



# 2018/19 Authorities monitoring report

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*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 2018-31 March 2019.

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## **Introduction**

This document is the fifteenth 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 2018 through to 31 March 2019. 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 this implementation may be in meeting stated policy goals.

This report will monitor the implementation of the Core Strategy and Allocations Plan, and the progress of emerging and completed Neighbourhood Development Plans (NDPs).

## 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 km<sup>2</sup> and 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 86,543 ([ONS Population estimate; 2018](#)) the Forest of Dean has the second lowest population in Gloucestershire (ONS; 2018). This figure represents a 0.7% increase from the proceeding 12 month period- in line with the population increase for the South west over the same period, and marginally higher than England and Wales as a whole. The population of the district has increased by 4,444 in a ten year period from 2008-2018, which represents a 5.4% increase over a decade (ONS: 2018).

The age profile of the population for mid-2018 is estimated as follows:

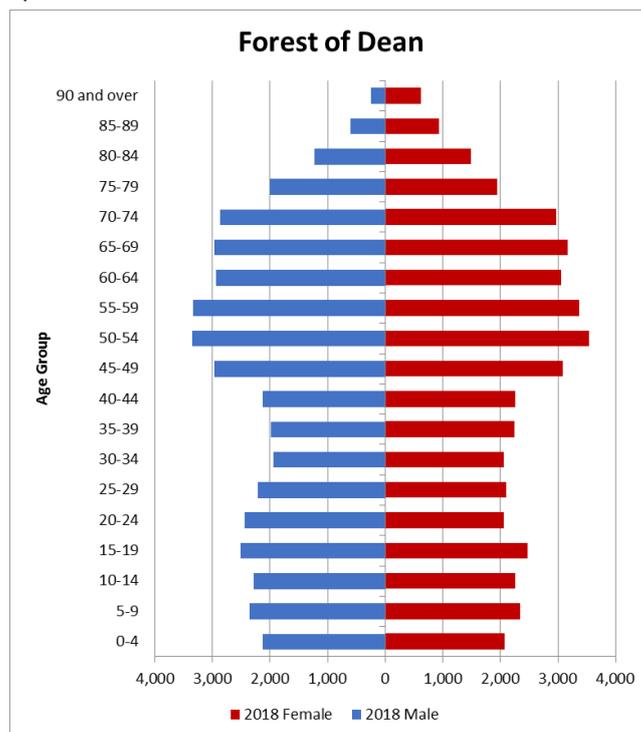


Figure 1: Mid-2018 Population Estimates. Source: Office for National Statistics

Adapted from data from the Office for National Statistics licensed under the Open Government Licence v.3.0.

The population for the Forest of Dean district is projected to increase to 90,900 in 2026 and 96,900 in 2041 (Source: [Inform Gloucestershire- population projections; 2019](#)).

## ECONOMY

From July 2018- June 2019, there is estimated to be 46,400 economically active people, which represent 88% of the total district population of 16-64-year olds. This is up 6.6% from the previous 12-month period ([Labour market profile: 2019](#)). Of this figure, 44,900 (85%) are in employment, with 37,700 (72.2) are employees and 6,900 (12.1%) self-employed. While job numbers are increasing in the Forest of Dean district, this is not a steady trend, and is subject to spikes and downturns.

## 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 80.4 for men and 83.3 for women (Public Health profiles: 2019). 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 2008-2018</i>		
<i>0-19</i>	<i>20-64</i>	<i>65+</i>
<i>-2.3%</i>	<i>-0.9%</i>	<i>33.7%</i>

*Table 1: Forest of Dean district population change 2008-2018*

*Source: Mid-2008 and Mid-2018 Population Estimates, Office for National Statistics*

Forest of Dean district has a more rapidly aging population and proportionately more older people than other districts in the county, and compared to national averages, as illustrated by the table below:

	<b>% change 2008 to 2018</b>		
	<b>0-19</b>	<b>20-64</b>	<b>65+</b>
<b>Gloucestershire</b>	3.2%	3.5%	28.0%
Cheltenham	2.1%	0.0%	18.9%
Cotswold	0.0%	1.4%	30.6%
Forest of Dean	-2.3%	-0.9%	33.7%
Gloucester	6.1%	6.6%	25.7%
Stroud	-0.9%	3.0%	28.6%
Tewkesbury	14.6%	11.4%	32.0%
<b>South West</b>	3.9%	3.4%	25.1%
<b>England</b>	5.6%	4.9%	23.4%
<b>England and Wales</b>	5.1%	4.7%	23.2%
<b>Great Britain</b>	4.5%	4.6%	22.9%
<b>United Kingdom</b>	4.3%	4.6%	23.0%

*Table 2: % change in age profile from 2008 to 2018*

*Source: Mid-2008 and Mid-2018 Population Estimates, Office for National Statistics*

Life expectancy is 4.9 years lower for men and 5.2 years lower for women in the most deprived areas of Forest of Dean than in the least deprived areas (Public Health profiles: 2019).

The rate for alcohol-specific hospital admissions among those under 18 is 4 admissions per year. The rate for alcohol-related harm hospital admissions is 504, better than the average for England. This represents 457 admissions per year. The rate for self-harm hospital admissions is 127,, better than

the average for England. This represents 103 admissions per year. Estimated levels of physically active adults (aged 19+) are better than the England average. The rates of new sexually transmitted infections and new cases of tuberculosis are better than the England average. The rates of violent crime (hospital admissions for violence), under 75 mortality rate from cardiovascular diseases and employment (aged 16-64) are better than the England average ([Public Health England](#), 2019).

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 (Public Health England: 2019).

### 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. As illustrated by the table below, the crime profile for the whole district is quite low relative to the whole county.

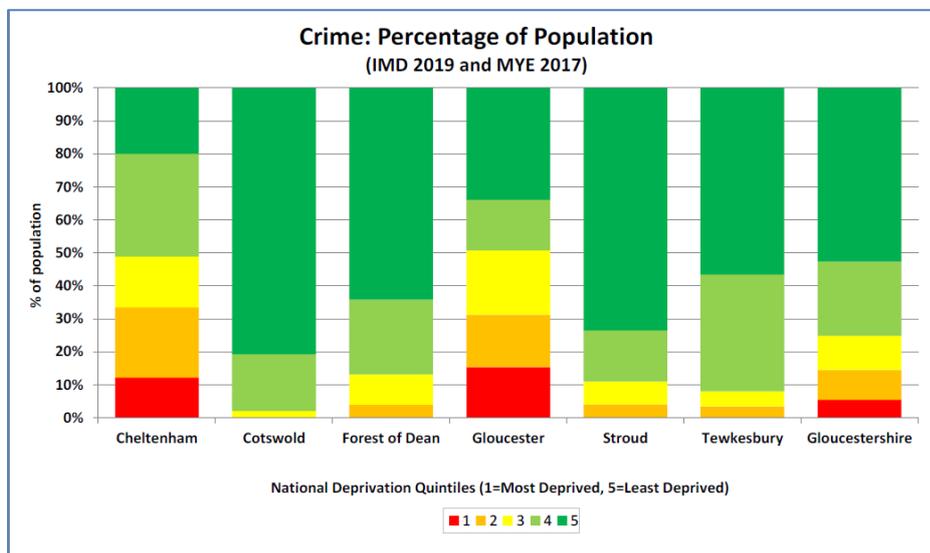


Figure 2: Crime incidents as percentage of population

Source: [https://inform.gloucestershire.gov.uk/media/2094524/gloucestershire\\_deprivation\\_2019\\_v13.pdf](https://inform.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf)

The following map illustrates the distribution of crime geographically across the district. Unsurprisingly, the highest incidence of crime is clustered around the four market towns of Newent, Coleford, Cinderford and Lydney, which all have crime rates in the top quintile for Gloucestershire.

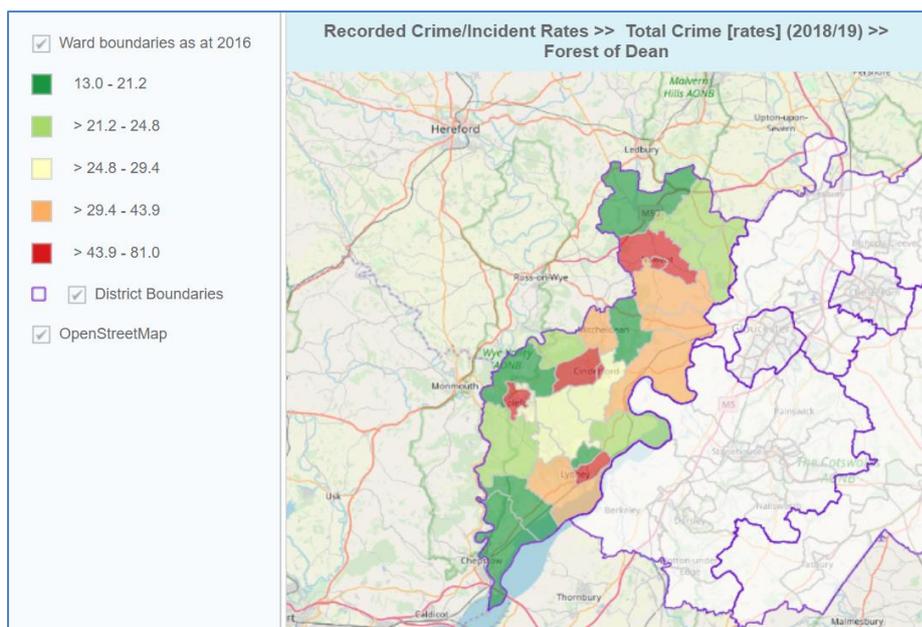


Figure 3: Recorded crime incidents across wards of Forest of Dean district for 2018/19  
<https://inform.gloucestershire.gov.uk/community-safety/community-safety-public-report/>

There was a notable increase in Domestic Abuse-related crime in the Forest of Dean. (Source: Gloucestershire County Council, Gloucestershire Community Safety Strategic Needs Assessment, April 2018).

The following table shows the total number of all reported crime within the four main markets towns of the district over the 2018/19 year. The three largest towns of Coleford, Cinderford and Lydney all appear to be on par, with consistent spikes of reported crimes at certain times of year, particularly around summer months.

	3/19	2/19	1/19	12/18	11/18	10/18	9/18	8/18	7/18	6/18	5/18	4/18
Newent	46	50	32	19	37	23	48	31	28	17	42	27
Coleford	83	68	69	63	61	67	78	81	117	95	67	81
Lydney	52	65	72	67	66	78	70	86	120	74	62	79
Cinderford	102	66	69	83	93	70	72	108	100	98	75	72

Table 3: Monthly reported crime incidents over 2018/19 in four market towns

Source: Gloucestershire Constabulary crime map, <https://www.police.uk/gloucestershire/EA3/crime/2019-04/+Bco4hU/>

## EDUCATION

	9-4 pass in English & Maths	Average Attainment 8 score per pupil
	2018/19	2018/19
Cheltenham	68.4	51.8
Cotswold	74.4	51.7
<b>Forest of Dean</b>	<b>62.6</b>	<b>44.1</b>
Gloucester	67.6	50.6
Stroud	71.2	51.1
Tewkesbury	65.7	46.8
<b>Gloucestershire</b>	<b>68.5</b>	49.6
<b>South West</b>	<b>65.0</b>	46.7
<b>England</b>	<b>64.9</b>	46.8

Table 4: Educational attainment across Gloucestershire districts  
Source: Gloucestershire County Council; 2019

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 2018.

*\*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.*

Both Cinderford West and Lydney East are within the 23 areas of Gloucestershire in the most deprived 10% nationally for Education, Skills and Training Deprivation. Source: [https://inform.gloucestershire.gov.uk/media/2094524/gloucestershire\\_deprivation\\_2019\\_v13.pdf](https://inform.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf)

## 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.

The figures below represent the people who live in the Forest of Dean and where they work. The most recently available data in respect of this is from the 2011 census. The figures are based on usual residents aged 16 and over in employment. Out of a total figure of almost 30,000 economically active people; 15,524 of them live and work within the Forest of Dean District. This represents over half of the working population who are working and are living within the Forest of Dean District, but are out commuting to a place of work. The graph below represents the top 20 destinations for people working outside the district who are usually resident within the Forest of Dean district.

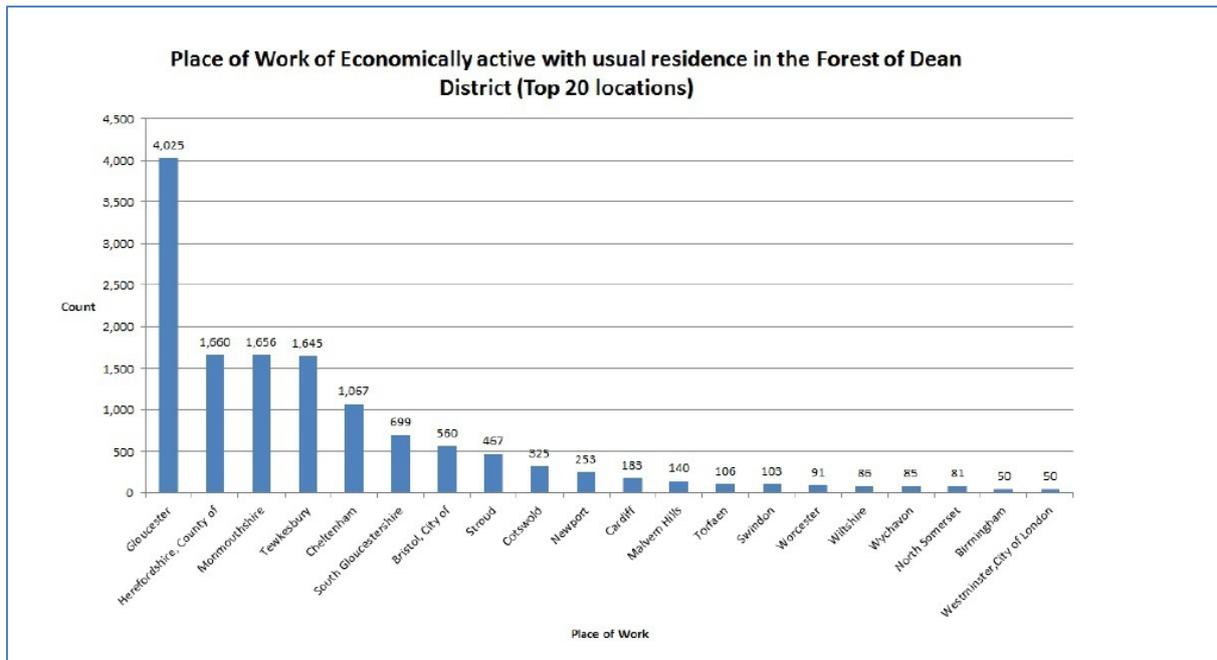


Figure 4: Out-commuting from Forest of Dean district residents as per 2011 census data

While the figures are nearly a decade old, it is unlikely that the out commuting will have decreased, and more likely it would have steadily tracked upwards with the increase in housing estates, particularly around Sedbury, Tutshill, Lydney and Newent. This will be verified at the time of the next census in 2021.

## 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.

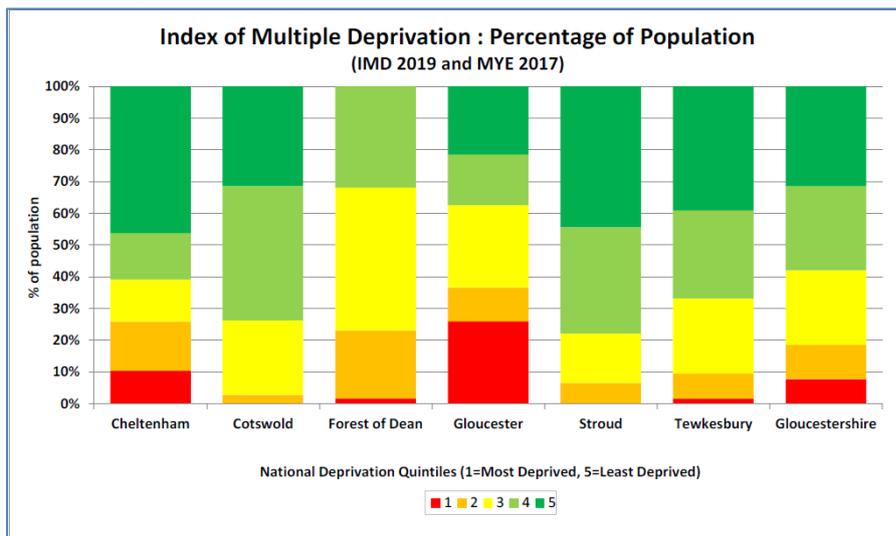


Figure 5: Multiple indexes of deprivation for districts of Gloucestershire, 2019

Source: Inform Gloucestershire: 2020

There has been little shift in the relative position of deprived neighbourhoods within Gloucestershire, which have reduced from 13 to 12 over the 5 years from 2015-2019. These include one neighbourhood in the Forest of Dean district which is Cinderford West. Forest of Dean is above the national average for deprivation, but nor is it within the 40% most deprived districts. Forest of Dean is the only district in Gloucestershire to experience a higher overall deprivation ranking than five year previous. The table below displays the settlements most implicated in this trend:

	LSOA NAME	LA NAME	Change in Rank from 2015	Percent Change in Rank from 2015	National Quintile 2019
Moving the wrong way (relatively)	COLEFORD 4	Forest of Dean	4906	14.9	2
	NEWNHAM 1	Forest of Dean	3528	10.7	2
	MATSON AND ROBINSWOOD 7	Gloucester	3139	9.6	2
	MATSON AND ROBINSWOOD 2	Gloucester	2999	9.1	1
	CAINSCROSS 4	Stroud	2460	7.5	2
	NEWNHAM 2	Forest of Dean	2299	7.0	2
	COLEFORD 2	Forest of Dean	2046	6.2	2
	MATSON AND ROBINSWOOD 4	Gloucester	1958	6.0	1
	CINDERFORD WEST 1	Forest of Dean	1811	5.5	1

Table 5: Lower Super Output areas (LSOA) with declining multiple deprivation indexes in Gloucestershire  
Source: Inform Gloucestershire: 2020

The following table further described the settlements with increasing deprivation, with some analysis of how this has occurred.

<b>Coleford 4</b>	Coleford 4 neighbourhood has moved up 4,906 ranks in overall deprivation which equates to a 14.9% change in rank from 2015 and has moved into Quintile 2 (20-40% highest deprived nationally). Coleford 4 has climbed the most places out of the 373 neighbourhoods in Gloucestershire.	This neighbourhood ranks in the top 10% most deprived nationally for Education, Skills and Training Deprivation which is further split into two sub-domains, one for adults and one for children. The children and young people sub domain ranks Coleford 4 at 532nd in England which means it is in the top 2% most deprived 37 – this neighbourhood has risen over 12,000 ranks in this sub-domain since 2015. Adult Skills sub-domain ranks Coleford 4 in the top 20% nationally most deprived. Income deprivation is also an issue for this neighbourhood where it ranks in the top 20% most deprived nationally. The separate index – Income Deprivation Affecting Children Index (IDACI) – places this neighbourhood inside the top 10% most deprived. This neighbourhood has a much lower rank for IDAOPI (Income Deprivation Affecting Older People) meaning that households with children in this neighbourhood experience more relative deprivation than households without children.
<b>Newnham 1</b>	Risen 3,528 ranks in overall deprivation (10.7%) since 2015 and has moved into Quintile 2 (20-40% most deprived nationally).	With the exceptions of the Health Deprivation and Disability domain and IDAOPI, where Newnham 1 experienced marginal relative declines in deprivation, this neighbourhood has seen more relative increases in rank for deprivation across all remaining domains and sub-domains which would go some way to explaining the rise in rank for overall deprivation. Newnham 1 is in the top 10% for Living Environment domain and in particular, the Indoors sub-domain national rank 38, where this neighbourhood is inside the top 4% most deprived nationally.

<b>Newnham 2</b>	Risen 2,299 ranks in overall deprivation (7%) since 2015 and has moved into Quintile 2 (20-40% most deprived nationally).	This neighbourhood is in the top 20% most deprived nationally for Employment deprivation and similar to Newnham 1 this neighbourhood ranks highly deprived for Indoors sub-domain (houses in poor condition) for it to now feature in the top 20% most deprived nationally.
<b>Coleford 2</b>	Moved up 2,046 ranks in overall deprivation which equates to a 6.2% change in rank from 2015 and has moved into Quintile 2 (20-40% most deprived nationally).	This neighbourhood is in the top 20% most deprived nationally for the Education, Skills and Training domain. The sub-domains for Children and Adults indicate education, skills and training are more of an issue for children and young people than adults due to the Children and Young People sub-domain being in the top 10% highest deprived nationally for Coleford 2 with the rank rise of 3,958 since 2015.
<b>Cinderford West 1</b>	Moved up 1,811 ranks in overall deprivation which equates to a 5.5% change in rank from 2015 and remains in Quintile 1 (0-20% most deprived nationally).	This neighbourhood features in the top 10% most deprived nationally for three of the seven domains that make up the Index of Multiple Deprivation. These are: Income domain; Employment domain; Education, Skills and Training domain. Six out of the seven domains in this neighbourhood have experienced rank rises compared to 2015 ranks with the exception of the Crime domain which has fallen in rank by 10,296 moving into national quintile 3 for this domain.

*Table 5: Descriptions of LSOAs Forest of Dean district which have declining rankings in the Multiple deprivation index for 2018/19*

Source: [https://inform.gloucestershire.gov.uk/media/2094524/gloucestershire\\_deprivation\\_2019\\_v13.pdf](https://inform.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf)

## Progress of the Local Plan

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	Adopted on the 28 June 2018
Coleford Neighbourhood Plan	Made 1 October 2018
Cinderford Area Action Plan	Adopted February 2012
Lydney Neighbourhood Plan	Made 1 March 2016
Longhope Neighbourhood Plan	Made 1 March 2018
Berry Hill, Christchurch and Edge End Neighbourhood Development Plan	Made 1 March 2018

Table 6: Status of Local development framework for Forest of Dean district as per 2018/19.

Alvington, Dymock, Mitcheldean, Newent and Pillowell were all designated either before or during the 2018/19 period, and subsequently the Mitcheldean Neighbourhood Plan has been made.

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, and published in abridged form on Council's website.

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		

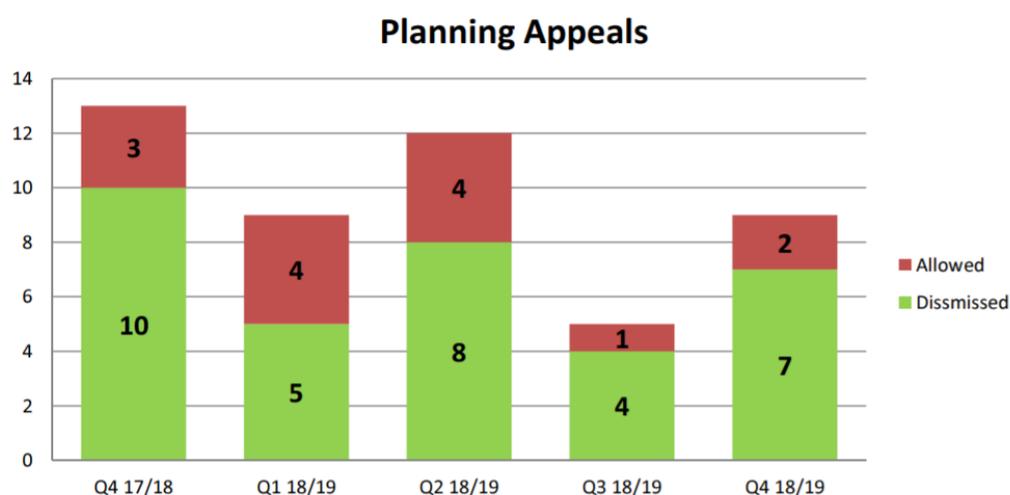
Table 7: Indicative timeline for new Forest of Dean District Local Plan

## Summary of planning activity and performance

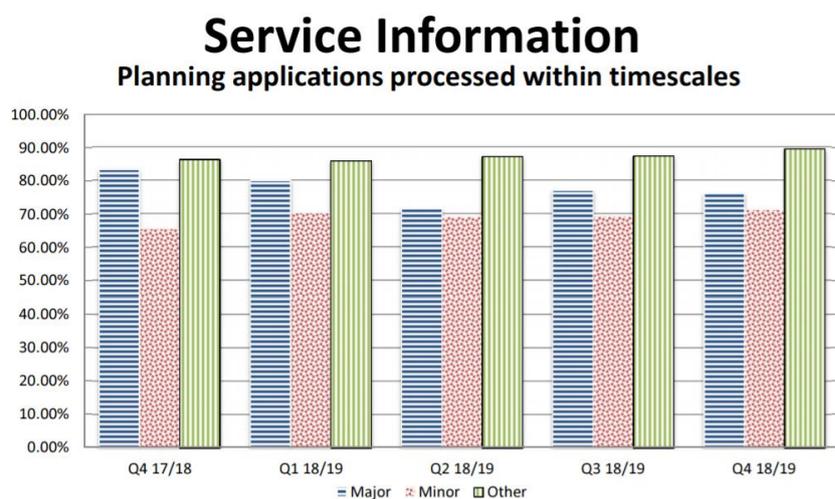
In 2018/19, 226 applications for full and outline planning permissions were determined by the Forest of Dean district planning department (excluding applications which were withdrawn). This figure does not include household applications for changes and renovations to existing dwellings.

Of these, 50 were refused and 176 were granted consent, which represents a **22.12% refusal rate** across the twelve months.

Of the 35 appeals lodged against planning decisions in the Forest of Dean district which were determined in 2018/19, 11 were allowed and 24 were dismissed. This represents 68.57% of planning decisions being upheld. The following table breaks this down into quarters:



Processing times for planning applications is depicted in the graph below:



Source: Quarterly performance reports for Forest of Dean district council, Q4 to March 2019  
<http://meetings.fdean.gov.uk/documents/g2879/Public%20reports%20pack%2004th-Jul-2019%2017.30%20Cabinet.pdf?T=10>

## 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.

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).

All other Development Plan documents must conform to the Core Strategy. 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 an equally important part of the Local Development Framework, it does not provide such a good monitoring framework. 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 for the different localities of the district. There is a dedicated section on the Allocations Plan.

## 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 policy objectives, it is necessary to break the vision down into relevant 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 this?
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	<p>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.</p> <ul style="list-style-type: none"> <li>• <b>CSP.1 Design and environmental protection</b></li> <li>• <b>CSP.2 Climate change</b></li> <li>• <b>CSP.4 Development at settlements</b></li> </ul>
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	<p>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.</p> <ul style="list-style-type: none"> <li>• <b>CSP.4 Development at settlements</b></li> <li>• <b>CSP.7 Economy</b></li> </ul>
Providing homes including affordable homes- to meet the housing needs of the community	<p>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 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><b>CSP.5 Housing</b> provides more detail on housing delivery and implementation, and measures for tracking how we are performing against these policy targets.</p>

<p>Facilitate regeneration- to support a stronger more sustainable economy in a better-quality environment</p>	<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 district's assets.</p> <ul style="list-style-type: none"> <li>• <b>CSP.4 Development at settlements</b></li> <li>• <b>CSP.5 Economy</b></li> <li>• <b>CSP.8 Retention of community facilities</b></li> <li>• <b>CSP.9 Recreational and amenity land</b></li> <li>• <b>Cinderford Northern Quarter Area Action Plan</b></li> </ul>
<p>Creating safer communities with better facilities</p>	<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> <ul style="list-style-type: none"> <li>• <b>CSP.4 Development at settlements</b></li> <li>• <b>CSP.5 Economy</b></li> <li>• <b>CSP.8 Retention of community facilities</b></li> <li>• <b>CSP.9 Recreational and amenity land</b></li> </ul>

## 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 being located in the four market towns of Lydney, Cinderford, Coleford and Newent. In the relevant reporting period, 50.15% of dwellings completed or under construction in the Forest of Dean district were located in these four towns (down from 77.44% in the preceding 12 month period).

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 2018/19, only 4 were located within the four market towns. This represents 5.6% 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 2018/19 reporting period, and that many change of use development does not require planning permission.

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 management:

- 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 table on page 15 provides a comparison the spread of dwellings completed and under construction across the district in the 2018/ 2019 and financial year as compared with the 2017/18.

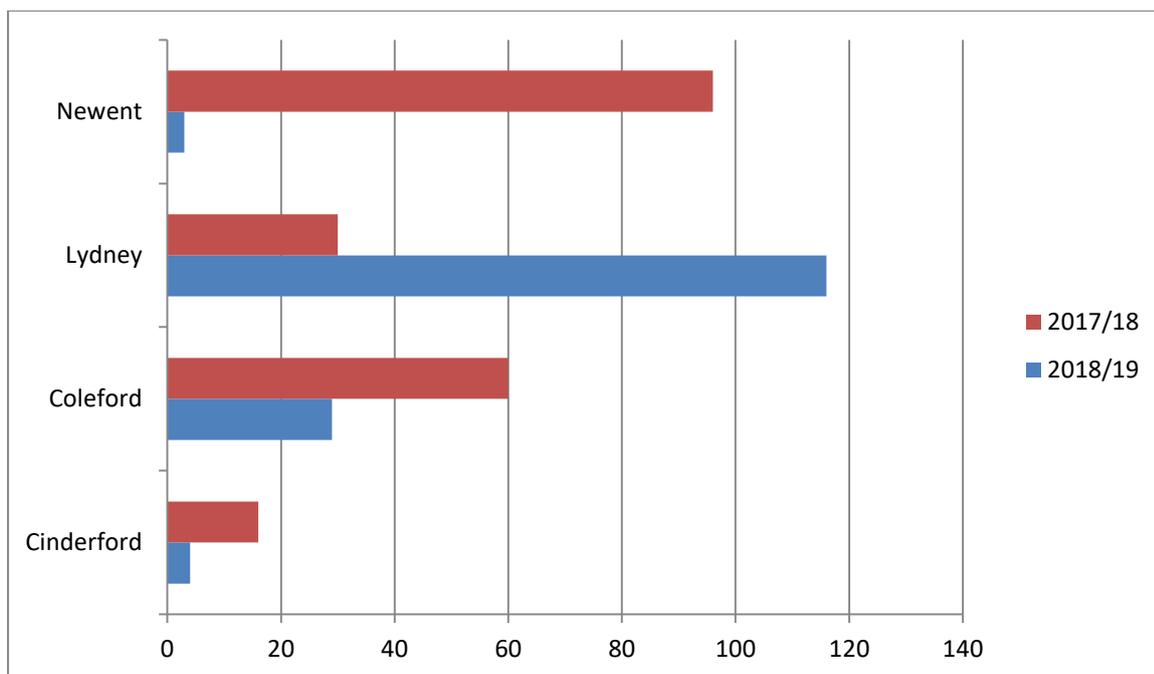


Figure 6: Comparative housing delivery across four main market towns in Forest of Dean district for 2017/18 and 2018/19 financial years.

Source: Forest of Dean district housing data (Local Plans) 2019.

The graph above shows the geographical spread of new dwellings completed in both the 2017/18 and 2018/19 financial years. Newent has had a big drop over the 12 month period, whereas Lydney has had a big increase, which is consistent with the timing of the release of major development sites.

Cinderford however, has consistently under delivered over two years for its size and population, which highlights the issues with bringing forward housing supply in this location.

The table on the following page illustrates the geographical spread of new housing over the remaining parishes of the district over the same two year period. The most notable result is a sharp rise in housing delivery in the parish of Tidenham, which is consistent with the excitement in the housing market over the lifting of the tolls on the Severn bridge, causing a spike in demand for new houses in Sedbury and Tutshill, and Chepstow in neighbouring Monmouthshire.

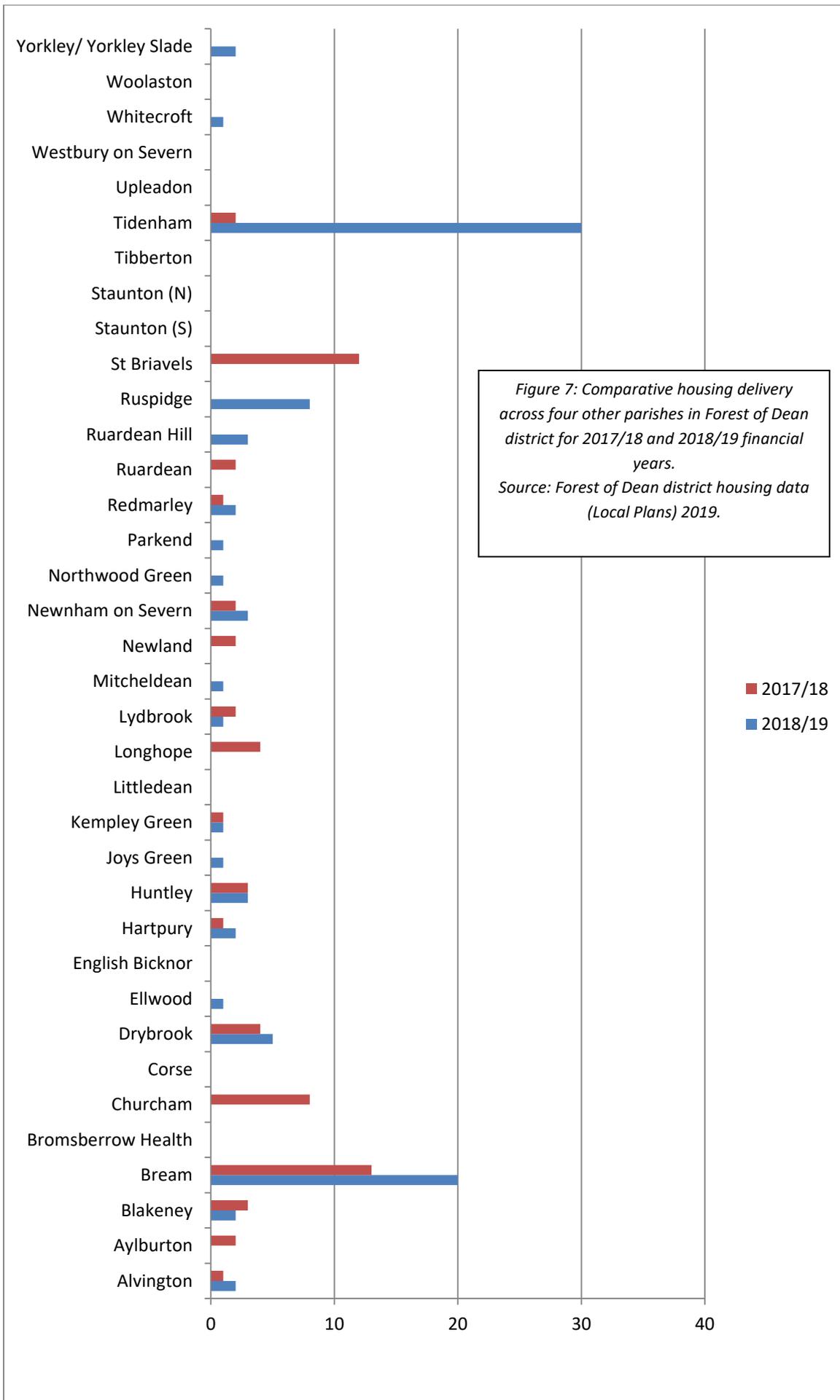


Figure 7: Comparative housing delivery across four other parishes in Forest of Dean district for 2017/18 and 2018/19 financial years.  
 Source: Forest of Dean district housing data (Local Plans) 2019.

■ 2017/18  
 ■ 2018/19

## Policy CSP.1 Design and environmental protection

Implementation	Monitoring method
All developers and local authority	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 2018/2019 financial year, when this policy was referred to **100% 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 2018/2019 financial year:

Protected sites (including historic and natural sites)	<p>This is largely achieved through the referral process. Listed sites and development within conservation areas are referred to Council's conservation advisor.</p> <p>There were two appeal outcomes which were dismissed due to impact on conservation areas: these were a site at Kings End House, Drury Lane, Redmarley (P0889/17/FUL) and Land opposite Beauchamp Arms Inn in Dymock (P1708/17/FUL).</p> <p>Other protected sites such as Special Areas of Conservation (SACs) and Sites of Special Scientific Interest (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>
Areas of Outstanding Natural Beauty (AONB)	<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- however their content covers 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.</p>
Areas of flood risk	<p>Flood risk is considered through the development management process. Depending on the scale of the development, applications are referred to the Gloucestershire County Council as the Lead Local Flood Authority (LLFA)(for development over 10 houses) or Council's own flood risk engineers. The recent severe flooding in the Forest has proved that there are a considerable number of properties at risk of flooding due to a prolonged period of wet weather and that number is expected to rise. However, since the writing of 2017/18 annual monitoring report, where applicable due to topography or ground conditions, consented major developments will have a planning condition attached that will state that a developer is responsible for managing surface and groundwater during the construction phase. This is a positive step forward (pers comm: L King 2020).</p> <p>This is discussed further in the Climate change section.</p>
Areas of land	Development proposals on brownfield sites and contaminated land are referred to Council's

contamination	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	During the second quarter of 2018/19, the cumulative rate of 57.55% the percentage of the total household waste reused, recycled and composted is below the target of 60%. This compares unfavourably to the approximately 63% of waste in the district was recycled, reused or composted in the 2017/18 financial year. It is unclear if planning policy has any influence on this.  Ref: <a href="https://www.fdean.gov.uk/media/6278/report-q2-18-19andannex-combined.pdf">https://www.fdean.gov.uk/media/6278/report-q2-18-19andannex-combined.pdf</a>
Pollution mitigation and management	Air quality across the Forest of Dean District remains very good; with measured levels of nitrogen dioxide (NO <sub>2</sub> ) generally well within national limits. There is one Air Quality Management Area (AQMA) in the District which is in Lydney and was declared in July 2010. It was identified that traffic congestion (at the T junction between the High Street and the Bream Road) was the most likely cause of the nitrogen dioxide (NO <sub>2</sub> ) levels which exceeded the national air quality objectives at the time the AQMA was declared. With the exception of our AQMA, in Lydney High Street, the diffusion tube survey results were marginally lower (about 1 ug <sub>m</sub> -3) than those recorded last year. Within the AQMA, the results were very slightly higher than last year, but still below the national air quality objective of 40 ug <sub>m</sub> -3. These monitoring points were the only sites with nitrogen dioxide levels within 10 per cent of the annual average air quality objective (i.e. above 36ug <sub>m</sub> -3).  Within Forest of Dean District Council's administrative area there are no point sources of pollution that give rise to concern in respect of air quality. No new or significantly changed sources have been identified within the district. All proposed residential and industrial developments are considered with regard to their potential to increase traffic pollution in the AQMA and other areas. However, the area encompassing properties either side of the A48, between the roundabout with the A466 to the west and extending east just beyond the junction with the B4293 at Hardwick Terrace, is included in the Chepstow Air Quality Management Area (AQMA). While this area lies outside the district in neighbouring Monmouthshire, any development within the Tutshill/ Sedbury area should be aware of its potential traffic impacts on this problem area which may compound declining air quality in this AQMA.  <a href="https://www.fdean.gov.uk/media/6073/forest-asr-report-2018-final.pdf">https://www.fdean.gov.uk/media/6073/forest-asr-report-2018-final.pdf</a>

### Comments

Generally, the policy is called up in relation to the design aspects of the developments. The policy only provides generic design principles to assist in the assessment of development proposals; however it 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 means that design considerations are not always given the weighting they deserve, particularly in relation to new housing estates, when considered against the very pressing drivers of housing delivery against 5 year land supply. This may be because without clear and prescriptive guidance on design, refusal of new housing on design grounds may not always hold up at appeal. Whilst 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 over a large scale.

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 work is underway, but throughout the 2018/19 the new design guidelines were still in draft form.

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. There are various projects in development which when completed will greatly assist the bench-marking and monitoring of ecological values and wildlife populations across the county, including key sites in the Forest of Dean district.

For example, Gloucestershire Local Nature Partnership (GLNP) has embarked on a pilot scheme called the Nature Recovery Network, in which they will attempt to deliver on the following statement from the UK government's 25 year environment plan (25 YEP): *"We will explore the ways in which new data, tools and strategies can support development that brings wider environmental improvement, including linking with fresh initiatives, such as the Nature Recovery Network into the planning system"*. The GLNP is also developing a draft strategic framework for Green Infrastructure (GI) across the county of Gloucestershire. However, this body of work is still in draft form and was not available to direct development outcomes during the 2018/19 financial year.

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	Monitoring method
Developers	Development proposals evaluated against a checklist of measures

In 2018/19, this policy was referred to in planning reports for full, outline and change of use development applications **70%** of the time.

Both adaptation and mitigation strategies must be considered when it comes to factoring climate change into decision making. This is acknowledged by the CSP.2 Climate change policy of the Core Strategy. It is referred to in planning reports for full applications 70.35% of the time. 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"> <li>• Rainwater harvesting and greywater reuse</li> <li>• Sustainable drainage systems (SuDS)</li> <li>• Managing flood risk</li> </ul>	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, and these are currently being updated for the next Local Plan.  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.
2. Heating and cooling, including: <ul style="list-style-type: none"> <li>• Passive solar gain;</li> <li>• Orientation of buildings.</li> </ul>	The integration of passive solar design into new development, at the building and street layout levels appears to be relatively underutilised.
3. Biodiversity, including: <ul style="list-style-type: none"> <li>• Green infrastructure;</li> <li>• Biodiversity enhancements;</li> <li>• Habitat protection.</li> </ul>	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. Development permissions generally protect 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.

### 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 2018/19 period, including:

- A maintenance programme for Grills and watercourses is being introduced.
- Newent Flood Alleviation Scheme was completed and Maintenance Schedule put in place.
- Dredging work was undertaken at Milkwall Cycle Track and detailed design drawings were produced for replacement grill and access steps. (Installed Dec 2019)
- Further investigative work was undertaken to better understand the surface water drainage and flood mechanism at Cookson Terrace, Lydney.

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. 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.

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 in particular, 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 parts of the district being a “dormitory district” which is reliant on employment outside of the district.

The Forest of Dean District Council declared a ‘Climate Emergency’ in December 2018. The declaration essentially provides the context and objectives in regards to the Climate Emergency. These objectives include the following:

1. Make the Forest of Dean District Council carbon neutral by 2030;
2. Make the Forest of Dean District carbon neutral by 2030;
3. Work with partners across the district, county and region to help deliver carbon neutrality through all relevant strategies and plans;
4. Call on the Government and other relevant organisations and partners to provide the powers, resources and funding to successfully meet the 2030 target.

The Council has recently released a [Rapid Action Plan](#) (RAP) to meet these goals. This plan includes a reference to the new Local Plan, which it hopes will "set development standards in relation to new development" that "Sets out strategic carbon neutral development plan". These aspirations will be further reflected in Council's new corporate plan. Therefore it is important to reflect this clear priority in the development of the new Local Plan.

*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	Monitoring method
Developers	Percentage achieved measured against policy requirements. Other contributions from smaller developments monitored and recorded.

In 2018/19, CSP.3 was referred to in planning reports for full, outline and change of use development applications **41.59%** of the time.

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 aimed to consolidate these standards into the building regulations. This also superseded the 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 2018/19 period, the following larger scale energy developments were approved:

Application reference	Development	Address
P1834/18/FUL	Change of use of land for the installation of 40 solar panels in an agricultural field adjacent to Ninnage Lodge.	Ninnage Lodge, Crowgate Lane, Westbury On Severn
P1778/18/FUL	Installation of a 23.8m wind turbine (31.6m to blade tip) and associated infrastructure.	Castle Fruit Farm, Castle Tump, Newent

The first was permitted and the second was refused.

In 2019 third quarter (Q3), all districts, apart from Gloucester, had higher CO2 emissions per dwelling than England, with Cotswold having the highest out of the Gloucestershire districts. Forest of Dean District has reduced its carbon dioxide emissions per dwelling significantly since 2018 (Q3) though they are still high compared to most of its county-wide counterparts, with the exception of the Cotswolds, as illustrated in the table and figure below:

	Average Carbon Dioxide Emissions (tonnes pa) per dwelling	
	2018 Q3	2019 Q3
Cheltenham	3.53	3.64

Cotswold	4.62	5.05
<b>Forest of Dean</b>	<b>5.32</b>	<b>4.75</b>
Gloucester	3.18	3.10
Stroud	4.49	4.03
Tewkesbury	3.36	3.93
England	3.66	3.49

Table 8: Average Carbon Dioxide Emissions (tonnes pa) per dwelling  
Source: Gloucestershire County Council, 2019

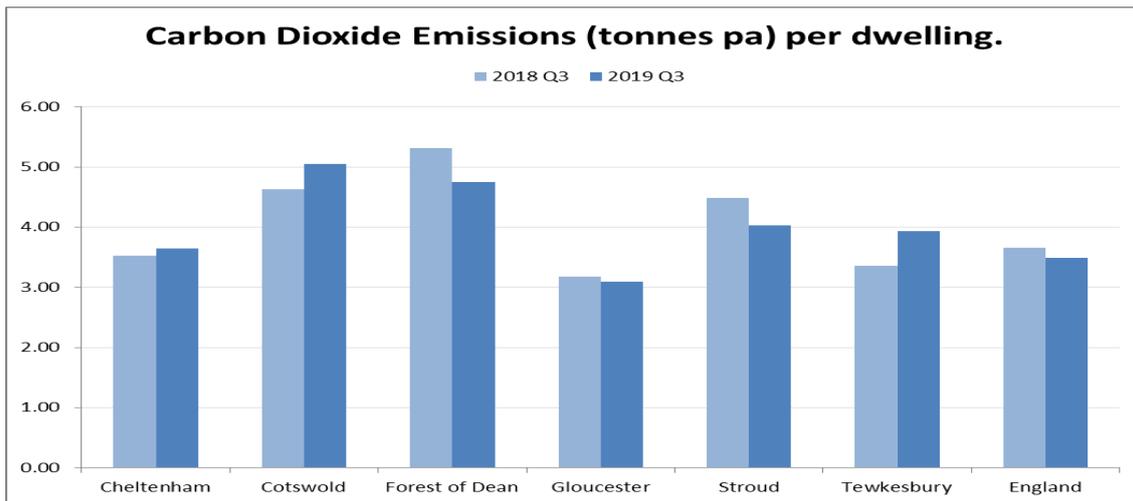


Figure 8: Average Carbon Dioxide Emissions (tonnes pa) per dwelling  
Source: Gloucestershire County Council, 2019

The energy use of dwellings across the county varies considerably in each district. In 2019 Q3, all districts, apart from Gloucester, had higher CO2 emissions per dwelling than England, with Cotswold having the highest out of the Gloucestershire districts. Consistent with its profile of carbon dioxide emissions per dwelling, Forest of Dean District has reduced its carbon dioxide emissions per dwelling significantly since 2018 Q3, though they are still high compared to most of its county-wide counterparts, with the exception of the Cotswolds, as illustrated in the table and figure below:

	Average Carbon Dioxide Emissions (tonnes pa) per dwelling	
	2018 Q3	2019 Q3
Cheltenham	3.53	3.64
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Gloucester	3.18	3.10
Stroud	4.49	4.03
Tewkesbury	3.36	3.93
England	3.66	3.49

Table 9: Average Carbon Dioxide Emissions (tonnes pa) per dwelling  
Source: Gloucestershire County Council, 2019

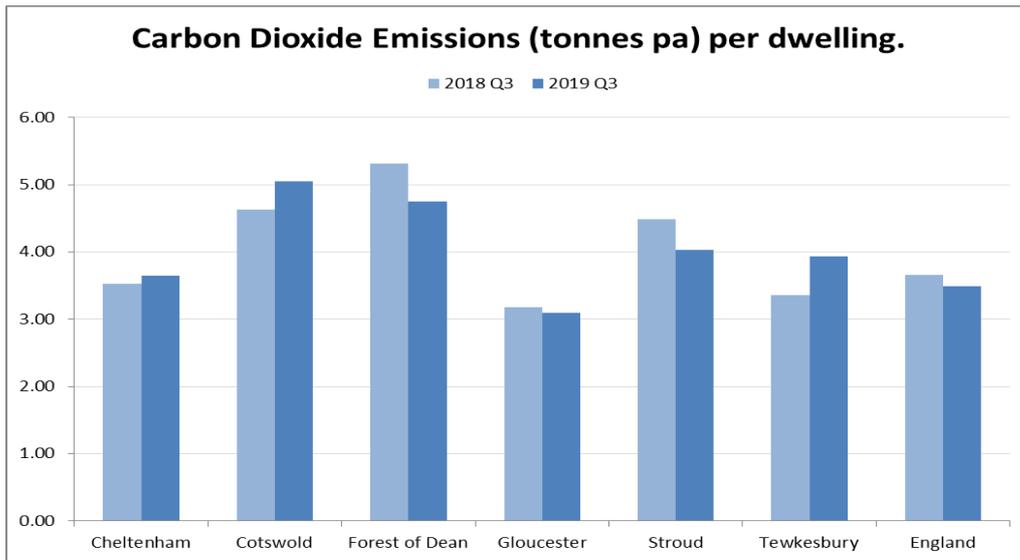


Figure 9: Average Carbon Dioxide Emissions (tonnes pa) per dwelling  
Source: Gloucestershire County Council, 2019

### Comments

These figures indicate that the CO<sub>2</sub> emissions per dwelling in the Forest of Dean district are significantly higher than both Gloucestershire and England’s average, despite marked reductions since one year previous. 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, there was an intention to integrate these targets 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 are now not within the policy frameworks, clearer design guidelines could assist with the orientation of streets and buildings at the application stage. There is an opportunity for the emerging Local Plan to respond to reinstate this original policy.

Whilst development management 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	Monitoring method
Developers and local authority; Public agencies providing finance; Utility companies; and Service providers.	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.

In 2018/19, CSP.4 was referred to in planning reports for full, outline and change of use development applications **80%** of the time.

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:

	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	TOTAL
Net housing completions	205	405	310	118	228	265	230	343	372	303	247	256	270	<b>3552</b>
Net housing completions on small sites	114	167	114	43	43	82	86	75	86	69	82	69	101	<b>1131</b>

Table 10: Net housing completions from 2006-2019

Source: Forest of Dean District Council housing data (Local Plans) 2019

This short fall is generally due to lack of market demand. 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 2019 is 738.

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

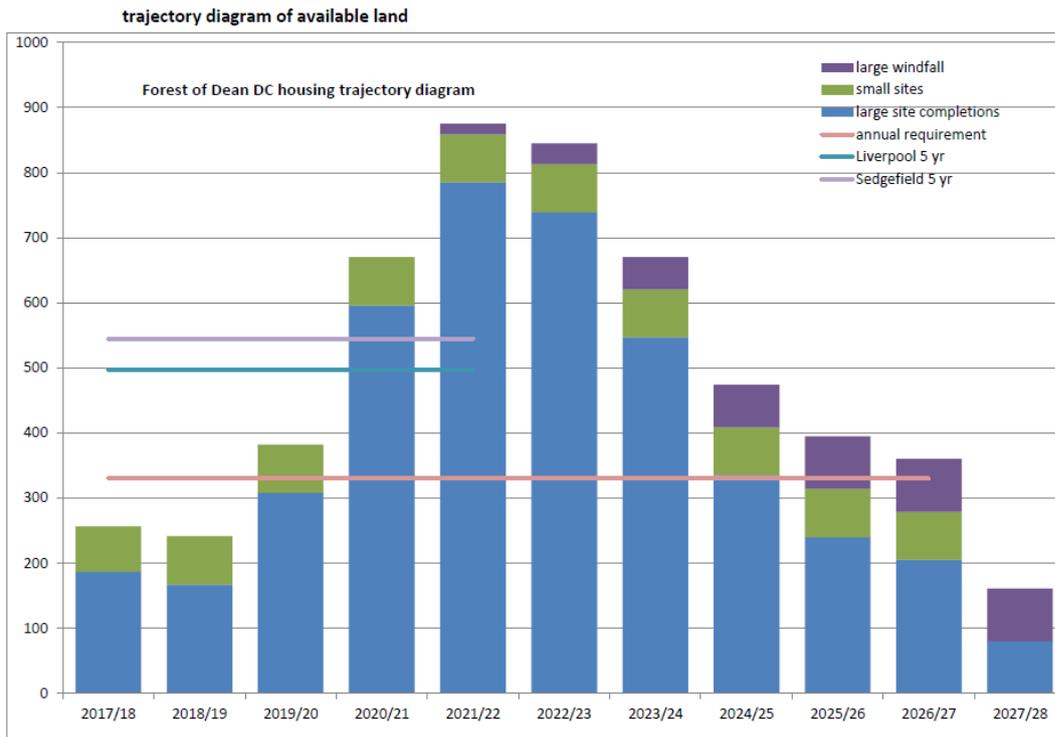


Figure 10: Forest of Dean district housing trajectory 2018.  
 Source: Forest of Dean District Council housing data (Local Plans) 2018

For the majority of new dwellings in the 2018/19 period, the Local Development Framework has been successful in containing new growth within the defined settlement boundary. However, this is over double the amount which was built outside the settlement boundary the year before. 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 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 (it was adopted in June 2018, so partway through this monitoring period), but was still used as a reference point for development management.

Town	Completed & under construction in 2018/2019	Outstanding
Lydney	116 completions	1068
37% of housing	94 under construction	

Cinderford- 20% of housing	4 completions 10 under construction	235
Coleford- 13% of housing	29 completions 110 under constructions	110
Newent 7% of housing	3 completions 46 under constructions	116
TOTAL	152 completions 164 under construction	1529

Other villages -23%	287 completions 343 under construction	2255
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Tables 11: Housing targets, completion and outstanding balance for four main towns of Forest of Dean district for 2018/19

Table 12: Housing targets, completion and outstanding balance for other villages of Forest of Dean district for 2018/19

Source: Forest of Dean District Council housing data (Local Plans) 2019

These figures reveal that during the total 2018/19 financial year:

- In total, **2,255 dwellings are outstanding** over the Plan period, partially from this reporting period but predominantly compounded from previous years. This is up from 1,370 the preceding year;
- **67.08%** of this outstanding figure is from within the four market towns of Lydney, Coleford, Cinderford and Newent, and in the other villages, compared with 57.88% (market towns) and 42.12% (villages) last year.
- **287 gross dwellings** were completed in this 12 month period;
- **270 net dwellings** were completed in this 12 month period, compared to 255 last year;
- Of these **47.03% were in the villages collectively** and **52.97% were in the four market towns** (down from 18.4% in villages and 81.6% in market towns the previous year);
- **343 dwellings were under construction** in this period (up from 121 in the previous year);
- Of these **52.18%** were in the villages and **47.82%** were in the four market towns;
- In total, a further **44 (gross) were completed outside of the defined settlement boundary** in 2018/19. This represents a total of **15.33% of dwelling houses** in Forest of Dean district are built outside defined settlement boundaries in this period, up markedly from **6.6% in the previous year**.
- **240 (gross) were permitted** in 2018/19.

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 previously developed for number of new dwellings permitted in 2018/19.

	Previously developed land		Greenfield		Overall Total	
	NET	GROSS	NET	GROSS	NET	GROSS
<b>1<sup>st</sup> Quarter (April to June)</b>	14	17	28	28	42	45
<b>2<sup>nd</sup> Quarter (July to Sept)</b>	15	18	17	17	32	35
<b>3<sup>rd</sup> Quarter (Oct to Dec)</b>	17	18	26	26	43	44
<b>4<sup>th</sup> Quarter (Jan to March)</b>	58	68	95	95	153	163
<b>Cumulative Total</b>	104	121	166	166	270	287

*Table 13: Breakdown of housing delivery by quarter over Greenfield and previously developed land for Forest of Dean District for 2018/19*

*Source: Forest of Dean District Council housing data (Local Plans) 2019*

## Policy CSP.5 Housing

Implementation	Monitoring method
Developers and registered social landlords (RSLs)	Distribution and number of dwellings completed; Affordable dwellings completed; Number of affordable houses delivered against potential number that policy could allow; Approximate mix between settlements; Percentage of new house building on previously developed land and measurement of density. To be used for assessing overall provision, distribution, type, tenure and for relating the number of completed dwellings against employment land/ employment.

In 2018/19, CSP.5 was referred to in planning reports for full, outline and change of use development applications **56%** of the time.

In the Forest of Dean district, there was the following development activity as of the end of the financial year 2018/2019:

Gross Completions	287
Net Completions	270
Gross not Started	2255
Gross under construction	343
Gross for Outstanding and U/C	2598

*Source: Forest of Dean District Council housing data (Local Plans) 2019*

In 2018/19, further 240 new dwellings (gross) and 220 new dwellings (net) were permitted in the district (source: Forest of Dean district council internal development applications database, 2019).

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

- 40% affordable housing contribution on housing developments of 5 or more dwellings in designated rural areas and on sites of 10 or more dwellings in the rest of the district;
- Average development density of 30 dwellings per ha;
- Tenure mix 70:30 in favour of rented accommodation sought;
- Total of up to 70 affordable dwellings district wide per year;

The following graphs illustrate the housing delivery in Forest of Dean compared to the other districts within the county for the 2018/19 year:

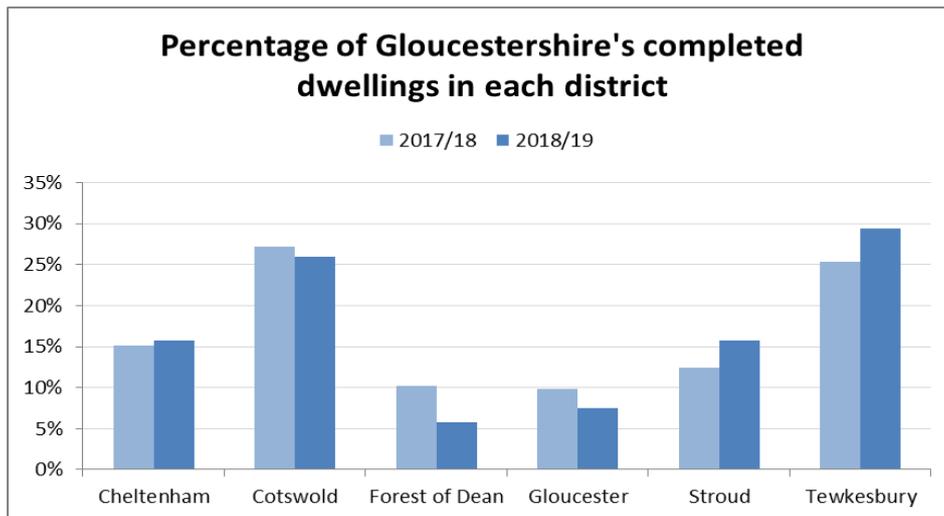


Figure 11: Percentage of Gloucestershire's completed dwellings in each district  
Source: Gloucestershire County Council, 2020

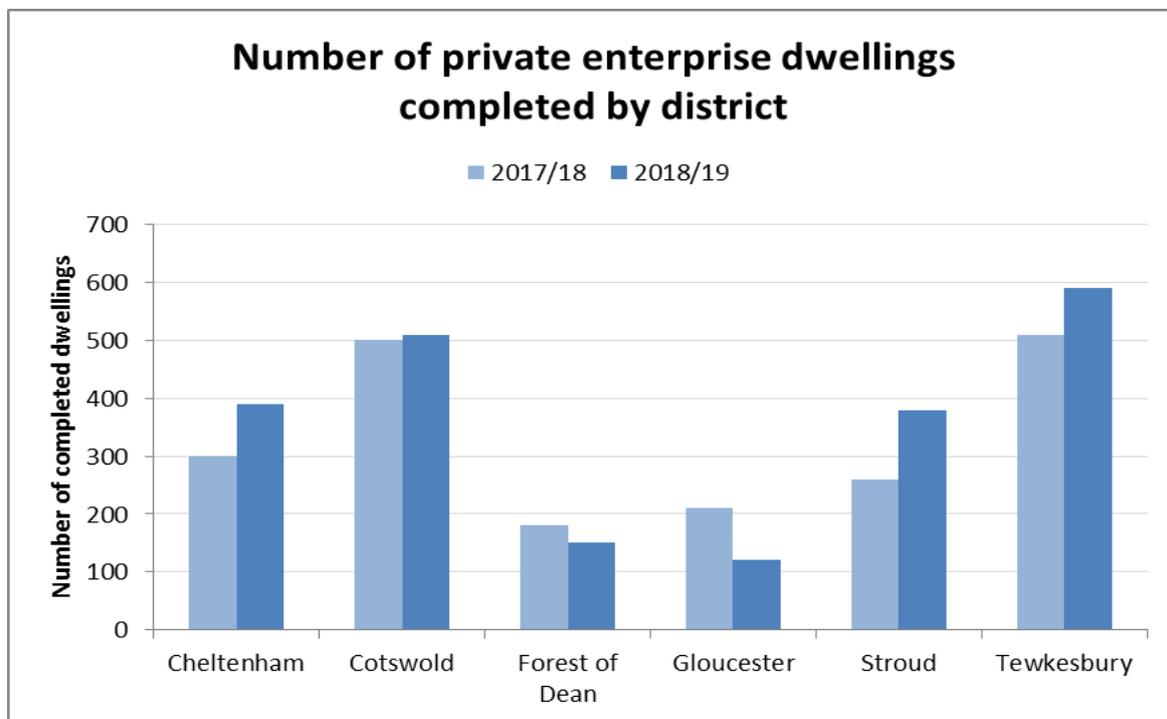


Figure 11: Number of private enterprise dwellings completed by district  
Source: Gloucestershire County Council, 2020  
<https://www.gov.uk/government/statistical-data-sets/live-tables-on-house-building>

Over this twelve month period, housing delivery in the Forest of Dean district was the lowest of all rural counties, and only higher than Gloucester city.

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:

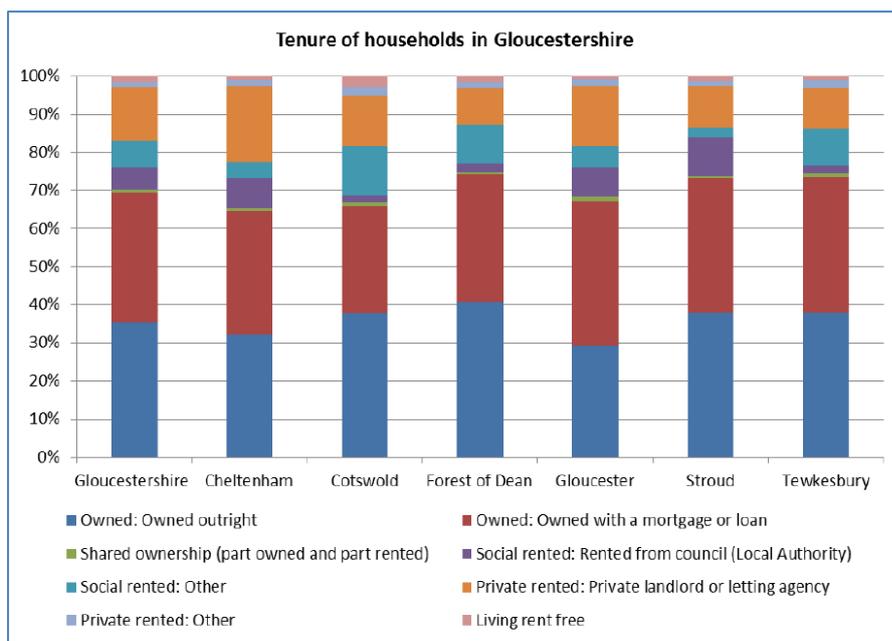


Figure 12: Tenure of households in Gloucestershire  
Source: Census data (2011) Office of National Statistics

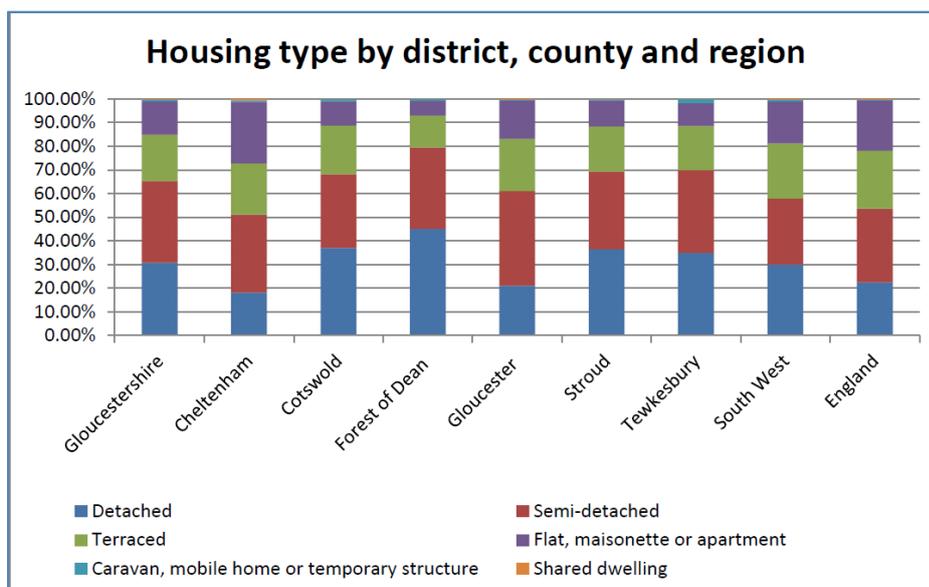


Figure 13: Housing type by district, county and region  
Source: Census data (2011) Office of National Statistics

The notable features of this data is that Forest of Dean District has the highest level of owner occupied housing (74.3%), ownership rates, 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.

Whilst there is a significant, identified housing need in the district, the number of rough sleepers continues to remain very low with only one recorded in 2018/19. Homelessness is still an issue albeit in low numbers compared to other districts, and tends to be in the form of staying with friends and relatives.

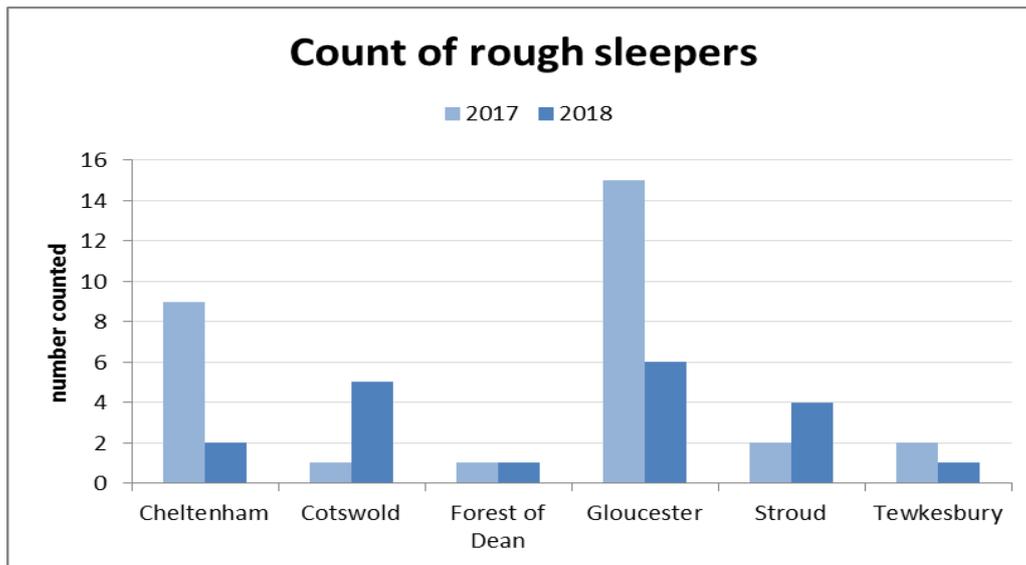


Figure 14: Count of rough sleepers for 2017 & 2018  
Source: Inform Gloucestershire, Gloucestershire County Council

Further to this, in the following assessment, Forest of Dean district ranked the highest in the county for deprived living environment. This indicates that, despite having a home, many people live in poor quality dwellings and areas.

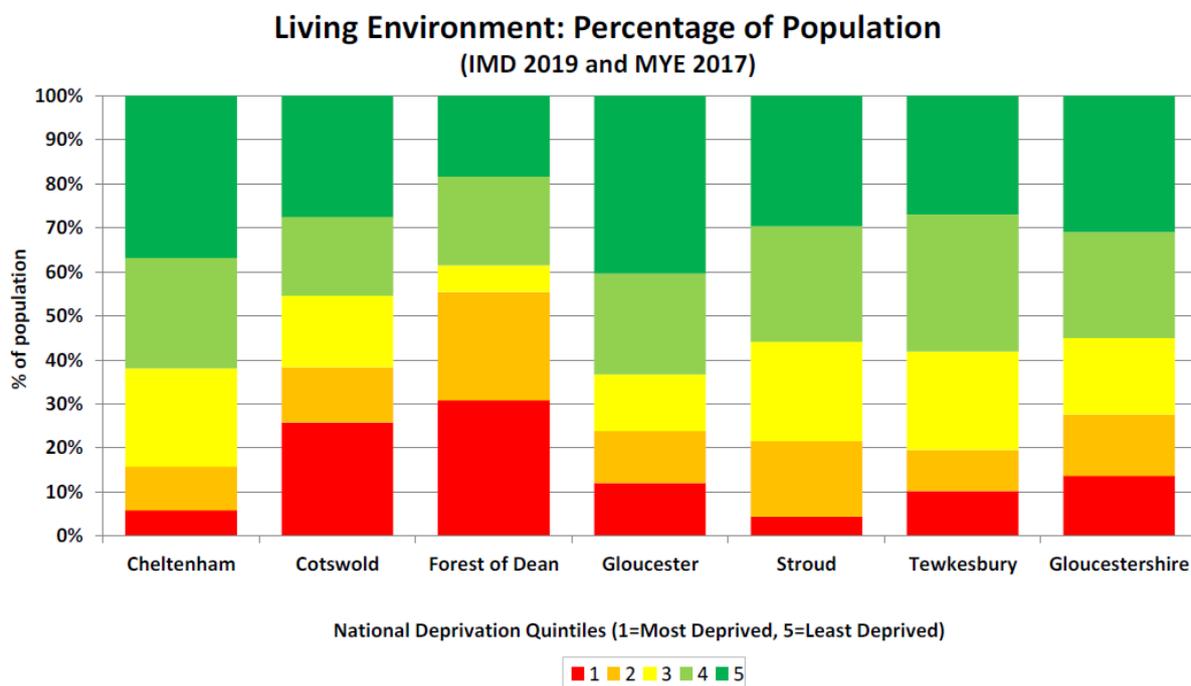


Figure 15: Living Environment: Percentage of Population for Gloucestershire  
Source: Inform Gloucestershire (Gloucestershire County Council) 2019  
[https://inform.gloucestershire.gov.uk/media/2094524/gloucestershire\\_deprivation\\_2019\\_v13.pdf](https://inform.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf)

## Affordable housing

Average house prices for the 2018/19 year for the district were as follows:

	Detached	Semi-detached	Terraced	Flat/ maisonette	Overall
2018/19	£335,283	£202,478	£175,248	£112,150	£255,867
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

Table 14: Average house prices for Forest of Dean district from 2015/16- 2018/19

Source: HM Land registry data

These figures illustrate that house prices in the Forest of Dean district are consistently tracking upwards. These house prices are beyond many local people's reach, thus the need to secure affordable housing as a portion of net housing development.

The NPPF defines affordable housing as Affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/ or is for essential local workers); and which complies with one or more of the following definitions:

- a) Affordable housing for rent;
- b) Starter homes;
- c) Discounted market sales housing;
- d) Other affordable routes to home ownership.

For the period 1 April 2018- 31 March 2019, 21 affordable homes were completed and a further 81 affordable houses were permitted in the Forest of Dean district. These new affordable homes were delivered in the following locations:

Parish	No of units
Coleford	9
Lydney	8
Newent	4
<b>Total</b>	<b>21</b>

Table 15: Delivery of affordable housing in Forest of Dean district by Parish

Source: Forest of Dean district housing data 2019

This figure is very low when compared with other Gloucestershire districts over the same period, and also low when compared with the preceding 12 month period when 100 affordable homes were completed over 8 parishes, as demonstrated by the graph below:

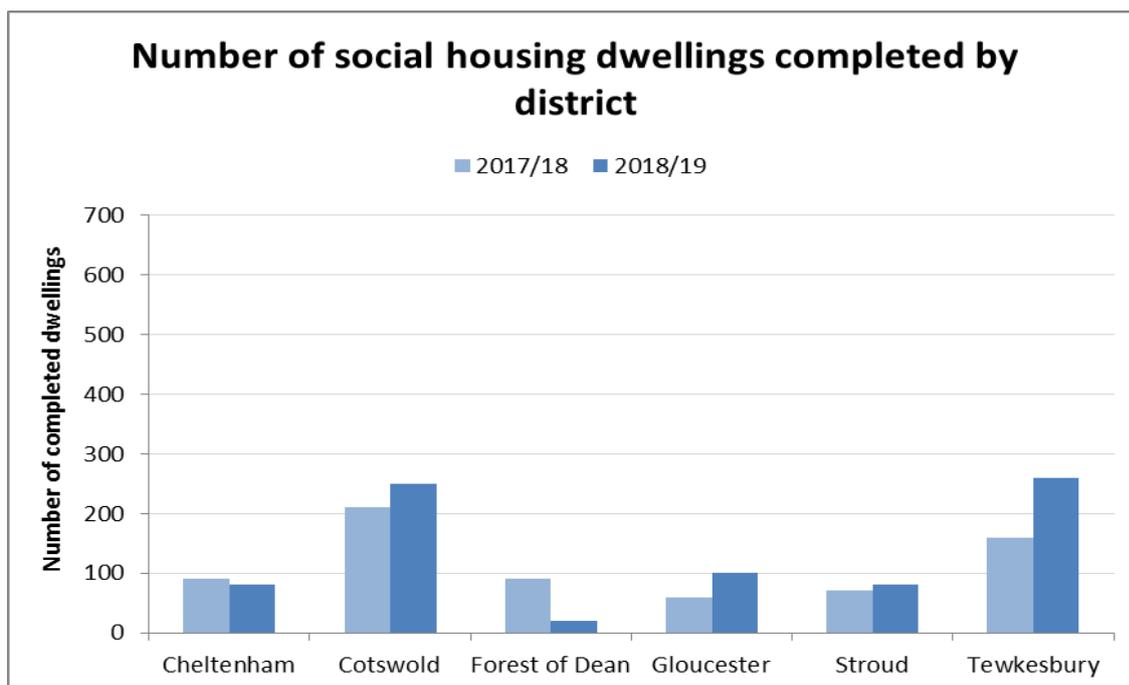


Figure 16: Number of social housing dwellings completed by district over 2017/18 & 2018/19

Source: Gloucestershire County Council 2019

<https://www.gov.uk/government/statistical-data-sets/live-tables-on-house-building>

During 2018/19, a further 81 affordable Housing units were permitted (based on Full or Reversed Matters), in the following locations:

Parish	Affordable Units permitted in 2017/18
Newent	34
Staunton	11
Tidenham	36
<b>Total</b>	<b>81</b>

Table 16: Affordable housing permitted in 2018/19 in Forest of Dean district by Parish

Source: Forest of Dean district housing data 2019

This figure is up from the previous year, when 65 affordable housing units were permitted.

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 2015. 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.

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 were currently over 2,500 people whose names are on the waiting list for affordable housing as at 1 April 2019.

New delivery is only one aspect of provision of affordable housing. Each year between 300-500 existing affordable homes spread right across the district will become available for relating as they become empty. 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	Hartpur
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 17: Housing need by Parish location.*

*Source: Forest of Dean District Council housing register. (2018)*

The ratio of affordable housing compared with market delivered is 21 affordable houses of the 287 net dwelling units completed for 2018/19. This represents 7.31% of the total new housing stock for the district was affordable homes, which are well below to the policy target of 40% on housing developments of 5 or more dwellings in designated rural areas and on sites of 10 or more dwellings in the rest of the district, or a target of approximately 70 affordable homes per year.

However, the proportion of affordable housing compared with market housing in 2018/19, in 240 gross permitted (220 net) with 81 of them affordable, resulting in a percentage of 36.81%, which is much closer to the policy target.

The housing mix of affordable dwellings is also important, as a range of tenures and sizes are required. In 2018/19, 14 rented and 7 shared ownership dwellings were delivered in the following formats:

1 bed	6
2 bed	8
3 bed	7
<b>Total</b>	<b>21</b>

*Table 19: Breakdown of housing type by # of bedrooms for 2018/19*

*Source: Forest of Dean district council housing data*

No grant subsidies were received from Homes England to deliver the affordable housing delivered in 2018/19, as opposed to grant subsidies of £977,500 received by Homes England in 2017/18.

It is noted that the above provides a snapshot of 2018/19 only, and that it is recognised that housing and particularly the delivery of affordable housing does not occur in a linear fashion and as such the effectiveness of planning policies and the delivery of affordable housing should just be considered within the context of a long time 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.

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

Implementation	Monitoring method
Developers; Potential occupiers; Public bodies.	Monitor permissions granted and development of sites against prevailing needs assessment.

In 2018/19, CSP.6 was referred to in planning reports for full, outline and change of use development applications **1.76%** of the time.

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 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 three development applications for new gypsy and traveller sites in the 2018/19 period, which were all refused. These are the following:

P0738/18/FUL	Change of use of land to two Gypsy/Traveller pitches comprising of 2x mobile homes, 2x touring caravans, 2x day rooms plus hardstanding and foul drainage. (Part Retrospective).	Land Adjacent The Old Railway Cutting, Hawthorne Hill, Oxenhall
P0725/18/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) (resubmission).	Travellers Pitch, Bulley, Churcham
P1143/18/FUL	Change of use of land to private Gypsy and traveller caravan site consisting of 3 pitches each containing; 1 mobile home; 1 touring caravan; car parking; children's play area. (Resubmission)	Land South of Straight Lane, Corse

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	Monitoring method
Developers; Local authority; and Public agencies	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.

In 2018/19, CSP.7 was referred to in planning reports for full, outline and change of use development applications **41%** of the time.

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.

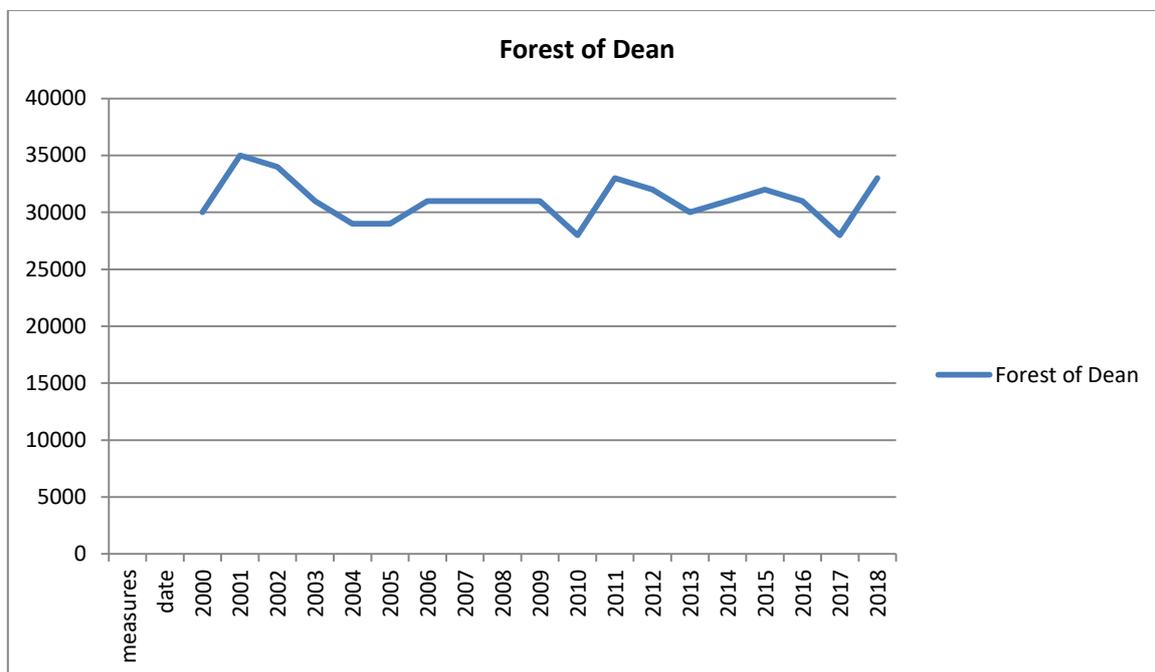


Figure 18: Total job numbers for the Forest of Dean District (2018)  
Source: NOMIS labour statistics 2018

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.

<b>Employment and unemployment (Oct 2018-Sep 2019)</b>				
	<b>Forest Of Dean (Numbers)</b>	<b>Forest Of Dean (%)</b>	<b>South West (%)</b>	<b>Great Britain (%)</b>
<b>All People</b>				
Economically Active†	44,700	86.4	82.0	78.9
In Employment†	43,300	83.5	79.2	75.7
Employees†	36,400	71.0	66.3	64.7
Self Employed†	6,600	11.9	12.7	10.8
Unemployed (Model-Based)§	1,500	3.3	3.3	3.9

Table 20: Breakdown of Economically active people in the Forest of Dean District (2018/19)

Source: NOMIS labour statistics 2018

## Key employment generators

The profile of the number of jobs per industry or sector up to 2018 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 21).

<b>Employee Jobs By Industry</b>	
B : Mining And Quarrying	30
C : Manufacturing	4,000
D : Electricity, Gas, Steam And Air Conditioning Supply	50
E : Water Supply; Sewerage, Waste Management And Remediation Activities	175
F : Construction	1,500
G : Wholesale And Retail Trade; Repair Of Motor Vehicles And Motorcycles	3,000
H : Transportation And Storage	1,250
I : Accommodation And Food Service Activities	1,750
J : Information And Communication	600
K : Financial And Insurance Activities	300
L : Real Estate Activities	500
M : Professional, Scientific And Technical Activities	1,250
N : Administrative And Support Service Activities	1,250
O : Public Administration And Defence; Compulsory Social Security	500
P : Education	2,500
Q : Human Health And Social Work Activities	3,500
R : Arts, Entertainment And Recreation	600
S : Other Service Activities	450

Table 21: Job number by industry.

Source: ONS Business Register and Employment Survey via NOMIS 2018

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 which were being expanded throughout the 2018/19 period are Hartpury College and Cinderford College (it opened as a sixth form college in September 2019, and technical college in September 2018). The expansion of these two facilities bodes well for the educational sector of the district to continue to generate employment.

The following pie-chart displays the breakdown of applications for commercial uses in the 2018/19 year.

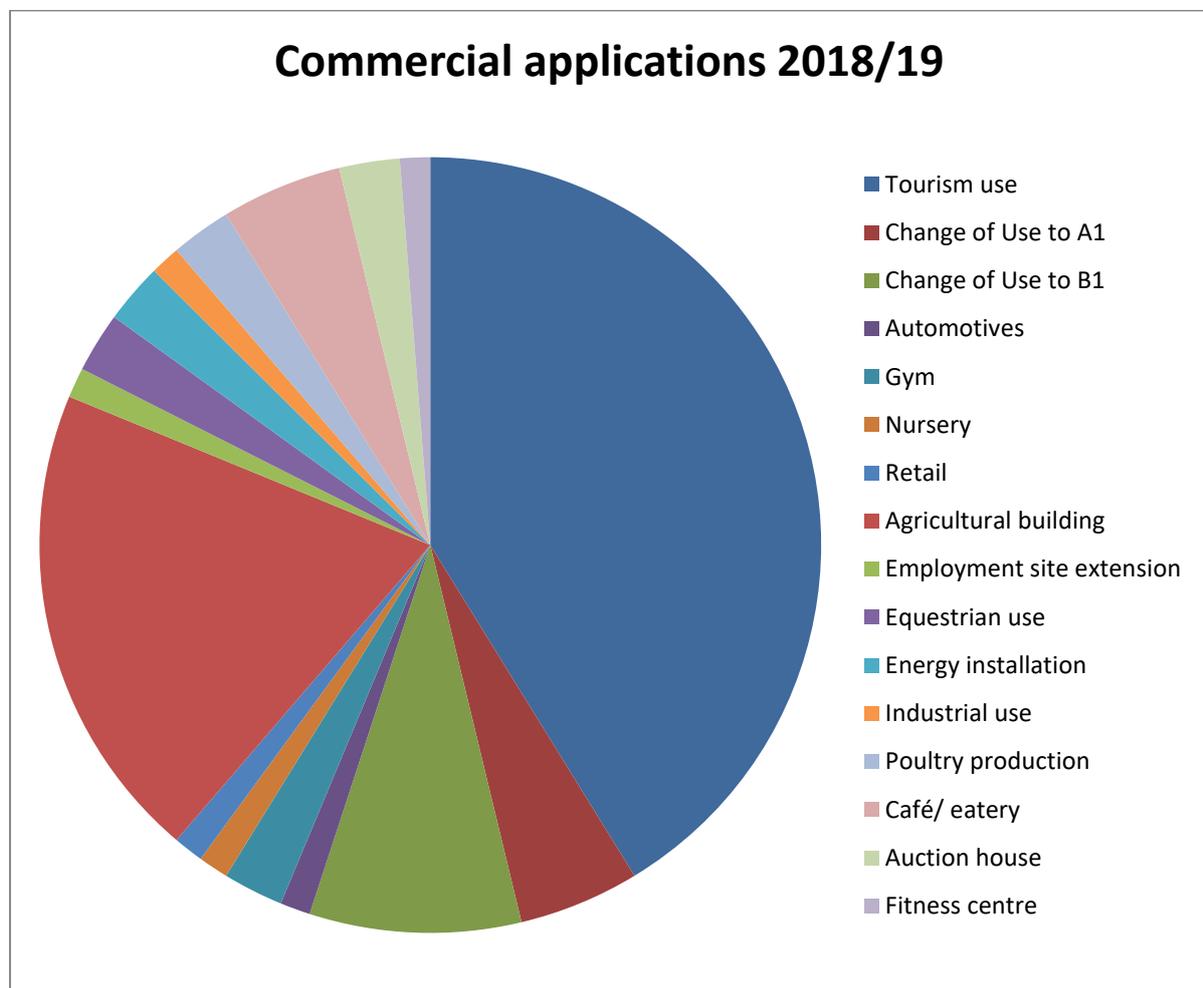


Figure 19: Commercial applications separated into uses  
 Source: Forest of Dean district council planning application database 2019

Of the 72 new commercial development applications lodged in the 2018/19 year, 33 were tourism developments (44%). Of these, 31 (94%) are new accommodation/ holiday units, most of which 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.

Of the remaining 56% of new applications, only five applications were within a designated employment site, and these were extensions of Forest vale industrial unit and Churcham Business park, and changes of use at Stenders business park (to an auction house) and at Princess Royal Industrial estate (floatation tanks). One large industrial unit was also subdivided into 3 smaller ones at Staunton court Business Park. It is noted however, that most change of use from one employment use to another within an established employment site, do not require planning permission.

The other permitted commercial uses included:

- 16 new agricultural buildings;
- 2 new poultry production operations (Longhope and Dymock)
- 3 cafes (Greenacres campsite, Sedbury, Newnham)
- 2 equestrian uses (Hartpury and Minsterworth)
- 2 auction houses (Westbury upon Severn and Mitcheldean)
- 1 fitness use (Lydney)
- 1 floatation tanks (Whitecroft)
- 1 truck stop (Redmarley)

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.

In late 2019, a review of employment sites was conducted by the Forest of Dean District Council Local Plans team. Through a combination of methods, an estimate has been made regarding the following three key indicators:

1. Banded estimated employee numbers at each employment site (as a number within an estimated band);
2. Estimated occupancy rate of existing business units (as a percentage);
3. Estimated infill capacity within each site (in ha).

This assessment has provided a district wide picture of the activity and capacity of existing employment sites. The following figure provides an overall district picture across all existing designated employment sites, as it stands in 2019.

As the employee numbers are the most difficult to quantify and the most dynamic of the three indicators, these have been put into bands rather than number estimates, to reflect the wide margins for change and variation for these estimates.

Total estimated employees	Total estimated infill capacity	Average estimated occupancy rates
8,000-12,000 employees	82ha	82%

*Table 22: Estimated employees/ infill and occupancy of designated employment sites*

*Source: Forest of Dean District Employment baseline report, 2019*

This total, district wide figure is further broken up into the following parishes, within their designated employment sites:

Parish	Estimated employees	Estimated occupancy (%)	Estimated infill opportunity (ha)
Aylburton	25-50	80%	0.07 ha
Blakeney	10-25	90%	0 ha
Bream	25-50	80%	0.2 ha
Bromsberrow Heath	10-25	80%	0.19 ha
Churcham	75-100	85%	0.08 ha
Cinderford / Ruspidge	2500+	90%	10.9 ha
Coleford	1500-2000	75%	8.28 ha
Drybrook	75-100	90%	0.07 ha
Longhope	75-100	80%	4.39 ha
Lydbrook	25-50	70%	8.02 ha
Lydney	1000-1500	70%	35.89 ha
Mitcheldean	2500+	90%	1.45 ha
Newent	500-750	80%	5.36 ha
Stunton & Corse	25-50	85%	0 ha
Sedbury / Tidenham	75-100	60%	0.9 ha
Westbury	100-150	100%	0.06 ha
West Dean	200-500	90%	6.03 ha

Note: These figures relate to estimated jobs created on designated employment sites only and is not equivalent to the total number of economically active people within each Parish.

*Table 23: Estimated employees/ infill and occupancy of designated employment sites by Parish*

*Source: Forest of Dean District Employment baseline report, 2019*

These results indicate the following key messages:

- Larger employment areas of Forest Vale in Cinderford, Vantage Point in Mitcheldean and Mead Lane in Lydney are well utilised and accommodate some large employment generators. These sites provide a significant source of local employment for the district.

- Vantage point at Mitcheldean is well occupied, and with a new day care centre and Growth Hub due to be opened on the site, this site is likely to still be an attractive location to attract a range of small- medium business tenants. There are still some warehouse, light industrial, and business units available to let but on the whole the site is well utilised, and a certain amount of churn in tenancies is to be expected.
- There is infill potential within tenancies to subdivide into smaller units, as some large sites appear to be occupied but under-utilised. However the infill capacity of each of these larger sites is relatively minimal.
- Newent's business park is well utilised, as is the smaller Cleeve Mill business park on Ross Rd. Some intensification on the Ross Rd business park could be achieved, to provide Newent with a small release of more employment land.
- Some existing employment areas are almost derelict, and only used for storage and vehicle parking uses, with minimal occupancy by tenant businesses. These include Whitecliff Quarry in Coleford, Staunton Rd Coleford and Land at Stowfield in Lydbrook. The dormant Richard Read depot at Longhope has recently been purchased with a view to develop it for new business units.

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 2018/19, 15 agricultural, commercial and industrial buildings were converted to dwellings (down from 28 in the previous year). The following table describes the breakdown:

Original Use	Number of sites converted to form new dwelling (s)
Agricultural building/ barn	12
Industrial use	1
Agricultural land	3
Water mill	1
Dental surgery	1
Store building	1
Bank	1

*Table 24: Commercial sites lost to residential conversions  
Source: Forest of Dean district planning application database, 2019*

### 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, most 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.

The high number of tourism applications over the 2018/19 period illustrates that tourism and outdoor recreation continue to be a key driver of the district economy, in a trend which is growing. 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	Monitoring method
Local authority	Number of facilities that are protected by the policy but which are lost through planning permissions being granted.

In the 2018/19 period, the following community facility was permitted.

Date	Application reference	Description
14.11.2018	P1175/18/FUL	Erection of a medical centre with linked ancillary works and site clearance. Cinderford Enterprise Centre, Valley Road, Cinderford
22.06.2018	P0415/18/FUL	May Hill distribution service reservoir. May Hill, Longhope.

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

Quarter 1 April-June 2018	<ul style="list-style-type: none"> <li>Negotiations between the Council and Homes England remain ongoing regarding the Council's acquisition of the Five Acres site.</li> <li>Leisure Strategy- received the Facilities Planning Model which considers the districts supply and demand for swimming pools and sports halls both now and projected in 2040.</li> </ul>
Quarter 2 July-September 2018	<ul style="list-style-type: none"> <li>Negotiations between the Council and Homes England have concluded and a report recommending that the Council acquires the Five Acres site will be considered by Full Council in October 2018.</li> <li>Seventeen organisations and a further five organisations received a Community Defibrillator Grant.</li> </ul>
Quarter 3 September- December 2018	<ul style="list-style-type: none"> <li>Lydney Coastal Community Team Economic Plan is complete.</li> <li>Speller Metcalfe awarded the contract for redeveloping the Foxglove gardens site in Coleford (previously Lawnstone House).</li> <li>Cinderford regeneration project</li> <li>Highway design consultants WSP have produced a report on extension of the spine road and expansion of an allocated employment site in Cinderfords Northern Quarter, and the One Gloucestershire Estates Group are supporting a bid from the council to help develop the spine road and unlock further development plots.</li> </ul>

<p>Quarter 4 January- March 2019</p>	<p>Shaping Five Acres (Coleford)</p> <ul style="list-style-type: none"> <li>This quarter FoDDC completed: topographic survey, below ground utilities mapping and asbestos survey reports. The Board has also commenced procurement work to identify a master planning/viability consultant to test the quantum and mix of leisure led development on the site.</li> </ul> <p>Foxglove Gardens, Coleford</p> <ul style="list-style-type: none"> <li>Site works commenced in January 2019 and remain on target for completion by December 2019</li> </ul> <p>Cinderford Regeneration GL14</p> <ul style="list-style-type: none"> <li>An offer of £100,000 Sustainable Grant funding was available for the project which is effectively an interest free loan which has to be fully repaid in 3 years. FoDDC has accepted this offer and will be commissioning work in May to advance Phase 2 spine road and plot access arrangements.</li> </ul> <p>Regenerating Lydney Docks GL15</p> <ul style="list-style-type: none"> <li>On behalf of LCCT, FoDDC secured £50,000 Coastal Revival Fund grant to support the repair of the outer sea gates at Lydney Harbour.</li> <li>In March, FoDDC was advised that it has not secured £1.9m from Coastal Community Fund (round 5) towards the Destination Lydney Harbour project (however this funding has been subsequently secured).</li> </ul>
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### 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 and churches in the district have been lost to housing conversions, which is consistent with a trend across the country.

The following pubs were permitted for redevelopment into other uses in the 2018/19 period:

- The Yew Tree Inn in Cliffords Mesne will remain a public house, but will be partly converted to holiday accommodation;
- The Old Ferry Inn in Beachley, permitted for conversion to business and storage uses;
- The Ship Inn, Newnham, permitted for conversion to café and retail shop;
- Nags Head Inn, Longhope, permitted for conversion to two holiday apartments;
- Lambsquay House Hotel, Coleford, permitted for conversion to 2 holiday apartments.
- The George Hotel in Mitcheldean, was permitted to convert outbuildings into 3 cottages. The main building has a further permission for conversion to 28 units from a previous year.
- Kings Head in Coleford, was permitted for conversion into 5 self-contained flats.

The following pubs remained closed or were being redeveloped through the period:

- The Cross Inn, Aylburton (closed)
- The Globe, Alvington (redeveloped)
- The Village Inn, Sedbury (redeveloped)

Furthermore, the following community facilities were lost:

- Ellwood Methodist chapels was permitted for conversion into a dwelling;
- The Silver Fox Café in Newnham was also permitted for conversion;
- Dental surgery at 2 Market Square, Newent, permitted for conversion into a dwelling;
- Glebe Chapel in Newent was permitted for demolition, to be replaced by 8 dwellings. This development is tied to the use of a community centre for the new chapel.

The development of the Cinderford Northern Quarter has contributed a new further education facility to the district, and the sixth form college component opened for its first intake of students in September 2018. Hartpury University continues to expand, and was approved for a new Agri-tech centre comprising of the erection of three buildings which will house a single storey Agri-tech centre, a bio-security unit for education and a Livestock handling facility. Lydney east development will also contribute one new primary school, but this will be in the form of a reinvented Severnbanks School, not a new build on a new site.

However the increasing population of the district means many Village schools are over-subscribed with no obvious prospects of enhancements or expansion. Currently, the following schools in the district are oversubscribed:

School name	Amount of students above over capacity
Pillowell	-1
Lydney	-1
Ellwood	-1
Hope Brook	-5
Huntley	-7
Blakeney	-23
Tibberton	-12
Bromsberrow	-3

*Table 25: Primary schools which are overcapacity*

*Source: Gloucestershire County Council, 2019*

Wyedean (Sedbury) and Dene Magna (Mitcheldean) secondary schools are also above capacity for some year groups.

## Policy CSP.9 Recreational and amenity land

### Implementation

### Monitoring method

Local Authority

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 2018/19 period.

No recreational or amenity land was lost to development over this period, nor were there any improvements to existing open space.

A significant new open space area was gained through the development of the Lawnstone House site in the town centre of Coleford. Also, a small area of new open space was secured through reserved matters of the redevelopment of the Sonoco Industrial Packaging site on Tufthorn Ave, Coleford (P2022/18/APP). New play areas are still being secured by S106 contributions on residential sites.

## Settlement policies

Implementation	Monitoring method
Developers, Local authorities, Public bodies; Utility companies	Monitor against delivery of development- see table Settlement hierarchy before policy CSP16.

### CSP.10 Cinderford

Population: 12,942 (source: 2011 census)

#### 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 2018/19	Comments
Housing- 1050 dwellings over plan period	4	Cumulative total of 239 from 2012/13 (CS adoption) to 2017/18
Affordable housing- 40% sought over sites of 10 units/ 0.3ha	0	
Employment land- 26ha identified	NA	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. There are large brownfield sites within Forest vale which could be redeveloped into major industrial facilities.
Educational provision and skills facility	In progress	Significant progress has been made in this period, with construction of the new Further Education College opening in September 2018, and Dene Magna sixth form college 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%.
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.

#### Town centre

In the 2018/19 period, footfall in the Cinderford town centre appears to have decreased significantly from 63 in 2019 from 93 in 2018, as calculated on the basis of footfall count over a 10 minute period

across an average trading week. This is the lowest point (equal to 2017) in a steady download trend from nearly three times this number in 1999. Car park usage has also decreased from 3376 in March 2017 to 2879 in March 2018, to 2,501 in March 2019, based on the number of tickets purchased for Heywood Road 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:

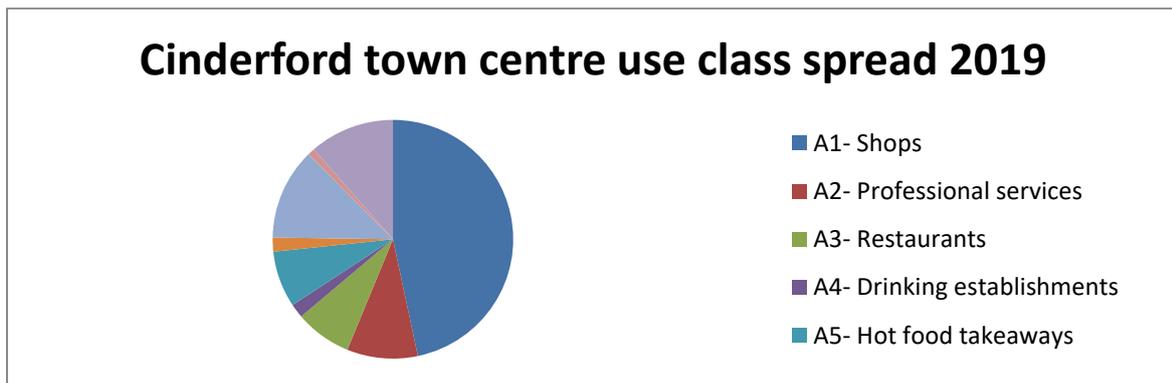


Figure 20: Cinderford town centre business use classes

Source: Cinderford Town Centre Audit Report (2019) Regeneration services, Forest of Dean District Council

This use class has consistent from the preceding years, with only some minor variations such as the addition of one new shop. The number of vacant units remains the same, which represents 11% of the total active shop fronts. This is below the national average of 11.5% (Source: Local Data Company). Four of the A1 shops are charity shops, and these appear to stable fixtures over the past 6 years.

### Employment land

Forest Vale employment area is the largest employment site in the district; however significant areas within this site lie dormant and are ripe for redevelopment. Forest Vale has infill capacity for some large new facilities on brownfield land, such as manufacturing of heavier industrial uses, should the investment become available. Further brownfield development opportunities exist at the Cinderford Northern Quarter site.

### 2018/19 significant development

There was a new medical centre approved for development at Cinderford Enterprise Centre, Valley Road, Cinderford. Seven residential units were permitted in 19-23 Market St, in the centre of Cinderford. One unit within Forest Vale industrial estate was approved for extensions, but another industrial unit in Foxes Bridge Rd was converted to professional uses.

### Appeal outcomes

While 8 new dwellings in the grounds of the vacant St Whites primary school grounds in Cinderford was dismissed at appeal, the conversion of the vacant school buildings to 5 new dwellings was allowed by the inspector, despite the original refusal also being based on highway safety grounds. The inspector deemed that the highway safety concerns could be mitigated for the latter but not the former.

## CSP.12 Lydney

Population: 8,776 (2011 census)

### Hierarchy status

Lydney is currently approaching the 10,000 population mark but with 1,068 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 2018/19	Comments
Housing- 1900 dwellings over plan period	116	Cumulative total of 399 completions from 2012/13 (CS adoption) to 2018/19.  A further 94 dwellings are under construction.
Affordable housing- 40% sought over sites of 10 units/ 0.3ha	8	6.89% of dwellings completed in 2018/19 were affordable
Employment generating uses-  <b>30ha identified</b>  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. Lydney Harbour is currently at around estimated 50% capacity, with a lot of room for infill and intensification.
Town centre provision- 600m2 convenience and 1500m2 comparison goods		Lydney town centre has had some investment into the town centre.
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.

### Town centre

The Lydney Town centre assessment for 2019 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 2018/19 period, footfall appears to have decreased from 67 in 2017 to 50 in 2019, 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 6426 in March 2019, 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

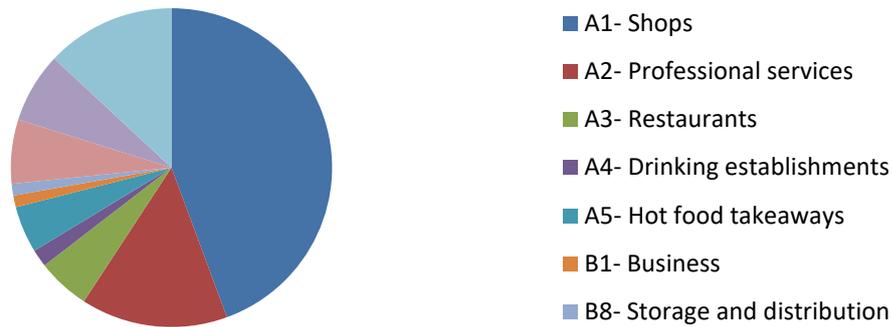


Figure 21: Lydney town centre business use classes

Source: Lydney Town Centre Audit Report (2019) Regeneration services, Forest of Dean District Council

Lydney has lost seven A1 shops in a twelve month period, and now has two more vacant units than the same time a year ago. It has picked up a few other businesses, mainly professional services. Five of the A1 shops are charity shops, and these appear to be fairly stable fixtures over the past 5 years.

### Employment land

There is some room for expansion and better utilisation of some of these employment sites, particularly the Harbour Industrial area in Lydney, which is estimated to be only 50% occupied. This represents a major unused capacity, with many established business units sitting empty. Around 30% of the business units at Lightmoor Park in Lydney are estimated to be empty. Mead Lane industrial area enjoys higher occupancy rates, however several large facilities use their sites loosely, and further subdivision and infill could be achieved.

### 2018/19 significant development

Lydney undoubtedly has the most potential for change and growth of the four forest town in the immediate future. Whilst there was only 116 dwellings completed in 2018/19, with a further 94 under construction- there are still 1,068 outstanding. The town is accommodating new major development to the east, with new open space, a primary school and highway linkages to support it.

Despite this, very few new applications were processed for Lydney over this period. Nine dwellings were permitted on 33 High St in Lydney. A fitness facility was approved at the Farmers store in Church Rd. Outline permission for five dwellings on Highfield Rd was refused.

Lydney Harbour area is a focus of regeneration for the town, and the 2018/19 period has seen significant behind the scenes activity towards its regeneration, including securing a £50,000 grant, and bidding for a further £1.9million. This funding has subsequently been secured in the 2019/20 period.

## CSP.14 Coleford

Population: 10,397 (2011 census)

### 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 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	29	Cumulative total of 445 from 2012/13 (CS adoption) to 2018/19
Affordable housing- 40% sought over sites of 10 units/ 0.3ha	4	13.79% of new dwellings completed were affordable
Employment generating uses- <b>6.8ha identified</b>		Established industrial area within Tufthorn Ave is nearly at full capacity, with little room for expansion, however more allocated land is owned by Suntory and is largely vacant.
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

### Town centre

The Coleford Town centre assessment for 2019 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 2018/19 period, footfall appears to have increased from 47 in 2017 to 79 in 2018, and back down to 64 in 2019, 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, but shrank back down to 10,329 in 2019 based on the number of tickets purchased for the Railway drive car park, on the basis of parking tickets purchased.

These two factors combined indicate that the town centre of Coleford is enjoying steady 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 2019



Figure 22: Coleford town centre business use classes

Source: Coleford Town Centre Audit Report (2019) Regeneration services, Forest of Dean District Council

This use class has remained fairly consistent from the preceding years, with only some minor variations. Four of the A1 shops are charity shops, which is down from four the previous year.

The overall vacancy rate is 8% 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. However it is up from 7% the previous year.

### Employment land

Tufthorn Ave & Mushet Industrial park are well utilised and busy employment sites, well located close to the Coleford town centre and the B428 road. There is one site within Tufthorn Ave which could be converted into new business units (currently used to store containers) but other than this, expansion of the employment area is constrained by housing and new housing approvals on three sides. Nearby Pingry farm provides a possible overflow location to accommodate new employment opportunities for Coleford.

### 2018/19 significant development

The site which previously accommodated the Sonoco Industrial packaging in Coleford in Tufthorn Ave was approved for 65 new dwellings, which is the largest development approved in this 12 month period. A small class A1 discount store was also approved at Tufthorn Ave, incidental to a permission for 65 new dwellings on this site.

10 flats, 3 commercial units, public space and gardens was approved at the site which was previously Lawnstone House, directly in front of the Council offices. A shop and hairdressers was approved for conversion into a restaurant in the town centre. The Kings Head hotel was approved for conversion into five residential units.

A conversion of agricultural buildings on Owens farm was permitted to allow 6 new dwellings, outside of Coleford.

## CSP.15 Newent

Population: 4,322 (2011 census)

### Hierarchy status

Newent operates in relative isolation for the other three market towns which form a tight network.

### Description

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	4	Cumulative total of 282 from 2012/13 (CS adoption) to 2018/19
Affordable housing- 40% sought over sites of 10 units/ 0.3ha	4	100% of new dwellings completed were affordable
Employment generating uses- <b>5ha identified</b>		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

### Town centre

The Newent Town centre assessment for 2019 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 2018/19 period, footfall appears to have decreased from 59 in 2017 to 45 in 2018, and up again to 56 in 2019, as calculated on the basis of footfall count over a 10 minute period across an average trading week. Car park usage has also decreased from 5316 in March 2017 to 4382 in March 2018, and again 4,471 in 2019, 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 2019

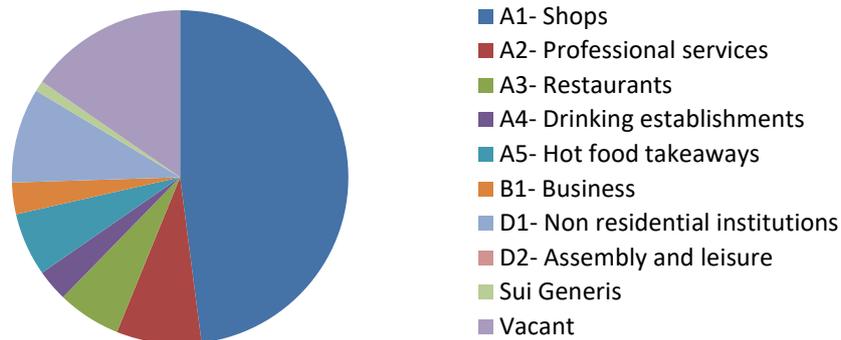


Figure 23: Newent town centre business use classes

Source: Newent Town Centre Audit Report (2019) Regeneration services, Forest of Dean District Council

This use class has remained fairly consistent from the preceding years, with only some minor variations. Four of the A1 shops are charity shops, which is up from three the previous year. The bank on Broad St was permitted for residential conversion.

### 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.

### 2018/19 significant development

Agricultural land at the Scarr near Newent was approved for 9 static homes, and another 6 holiday cabins at Yewden Lodges, also at the Scarr.

Eight dwellings were approved on the site of the Glebe chapel.

Outline permission for up to 50 dwellings at Bradfords lane in Newent was refused by Council.

## 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. This has experienced a lot of activity within this twelve month period, with 30 houses completed, 56 under construction and 178 permitted but not started in Tutshill/ Sedbury. A further 3 were completed and 8 under construction outside of the settlement boundary in Tidenham parish. Permissions in the 2018/19 financial year slowed down with only 3 dwellings approved, however collectively the combined activity represents a further 267 new dwellings in total, making this area the most active after Lydney in the whole district.

An application for 30 park homes on the site of the Buttington works in Beachley was refused.

**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.

11 dwellings over 2 sites were permitted in Bream over this period, and a further 20 were completed, 4 under construction and 35 outstanding permissions from previous periods.

**Drybrook** is a village which has supported two housing developments in recent times; however it is constrained by the forest fringe.

In Drybrook, six new dwellings were permitted over this period, but a further two applications for new dwellings were refused. Five new dwellings were completed (four net new dwellings as one was lost) and another three are under construction. There is outstanding permission for 97 new dwellings.

An appeal outcome in this period has allowed the erection of up to 57 new dwellings in Drybrook, despite a refusal based on ecology and highway safety grounds. The location of the site was considered to be suitable and sustainable location to provide this many new dwellings.

**Mitcheldean**, is a large village with a population of 2,686, which has the benefit of 26ha of employment land.

Only one new dwelling was completed in Mitcheldean for 2018/19, but there is outstanding permission for another 39. A further five new dwellings were permitted over three sites.

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 2018/19	Losses	Outstanding	Under construction	Completed in 2018/19	Losses
91	2	585	110	44	15

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

<b>Location</b>	<b>Completed in 2018/19</b>	<b>Completed in 2017/18</b>	<b>Accumulated total from 2012/13 (year of CS adoption)</b>
Tutshill and Sedbury	30	2	48
Bream	20	1	25
Drybrook	5	1	14
Mitcheldean	1	0	73
Newnham	3	2	6
Yorkley, Pillowell & Whitecroft	3	2	57
Lydbrook, Joys Green and Worrall Hill	2	2	11

## Allocation Plan

The Allocations Plan was adopted on the 28 June 2018, at the end of the first quarter of this monitoring period, so it was in effect for ¼ of the 12 month period. In this time, the district wide Allocations plan policies were referred to in almost all planning reports, and several key allocated sites were permitted for development, as detailed in the table below. In almost all cases, the planning outcome was consistent with the Allocations plan policy for the site, with the exception of the medical centre on Valley Rd, Cinderford- which is arguably a better development outcome than the policy anticipated. Therefore, it can be stated that over its first 9 months, the Allocations Plan has been successfully implemented through the development management process.

AP Policy	#/% references in planning reports	Development outcomes
AP.1 Sustainable Development	215/ 95.13%	This policy is cited in almost all planning reports, which is not surprising given the general and fundamental intent of the policy. It accords with the basic premise of the NPPF for a presumption in favour of sustainable development.
AP.2 Renewable Energy	4/ 1.7%	This is a more specific policy which builds upon and clarifies the intent of CSP. 2 & CSP.3. It is generally only referred to in relation to renewable energy proposals.
AP.3 Mixed Uses & Proximity	10/ 4.42%	This policy is generally cited for proposals for a residential use in a commercial area, agricultural workers accommodation or a retail use in an employment site.
AP.4 Design of Development	222/ 98.23%	Similar to CSP.1, this policy is cited in almost all planning reports. It is commonly cited in appeal reports also. It is a simple policy which provides very general principles of good design.
AP.5 Historic character and local distinctiveness	65/ 28.76%	This policy is generally cited where a proposal impacts on historical or listed buildings, town centres and conservation areas.
AP.6 Locally Distinctive Areas	6/ 2.65%	Provides policy mechanism for development proposals which fall within designated Locally Distinctive Areas.
AP.7 Biodiversity	153/ 67.7%	This policy refers to national and European guidance on designated habitat sites. It is referred to in over half of planning reports, many of which are not within or adjoining designated sites. This indicates that biodiversity concerns have high status in the planning process.
AP.8 Green Infrastructure	66/ 29.2%	This policy is referred to in nearly a third of full planning reports, despite there being few examples of green infrastructure (GI) being committed through the development management process. This indicates that a stronger policy mechanism to broker GI outcomes may be required.
AP.9 Herefordshire and Gloucestershire Canal	2/ 0.88%	This policy is only referenced in the two cases where a development proposal adjoined the canal route. Both were over the same site at Bridges farm, Barbers Bridge and both were refused. Conflict with the canal route was not cited as the primary grounds for refusal, though it may have played a smaller part in the decision.
AP.13 Hartpury college	1	This policy was called up in relation to a proposed new agri-tech centre comprising of 3 separate building on the Hartpury college site. The proposal was granted consent, partly as it was considered to be consistent with

		this policy and the approved Hartpury college masterplan.
AP.14 Locally valued landscape May Hill	3	This policy was referred to three times- for May Hill water distribution facility (consented) a barn conversion (refused) and conversion of part of a public house in Cliffords Mesne to allow two holiday lets. The policy does not appear to have been a key consideration in all three outcomes.
AP.21 Staunton Court	1	Relates to COU in Staunton Court business park, which was consented, as it is policy consistent.
AP.29 Wye Valley	1	This policy reinforces the role of the Wye valley AONB, and was cited for a replacement dwelling in Brockweir, which was granted consent.
AP.30 Cinderford	1	This policy was used in the determination of a proposal for 7 dwellings units in the town centre of Cinderford, though it did not appear to be a key factor in the outcome.
AP.36 Forest Vale, Cinderford	1	This was used for a proposal for a new dispatch facility and cold store within Forest Vale employment site, for which it was granted consent for being policy consistent.
AP.37 Valley Rd, Cinderford	1	The policy was used in reference to the medical centre on Valley Rd, which was granted consent despite not being consistent with this policy. It was considered that overall it was still good use of the site, and in accordance with the underlying principles of the policy framework.
AP.55 Coleford town centre	1	This policy was cited as part basis for a refusal of an A1 discount food store, along with AP.60. The refusal was mainly based on negative impacts of the retail sector of the Coleford town centre.
AP.56 Lawnstone House	1	This policy formed the basis of a consent for 10 residential units and 3 new commercial units on the site of the former Lawnstone House, in the Coleford town centre.
AP.58 Kings Head Public House	1	This policy was used in relation to the conversion of the Kings Head Hotel in the Coleford town centre into 5 residential units. It was considered to be policy consistent because it does not harm the living conditions and character of the immediate area.
AP.60 Land adjoining Suntory factory, Coleford	1	As per AP.55 (above)
AP.67 Tufthorn Ave, Coleford	1	This policy relates to the largest and most significant consent granted in the 2018/19 period, which were 65 residential units on a brownfield site which previously supported an employment use at 59 Tufthorn Ave. This is consistent with the AP policy which identified the site as one suitable for accommodating mixed use/residential development.
AP.69 Coleford, Locally valued landscape	3	This policy related to a new café and reception unit at Greenacres camp site on Scowles Rd, outside of Coleford. As the proposal is part of an established tourism enterprise, it was not considered to have an adverse impact on the locally valued landscape, and as such was granted consent.
AP.70 Newent town centre-environment and uses	1	This policy was cited in reference to the conversion of the Black Dog in Newent to five dwelling units and a B&B, which was not considered to have an adverse impact on the town centre.
AP.83 Land off Ryelands Rd, Bream	1	This site gained consent for 9 dwellings, which was considered to be consistent with this policy and allocated site.
AP.96 Former George Hotel, Mitcheldean	1	A proposal to convert the outbuildings of the George Hotel in Mitcheldean was granted consent. This represents part redevelopment of the site.
AP.98 High St, Newnham on Severn	1	This policy was cited in relation to the conversion of the Ship Inn in Newnham to a café and retail shop.
AP.100 Land North of Newnham on Severn & adjoining Unlawater	1	This policy was cited in relation to the planning consent granted for 2 detached dwellings on Pavillion End Barn on Unlawater lane in Newnham. Consistency with this policy was cited as key factor for the consent.

Lane		
AP.109 Locally valued landscape- Staunton/ Corse	1	This policy was used as a key grounds for refusal for change of use to a gypsy and traveller site, which was considered to do material harm to the character of the locally valued landscape.

## Appeals outcomes

Of the 28 appeals lodged against planning decisions in the Forest of Dean district for 2018/19, eight were allowed and twenty were dismissed. This represents 71% of planning decisions being upheld. Overall, most appeals are against refusals for applications for single houses outside the defined settlement boundary, which are almost always dismissed at appeal. Two notable appeal outcomes which were allowed for larger scale development was for outline permission for up to 57 new dwellings in Drybrook, and for 28 new holiday park homes at Little London near Longhope.

The inspectors heavily rely and reference the Local Plan policies throughout their reports, so it is clear that local planning policies are the dominant grounds upon which appeal outcomes are determined. However, whether the policies are clear enough to broker finer scale design outcomes which meet desired standards is something which requires further analysis.

The table below summarises appeal outcomes and their relationship with planning policy in more detail:

Application #	Site address	Appeal outcome	Policy references	Comments
P1710/17/OUT	Perricks Farm, Northwood Green	Dismissed	CSP.1/ CSP.4/ CSP.16	Dismissed on the grounds of impact of appearance on rural character, location outside the Defined settlement boundary (DSB) and conflict with the settlement hierarchy.
P1056/17/OUT	Gloucester Rd, Hartpury	Allowed	CSP.1/ CSP.4 AP.1/ AP.4	Logical and close connection and integration with Hartpury village despite falling outside the DSB.
P1493/17/FUL	The Barn, Joyford, Coleford	Dismissed	CSP.1 RDG AP.1/ AP.5	Extension to ancillary annex considered to be not in keeping with character and would effectively result in an additional dwelling due to the size of the proposal.
P1402/17/OUT	Wintles Hill, Westbury of Severn	Dismissed	CSP.1/ CSP.4/ CSP.5 AP.1/ AP.4	Outside the DSB & Conflict with settlement hierarchy.
P1300/17/FUL	The Barracks, Parkend	Dismissed	CSP.1 RDG	Impact on adjoining dwellings within terrace
P1123/17/FUL	Wayside cottage, Rodley, Westbury on Severn	Allowed	CSP.1/ CSP.4/ CSP.7/CSP.16 AP.4	Conversion of building to tourism use. Considered to be appropriate based on policies which support small scale tourism development and reuse of redundant buildings.
P10577/16/FUL	Orchard Lea, Bishton Lance, Tidenham	Allowed	HA standing advice MfGS 1 & 2	Sufficient vehicle manoeuvring area on Bishton lane to support an additional dwelling in the rear of the property, despite the advice of the highways authority.
P1855/17/FUL	1 Lower Cross, Clearwell	Allowed	CSP.1/ CSP.4 AP.4 AONB	Impacts of tall fence on AONB and Clearwell Conservation area are acceptable
P1143/17/FUL	The Bungalow, Wesley Rd, Whitecroft	Dismissed	CSP.1/ RDG AP.1/ AP.4	Impacts on neighbouring properties and highway safety

P0708/17/OUT	40 Sparrow Hill, Coleford	Allowed	CSP.1/ CSP.4/ RDG AP.4/ AP.5	In accord with local planning policy.
P1758/17/PQ3PA	Dutch barn, Woodend Farm, Huntley	Dismissed	GPDO	Does not benefit from permitted development rights for barn conversion due to contest over whether past use was equestrian or agricultural, and not being structurally sound.
P1383/17/OUT	Camp house, Upleadon Rd, Highleadon	Dismissed	CSP.1/CSP.4/ CSP.16 AP.1	Location in the open countryside would undermine the spatial strategy of the Local Plan, and create inappropriate impacts on ecology, adjoining listed building and surrounding area.
P1241/17/FUL	Orchard Barn, Swan Hill, Alvington	Dismissed	CSP.4/ CSP.5 AP.1	The proposal would be tantamount to an additional dwelling in the open countryside. Impact on neighbouring listed building, highway safety and ecology.
P1875/17/FUL	Glaymar, Blaisdon Lane, Blaisdon	Dismissed	CSP.1/ CSP.4/ CSP.5/ CSP.16 AP.1/ AP.4	Unsuitable location for additional dwelling, against spatial strategy of the Local Plan.
P112/17/OUT	Former St Whites primary school, Buckshaft Rd, Cinderford	Dismissed	MfGS	Proposal for 8 new dwellings over one of two sites refused due to highway safety.
P1240/17/FUL	Former St Whites primary school, Buckshaft Rd, Cinderford	Allowed	MfGS	Conversion of vacant school building into 5 houses- appeal allowed despite concerns about highway safety.
P1641/17/OUT	Fairholme, Stockwell Green, Cinderford	Dismissed	CSP.1/ CSP.4 RDG	Impact on character and appearance of the surrounding area.
P0442/18/FUL	Land at Greenway, George Lane, Littledean	Dismissed	CSP.1/CSP.4/ CSP.5/ CSP.16 AP.1/ AP.4	Unsuitable location for additional dwelling and too small to provide suitable residence.
P0889/17/FUL	King end house, Drury Lane, Redmarley	Dismissed	CSP.4/ CSP.5/ CSP.16 AP.1	Site falls outside the DSB, close to Redmarley's Conservation area and is in conflict with the spatial strategy of the Local Plan.
P1729/16/OUT	Mannings farm, High St, Drybrook	Allowed	CSP.5	This outcome allows the erection of 57 new dwellings, despite refusal based on ecology and highway safety grounds. The location of the site was considered to be suitable and sustainable location to provide this many new dwellings.
P1703/17/OUT	Chapel Cottage, Playley Green, Redmarley	Dismissed	CSP.1/ CSP.4/ CSP.16 AP.1/ AP.4	Inappropriate location for four additional dwellings which would negatively impact on the character setting of Playley Green.
P0985/17/FUL	Blakemore Park, Longhope Rd, Little London	Allowed	CSP.4 May Hill & outliers character assessment	Limited visibility of development, limited to holiday stay accommodation.
P0976/17/FUL	Lower Newent wood, Cliffords Mesne	Dismissed	CSP.1/ CSP.2 AP.7	Impact of ancient woodland and tranquillity and character of woodland setting.
P0946/18/OUT	Elton Nurseries, Elton, Newnham	Dismissed	CSP.1/ CSP.4/ CSP.5/ CSP.16.	Unsuitable location outside of the DSB.
P0071/18/OUT	The School of the Lion, Main Rd, Churcham	Dismissed	CSP.1/ CSP.4/ CSP.5/CSP.16 AP.1	Impact on adjoining listed building, and unsuitable location outside the DSB. Reference is made to the lack of policy direction for replacement dwellings in the CS.
P1708/17/FUL	Land opposite Beauchamp Arms Inn, Dymock	Dismissed	CSP.1/ CSP.4/ CSP.5	Impact on setting of listed church and Dymock Conservation area.

P1764/17/FUL	Greyhound Inn, The Slad, Popes Hill	Dismissed	CSP.1, CSP.4, CSP.8	Dismissal mainly based on CSP.8, as the development would result in the loss of a community facility.
P0085/18/LD1	Cliff patch, Blakeney Hill	Dismissed	GPDO	Lawful development of vehicular access could not be adequately proven.
P1708/16/FUL P1709/16/LBC	Lydney Baptist Chapel, High St, Lydney	Dismissed	CSP.1 AP.4/ AP.5 Lydney NP	Effect of the proposal (converting a chapel to mixed use residential/ community facility) would have on its heritage fabric. Lack of parking and adequate living conditions.

<i>Acronyms</i>					
<i>AP</i>	<i>Allocations Plan</i>	<i>DSB</i>	<i>Defined Settlement Boundary</i>	<i>MfGS</i>	<i>Manual for Gloucestershire Streets</i>
<i>CSP</i>	<i>Core Strategy Policy</i>	<i>GPDO</i>	<i>General Permitted Development Order</i>	<i>RDG</i>	<i>Residential Design Guidelines</i>