



2017/18 Authorities monitoring report

Forest of Dean District Council

This report provides an assessment on how the Forest of Dean district is travelling in relation to its planning policy framework, over the course of the period from 1 April 2017 – 31 March 2018.

Contents

| | |
|--|----|
| Introduction | 3 |
| District demographic profile and trends..... | 4 |
| Policy context..... | 6 |
| Progress of the Local Plan | 8 |
| Local Development Scheme..... | 8 |
| Core Strategy | 0 |
| Strategic vision for the area..... | 1 |
| Spatial strategy | 3 |
| Policy CSP.1 Design and environmental protection..... | 6 |
| Policy CSP.2 Climate change | 9 |
| Policy CSP.3 Sustainable energy use within development proposals..... | 11 |
| Policy CSP.5 Housing..... | 19 |
| Policy CSP.6 Sites for gypsies, travellers and travelling show people..... | 24 |
| Policy CSP.7 Economy | 25 |
| Key employment generators | 26 |
| Policy CSP.8 Retention of community facilities | 30 |
| Policy CSP.9 Recreational and amenity land..... | 32 |
| Settlement policies | 34 |
| CSP.10 Cinderford | 34 |
| CSP.12 Lydney | 36 |
| CSP.14 Coleford..... | 39 |
| CSP.15 Newent..... | 41 |
| CSP.16 Villages | 43 |
| Draft Allocations Plan..... | 45 |
| Cinderford Northern Quarter Area Action Plan..... | 47 |
| Neighbourhood development plans | 49 |
| Berry Hill, Christchurch and Edge End Neighbourhood Development Plan | 49 |
| Longhope Neighbourhood Development Plan | 49 |
| Lydney Neighbourhood Development Plan | 50 |
| Planning indicators..... | 52 |
| Planning decisions..... | 52 |
| Appeal outcomes | 54 |
| Conclusions | 56 |

| | |
|--|----|
| References | 57 |
| APPENDIX 1- Relevant regulations..... | 58 |
| APPENDIX 2: 2017/18 Housing activity by Parish | 60 |
| APPENDIX 3: Development of housing land | 0 |
| APPENDIX 3: 2017/18 Appeal outcomes | 0 |

Introduction

This document is the fourteenth Authorities Monitoring report for the Forest of Dean District Council, and the sixth to be prepared since the current Core Strategy was adopted in 2012.

It covers the period of 1 April 2017 through to 31 March 2018. The original intent of these monitoring reports was for local planning authorities to monitor and present information on:

- The implementation of the local development scheme (LDS);
- The extent to which the policies set out in local development framework (LDF) are being achieved;
- The progress of the local development documents set out in the Local Development Scheme;
- The effectiveness of the policies set out in the local development documents.

The main purpose of this report is therefore to review the extent to which policies within the Local Plan Framework are being successfully implemented, and how effective these may be.

This report will monitor the implementation of the Core Strategy, the progress of the Allocations Plan which was still in draft form for the relevant period, and the progress of emerging and completed neighbourhood Development Plans.

District demographic profile and trends

The Forest of Dean District is the westernmost district of Gloucestershire, bordering on Monmouthshire in Wales. It covers a land area of 526.29 km² is geographically defined by the Wye River to the west and the Severn River to the east, with the Royal Forest of Dean -a large protected forest reserve- in the centre. To the north, the district extends to the southern extent of the Malvern Hills.

The following figures provide a quick snapshot of the Forest of Dean district, and an indication of how it is travelling in the wider context of Gloucestershire and South west England.

POPULATION

With a total district population of 86,400 (ONS; mid-2018 estimate) the Forest of Dean has the second lowest population in Gloucestershire (ONS; 2017 & GCC; 2016). Of this figure, 42,280 are classed as “non-metropolitan” by the ONS (2017). According to the DEFRA urban/ rural classifications, the Forest’s population is 95% rural, making it the second most rural district in Gloucestershire after Cotswold (Source: GCC, 2015).

The population for the Forest of Dean district is projected to increase to 89,800 in 2024 and 96,400 in 2039.

ECONOMY

In the 2017/2018 financial year, there were 41,700 economically active people, which represent 81.4% of the total district population of 16-64-year olds. This is up 2.9% from the previous 12-month period. While job numbers are increasing in the Forest of Dean district, this is not a steady trend, and is subject to spikes and downturns.

Source: Nomis, official labour market statistics, 2018.

HEALTH AND WELL BEING

While the population continues to grow, within the community there is a marked population change towards an aging population. The average life expectancy is currently 74.2 for men and 79.4 for women, and the median age in mid-2017 is 48 years old. The following tables illustrate how stark this trend is in the Forest of Dean, which is above the UK national averages.

| <i>Forest of Dean % population change in the Gloucestershire district by broad age group from 2006-2016</i> | | |
|---|--------------|---------------|
| <i>0-19</i> | <i>20-64</i> | <i>65+</i> |
| <i>-4.2%</i> | <i>-1.5%</i> | <i>+34.7%</i> |

Table 3: Forest of Dean district population change 2006-2016

Source: Inform Gloucestershire, September 2017

About 16% (2,100) of children are from low-income families. Excess weight in adults and recorded diabetes are both significantly higher in the Forest of Dean district than the rest of England.

However, the districts rates of violent crime, long term unemployment and early deaths from cancer are better than average for England.

CRIME AND SAFETY

Overall, the district has experienced crime rates much lower than the overall rates for England and Wales and the rest of the county since 2003/2004. However, the towns of Newent, Coleford, Cinderford and Lydney all have crime rates in the top quintile for Gloucestershire. The district average crime rate for 2017/18 is 34.6 recorded crime incidents for every 1,000 residents. This is slightly up from 33.86 from the proceeding 12-month period. The Coleford ward was significantly higher than last year with 71.24 recorded crime rates per 1,000 residents for the 2017/2018 period.

EDUCATION

| | Average Attainment 8 score per pupil |
|------------------------|--------------------------------------|
| Cheltenham | 52.0 |
| Cotswold | 50.1 |
| Forest of Dean | 43.1 |
| Gloucester | 51.0 |
| Stroud | 50.5 |
| Tewkesbury | 42.4 |
| Gloucestershire | 48.4 |

Source: Inform Gloucestershire: 201.

Levels of GCSE attainment are worse than the England average. Within the context of Gloucestershire, the local districts of Gloucester and Forest of Dean consistently perform the lowest in terms of educational attainment at GCSE level. Whilst results will vary from year to year, statistics reveal the Forest of Dean district is consistently trailing behind its county-wide counterparts, as illustrated by this table (left) of educational attainment from 2017.

**These calculations are based on a new system of attainment which was introduced in 2016. The total score is allocated according to pupil achievements which are added together to give an Attainment 8 score, through a new rating criteria developed by the UK government.*

TRANSPORT AND COMMUTING

The proportionate growth in number of jobs has not matched the steady population growth of the district over the same period, indicating that resident out-commuting is also increasing. In the 2017 Gloucestershire Accessibility matrix, all built up areas in the Forest of Dean district had good to fair access to key services by private car, but the more rural locations had fair to poor access to services by public transport.

DEPRIVATION

Forest of Dean has a distinct population pattern with the majority of residents being in the third quintile of deprivation (mid-range), with very few being in either the highest or lowest socio-economic quintile. In 2017, 22.74% of children were recorded as living in poverty in the Forest of Dean district. 9.41% of children had parents where drug abuse was a concerning factor, and 8.99% where alcohol was a concerning factor. In the same year, 10.24% of children have parents where mental health is recorded as a concerning factor, and there were 218 young people and 274 people between 18 -74 who were admitted to hospital for mental health, which is a trend which is consistently tracking upwards.

Policy context

Local planning authorities are required to prepare an Authorities monitoring report for every year, according to Regulation 34 of The Town and Country Planning (Local Planning) (England) Regulations 2012 (See Appendix 1). This regulation provides some basic parameters on the form and content of the Authorities monitoring report, much of which relates to providing an account of the Local development scheme, and the progress and status of various components of the Local Development Framework.

It also states that “A local planning authority must make any up-to-date information, which they have collected for monitoring purposes...as soon as possible after the information becomes available”. The regulation also states that this report must be published on the authorities’ website and be made available in hard copy at the authorities’ offices.

The National Planning Practice Guidance (2018) describes the role of an Authority Monitoring report as such:

Local Planning authorities must publish information at least annually that shows progress with local plan preparation, reports any activity relating to the duty to cooperate, any information collected which relates to indicators in the plan, and any policies which are not being implemented. Local planning authorities can also use the Authority Monitoring Report to provide up-to-date information on the implementation of any neighborhood plans that have been brought into force, and can help inform if there is a need to undertake a partial or full update of the local plan, when carrying out a review at least every 5 years from the adoption date.

Furthermore, the National Planning Practice Guidance (2017) notes describe the following:

Authorities should use this evidence to assess:

- *the need for land or floor-space for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development;*
- *the existing and future supply of land available for economic development and its suitability to meet the identified needs. This should be undertaken at the same time as, or combined with, Strategic Housing Land Availability Assessments and should include a reappraisal of the suitability of previously allocated land.*
- *the likely availability and achievability of employment-led development, taking into account market signals;*
- *the role, capacity and function of town centres and the relationship between them, including any trends in the performance of centres;*
- *locations of deprivation which may benefit from planned remedial action; and*
- *the needs of the farming and food production industries, including the location and extent of the best and most versatile agricultural land, and the ways in which planning could support investment in those industries.*

This Authorities monitoring report for the 2017/2018 financial year will meet all of these requirements, while addressing the above listed matters and beyond.

This is reinforced in the Forest of Dean Core strategy, Policy CSP.17 (Section 8) Implementation, monitoring and review, which states:

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

The table in this passage contains a series of measures and indicators for each core policy, and there will be referred to and unpacked in more detail in subsequent sections of this report.

Policy CSP.17 (Monitoring- Strategic objective: To promote thriving sustainable communities) lists the following key areas for monitoring:

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

Monitoring is only effective if it has influence, so if the monitoring results indicate that policies are not tracking on course, it should trigger a review of this policy. The Core strategy document acknowledges this, with the following statement:

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

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

*The terms Authorities Monitoring report and Annual Monitoring report can be used interchangeably; as they refer to the same thing.

Progress of the Local Plan

Local Development Scheme

The Town and Country Planning (Local Planning) (England) Regulations 2012 states that Authorities' monitoring reports must specify "the timetable specified in the local planning authority's local development scheme for the document's preparation".

| Document | Status |
|--|---|
| Forest of Dean district Core Strategy | Adopted February 2012 |
| Forest of Dean district Allocations Plan | During the 2017/2018 financial year, a draft of the Allocations Plan had been published, but as it was still with the Inspector, it was in draft form for the entire 12-month period. It has subsequently been adopted on the 28 June 2018. |
| Cinderford Area Action Plan | Adopted February 2012 |
| Lydney Neighbourhood Development Plan | Made 1 March 2016 |
| Longhope Neighbourhood Development Plan | Made 1 March 2018 |
| Berry Hill, Christchurch and Edge End Neighbourhood Development Plan | Made 1 March 2018 |

The timetable for the new Local Plan, which has been informally dubbed as "Plan 41" as its currency period will be up to the year 2041, is included in the following table. This timetable is subject to change and new iterations as the planning progresses, but does provide a goal and indication of how the process is expected to proceed. This timetable has been circulated amongst the Planning portfolio group of Forest of Dean Councilors.

Plan 41 – Indicative timeline

| Plan 41 – Indicative timeline | | | | | | | | | |
|-------------------------------|-----------------------------|-------------------------------------|-------------------------------|-------------------------|-------------------------|--------------------------|---------------------------------|----------------------|----------------------|
| Timeline | Spring / Summer 2018 | Autumn / Winter 2018-19 | Summer / Autumn 2019 | Winter / Spring 2019-20 | Autumn / Winter 2020-21 | Summer 2021 | Autumn / Winter 2021 | Spring / Summer 2022 | Summer / Autumn 2023 |
| Plan Phase | Working Vision & plan brief | Evidence base analysis & commission | Issues & Options | Preferred Option | Draft Plan | Publication draft | Submission draft | Examination | Adoption |
| Formal Consultation | | | * | | * | * | | | |
| SA | | Framework Consultation | Options Assessment | | | Sustainability Appraisal | Sustainability Appraisal Review | | |
| HRA | | | Consideration of Alternatives | | | Draft HRA | HRA Review | | |

Core Strategy

The adopted Core Strategy is the principal document in the new Local Plan for the Forest of Dean, and sets the vision, spatial strategy and policies for development in the District for the period up to 2026. It contains the following key elements:

- An overall vision setting out how the district and places within it should evolve;
- Strategic objectives for the area focusing on key issues including housing and employment;
- A strategy for the delivery of these objectives, setting out where, when and how development will be delivered;
- An explanation of how the process will be monitored.

All other Development plan documents must conform to the Core Strategy. The Core Strategy and its Sustainability Appraisal were adopted on 23 February 2012. This follows the documents being declared 'Sound' by an Independent Planning Inspector, who deemed it to be in accordance with *Regulation 24(2) and Regulation 36 of The Town and Country Planning (Local Development) (England) Regulations 2004 as amended by The Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008*.

The Core Strategy replaced the Forest of Dean District Local Plan Review 2005 (as saved by the Secretary of State's Direction of 21 October 2008).

As the Core strategy provides a foundation for all other documents in a Local development framework, it is generally one of the first documents to be prepared.

The subsequent sections will step through the main elements of the Core Strategy; describe the monitoring provisions for them as stated in Part 8. Policy CSP.17: Monitoring and Implementation, and provide measures and a discussion about how this policy is tracking against its goals.

The framework for the Core Strategy has been used as the framework for this report. Whilst the Allocations Plan is equally important part of the local development framework, it does not provide such a good monitoring framework, as it provides some district-wide general policies which re-iterate the Core Strategy, but the majority of it is very detailed, site specific, desired development outcomes the different localities of the district.

Strategic vision for the area

The overall vision for the Core Strategy is:

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

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

To progress from the vision to a series of objectives from which policies can be derived, it is necessary to break the vision down into sections. These then become the strategic objectives of the Core Strategy.

The Core policies provide the means to implement these objectives, and then each core policy has a monitoring method, which will be assessed and unpacked in the subsequent sections of this report.

| Objective in Core Strategy | How can the Core Strategy achieve? |
|--|--|
| To be a thriving and sustainable community | This principle underpins the whole Local Development Framework. |
| Providing quality environments throughout the district- to protect the environment for the benefit of the community and in order to attract new businesses | This will be achieved by guiding the location of new development and requiring high standards of design; steering development away from protected areas and ensuring all development respects historic form and landscape qualities. CSP.1 Design and environmental protection CSP.2 Climate change CSP.4 Development at settlements |
| Develop a more self-contained and diverse local economy including tourism- to address out commuting and enable more sustainable transport patterns while providing a greater range and number of jobs, and improving the services and facilities that are accessible | This will be achieved by discouraging out-commuting and encouraging more sustainable transport patterns. It will also encourage a diversity and variety of employment sites located across the district. CSP.4 Development at settlements CSP.7 Economy |
| Providing homes including affordable homes- to meet the housing needs of the community | The Core strategy required 5126 dwellings by 2026, and seeks to maximise the delivery of affordable homes. The need for affordable homes over this period was calculated as 3525 are required by 2026. Due to viability, the actual |

| | |
|---|--|
| | <p>delivery is much lower than this. Since the Core Strategy was written, the need for affordable housing has been upgraded to be significantly higher than this original target.</p> <p>CSP.5 Housing provides more detail on housing delivery and implementation, and measures for tracking how we are performing against these policy targets.</p> |
| Facilitate regeneration- to support a stronger more sustainable economy in a better-quality environment | <p>This statement is particularly relevant to the four main market towns of Cinderford, Coleford, Lydney and Newent.</p> <p>It is also strongly tied to the regeneration project at Cinderford, as an exemplar of development which promotes the districts assets.</p> <p>CSP.4 Development at settlements CSP.5 Economy CSP.8 Retention of community facilities CSP.9 Recreational and amenity land Cinderford Northern Quarter Area Action Plan</p> |
| Creating safer communities with better facilities | <p>This statement relates to crime statistics as well as emergency access to all settlements within the district, and how these two things can be influenced by planning decisions.</p> <p>This will be achieved by promoting good, safe design of new areas as well as promoting vibrant and healthy town centres.</p> <p>CSP.4 Development at settlements CSP.5 Economy CSP.8 Retention of community facilities CSP.9 Recreational and amenity land</p> |

Spatial strategy

The Core strategy is committed to the principle of sustainable development. In practice, this means directing development to the most sustainable locations in the district, where services and infrastructure can support growing communities, as well as contain populations in concentrations which will minimise car travel and strain on the roads. As such, the Core Strategy includes a spatial strategy which indicates where most development should be directed; including an expectation of 75% of all new housing and 80% of new employment will be located in the four market towns of Lydney, Cinderford, Coleford and Newent. In the relevant reporting period, 77.44% of dwellings completed or under construction in the Forest of Dean district were located in these four towns. This figure is buoyed up by a markedly high number of dwellings being constructed in Lydney.

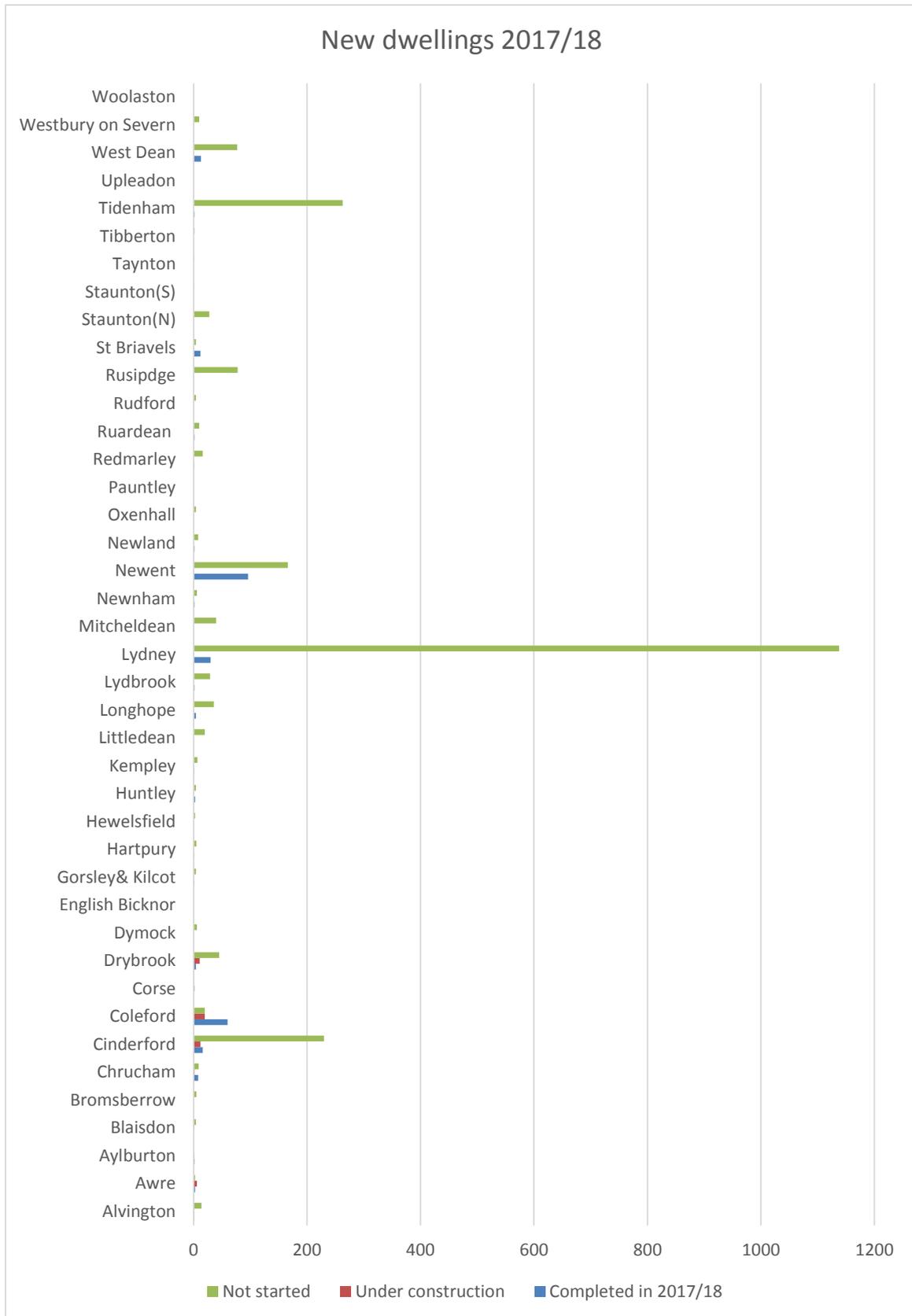
Of employment generating/ commercial uses, a much smaller percentage is located within these four towns, indicating a marked lack of development activity and change within traditional employment sites. Of the total 53 commercial development applications decided in 2017/18, only 13 were located within the four market towns. This represents 24.52% of all new employment generating uses, which is far from the 80% target in the spatial strategy. This figure is highly influenced by the number of holiday lets which were approved in the 2017/18 reporting period.

As well as emphasizing the role of the four market towns, the spatial strategy also contains a district-wide strategy and vision which includes the following over-arching principles and elements for development control:

- Regeneration in Cinderford and Lydney's harbourside;
- More diverse economy;
- Development in east of Lydney and Cinderford's northern quarter;
- Avoid sensitive areas/ safeguarding the character of the countryside;
- Respond to the need for affordable housing;
- Reverse the loss of trade and declining fortunes of town centres, as well as a leakage of business to outside of the district;
- Facilitate modest growth in Newent;
- Reinforce the role of villages;
- Support renewable energy installations;
- Avoid areas of localised flooding- particularly in Lydney and Cinderford.

These themes are consistent throughout the document and the Local development Framework more generally, and will be explored in more detail throughout this report.

The following chart on page 4 indicates the spread of dwellings completed and under construction across the district in the 2017/ 2018 financial year. The corresponding table is included below. These numbers clearly show how dwellings approved but not started are dominated by those in the Lydney area for the 2017/18 year. By the conclusion of this financial year, Lydney Parish has 1138 dwellings with current permission but not started, which represents a great deal of development activity relative to the scale and population of the Forest of Dean district in total. This means that Lydney is poised to become the largest population centre of the district by a comfortable margin. These numbers were a snapshot at the end of 2017/18 and that the subsequent allocations and permissions have changed the picture, which will be represented in the next monitoring report.



| | Completed in 2017/18 | Losses 2017/18 | Not Started | Under Construction |
|--------------------|-------------------------|-------------------|-------------|-----------------------|
| Alvington | 1 | | 14 | 1 |
| Awre | 3 | | 3 | 6 |
| Aylburton | 2 | | 1 | 0 |
| Blaisdon | 0 | | 4 | 1 |
| Bromsberrow | 0 | | 5 | 0 |
| Churcham | 8 | 1 | 9 | 2 |
| Cinderford | 16 | | 230 | 12 |
| Coleford | 60 | | 20 | 20 |
| Corse | 0 | | 1 | 2 |
| Drybrook | 4 | 1 | 45 | 11 |
| Dymock | 0 | | 6 | 0 |
| English Bicknor | 0 | | 0 | 0 |
| Gorsley& Kilcot | 1 | | 4 | 0 |
| Hartpury | 1 | | 5 | 2 |
| Hewelsfield | 0 | | 3 | 0 |
| Huntley | 3 | | 4 | 7 |
| Kempley | 1 | | 7 | 0 |
| Littledean | 0 | | 20 | 9 |
| Longhope | 4 | | 36 | 4 |
| Lydbrook | 2 | | 29 | 4 |
| Lydney | 30 | | 1138 | 130 |
| Mitcheldean | 0 | | 40 | 2 |
| Newnham | 2 | | 6 | 5 |
| Newent | 96 | 3 | 166 | 12 |
| Newland | 2 | 2 | 8 | 0 |
| Oxenhall | 0 | | 4 | 3 |
| Pauntley | 0 | | 0 | 2 |
| Redmarley | 1 | | 16 | 16 |
| Ruardean | 2 | | 10 | 1 |
| Rudford | 0 | | 4 | 0 |
| Rusipdge | 0 | | 78 | 6 |
| St Briavels | 12 | | 4 | 8 |
| Staunton(N) | 0 | | 28 | 2 |
| Staunton(S) | 0 | | 1 | 1 |
| Taynton | 0 | | 1 | 4 |
| Tibberton | 0 | | 2 | 1 |
| Tidenham | 2 | | 263 | 11 |
| Upleadon | 0 | | 0 | 0 |
| West Dean | 13 | 3 | 77 | 13 |
| Westbury on Severn | 0 | | 10 | 6 |
| Woolaston | 0 | | 0 | 0 |
| TOTAL | 266 | 10 | 2302 | 304 |

Policy CSP.1 Design and environmental protection

Implementation

All developers and local authority

Monitoring method

Use of policy and supporting guidance to secure design quality- extent of loss of protected habitats and other areas e.g. Floodplain.
Also measure new green infrastructure provided.

This policy is the most often referred to through the development control process, which was revealed in a review of officer's report of full, outline and change of use applications over the 2017/2018 financial year, when this policy was referred to 99.4% of all reports for full, outline and change of use planning proposals. It also appears in as many appeal decisions. It is the most widely cited Local Plan policy by a comfortable margin.

The policy also refers to environmental considerations, which are included in the table below, with some commentary regarding their condition and status in relation to planning policy in the 2017/2018 financial year:

| | |
|---|---|
| <p>Protected sites (including historic and natural sites)</p> | <p>This is largely achieved through the referral process. Listed sites and development within conservation areas are referred to Council's conservation advisor David Haigh, who has advised that his recommendations are taken into account 80 or 90% of the time. There are often competing priorities in determining a development application, and in several key decisions heritage and character concerns have been given weight in both determining applications and in appeals. The conservation advisor is satisfied that when his recommendations weren't given the balance of the decision, that this was for valid reasons and an acceptable solution towards maintaining character and heritage values was found through the development control process.</p> <p>Two appeal outcomes have been dismissed against refusals on these grounds within the reporting period, which were located within the Littledean and Brockweir Conservation Areas. Another appeal against a refusal based on impacts on a Conservation area in Corse was allowed by the Inspectorate.</p> <p>Other protected sites such as Special Areas of Conservation (SACs) and Sites of Special Scientific Importance (SSSI), ancient woodland and other protected areas are referred to Council's internal Sustainability team. Their observations are represented in the final decision, over 90% of the time. However sometimes they are missed as a consultee on applications that should have been referred to them.</p> |
| <p>Areas of Outstanding Natural Beauty (AONB)</p> | <p>The AONB designation applies to the Wye Valley and the Malvern Hills located in the south west and the northern most extent of the district respectively. Permitted development rights are limited within AONBs and development impacts of scenic values are weighted more highly. Planning applications within the AONB are assessed against the relevant AONB management plan, and while this does form part of the balance of decision making, it is not regarded as highly as other planning instruments. AONB management plans do have a particular status and Local planning authorities are required to take them into account-</p> |

| | |
|--|---|
| | however their content cover matters not wholly within the planning domain, and therefore they are likely to be assigned a lesser weight in the planning balance, as compared to other landscape designations. |
| Areas of flood risk | Flood risk is considered through the development control process. Depending on the scale of the development, applications are referred to the Gloucestershire County Council as the lead flood authority (for development over 10 houses) or Council's own flood risk engineers. The flood risk engineers say that their requested conditions are not always applied, which can be problematic. A particular issue is management of surface water through the construction stage of development, as poor practices is resulting in sediment pollution through waterways on some sites. This is discussed further in the Climate change section. |
| Areas of land contamination | Development proposals on brownfield sites and contaminated land are referred to Council's internal contaminated land officer, who applies conditions which ensure appropriate site remediation works occur. |
| Development impacts of water quality and water resource use | Major development will be referred to Severn Trent, the Environment Agency and Natural England to advise on water quality and resource use impacts. Severn Trent tend not to object to development proposals, but will apply conditions where relevant. There is strain on aging, sewage infrastructure from expanding urban areas and district wide population growth which will continue to accumulate over time and may become a limiting factor for development in the future, unless major capital works investment is secured for a comprehensive overhaul of some networks. |
| Areas which are unstable due to past mining activities or ground instability | Development proposals are subject to comments and requirements of the Coal Authority if they are at risk from instability caused by past mining. |
| Waste minimisation and management | Approximately 63% of waste in the district was recycled, reused or composted in the 2017/18 financial year. |
| Pollution mitigation and management | Air quality is of particular concern in the Chepstow area, which whilst it is outside of our district borders, still has implications for development in Tutshill/ Sedbury area, as well as further afield particularly development with significant traffic impacts. Lydney also has an Air Quality Management Area (AQMA). |

Comments

Generally, the policy is called up in relation to the design aspects of the developments. The policy provides only general design principles to assist in the assessment of development proposals. However, the policy does emphasize the importance of good design of development and provides a backstop against development which is insensitive or inappropriate to the immediate environment on design grounds.

The general nature of this policy in regards to design, when considered against the very pressing drivers of housing delivery against 5 year land supply, means that design considerations are not always given the weighting they deserve, particularly in relation to new housing estates. This is may be because without clear guidance on design, refusal of new housing on design grounds may not hold up at appeal.

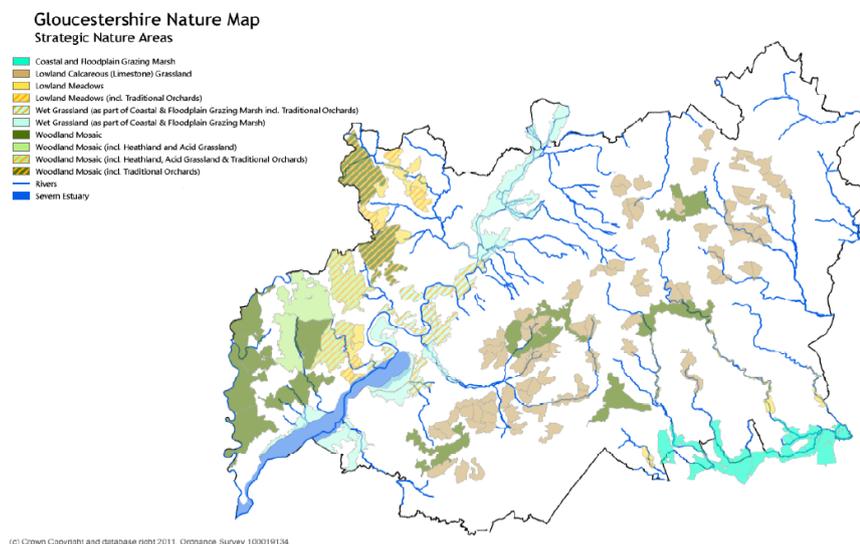
Despite this, there are a significant number of planning decisions which were upheld at appeal, which have relied on this policy to dismiss the appeal on design grounds.

It is noted that CSP.1 is less heavily relied upon in appeals for larger housing development, where arguably design is more critical.

The planning framework also includes a Forest of Dean district Residential Design Guidelines. These provided a clear benchmark and examples of good design outcomes, however they are over twenty years old and need updating. This has been scheduled as part of the next Local Plan development, and will strengthen the local planning framework, and provide a more robust tool for planners to broker better design outcomes. Clear guidance on housing design, street layout and highway safety should all be included as design elements in this guide.

Over the reporting period there was very little activity around leveraging development for green infrastructure. The Core Strategy only provides cursory references to Green Infrastructure (GI); however the Allocations Plan policy AP.8 provides a dedicated section. For this reporting period however, the Allocations Plan existed in draft form only.

The Gloucestershire Nature partnership has created the Strategic Nature maps which may provide a foundation for any future policy development around the GI theme. These maps indicate how special the natural values of the Forest of Dean district are, in the wider context of Gloucestershire. This map indicates the ecological richness and landscape diversity of the district. In this context, ecological considerations must be given serious consideration.



The Council's ecologists are able to use the current policy framework to broker site-scale biodiversity enhancements at present. However, with the benefit of wider district and region wide GI strategies and mapping, the Local Policy Framework may be able to broker landscape scale ecological outcomes which will be much more significant in term of promoting the biodiversity resilience in the face of climate change. Neighbourhood development plans are another potential vehicle in which Parish scale green strategies for environmental enhancements.

Policy CSP.2 Climate change

Implementation

Developers

Monitoring method

Development proposals evaluated against a checklist of measures

Both adaptation and mitigation strategies must be considered when it comes factoring climate change into decision making. This is acknowledged by the CSP.2 Climate change policy of the Core Strategy. The policy goes onto include the following elements of both climate change adaptation and mitigation:

| Policy element | Progress of implementation through development control |
|--|---|
| 1. Water management, including: <ul style="list-style-type: none"> • Rainwater harvesting and greywater reuse • Sustainable drainage systems (SuDS) • Managing flood risk | <p>Climate change is likely to exacerbate flooding through the district. Strategic flood risk assessments for the district have been undertaken and form the basis of the flood zone mapping.</p> <p>Incorporation of rain water harvesting and grey water recycling systems into developments appears to be relatively underutilised in new developments, despite statements encouraging its uptake in this policy.</p> |
| 2. Heating and cooling, including: <ul style="list-style-type: none"> • Passive solar gain; • Orientation of buildings. | <p>The integration of passive solar design into new development, at the building and street layout levels appears to be relatively underutilised.</p> |
| 3. Biodiversity, including: <ul style="list-style-type: none"> • Green infrastructure; • Biodiversity enhancements; • Habitat protection. | <p>Biodiversity enhancements are being made on a development site scale through Council's sustainability team; however opportunities to broker landscape scale habitat enhancements and linkages remain relatively unrealised.</p> <p>Development permissions generally protects the existing environment, including the Forest of Dean edge and forest waste, however there are still many piecemeal incursions generated from outside the planning domain, such as household boundary treatments.</p> |

Comments

A key area for climate change adaptation is managing flood risk. Weather patterns are already changing, with what was traditionally the typical seasonal spread of rainfall becoming less and less common. Already the district is experiencing a less stable and predictable rainfall pattern, and the risk of erratic and extreme weather events are expected to increase. Over the last several years there has been more intense summer rainfall, causing flash flooding. Furthermore the prolonged wet period over winter, results in a constant saturation of ground which also can also result in flash flooding. Overall the weather is hotter and drier, meaning that rivers and streams are becoming unseasonably low.

There are specific areas where this is particularly problematic due to topography as well as antiquated flood defence and storm water drainage systems. Of concern is Lydbrook, which relies on a culvert which has fallen into disrepair. Parts of the Lydney and Coleford town centres are subject

to flooding, and also rely of aging storm water infrastructure. Some small scale flood attenuation works have occurred in the 2017/18 period, including:

1. Flood alleviation scheme upstream of Lakeside Avenue in Lydney has been completed;
2. A scheme for Newent was designed and is scheduled for completion in September 2018.

A new drainage scheme for Cookston Terrace, Lydney is in the planning stages. However, as funding to local government continues to be reduced, there is little prospect of securing the resources required for the comprehensive overhaul of this aging infrastructure which is required. This situation is compounded by both climate change and development pressures. Flood risk assessments currently include a requirement to factor in 40% additional water than the traditional rainfall profiles to accommodate projected climate change impacts, and detention basins are integrated into new development to factor for this. However their use is limited in the district and due to topography and ground profiles of many areas attenuation and infiltration are not fully effective (source: Laurence King, pers comm, 8/01/19).

Another serious challenge for climate change mitigation is the level of car traffic in the district, and its relationship with planning decisions and development outcomes. Despite best efforts to promote self-containment; out-commuting continues to rise and employment uses in the Forest of Dean district continue to decline. The lifting of the Severn bridge tolls removes another barrier to commuting from the district to Bristol, which has excited the housing market of the district, particularly in the south. This inevitably will result in more cars on the roads, and more vehicle based carbon emissions. It also exacerbates the trend of moving towards being a “dormitory district” which relies on employment outside of the district.

Renewable energy systems are another key area of climate change mitigation, but they are not directly referred to in this policy as they are dealt with in CSP.3 Sustainable energy in developments.

Policy CSP.3 Sustainable energy use within development proposals

Implementation

Developers

Monitoring method

Percentage achieved measured against policy requirements. Other contributions from smaller developments monitored and recorded.

This policy provides a very clear target of 10% of the energy generated from each home was to come from sustainable/ renewable sources, increasing to 20% over the life of the policy. This was implemented in the three years since the Core Strategy's adoption, from 2012-2015. The policy objective aligned with the UK government's strategy "Code for sustainable homes" - which is an environmental assessment method for rating and certifying the performance of new homes in the United Kingdom, which was adopted in 2006 with a view to encouraging continuous improvements in sustainable home building. However this policy was superseded in 2015, when the UK government consolidated these standards into the Building regulations. This also superseded this element of *CSP.3 Sustainable energy use within development proposals*.

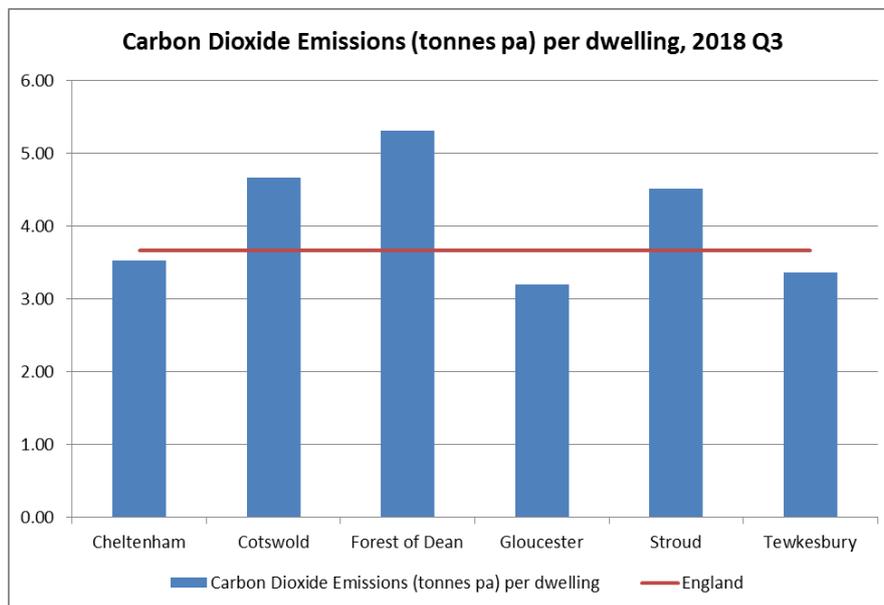
However the general principles of supporting renewable energy installations and generation, whether on a micro-generation on a building or domestic scale, or larger commercial energy development for wind, solar and biogas are still supported by this policy. Whilst not established in the 2017/18 period the St Briavels wind turbine development- a community wind turbine that generates enough electricity to power 317 homes is a notable example of this.

In the 2017/18 period, the following larger scale energy developments were approved:

| Application reference | Development | Address |
|-----------------------|---|--|
| P0342/17/FUL | Erection of a storage building to serve poultry unit with biomass (990kw) boiler and associated works | Newberries Farm, Hartpury |
| P1782/16/FUL | Change of use of land for the installation of a 30kW solar PV array | Hill House, Blackwells End, Hartpury |
| P0644/17/FUL | Construction of a 10MW battery storage unit (sui generis) to provide backup electricity services to the grid for a period of 25 years from the date of commissioning of the storage unit. | Land At Watts Group Factory Site, Lydney |

Furthermore, in this period there was a hearing on 7-8 November 2017 for a hearing for FoDDC vs Peter Wright- Council challenge against decision of the High Court to quash planning permission for a wind turbine at Severndale Farm, resulting in a cost of £13,150 incurred by Council. This development was quashed, but following this challenge there is one application for a community scale wind turbine than now may be reconsidered.

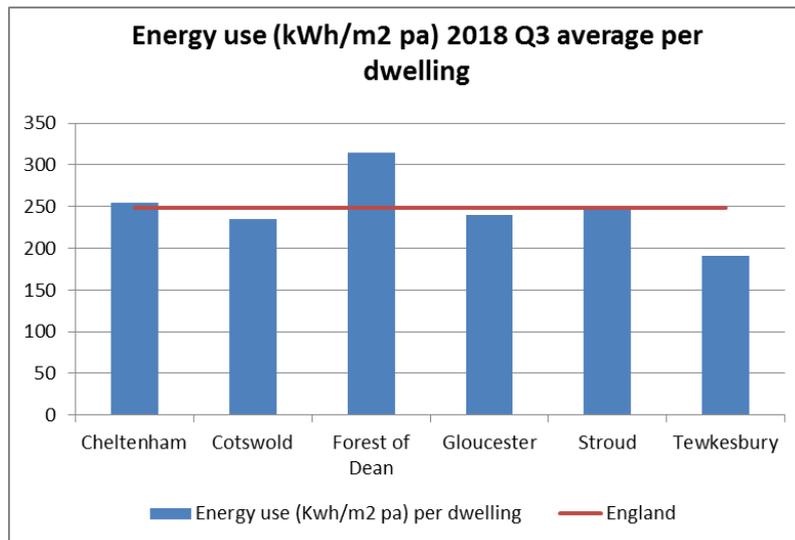
The Core Strategy provides a baseline reduction of 10% of energy from new development from renewable sources, increasing to 20% in 2020. The following data provides some insight into whether or not this has been achieved:



| Quarter 3, 2018. | |
|------------------|---|
| Area | Average Carbon Dioxide Emissions (tonnes pa) per dwelling |
| Cheltenham | 3.527308192 |
| Cotswold | 4.66238806 |
| Forest of Dean | 5.30605428 |
| Gloucester | 3.192776886 |
| Stroud | 4.518446602 |
| Tewkesbury | 3.35669145 |
| England | 3.660375525 |

Source: Gloucestershire County Council

The energy use of dwellings across the county varies considerably in each district. The average energy use is highest in the Forest of Dean (314.8 kWh/m² pa) with this being above the England average (247.87 kWh/m² pa). The lowest is in Tewkesbury (191.23 kWh/m² pa) which is below the England average (Source: Gloucestershire County Council).



| Quarter 3, 2018 | |
|-----------------|-------------------------------------|
| Area | Energy use (Kwh/m2 pa) per dwelling |
| Cheltenham | 254.9817945 |
| Cotswold | 234.5 |
| Forest of Dean | 314.8037578 |
| Gloucester | 239.6484751 |
| Stroud | 251.0857605 |
| Tewkesbury | 191.2304833 |
| England | 247.8706081 |

Source: Gloucestershire County Council

Comments

Alarming, these figures indicate that the CO2 emissions per dwelling in the Forest of Dean district are far higher than both Gloucestershire and England's average. This may be because of a higher proportion of older style, detached building stock which is not well insulated or designed for warmth.

There was a clearer policy framework when the Core Strategy was adopted with CSP.3 which included a 10% carbon reduction target for new homes, which was underpinned by the UK government's Code for sustainable homes. However in 2015, this was integrated into building codes as a mandatory requirement, and now lies outside of the domain of the Local policy framework. Whilst these sorts of targets on carbon reduction now not within the policy frameworks, clearer design guidelines could assist with the orientation of streets and buildings at the application stage.

Whilst development control and building regulations can improve the efficiency standards of new builds, this has limited influence over the total energy use and carbon emissions as new development only contributes an additional 1% (approximately) to the total housing stock of the district. Therefore, any significant reduction in household carbon emissions will also require retrofitting the existing housing stock of the district.

Policy CSP.4 Development at Settlements

Implementation

Developers and local authority;
Public agencies providing finance;
Utility companies; and
Service providers.

Monitoring method

Percentage of new housing within settlement boundaries (expected to remain constants or increase).

Overall monitoring of housing sites, against trajectory.

Measure of distribution against distributions indicated in policies below.

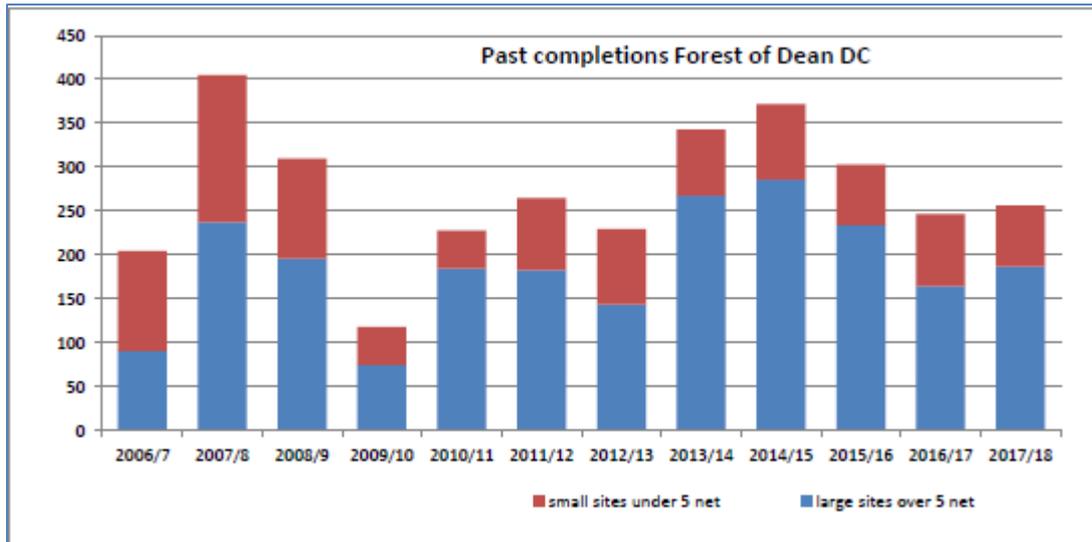
Where external funding is involved, its expenditure on projects and their completion will be monitored.

Provision of services and development by service providers (eg PCT) will be monitored as development an in case of potential constraints.

The majority of new housing should be located within the defined settlement boundary of the Local development framework, according to both local and national planning policy. There a few exceptions to this rule which are supported on policy grounds, however these are rare and for the most part development proposals located outside the defined settlement boundary will be considered to be in the open countryside and subsequently refused. This is the most effective and clear mechanism within the Local plan which largely controls and directs the form of future growth and settlement pattern.

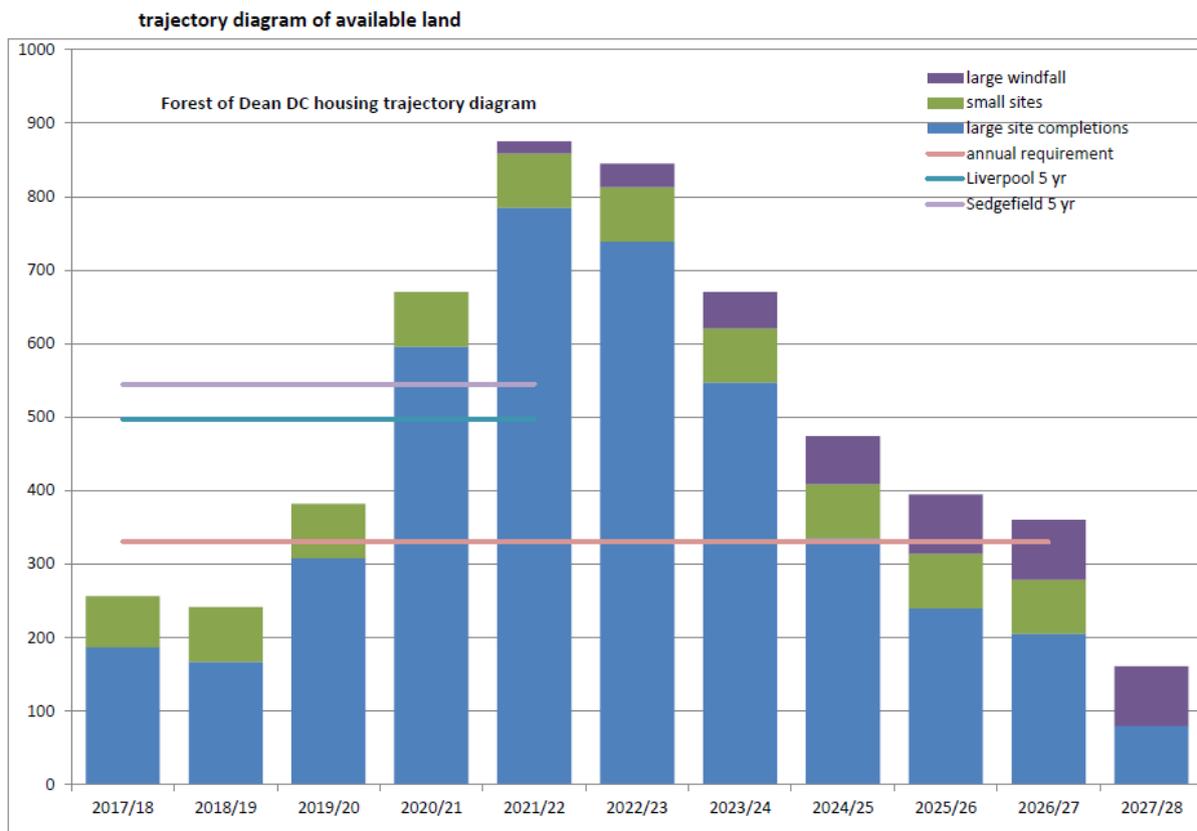
The Local Plan contains targets and numbers for how many new dwellings should be located in each settlement, which is underpinned by a total target of 330 new dwellings per year over the plan period, set by central government to meet UK's housing needs. The average number of houses built within the Forest of Dean district consistently falls below this number, as illustrated by the table below:

| Year | 2006/7 | 2007/8 | 2008/9 | 2009/10 | 2010/11 | 2011/12 | 2012/13 | 2013/14 | 2014/15 | 2015/16 | 2016/17 | 2017/18 | TOTAL |
|--|--------|--------|--------|---------|---------|---------|---------|---------|---------|---------|---------|---------|-------|
| Net housing completions | 205 | 405 | 310 | 118 | 228 | 265 | 230 | 343 | 372 | 303 | 247 | 256 | 3282 |
| Net housing completions on small sites (1-5) | 114 | 167 | 114 | 43 | 43 | 82 | 86 | 75 | 86 | 69 | 82 | 69 | 1030 |



This is generally due to lack of market demand to make up the shortfall. Any shortfall below 330 within the Plan period will be compounded onto the total number of dwellings expected to be delivered in the remaining period. Currently, the back log from 2006 to 2017 is 678.

The trajectory for housing land over the remainder of the Plan period from 2017/18 is illustrated in the graph below:



Source: Forest of Dean district housing trajectory 2018.

For the overwhelming majority of new dwellings in the 2017/18 period, the Local Development Framework has been successful in containing new growth within the defined settlement boundary. These areas are considered to be the most sustainable, as they are positioned to take best advantage of existing infrastructure, especially public transport, and to prevent urban development in encroaching on the open countryside.

Larger housing developments are leveraged for additional infrastructure and services within towns through developer contributions, which have the potential to further enhance the quality of existing towns and villages for the benefit of both current and existing residents.

The following table depicts the original plan targets for new dwellings in the four market towns as well as the other villages collectively. These were published in the original Core Strategy which was adopted in 2012, but have since been updated in line with new government methodologies. These updated numbers are included in the Allocations Plan, which was still in draft form for the entirety of this reporting period, but was still used as a reference point for development control.

| Town | Core strategy plan targets (2012) | Completed & under construction in 2017/2018 | Outstanding |
|-------------------------------|--|---|-------------|
| Lydney -37% of housing | 1900 new dwellings and 30ha of new employment land | 30 completions 21 under construction | 528 |
| Cinderford- 20% of housing | 1050 new dwellings and 26ha of new employment land | 16 completions 12 under construction | 230 |
| Coleford- 13% of housing | 650 new dwellings and 6.8ha of new employment land | 60 completions 20 under constructions | 18 |
| Newent -7% of housing | 350 new dwellings and 5ha of new employment land | 89 completions 15 under constructions | 10 |
| TOTAL | | 195 completions 61 under construction | 793 |

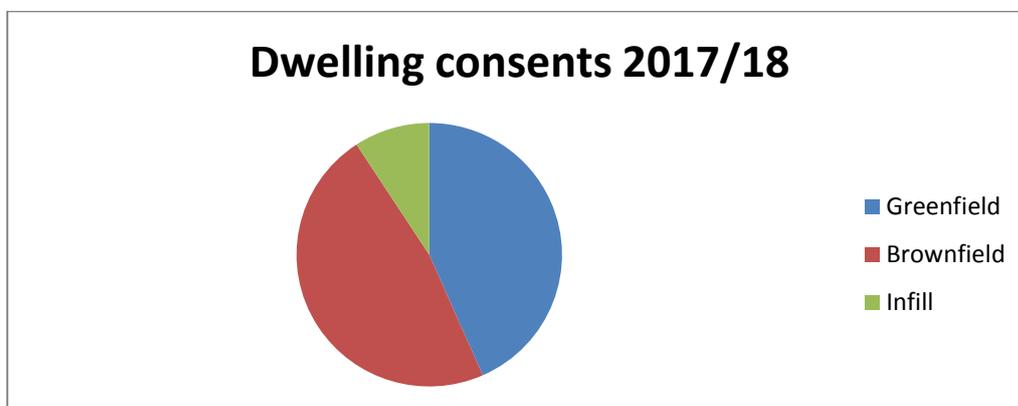
| | | | |
|------------------------|--------------------|---|-----|
| Other villages -23% | 1212 new dwellings | 44 completions 60 under construction | 577 |
|------------------------|--------------------|---|-----|

**As the Allocations Plan was in draft form for the entirety of the reporting period, the Core strategy targets have been used as a monitoring baseline for this report. However, as these targets have subsequently been superseded by the adopted Allocations Plan, the next reporting period will refer to the more recent set of housing delivery targets.*

These figures reveal that during the total 2017/18 financial year:

- In total, **1,370 dwellings are outstanding** over the Plan period, partially from this reporting period but predominantly compounded from previous years.
- **57.88%** of this outstanding figure is from within the four market towns of Lydney, Coleford, Cinderford and Newent, and **42.12%** in the other villages.
- **255 dwellings were completed** in this 12 month period;
- Of these **18.4% were in the villages collectively and 81.6% were in the four market towns;**
- **121 dwellings were under construction** in this period;
- Of these **49.5% were in the villages and 50.5% were in the four market towns.**
- In total, a further **17 (gross) were completed outside of the defined settlement boundary** in 2017/18. This represents a total of **6.6% of dwelling houses** in Forest of Dean district are built outside defined settlement boundaries in this period.
- Of the **557 which were permitted in 2017/18, 367 (65.8 %) were inside the settlement boundary and 190 (43.1%) were outside of it.**

This figure is further split into permissions granted on Greenfield, Brownfield or Infill sites. Greenfield is a term from that refers to undeveloped land, whereas brownfield is a construction term that describes previously developed land, which are typically old industrial areas. Infill refers to development within existing built up and functional urban areas, and is typically much smaller in scale than the former two categories. The following pie chart represents the split between Greenfield and brownfield sites for number of new dwellings permitted in 2017/18.



These numbers are broken down further by location in the table below:

| Parish | Greenfield1 | Brownfield1 | Infill | TOTAL |
|------------|-------------|-------------|--------|-------|
| ALVINGTON | 0 | 3 | 2 | 5 |
| AWRE | 0 | 2 | 0 | 2 |
| CHURCHAM | 0 | 1 | 0 | 1 |
| CINDERFORD | 0 | 5 | 5 | 10 |
| COLEFORD | 0 | 14 | 5 | 19 |
| DRYBROOK | 0 | 9 | 3 | 12 |

| | | | | |
|--------------------|------------|------------|------------|--------------|
| Gorsley and Kilcot | 0 | 4 | 0 | 4 |
| HARTPURY | 3 | 4 | 2 | 9 |
| HEWELSFIELD | 0 | 1 | 0 | 1 |
| HUNTLEY | 1 | 2 | 0 | 3 |
| KEMPLEY | 0 | 3 | 0 | 3 |
| LYDBROOK | 0 | 5 | 5 | 10 |
| LYDNEY | 456 | 347 | 0 | 803 |
| MITCHELDEAN | 0 | 7 | 1 | 8 |
| NEWENT | 0 | 6 | 4 | 10 |
| NEWNHAM | 0 | 3 | 0 | 3 |
| OXENHALL | 0 | 1 | 1 | 2 |
| REDMARLEY | 0 | 12 | 1 | 13 |
| RUARDEAN | 0 | 4 | 0 | 4 |
| RUDFORD | 0 | 1 | 0 | 1 |
| RUSPIDGE | 0 | 1 | 1 | 2 |
| ST. BRIAVELS | 0 | 1 | 0 | 1 |
| STAUNTON N | 27 | 0 | 0 | 27 |
| STAUNTON S | 0 | 1 | 0 | 1 |
| TIBBERTON | 0 | 1 | 0 | 1 |
| TIDENHAM | 0 | 66 | 55 | 121 |
| WEST DEAN | 0 | 27 | 18 | 45 |
| WESTBURY | 2 | 3 | 1 | 6 |
| TOTAL | 489 | 534 | 104 | 1,127 |

Policy CSP.5 Housing

Implementation

Developers and registered social landlords (RSLs)

Monitoring method

Distribution and number of dwellings completed;
Affordable dwellings completed;
Number of affordable houses delivered against potential number that policy could allow;
Approximate mix between settlements;
Percentage of new house building on previously developed land and measurement of density.

To be used for assessing overall provision, distribution, type, tenure and for relating the number of completed dwellings against employment land/ employment.

In the Forest of Dean district, there was the following development activity as of the end of the financial year 2017/2018:

| | |
|---|------|
| Gross Dwelling Completions | 266 |
| Net Dwelling Completions (minus dwellings removed) | 256 |
| Gross dwellings Permitted but not Started | 2302 |
| Gross under construction | 304 |
| Gross for Outstanding and under construction | 2606 |

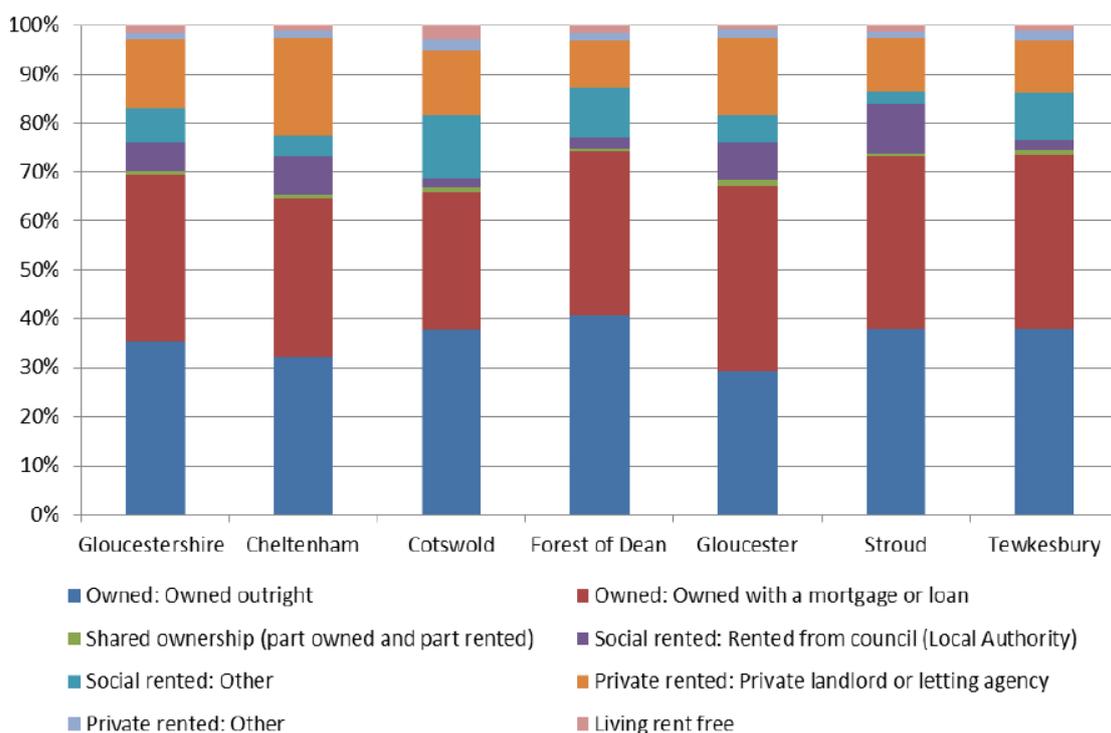
In 2017/18, further 557 new dwellings were permitted in the district.

The Core Strategy lays out the following targets for new housing in the district:

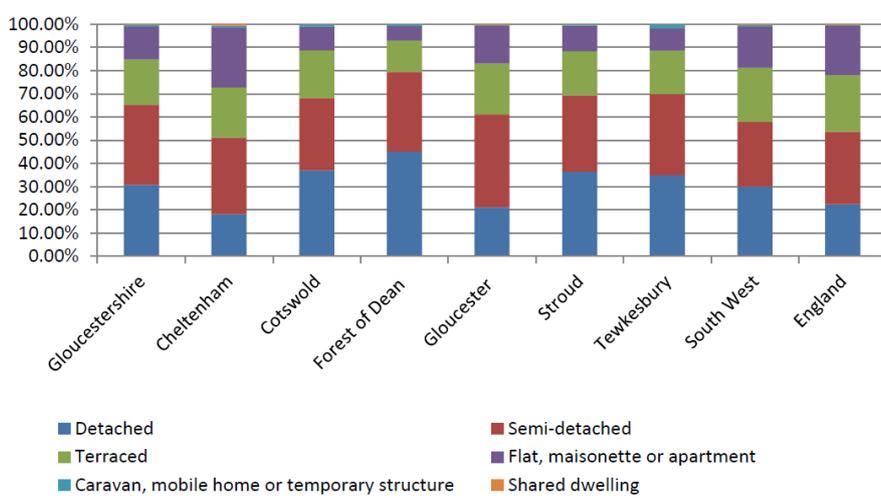
- Average development density of 30 dwellings per ha;
- Tenure mix 70:30;
- Total of 70 affordable dwellings district wide per year;
- 40% affordable housing contribution on housing developments over 5 houses.

The following graphs provide a profile of the total housing stock and tenure of the Forest of Dean district up to 2011, which is derived from the last UK census:

Tenure of households in Gloucestershire

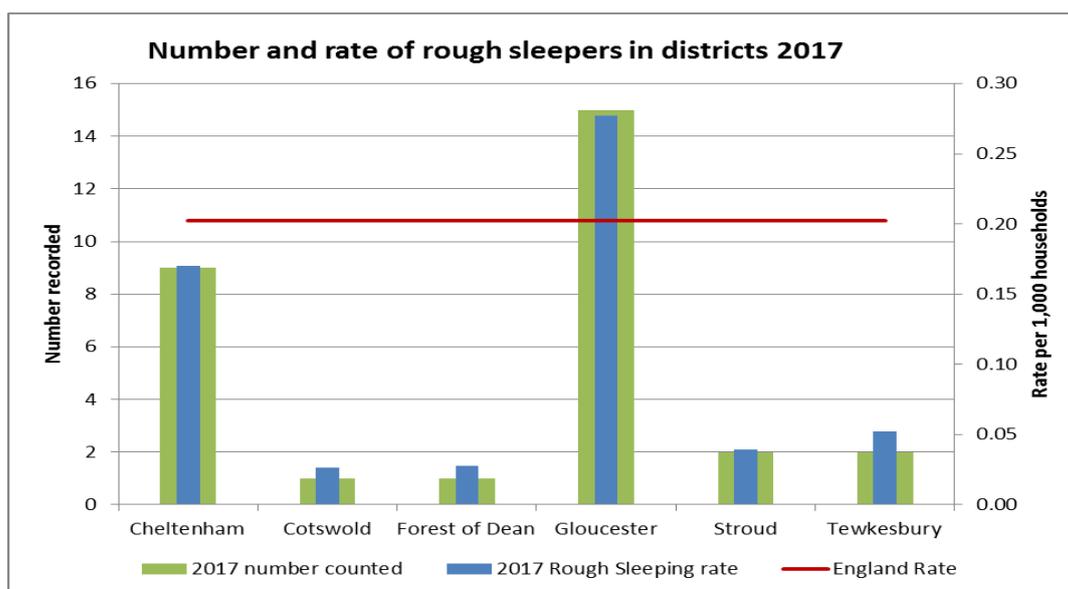


Housing type by district, county and region



The notable features of this data is that Forest of Dean District has the highest level of owner occupied housing (74.3%), ownership rates in the district are on average higher than county averages, and a high proportion of the district's housing stock is detached or semi-detached, with a much lower proportion of terrace housing and flats in the context of the whole of Gloucestershire.

The number of rough sleepers is recorded as zero in 2016, which has increased in 2017/18 to one or two. This is still very low compared with more urban areas, but should not belie the fact that there is significant, identified housing need in the district. While rough sleeping in the district is very low to zero, homelessness is still an issue, albeit in low numbers compared to other districts. Homelessness in the Forest of Dean district tends to be in the form of staying at friends and relatives or at shelters.



Affordable housing

Average house prices for the 2017/18 for the district were as follows:

| | Detached | Semi-detached | Terraced | Flat/maisonette | Overall |
|---------|----------|---------------|----------|-----------------|----------|
| 2017/18 | £310,41 | £184,364 | £165,235 | £110,880 | £237,620 |
| 2016/17 | £294,546 | £171,432 | £155,563 | £99,803 | £224,225 |
| 2015/16 | £277,817 | £166,041 | £145,786 | £93,508 | £214,434 |

These figures illustrate that house prices in the Forest of Dean district are consistently tracking upwards, while house prices across the UK have experienced a downturn on average over the same period. These house prices are beyond many local people's reach, thus the need to secure affordable housing as a portion of net housing development.

Affordable housing is deemed affordable to those with a median household income as rated by the national government or a local government by a recognized housing affordability index. It includes a wide range of housing types from emergency shelters, to transitional housing, to non-market rental, to formal and informal rental, and affordable home ownership schemes.

For the period 1 April 2017- 30 March 2018, 100 affordable houses were completed and a further 65 affordable houses were permitted in the Forest of Dean district. These were spread over the following locations:

| Parish | No of units |
|-----------|-------------|
| West Dean | 9 |
| Churcham | 7 |
| Coleford | 24 |
| Drybrook | 7 |
| Lydbrook | 2 |
| Lydney | 8 |
| Newent | 34 |

| | |
|--------------|------------|
| St. Briavels | 9 |
| Total | 100 |

A further 65 Affordable housing units permitted in 2017/18 by Parish (based on Full or Reversed Matters), which were in the following locations:

| Parish | Total units permitted | Affordable Units permitted in 2017/18 |
|--------------|-----------------------|---------------------------------------|
| Lydney | 108 | 43 |
| Drybrook | 4 | 4 |
| Tidenham | 18 | 18 |
| Newent | 34 | |
| Staunton | 11 | |
| Total | 175 | 65 |

This delivery and these permissions go some way to meet the need for affordable housing, which has been identified in the Strategic Housing Market Assessment (SHMA) of 2013. This assessment determined that there is a need for 814 affordable homes per annum. This figure is not a realistic expectation given that the net target of all housing in the district is only 330 dwellings per annum, and actual delivery is lower. However it does serve to highlight the marked need for more affordable housing throughout the district, as compared with actual delivery.

Two exception sites came forward in 2017/18, delivering 18 affordable homes over the two locations of St Briavels and Churcham. No new exception sites were permitted in this period.

Furthermore, the delivery of affordable housing is concentrated in several centres while the identified need as per the Affordable Housing register is spread across the district, on the basis of people's first, second and third preferences. Across Forest of Dean district, there are currently over 2,000 people whose names are on the waiting list for affordable housing. In the following graph, these requests are grouped by Parish.

| | | | |
|-----|-------------|----|-------------------------|
| 578 | West Dean | 51 | Huntley |
| 491 | Coleford | 48 | Dymock |
| 452 | Lydney | 39 | Woolaston |
| 404 | Cinderford | 35 | St. Briavels |
| 234 | Newent | 34 | Hartpury |
| 214 | Tidenham | 34 | Mile End |
| 174 | Mitcheldean | 30 | Staunton/Corse |
| 120 | Drybrook | 29 | Rudford & Highleadon |
| 101 | Littledean | 28 | Redmarley |
| 100 | Broadwell | 28 | Tibberton |
| 100 | Ruspidge | 24 | Staunton (Coleford) |
| 88 | Coalway | 20 | Churcham |
| 83 | Ruardean | 20 | English Bicknor |
| 67 | Lydbrook | 17 | Soudley |
| 66 | Aylburton | 16 | Upleadon |
| 61 | Alvington | 15 | Kempley |
| 59 | Longhope | 11 | Bromsberrow |
| 58 | Awre | 10 | Oxenhall |
| 54 | Newland | 7 | Hewelsfield & Brockweir |

| | | | |
|----|--------------------|---|---------|
| 54 | Westbury-on-Severn | 6 | Taynton |
| 53 | Newnham | | |

Table 11: Housing need by Parish location. Source: Forest of Dean District Council housing register. (2018)

The ratio of affordable housing compared with market delivered is 100 affordable houses of the 256 net dwelling units completed for 2017/18. This represents 39.2% of the total new housing stock for the district was affordable homes, which is very close to the policy target of 40%.

This does not compare as favourably with the ratio of affordable housing compared with market housing which 557 permitted in 2017/18, over 42 sites, with only 65 of them affordable (11.67%).

The housing mix of affordable dwellings is also important, as a range of tenures and sizes are required. In 2017/18, 71 rented and 29 shared ownerships dwellings were delivered in the following formats:

| | |
|--------------|------------|
| 1 bed | 13 |
| 2 bed | 63 |
| 3 bed | 24 |
| 4 bed | 0 |
| Total | 100 |

Grant subsidies of £977,500 were received by Homes England in 2017/18, to support new affordable homes in the Forest of Dean district in the 2017/18 period.

The challenge of providing employment land together with new housing to promote self-containment across the district remains elusive. Despite allocated employment areas, development to the east of Lydney did not deliver an employment component, and the loss of offices and barns to housing through prior notification brought in by the UK government means employment space in the town centre is also decreasing. A key example is Cavendish House, which has prior approval to convert offices to dwelling units along the main street of Lydney's town centre.

The demand for older persons housing appears to be declining across the district, as people elect to stay in their homes for longer, and healthcare innovations and professionals support this. One residential care facility in Mitcheldean closed its doors, due lack of viability. However, over 60's make up approximately 30% of people waiting on the affordable housing register.

Policy CSP.6 Sites for gypsies, travellers and travelling show people

Implementation

Developers;
Potential occupiers;
Public bodies.

Monitoring method

Monitor permissions granted and development of sites against prevailing needs assessment.

The 2013 Gypsy and Traveller Area assessment (GTAA) report of shows a shortfall of 39 permanent sites. This was downgraded to 33 in the intervening period. A further study in 2017 using revised government guidelines concluded that there was a modest need for up to 6 for housing for persons who wished to travel and identified 9 about whom there was no information or who did not say that they wished to travel. These households may however still be in need of suitable housing and will need to be catered for. The policy situation is that applications will be assessed against the Core Strategy policy CSP.6 which sets out criteria for gypsy and traveller as well as the different requirements for show people's accommodation.

There were two development applications for new gypsy and traveller sites in the 2017/18 period, which were both refused. These are the following:

| | | |
|--------------|--|--|
| P1637/17/FUL | Change of use of land to private gypsy and traveller caravan site | Land Straight Lane Corse Gloucestershire GL19 3RN |
| P0914/17/FUL | Change of use of land to one Gypsy/Travellers Pitch comprising 1x mobile home; 1x touring caravan; 1x day room, plus hardstanding and foul drainage. (Part Retrospective). | Land South West Of Colliers Elm Farm Nr Bulley Lane Churcham |

The reasons for refusal were that the applications failed to demonstrate that the applicants were gypsies and travellers as defined by policy, and that the sites were inappropriate for visual and character reasons in one instance, and servicing and accessibility in the other.

Another refusal from October 2015 for an extension of an existing gypsy site located at Greenacres, Gloucester Rd, Corse was allowed at appeal in August 2017. This was based on the GTAA which Council published in 2017. The inspector determined that the proposal complied with this policy overall. The inspector also concluded that this determination would go some way to meet the identified need, and that the current GTAA is "likely to underestimate the number of gypsy pitches required, and that there is significant unmet need for sites for gypsies and travellers in the area".

Traveller sites are generally unpopular with neighbouring communities; however policy guidance stipulates that they should be closer to towns and services. This may be problematic as this by default puts traveller sites in more populated areas, where their visual impact is likely to be prominent to a greater number of people, and there is likely to be more resistance from local residents.

Comments

There is a growing need to review the Gypsy and Traveller Area assessment (GTAA) as it becomes increasingly out of date. Arguably, there are currently not enough allocations in the district and this will risk sites being approved in the wrong place, if the planning policy framework does not pre-empt the need and direct gypsy and traveller sites to acceptable locations.

Policy CSP.7 Economy

Implementation

Developers;
Local authority; and
Public agencies

Monitoring method

In the long term, changes in the employment structure e.g. Increase in service sector will be recorded as well changes of use from employment. Where possible numbers employed will be recorded also extent of land developed. The implementation of tourism related development will also be monitored, to demonstrate the nature of the development that is being implemented and to enable it to be evaluated against checklist of adaptation measures.

An indicator for the sustainability of a settlement is employment density (i.e. number of jobs compared to total population). Not all people will choose to live and work within the same settlement, but settlements with a higher employment density will offer the best opportunity to be able to do so, while minimising pressure on transport. Settlements with low employment density will inevitably limit residents' options, requiring them to commute further to work.

Table 6 (below) demonstrates that while job numbers are increasing in the Forest of Dean district, this is not a steady trend, and is subject to spikes and downturns. The proportionate growth in number of jobs has not matched the steady population growth of the district over the same period, indicating that resident out-commuting is also increasing.

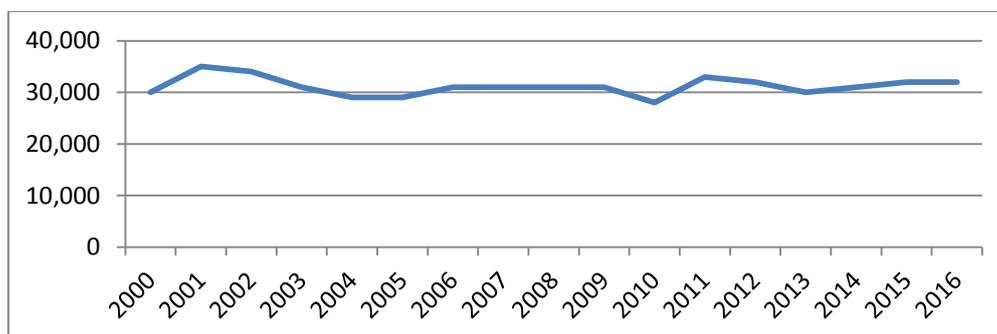


Figure 6: Total job numbers for the Forest of Dean District (2017)

Table 7 (below) demonstrates that while economically active people proportionate with the total district population is slightly above the national rate, it is low compared to the rest of the south west. This is consistent with census data (as per Figure 3 & Table 3) which reveals that Forest of Dean District's population is aging at a faster rate for the south-west and the UK.

| All people | Forest of Dean (numbers) | Forest of Dean (%) | South West (%) | Great Britain (%) |
|--------------------------|--------------------------|--------------------|----------------|-------------------|
| Economically active† | 40,700 | 78.5 | 81.4 | 78.4 |
| In employment† | 38,300 | 73.4 | 78.6 | 74.9 |
| Employees† | 33,400 | 65.6 | 66.0 | 64.0 |
| Self-employed† | 4,400 | 7.8 | 12.3 | 10.6 |
| Unemployed (model-based) | 1,500 | 3.7 | 3.3 | 4.4 |
| Economically active† | 40,700 | 78.5 | 81.4 | 78.4 |

Table 6: Breakdown of Economically active people in the Forest of Dean District (2017)

Key employment generators

The profile of the number of jobs per industry or sector up to 2017 reveals how the economy is changing and some marked differences between the Forest of Dean District employment base as opposed to the rest of the country and region (Table 8).

The most dramatic of these is the 4,000 employee jobs in the manufacturing sector, which in terms of percentage share of total jobs, puts Forest of Dean district at around double the rate of both the south west and Great Britain. This may be accounted for by large manufacturing employers like the Ribena/ Lucozade factory in Coleford and manufacturers based at Vantage Point in Mitcheldean. Some of these 4,000 manufacturing jobs may be outside of the district, and Forest of Dean residents commute to access them. Jobs in construction are also above both regional and national averages.

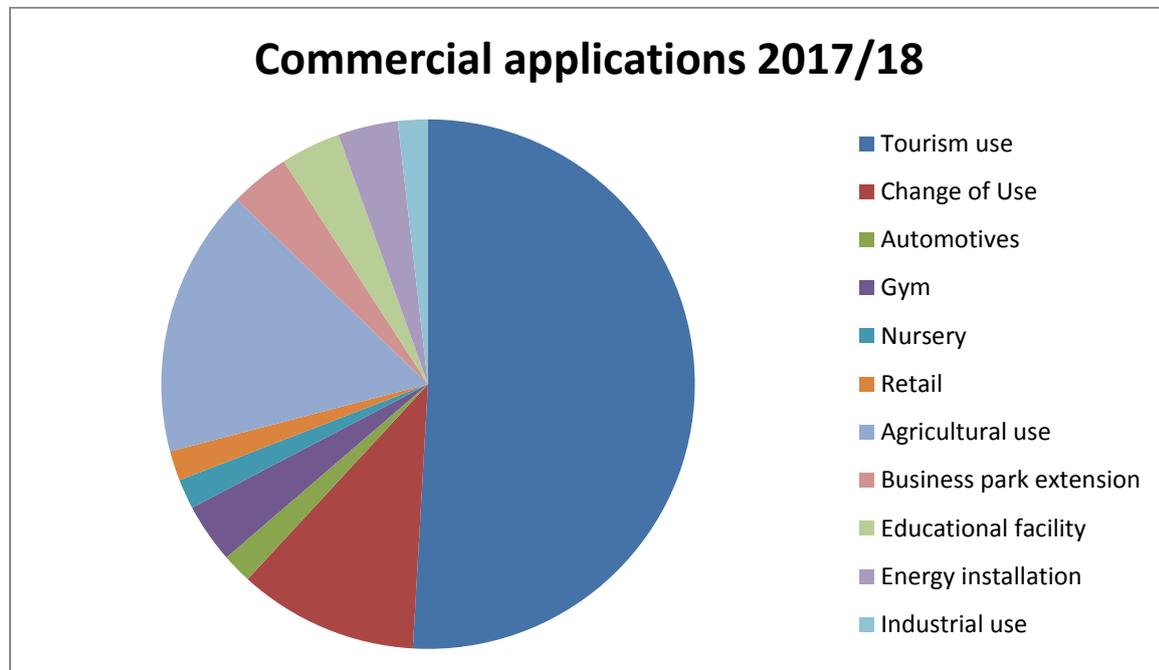
Conversely, residents employed in financial and insurance activities as well as professional, scientific and technical jobs are significantly lower for Forest of Dean district than the wider region and country. This wider picture indicates the strong working class/ blue collar roots of the district still remain.

Education sector is also higher, which may indicate the large number of colleges and schools spread across the district. Two significant educational establishments of the district both enjoyed expansion and activity in the 2017/18 period are Hartpury College which was approved for a new Sports academy and Cinderford College which was in the construction stage before its opening in September 2018. The expansion of these two facilities bodes well for the educational sector of the district to continue to generate employment.

| Industry | Forest of Dean (Employee jobs) | Forest of Dean (%) | South West (%) | Great Britain (%) |
|--|-----------------------------------|-----------------------|----------------|----------------------|
| B : Mining and quarrying | 30 | 0.1 | 0.1 | 0.2 |
| C : Manufacturing | 4,000 | 17.4 | 9.3 | 8.1 |
| D : Electricity, gas, steam and air conditioning supply | 5 | 0.0 | 0.4 | 0.4 |
| E : Water supply; sewerage, waste management and remediation activities | 125 | 0.5 | 1.0 | 0.7 |
| F : Construction | 1,500 | 6.5 | 5.3 | 4.6 |
| G : Wholesale and retail trade; repair of motor vehicles and motorcycles | 3,500 | 15.2 | 16.7 | 15.3 |
| H : Transportation and storage | 700 | 3.0 | 3.5 | 4.9 |
| I : Accommodation and food service activities | 1,750 | 7.6 | 9.0 | 7.5 |
| J : Information and communication | 450 | 2.0 | 3.3 | 4.2 |
| K : Financial and insurance activities | 350 | 1.5 | 3.5 | 3.6 |
| L : Real estate activities | 450 | 2.0 | 1.7 | 1.6 |
| M : Professional, scientific and technical activities | 1,250 | 5.4 | 6.6 | 8.6 |
| N : Administrative and support service activities | 1,250 | 5.4 | 7.1 | 9.0 |
| O : Public administration and defence; compulsory social security | 500 | 2.2 | 4.3 | 4.3 |
| P : Education | 3,000 | 13.0 | 9.3 | 8.9 |
| Q : Human health and social work activities | 3,500 | 15.2 | 14.7 | 13.3 |
| R : Arts, entertainment and recreation | 450 | 2.0 | 2.2 | 2.5 |
| S : Other service activities | 500 | 2.2 | 2.0 | 2. |

Table 7: Job number by industry. Source: ONS Business Register and Employment Survey via NOMIS 2018

Of the 53 new commercial development applications lodged in the 2017/18 year, 28 were tourism developments (52%). Of these, 64% are new accommodation units and 64% are outside of the settlement boundary, which illustrates how small scale, self-contained holiday lets in the open countryside have come to dominate the visitor accommodation offer of the district in a trend which continues.



This policy promotes “Tourism which conserves heritage and environment”. Whilst some of these accommodation units may preserve older buildings and heritage assets, the majority are conversions of barns or new buildings. Tourism development also included expansions of well-established tourist attractions such as a new zip line at the National Diving and Activity Centre at Tidenham and more bicycle storage at Cannop cycle centre in the Cannop valley.

Of the remaining 48% of new applications, only two applications were within a designated employment site, and these were extensions of Pingry Business Park at Milkwall, and Churcham Business Park.

The other permitted commercial uses included:

- 2 gym facilities (Cinderford and Newnham);
- 1 retail (Rear of the Rising sun Inn in Bream);
- 1 vehicle servicing (Birdwood valeting service);
- 5 general change of use (building to solicitors office/ A1 to A2/ A4 to A2/ mixed use facility to include food preparation);
- 1 industrial (two new sheds for Forest Products in Huntley)
- 8 agricultural buildings (various);
- 2 educational facilities (New sports academy at Hartpury College and Bo Peeps nursery at Boseley Business Park).

The trend towards out of town retailers seems to have abated, but the trend of online shopping is displacing retailers in the town centres. While vacancy rates within the town centres of Lydney, Newent, Coleford and Cinderford have shop vacancy rates which are either equivalent or below national averages, the trend towards town centre decline is concerning, and is likely to have significant implications for the town centres of the district going into the future.

Existing capacity

There is significant employment land and infrastructure existing in the Forest of Dean district, with large industrial areas and trade parks in Cinderford, Lydney, Coleford and Mitcheldean in particular. While some of these have high occupancy rates, many are under used and contain many vacant units. If the demand is not there, then allocated new employment areas will not necessarily deliver more employment.

While the existing employment areas of the four main market towns are discussed in the centre by centre section, generally speaking there is plenty of capacity in existing employment sites and the new ones delivered through Lydney east and Cinderford Northern Quarter master planned developments have had very little uptake.

Commercial losses

There is a significant trend towards commercial losses across the district, as more barns, offices and other employment uses are being converted to dwellings. In 2017/18, 28 agricultural, commercial and industrial buildings were converted to dwellings. The following table describes the breakdown:

| Original Use | Number of sites converted to form new dwelling (s) |
|------------------------------|--|
| Barn | 14 |
| Holiday accommodation | 2 |
| Car repair shop | 1 |
| Retail shop | 3 |
| Shop and diary | 1 |
| Film studio | 1 |
| Office | 1 |
| Former postal sorting office | 1 |

Comments

Pairing new housing development with new employment opportunities to reduce out-commuting continues to be a significant challenge for local planning authorities and policy makers. The alternative is to create new residential enclaves which have little prospect of accessing employment within their own town or district. While established employment sites are still active within the district, they vary from half to about 80% capacity. As current, established areas are underutilised, there seems like little prospect that new employment areas will be in demand.

Several large, industrial businesses continue to provide a steady source of local employment, such as Suntory in Coleford and JD Norman and Mabey bridge in Lydney. The recently formed Forest Economic Partnership is focused on promoting the capacity of existing employment sites to attract more large companies such as these.

The high number of tourism applications over the 2017/18 period illustrates that tourism and outdoor recreation continue to be a driver of the district economy, in a trend which is growing. This has been identified as a factor in the Glos2050 vision exercise initiated by the Gloucestershire County Council, who identified the Forest of Dean district as a “Regional Park”. The number of applications for self-catering, holiday lets also demonstrate a move away from traditional hotel style accommodation.

Policy CSP.8 Retention of community facilities

Implementation

Local authority

Monitoring method

Number of facilities that are protected by the policy but which are lost through planning permissions being granted.

In the 2017/18 period, the following applications were determined which will result in the expansion or improvement of existing community facilities.

| Date | Application reference | Description |
|------------|-----------------------|--|
| 24.04.2017 | P1686/16/FUL | Erection of extension to existing Sports Academy Hartpury college |
| 13.07.2017 | P1394/16/FUL | Installation of an additional launch and finishing stages for 2 zip wires. National Diving and Activity Centre, Tidenham. |
| 12.10.2017 | P1234/17/FUL | Siting of two 20 foot shipping containers for storage of adapted/disability/inclusive bikes Cannop cycle centre, Forest of Dean |

There were no permissions granted for new community facilities, but the following improvements and funding was secured for existing community facilities:

| | |
|--------------------------|--|
| April-June 2017 | Survey result indicates that active participation has increased by 22% compared to the same period last year; Fitness memberships have continued to grow with the addition of Forest Fitness Centre (Cinderford), the new cardiovascular kit at Coleford and the refurbishment of Lydney's fitness suite; A new Active Communities framework was launched by Freedom Leisure; Funding of £5,000 was secured towards a new pool hoist at Cinderford. |
| July-September 2017 | Cabinet and officers are currently undertaking a master-planning exercise for the five acres site. 20 community grants and 19 Forest Youth activities fund grants to a range of local voluntary and community sector organisations. |
| September- December 2017 | Consultant appointed in December 2017 with an agreed brief to produce a leisure strategy for the district. £200,000 worth of improvements to the Forest Fitness suite at Cinderford was completed at the end of October 2017. |
| January-March 2018 | Referendum for West Dean Neighbourhood development plan on 15 February 2018, including the five acres site. |

The former St Whites primary school facility (now vacant) was refused permission to convert into 8 new dwellings, however a former music school was given consent to be converted into 4 dwelling units, as was a former chapel and church hall in Lydney:

| | | |
|--------------|---|---|
| P1122/17/OUT | Demolition of vacant school buildings, the construction of up to 8 dwelling units, and the creation of a vehicular entrance | Former St Whites Primary School, Cinderford |
| P1257/17/FUL | Change of use and conversion from a music school to four houses (2 x 2 beds, 2 | Former Angel Inn, Ruardean |

| | | |
|--------------|--|---------------------------------|
| | x 3 beds). | |
| P0149/17/FUL | Conversion of a former chapel/church hall to a single detached dwelling. | Whitechapel Road, Bream, Lydney |

Comments

Generally, existing community facilities such as sports fields and village halls are not lost to or impinged on by new development. However, many pubs in the district have been lost to housing conversions, which is consistent with a trend across the country.

In the 2017/18 year, the Greyhound Inn in Newnham (P1764/17/FUL) was refused to prevent another pub from following this fate, and an appeal was upheld. However many other pubs, such as the Yew tree in Clifford's Mesne and the Kings head in Coleford sit dormant, and inevitably will be converted to housing in due course.

The development of the Cinderford Northern Quarter has contributed a new further education facility to the district, with plans afoot to also build a sixth form college. Lydney east development will also contribute one new primary school. However the increasing population of the district means many Village schools are over-subscribed with no obvious prospects of enhancements or expansion.

Policy CSP.9 Recreational and amenity land

Implementation

Local Authority

Monitoring method

Loss of protected land, area and number of sites.

This policy relates to the both the protection of existing recreational and amenity land as well as the creation of new public open space to be delivered by new development. Amenity land includes “forest waste” which is smaller areas of remnant forest surrounding the protected areas of the Royal Forest of Dean. These areas provide a distinctive, scenic backdrop to many parts Forest towns and villages, and provide valued recreational opportunities to residents.

The Core Strategy and the Allocations Plan together contain policies which protect amenity land including all forest waste whether or not it is explicitly identified on the policies map. The plans incorporate Important Open Areas (IOAs) and settlement boundaries which have been reviewed for the submission of the Allocations Plan; this takes plan policies forward to 2026. The Important Open Areas Keynote and accompanying Schedule of Important Open Areas, published March 2015, provide a more detailed framework for the protection of specific areas of recreational and amenity land. The open spaces and play-spaces are currently being reviewed, but this review was not available for the 2017/18 period.

Natural England has developed an Accessible Greenspace Standard (ANGSt) which recommends that everyone, wherever they live, should have accessible natural greenspace:

- of at least 2 hectares in size, no more than 300 metres (5 minutes’ walk) from home;
- at least one accessible 20 hectare site within two kilometre of home;
- one accessible 100 hectare site within five kilometres of home; and
- one accessible 500 hectare site within ten kilometres of home; plus
- a minimum of one hectare of statutory Local Nature Reserves per thousand population.

It is likely that given the population size and rural character of the Forest of Dean district, that it most homes and settlements within the district can satisfies these criteria.

In 2017/18, the following improvements were made to existing recreational and amenity land:

| | | |
|------------|--------------|--|
| 19.10.2017 | P1441/17/FUL | Installation of 6 no 13 metre high columns supporting a total of 8 floodlights Newent Rugby Football Club |
| 29.03.2018 | P0077/18/FUL | Installation of a modular, removable cafe Mallards Pike Lake |

Furthermore, the following new developments were permitted which will deliver new recreational facilities within public open space to the district:

| | | |
|------------|--------------|--|
| 14.06.2017 | P1099/16/FUL | Change of use of field to multi use recreation ground and amenity area, multi-use games area Land To The Southwest Of Meadow Grove Newent |
| 12.05.2017 | P1715/16/FUL | Creation of a multi-use recreation ground and amenity area |

| | | |
|--|--|---------------------------------------|
| | | Bells Field Recreation Area, Coleford |
|--|--|---------------------------------------|

No recreational or amenity land was lost to development over this period.

Two major developments were permitted in Lydney in 2017/18, these were at Land adjacent to Highfield Rd, and Land east of Par Four Lane, which will deliver 166 and 347 new dwellings respectively. Both have included new public open space areas into their development plans.

Planning officers have made their best efforts to ensure that the design of this public open space is of an acceptable quality standard, and that adjoining developments include linkages to promote cycling and pedestrian activity to open space as well as the town centre and other community facilities. How successful these approved designs will remain to be seen, once the construction stage is complete.

Settlement policies

Implementation

Developers,
Local authorities,
Public bodies;
Utility companies

Monitoring method

Monitor against delivery of development- see table Settlement hierarchy before policy CSP16.

CSP.10 Cinderford

Population: 11,919

Hierarchy status: One of the largest towns in the district, and serves a catchment including Littledean, Mitcheldean, Drybrook and Ruardean (total catchment of approx.18,000).

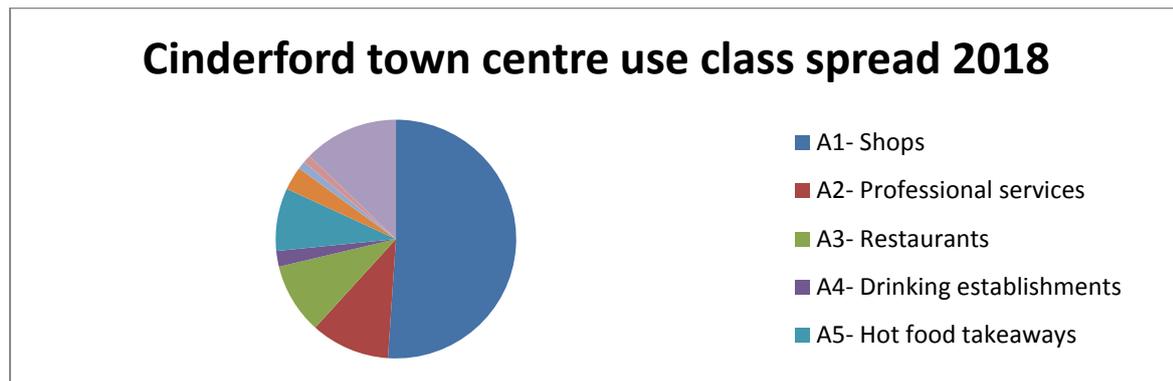
Description: Cinderford is the traditional heart of the Forest of Dean district, with a strong industrial history. As a community, Cinderford is the only location in the district which features in the top quintile for deprivation index in the UK. The town is socially and economically depressed, with low rates of development while conversely there is growing need for affordable housing. Aims to regenerate the town through a new purpose built, multi-function precinct in the northern quarter seek to reverse the slow decline of this centre.

Cinderford is directly accessible from the neighbouring village of Littledean, and has become contiguous with adjoining community of Ruspidge, which has joined with the larger centre and now forms its southern tail. It is these outlying settlements which have enjoyed greater development activity in the past decade, whilst the traditional centre of Cinderford has remained relatively dormant.

| Target | Completed 2017/18 | Comments |
|--|-------------------|--|
| Housing- 1050 dwellings over plan period | 16 | Cumulative total of 235 from 2012/13 (CS adoption) to 2017/18 |
| Affordable housing- 40% sought over sites of 10 units/ 0.3ha | 0 | |
| Employment land- 26ha identified | | Cinderford has the largest employment site in the district at Forest Vale, and this will be added to by more employment land in the Northern Quarter. |
| Educational provision and skills facility | In progress | Significant progress has been made in this period, with construction of the new Further Education College nearing completion in time for opening in September 2019 |
| Town centre provision- 2600m2 convenience and 2300m2 comparison goods | | The town centre appears to be in decline, with vacant shop fronts increasing to 11.5% from 7% in the proceeding period. |
| Area action plan- 175 dwelling units/ 6.1ha employment land/ recreation/ tourism space/ green infrastructure | | First stage of this development completed. There is no uptake of the new employment land. |

In the 2017/18 period, footfall in the Cinderford town centre appears to have increased from 63 in 2017 to 93 in 2018, as calculated on the basis of footfall count over a 10 minute period across an average trading week. This is up from previous years, but halved from 1999. Car park usage has also decreased from 3376 in March 2017 to 2879 in March 2018, based on the number of tickets purchased for Heywood Road. Whilst car parking tickets will oscillate from month to month, the overriding trend appears to be a decrease in usage.

The following pie-chart provides an indication of the diversity of uses within the town centre, as well as the rate of vacant shop fronts:



This use class has remained fairly consistent from the preceding years, with only some minor variations. Cinderford has lost three shops in the 2017/18 period. Four of the A1 shops are charity shops, and these appear to be fairly stable fixtures over the past 5 years.

Reported crime incidents in the Cinderford town centre decreased from 27 in March 2017 to 16 in March 2018. The overall vacancy rate is only 11% which is below the national average of 11.5% (Local Data Company); however this is a marked increase from 7% vacancy rate from 2017.

2017/18 significant development

There have been several isolated consents issued for single or pairs of houses in Cinderford, but no major housing development applications were processed. Five dwelling units were permitted in Market St, in the town centre. Two attempts to redevelop the former St Whites school were both refused, however one of these was subsequently won at appeal (outside of the reporting period).

Consent was issued for the Creation of 5 residential units and refurbishment of existing residential unit with associated alterations, and refurbishment of two existing retail units at 21 - 23 Market Street in Cinderford's town centre. However, by far the most significant development in Cinderford over this period is the Northern Quarter, which is discussed in more detail on page 43.

CSP.12 Lydney

Population: 9,497

Hierarchy status: Lydney is currently approaching the 10,000 population mark but with 1138 dwelling permissions in the pipeline, it could rapidly eclipse Cinderford and Coleford to become the largest centre in the Forest of Dean district. It currently supports the satellites of Alvington and Aylburton to the south, and Allaston to the north has effectively joined Lydney to form one continuous urban form.

Description: Lydney has been subject to some significant development activity in recent years, with a large area of land being developed in the east of Lydney. Lydney is positioned close enough to the Severn bridge to benefit from the tolls being lifted, as well as the proximity to Bristol, which has excited the property market here and poised Lydney for sustained future growth.

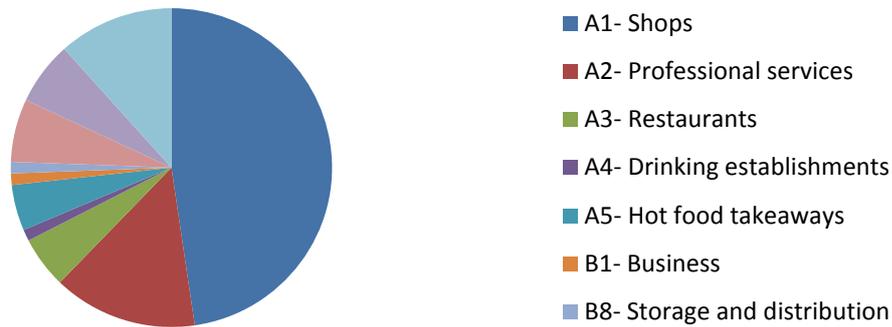
| Target | Completed 2017/18 | Comments |
|---|-------------------|---|
| Housing- 1900 dwellings over plan period | 30 | Cumulative total of 283 completions from 2012/13 (CS adoption) to 2017/18 |
| Affordable housing- 40% sought over sites of 10 units/ 0.3ha | 8 | 26.6% of dwellings completed in 2017/18 were affordable |
| Employment generating uses- 30ha identified 15ha at Hurst farm and 5ha as part of the east of Lydney development, and 7ha at Mead lane. | | 7ha at Mead lane approx. 75% (this is the area identified for intensification not the new allocation) occupied. New employment sites in Lydney east have had no uptake. |
| Town centre provision- 600m2 convenience and 1500m2 comparison goods | | Lydney town centre has had some investment into the town centre. Permission on the Hams Rd/ Newerne St site has lapsed. |
| Town centre highway strategy- part delivery through Lydney east development | | Funds towards this strategy are tied to permissions and delivery to east of Lydney development, however as the development was not commenced in this period, this has not occurred yet. |

The Lydney Town centre assessment for 2018 assessed the indicators of footfall/ car parking/ retail offer/ culture and leisure offer/ reported crime/markets/ charity shops/ vacant shops and evening/ night time economy as indicators of the town centre health.

In the 2017/18 period, footfall appears to have decreased from 67 in 2017 to 51 in 2018, as calculated on the basis of footfall count over a 10 minute period across an average trading week. This is a dramatic reduction since 1999 when it was 212, represents a 75% decline of foot traffic over a twenty year period. Car park usage has also decreased from 6815 in March 2017 to 7228 in March 2018, based on the number of tickets purchased for the Newerne Street car park in the Lydney town centre. Whilst car parking tickets will oscillate from month to month, the overriding trend appears to be a decrease in usage.

The following pie-chart provides an indication of the diversity of uses within the town centre, as well as the rate of vacant shop fronts:

Lydney town centre use class spread 2018



This use class has remained fairly consistent from the preceding years, with only some minor variations. Three of the A1 shops are charity shops, and these appear to be fairly stable fixtures over the past 5 years.

Whilst footfall and parking in Lydney town centre decreased, crime incidents increased from 23 reported in March 2017 to 27 reported in March 2018. There is a significant oscillation in this figure from month to month, but there is still a clear upward tracking trend towards higher levels of crime. The overall vacancy rate has increased to 11.6% which is consistent with the national average of 11.2% (Local Data Company). It is notable that 7 of Lydney town centre shop fronts became vacant in the 12 months from March 2017- March 2018.

Employment land

Employment areas are active but under-utilised, particularly at the Lydney harbour estate near Lydney Harbour which appears to be only half occupied. There have been some new allocations for new employment land as part of the Lydney east developments, but during the reporting period was undeveloped.

2017/18 significant development

Lydney undoubtedly has the most potential for change and growth of the four forest town. Whilst there was only 30 dwellings completed in 2017/18, with a further 21 under construction- there are 528 outstanding. Total permissions for new dwellings have accumulated to 1138 from this period and those previous to it. The town is accommodating new major development to the east, with new open space, a primary school and highway linkages to support it.

Lydney Harbour area is a focus of regeneration for the town, and the 2017/18 period has seen significant behind the scenes activity towards its regeneration (see page 48 for more details).

Two major planning applications were permitted in Lydney which will deliver another 513 new dwellings to the Lydney east area. These are:

| | | |
|--------------|---|---|
| P0108/17/FUL | Erection of 166 dwellings including garages, landscaping, public open space and associated drainage works. Construction of a new access from | Land Adjacent To Highfield Road, Lydney previously permitted in outline but not allocated |
|--------------|---|---|

| | | |
|--------------|--|--|
| | Highfield Road. (Revised description.) | |
| P1881/15/FUL | Erection of 347 residential units | Land East Of Par Four Lane, Lydney (previously allocated and permitted in outline) |

Appeals were allowed by the Inspectorate which have permitted the construction of up to 200 new dwellings at Land at Driffield Rd, Allaston Rd and Court Rd in Lydney, including up to 20 serviced self-build plots and up to 37 retirement apartments. This appeal decision was challenged and ended up being determined by the secretary of state.

CSP.14 Coleford

Population: 12,121

Hierarchy status: Includes settlements forming an arc around Coleford proper- including Berry Hill in the north to Milkwall in the south.

Description: Coleford is a compact and pleasant settlement, which supports a larger number of satellite communities, including Berry Hill, Broadwell, Coalway, Milkwall and Five Acres. The core settlement is relatively small, but when aggregated with these outlying settlements, it is a very significant centre within the context of the Forest of Dean district. Coleford is also an important administrative centre for the Forest of Dean, which includes the Forest of Dean District Council offices as well as the Forestry Commission headquarters for management of the Statutory Forest of Dean. It is also well placed to serve as centre for local tourism, as its location is closely inter-related with Forest boundary. Its forest edge location however, does constrain the settlement in terms of further development.

| Target | On track? | Actual |
|---|-----------|--|
| Housing- 650 dwellings over plan period | 60 | Cumulative total of 416 from 2012/13 (CS adoption) to 2017/18 |
| Affordable housing- 40% sought over sites of 10 units/ 0.3ha | 24 | 40% of new dwellings completed were affordable |
| Employment generating uses- 6.8ha identified | | Established industrial area is nearly at full capacity, with little room for expansion. |
| Town centre provision- 1200m2 convenience and 1300m2 comparison goods | | The town centre is gradually declining but still has steady occupancy rates from the last period |

The Coleford Town centre assessment for 2018 assessed the indicators of footfall/ car parking/ retail offer/ culture and leisure offer/ reported crime/markets/ charity shops/ vacant shops and evening/ night time economy as indicators of the town centre health.

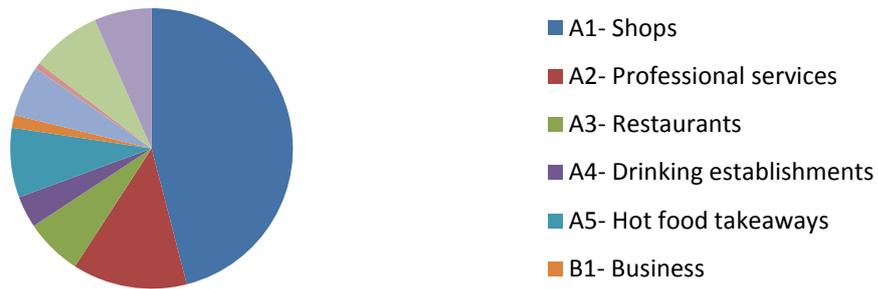
In the 2017/18 period, footfall appears to have increased from 47 in 2017 to 79 in 2018, as calculated on the basis of footfall count over a 10 minute period across an average trading week. The 2018 figure appears to be an anomaly in a relatively consistent level of foot traffic through Coleford town centre over the past 10 years.

Car park usage has also increased from 12,552 in March 2017 to 13,823 in March 2018, based on the number of tickets purchased for the Railway drive car park. Overall, car parking in the town centre appears to be gradually increasing.

These two factors combined indicate that the town centre of Coleford is enjoying steady and healthy patronage.

The following pie-chart provides an indication of the diversity of uses within the town centre, as well as the rate of vacant shop fronts:

Coleford town centre use class spread 2018



This use class has remained fairly consistent from the preceding years, with only some minor variations. Five of the A1 shops are charity shops, and these appear to be fairly stable fixtures over the past 5 years.

Whilst footfall and parking appear to be slowly decreasing in the Coleford town centre, so too is crime. Reported crime incidents in the Coleford town centre decreased from 27 in March 2017 to 21 in March 2018. This is in contrast to the Coleford ward; where there were significantly higher rates of recorded crime than last year with 71.24 recorded crime rates per 1,000 residents for the 2017/2018 period- the highest in the district over this period.

The overall vacancy rate is only 7% which is significantly lower than the national average of 11.2% (Local Data Company) as well as the other market town centres of the district.

Employment land

Tufthorn Ave industrial area is nearing capacity, but an extension to Pingry Business Park was approved in this period, which is walking distance from Coleford town centre.

2017/18 significant development

There was only one significant development permission granted in 2017/18 within Coleford, which was the Erection of 7 dwellings with associated works- Lakers Road Garage, Five Acres, Coleford

However an application for a mixed use open space / dwelling unit for the site of Lawnstone House in the town centre was in process, and later permitted.

A planning refusal was overturned at appeal to allow the diversification of an existing gym and offices enclave outside of the town centre, located at the Barn, Mile End. This will allow a revised mix of commercial uses to operate from the site, including a physiotherapy business, hair salon and retailers. This was initially refused for detracting from the Coleford town centre, but later won at appeal despite conflicts with CSP4 and CSP7.

CSP.15 Newent

Population: 5,722

Hierarchy status:

Description: Newent operates in relative isolation for the other three market towns which form a tight network. However Newent is an important centre servicing the Northern catchment of the district. This position has helped to sustain steady growth in the town. Growth is limited however, by tight and well defined town centre with limited land around it.

A flood protection project- Scheme for Newent designed and will be completed in September 2018.

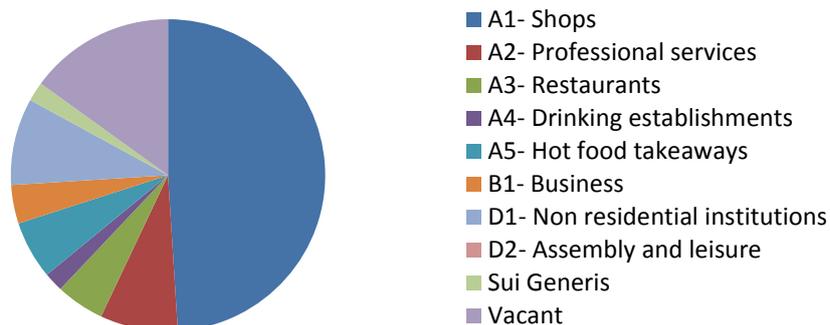
| Target | On track? | Actual |
|--|-----------|--|
| Housing- 350 dwellings over plan period | 89 | Cumulative total of 279 from 2012/13 (CS adoption) to 2017/18 |
| Affordable housing- 40% sought over sites of 10 units/ 0.3ha | 34 | 38.2% of new dwellings completed were affordable |
| Employment generating uses- 5ha identified | | An existing business park is at full capacity, and new allocations have no uptake. 5ha allocated in AP |
| Continued support of town centre allowing further retail and service provision | | Town centre remains steady, but experiencing gradual decline |

The Newent Town centre assessment for 2018 assessed the indicators of footfall/ car parking/ retail offer/ culture and leisure offer/ reported crime/markets/ charity shops/ vacant shops and evening/ night time economy as indicators of the town centre health.

In the 2017/18 period, footfall appears to have decreased from 59 in 2017 to 45 in 2018, as calculated on the basis of footfall count over a 10 minute period across an average trading week. This is the lowest recorded foot fall to date. Car park usage has also decreased from 5316 in March 2017 to 4382 in March 2018, based on the number of tickets purchased for the main town centre car park. Whilst car parking tickets will oscillate from month to month, the overriding trend appears to be a decrease in usage.

The following pie-chart provides an indication of the diversity of uses within the town centre, as well as the rate of vacant shop fronts:

Newent town centre use class spread 2018



This use class has remained fairly consistent from the preceding years, with only some minor variations. Three of the A1 shops are charity shops, and these appear to be fairly stable fixtures over the past 5 years.

Whilst footfall and parking appear to be slowly decreasing in the Newent town centre, so too is crime. Reported crime incidents in the Newent town centre decreased from 10 in March 2017 to 3 in March 2018. The overall vacancy rate has increased to 15% which is higher than the national average of 11.2% (Local Data Company).

Employment land

Newent has a small but active employment area, which is estimated to be operating at full capacity in terms of occupancy rates. A new allocated area is yet to be fully investigated for constraints and has not yet come forward for development.

2017/18 significant development

There were few notable determinations in the 2017/18 period, apart from one Outline application for the erection of four dwellings with associated garaging, parking and amenity space, at Land At Southern Barn, Southend Lane, Newent, which is outside of the settlement boundary.

An application for 50 dwellings at Bradford lane in Newent for received but not determined in this period, when it was later refused. A development for land off Ross Rd, Newent which was refused in 2014 was later granted on appeal on 8 May 2017. This allowed a further 85 dwelling units outside of the settlement boundary.

Subsequently, the local planning authority has received another application for 230 additional dwellings at Foley Lane, Newent.

An appeal for 85 dwellings outside of the Newent settlement boundary at Ross Rd was upheld at appeal. This appeal was largely won on the basis of lack of 5 year housing land supply and the draft status of the Allocations Plan. This development will include 40% affordable housing. A further 3 dwellings on the Hillfields nursery site at Newent was also allowed at appeal- but an appeal for 23 mobile homes at Sandyway nurseries in the Newent area to accommodate workers was dismissed.

CSP.16 Villages

The largest of the villages that are captured under this policy is **Tutshill/ Sedbury** which is a functional part of Chepstow, and is approaching the same population size as Newent. Whilst its population size alone should place it higher on the settlement hierarchy, however high levels of out-commuting mean these settlements do not have a clear centre and lack many key services, as residents rely on services in Chepstow.

In 2017/18, outline permission was granted for the erection of 10 flats, demolition of former car repair workshop on Land at Ormerod Road, Sedbury. Two large housing sites are currently under construction. Only two dwellings were completed. A third housing site gained permission previous to this reporting period, but has not commenced construction yet.

Bream is another large village and is closely related to Lydney, and is also connected to Yorkley, Pillowell & Whitecroft. It has a population of about 2,600. It is well placed to secondary road network, and has a level of services which means it could sustain more growth. An appeal was allowed on New Rd, Bream for the erection of three new dwellings.

Several small scale housing developments were permitted in this reporting period, however one application for three detached dwellings at New Road, was refused.

Drybrook is a village has supported two housing developments in recent times; however it is constrained by the forest fringe. In 2017/18, the consent was granted for 2 x 3 bedroom dwellings and 4 x self-contained flats, however one application for the erection of 3 dwellings was refused.

Mitcheldean, is a large village with a population of 2,686, which has the benefit of 26ha of employment land. Whilst it is deemed to be a sustainable location to support more growth, outline permission for 38 dwelling on Land North of Abenhall Rd as refused. Four dwellings north east of Colchester close have been permitted at appeal, which lie outside of the defined settlement boundary for Mitcheldean.

Newnham, is a picturesque village located on the Severn river. It has a sensitive conservation area. A change of use application to convert a shop and workshop into 3 self-contained residential units was approved.

A further 27 dwellings have permission in **Staunton**, which were originally refused by Council but then challenged and won at appeal.

The balance of the housing development activity in the other villages is broken down further in Appendix 2 of this report, but the totals of 15 villages combined are as follows:

| Within settlement boundary | | | | Outside settlement boundary | |
|----------------------------|--------|-------------|--------------------|-----------------------------|--------|
| Completed in 2017/18 | Losses | Outstanding | Under construction | Completed in 2017/18 | Losses |
| 44 | 4 | 577 | 60 | 27 | 10 |

This is comprised of the following breakdown, which is compared with the original Core Strategy targets:

| Location | Target | Completed in 2017/18 | Accumulated total from 2012/13 (year of CS adoption) |
|---------------------------------------|---------------------|-----------------------------|---|
| Tutshill and Sedbury | About 111 dwellings | 2 | 18 |
| Bream | About 100 dwellings | 1 | 25 |
| Drybrook | About 100 dwellings | 1 | 14 |
| Mitcheldean | About 101 dwellings | 0 | 73 |
| Newnham | About 65 dwellings | 2 | 6 |
| Yorkley, Pillowell & Whitecroft | About 45 dwellings | 2 | 57 |
| Lydbrook. Joys Green and Worrall Hill | | 2 | 11 |

Draft Allocations Plan

In this reporting period, the first formal submission of the Allocations Plan was still draft form. Whilst the Allocations Plan was still council policy over this 12 month period and still referred to through the development control process, it lacked weight with the Planning Inspector as it was only in draft form.

The Allocations Plan is a very important document, and provides the foundation of the Local Development Framework, while the Core Strategy provides a strategic framework and a core set of principles. Together with the Core Strategy, the Cinderford Northern Quarter Area Action Plan (CNQAAP), the Allocations Plan and any Made Neighborhood Plans form the Local Plan for the Forest of Dean and guide future planning applications.

The Allocations Plan spans from 2006-2026, and provides the key mechanism for directed development to sustainable locations, which is the defined settlement boundary (DSB).

The draft Allocations Plan takes forward the requirements of the Core Strategy and makes allocations which it considered to meet the need for new housing and employment land development, up to the year 2026. It updated the housing requirements of the district from the Core Strategy, by way of a new NPPF compliant assessment and provides a land supply in accommodate it.

In this period, draft changes were made to the Plan, following the receipt of an interim inspectors report in June 2016. Draft Further Changes to the Allocations Plan arising from these interim findings were subject to public consultation between 19 December 2016 and 13 February 2017, just prior to this reporting period. Following this consultation, the Inspector held a further round of hearing sessions in July 2017. These resulted in a set of main modifications which were then published and made available for public comment. These addressed the matters raised by the Inspector to date.

For the remainder of the reporting period this was the status of the Allocations Plan, however it was subsequently adopted on 28 June 2018.

Discussion

However, the draft status of the Allocations Plan did affect appeal outcomes, particularly in the case of Ross Rd, Newent, where lack of 5 year land supply and the draft status of the Allocations Plan was cited by the Inspectorate as the main reason for allowing an appeal against a planning refusal on this site, despite its location outside of the defined settlement boundary.

An appeal decision regarding 257 dwellings land off Driffield Rd, Allaston and Court Rd, Lydney was challenged at the High Court, largely on the basis of the draft status of the Allocations Plan and the lack of 5 year housing land supply. After a prolonged process of appeal and counter-appeal, this housing development was allowed, despite stated conflicts with Core strategy policies CSP.1 and CSP.4 and the Lydney Neighbourhood Development Plan.

The draft status of the Allocations Plan was referred to in almost every appeal decision report over this period, and whilst it was given substantial weight in the planning balance, this weight was reduced by its draft status. The lack of 5 year housing land supply was particularly critical. Despite

this, the two appeal cases listed above were the only where this consideration substantially altered the outcome.

Of the 557 which were permitted in 2017/18, 367 (65.8 %) were inside the settlement boundary and 190 (43.1%) were outside of it. The large amount of dwellings permitted outside the settlement boundary was largely attributable to the draft status of the Allocations Plan, and the absence of an adopted 5 year housing land supply.

The implementation of the Allocations Plan will be monitored in greater detail in future monitoring reports following its adoption.

Cinderford Northern Quarter Area Action Plan

There has been a lot of activity in the 2017/18 period, both behind the scene and operational work on site. This has resulted in the opening of Gloucestershire College in September 2018 and the completion of the Phase 1 Cinderford Northern Quarter Spine Road in December 2017. The sections below describe some of the processes and actions in 2017/18 which culminating in these achievements.

Funding and tenure

In February 2017, Gloucestershire College secured £2.6M Growth Fund to complete the funding package needed to enable the new build college to proceed.

The remaining action relates to FoDDC acquiring the HCA owned Northern United site. FoDDC are acquiring the NU site and will then facilitate its development as part of the NQ and this may be phased or take place in the later part of the plan period.

Ecological mitigation monitoring work for Phase 1 CNQ development (spine road & college) is ongoing. The latest Bat Survey and Great Crested Newt Survey reports were produced in late 2017.

Phase 1 Spine Rd

Gloucestershire County Council (GCC) completed Phase 1 Cinderford Northern Quarter Spine Road in Dec 2017. GCC vacated FoDDC land being used as a site compound. GCC commissioned new traffic survey work to assess the impact of CNQ traffic on the wider road network including Cinderford Bridge junction.

Steam Mills Village West

The scope for the Phase 2 Ground Investigation has been approved. An initial Bat Survey of G2 has been undertaken indicating that all of the buildings on site G2 have a low potential excluding the Mill Building which will require a programme of further surveillance and assessment. The scope for the historic building recording has been approved and this will commence in April 2018 in the Engine Works and the Mill Building. This will help inform the potential for the conversion of the Mill Building. The Flood Risk Assessment team has been investigating potential compensation measures to improve the developable area on G2 and is in consultation with the County Council to agree a suitable approach. Following this additional assessment work, work will commence on the preparation of the planning application, consultation strategy and finalisation of the indicative masterplan.

A summary of activity for the Cinderford Northern Quarter in 2017/18 is below:

| | |
|-----------------|--|
| April-June 2017 | <ul style="list-style-type: none">• The project is managing a £1.9million from LEP for site preparation programme.• Land transfer between Forestry Commission and us completed in May.• Phase 1 of the Spine Road should be complete by September.• Construction of new college started in May with aim to be completed in July 2018 ready for the commencement for the New Year in September 2018.• Working on designs for a new housing site in Steam Mills. |
| July-September | <ul style="list-style-type: none">• Investigating options for affordable housing in Steam Mills Village |

| | |
|-------------------------|---|
| 2017 | West |
| September-December 2017 | <ul style="list-style-type: none"> Phase 1 of the Spine Road was completed in December Gloucestershire College is on target to open in September Work is underway to explore the development of the wider site. In October 2017, FoDDC re-submitted the CNQ Site Preparation Programme seeking £1.52M Growth Fund support from GFirst LEP. LEP has £5.2M Growth Funds to re-allocate. FoDDC was not successful and the CNQ Site Preparation Programme will not progress as planned. In November 2017, Homes & Communities Agency (HCA) provided a Cabinet Briefing to report progress on the allocated housing site they own off Newtown Road. Technical work including market appraisal, ground investigation, ecology, structural survey is in progress. In Dec 2017 HCA were re-branded as "Homes England". |
| January-March 2018 | <ul style="list-style-type: none"> Bad weather affected the college construction, the contractor is working hard to make up for lost time; Phase one of the Spine Road is practically complete. Homes England started preparations on the demolition consent application for the Steam Mills site. Homes England consultants completed various technical surveys this quarter including: ground investigation, ecology surveys, flood risk assessment and viability assessment. Feedback from national and local housing developers reveals limited interest to develop this site for open market sale in the current economic climate. HE consultants investigating what affordable housing provider interest there would be in this site. |

The following development applications for the site were determined in this period:

| | |
|--------------|---|
| P1838/17/FUL | Variation of condition 02 (soft landscaping) to allow minor changes to soft landscaping resulting from relocation of cycle stands and college |
| P0195/18/OUT | Variation of condition 03 (approved plans and commencement of works three years from permission date) of planning permission P0663/14/OUT. (Revised description). |

Neighbourhood development plans

The Localism Act of 2011 empowered Parish Councils to produce a development plan for their Parish. These plans are known as Neighbourhood Development Plans (NDPs) and are intended to guide development in a Parish over the coming years. NDPs are intended to reflect the views of local people, and provide a framework which includes their values and aspirations for their own local area. In the 2017/18 reporting period, there was one NDP in effect for the whole period, which was the Lydney Neighbourhood Plan. A further two NDPs- the Longhope NDP and the Berry Hill, Edge End and Christchurch NDP- were adopted towards the end of the 2017/18 financial year.

During the 2017/18 period, neighbourhood development planning was taking place for Coleford, Alvington, Pillowell which were all designated Neighbourhood areas over the period, although a Neighbourhood Development Plan had not yet been adopted. Dymock has since also become a designated neighbourhood area, and the Coleford Neighbourhood Plan was adopted after this reporting period in October 2018.

Berry Hill, Christchurch and Edge End Neighbourhood Development Plan

The Berry Hill, Christchurch and Edge End Neighbourhood Development Plan covers a subset of the West Dean parish area, namely the areas contained within the defined settlement boundaries of Berry Hill, Christchurch and Edge end. This NDP was adopted during the reporting period, on 1 March 2018, meaning it was only effective for one month of the 2017/18 financial year, which ended on 31 March 2018.

In this period, there was the following planning activity in the NDP area:

| Date | Application reference | Development description |
|------------|-----------------------|---|
| 09.03.2018 | P1261/17/FUL | Erection of a detached dwelling, and alterations to existing vehicular and pedestrian access on land to rear. |
| 29.03.2018 | P0043/18/FUL | Erection Of first Floor extension to form flat. |
| 14.03.2018 | P1928/17/FUL | Change of use from agricultural land to equestrian use. Construction of a horse manege. |

The NDP was cited in the officer's reports for all three applications, and conflict with the NDP policies was cited as a reason for refusal for one of them.

Longhope Neighbourhood Development Plan

The Longhope Neighbourhood Plan was adopted during the reporting period, on 1 March 2018. This means it was only in effect for one month of the 2017/18 financial year, which ended on 31 March 2018. In this period there was very little development activity in Longhope Parish, with only two full planning permissions issued:

| Date | Application reference | Development description |
|------------|-----------------------|--|
| 28.03.2018 | P0104/18/FUL | Erection of a single storey rear extension to form kitchen. |
| 21.03.2018 | P1907/17/FUL | Retention of a mobile home for occupation by an agricultural worker. |

In both instances the Neighbourhood Development Plan was referred to in the officer’s report and given weight in their considerations. The latter application was refused, and conflict with the NDP was cited as one of the reasons for refusal.

Lydney Neighbourhood Development Plan

The Lydney Neighbourhood Development Plan supersedes the Lydney Area Action Plan (LAAP), which was withdrawn in May 2013. The LAAP was intended to be a detailed brief for the development of important parts of the town, and its preparation was considered necessary in order to provide the right level of guidance for the town centre and the areas between the centre and the harbour, to avoid duplication and confusion between the two documents. Originally, the Lydney Area Action Plan promotes a new form of development focussed on the historic Lydney harbourside. Land within action area is allocated 200 dwellings, mixed recreation and tourism/ leisure. Unlike Cinderford, regeneration mostly expected to be delivered by private sector.

In relation to this area, there has been significant amount of activity over the 2017/18 period. The Lydney Coastal Community Team was set up in 2015 to co-ordinate local effort to improve access, enhance the public realm and create new visitor facilities at Lydney Harbour. The Environment Agency is a key Team member and is working to transfer custodianship of the historic dock and harbour to local businessman Mr Richard Cook from Severn & Wye Smokery, who has ambitious plans for its redevelopment.

A key priority for the Team is the retention of public access to the harbour as part of the land transfer. The team’s project work is intended to complement new private investment at the former Pine End Works site. The dock and harbour is a Scheduled Ancient Monument and Grade 2 Listed Building and is currently included within Historic England’s *Heritage at Risk Register*.

They have developed a Landscape & Environment Strategy to promote biodiversity and environmental quality along the transport corridor that runs from the A48 Lydney Bypass through to the Harbour. The project’s 2017 Economic Plan has a focus to secure funding and to progress the “Destination Lydney Harbour” project which initially include:

- Ecological survey work
- Scheduled Ancient Monument and planning applications
- External funding applications
- Refurbishing the mortuary & store buildings to create visitor information space and public toilets.
- Refurbishing the World War II Pill Box to create a new bat roost
- Phased dredging of the canal

Future elements of the “Destination Lydney Harbour” project include: upgrading Harbour Walk for pedestrians and cyclists, landscaping, resurfacing Harbour Road, lighting, signage and boundary treatments at Cookson Terrace and Dean Forest Railway.

In the 2017/18 period, the following works were completed in the Lydney Action Area:

| | |
|-----------------|--|
| April-June 2017 | <ul style="list-style-type: none"> • The restoration of Lydney Swing Bridge was completed, with help from local engineering solutions company Mabey Bridge Limited. • Bidding for £104,000 to carry out building refurbishment work. • Exploration of the possibility of some exciting new recreational |
|-----------------|--|

| | |
|-------------------------|--|
| | facilities. |
| July-September 2017 | <ul style="list-style-type: none"> • Planning application being prepared for new public toilets, visitor information spaces and temporary café building. • Funding bid submitted for £104k towards building refurbishment work. • Project plans shared at Gloucestershire Market town's forum event during September. |
| September-December 2017 | A planning application was submitted for new public toilets, visitor information space and a pop-up café. |
| January-March 2018 | Lydney Coastal community team continue working to secure further funding. |

Lydney has experienced a great deal of development activity both in the terms of permissions and construction. With 1138 dwelling permissions in the pipeline, it is poised to become the largest population centre in the district by a significant margin. Development in Lydney has focused on an urban growth corridor at the east of the town. "Lydney East" consists of the following main stages:

| Site | Developer | Application | # Dwelling units |
|--|---------------|--------------|------------------|
| Lydney A | Hitchins | P0745/18/OUT | 320 |
| Land between Lydney bypass and Highfield Rd (Lydney B) | RedrowBellway | P0361/15/OUT | 750 |
| Land east of Par Four Lane (Naas Lane A-Federal Mogul) | Persimmon | P1881/15/FUL | 347 |
| Land south of Lakeside Ave | Kier | P0886/10/APP | 200- Delivered |
| Land off Highfield Rd, | Edenstone | P0108/17/FUL | 166 |
| Allaston/ Driffield Rd | n/a | | 200 |

In total, this table represents 1783 additional dwelling units within and adjoining the Lydney area, of which 1138 have not yet been built, and 645 have been delivered by the end of the 2017/18 period. On the basis of current average household resident population of 2.3 people per dwelling, this will collectively result in an estimated 4,100 additional residents to Lydney over a 10 year period- or a 43% increase on the current population of 9,497. This is significant for not only Lydney but the settlement hierarchy of the Forest of Dean district.

Currently, Cinderford is the largest of the Forest of Dean district, and as the historic centre of the Forest has held this status for some time. However as Cinderford's population stands at 12,121, they will soon be eclipsed by Lydney, as development activity in the former remains relatively static.

As a new urban area in its entirety, the Lydney east block of development will provide a new primary school, connected open space corridors, cycling and pedestrian path network. The quality of these features will not be fully known until they are built. Planning officers who worked through these developments confirmed that they did use the Lydney Neighbourhood Development Plan (NDP) as a key component of the Local Development Framework. It has also been useful in respect to town centre improvements and regeneration discussions around Lydney harbour.

Planning indicators

Planning decisions

Forest of Dean district council's planning department decided on the following number of development application in the period from 1 April 2017- 31 March 2018:

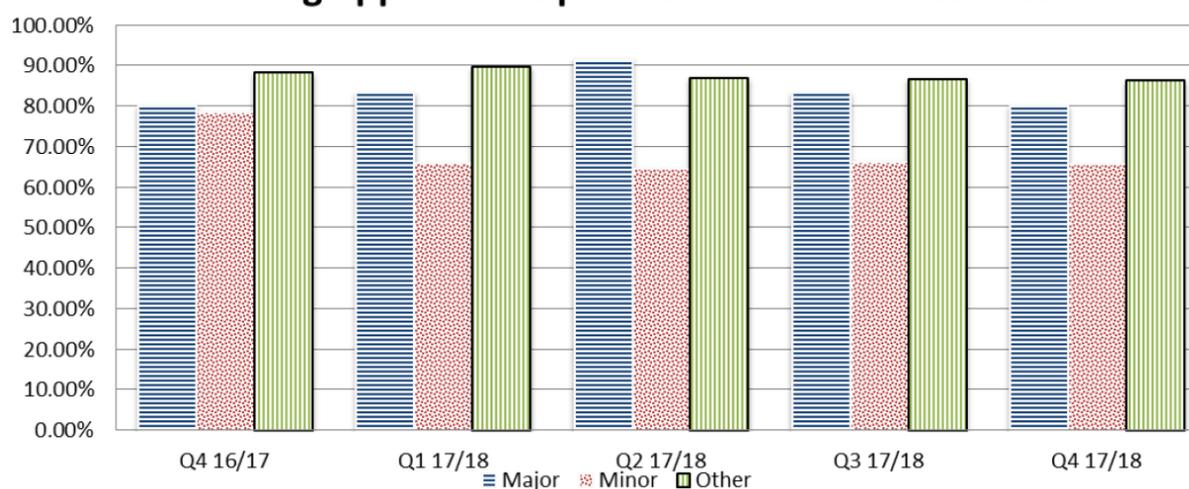
| |
|-------------------------|
| Major applications: 25 |
| Minor applications: 342 |
| Other applications: 530 |
| TOTAL: 897 |

Of this figure, 853 were delegated and 44 were decided by planning committee. This represents 95.09% of all development applications in this period were determined through delegated decisions.

Of the major applications 80% were determined within 13 weeks- exceeding the target of 60%.

65.5% of minor applications were determined within 8 weeks, only just exceeding a target of 65%, and 85.47% of other applications, which exceeds a target of 80%.

Planning applications processed within timescales



The following major planning applications with significant scale or policy implications are listed below:

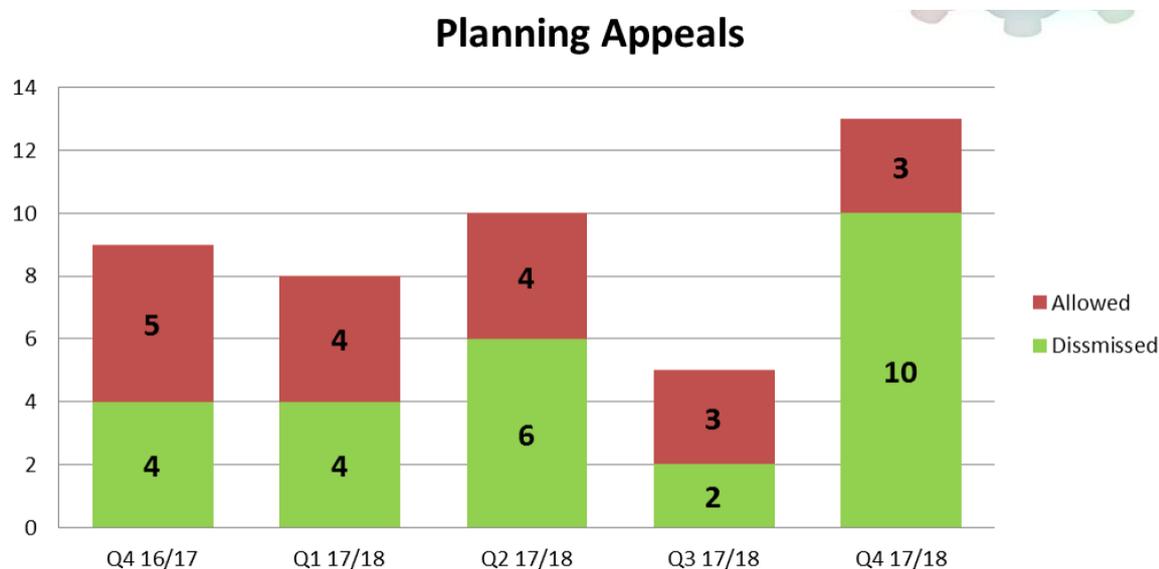
| | | | |
|--------------|-----|---|-------------------------------|
| P0815/17/OUT | CON | Outline application for the erection of 10 flats. Demolition of former car repair workshop. | Land At Ormerod Road, Sedbury |
| P0554/17/FUL | CON | Redevelopment of site by a mixed use scheme comprising of one retail unit and construction of 10 dwellings with associated highway works and landscaping. Demolition of 33 and 33A High Street, Lydney. | 33 High Street, Lydney |
| P1584/17/OUT | REF | Outline application for residential development comprising 38 dwellings, | Land North Of Abenhall Road, |

| | | | |
|--------------|-----|---|---|
| | | | Mitcheldean |
| P0986/17/FUL | REF | Demolition of existing buildings and stationing of an additional 35 caravans. | Buttington Engineering Works, Beachley |
| P0708/17/OUT | REF | Extension of Pingry Business Park | Pingry Farm, Milkwall |
| P0108/17/FUL | CON | Erection of 166 dwellings including garages, landscaping, public open space and associated drainage works. Construction of a new access from Highfield Road. (Revised description.) | Land Adjacent To Highfield Road, Lydney |
| P1881/15/FUL | CON | Erection of 347 residential units, | Land East Of Par Four Lane, Lydney |

Appeal outcomes

The number of planning appeal decision allowed against the authority's decision to refuse on planning applications, as a percentage of the total number of planning appeals against refusals of planning applications, was 36.11% of all appeal outcomes.

This exceeds a target of 30%.



There were several notable appeal decisions in the 2017/18 period. The most consistent theme in determinations was the draft status of the Allocations Plan- which was assigned varying levels of weight in decision making depending on its progress through the inspection and modification process. The absence of a current 5 year housing land supply was cited in every Inspectors decision report for housing development, from single houses to large residential developments.

The most significant appeal outcomes in this respect was the 85 dwellings outside of the settlement boundary at Ross Rd development in Newent (P0969/14/OUT) and 200 dwellings at Land off Driffield Rd, Allaston (P1284/13/OUT).

Another 27 dwellings were won on appeal off Chartists way in Staunton, despite Council's concerns about impacts on the adjoining Conservation area (P1871/15/OUT). In contrast, 9 dwellings proposed on Gregory farm, Brockweir were dismissed due to their impact on the Brockweir conservation area and character values.

It is clear that the Core Strategy is critical in determining appeal outcomes, and is effective as the primary development control mechanism in this respect. While the Allocations Plan was not as effective during this reporting period, it is expected this will change in the next reporting period as it was adopted in June 2018, and now Council can demonstrate its five year housing land supply.

CSP.1 was particularly cited in determining appeal outcome, but the highly subjective nature of this policy means it can be interpreted in different ways. However it was a key factor in many appeal decisions, and was critical in the following:

- A single dwellings at St Whites Rd, Cinderford;

- A single dwelling at Firlea, Pettycroft, Ruardean;
- Two retirement bungalows at the School of the Lion, Beauchamp House, main Rd, Churchman;
- Two detached dwellings at Hillside Rd, Redbrook;
- Change of use from horticultural building to a dwelling Burford farm, Rudford;
- 23 mobile homes at Sandyways nurseries, Newent.

Conservation areas, local valued landscapes and important open areas were all given due weight in decision making, which demonstrates that these are effective policy mechanisms and landscape designations.

A full list of all appeal outcomes from the 2017/18 reporting period is provided in Appendix 3 of this report.

Conclusions

Generally, the Local Development Framework has been demonstrated to be effective over the 2017/18 reporting period. In this reporting period the Core Strategy performed well in terms of providing the core principles and overriding framework upon which to negotiate and determine development outcomes, at both the application stage and at appeal.

The draft status of Allocations Plan and absence of a five year housing land supply has been a major sticking point for this period, and has resulted in a few key planning decisions being lost at appeal, which have undermined the designated settlement boundary and the preferred settlement pattern for the district that the policy represents. A few major appeals were allowed on this basis, resulting in over 300 dwellings permitted outside of the defined settlement boundary over three locations.

Despite this, the overall settlement pattern and hierarchy has been generally maintained throughout this reporting period. The most notable and significant change to the settlement pattern and population distribution across the district is the large amount of housing permissions and development activity which has focused on the east of Lydney, which is effectively a new urban growth area.

In contrast, the development of Cinderford is stagnant, with the exception of a major master planned precinct in the towns Northern Quarter, which has been made possible through significant public investment. This project is now well underway and enjoyed a great deal of activity over the reporting period.

Core policy CSP.1 regarding design and environmental considerations has been an effective tool, despite being very broad in its content. It is considered by many planning officers that an update and review of the Forest of Dean Residential Design guidelines is now overdue, given that this document is now in excess of 20 years old. Clear and fresh design guidelines could underpin broader policy statements such as CSP.1 with a level of guidance and detail, which may balance out the more subjective elements of this policy, without being overly prescriptive.

Generally the standard of design for new housing development in the district is relatively mediocre, with not much outstanding design innovation in terms of architecture, urban design and public space or carbon neutral, eco-design.

Whilst there are now ambitious housing targets which have been adopted subsequent to this reporting period, housing delivery is consistently not reaching targets and is underperforming. This may change going into the future as the lifting of the Severn bridge toll and the growth of Bristol excite the Forest of Dean housing market- particularly in the southern end- and house prices continue to incrementally increase with each year.

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APPENDIX 1- Relevant regulations

The Town and Country Planning (Local Planning) (England) Regulations 2012

Authorities' monitoring reports

34.—(1) A local planning authority's monitoring report must contain the following information—

(a) the title of the local plans or supplementary planning documents specified in the local planning authority's local development scheme;

(b) in relation to each of those documents—

(i) the timetable specified in the local planning authority's local development scheme for the document's preparation;

(ii) the stage the document has reached in its preparation; and

(iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this; and

(c) where any local plan or supplementary planning document specified in the local planning authority's local development scheme has been adopted or approved within the period in respect of which the report is made, a statement of that fact and of the date of adoption or approval.

(2) Where a local planning authority are not implementing a policy specified in a local plan, the local planning authority's monitoring report must—

(a) identify that policy; and

(b) include a statement of—

(i) the reasons why the local planning authority are not implementing the policy; and

(ii) the steps (if any) that the local planning authority intend to take to secure that the policy is implemented.

(3) Where a policy specified in a local plan specifies an annual number, or a number relating to any other period of net additional dwellings or net additional affordable dwellings in any part of the local planning authority's area, the local planning authority's monitoring report must specify the relevant number for the part of the local planning authority's area concerned—

(a) in the period in respect of which the report is made, and

(b) since the policy was first published, adopted or approved.

(4) Where a local planning authority have made a neighbourhood development order or a neighbourhood development plan(1), the local planning authority's monitoring report must contain details of these documents.

(5) Where a local planning authority have prepared a report pursuant to regulation 62 of the Community Infrastructure Levy Regulations 2010(2), the local planning authority's monitoring report must contain the information specified in regulation 62(4) of those Regulations.

(6) Where a local planning authority have co-operated with another local planning authority, county council, or a body or person prescribed under section 33A of the Act, the local planning authority's monitoring report must give details of what action they have taken during the period covered by the report.

(7) A local planning authority must make any up-to-date information, which they have collected for monitoring purposes, available in accordance with regulation 35 as soon as possible after the information becomes available.

(8) In this regulation "neighbourhood development order" has the meaning given in section 61E of the Town and Country Planning Act 1990(3).

Availability of documents: general

35.—(1) A document is to be taken to be made available by a local planning authority when—

(a) made available for inspection, at their principal office and at such other places within their area as the local planning authority consider appropriate, during normal office hours, and

(b) published on the local planning authority's website,

(2) In relation to any document made available under these Regulations, except a local plan or supplementary planning document which has been adopted or approved, the local planning authority may cease to make the document available once the period specified in paragraph (3) has expired.

(3) The period mentioned in paragraph (2)—

(a) where the document relates to a supplementary planning document or to the local planning authority's statement of community involvement, is 3 months after the day on which the supplementary planning document or statement of community involvement is adopted;

(b) where the document relates to a local plan, is the 6 week period referred to in section 113(4) of the Act that applies as regards the local plan concerned.

(4) Where a local planning authority adopt, or the Secretary of State approves, a revision to a local plan or a supplementary planning document, as soon as reasonably practicable after the revision is adopted or approved, the local planning authority must incorporate the revision into the local plan or the supplementary planning document made available in accordance with this regulation.

APPENDIX 2: 2017/18 Housing activity by Parish

| | Within settlement boundary | | | | Outside settlement boundary | |
|-------------------|----------------------------|--------|-------------|--------------------|-----------------------------|--------|
| | Completed in 2017/18 | Losses | Outstanding | Under construction | Completed in 2017/18 | Losses |
| Alvington | 1 | | 13 | 1 | | |
| Awre | | | 1 | 2 | 3 | |
| Aylburton | 2 | | | | | |
| Beachley | | | 1 | 1 | | |
| Blaisdon | | | 4 | 0 | | |
| Blakeney | | | 1 | | | |
| Bream | 11 | 1 | 56 | 5 | | |
| Brierley | 1 | | 1 | | | |
| Brockweir | | | 1 | | | |
| Bromsberrow Heath | | | | | | |
| Chrucham | | | | | 8 | 1 |
| Clearwell | | | | | | |
| Corse | | | | | | |
| Drybrook | 1 | | 37 | 7 | | |
| Harrow Hill | | | | | | |
| Edge End | | | | | | |
| Ellwood | | | 3 | 2 | | |
| English Bicknor | | | | | | |
| Gorsely/ Kilcot | | | | | 1 | |
| Hartpury | 1 | | | 2 | | |
| Hewelsfield | | | | | | |
| Huntley | 2 | | 1 | 2 | 1 | |
| Joys Green | | | | | | |
| Kempley | | | | | 1 | |
| Kempley Green | | | 2 | | | |
| Littledean | | | | 8 | | |
| Longhope | 1 | | 19 | 2 | 3 | |
| Lowbands | | | | | | |
| Lydbrook | 2 | | 28 | 4 | | |
| Mitcheldean | | | 38 | 1 | | |
| Netherend | | | | | | |
| Newent | | | | | 7 | 3 |
| Newland | 1 | 1 | | | 1 | 1 |
| Newnham on Severn | 2 | | 6 | 4 | | |
| Northwood Green | | | | | | |
| Oldcroft | | | | | | |
| Parkend | | | | 1 | | |
| Pillowell | | | 6 | | | |
| Redbrook | | | 5 | | | |
| Redmarley | | | | 3 | 1 | |

| | | | | | | |
|------------------------|----|---|-----|----|----|----|
| Ruardean | 2 | | 7 | 1 | | |
| Ruardean Hill | 1 | 1 | 2 | 4 | | |
| Ruardean Woodside | 1 | | | | | |
| Ruspidge | | | 75 | 4 | | |
| Sedbury | | | 114 | | | |
| Sling | | | | 1 | | |
| St Briavels | 11 | | | 2 | 1 | |
| Staunton(S) | | | | 1 | | |
| Staunton(N) | | | | | | |
| Tibberton | | | 2 | | | |
| Tutshill | 2 | | 147 | | | |
| Upleadon | | | | | | |
| Upper Soudley | | | | 1 | | |
| Viney Hill | | | | | | |
| Westbury on Severn | | | 2 | | | |
| Whitecroft | 1 | | 1 | | | |
| Woodcroft | | | | | | |
| Woolaston | | | | | | |
| Worall Hill | | | 1 | | | |
| Yorkley/ Yorkley Slade | 1 | 1 | 3 | 1 | | |
| Total | 44 | 4 | 577 | 60 | 27 | 10 |

APPENDIX 3: Development of housing land

| Planning Ref | HLA | Settlement | Address | G/Field | PDF | Type of Site | Gross Capacity | Losses |
|--------------|--------|----------------------|----------------------------------|---------|-----|---------------------------|----------------|--------|
| | | Towns | | | | | | |
| P0924/16/APP | 2471.1 | Lydney | Phase 1 Highfield Hill | 8 | | Greenfield | 125 | 0 |
| | 2986 | Lydney | Severnleigh | | 9 | Conversion | 9 | 0 |
| | 2827 | Coleford | Land off Lambsquay Road Milkwall | 2 | | Infill | 2 | 0 |
| | 2898 | Coleford | 44 Grove Road | 3 | | Residential Redevelopment | 3 | 0 |
| P1251/12/FUL | 2711 | Coleford | Owen Farm | 9 | | Greenfield | 156 | 0 |
| | 2897 | Coleford | Rosedale Palmers Flat | | 1 | infill | 1 | 0 |
| | 2724 | Coleford | 5 Marions Lane Berry Hill | | 1 | infill | 1 | 0 |
| | 2590 | Coleford | Band hut | | 2 | Derelict Vacant | 2 | 0 |
| P1188/13/COU | 2740 | Coleford | 1 Hill House Hampshire Gardens | | 1 | Change of Use | 1 | |
| Planning Ref | HLA | Settlement | Address | G/Field | PDF | Type of Site | Gross Capacity | Losses |
| | | Towns | | | | | | |
| P1168/15/OUT | 3043 | Cinderford | 34 Barley Corn Square | | 3 | Derelict Vacant | 3 | |
| | 2994 | Cinderford | 3 The Tannery Foundry Road | | 1 | Change of Use | 1 | 0 |
| | 1653 | Cinderford | 42 High Street | | 2 | Change of Use | 2 | 0 |
| P0181/12/OUT | 2695 | Newent | Land off Foley Road (appeal) | 14 | | Greenfield | 120 | 0 |
| | 3036 | Newent | Adj 6 Vauxhall Newent | | 1 | Infill | 1 | 0 |
| P0907/16/FUL | 2996 | Newent | Land at Graces Pitch Plot 3 | | 1 | Infill | 1 | 0 |
| P0408/14/FUL | 2976 | Newent | Land at Graces Pitch | | 1 | infill | 1 | |
| P0654/08/COU | 2340 | Newent | 1-3 Church Road | | 1 | Change of Use | 1 | |
| | | Major Village | | | | | | |
| | 2631 | Bream | Woodlands the Tufts | 1 | | Residential Redevelopment | 1 | |
| DF11190/E | 2750 | Bream | Rear of Old Sweet Shop | | 1 | Infill | 2 | 0 |

| | | | | | | | | |
|---------------|------|------------------------|--------------------------|---|---|---------------------------|---|---|
| P1263/14/FUL | 2814 | Bream | The Squirrels | | 1 | Residential Redevelopment | 1 | 1 |
| | 2715 | Bream | 11 Forest Road | | 1 | Residential Redevelopment | 2 | |
| P0878/16/FUL | 2989 | Bream | The Olde Winding Wheel | | 1 | Infill | 1 | |
| P1664/15/FUL | 2656 | Bream | Rear of Parkend Road | | 1 | Infill | 2 | |
| | 2893 | Tutshill Sedbury | Adj The Village Inn | | 2 | Infill | 2 | 0 |
| | | Group Village | | | | | | |
| | 2811 | Whitecroft | Whitecroft Stores | | 1 | Change of Use | 1 | 0 |
| | 2950 | ST. BRIAVELS | Smithville Place | 9 | | Infill | 9 | 0 |
| | 2754 | ST. BRIAVELS | Land off St Annes Way | 1 | | Infill | 2 | 0 |
| | 2658 | Longhope | Valley Stores | 1 | | Infill | 1 | |
| | | Service Village | | | | | | |
| | 2791 | Hartpury | Laburnum Villa | | 1 | Infill | 5 | |
| P1480/13/FUL | 2772 | Ruardean | Firlea Petty Croft | 1 | | Infill | 1 | |
| DF8021 | 2464 | Ruardean | Crooked End Farm | | 1 | Residential redevelopment | 1 | 0 |
| P01697/15/FUL | 2841 | Alvington | Duncastle Farm | | 1 | infill | 2 | 0 |
| | | Small village | | | | | | |
| | 2717 | Ruardean woodside | Land adj Louisville | | 1 | infill | 1 | |
| P0289/15/FUL | 2882 | Ruardean Hill | 1 Fairview Highview Road | | 1 | | 1 | 1 |
| P1111/16/FUL | 2995 | Newland | Savage Hill | | 1 | Residential redevelopment | 1 | 1 |
| | | Outside DSB | | | | | | |
| | 1867 | Newent | Caerwents Farm | | 2 | Change of Use | 2 | 0 |
| | 2851 | Little London | Durla Barn | | 1 | Change of Use | 1 | 0 |
| | 2735 | Kempley Green | Fennel Cottage | 1 | | Infill | 1 | 0 |
| | 2746 | Stowe | Travellers Rest | | 1 | conversion | 1 | 1 |
| P0941/13/FUL | 2728 | May Hill | The Old Barn | | 1 | conversion | 1 | 0 |
| P0562/15/PMBA | 2984 | Huntley | The Apple Barn | | 1 | conversion | 1 | 0 |

| | | | | | | | | |
|----------------|------|----------|-----------------|--|---|---------------------------|---|---|
| P1570/13/FUL | 2765 | Birdwood | Fairview | | 1 | Residential redevelopment | 1 | 1 |
| | 2850 | Newent | Ferns Farm | | 1 | Residential redevelopment | 1 | 1 |
| P0458/15/PMBPA | 2863 | Newent | Caerwents Barns | | 2 | conversion | 3 | |
| P0438/16/FUL | 2916 | Gorsley | Hartleys Barn | | 1 | conversion | 1 | |

APPENDIX 3: 2017/18 Appeal outcomes

| Month/ Year | Application reference | Address | Procedure | Delegated/ Committee | Application decision | Appeal Outcome |
|---------------------------|-----------------------|--|-------------------------|-------------------------|-------------------------|-------------------|
| March 2017 | P0898/16/FUL | 5 Parkend Road, Bream | Written Representations | Delegated | Refused | |
| April 2017 | P0548/16/OUT | Chapel Cottage, Playley Green, Redmarley | written Representations | Delegated | Refused | |
| May 2017 | | | | | | |
| June 2017 | P0007.17/HH | 24a Meendhurst Road | Written Representation | Delegated | Refused | |
| | | | | | | |
| | P1783/16/PQ3PA | Windcross Farm, Dymock | Written Representations | Delegated | Refused | |
| | P0551/16/PLANOB | LAND AT BEACHLEY ROAD, SEDBURY | INQUIRY | Delegated | Refused | |
| July 2017 | P1793/16/OUT | CLIFF PATCH | Written Representations | Delegated | Refused | |
| | ENF | 83a St Whites Road, Cinderford | Written Representations | ENFORCEMENT | | |
| August 2017 | P1417/16/FUL | Land at Hillside Road, Redbrook | Written Representations | Delegated | Refused | |
| | P0520/17/OUT | Hillyfields Nurseries, Tewkesbury Road, Newent | Written Representations | | | |
| | P0240/17/FUL | Shepherds Hill Cottage, Red Ditch Lane, Redmarley | Written Representations | | | |
| September 2017 | | | | | | |
| October 2017 | P1731/16/TE | Land at Corse Garage, Gloucester Road, Coleford | Written Representations | DELEGATE D | refused | |

| | | | | | | |
|----------------------|--------------|--|-------------------------|-----------|---------|--|
| | P0434/17/FUL | Land at New Road, Bream | Written Representations | COMMITTEE | refused | |
| | P1780/17/OUT | 3 The Close, broadwell, Coleford | Written Representations | DELEGATE | refused | |
| | P0929/17/OUT | Land at Nailsmith Court, Coleford | Written Representations | DELEGATE | refused | |
| | P0389/17/FUL | Buttermilk Lane, Rudford | Written Representations | DELEGATE | refused | |
| | | | | | | |
| November 2017 | P1102/16/FUL | Gregory Farm, Brockweir, | Written Representations | DELEGATE | refused | |
| | P0552/17/FUL | Brookfield Cottage, Sterrys Lane, Gorsley, HR9 7SP | Written Representations | DELEGATE | refused | |
| December 2017 | P1405/16/FUL | Green Hill Farm, Dymock | Written representation | committee | refused | |
| | P1243/17/FUL | Hopewell Barn, Hewelsfield | written representation | delegated | refused | |
| | P0779/17/FUL | Land adjacent to Parkend Road, Bream | written representation | committee | refused | |
| | P0930/17/FUL | Land at Roebuck Meadows, Ruardean | written representation | delegate | refused | |
| | P1105/17/FUL | Plot adjacent to Noent Nook, Newent | written representation | delegated | refused | |
| January 2018 | | | | | | |
| February 2018 | P1710/17/OUT | Perricks Farm, Church Lane, Northwood Green | Written Representation | Delegated | Refused | |
| | P1056/17/OUT | Land at Gloucester Road, Hartpury | Written Representation | Delegated | Refused | |
| | P1402/17/OUT | Land on South of Main Road, Wintles Hill | Written Representation | Delegated | Refused | |
| | P1077/16/FUL | Bishton Lane, Tidenham, Chepstow | Written Representation | Delegated | Refused | |

| | | | | | | |
|-----------------------|--------------|--|----------------------------|-----------|---------|--|
| | P1123/17/FUL | Wayside Cottage, Rodley | Written Representation | Delegated | Refused | |
| March 2018 | P1493/17/FUL | The Barn, Greenwood Farm, Joyford, Coleford | Householder Appeal Service | Delegated | Refused | |
| | P1300/17/FUL | 2 The Barracks, Parkend, Lydney | Householder Appeal Service | Delegated | Refused | |