

An aerial map of the Matson Estate, showing a complex network of roads and buildings. Several circular and oval-shaped areas are highlighted with dashed white lines, indicating regeneration zones. White arrows point from these zones towards the center of the map. A large, light blue rectangular area is visible in the lower-left quadrant, possibly representing a park or open space. The overall color scheme is monochromatic, using various shades of blue and grey.

# Matson Estate Regeneration

Supplementary  
Planning Document

November 2019



# Contents

<b>1. Introduction and Vision</b>	<b>3</b>
1.1 Introduction	3
1.2 Vision and guiding principles	3
1.3 Structure of the SPD	3
<b>2. The Estates Today</b>	<b>4</b>
2.1 Location and context	4
2.2 Urban design analysis	7
2.3 Ownership and building types	13
2.4 Summary of technical issues	15
2.5 Opportunities	19
<b>3. Planning policy context</b>	<b>20</b>
3.1 Introduction	20
3.2 Housing and Regeneration	20
3.3 Open space and landscape	20
3.4 Design and sustainability	22
3.5 Community Facilities	23
3.6 Planning applications	23
<b>4. Key Principles of New Development</b>	<b>24</b>
4.1 Land use and density	24
4.2 Open Space	24
4.3 Routes and linkages	24
4.4 Urban Design	25
<b>5. Design Guidance</b>	<b>26</b>
5.1 Introduction	26
5.2 Public Realm Design	26
5.3 Building Design	32
<b>6. Delivery</b>	<b>37</b>
6.1 Introduction	37
6.2 Phasing approach	37
6.3 Rehousing	37
6.4 Community Audit and Strategy	37
6.5 Economic Action Plan	37

# 1. Introduction and Vision

## 1.1 Introduction

1.1.1 In March 2015 the housing stock owned by Gloucester City Council (GCC) was transferred to Gloucester City Homes (GCH). This includes homes within Matson, which dates from the early post-war years, when the City was building rapidly to replace bomb-damaged stock and to rehouse inner-city residents displaced under slum clearance programmes. Some later infill developments date from the 1970s and later years.

1.1.2 Matson comprises of a mix of housing tenures. GCH's properties are primarily social rented tenure, while other properties are owner occupied or privately rented. Whilst all of GCH's properties meet decent homes standards, the quality of construction and design of the built environment reflect the estates age and offers a range of opportunities for improvement and improved quality of life, alongside opportunities for economic and social regeneration. Matson has a strong sense of community and the area benefits from views of the countryside and Robinswood Hill. There is an overall green and open feel to the estate.

1.1.3 This SPD provides guidance as a stepping stone between planning policies in GCC's Development Plan and the potential regeneration of the estate under outline and detailed planning applications which may be brought forward. It has been subject to extensive public consultation with the local communities, and this is detailed in a separate consultation and response report.

## 1.2 Vision and guiding principles

1.2.1 The aim of regeneration is to enhance the appearance and quality of the estate while also protecting and growing the sense of pride in the community and reducing deprivation by:

- providing homes to meet the needs of local people and provide additional homes to meet the needs of the wider city;
- creating greener cleaner communities and improving the quality and use of open space;
- improving local shops and amenities for residents.
- Improving social and economic opportunities for residents.

1.2.2 The regeneration of the estate should include the following principles:

- An overall increase in housing density to (i) make best use of land; and (ii) to provide homes to meet the needs of local people in terms of tenure, type and accessibility.
- The regeneration will deliver quality homes which are safe, warm, affordable and environmentally friendly.
- Residents' desires to remain in their community are accommodated. Consideration will be given to both the impact of the loss of the existing home and of the impact of moving on residents.
- Connect and integrate Matson with the wider area.
- Utilise the community's economic development plan 'The Power of Three'.

1.2.3 This SPD provides guidance that reflects the above principles and aims to capture the benefits of new development and regeneration.

## 1.3 Structure of the SPD

1.3.1 This SPD is structured as follows:

- Chapter 2: The Estate Today. Good planning briefs are based on a thorough understanding of the opportunities and constraints that may affect them. This chapter sets out a summary of the analysis of the environmental, ownership and technical issues affecting Matson and concludes with a summary of opportunities.
- Chapter 3: Planning Policy Context. This chapter sets out an overview of current and emerging planning policy which provides the local policy context for the SPD.
- Chapter 4: Key Principles of New Development. This chapter sets out the overall suggested coordinating principles within which individual outline and detailed planning applications could be designed. The Key Principles are set out in four themes:
  - Land use and density;
  - Open space;
  - Routes and linkages; and
  - Urban design.
- Chapter 5: Design Guidance. This chapter provides specific guidance on national and local planning policy requirements for high quality design relating to the design of buildings, streets and open spaces at Matson.
- Chapter 6: Delivery. This chapter sets out the broad suggested approach to phasing. This will need to be refined and is likely to change as detailed designs are brought forward. All future development, and its timing, is to be discussed with residents.

## 2. The Estates Today

### 2.1 Location and context

2.1.1 Figure 2.4 sets out the area to which this SPD relates. Only some parts of this area are likely to be subject to change, and much of it will remain as it currently exists. For example, the private housing and open space around Haycroft Drive will not change as a result of this SPD. However, it is important that the SPD looks beyond the estate itself as connections with the wider area in terms of walking routes, green links and design approach are important to ensure that high quality regeneration is delivered.

2.1.2 Figure 2.5 shows the location and context of Matson in relation to Gloucester as a whole. Matson is located approximately 4km to the south of Gloucester City Centre. Robinswood Hill Country Park is nearby.

#### Wider access and connectivity

2.1.3 Matson has multiple vehicular accessibility and regular bus services to the city centre. The railway station is located in the city centre, which provides direct links to several cities including Birmingham, Bristol and London.

2.1.4 Matson is physically close to the M5, but access to it requires driving either northwards to Junction 11A or southwards to Junction 12. These junctions are approximately 6.6km and 9.5 km respectively from the centre of Matson (actual driving distance, not a straight line).

#### Local facilities

2.1.5 There are a number of local facilities in Matson including shops, community centres, schools and churches. There is however no supermarket in Matson and residents expressed through consultation that they have a lack of access to healthy food choices. The central area of the neighbourhood is situated within 0.8km of Abbeymead District Centre.

#### Views

2.1.6 Matson enjoys views to Robinswood Hill Country Park. Views of the Cotswold Area of Outstanding Natural Beauty (AONB), Cotswold Commons and Beechwoods National Nature Reserve can also be seen from southern areas of Matson.



Figure 2.1: Typical housing in Matson



Figure 2.2: View towards Cotswolds



Figure 2.3: View towards Robinswood Hill

#### Uses

2.1.7 Planning permission has been granted for a significant new housing development adjacent to the estate at the Winnycroft allocation just south of Matson. This will provide 420 homes with a further 250 homes being considered. It will be important to ensure that the new homes are integrated within the wider neighbourhood of Matson. There is an opportunity to improve linkages between the two areas which would help to support the existing local centre, schools and services in Matson.

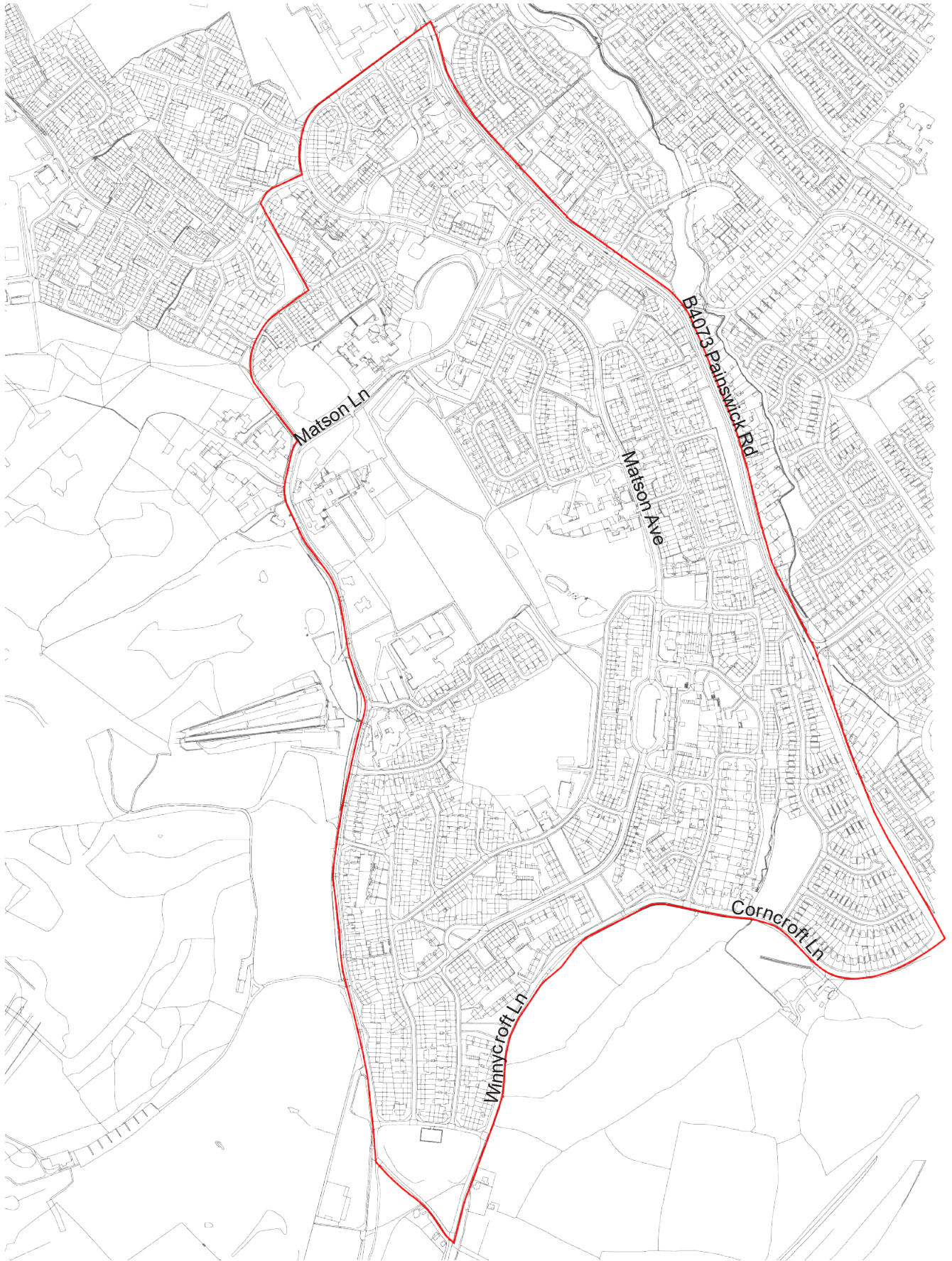


Figure 2.4: Area to which this SPD relates

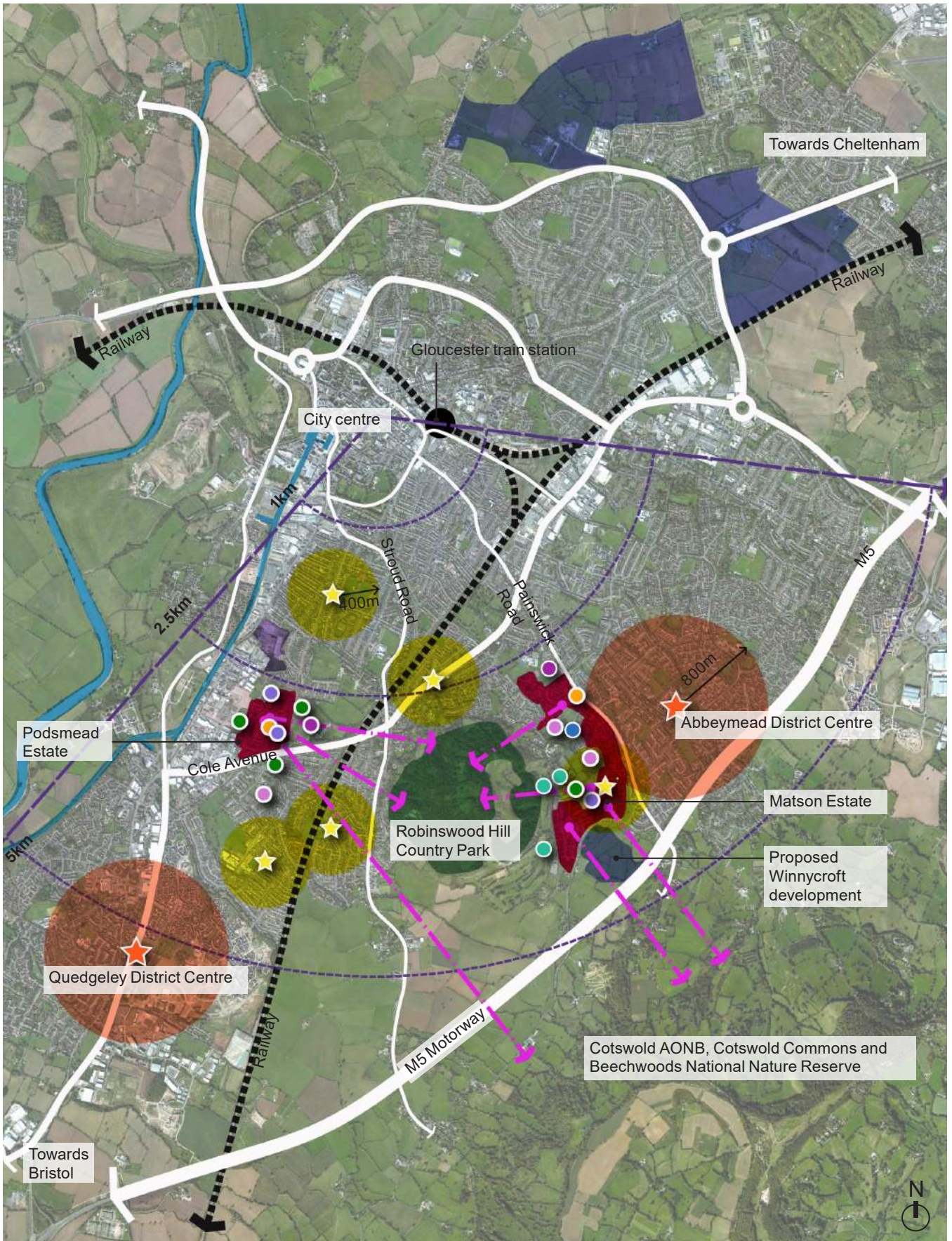


Figure 2.5: Strategic context diagram

**KEY**

- |   |                                      |   |  |   |                  |   |            |
|---|--------------------------------------|---|--|---|------------------|---|------------|
|  | District centre                      |  | Strategic housing allocations            |  | Community        |  | Leisure    |
|  | Local centre                         |  | Proposed development at Tuffley Crescent |  | Primary School   |  | Sports     |
|  | Distance to local or district centre |   |  |  | Secondary School |  | Local shop |
|   |                                      |   |  |  | Health           |   |            |

## 2.2 Urban design analysis

2.2.1 The urban design analysis over the next four pages sets out the positive influences, that could contribute to a masterplan to regenerate the estate; and negative influences, which a masterplan needs to address in developing a strategy to improve the estate.

- The estate is located next to Painswick Road, which is a key route into the city centre.
- Matson Avenue creates an important north/ south link that serves most of the neighbourhood.
- A variety of non-residential and community facilities bring some activity to Matson estate, e.g. health, education and leisure facilities, along with the local library.
- The neighbourhood has some shops that are well located in the local centre.
- Matson estate is located on the edge of a Country Park that provides an interesting range of local outdoor activities.
- There are good views out to the surrounding countryside, especially towards the Cotswold Area of Outstanding Natural Beauty to the south-east.
- Matson Park is of good quality, centrally located and provides two of the three equipped play areas.
- A key landscape characteristic is the mature and veteran oak trees, often forming key landmarks within the estate. No other area of Gloucester has as many veteran oak trees.
- There is a large amount of passive open space which contributes to the feeling of openness across the estate.
- The new development at Winnycroft Lane will add further community facilities to the area that all residents can benefit from. It has the potential to bring new residents to the area, generating demand for services.
- There are some established links to Painswick Road and into wider area for vehicles and pedestrians.
- There are bus routes that run along Matson Avenue and close by.



Figure 2.6: Matson Park with equipped play



Fig 2.7: Example of existing community facilities in Matson: St Augustines Church

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## Negative urban design influences

2.2.3 Figure 2.13 overleaf sets out the negative urban design influences for Matson, which in summary are:

- Parts of the estate, particularly in the north and south appear cut off from direct links to Matson Avenue, particularly where there are cul-de-sacs.
- Links between Matson Avenue to Painswick Road are minimal and, except for Matson Lane and Norbury Avenue, are indirect and poorly overlooked.
- The road system does not support the current levels of car ownership and usage. They do not support on street parking with a number of cars parked on pavements blocking access for pedestrians. Roads are narrow and poorly designed.
- Cul-de-sacs characterise residential pockets that are furthest away from the centres
- Neither Matson Park nor Robinswood Country Park entrances are obvious, open or well overlooked.
- Several open spaces lack definition and purpose and are often subject to fly-tipping and anti-social behaviour.
- Community facilities are located throughout the estate, but do not sit directly next to each other to ease accessibility.
- The local centre is dated and of poor quality with underutilised space.
- Whilst new development at Winnycroft may bring benefits, there is also a risk that the development could 'turn its back' on Matson resulting in two very separate communities.





Fig 2.9: Entrance to Matson Park



Fig 2.10: Local centre in Matson

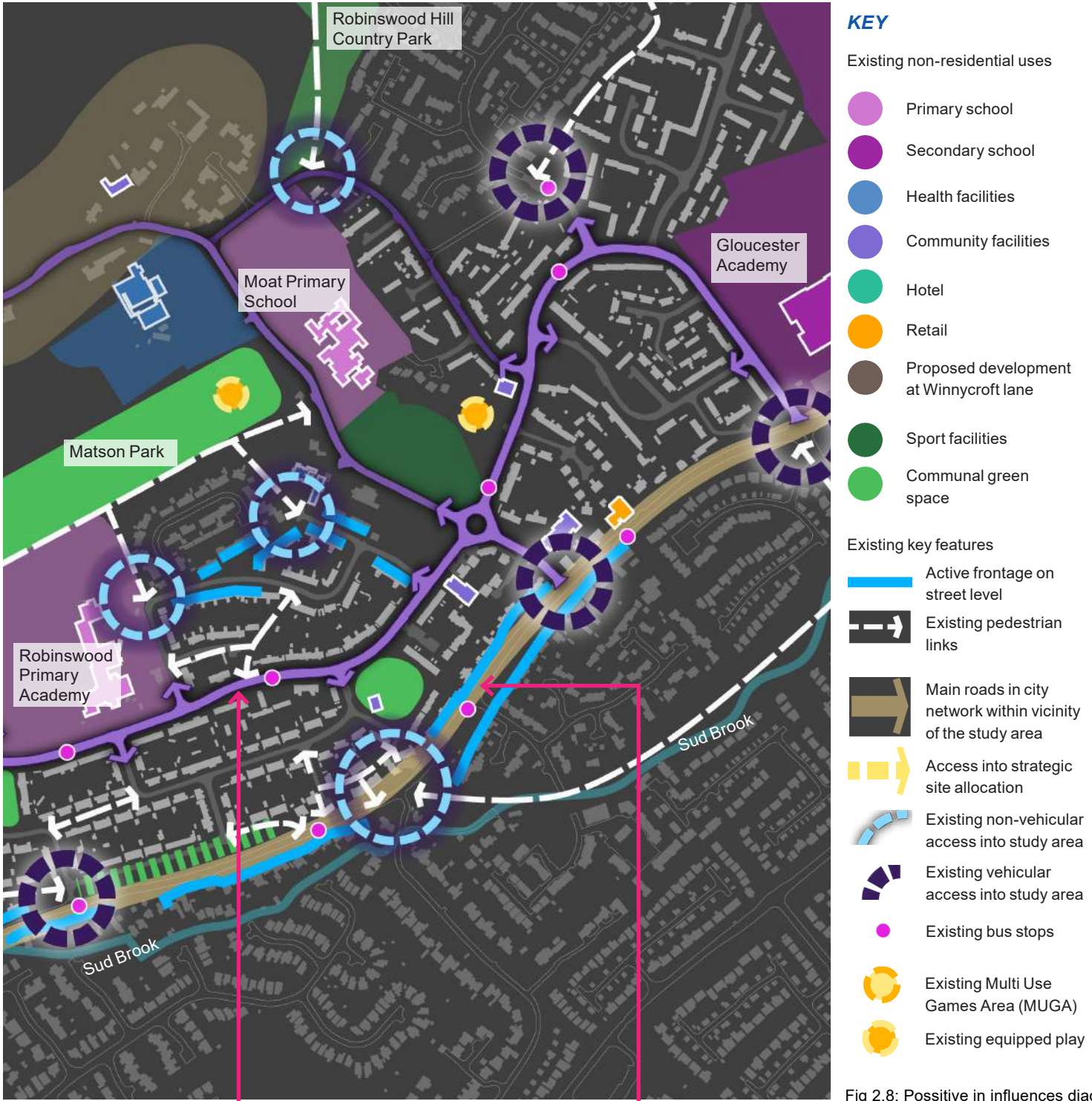


Fig 2.8: Positive influences diagram.



Fig 2.11: Active frontage on Matson Avenue



Fig 2.12: Active frontage on Painswick Road

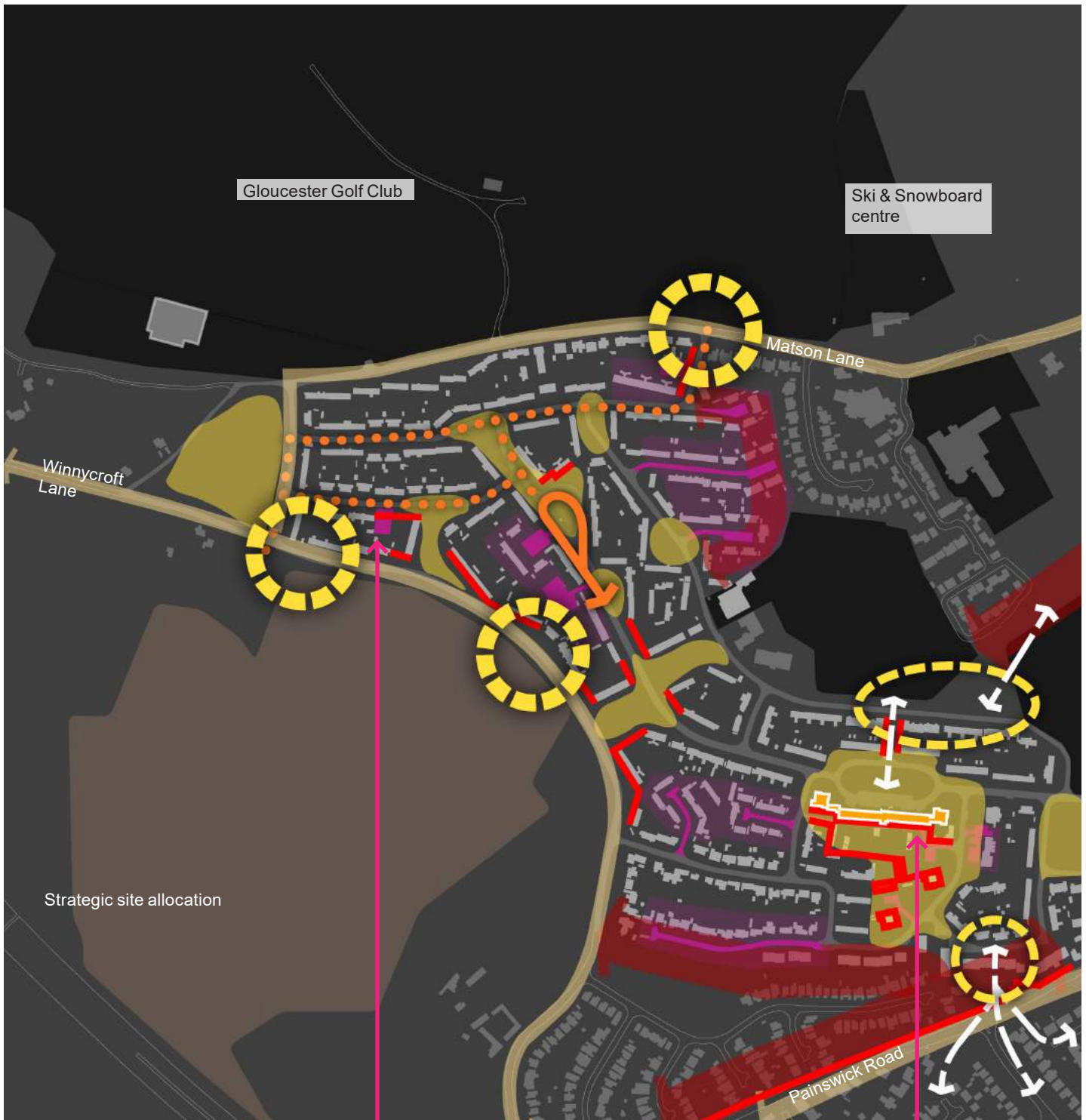


Fig 2.14: Parking Courts are dotted along Matson Avenue that seem underused



Fig 2.15: The local centre doesn't define a focal point, most of the space around it is underutilised.



**KEY**

- Existing non-residential uses
- Existing non-residential land uses
  - Community facilities and retail units are distributed in the study area, away from main streets
- Existing key features
- Building frontage that is blank or poorly connected with the public realm
  - Existing pedestrian links of bad quality, poorly over-looked or indirect
  - Matson Avenue as a spine road currently fails to create a legible and direct links into adjacent areas
  - Matson Avenue does not provide a legible linkage in the south to Winnycroft Lane and Matson Lane
  - Dead-ends or cul-de-sac access that results in areas of isolation
  - Areas where land lacks ownership, definition or purpose
  - Barriers along the study area that prevent movement out of the neighbourhood

Fig 2.13: Negative influences diagram



Fig 2.16 Matson turns its back onto Painswick Road



Fig 2.17: Pedestrian Links are too hard to find.

## 2.3 Ownership and building types

2.3.1 Most of the buildings in Matson have a very similar style and are typically two storey houses and maisonettes or four storey pre-fab blocks of flats. Their character does not vary much across the estate, nor define clear central areas of gateways. There are pockets of contemporary new housing, which stand out in comparison to the original estate homes.

2.3.2 A large amount of the estate is owned by GCH, as indicated by the pink shading in the plan opposite. Most of the buildings are terraced or semi-detached houses (yellow) and the blocks of flats (blue) are dotted all throughout the estate, and generally next to or along Matson Avenue. Most of these blocks of flats are positioned on open space that lacks a clear use and they often don't front onto their associated streets.



Fig 2.19: Flatted development

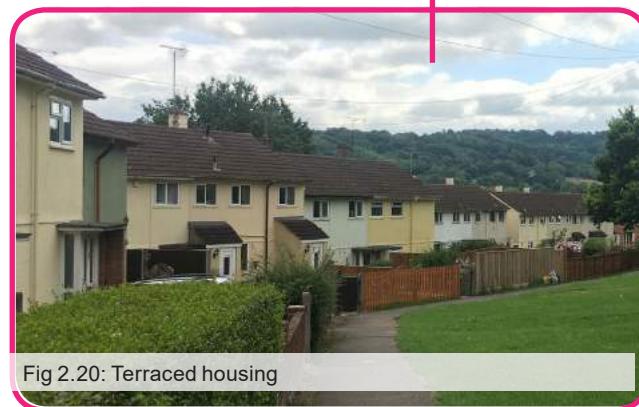
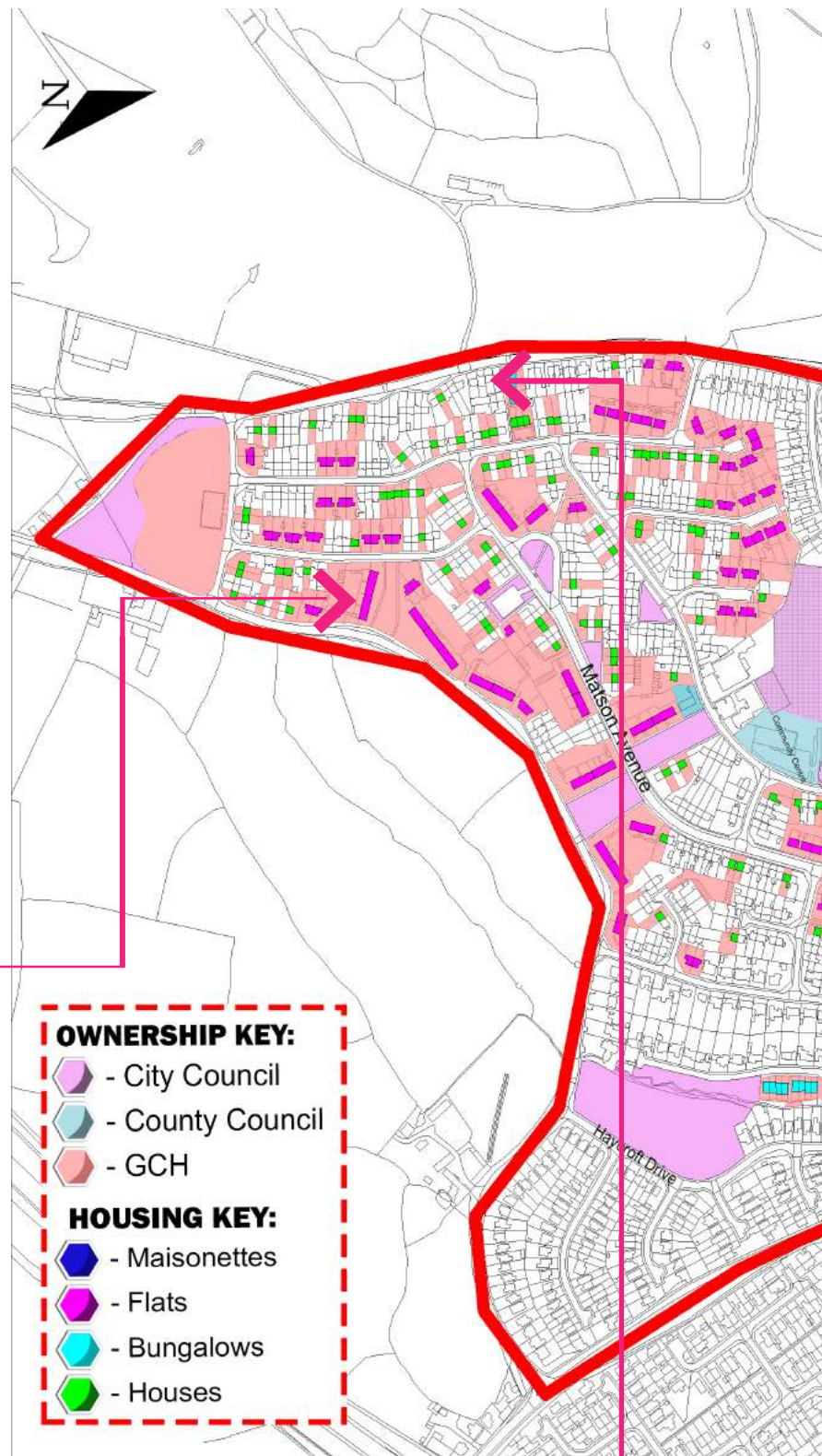


Fig 2.20: Terraced housing

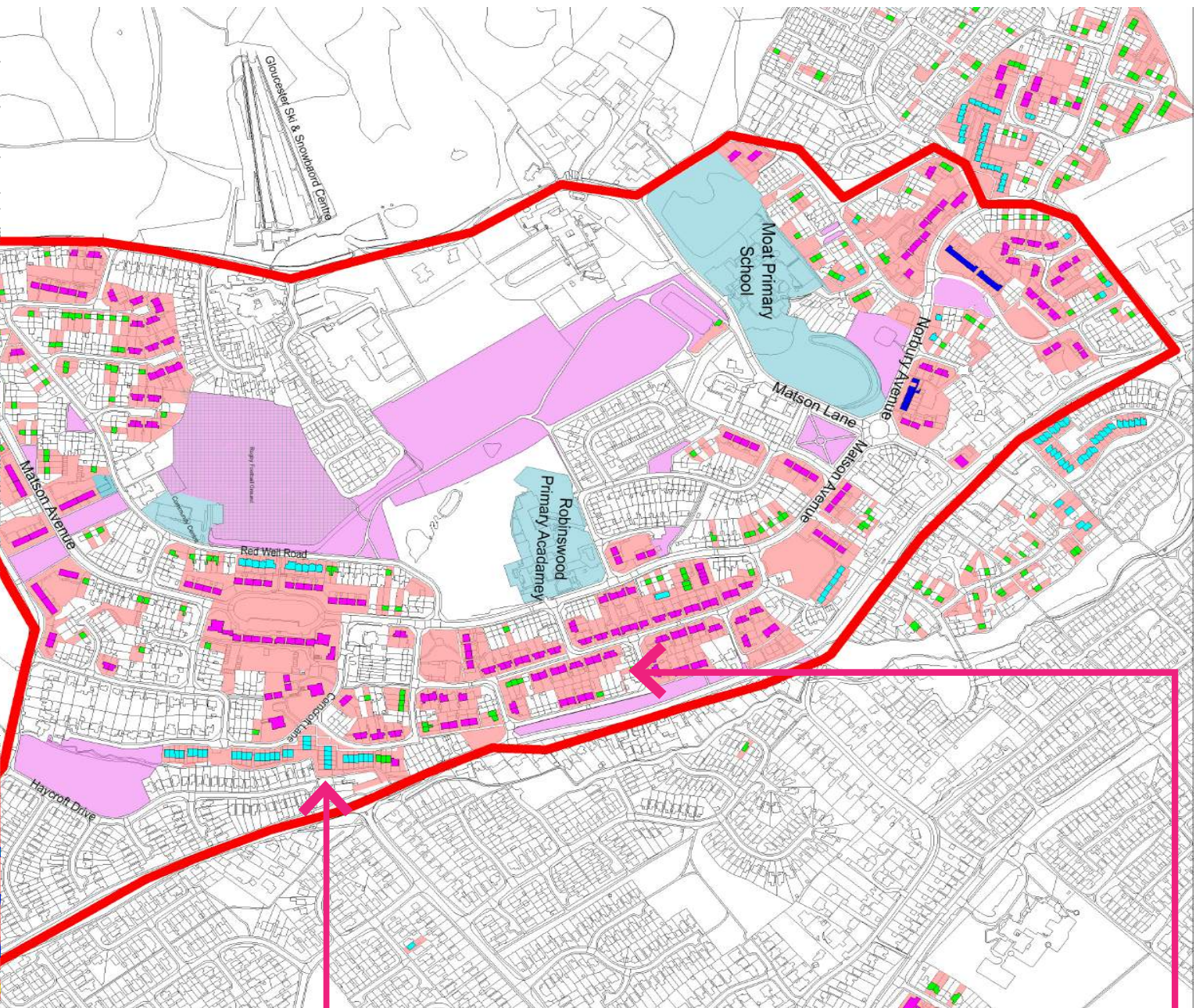
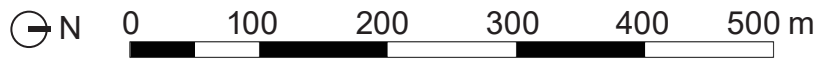


Fig 2.22: Existing maisonettes



Fig 2.21: New terraced housing and existing bungalows

\* Source: GCH 2017

## 2.4 Summary of technical issues

2.4.1 The technical analysis that has informed this SPD has included:

- open space and landscape: the amount, quality, function and character;
- transport: brief analysis of access and movement for vehicles, public transport, pedestrians and cyclists;
- engineering: ground conditions, utilities and flood risk; and
- historic environment.

### Open space and landscape

2.4.2 In summary, the key issues and opportunities are:

- There are 21 designated public open spaces across the Matson and Robinswood Ward, including Robinswood Hill Country Park. Excluding the country park this equates to approximately 40ha of open space of which 13.56ha are in Matson.
- The quantity of open space across the ward is well above Gloucester's Open Space Standards however, sports pitch and play provision falls below the required quantity standard. This is evident in the nature of many open spaces within Matson, where flat grassed areas dominate and there is little equipped play. There is an opportunity to improve play provision within Matson.
- Areas of Matson have historic grazing rights that allow sheep to roam freely throughout the estate. The sheep are unique and are only in this one area of the city, making them part of the distinctive character of Matson. Landscape design and planting will need careful consideration to accommodate the sheep.
- There are some significant mature and veteran trees, some of which are subject to Tree Preservation Orders (TPOs). The trees are a key part of Matson's character, and should be retained as part of any redevelopment.
- The JCS Landscape Characterisation Assessment and Sensitivity Analysis (Sept 2013) identifies the area around Robinswood Hill to the west of Matson as being a 'High Sensitivity' landscape, and part of the southern area of Matson as being a 'Medium Sensitivity' landscape. Development will need to be sensitive to the wider landscape setting.



Fig 2.23: Diagram of Public Open Spaces within Study Area

#### KEY

- Boundary of area within GCH control
- Public Open Space
- Play area and walking distance catchment of 240m (5 minutes' walk)
- Multi-use games area and walking distance catchment of 420m (10 minutes' walk)
- Sport Provision including two full size rugby pitches

- The JCS Green Infrastructure Strategy identifies opportunities to improve the pedestrian links with Robinswood Hill through signage and interpretation. It also identifies an existing Green Corridor along Sud Brook. There is an opportunity to create improvements and link this to the wider green network. Key Nature Reserve and Wildlife sites are located at the foot of Robinswood Hill. Again, there is an opportunity to link these to the wider green network.

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## Transport

2.4.3 A full transport assessment will be required. A non-technical desktop study was undertaken focusing on access and linkages. In summary, the initial issues and opportunities are:

- Whilst the north-south Matson Avenue provides several connections, east-west movement is limited for all transport modes. The Moat Primary School and Painswick Road are particularly strong barriers to this east-west movement. Opportunities to improve connections for all modes should be developed.
- Matson residents are within reasonable walking and cycling distance to local primary and secondary schools and local amenities. There is an opportunity to improve the attractiveness of existing pedestrian routes and create new pedestrian and cycle links.
- There are generally good bus services. However, residents have reported some issues with the service especially in the morning and evening peak. Price is also a barrier to some residents with the bus operator not accepting bus passes and cheaper tickets before 9am.
- The entry points / gateways to Matson are not easy to understand, and this contributes to the lack of an identifiable character and legibility.
- Matson Avenue is constrained in places and restricts the efficiency of the bus services. It can get congested at school drop-off / pick-up times.
- There are narrow streets and a large amount of on-street parking which residents report creates congestion and conflict between neighbours. It is important that new development does not further exacerbate this problem and, where possible, improves the situation. On-plot parking for new development is preferred.
- The adjacent site at Winnycroft has planning permission, and the main vehicular access will be off Winnycroft Lane. It is essential that any regeneration of the southern part of Matson links positively with the new arrangement.
- Surrounding main highway junctions have identified capacity issues.

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## Engineering

2.4.4 Ground conditions: The majority of the estate is underlain by the Lower Lias which is expected to be suitable for the support of a shallow foundation solution for low rise / light weight residential buildings.

2.4.5 A study of historical testing for contamination in the area shows that the majority of area is below contamination thresholds for residential development.

Some sites within the study area have shown localised near surface elevated contamination. Any planning applications should include appropriate ground conditions report and - where necessary - propose mitigation.

2.4.6 Utilities: The estate is well served by electricity, gas, telecommunication network (BT and Virgin Media), drinking water, and storm and foul water drainage networks. The site has a number of big sewers (pipes bigger than 375mm in diameter). New development should avoid building over these.

2.4.7 Flood risk: The estate area is in Flood Zone 1 and is at low risk of flooding from surface water and groundwater. Some of the roads however are at medium to high risk of flooding from surface water. There is an opportunity to reduce the risk of surface water flooding on existing streets through the use of Sustainable Drainage Systems in the new development.

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## Historic environment

2.4.7 The Matson ward developed primarily in the post-war era. It was heavily populated during the Medieval Period. Two moated sites survive from this time and are designated Scheduled Monuments, one of which is located adjacent to the estate.

2.4.8 The estate contains some significant archaeological remains, especially around the Matson Moated site. Undeveloped parts of the estate have the potential to contain previously unknown below ground archaeological remains. Developed parts of the estate (areas occupied by existing buildings and structures such as roads) are unlikely to contain surviving archaeological remains.

2.4.9 Appropriate initial survey work will need to be undertaken and should be agreed with planning officers and undertaken pre-planning in order to assess the archaeological potential of the Site. The results should be discussed with GCC and any further surveys and assessments required to support planning applications agreed prior to submission. Where any development is proposed adjacent to the Matson Moated site (a Scheduled Monument) early consultation with Historic England should be sought.

2.4.10 A Historic Environment Assessment (HEA) for the Former Selwyn School site which is located adjacent to Matson Park is available online at: [https://www.gloucester.gov.uk/media/1087/sub41\\_former\\_selwyn\\_school\\_site.pdf](https://www.gloucester.gov.uk/media/1087/sub41_former_selwyn_school_site.pdf)  
The HEA proposes no development within the grounds of the site.

2.4.11 A Townscape Character Assessment including full details of Listed Buildings within or adjacent to the area and Local List candidates can be found online at: <https://www.gloucester.gov.uk/media/3376/tca-report-part-2.pdf>



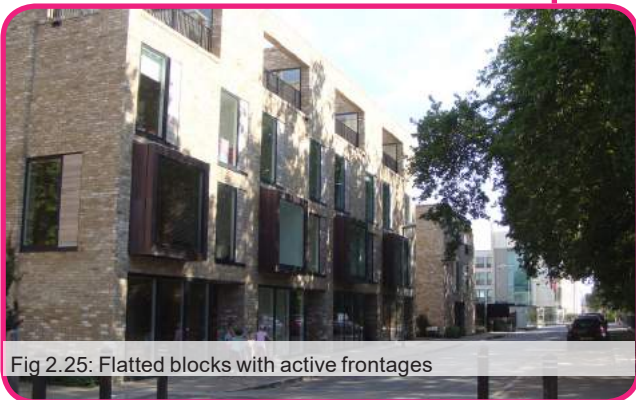
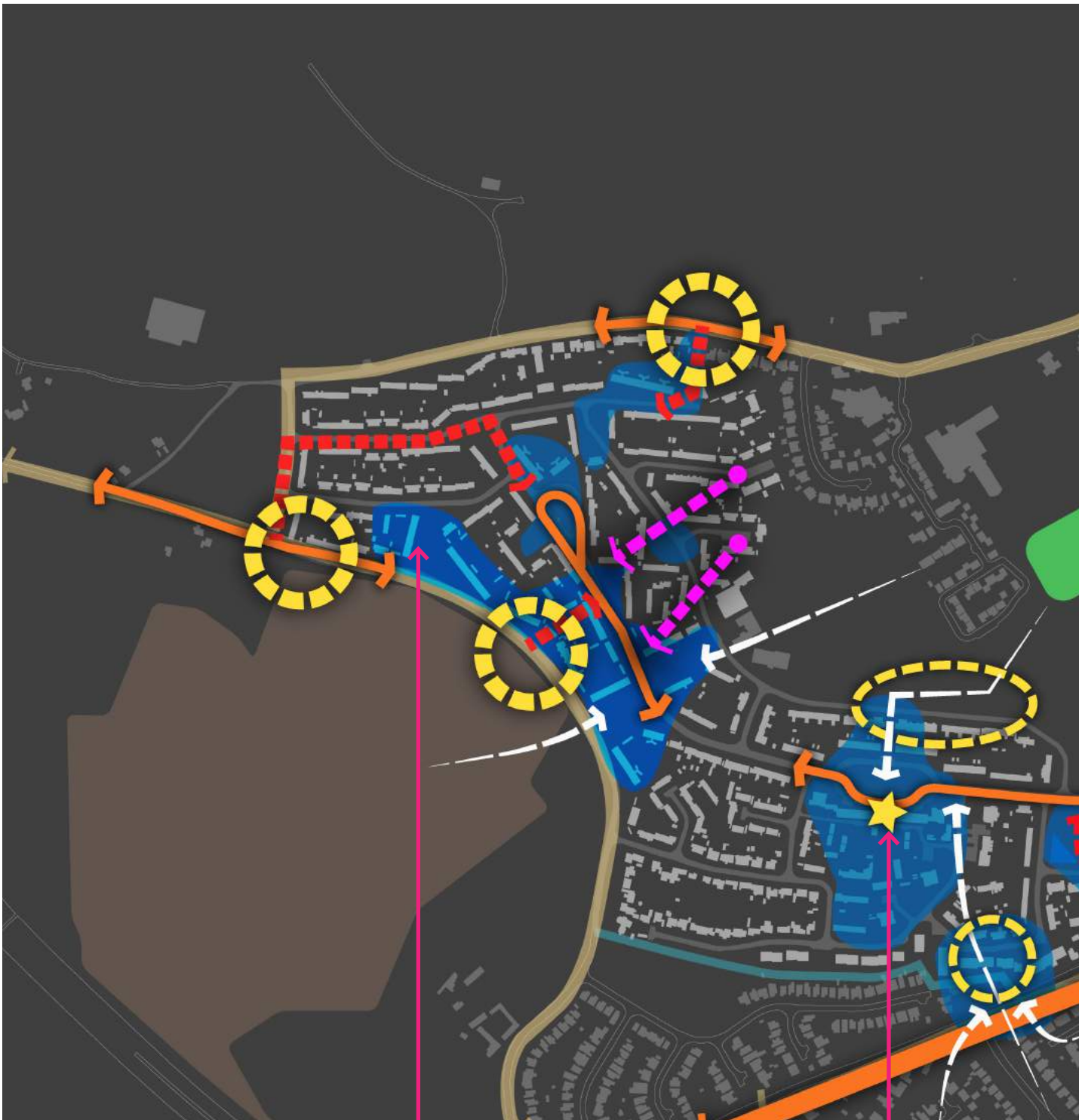


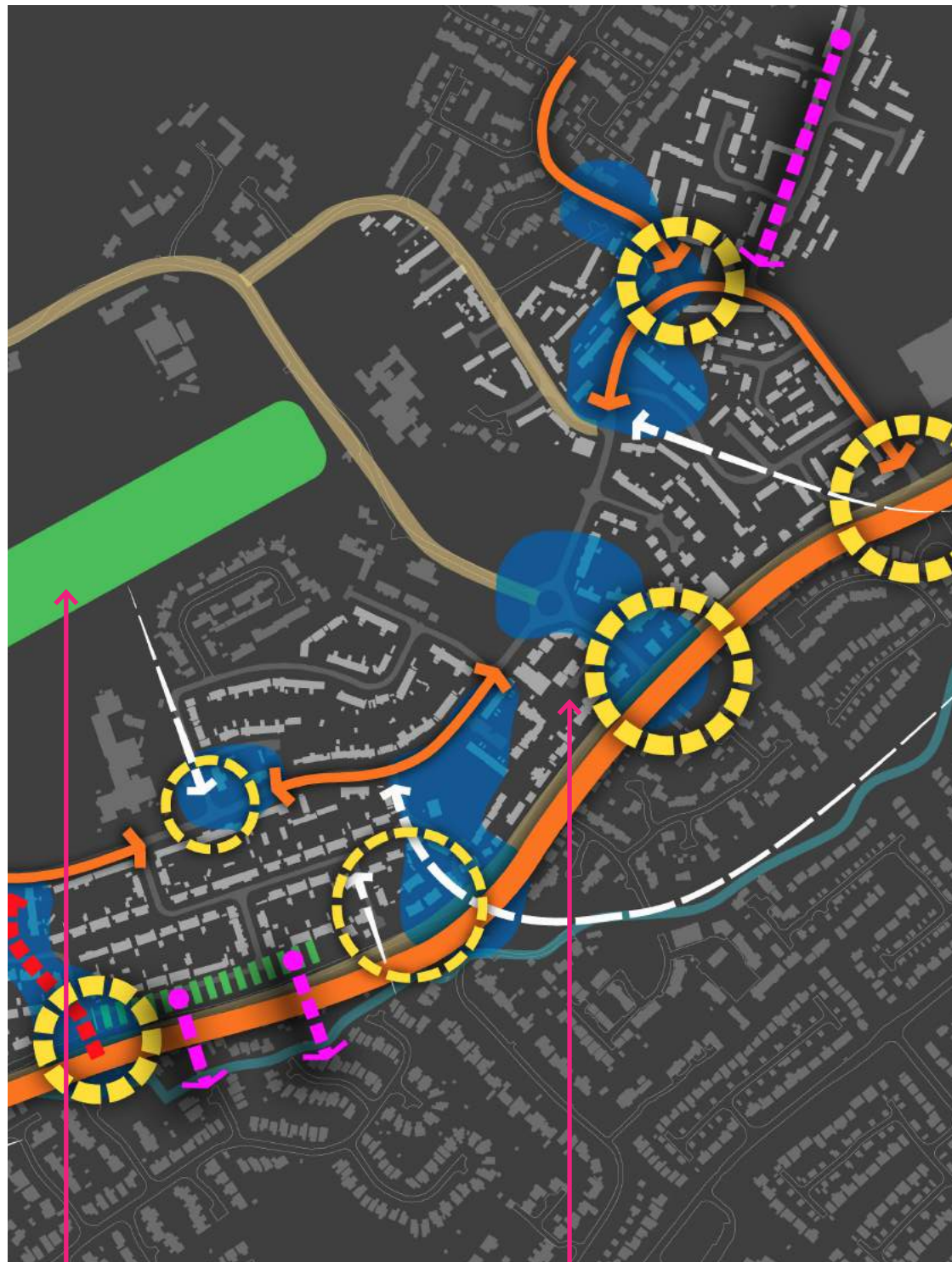
Fig 2.25: Flatted blocks with active frontages



Fig 2.26: Local centre that promotes pedestrianised movement around local shops




Fig 2.27: Opportunity





**KEY**


Existing non-residential uses

 Communal green space


Existing key features

 Existing pedestrian links of bad quality

 Opportunity to form a primary gateway into neighbourhood

 Opportunity to form an enhanced secondary gateway into the neighbourhood

 Strengthening permeability

 Development opportunities


 Opportunity for non-residential uses

Fig 2.24: Opportunities diagram



Opportunity for play in Matson Park



Fig 2.28: Gateways promote entrances into the neighbourhood

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## 2.5 Opportunities

2.5.1 Figure 2.24 sets out the opportunities that have informed this SPD. In summary these are:

- improve the Local Centre with the opportunity to locate high density development in this area;
- improve existing and create new east-west links;
- enhance the quality and accessibility of open spaces to ensure everyone of all ages and abilities can enjoy the health and wellbeing benefits and improve green linkages between them;
- improve the legibility and quality of gateways into and within Matson, creating better linkages to the wider area;
- the approved and submitted planning applications at Winneycroft, which will increase investment into the area, generate demand for existing services and provide new facilities;
- increase tree planting across the estate;
- improve pedestrian and cycle links within the site and to the surrounding area, particularly to services on the west of the estate (Robinwood Hill, Ski Centre, Hotel and Matson Lane) and to the new Winneycroft development.; and
- remove the hardstanding on Sneedhams Green and reinstate it as a green space.

## 3. Planning Policy Context

### 3.1 Introduction

3.1.1 This chapter sets out a summary of the relevant local planning policy context for this Supplementary Planning Document (SPD). The local policy context is principally set by:

- the adopted Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS) (Dec 2017).
- the adopted Gloucester City Plan 2011-2031 (GCP) (Jan 2023).

3.1.2 The Second Stage Deposit City of Gloucester Local Plan 2002 is a draft plan that was published and approved by the council for development management decision making in 2002. It is not an adopted plan, but the policies within it carry weight in the process of decision-making on planning applications. An assessment of the policies has been carried out in the light of the adoption of the JCS and in the context of the National Planning Policy Framework (2018).

3.1.3 This SPD provides guidance on the implementation of planning policies by setting out framework plans and design guidance providing overall suggested coordinating principles within which individual outline and detailed planning applications could be designed. In setting out the context, this Chapter focus on most recent (JCS) and City Plan policy and shows how the SPD reflects development plan policies. This is organised under key policy topics that are relevant to the regeneration of Matson:

- housing and regeneration;
- open space and landscape;
- design and sustainability; and
- community facilities.

### 3.2 Housing and Regeneration

3.2.1 In common with most other parts of England, Gloucester has a high level of housing need. Joint Core Strategy Policy SP1 sets out the overall requirement to deliver 35,175 new homes during the plan period, and Policy SP2 requires a minimum of 13,287 to be provided within the Gloucester City administrative boundary.

3.2.2 The Matson Estate is not specifically allocated for new residential development. However, JCS Policy SD10 sets out that new residential development will be permitted where it is on previously-development land or infilling in existing built up areas of Gloucester, except where otherwise restricted by other planning policies within the district plan; or there are other specific circumstances defined in district plans. The City Plan specifically addresses the regeneration of former local authority housing estates, stating that the Council will consider applications favourably where the following criteria are met:

#### Policy A3: Estate regeneration

1. The physical condition of the housing stock is poor (i.e. the dwellings are substandard, or demonstrably not fit for purpose in the short-medium term); and/or
2. There is an area-specific socio-economic justification for re-development led regeneration, considered alongside alternative options for re-modelling or refurbishment; If the criteria above are met, proposals must then meet the following:
3. The proposal has been properly master-planned; and
4. The existing strengths of the locality, both the built and natural environment and the community assets, are identified and positively improved upon as part of any regeneration;
5. The local community has been actively engaged in shaping the proposals; and
6. The proposal provides suitable type and tenure housing choices to meet the needs of existing residents and the needs of the wider city; and
7. The proposal promotes strong and thriving communities by providing community facilities, open spaces, retail and other economic opportunities at an appropriate level to meet the needs of the existing and expanded community; and
8. The proposal can demonstrate that development led regeneration delivers positive socio- economic benefits for existing residents; and
9. The proposal helps to maintain and promote independent living and improves health and well-being.

3.2.3 JCS Policy SD10 goes on to state that 'Residential development should seek to achieve the maximum density compatible with good design, the protection of heritage assets, local amenity, the character and quality of the local environment, and the safety and convenience of the local and strategic road network.' Applications will need to demonstrate that suitable highway mitigation can be achieved.

3.2.4 JCS Policy SD11 requires a mix of dwelling sizes, types and tenures in new development in order to contribute to mixed and balanced communities and a balanced housing market. It also states that development should address the needs of the local area, including the needs of older people and that improvements to the quality of the existing housing stock involving remodelling or replacing residential accommodation will be encouraged where this would contribute to better meeting the needs of the local community (subject to other policies including SD4 (design requirements) and SD8 (historic environment). This is further reinforced through the City Plan Policy A5: Specialist Housing and A6: Accessible and adaptable homes.

3.2.5 JCS Policy SD12 provides the detail of affordable housing requirements, setting out a target of a minimum of 20% affordable housing for sites in Gloucester that are not a Strategic Allocation.

3.2.6 A key principle of any regeneration of Matson would therefore be to broaden the mix of housing types to reflect the needs of existing residents and the wider city. Public consultation highlighted that residents feel access for older people is an issue, the current flats in Matson have no lifts, and that there is a local need for more family sized accommodation as there are no four-bedroom properties on the estate. A specific local housing needs assessment would need to be undertaken to understand the needs within each phase of development.

3.2.7 This SPD does not prescribe the mix of dwelling sizes, types and tenures. The SPD suggests a framework within which an appropriate mix of new dwellings can be brought forward.

### 3.3 Open space and landscape

3.3.1 Matson includes areas designated as open space, and the estate sits within a wider landscape and open space setting. The key JCS policies in relation to landscape and open space are:

- JCS Policy SD6, which seeks to protect landscape character and requires all applications to consider the landscape and visual sensitivity of the area in which they are to be located or which they may affect.
- JCS Policy SD7, which requires development proposals to conserve and, where appropriate, enhance the setting of the Cotswold Area of Outstanding Natural Beauty (AONB).
- JCS Policy INF3: Green Infrastructure, which seeks to deliver a series of multifunctional, linked green corridors and requires development proposals to contribute positively towards green infrastructure.
- JCS Policy INF4: Social and Community Infrastructure, which includes open space in the definition of such infrastructure and seeks replacement facilities to compensate for loss of existing.

3.3.2 The GCP seeks to protect open space and playing fields, Policy C3: Public open space, playing fields and sports facilities, states that:

1. For public open spaces, an assessment demonstrates the site is of low value and of poor quality, with no opportunities for improvement and is surplus in terms of all functions that open space can provide.
2. For playing fields and sports facilities, an assessment demonstrates there is an excess of provision in the local area, there is no current or planned future demand for such provision and that there would be no overall shortfall; if the criteria above cannot be met:
3. The open space, playing field or facility can be replaced by alternative provision of an equivalent or better quality and quantity in an accessible and appropriate location to the community where the loss would occur; or
4. The proposal is ancillary development that would enhance existing facilities and not reduce or prejudice its ongoing use; or
5. The proposal affects land that is not suitable, or incapable, of forming an effective part of the open space, playing field or facility and its loss would not prejudice the ongoing use of the remainder of the site for that purpose.

New open space, playing fields and built sports facilities within new development will be provided to meet the needs of the local area.

3.3.3 The City Plan seeks to protect trees and hedgerows and, in the case of an unavoidable significant adverse impact on trees, woodlands and hedgerows, the developer must provide for measurable biodiversity net gain on site, or if this is not possible:

1. At nearby Green Infrastructure projects/areas; or
2. In suitable areas of parks, open spaces, verges; or
3. Through the restoration or creation of traditional orchards, prioritising sites identified as opportunities for increasing the connectivity of the ecological network; or
4. As new or replacement street trees.

Development which would result in the loss of irreplaceable habitats such as Ancient Woodland, Ancient Trees and veteran trees will not be permitted except in wholly exceptional circumstances.

3.3.4 City Plan Policy E6: Development affecting Cotswold Beechwoods Special Area of Conservation states that development will not be permitted where it would be likely to lead directly or indirectly to an adverse effect upon the integrity of the Cotswold Beechwoods Special Area of Conservation (SAC) (alone or in combination), and the effects cannot be mitigated. In order to retain the integrity of the SAC, and to provide protection from recreational pressure, all development that results in a net increase in dwellings will be subject to Habitats Regulations Assessment for likely significant effects. Any development that has the potential to lead to an increase in recreational pressure on the SAC will be required to identify any potential adverse effects and provide appropriate mitigation. This will be in accordance with the SAC mitigation and implementation strategy or through a Habitats Regulations Assessment.

3.3.5 City Plan Policy E3: Green/Blue Infrastructure supports INF3, and requires development proposals to contribute towards the provision, protection and enhancement of Gloucester's Green Infrastructure Network. Major development proposals will be designed in accordance with a recognised standard.

3.3.6 The relevant open space policies from the Second Stage Deposit City of Gloucester Local Plan 2002:

- Policy OS.2 Public open space standard for new residential development; and
- Policy OS.3 New housing and public open space.

3.3.7 As set out in Chapter 1, there are a number of important guiding principles that should inform any masterplanning approach, including accommodating existing residents' desires to remain in their own community. Space for new development within the estate is limited and as such it is anticipated that there may be proposed development on some of the existing open space within Matson.

3.3.8 This will need to be very carefully considered through the masterplanning process, with an Open Space Audit used to evaluate the quality of spaces before developing the masterplan proposals, and refining them following consultation with local people. The fact that the area has good provision of open space is not in itself a justification for the loss of open space. The approach to open space and landscape will need to comply with policy by:

- Providing a replacement or alternative provision of an equivalent or better quality and quantity in an accessible and appropriate location;
- demonstrate, including evidence of engagement with relevant local community groups and partner organisations, why the facility is no longer required and, as appropriate, how, when and where suitable local replacement facilities will be provided;
- improving play provision;
- creating better linkages between open spaces both within and outside of the estates, so forming a strong green network that locks into the city-wide Green Infrastructure Strategy; and
- where appropriate have the approval of Sport England.

## 3.4 Design and sustainability

3.4.1 The ambition should be to enhance what is already good about Matson, so that it becomes a high-quality place to live and work. The principles set out in this SPD are informed by planning policy requirements for high quality, sustainable design, and makes it clear that planning applications will need to meet these requirements. The key policy requirements in the Joint Core Strategy are:

- JCS Policy SD3: Sustainable design and construction
- JCS Policy SD4: Design Requirements
- JCS Policy SD12: Affordable Housing, also requires that homes are designed to be tenure blind.

3.4.2 In addition, guidance set out in the Designing Safer Places (2008) interim adoption SPD is important to the regeneration of the estates:

3.4.3 The Design Guidance chapter of this SPD amplifies the principles set out in these policy documents, including:

- designing the public realm as a place for everyone, ensuring that streets and buildings work together to create streets that are spaces for people, not just a means of getting from one place to another;
- create streets that are welcoming and safe for pedestrians and cyclist of all ages and abilities encouraging people to choose to move;
- creating characterful open spaces, so that existing and new spaces combine to create a network, each space with a clearly defined role and function within the neighbourhoods;
- balancing the need for residents to have safe and convenient access to car parking with creating an attractive, uncluttered streetscape that promotes green active travel choices; and
- designing high quality buildings that transform the image of Matson.

3.4.4 The City Plan includes the following design policies which reflect existing policy and national guidance:

- Policy A1: Effective and efficient use of land and buildings
- Policy C1: Active design and accessibility
- Policy C7: Fall prevention from taller buildings
- Policy E3: Green/Blue Infrastructure
- Policy F1: Materials and finishes
- Policy F2: Landscape and planting
- Policy F3: Community safety
- Policy F6: Nationally Described Space Standards
- Policy G2: Cycling
- Policy G3: Walking

- the National Planning Policy Framework;
- National Planning Practice Guidance;
- National Design Guide;
- the Gloucester Local Plan (1983) saved policies;
- the adopted Gloucester, Cheltenham and Tewkesbury, Joint Core Strategy (JCS) (December 2017);
- the Gloucester City Plan 2011 to 2031; relevant policies from the 2002 Second stage Deposit City of Gloucester Local Plan (adopted for development control purposes);
- draft Supplementary Planning Guidance No. 6: New Housing and Open Space (2001);
- interim adoption Designing Safer Places SPD (2008);
- interim adoption Heights of Buildings SPD (2008);
- Manual for Gloucestershire Streets (2014) ;
- Health Impact Assessment

## 3.5 Community Facilities and Economic Development

3.5.1 Good places provide residents with access to facilities to meet their everyday needs, including schools, health services and community centres. JCS Policy INF4 seeks to protect existing community facilities and - where new residential development will add to the need for facilities - requires either on-site provision or a contribution to facilities off-site.

3.5.2 Where existing community facilities are identified for redevelopment, where possible, they should be re-provided prior to their loss. The aim should be to re-provide them within the identified mixed-use areas prior to their loss, but phasing of the mixed-use areas may mean that temporary facilities are required before existing uses are provided with permanent accommodation.

3.5.3 The community's own Power of Three economic development strategy should be used alongside the requirements of Policy B1: Employment and skills plans from the City Plan, to ensure every reasonable opportunity is taken to help local people make the most of their existing skills, engage in training, learn new skills and build their economic potential.

3.6.2 Applicants should hold pre-application discussions with Gloucester City Council and statutory consultees, including Gloucestershire County Highways and Sport England. These discussions should include agreeing the documents, surveys and reports that are required to support planning applications. These may include, but not be limited to:

- a Design and Access Statement;
- a Planning Statement;
- a Statement of Community Involvement;
- an Environmental Statement, where screening has identified that one is required;
- Habitats Regulation Assessment;
- traffic surveys, modelling, and Transport Assessment demonstrating that any highway impact can be accommodated or adequacy mitigated;
- Travel Plan;
- ecological surveys and reports;
- Phasing Strategy,
- Rehousing Strategy;
- Housing need assessment for each phase;
- Open space audit;
- Community strategy;
- Economic development plan;
- heritage assessment; and
- townscape and landscape visual impact.

## 3.6 Planning applications

3.6.1 This SPD suggests a framework within which outline, detailed and reserved matters applications will be brought forward. It is important that applicants have regard to the whole planning policy context and not just the particular policies highlighted in this SPD. This includes:

3.6.3 The Design and Access Statement should demonstrate how the proposals have responded to the principles and guidance set out in this SPD.

<sup>1</sup>The Manual has been temporarily revoked until account can be taken of the DfT's Inclusive Transport Strategy.

## 4. Principles of new development

### 4.1 Land use and density

4.1.1 The principles for new development have been developed from the analysis of the study area, the policy framework, and the opportunities set out in Chapter 2, and are:

- Redevelopment is focused on sites with the lowest quality existing buildings and principally in the ownership of GCH or the city council, to ensure development is deliverable.
- Densities should generally increase at key gateways to the north and south (at the northern end of Matson Lane and off Winneycroft Lane to the south) and in the centre, so creating an urban form that is easy to understand, reinforces key nodes and facilitates travel by non-car modes.
- The existing local centre could be redeveloped or refurbished, to provide a stronger heart to the community. Options for the creation of a new community hub to reinforce its role in the community and bring greater life to the centre should be investigated.
- The mixed-use centre is intended to have non-residential uses on the ground floor (e.g. shops) and mostly residential on upper floors. The uses within the mixed-use centre are not prescribed, but may include:
  - A2: professional services
  - A3: restaurants and cafés
  - A4: drinking establishments
  - A5: hot food takeaways
  - D1: non-residential institutions, such as a health centre or library
- The mixed-use centre may also include ancillary B1: Business.

4.1.2 Where there is a demonstrable need for existing community facilities, they must be re-provided prior to their loss to provide continuity of provision. This may include temporary community facilities prior to permanent facilities.

### 4.2 Open Space

- retaining or providing new green space, creating linkages to adjacent open spaces where possible to create connected green infrastructure.
- providing new / improved play facilities evenly distributed across the area.

- enhancing the biodiversity in defined focus areas and across the site to provide overall improvements and net gain.
- retaining and integrating existing trees where possible, and replacing any trees lost to development.
- increasing tree planting across the estate.
- making the most of opportunities to green existing streets to help connect open spaces and create attractive walking routes.
- creating a civic space within the local centre, incorporating existing trees.

### 4.3 Routes and Linkages

4.1.3 The overall principle is to reinforce Matson Avenue's role as the main spine road, so that it looks and feels more important than other streets within the estate. Other principles include:

- Improving the connectivity of the estate as a whole for pedestrians, cyclists and vehicles by creating a network of new and improved routes;
- Connecting Matson Avenue to Winneycroft Lane and the proposed Winneycroft development, and so extending the primary neighbourhood route into any future extension of Matson;
- A new vehicle link connecting Painswick Road to Garnalls Road and Underhill Road. including the opening up and improvement of the access into Matson Park;
- Improve pedestrian linkages to services on the western side of Matson including Robinswood Hill, the ski centre, hotel and Matson Lane in general;
- Improving the east-west pedestrian routes linking to Painswick Road next to Prinknash Road and St. Peter's Road. This should be considered in terms of high-quality finishes, landscaping, improved street lighting and widening, where possible; and
- Connecting the estate more positively into the wider area by creating attractive 'gateways' at key access points through improved public realm and open space, and - where appropriate - new buildings overlooking and defining the gateways.

4.3.2 The suitability of these principles will need to be evidenced through a full highways assessment and in consultation with the Highways Authority through the preapplication process.



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## 4.4 Urban Design

### Building frontages

- Create strong building frontages onto Matson Avenue, making them as continuous as possible in the higher density and mixed-use areas;
- Create positive building frontages at the key gateway points around Banebury and Penhill Road in the north and Winnycroft Lane in the south;
- Where proposed densities are lower and the character of the existing surrounding buildings is suburban, frontages may be more broken up and less continuous; and
- Where new buildings are proposed next to new or existing open space, their frontages must define and overlook the open space, with active uses at ground floor.

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### Development blocks and building form

- Like the frontages, development blocks and building form should get smaller and more broken up towards the edges of Matson, particularly in the south where it interfaces with the countryside;

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### Key corners

- Along Matson Avenue new buildings will be visually prominent along the street, and it is important that their design responds to this prominence in creating high quality design. Corners are especially important - blank elevations will not normally be permitted, and they must be designed to respond positively to views; and
- Key corners may be higher than the main part of a new building. However, this is not the only way in which high quality corners could be achieved, and consideration should also be given to form and massing, roof design, the location of windows, and the use of distinctive materials.

# 5. Design Guidance

## 5.1 Introduction

5.1.1 The requirement for good design is set out in planning policy, from the highest level of the National Planning Policy Framework (NPPF) to the local level of Gloucester City Council's current and emerging policies. This chapter expands on these policy requirements with guidance for the design of buildings, streets and open spaces at the Matson Estate.

5.1.2 Planning applications should demonstrate how they have responded to the guidance in this chapter, as well as the Principles set out in chapter 4, through a Design and Access Statement (DAS). The DAS should also refer to principles set out in JCS Policy SD4, which relate to:

- context, character and sense of place;
- legibility and identity;
- amenity and space;
- public realm and landscape;
- safety and security;
- inclusiveness and adaptability; and
- movement and connectivity.

5.1.3 Policy SD4 may require the submission of a masterplan and design brief with proposals for redevelopment. These may be incorporated into the DAS, so long as they respond to the requirements in Table SD4d

5.1.4 This chapter is structured as follows:

## 5.2 Public Realm Design

### Streets and routes

- Streets and buildings working together
- Streets as spaces for people
- Improving existing pedestrian routes
- Green spaces
- Creating character
- Spaces and buildings working together

### Car Parking

- Minimising visual impact
- Integrating garages
- Creating safe and attractive communal areas
- On-street parking
- Parking standards

## 5.3 Building Design.

### Built form

- Building height
- Corner buildings
- Roof form
- Mix of unit types
- Mixed-use buildings

### Amenity space

- Gardens
- Amenity space for flat

### External appearance

- Materials and detailed design
- Bin stores and other detailed elements

### Design for change

- Future proofing

## 5.2 Public Realm Design

5.2.1 The 'public realm' belongs to everyone. It comprises streets, squares, green spaces, footpaths and other outdoor spaces. Good design of the public realm is important as it is the 'glue' that holds together all the buildings, current and future, that make up the estates.

### STREETS AND ROUTES

#### Streets and buildings working together

5.2.2 Creating a good public realm starts with designing street and building layouts at the same time, so that they work together. Poorly designed streets are too often designed as highways first, with buildings then made to fit around the geometry of the street layout. This makes the place feel that it is designed for the car, not people. Signs that streets and buildings are working positively together include:

- the fronts of buildings create a coherent 'building line' than defines and encloses the street;
- buildings on corners are designed to 'wrap' around the corner, avoiding blank elevations and instead presenting attractive facades outwards towards all aspects of the public realm.



Fig 5.1: The new houses onto the roundabout developed recently do a much better job of relating to the street than the older flats.



Fig 5.2: New houses: There is no 'left over' space: the front gardens have a clear role in providing separation from the street. The buildings are designed to 'turn the corner', with windows and bays looking outwards over the street. The strong building line helps define the street.



Fig 5.3: Older flats: Arranging the flats at right angles to one another on a curving corner results in 'left over' space, with no clear function, between the flats and the street. The blank gable end doesn't look good in such a prominent corner location.

5.2.3 Designing routes for people first creates attractive streets that people are more like to want to walk or cycle along. Attractive streets provide an opportunity for tree planting and vegetation which maximise health and wellbeing, biodiversity and connectivity to the green infrastructure network.

5.2.4 Although buildings and streets should be designed together, there are technical requirements (such as sightlines) that need to be taken into account. Early consultation with highways officers during design is recommended.

### Streets as spaces for people

5.2.5 Streets within Matson should be designed as pedestrian and cycle friendly places, not just as a means of getting from one place to another by car or a place to park cars. That is, they should be designed as places for people by incorporating the following design principles:

- design to reduce vehicle speeds;
- make pedestrians and cyclists feel safe; and
- design for ease of maintenance. Well maintained streets are pleasant places to be.

5.2.6 **Design to reduce vehicle speeds:** Streets should be designed for a maximum vehicle speed of 20mph. Layout principles that can help reduce speed include:

- creating a network of streets, so that distances between junctions are short so that it's difficult to pick up much speed;
- ensuring that views along streets are contained by buildings and landscape so that, although a safe forward visibility distance is provided, drivers do not have long, open views along roads. Curving streets can help to contain forward views; and
- locating buildings close to or at the back edge of the footway, so that streets feel enclosed rather than open.

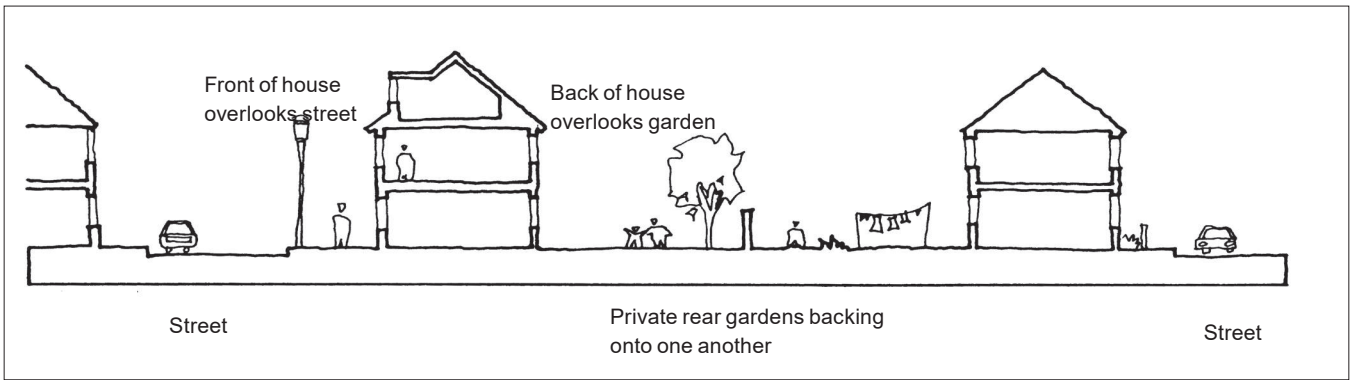


Fig 5.4: A clear distinction between public fronts of buildings and private backs is critical to creating a safe and secure place.

### 5.2.7 **Make pedestrians and cyclists feel safe:**

Minimising vehicle speeds is only part of making pedestrians and cyclists feel safe. Other design principles that should be incorporated into designs to promote safety are:

- ensure that the fronts of buildings overlook streets and other spaces, with back gardens backing onto other private space. This clear distinction between public fronts of buildings and private rears is critical to creating a safe and secure place. Avoid rear garden boundaries onto the public realm;
- minimise blank walls and other 'dead' frontages at ground floor level and instead ensure that windows and doors face onto the street, creating a feeling of 'eyes on the street'; and
- provide good lighting;
- design landscape to allow views through; and avoid barriers and other street furniture designed to 'protect' pedestrians from cars, and instead ensure that cars travel slowly.

### 5.2.8 **Design for ease of maintenance:** Do this by:

- designing streets to adoptable standards;
- involving those who will maintain the streets and spaces early in the design process so that technical requirements can be accommodated without compromising the design approach;
- keeping the design simple and uncluttered, so that it is easy to clean and maintain.

## Improving existing pedestrian routes

5.2.9 The Principles for New Development in Chapter 4 sets out an estate-wide strategy for improving the connectivity for pedestrians and cyclists in Matson. The key design principles on which such improvements should be based are illustrated in Figure 5.6 opposite and are:

- cut back and manage landscape so that there are clear views along the route;
- improve lighting (using evenly spaced white LED lighting); and



Fig 5.5: Existing route does not feel safe for pedestrians and cyclists

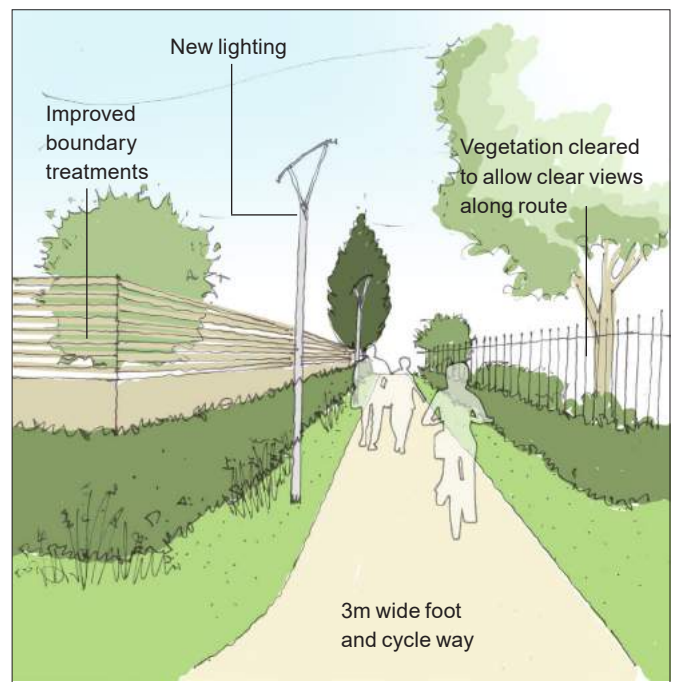


Fig 5.6: Sketch section showing improvements based on key design principles

- improve boundaries to adjacent private gardens to provide robust walls or fences that give residents next to the routes an improved feeling of security, and make users of the route feel safer through a well-maintained environment;
- where possible, ensure that the route is a minimum of 3 metres in width, so that pedestrians and cyclists can share it safely.

## GREEN SPACES

### Creating character

5.2.10 There is an opportunity to create a distinctive character within Matson through the improvement of existing open spaces and the creation of new ones. Chapter 4 sets out the overall suggested approach to green open spaces for Matson, Existing and new open spaces could work together to create a network of spaces, each with a clearly defined role and function within the neighbourhood.

5.2.11 In designing green spaces, designers should confirm their intended overall role and function in the context of a masterplan and design to create a rich, distinctive character:

- Is the space for children's play? What age group? What type of play?
- Is there an opportunity to incorporate Sustainable Urban Drainage features?
- Is there existing biodiversity that needs to be protected? Can the biodiversity of the green space be improved?
- Can routes across the open space connect it positively to the wider network of pedestrian works?
- Can the landform of the space be modelled to better support its function - e.g. banks for sitting on?

5.2.12 The role of new allotments in the overall network of green space should be considered, and incorporated into future detailed proposals if there is a need for such facilities.

5.2.13 Planting in green spaces should be designed to be adopted by the local authority. The design should be simple and clean, with manageable planting and hard surfaces. Early consultation with local authority officers is recommended.

5.2.14 Development will be required to be built in accordance with Building with Nature as set out in Policy E5: Green Infrastructure: Building with Nature.

### *Spaces and buildings working together.*

5.2.15 New building frontages should overlook and define green spaces, so that they work together to create an attractive and safe place. Key principles that should be incorporated into the design include:

- the design of open spaces should ensure that it has a clear role and function, leaving no space unused or undefined;
- active building frontages (i.e. frontages with windows and doors) should overlook the open space;
- front gardens should be provided to the homes overlooking the space, so providing a buffer between public and private; and
- light and noise pollution from play areas on adjacent residential dwellings should be minimised.



Fig 5.7: Combining landscape and SUDs features creates a rich, biodiverse environment



Fig 5.8: Using landform to create a distinctive character



Fig 5.9: Buildings and space working together to create an attractive outlook for the new homes and a safe place to be



Fig 5.10: Buildings frontages defining and overlooking the green space

## CAR PARKING

5.2.16 Designing good car parking into residential development is a major challenge. There are two sometimes conflicting issues that designers must address:

- cars parked on the street and in front of dwellings can seriously detract from the quality and character of the place by creating a cluttered environment. Minimising the visual impact of parked cars is a key principle in creating good places; and
- residents need to be provided with safe and convenient access to their cars, particularly where electric charging points are provided. Hiding them away in rear parking courtyards can lead to problems of crime and lack of personal security. Residents like to be able to see their parked car from their home.

### *Minimising visual impact*

5.2.17 For houses, the preferred approach is to locate parking within the curtilage of the dwelling. There are three ways of minimising the visual impact of this approach that should be designed into any new development:

- soften the visual impact of cars parked in front of dwellings with easily maintained landscape;
- locate cars in between rather than in front of dwellings, so that they cannot be seen in oblique views along the street; and/or
- use wide frontage, shallow depth dwelling types that allow garages or car ports to be designed into the house, and have the flexibility for a hard-standing parking space to the front or rear.

5.2.18 Car parking in front of dwellings without appropriate landscaping is not acceptable.



Fig 5.11: What not to do: parked cars and tarmac dominating the street scene.



Fig 5.12: Soft landscape reduces the visual impact of cars parked in front of dwellings



Fig 5.13: A more urban approach, using paving and tree planting to create a defined parking area in front of dwellings.



Fig 5.14: A combination of brick walls and soft landscape used to reduce the visual impact of cars and create clearly defined front garden areas.



Fig 5.15: Wide frontage, shallow depth unit types allow parking to be tucked under the building

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### **Integrating garages**

5.2.19 Where garages are an integral part of the dwelling, a garage door will front onto the street. It is important that these are positively designed into the facade of the building, with windows and doors to other rooms providing an 'active' frontage to the street and overlooking the garage access. Long rows (i.e. three or more) of garage doors unrelieved by doors and windows to other rooms are not acceptable as they create a 'dead' edge to the street that makes it look unattractive and feel unsafe.

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### **Creating safe and attractive communal areas**

5.2.20 For flats, parking will need to be accommodated within communal parking areas. These can be in 'public' areas to the front of buildings (e.g. a shared surface square) but would more normally be in 'private' areas to the rear of the building. Undercroft parking may also be considered acceptable where an active frontage can be created to the street. Private communal parking areas should be carefully designed if they are to be safe, secure and attractive. The key principles that should be incorporated into designs are:

- design communal areas as attractive places in their own right, not just as places to park cars. Incorporate good quality materials and soft landscape;
- ensure that windows from the building overlook the parking area;
- design entrances to have the feeling of entering private space, and terminate views from the entrance with something positive - e.g. the entrance to a stair core, a mature tree - rather than something that suggests an uncared for place (e.g. a sub-station); and
- design boundaries to private gardens to be robust - i.e. brick rather than close boarded fence.

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### **On-street parking**

5.2.21 Whilst a key principle of designing car parking is to reduce its visual impact on the street scene, some on-street parking can be positive as it:

- brings activity to the street;
- can help slow down moving vehicles by acting as a traffic-calming device; and
- is particularly useful for visitors if located near fronts of dwellings.



Fig 5.16: Integral garage positively designed into façade with habitable rooms providing ground floor overlooking to the street and an active frontage.



Fig 5.17: On-street parking positively designed into the street scene.

5.2.22 All new streets at Matson should be designed to adoptable standards. The Manual for Gloucestershire Streets (2016) sets out the technical requirements for on-street spaces in adoptable streets. In designing on-street parking:

- long runs of on-street parking should be avoided, with no more than three spaces provided in a row; and
- these spaces should be broken up with landscape to soften the visual impact of the parked cars. This landscape should be designed to allow pedestrians to safely cross the street at these points.

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### **Parking standards**

5.2.23 There are currently no local parking standards for Gloucestershire. As set out in the Manual for Gloucestershire Streets (2016), developers are encouraged to calculate the parking demand that would be generated by the development using the methodology set out in the NPPF and submit this evidence with the planning application. This should include consideration of visitor parking.

## 5.3 Building Design

5.3.1 The aim of this SPD is to secure the regeneration of the Matson Estate, transforming its image and identity. High quality building design is key to achieving this transformation. GCC and Gloucester City Homes are keen to promote both contemporary and traditional design that reflects Matson characteristics to create a distinctive place that suits the varied demands of individual locations. This SPD is therefore not prescriptive about architectural style, and instead sets principles to encourage design solutions that are sympathetic to their surroundings, practical in their construction and use, easy for owners and landlords / tenants to clean and maintain, and above all, are well designed.

### BUILT FORM

#### *Building Heights*

5.3.2 New development should make efficient use of land to maximise the number of new homes, taking into account the need for different types of housing required, creating an appropriate character, relating to the setting of retained dwellings and ensuring that Matson is a well-designed, attractive and healthy place.

#### *Corner buildings*

5.3.3 Designing streets and buildings to work together is a key design requirement. To do this well, buildings designed specifically for corner locations are needed. Corner buildings should avoid blank frontages onto the public realm and should instead positively look outwards.

#### *Roof form*

5.3.4 Whilst this SPD does not seek to impose a particular architectural style, pitched roofs are generally preferred as they:

- are simpler to construct and maintain than flat roofs;
- have the potential to create a visually interesting, varied building form, especially on sloping sites;
- can accommodate living space; and
- if oriented appropriately, can be fitted with PV panels.

#### *Mix of unit types*

5.3.5 Each individual parcel within the overall regeneration scheme should normally be designed to include a range of different dwelling types, avoiding one type dominating. This not only helps to create a socially mixed place, it also provides opportunities for architectural variety and interest.



Fig 5.18: Left: the blank elevation has a deadening effect on the street scene. Right: building designed to positively address the corner.



Fig 5.19: Pitched roofs are the preferred approach

#### *Mixed-use buildings*

5.3.6 The regeneration of the estate will involve not only new homes but also new retail and community facilities. To fit within the overall masterplan approach, these facilities are expected to be provided within mixed-use buildings. That is, buildings where there is retail and/or community facilities on the ground floor with residential and/or further community facilities on the upper floors. Well-designed mixed-use buildings have the potential to contribute very positively to changing the image and identity of Matson. Good design includes:

- ensuring that ground floor uses present active edges onto the public realm, avoiding blank frontages that have a deadening effect;
- designing the building as a coherent whole, so that the ground and upper floor uses relate to one another in terms of form, proportions and materials;
- providing residents with positive, attractive and welcoming entrances to their dwellings; and
- creating a clear separation between residential and non-residential supporting facilities such as bin stores and car parking.



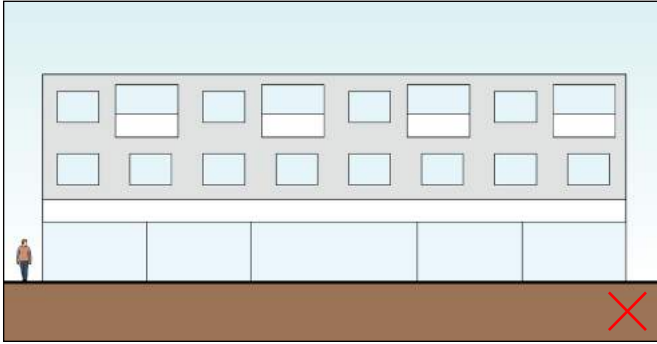


Fig 5.20: How not to do it: the ground floor and upper floors do not relate to one another architecturally.

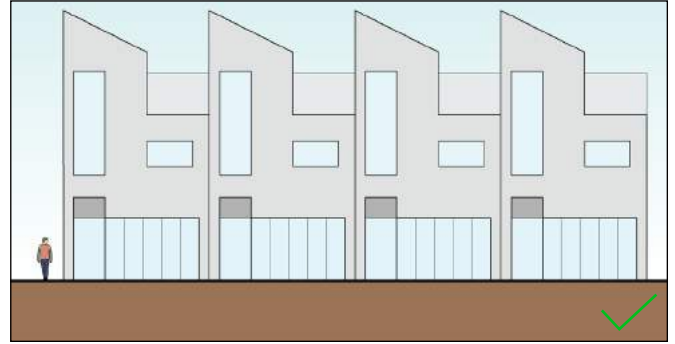


Fig 5.22: Designing the ground and upper floor uses as an integrated building.



Fig 5.22: Sketch showing principles of an integrated approach to ground and upper floors.

1. Vertical building elements run through the full height of the building, creating rhythm to the elevation and connecting upper and lower floors.
2. Defined area for signage ensures that architectural design dominates the building.
3. Landmark corner element helps to visually reinforce the building's importance as a focus for the community



Fig 5.23: Successful integration of ground and upper floors can be achieved through a number of different architectural approaches. Corners are particularly important.

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## AMENITY SPACE

### Gardens

5.3.7 All houses should be provided with private, secure rear gardens. Houses should normally have defined front gardens with a secure boundary (low wall and/or railings) suitable for the design of the scheme. Gardens should be provided at a variety of sizes to meet a variety of needs.

5.3.8 Rear gardens should normally back onto other private rear gardens, so creating a secure environment with a clear distinction between the public fronts of buildings and public backs. The front elevation of one dwelling should not normally face the rear elevation of another property.

5.3.9 North facing rear gardens should be avoided where possible.

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### Amenity space for flats

5.3.10 The preferred approach to flats is to provide private rear gardens for ground floor units, avoiding communal space as this tends not to be used by residents. For upper floors functional and useable balconies or terraces should be provided.

5.3.11 People should feel safe and proud to walk into their home. Communal spaces in flats should be well maintained and designed to be attractive rather than just functional. During the consultation residents expressed that they would like flats to have more storage both for bicycles and prams, but also space within kitchens to be able to prepare, cook and store fresh food.

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## EXTERNAL APPEARANCE

### Materials and detailed design

5.3.12 Modern houses often lack the three dimensional qualities of traditional buildings – windows are flush with external walls, eaves barely overhang the walls, porches, balconies and bay windows appear to be ‘stuck on’ to a simple box rather than being an integral part of the design, changes in materials and brick colour are used instead of richer detailing that casts shadows and creates interest. The result is buildings that have a ‘flat’ appearance. Quality design (whatever the architectural style) tends to have a much richer approach to materials and detailed design, for example by:

- designing buildings as a three dimensional whole, so that elements such as bay windows are designed in from the start rather than being ‘bolted-on’ at the end;
- avoiding ‘stuck-on’ elements such as GRP chimneys;
- designing windows and doors so that they are set back from the external facade of the building, which introduces some depth and modelling to the facade;
- incorporating three-dimensional detailing (from traditional brick corbelling to more contemporary textural approaches), that again give ‘depth’ to a building; and



Fig 5.24: Windows and doors set back from the external facade give a building ‘depth’, avoiding a flat appearance.



Fig 5.25: Oriel window is an integral part of the design



Fig 5.26: Textured brickwork provides robust three-dimensional interest that will stand the test of time

- ensuring that changes in materials are related to the design of the building, rather than being an arbitrary way of creating interest. This means changing materials with form (e.g. using a contrasting material for a bay window) rather than applying different materials as two-dimensional 'wallpaper'. When things are meaningful, they look more convincing and have a more genuine character

5.3.13 Consideration needs to be given to owner occupied or private rented properties that are not redeveloped. In order to provide an overall cohesive appearance to the wider regeneration a package of refurbishments should be considered for owners.

5.3.14 These principles should inform the design of all development at Matson.

5.3.15 Render is locally distinctive to Matson and is the preferred principal material for elevations. A consistent colour and material should be used for windows and doors within each individual dwelling to give a consistent appearance.

#### ***Bin stores and other detailed elements***

5.3.16 Good schemes can be let down by detailed elements such as bin stores. These are often forgotten about until the last moment and then shoe-horned into a design. These typically include:

- bin stores and recycling facilities;
- meter boxes;
- bicycle storage;
- lighting;
- aerials and satellite dishes;
- flues and ventilation ducts; and
- gutters and pipes.

5.3.17 To achieve good quality design, these elements should be considered early in the design process and integrated into the overall scheme. If they are barely noticeable, then the design is usually successful:

- bin stores and recycling facilities for houses should be designed to screen bins from public view, whilst providing residents with easy access to them. They should be designed to allow changes to bins in the future – that is, should not be tightly dimensioned to suit existing bins;
- bin stores for flats should be incorporated within the footprint of the building;
- where external meter boxes are provided, they need not be standard white units: consider a bespoke approach that fits in with the materials used for the remainder of the building. Consider the location of the boxes: can an unobtrusive position be found?

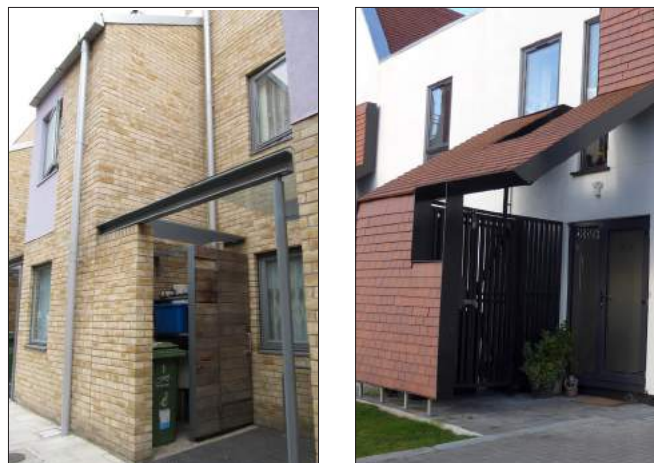


Fig 5.27: Simple porches designed to incorporate bins provide convenient storage and keep bins out of sight.



Fig 5.28: Bin storage positively designed into boundary treatment.

- communal TV reception should be provided for flats, so avoiding the proliferation of satellite dishes and aerials;
- it is important to ensure that bicycle storage facilities for houses are secure and also conveniently located for the use of residents - vertical storage in porches can work well, and keep bikes out of the house;
- bike storage for flats should be provided in secure communal areas within the footprint of the building. These should also provide space for prams and mobility scooters;
- light fittings should relate to the overall design approach for the building: avoid 'heritage' designs on a contemporary building and vice versa;
- carefully consider the location of flues and ventilation ducts, ensuring they are as unobtrusive as possible. Use good quality grilles that fit in with the approach to materials for the building as a whole; and
- ensure that the materials and colour of gutters and pipes fits with the overall approach to the building and aim to minimise their visual impact

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### *Accessibility*

5.3.18 In accordance with JCS Policy SD4 new development should provide access for all potential users, including people with disabilities, to buildings, spaces and the transport network, to ensure the highest standards of inclusive design.

5.3.19 As set out in JCS Policy SD11 and City Plan Policy A6 housing should be designed to be accessible and adaptable as far as such an approach is compatible with the local context and other planning policies.

### *Future proofing*

5.3.20 New development need to be flexible enough to respond to future changes in use, lifestyle, demography and climate change. This means designing for energy and resource efficiency, creating flexibility in the use of property, public spaces and service infrastructure (including car parking and refuse bin storage), and introducing new approaches to the use of transportation, traffic management and parking. Open spaces, SUDs and planting will need to be designed to adapt to changes in the climate.

5.3.21 Homes will need to have provision for electric vehicle charging points in accordance with the City Plan Policy G2.

5.3.22 As a result of regeneration and the implementation of the employment skills plan, economic action plan and Power of Three economic strategy, deprivation in Matson may reduce and the economic situation may improve for some residents. When designing highways consideration shall be given to the potential future increase in work vans and car ownership.

## 6. Delivery

### 6.1 Introduction

6.1.1 The delivery of any regeneration at Matson would likely take many years. This SPD provides guidance as a stepping stone as between the policies in the development plan and the potential regeneration of the estate under outline and detailed planning applications which may be brought forward. In bringing forward any application there is much work to be done. This will include:

- developing the case for regeneration to demonstrate that the physical condition of the housing stock is poor (i.e. the dwellings are substandard, or demonstrably not fit for purpose in the short-medium term); and/or There is an area-specific socio-economic justification for re-development led regeneration, considered alongside alternative options for re-modelling or refurbishment;
- developing policy compliant outline and detailed designs for the regeneration in consultation with residents and other stakeholders. This SPD is based on initial, high-level design work - much more detail is needed in respect of planning application(s) submitted;
- the applicant working with residents affected by the regeneration, in consultation with the Council's housing team, to agree on any relocation;
- EIA Screening Opinion; and
- securing planning permission for the regeneration - this SPD sets out guidance but does not provide any consents for development.

6.1.2 The exact phasing of development would need to be decided as part of this work and will be an important aspect of any planning applications submitted. Further requirements for this are set out below.

### 6.2 Approach to Phasing

6.2.1 Phasing for any regeneration of Matson will be complex and will need to be developed in detail as part of masterplanning work in the lead up to the submission of planning applications. Applicants will need to work with Gloucester City Council and local residents to devise an approach to phasing that results in a comprehensive phasing strategy that will be submitted to and agreed in writing with the Council as part of an outline planning application. This phasing strategy should include:

- plans identifying the extent of each phase, including the infrastructure required to support it;
- a strategy setting out how and when residents displaced will be rehoused within the development in accordance with a Rehousing Strategy;
- how and when replacement new community facilities, open spaces, shops and services will be provided, including the provision of any temporary facilities; and
- a review mechanism.

6.2.2 Phasing should be designed to make the most of timely opportunities such as the connection with the Winnycroft development to the south.

### 6.3 Rehousing

6.3.1 In order to meet its duty under the Equality Act 2010 the council will need to understand in detail the needs of the residents moving from Matson into each phase of the development and ensure that every resident is suitable housed. A site-specific Local Housing Needs Assessment will be required to inform the Phasing Strategy. This will provide details of who will be displaced and what their housing needs are. Full details of how these needs will be addressed by the development phase will be provided as part of the planning application.

6.3.2 A Rehousing Strategy will be required which provides full details of how any potentially displaced residents will be rehoused. This will include the right to remain in the neighbourhood and a right to return to the area. The Rehousing Strategy will set out compensation and rehousing options for tenants, freeholders and leaseholders.

### 6.4 Community Audit and Strategy

6.4.1 Matson has an active and proud community. A Community Strategy will be required to capture an understanding of the existing community assets including the people, skills, buildings and spaces Matson already has to offer. Details will be provided about how these will be protected and positively enhanced as part of the regeneration. The council would encourage developers and stakeholders to work with the community to capture the record the culture of Matson as it goes through its regeneration journey. In the spirit of Asset Based Community Development and the Power of Three community economic development strategy, where appropriate local people should be trained to capture and present this information.

### 6.5 Economic Action Plan

6.5.1 As part of the masterplanning process an Economic Action Plan shall be developed building upon the principles of the community's own strategy The Power of Three. Regeneration is an opportunity for meaningful local economic change. Just building new homes in Matson will not solve its deprivation issues. Consideration shall be given to supporting local businesses through the phasing and regeneration, providing training, jobs and opportunities, creating new business shops and services for local people run by local people.

