

5.3 Housing

N.B. The FoDDC Core Strategy defines the local settlement as Coleford Parish plus part of Berry Hill, (within their NDP area).

5.3.1 Policy CSP5 of the Core Strategy sets the level of housing growth for each settlement in the Forest of Dean area. Coleford Parish, and the rest of the Core Strategy defined settlement including Berry Hill, was allocated to grow by about 650 dwellings, including affordable housing, by 2026. This figure has now been increased in the emerging Allocations Plan, see below.

5.3.2 The new dwellings should in most cases be within the defined settlement boundary (Map 1). The Forest of Dean emerging Site Allocations Plan with Modifications and Further Changes²¹ seeks to identify further sites for housing. Allocations can only be made within the defined settlement boundary, but the emerging Allocation Plan may alter those boundaries and those changes would affect the NDP. The Core Strategy also acknowledges that Coleford is also constrained by its physical surroundings which makes the choice of sites difficult in order to avoid conflict with the environment and Coleford's setting.

5.3.3 Following the comments from the Examiner, the Modifications and Allocations Plan Further Changes document proposes a revised level for housing in the Forest as a whole of 6,600 for the plan period (2006-2026), ie. a rate of 330 per annum. The Forest of Dean District Council adopted the revised Allocations Plan June 2018.

Allocations

5.3.4 Included in the Forest of Dean Allocations Plan (February 26th 2016) is additional material for Action Point 32 Monitoring table for housing completions, which is below. This sets out that the net housing requirement for Coleford over the Plan period would have been exceeded by 122 dwellings before the final Further Changes increases.

Table 2 Coleford Settlement Summary Table (FoDDC)

Year	Not Started 1st April	Under construction 1st April	Outstanding and under construction	Completions during year
2008/09	233	32	265	27
2009/10	217	60	277	15
2010/11	224	62	286	10
2011/12	139	121	260	60
2012/13	92	124	216	56 54 net
2013/14	139	202	341	77 43 net
2014/15	43	233	276	79 75 net
2015/16	85	127	212	108 108 net
*FoDDC definition includes Berry Hill within the Coleford Settlement.				432

5.3.5 The 6,600 homes to be allocated for the District in the Local Plan up to 2026 takes the basic figure from the Objectively Assessed Need (OAN) and includes an allowance for persistent annual under-build together with additional sites to make the AP robust and satisfy a five-year land supply requirement. The backlog in the new 330 per annum build rate will be spread over the rest of the plan period in what is known as 'The Liverpool Method'. This number of homes would require a supply of land which is in excess of the standard requirement. From

FoDDC Plan Trajectory table, as at Oct '17, there is scope for 4779 homes to be built over the next 9 years of plan; whereas only 2970 would be required, an excess of 33.7%. For Coleford, the original 650 allocation becomes in excess of 1,055 with the NDP proposals shown in Table 9 of 405 units on top of the 650 already completed (from FoDDC information 2008 -2016 – which does not include 2006-2008). This is a 62% increase, and also does not include the further windfall housing anticipated over the next 9 years. (See also Appendix C FoDDC Housing figures.)

Table 3 Forest of Dean Monitoring Table for Housing Completions (Forest of Dean Allocations Plan Extract, 2016)

1	2	3	4	5= 3+4	6= 1-2	7= 5-6	
Area	Core strategy original requirement	Total completed 31st March 2015	AP allocations	Other identifiable supply	Total supply less windfall	CS-based requirement 31st March 2015	Balance
Cinderford and Ruspidge urban area	1050	425	475	206	681	625	-56
Lydney	1900	421	1736	116	1852	1479	-373
Coleford (includes Milkwall Coalway Mile End Berry Hill)	650	396	100	276	376	254	-122
Newent	350	374	175	16	191	-24	-215

²¹ www.fdean.gov.uk/media/4067/allocations-plan-further-changes-december-2016.pdf

Community Consultation

The extensive community consultation and engagement activity has provided a range of suggestions for improving sustainable housing which have led to the policies following.

5.3.6 Our initial consultations (Fig 12) identified the following:

- People liked the small size of Coleford
- A number of housing estates and areas with differing designs and numbers
- Housing areas becoming increasingly less mixed in terms of land use as businesses and services close down
- A need for housing and care provision to be linked to meet the need of the ageing population
- A need for a wide range of house types, from bungalows to flats, to meet the needs of the town's population

5.3.7 In the consultation 2015, people mentioned:

- Affordable housing, and flats for rent near the town centre (affordable was also noted in business consultations)
- 1- and 2-bedroom accommodation needed and small first time buyer properties
- Designed in keeping with the distinctive character of the area
- Small scale developments
- Use sites within the settlement boundary, preferably brownfield
- Link housing with potential job opportunities



Figure 12
Housing: Initial Consultation Findings

Table 4
Consultation 2016
on Housing Policies
(see Appendix B)

Policy	Community Consultation 2016 % agreed and/or with some amendments	5.3.8 Comments made
Policy CH1 Small housing development sites (10 houses or fewer)	75	<ul style="list-style-type: none"> ■ Settlement boundary is important for allocation, but may need to change according to requirements ■ Affordable emphasised again ■ Reasonably priced rental accommodation ■ Allocation must take account needs of over 55 and those in 20s ■ If houses for elderly/disabled then good toilets downstairs as well as up ■ Improved access methods and pedestrian considerations outside and inside housing; and to car parking ■ Impact of development on carbon emissions of the town – take steps to minimise their emissions ■ Some scope to be included for imaginative design, eco approach
Policy CH2 Housing development within the settlement boundary	68	

Table 5
Housing Supply as at February 2017

Accommodation Type - Households (QS402EW)

All categories: Accommodation type	3685	
Whole house or bungalow: Detached	1392	37.8%
Whole house or bungalow: Semi-detached	1352	36.7%
Whole house or bungalow: Terraced	573	15.5%
Flat, maisonette or apartment: Total	315	8.5%
Flat, maisonette or apartments	238	6.5%
Flat, maisonette or apartment: <i>Part of a converted or shared house (including bed-sits)</i>	27	0.7%
Flat, maisonette or apartment: <i>In commercial building</i>	50	1.4%
Caravan or other mobile or temporary structure	53	1.4%
Shared dwelling	0	0.0%

■ *Impact of increased housing on surface water flooding needs to be assessed and acted upon prior to permission. Include consideration for Whitecliff where water from bowl catchment exits.*

■ *infrastructure must be increased:*
 ■ *local facilities increased*
 ■ *number and access to GPs noted specifically*
 ■ *Parking especially off road in town centre, or adequate parking on site allowing for households given higher than average number of cars*

5.3.9 67% of households are owned, with rented accommodation split approx. 50/50 between private and social renting. 14% of housing has 1 bedroom, 27% are

2-bedroomed and 43% is 3-bedroomed. Refer also to Fig 5, Tables 6 and 7 with lack of flats and/or smaller dwellings compared to the average for England. The supply is lacking one-bedroomed dwellings both in terms of market and social housing.

5.3.10 Coleford Housing Need (Tables 6 and 7) shows that of those 211 households on the social housing waiting list seeking housing in Coleford as first preference, 50% were seeking one bedroom properties and 35% were seeking two bedroom properties. 42% of these were in the younger age bracket, aged 18 – 35 years. Note also that 67% people on the housing list had an income less than £10,000 and almost half of those are in the 18-35 age group.

Table 6
Housing Need as at 14/04/16

All Households seeking Coleford as First Preference

Settlement	1 bed	2 bed	3 bed	4 bed	5 bed	6 bed	total
Coleford	131	59	15	6	0	0	211
Bedroom size as a % of need	62%	28%	7%	3%	0%	0%	

Age Profile of Waiting List

	Number	%
18–35	89	42
36–49	45	22
50–59	32	15
60+	45	21

No of Households with a Local Connection to Coleford

1 bed	42
2 bed	29
3 bed	10
4 bed	3
total	84

Income Profile of Waiting List

	18-35	36-49	50-59	60+	Total	%
£0-£10,000	67	27	18	29	141	67
£10,001-£15,000	9	10	6	10	35	17
£15,001-£20,000	7	5	5	3	20	9
£20,001-£25,000	2	1	2	1	6	3
£25,001-£30,000	5	1	-	-	6	3
£30,001-£40,000	-	1	-	2	3	1
£40,001 - £45,000	0	0	0	0	0	100



Variety of housing around the Parish, old and new, with evidence of Forest stone, pitched roofs, porches and chimneys. Each area's distinctive character is evidenced in the Character Assessment (Appendix A)



Table 7

Number of households seeking ground floor accommodation in Coleford as at 09/02/17
(FoDDC)

Age	Property size required, by number of bedrooms						
	Single person req. 1 bedroom	Couple req. 1 bedroom	Household req. 2 bedrooms	Household req. 3 bedrooms	Household req. 4 bedrooms	Household req. 5 bedrooms	Household req. 6 bedrooms
45-54	5	1	1	1	0	0	1
55-64	6	2	0	0	1	0	0
65 & over	8	3	1	0	0	0	0

Number of households seeking affordable housing in FOD who has a wheelchair user	19
Number of households seeking affordable housing in Coleford who has a wheelchair user	3

Figure 13a People with a limiting long-term illness*

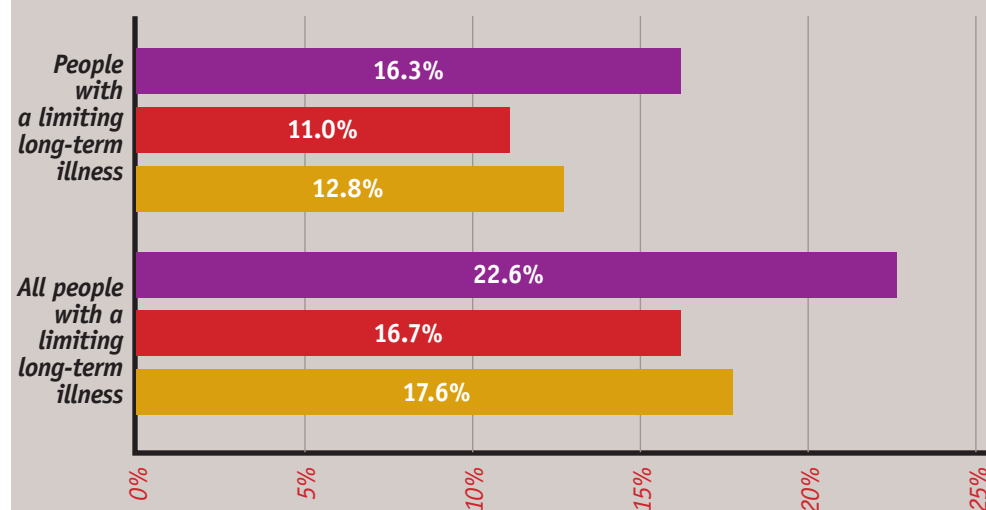


Figure 13b Adults with a disability* (receiving Disability Living Allowance)

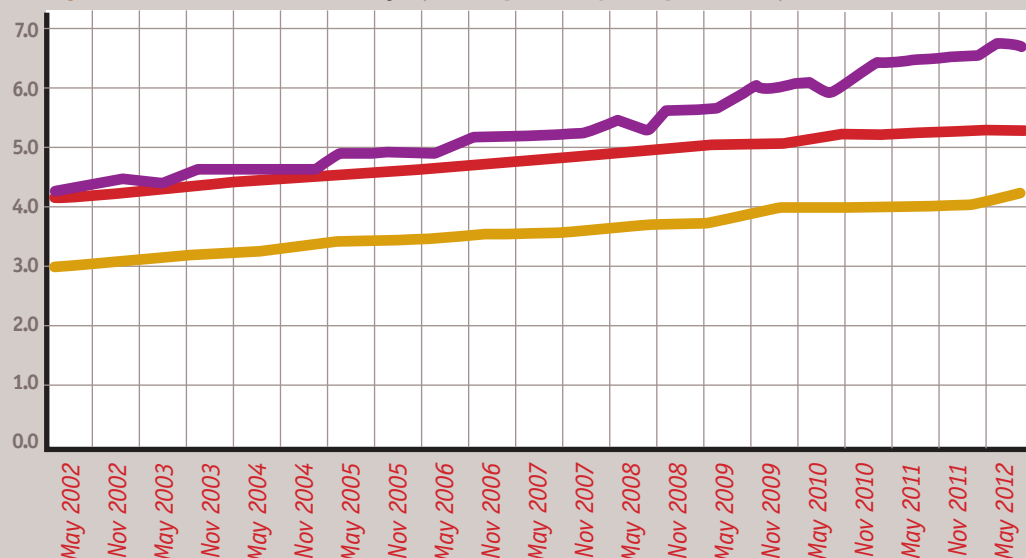
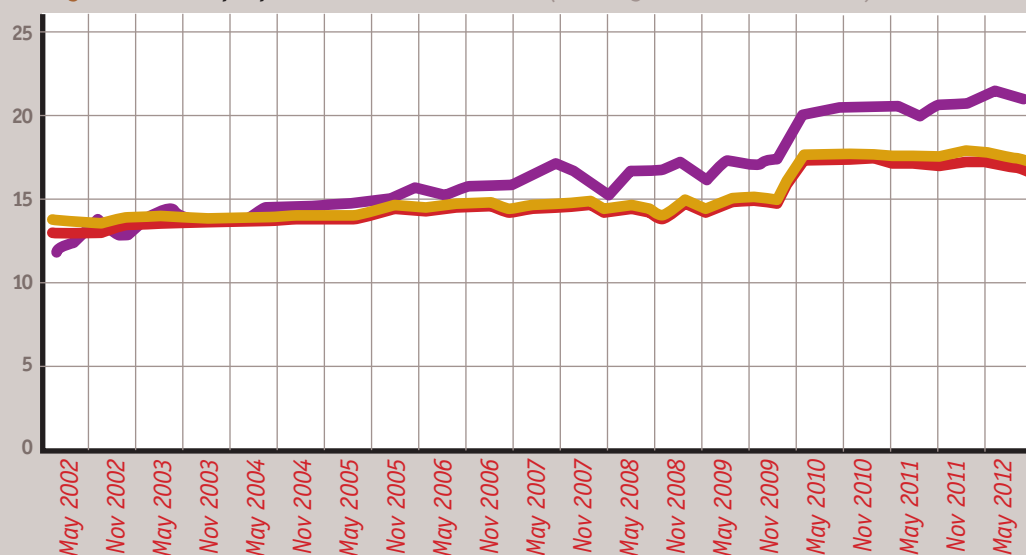


Figure 13c Older people with social care needs* (receiving Attendance Allowance)



* Source: Limiting long-term illness (census 2011) Attendance

■ Coleford ■ Gloucestershire ■ England

5.3.11 Based on these findings, and the strategic planning framework set through the Core Strategy, the Neighbourhood Plan seeks to address the following housing issues to meet Coleford's needs:

- Social renting and/or shared ownership housing
- 1 or 2 bedroom dwellings
- Accessible housing – Lifetime Homes adaptable over time for age and independence
- Affordable housing
- Smaller housing allocation sites (fewer than 10 houses)
- Infill development
- Design appropriate to the character of areas
- Incorporate consideration of climate change, renewable energies, eco-features, water saving, solar panels, green roofs
- Housing type and mix and tenure

5.3.12 There is a case for increasing the number of one- and two-bedroom dwellings and improving the provision of housing for first time buyers and renters. To supplement the larger housing allocations in the Site Allocations Plan, Coleford Parish could include some infill small developments (see policy CH1).

5.3.13 Following advice from FoDDC Sustainability Team regarding the Habitat Regulations Assessment (HRA) by including 'defined settlement boundary' within policy CH1 it is made clear that the quantum of development is expected to be low and within existing settlement areas. This would demonstrate that disturbance as a result of increased human activity in relation to the River Wye and Wye Valley Woodland would be avoided or cancelled.

5.3.14 Development policies outside the town centre have been derived as follows. These are in addition to those contained in CTC1 and CTC2 which relate to allocation within the town centre, or edge of.

5.3.15 The table above shows the NDP recommendations for housing sites either within the FoDDC defined Coleford settlement boundary or where the Inspector for the Allocations Plan has recommended that sites be agreed for Allocation. The industrial/commercial sites in the Allocation Plan have not been included in this calculation. From the Coleford NDP's previous consultation, 4 The Marshes, 10 Tufthorn Ave traffic lights and 11 Whitecliff have not been included as they do not feature permanent housing. See Table 1b, Appendix B for a summary of consultation 2016 feedback regarding allocated sites outside of the town centre and edge of.

5.3.16 Following the 2017 Regulation 14 consultation, there was significant support (40% respondents) for excluding the Poolway extension (60 additional dwellings) from being allocated. A few comments re Ellwood Rd were also received both for and against. Of other sites only Tufthorn (ex Sonoco) received any further comments.

5.3.17 Following the Inspector's letter of Sept 2017 on the FoDDC Allocation Plan, and the requirement for Coleford NDP to be in general conformity, the revised numbers and site allocation is as shown in Table 9. Note the sites allocated by FoDDC and alternative sites allocated by Coleford NDP to exclude the extension of Poolway Farm development.

5.3.18 Should the Secretary of State reassess the decision of December 2016 and allow the development of 180 houses on the Lower Lane site, then 180 dwellings should be taken

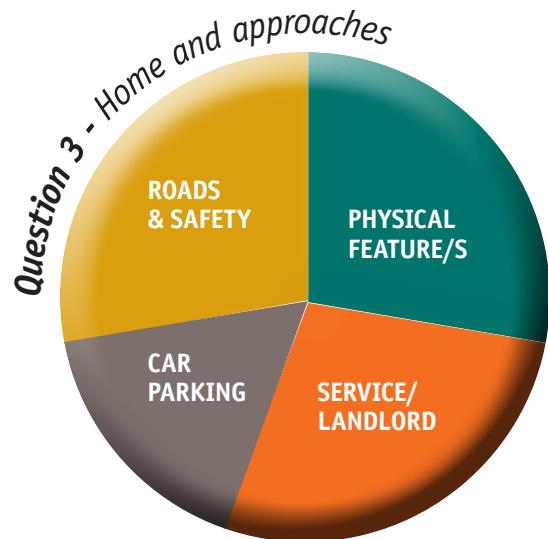


Figure 14 In the Access Survey, Spaced June 2016 (Appendix E) in response to the question 'Can you and your family easily access your home, its approach and moving around inside of it?' 19/120 people responded that they had issues with accessibility. Those were categorised as at left.

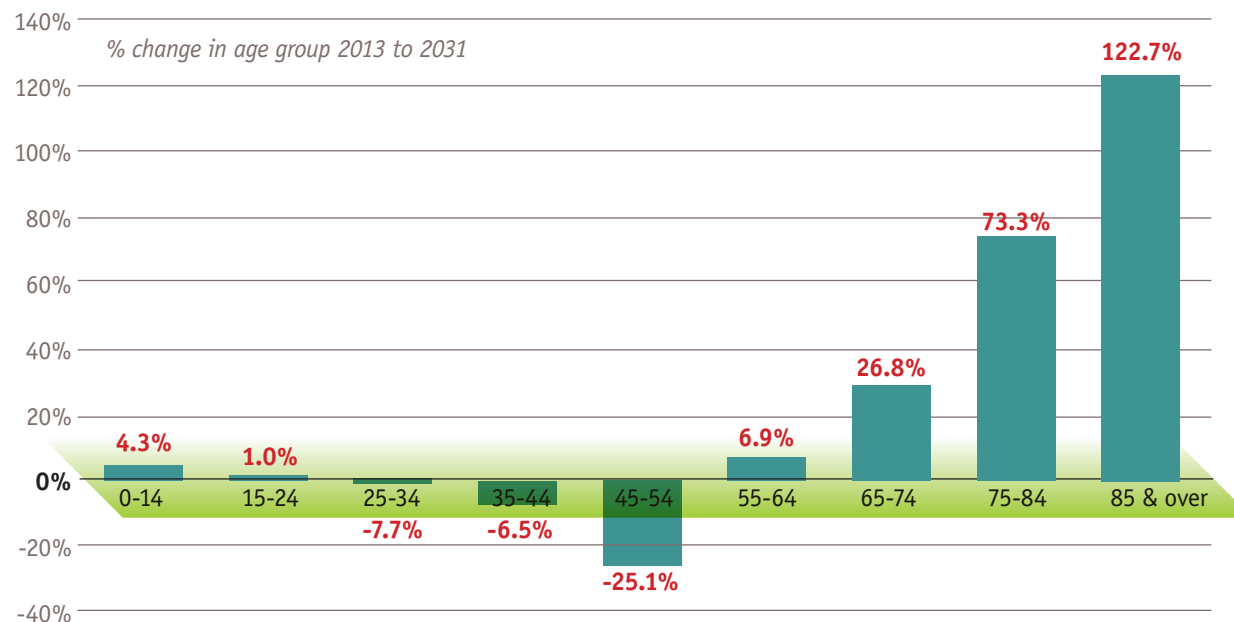


Figure 15 Forecast Population Change by Age Group in the Forest of Dean, 2013–2031.
Source: Gloucestershire SHMA December 2014

off the total allocation. This means other (allocated) sites, which do not have planning consent should be removed. Priorities for removal would be those sites marked * on Table 9 and also shown on Map 7.

5.3.19 The Community Infrastructure Levy (CIL)²² allows local planning authorities to raise funds from developers who are undertaking new building projects in their area. The funds raised from new development taking place in the district will go towards infrastructure that is needed to support the growth of the district, such as schools, health and transport improvements. CIL contributions would replace much of those monies made available under the present Section 106 system. The Forest of Dean District Council Cabinet resolved in April 2015 to reaffirm support for the development of a potential Community Infrastructure Levy (CIL) in the District when resources are available. CIL has not been implemented at Oct 2017 by FoDDC. The FoDDC assessment

of the District's infrastructure has been completed and an Infrastructure Delivery Plan is in place. The process is then expected to continue through the consultation and examination to enable a CIL to be established.

5.3.20 If and when the Forest of Dean District Council adopts a charging schedule, then Coleford Town Council will receive 25% of chargeable CIL raised within its area if there is a made Neighbourhood Plan to spend on local infrastructure, and 15% if there is no Neighbourhood Plan in place.

5.3.21 CSP. 1 and its paragraphs 6.1 and 6.2 of the Core Strategy cover aspects of good design and includes 'respect for' and 'maintenance of' local distinctiveness of the area. Refer also to policies AP4 and AP5 and their sub-paragraphs in the same context. These and both of the policies above (CH1 and CH2), indeed any new housing development, are to be designed to fit in

with the local character (see 5.3.18 page 35). The current Residential Design Guide²³ has been prepared by Forest of Dean District Council to help make developers more aware of the policies and approach adopted by the Authority. Coleford is noted as a settlement in Sub Area 1 The Forest Core. This document

has been adopted by the Forest of Dean District Council as Supplementary Planning Guidance to the Local Plan. Note also Building for Life 12.

Policy CH1 Small housing development sites

New housing development will be supported on sites within the defined settlement boundary where they fit with the distinctive character of the local area and address the local needs (as indicated in Coleford Overview 3.7,3.9 and 5.3.9 Housing Need), Appendix A character assessment. See also opportunities for developer contributions which may be sought (list with 5.7.12).

²² www.fdean.gov.uk/residents/planning-building/planning-policy/local-plan-new/community-infrastructure-levy/

²³ www.fdean.gov.uk/media/2509/residential-design-guide.pdf

**Table 8 Summary of
Coleford NDP Housing Numbers**
(see Table 9 for sites detail)

Housing numbers		all green above	Total
Constructed 2008/9 to 2015/16 from Table 2	432		
Outstanding or under construction 2015/16 from Table 2	212		
Total of housing above	644		
That total, plus green	644	405	1049

*See para 5.6.7 re Lower Lane (180 houses) should SOS change his decision

Key:
Tables 8 and 9
Housing allocated in this NDP to be in general conformity with Allocations plan to Sept 17 with number given where possible

FoDDC site in Further Changes to the Allocations Plan agreed by the Inspector Sept 17. This is within our Green Ring, and is being substituted by alternative sites marked as green in this table.

Conserve as in Green Ring:
NO housing allocated

**Table 9
Potential
Housing Sites**

*Included in order to adhere to the regulations requiring NDPs to be in general conformity to the Allocation plan

**Alternative sites to substitute for Poolway extension allocated in the Allocations Plan at Sept 17

Consultation 2016 no. Site	Allocation Plan up to Sept 2017	Coleford NDP	Coleford NDP Housing numbers
1 Coleford House**		Use for around 20 houses with some flexibility for community/cultural use	Up to 20
2 St John's Church		Restore for multi-purpose community/artisan use +	A few (4) dwelling units within existing building possible to bring in income & increase sustainability.
5 Lawnstone	About 12	Retail/flats over + Local Green Space	Around 8
6 Old Guardian Office**		Retail/ some housing units above/rear	Up to 10
7 Kings Head	12	Retail/flats over	Up to 12
8 Ellwood Rd*	48	Housing/green	48
Tufthorn Ave	60	Within settlement area	65
Kings Meade*	48	Green Ring	48
North Rd/ Worcester Walk*	70	Green Ring	70
Berry Hill, Christchurch, Edge End NDP**	Not a FoDDC plan allocation but covered by an AP policy which recognises there is capacity for housing up to 80 units on the site under certain specified conditions	BHCEE allowed for 80 in their area	Up to 40
Poolway Farm	80 (50 counted as deliverable in five years (2016))	Within settlement boundary	80
Extended Poolway Farm	60	Green Ring	0
Lower Lane	0	Green Ring	0
TOTAL	390		405

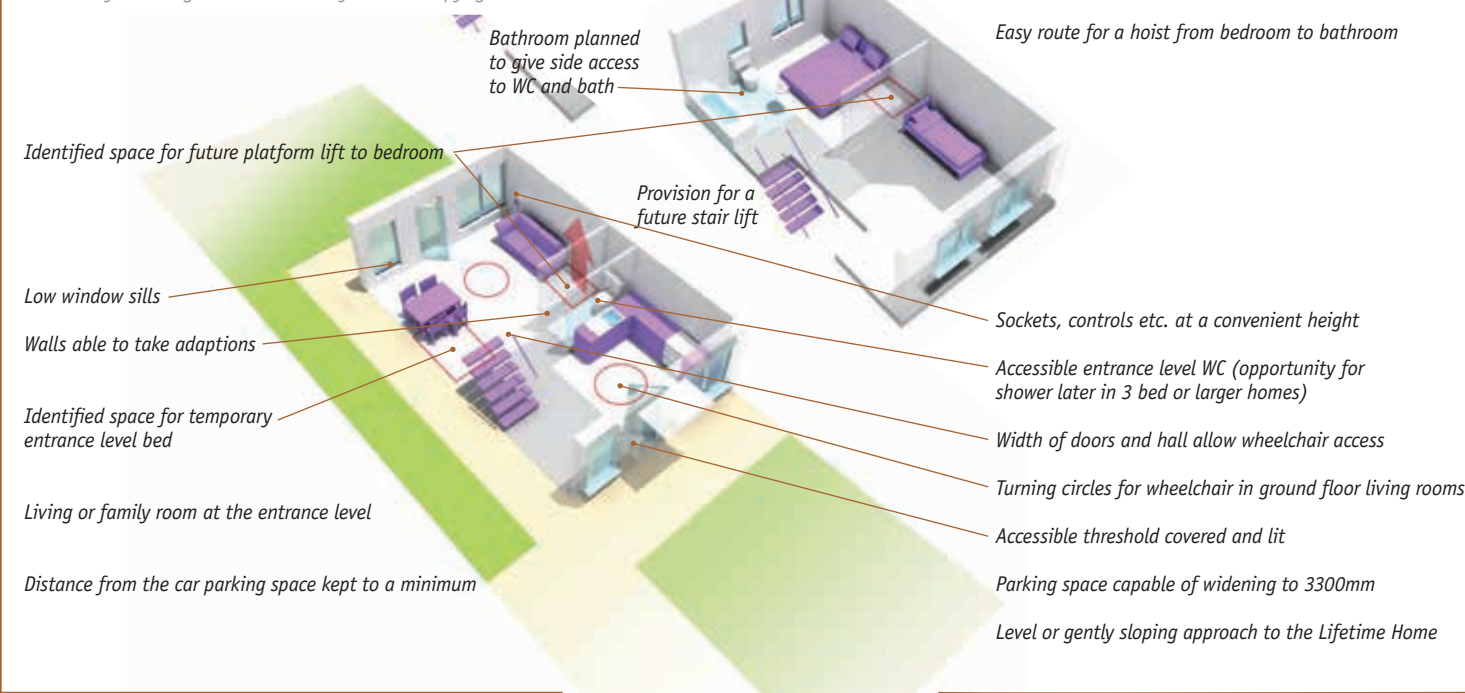
5.3.22 The NDP Steering Group has undertaken Character Assessments of the different character areas and new development will be required to take this information into consideration in the design of new development. Further information about this is provided in Section 5.4 below. As and when different large sites become available, the policies of this NDP will be of material consideration, and the Town Council will make an assessment with that context. Any revision of the FoDDC Residential Design Guide should refer to this NDP and the Character Assessment included as part of material consideration.

Proposed actions for the Town Council, partnerships and other interested parties (See projects section 7.3):

- 38 ■ Support mix and scale of housing in keeping with policies outlined and in context of the NDP character assessment
 ■ See also monitoring section 6

Figure 16 Lifetime Home Concept

Produced by RRP Diagram indicative only © Crown copyright 2008



Policy CH2 New housing development

New housing development, within the defined Coleford settlement boundary*, will be supported subject to the following criteria.

- It is designed to FoDDC Design Guide²⁴ (refer to 5.3.10 below)
- It safeguards and does not have an adverse impact on the residential amenities of existing and future community
- It is in keeping with the character of the surrounding area (see Appendix A)
- It would not lead to over-development of the site
- It involves a prior satisfactory infrastructure impact survey²⁵ and addresses any shortfall
- It addresses the housing needs in Coleford in terms of quantity, type, tenure mix and accessibility
- It provides for 10% to be accessible
- It provides robust pedestrian facilities
- It has appropriate infrastructure improvements including associated street lighting and especially sewer and drainage networks (see CITPA 4 & 5)

For defined settlement boundary see Map 1

²⁴ Note FoDDC Design Guide (or any update. Also, see FoDDC AP AP4 Design of Development and AP5 Style and Materials of the Allocations Plan). Also, Coleford Conservation Appraisal and para 5.3.18.

²⁵ The survey should consider foul sewage, surface water drainage, traffic loading and management, air quality, local availability to education and health services.

Policy CH3

Sites outside the Town Centre, within the Parish of Coleford (NDP area) which are part or wholly housing

Development will be supported on the following sites identified in the Forest of Dean Allocations Plan 2026 which include:

Ellwood Road, Milkwall (AP64)

Proposals will be supported which include the following features:

- curved estate road(s), retention of mature trees and hedges, and gardens to mitigate impact on view in from Gorsty Knoll
- mix of design in context of character assessment, including rural/vernacular details e.g. chimneys
- access off Ellwood Rd with pavement extended to Station Rd and bus stop
- have respect for the heritage features around the site e.g. industrial archaeology tram roads
- have respect for the green infrastructure, including wildlife corridors, woodland and nearby meend
- satisfactorily address bat routes and groundwater issues
- consider opportunities for mitigation via cycle/foot/bridle ways, recreation and leisure facilities

North Road, Broadwell (AP65)

Proposals will be supported which include the following features:

- access from North Road with any visibility splay improvements
- mix of size/type and design in context of character assessment, including rural/vernacular details
- have respect for the green infrastructure, with gardens, trees and curved patterns
- satisfactorily address any sewerage infrastructure network issues

Kings Meade (AP66)

Proposals will be supported which include the following features:

- the delivery of smaller homes including bungalows and lifetime homes
- the design and layout respect the character of the site and its surroundings
- the layout carefully respects wildlife corridor into valley and local green space along old railway line
- satisfactorily address any sewerage infrastructure network and drainage issues

Tufthorn Avenue (AP67)

Proposals will be supported which include the following features:

- the provision of access road(s) which do not conflict with existing neighbouring lorry accesses and planned new delivery and customer access for other employment sites in the immediate locality
- provide a design solution that respects the mixed-use development and the character of the site and its surroundings
- take account of traffic capacity in the immediate locality of the site
- the layout carefully respects bat routes, wildlife corridor into valley and local green space along old railway line

Poolway Farm (AP63)

Proposals will be supported which include the following features:

- a mix of type/size of houses and design in context of character assessment, giving particular importance to the views in from The Gorse, and from the top of Poolway Road looking north-west from Broadwell
- the use of careful landscaping, with inclusion of mature trees, gardens, curved road pattern
- the use of careful design to facilitate the access from Gloucester Road to take account of the traffic movements into the Bakers Hill junction
- the retention of Poolway Farmhouse