural surrounds of the forest provides many opportunities for informal and adventure play, cycling and walking.

Clutter free and accessible public spaces

Public spaces should be clutter free, that is avoiding the plethora of signs, boxes, railings, bollards, bins and road markings. Only the essential elements for enjoying public space should be provided, that is lighting, public seating and where required, bins. Service boxes should be hidden where possible. Road markings and signage should be kept to an absolute minimum.

Public spaces should be accessible and inviting to all members of the community. This should be achieved by ensuring public spaces are friendly and usable for wheelchair users, the blind and partially sighted, those with prams or buggies, ethnic minorities and the elderly. Key user
groups should be consulted before and during the design stage of key public spaces in the Northern Quarter.

Materials and planting strategy

Materials in public spaces should adhere to basic principles. They should be appropriate to context, that is fitting-in with the materials of the local buildings and natural landscape. Landscape materials should also be durable, they need to be strong enough for the context they are being provided within. Materials should be locally sourced where possible.

A planting strategy will come at a later stage in the planning process which should specify street trees, and planting designs for the wetland corridors and wildlife habitats appropriate to the area and the public spaces. Vegetation can soften otherwise harsh structures, screen unpleasant views and help create a buffer between spaces. The physical qualities of planting can bring definition to streets and create structure to spaces.

Public art

Public art can bring character and identity to public spaces. Any public art in the Northern Quarter should be contextual and relate to the history of Cinderford and the Forest of Dean. Any public art strategy should be prepared in consultation with the Forest Artist Network (FAN). A public art strategy should be provided later in the planning process.

Lighting strategy

Lighting is a detailed subject, and as such a lighting strategy needs to be developed in the future to specify equipment and look into the specifics of lighting surfaces, avoidance of glare and other detailed issues. A lighting consultant should be brought in at the appropriate stage to work closely with designers in defining a simple and coherent lighting strategy and implementing the principles outlined here. The following principles should be observed:

- Lighting to improve safety
- Lighting to aid wayfinding
- Feature lighting for key buildings or public art
- Eco-friendly lighting
- Habitat friendly lighting (particularly in relation to bat habitats)
10.0 Materials

10.1 Materials

For the purposes of the AAP this document describes general good practice principles regarding materials. Detailed decisions on materials will be made through early developer engagement with FoDDC.

10.2 Streetscape Materials

Streetscape materials are particularly important and contribute greatly to the overall identity of an area, as they are the most visible public elements. Streetscape elements should be coordinated to ensure an attractive public realm with differentiation within the street hierarchy; i.e. appropriate to the different characters of the primary boulevard, secondary and tertiary street networks.

Consideration must be given to both adoption and the long term maintenance of streetscape materials. Within public areas, such as adopted open spaces and streets, all proposals should be agreed with Gloucestershire County Council County Council as the Local Highway Authority, to ensure that initial aspirations can be adopted when delivered. Within private and semi-private areas, consideration should be given to the longevity and maintenance of materials.

In forest edge/tertiary street areas, soft verges should generally be used to retain a rural feel, while hard edges are more appropriate within the central areas. Hot rolled asphalt is the most common material for the region’s roads, however surfaces of setts, cobbles or bricks can be used in rural settings to help denote a change in use or location.

The use of natural stone for boundary walls should be encouraged to help integrate buildings into their surroundings.

The images on this page illustrate general good practice principles. Further good practice principles can be found in the Manual for Streets (DfT & DCLG 2007), the Urban Design Compendium (HCA 2007) and Streets for All South West (EH & DfT 2005).

10.3 Building Materials

This section of the Design Code allows for creativity set within broad guidelines. It is recognised that adherence to a strict materials palette can stifle creativity, but at times, can help to achieve a more unified streetscape and quality standards.

The local character and context of Cinderford should closely inform the chosen materials with particularly emphasis on the use of timber, local stone, brick, slate and brown/red tiling. Detailed coding and design at a later stage should therefore adhere to the following principles:

- Designs need not merely replicate historic building details and materials, but can reinterpret historic forms, or introduce new forms that compliment and add an additional layer to local vernacular as a considered response to the surrounding context.
- The use of local materials is generally encouraged as this supports local identity, and can lower the carbon footprint for new developments through reducing the distances materials travel to site. There are a number of active brickworks within the Forest of Dean area, their patronage also supports local employment. Furthermore, local timber and stone is also available locally. Reconstituted stone (grey) can also be a useful alternative building finish.

- It is useful to include a palette of indicative colour and/or texture as well as images illustrating the desired or preferred options for building materials and details.
Delivery
11.0 Delivery

11.1 Phasing

The implementation of the Masterplan will be phased broadly in accordance with Figures 11.1 to 11.4, balancing the amount of land uses being released to the market and creating a development which grows naturally over time without feeling unfinished. The proposed phasing is indicative and relates in the first instance to the release of development plots and associated infrastructure. It does not include the remediation of the site and biodiversity mitigation and enhancement measures, which have to be prepared in more detail in the emerging Biodiversity Strategy and will be required to be implemented and established prior to development of site areas and routes.

Areas independent of the main phasing strategy

The site contains areas which mainly due to existing uses and activities are independent of the phasing of other areas of the Masterplan. It is proposed these areas are not linked to a specific phase and should be developed as and when the market conditions and landowner plans allow. They will need to be developed in accord with the AAP and this Masterplan and Design Code.

The areas are listed as follows:

- Plots to the west of Newtown Road.

It is expected that the following existing employment uses will remain but could be developed in line with the Masterplan at the owner's discretion:

- The brickworks and operational area surrounding
- The residential unit and breaking yard / garage north of the brickworks.

Phase 1 (2011 - 2015)

The development will commence with the construction of the main spine road (primary boulevard). This will be an early win, and provides an alternative to Steam Mills Road for accessing Cinderford. The first development will then follow with the following uses:

- Gloucestershire College Campus;
- Visitor centre; and
- The Northern United site and adjacent employment sites.

Phase 2 (2016 - 2019)

Phase two sees the extension of development along the main spine road and along Steam Mills. The main infrastructure for this phase is the creation of an east-west link between the spine road and Steam Mills.

The second phase will contain the following uses:

- Offices;
- Residential; and
Phase 3 (2019 – 2022)

The third phase will include the development of the remaining land for residential development between the spine road and Steam Mills. Further land will also be released for office uses during this period. In addition, this phase includes one development plot close to the lake. It is anticipated that by the time this plot comes forward, it will have to meet higher standards in terms of sustainability and design quality. This will support sensitive integration of the development with the lake’s setting.

The third phase will include the following uses:

- Residential;
- Offices.

Phasing of the landscaping and green infrastructure works

The implementation strategy for landscape works will be influenced by four parameters:

1. Extent of site remediation works
2. Phasing of the development
3. Landscaping proposals or strategy
4. Biodiversity mitigation proposals

The first, third and fourth items will evolve as the Masterplan progresses and it is premature to prepare a spatial phasing plan for the landscape works at this stage. The strategy for remediation of the site, biodiversity mitigation and enhancement measures, green infrastructure (such as SUDs), or play space and allotment provision will be prepared in more detail at the next planning stage and should take into account site wide issues.

In line with legislative requirements relating to protected species mitigation requirements will have to be implemented and established prior to development. In addition the landscape implementation strategy must ensure that:

- The site, or parts of the site, is not left untreated after remediation works for longer than one planting season.
- The site remains accessible for the public before and after remediation works and is treated to retain its amenity value.
- Biodiversity mitigation measures tie in with any loss or interruptions of protected habitats as required under current legislation and good practice guidance.

11.2 Planning Delivery

This Masterplan and Design Code document is one of a suite of documents that accompanies the Area Action Plan (AAP) for the Cinderford Northern Quarter. The AAP will form part of the Forest of Dean District Council’s Local Development Framework (LDF). The AAP was submitted in July 2011 with Examination in Public completed in October 2011 and adopted in February 2012.
At FoDDC, Full Council on 14th July 2011, the Masterplan and Design Code was adopted as interim planning guidance until the Cinderford AAP was approved and formally adopted. Following the adoption of the Cinderford AAP in February 2012, FoDDC intend to finalise and adopt the Masterplan and Design Code in 2013. The Design Code should be used to guide the development as a whole and co-ordinate individual parcels being delivered by different developers and agencies.

Following successful adoption of the AAP it is anticipated that several outline planning applications would need to be prepared for key parts of the site. These would include the following suite of documents:

- Masterplan (Design and Access Statement / Drawings);
- Environmental Impact Assessment (EIA) – where appropriate;
- Transport Study;
- Ecology (Appropriate Assessment) – where appropriate; and
- Planning Report.

It is anticipated that the outline planning application and subsequent applications will provide further more detailed information, refining and expanding upon the approach set out within the Masterplan and Design Codes whilst adhering to the broad parameters established by the AAP.

Following a successful outline planning application reserved matters applications will be submitted to FoDDC. The reserved matters applications will require a further level of detail from the outline planning applications and will include: a detailed masterplan; individual plans, sections and elevations of all building types; detailed design of roads and other infrastructure; as well as other detailed drawings and reports depending on each individual parcel of land.

Planning conditions are likely to require various detailed stipulations depending on the parcel of land being developed. It is likely that detailed planning applications will be required via condition for details such as external facing materials and details on buildings.

Details of FoDDC’s pre-application protocol can be found at: www.fdean.gov.uk/media/Assets/Planning-DC/documents/Planning/Pre_Application_Protocol_2007_952k.pdf

11.3 Management and maintenance

The principles for managing and maintaining the public realm will be taken from the good practice guide Living Places: Caring for Quality (ODPM: 2004) and the Urban Design Compendium 2, Delivering Quality Places.

Management options

There are three basic options for managing the public realm:

1. Local/statutory authority adoption
2. Development trust
3. Private management company
Many developers choose for the local authority to adopt, and therefore take responsibility for the public realm. However, development trusts or private management companies can offer more flexibility in the design, management and maintenance of the public realm.

Streets, roads and parking

Management of the streets will include traffic control, cleaning/litter collection, lighting, utilities control and drainage control.

The aspiration is for the local authority to adopt the streets and roads within the development. However, this will depend on the materials used, the road classifications and the car parking arrangements. The advantage of the local authority adopting the streets is that responsibility for management and maintenance will be held with an accountable organisation.

An effective way of maintaining the SuDS drainage system will need to be determined; without this the streets will not be deemed suitable for adoption by the local authority.

An alternative to local authority adoption of the streets could be a private management company, which could co-ordinate the management and maintenance of the wider public realm. The advantage of a management company could be more flexibility in the design and management of the streets. This could allow for more contextually sensitive materials, allocated on-street car parking and a more flexible approach to street cleaning.

Open space

Open spaces within the development could be managed either by the local authority, Forestry Commission, a trust or a private management company. It is also envisaged that local organisations and the new community will be involved in managing and maintaining open spaces. These could include e.g. schools for habitat creation and maintenance and the angles club for maintenance works of the lake etc.

Part of the management of open space should be a ‘Landscape and Biodiversity Management Strategy’. This strategy will define how and when landscape management will be undertaken to increase the biodiversity of the site and protect certain species.

11.4 Considerations for development of the site

Much of the site is covered with loosely-compacted fill material to depths up to 30 m. Ground investigations will be needed to determine the extent of the fill and its condition. Foundation designs for the new buildings may need deep piles or ground improvement techniques (such as installation of vibro stone columns) to deal with the ground conditions.

Settlement from old mine workings is not anticipated. The information now obtained on the effects of mining needs to be compiled into a report on the matter, which would also need to be endorsed by the Deputy Gaveller in his role as custodian of records and information on past mining. Such a report would form the basis for reassurance to potential lenders regarding possible settlement movements.
The locations of all former mine shafts in areas to be developed need to be determined, initially from record plans, old maps and aerial photographs. Physical and geophysical investigation techniques will then need to be used to determine if any remaining voids exist. Any such voids will then need to be filled prior to any building construction in the vicinity. There are so many old shaft locations on the site, so a strategy of trying to avoid building near shaft locations does not appear to be practical here. The north-east part of the site, near Steam Mills Road, may also have remains of early shallow bell-pit workings and the whole of this area will need careful investigation for voids.

It is not thought that it would be practical or economical for any further working of coal beneath the site to be undertaken.
Appendix
Appendix 1
Design Code and Design & Access Statement Policy

Design and Access Statements, summary of policy conclusions:

**Design and Access Statements:**

- Must accompany planning applications
- Should use maps, illustrations and other graphic information to clearly explain the design concept behind a planning application so that anybody whether from the community or other professionals can easily understand.
- Should begin from the inception of the project
- Should be flexible to change over time allowing for input from consultation.
- Should be informed by the spatial, social and economic context of a site
- Should demonstrate how scheme contributes to a high quality built and natural environment.

The following section summarises the key publications:

**CABE: Design and Access Statements: How to Write, Read and Use Them (2006)**

*Overview:*

This document sets out what design and access statements are, the issues they should cover, and provides guidance on how to write them. The following excerpts below set out the key findings of the report.

*What are design and access statements?*

Statements are documents that explain the design thinking behind a planning application. For example, they should show that the person applying for permission (the applicant) has thought carefully about how everyone, including disabled people, older people and very young children, will be able to use the places they want to build. In summary, statements:

- accompany a planning application, but are not part of it
- are needed with most types of application, but not householder applications (except in designated areas) or material change of use (unless it also involves operational development)
- are also required for applications for listed building consent
- need to explain and justify what is being applied for, and
- can be linked to planning decisions by conditions if developers are to be required to follow them

*How to write a good statement:*

- keep it short and to the point
- write it for the application; don't copy it
- start the statement when you start the scheme, and use it to help influence the design
- explain how the design has come about and what you are trying to achieve
- talk to people who could help as soon as you can. Consulting access specialists, local groups, planners and so on early on will help the statement hang together
- use statements as a negotiation tool, and allow them to change if the scheme changes
- use accurate and informative illustrations. Any maps, diagrams or artists’ impressions should be based on the application drawings.

Guidance on changes to the development control system 01/2006 (2006)

Overview:

This report sets out guidance on changes to the development control system that came into place in 10 August 2006. This change made Design and Access Statements a legal requirement for large scale developments. The following excerpts set out the key findings of the report.

Design and access statements play a particular role in linking general development principles to final detailed designs. A statement accompanying an outline application must explain how the applicant has considered the proposal, and understands what is appropriate and feasible for the site in its context. It should clearly explain and justify the design and access principles that will be used to develop future details of the scheme. Such information will help community involvement and informed decision making. The design and access statement will form a link between the outline permission and the consideration of reserved matters. Further information on the use of design and access statements in the planning application process is set out in the following section of this Circular.

A design and access statement must accompany planning applications for both outline and full planning permissions. As set out in the GDPO design and access statements will be required for all planning applications except for:

- a material change in the use of land or buildings, unless it also involves operational development.
- engineering or mining operations.
- development of an existing dwelling house, or development within the curtilage of a dwelling house for any purpose incidental to the enjoyment of the dwelling house, where no part of that dwelling house or curtilage is within a designated area. “Designated area” means a National Park, site of special scientific interest, conservation area, area of outstanding natural beauty, World Heritage Site and the Broads.

Design Codes, summary of policy conclusions:

Design Codes:

- Are a set of illustrated rules to instruct the physical development of a site.
- Design Codes should be style neutral, and should not impose one particular type of architecture.
Codes should be informed by spatial, social and economic context of site.

Codes build on a Masterplan or Design and Access Statement

Design Codes have proven track record of delivering higher quality developments and speed up planning process.

Help achieve variety in built form, and public spaces

Are not required nationally, but can be made mandatory through inclusion in Local Development Frameworks.

The following section summarises the key publications:

DCLG Design Coding in Practice: (2006)

Overview:

The DCLG document provides guidance through evaluating and comparing nine case studies on three types of projects. The research tests the benefit of coding looking at 4 main issues: the speed and certainty of the development process; the quality of outcomes; the coordination of stakeholder activities and aspirations; inclusion of the community in the design process; the economic costs and benefits of coding.

The research suggested that design codes can play a major role in delivering better quality development, and this should be the major rationale for supporting them. They also have a significant role to play in delivering a more certain design and development process.

Main benefits of Design Codes:

- Design codes can play a major role in delivering better quality development.
- They have a significant role to play in delivering a more certain design and development process.
- If properly managed, can provide the focus around which teams of professional stakeholders can integrate their activities, delivering in the process a more coordinated and consensus driven process.
- Provide enhanced economic value that better design and a stronger sense of place can deliver.

Conclusions:

Codes seem most valuable when sites possess one or more of the following characteristics:

1. Large sites (or multiple smaller related sites) that will be built out over a long period of time;
2. Sites in multiple ownership; and
3. Sites that are likely to be developed by different developers and/or design teams

Planning Policy Statement 3 (2005)

Overview:

Design codes have a direct link to PPS3, which states the aspiration for “new housing to be well developed and built to a high standard.”
Definition:

A Design Code is a set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such as a masterplan or other design and development framework for a site or area.


Overview:

This document sets out the case for coding, what codes are, and provides guidance on the process and structure of design codes.

The Case for Design Coding:

For developers and landowners, design codes can deliver higher returns on their investments.

For the public sector, many potential "sticking points" can be resolved during the coding process that would otherwise need to be tackled during the planning application process.

What are Design Codes:

- They are a set of graphic and written rules that are technical in nature
- Establish with precision the design considerations of a development or area
- Based on a vision (Masterplan or design framework) for a site
- Focus on essential and mandatory design characteristics of a development
- Include provisions which are advisory or optional

Optimum Process for Design Coding:

1. Initiating the design code: Thinking through & defining an agreed process for preparing and operating the code and establishing leadership arrangements
2. Coordinating inputs into the design process: bringing together the skills, financial resources and the roles and relationships that will create and implement the design code
3. Appraising local context for coding: Assessing existing policy and guidance framework and any consents already covering the site or area, its character and any existing physical vision such as a masterplan
4. Designing and testing the design code: devising, structuring writing and designing the content and expression of the design code, and testing its robustness – including its market viability, likely capacity to deliver quality and its ease of use to all users
5. Formalising the design code – giving the design code status by adopting it for planning, highways or other purposes, or by formalising it through other means such as through development control powers or control over freehold rights.
6. Implementing the design code – using the design code to select design and development teams for individual land parcels, to inform the parcel design...
process itself, and for the assessment and regulation of the proposals coming forward.

The recommended structure of a design code

1. Begin with a succinct guide to the use and status of the code.
2. Include an explanation of how the design code relates to the design vision for the site or area.
3. Develop a straightforward document structure.
4. Gradually break down elements of the built environment for users.
5. Move from strategic to detailed concerns across the scales of action.
6. Deal systematically with different design elements and/or topics at each scale.
7. Adopt consistent page layouts and formats.
8. Ensure thorough cross-referencing between different sections.
9. Include clear numbering of pages and sections.


Overview:
This EP document looks at how design codes can improve development, and how to make codes effective.

What codes can do:

- Help deliver quality
- Speed up the planning process
- Generate and maintain a consensus
- Provide certainty for developers
- Help create variety
- Help achieve environmental standards

To be effective, codes should:

- Focus on fundamental aspects and clearly detail what is required and the rationale behind this
- Be flexible and have a clear process for incorporating improvements
- Have long term commitment from key stakeholders and clear leadership


Overview:
Manual for streets recommends the use of design codes for the implementation of larger scale masterplans, and design and access statements for all projects. It provides guidance on the street related elements within design codes.
Street-related design elements and issues which a design code may relate to include:

- the function of the street and its position in the Place and Movement hierarchy, such as boulevards, high streets, courtyards, mews, covered streets, arcades or colonnades;
- the principal dimensions of streets;
- junctions and types of traffic calming;
- treatments of major junctions, bridges and public transport links;
- location and standards for on- and off-street parking, including car parks and parking courts, and related specifications;
- street lighting and street furniture specifications and locations;
- specifications for trees and planting;
- location of public art;
- drainage and rainwater run-off systems;
- routing and details of public utilities; and
- arrangements for maintenance and servicing.

CABE – The Use of Urban Design Codes: 2003

Overview:

This document provides guidance on the importance of coding, what codes are and include, and how to ensure they work within the UK development process.

Why Code: A code can give a place a better start or a fresh start, by making sure the basics are right and by setting some clear parameters as to what can be done and what can't be done in changing and evolving the physical fabric of the neighbourhood. They can also stop bad things happening to neighbourhoods that can detract from everybody's quality of life, in particular, by making sure that developers, who may not care as much as the communities themselves, have to care if they want to build. Indeed, the development of a code can be an excellent way of capturing and expressing community values.

What does a code look like? The code is likely to comprise two related components:

1. a three dimensional masterplan of the development area (and probably an area beyond) that shows clearly the intended arrangement of spaces and buildings, including massing, orientation, distribution of uses, densities, building lines, spaces etc.
2. a supporting set of written requirements that explain the plan, including dimensions where relevant, and which address more detailed issues, including issues such as use of materials, landscaping and tenancy mix depending on the level of prescription required.

What sorts of codes are likely to work best in the UK? Any coding system needs flexibility in its content and application. This is particularly important for longer development programmes where a rigid code could impede the detailed design of subsequent phases, preventing learning from experience or changing economic and social conditions. This
Flexibility is also important to stimulate excellence and innovation, particularly in exceeding minimum standards embedded within a code.

Making Coding Work: There is nothing to prevent a local planning authority adopting a design code as supplementary planning guidance at the current time, provided the code is in line with national and regional planning guidance and derives out of and is consistent with the policies set out in the authority’s adopted development plan, to which it should specifically cross-refer. The code may have been devised by the planning authority themselves, by another public body such as an urban regeneration company, by a private sector promoter, or by a public private partnership.

**DCLG: The Future for Design Codes (2005)**

**Overview:**

This document sets out what design codes are, how they can improve development, and how they can be formalised and made mandatory through the planning system.

A design code is “a set of specific rules or requirements to guide the physical development of a site or place. The aim of design coding is to provide clarity as to what constitutes acceptable design quality and thereby a level of certainty for developers and the local community alike that can help to facilitate the delivery of good quality new development.”

Design codes may be formalised through the planning system, landowner agreements, or other legal means. The common approach to supporting a design code within the existing planning system is through the use of planning conditions. The new Local Development Framework (LDF) offers a range of tools to support codes in different circumstances through the plan-led approach. All local authorities would need to start by setting out in their LDF their intention to achieve high quality design, through for example, the production of a design code for a particular site. With a policy in a local development document, local authorities and their partners can develop different approaches, depending on the circumstances of the site or area. The following approaches are available under the new planning framework:

- Area Action Plans (AAPs)
- Supplementary Planning Documents (SPDs)
- Conditions to planning permissions
- Local Development Orders (LDOs)
- Legal agreements attached to planning permissions
Appendix 2
Design Code Assessment Matrix

The Assessment Matrix has been developed by Alan Baxter & Associates LLP for several local authorities and development agencies as a transparent tool to assess Design Codes. This provides a standard framework for assessment and also allows for the facilitating of a swift and iterative assessment process.