



Herbert Warehouse
The Docks
Gloucester
GL1 2EQ

Wednesday, 15 January 2014

TO EACH MEMBER OF GLOUCESTER CITY COUNCIL

Dear Councillor

You are hereby summoned to attend a **MEETING OF THE COUNCIL** of the **CITY OF GLOUCESTER** to be held at the Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP on **Thursday, 23rd January 2014** at **19:00** hours for the purpose of transacting the following business:

AGENDA

1. **APOLOGIES**

To receive any apologies for absence.

2. **MINUTES (Pages 9 - 22)**

To approve as a correct record the minutes of the Council Meeting held on 28 November 2013.

Please note that there are two separate sets of minutes attached. One copy relating to Minute 61 'The Future of Gloucestershire Airport' is restricted by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

3. **DECLARATIONS OF INTEREST**

To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.

4. **PUBLIC QUESTION TIME (15 MINUTES)**

The opportunity is given to members of the public to put questions to Cabinet Members or Committee Chairs provided that a question does not relate to:

- Matters which are the subject of current or pending legal proceedings or
- Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers.

5. **PETITIONS AND DEPUTATIONS (15 MINUTES)**

A period not exceeding three minutes is allowed for the presentation of a petition or deputation provided that no such petition is in relation to:

- Matters relating to individual Council Officers, or
- Matters relating to current or pending legal proceedings

6. **ANNOUNCEMENTS (COUNCIL PROCEDURE RULE 2(VII))**

To receive announcements from:

- a) The Mayor
- b) Leader of the Council
- c) Members of the Cabinet
- d) Chair of Overview and Scrutiny Committee
- e) Chief Executive

ISSUES FOR DECISION BY COUNCIL

7. **SUSPENSION OF COUNCIL PROCEDURE RULES**

To waive Council Procedure Rules to allow the relevant Officers to address the Council in respect of items 8, 9, 10, and 11, if necessary.

8. **BT&T SERVICE REVIEW - IT MANAGED SERVICE PARTNERSHIP (Pages 23 - 28)**

To receive the report of the Cabinet Member for Performance and Resources which updates Members on the strategic partnership proposal for the IT service delivery and seeks approval for the commencement of the contract with Civica UK Limited (Civica).

9. **SOUTHGATE STREET CONSERVATION AREA AND MANAGEMENT PROPOSALS REVIEW AND PROPOSED ARTICLE 4 DIRECTION (Pages 29 - 114)**

To receive the report of the Cabinet Member for Regeneration and Culture which informs Members of the Southgate Street Conservation Area and Management Proposals Review consultation exercise undertaken in September/October 2013 and considers adoption of the Review as a Supplementary Planning Document (SPD).

10. **COMMITTEE ON STANDARDS IN PUBLIC LIFE - ANNUAL REPORT 2012-13 (Pages 115 - 142)**

To receive the report of the Monitoring Officer which informs Council of the work of the Committee on Standards in Public Life during 2012-13 and recommends changes which need to be made to the Council's governance arrangements in the light of the report.

11. **ELECTORAL ARRANGEMENTS FOR GLOUCESTER CITY COUNCIL (Pages 143 - 148)**

To receive the report of the Chief Executive which advises Council of the process the Local Government Boundary Commission for England (LGBCE) is undertaking in its review of the electoral arrangements for Gloucester City Council and which asks Council to consider if consultation should be undertaken to review the cycle of elections for Gloucester City Council.

12. **IMPACT OF WELFARE REFORM IN RESPONSE TO THE NOTICE OF MOTION TO COUNCIL ON 12 SEPTEMBER 2013 (Pages 149 - 156)**

To receive the report of the Cabinet Member for Performance and Resources which updates Council on the impacts of Welfare Reform in response to Councillor Haigh's motion to Council on 12 September 2013.

13. **QUESTIONS BY MEMBERS (COUNCIL PROCEDURE RULE 12)**

a) Written questions to Cabinet Members

There are no written questions to Cabinet Members.

b) Leader and Cabinet Members' Question Time (45 minutes)

Any member of the Council may ask the Leader of the Council or any Cabinet Member any question without prior notice, upon:

- Any matter relating to the Council's administration
- Any matter relating to any report of the Cabinet appearing on the Council's summons
- A matter coming within their portfolio of responsibilities

Only one supplementary question is allowed per question.

c) Questions to Chairs of Meetings (15 Minutes)

MOTIONS FROM MEMBERS

14. **NOTICES OF MOTION**

(1) MOVED BY COUNCILLOR HILTON

This Council notes that Gloucester Cathedral is listed as a top five UK visitor attraction in 'Which' magazine readers' survey.

This Council notes and welcomes plans under Project Pilgrim to invest £5M in the Cathedral and its grounds.

This Council agrees to approach the Dean and Chapter to consider whether to apply to the Department of Culture, Media and Sport for Gloucester Cathedral to be listed as a UNESCO World Heritage Site.

(2) MOVED BY COUNCILLOR HAIGH

Government figures show that people in Gloucester on average earn less than elsewhere in the South West, and that the region has lower earnings than the UK average. In addition to this, people in the City are typically £1600 a year worse off as a result of the Tory-led Coalition Government. The cost of Cameron is a price the people of this City cannot afford!

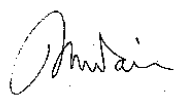
This Council resolves to make more efforts to bring skilled and well-paid jobs to the City and to work with partners to ensure that people who live in the City have the right skills to take those opportunities when they arise.

(3) MOVED BY COUNCILLOR HAIGH

This Council notes the importance of the Guildhall as a significant venue for live music and the reputation it has enjoyed for many years across the City and beyond. However, in order to continue to be able to attract quality live acts, the technical equipment needs to be of an acceptable standard.

The front of house sound desk and monitor desk are now at the end of their usable life, and no longer meet the requirements of bands who perform at the venue. The Guildhall is having to hire suitable equipment in order to meet these technical requirements. This is not sustainable in the long term. Therefore, this Council requests that the Cabinet Member for Regeneration and Culture investigates the costs of updating the sound desks and produces a report and business case for an equipment upgrade to Cabinet as a matter of urgency.

Yours sincerely



.....
Julian Wain
Chief Executive

NOTES

Disclosable Pecuniary Interests

The duties to register, disclose and not to participate in respect of any matter in which a member has a Disclosable Pecuniary Interest are set out in Chapter 7 of the Localism Act 2011.

Disclosable pecuniary interests are defined in the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 as follows –

<u>Interest</u>	<u>Prescribed description</u>
Employment, office, trade, profession or vocation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	Any payment or provision of any other financial benefit (other than from the Council) made or provided within the previous 12 months (up to and including the date of notification of the interest) in respect of any expenses incurred by you carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
Contracts	Any contract which is made between you, your spouse or civil partner or person with whom you are living as a spouse or civil partner (or a body in which you or they have a beneficial interest) and the Council (a) under which goods or services are to be provided or works are to be executed; and (b) which has not been fully discharged
Land	Any beneficial interest in land which is within the Council's area. For this purpose "land" includes an easement, servitude, interest or right in or over land which does not carry with it a right for you, your spouse, civil partner or person with whom you are living as a spouse or civil partner (alone or jointly with another) to occupy the land or to receive income.
Licences	Any licence (alone or jointly with others) to occupy land in the Council's area for a month or longer.
Corporate tenancies	Any tenancy where (to your knowledge) – (a) the landlord is the Council; and (b) the tenant is a body in which you, your spouse or civil partner or a person you are living with as a spouse or civil partner has a beneficial interest
Securities	Any beneficial interest in securities of a body where –

- (a) that body (to your knowledge) has a place of business or land in the Council's area and
- (b) either –
 - i. The total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - ii. If the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, your spouse or civil partner or person with whom you are living as a spouse or civil partner has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

For this purpose, "securities" means shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

NOTE: the requirements in respect of the registration and disclosure of Disclosable Pecuniary Interests and withdrawing from participating in respect of any matter where you have a Disclosable Pecuniary Interest apply to your interests and those of your spouse or civil partner or person with whom you are living as a spouse or civil partner where you are aware of their interest.

Access to Information

Agendas and reports can be viewed on the Gloucester City Council website: www.gloucester.gov.uk and are available to view five working days prior to the meeting date.

For further details and enquiries about this meeting please contact Penny Williams, 01452 396125, penny.williams@gloucester.gov.uk .

For general enquiries about Gloucester City Council's meetings please contact Democratic Services, 01452 396126, democratic.services@gloucester.gov.uk.

If you, or someone you know cannot understand English and need help with this information, or if you would like a large print, Braille, or audio version of this information please call 01452 396396.

FIRE / EMERGENCY EVACUATION PROCEDURE

If the fire alarm sounds continuously, or if you are instructed to do so, you must leave the building by the nearest available exit. You will be directed to the nearest exit by council staff. It is vital that you follow their instructions:

- You should proceed calmly; do not run and do not use the lifts;
- Do not stop to collect personal belongings;
- Once you are outside, please do not wait immediately next to the building; gather at the assembly point in the car park and await further instructions;
- Do not re-enter the building until told by a member of staff or the fire brigade that it is safe to do so.

This page is intentionally left blank



COUNCIL

MEETING : Thursday, 28th November 2013

PRESENT : Cllrs. Chatterton (Mayor), Hansdot (Sheriff & Deputy Mayor), James, Wood, Dallimore, Organ, Hilton, Haigh, Gravells, Durrant, Tracey, Hobbs, McLellan, C. Witts, Smith, Lugg, Noakes, Ravenhill, Hanman, Lewis, Wilson, Bhaimia, S. Witts, Field, Williams, Llewellyn, Brown, Dee, Porter, Taylor, Beeley, Mozol, Randle, Toleman and Gilson

Others in Attendance

Peter Gillett – Corporate Director of Resources

Sue Mullins – Head of Legal and Policy Development and Monitoring Officer

Martin Shields – Director Services and Neighbourhoods

Julian Wain – Chief Executive

Penny Williams – Democratic and Electoral Services Officer

APOLOGIES : Councillor Patel

48. MINUTES

Subject to the amending the minutes of 11th November to record that the Councillor Haigh, was the Labour Group Leader rather than Councillor Hilton.

Resolved: That the minutes of the meeting held on 12th September, 17th October and 11th November 2013 be approved and signed by the Mayor as a correct record.

49. DECLARATIONS OF INTEREST

Councillor J Lugg declared a Disclosable Pecuniary Interest in item 15 as a Member of the Airport Board.

Councillors Gravells, Tracey and Williams, all declared personal interests with regard to item 12, the motion on Javelin Park.

Councillor Hilton declared a personal interest as a County Councillor on item 12, the motion regarding Javelin Park, and a Disclosable Personal Interest on item 15 as a Member of the Airport Board.

Councillor Brown declared a personal interest as County Councillor on item 12, the motion on Javelin Park.

COUNCIL
28.11.13

50. PUBLIC QUESTION TIME (15 MINUTES)

In response to the following question from Kay Powell to the Leader of the Council.

‘As Eric Pickles has repeatedly stated that local authorities should allow members of the public to film and record their meetings, will this be allowed by Gloucester City Council?’

The Leader of the Council responded by explaining that he had no issue should the public wish to record Council meetings. Moreover that the webcasting of Council meetings has been considered in the past had not been progressed due to cost. However, members of the public were welcome to record meetings.

It was agreed that the Cabinet Member for Environment would write to Kay Powell to response to the following question:

How and when did you become aware that Gymnasian were planning to build a riding arena on a part of St James Park in Tredworth that had never been given planning permission to be part of St James City Farm and was not recognised by most park users as being part of the farm?

51. PETITIONS AND DEPUTATIONS (15 MINUTES)

There were no petitions or declarations.

52. ANNOUNCEMENTS (COUNCIL PROCEDURE RULE 2(VII))

The Mayor reminded Members of the date of the Mayors Christmas Party.

At this point in the meeting Group Leaders spoke in praise of Councillor Andrew Gravells in recognition of his 28 years of service to Gloucester City Council.

Councillor Gravells thanked Members for the kind words and the people of Gloucester City for voting for him.

The Chairman of Overview and Scrutiny Committee addressed the Council and reminded Members Overview and Scrutiny meeting on 9th December where preliminary views on the budget would be discussed.

The Chair of the Audit and Governance Committee also reminded on the date and importance of the Risk Management Training that was scheduled for 8th January 2014.

53. SUSPENSION OF COUNCIL PROCEDURE RULES

Moved by Councillor James (Leader of the Council) and seconded by Councillor Dallimore (Deputy Leader of the Council).

Resolved: That Council procedure rules be suspended to allow the relevant officers to address the Council in respect of agenda items 8 (Stroud District Local Plan Pre-Submission Draft), 9 (Regulation of Investigatory Powers Act

COUNCIL
28.11.13

2000 (RIPA) – (Annual Review of Procedural Guide), 10 (Draft Programme of Meetings from May 2015 to end of October 2015), 14 (Special Urgency Decisions) and 15 (The future of Gloucestershire Airport – Based on ‘Review of assets at and adjoining Gloucestershire Airport’ York Aviation 2013).

54. STROUD DISTRICT COUNCIL LOCAL PLAN PRE-SUBMISSION DRAFT

The Council considered a report the purpose of which was to agree the City Council’s response to the pre-submission consultation to the Stroud Local Plan. When presenting the report the Leader of the Council reminded Members that Gloucester City Council had been invited as a neighbouring authority.

Resolved:

- (i) Gloucester City Council welcomed the opportunity to comment on Stroud’s Pre-Submission Draft Local Plan (September 2013).**
- (ii) That the decision to lengthen the plan period from 2026 to 2031 be welcomed as it harmonised with the Gloucester, Tewkesbury and Cheltenham Joint Core Strategy and the Gloucester City Plan development periods and that the Council be supported in the principle of its proposal to meet its housing target of 9,500 dwellings by 2031.**
- (iii) That Gloucester City Council objects to the continued expansion of the urban area of Gloucester through the proposed allocation of a further 500 new dwellings at Hunts Grove. This approach conflicts with the Draft Joint Core Strategy for Gloucester, Tewkesbury and Cheltenham and the strategy of the City Plan which seeks to focus growth around the north, west and east of the Gloucester urban area.**
- iv) That Gloucester City Council does not support proposals to promote an urban extension to Gloucester City at Hunts Grove as the most sustainable choice for addressing Stroud’s housing needs.**
- (iv) Gloucester City Council supports Stroud Pre-Submission Draft Plan position that alternative locations to the south of Gloucester, namely Whaddon and Hardwicke, are unsuitable locations for development.**
- (v) That Stroud and Gloucester City Councils continue to work together on cross boundary issues as part of the Statutory Duty to Cooperate, particularly in respect of continuing to align the evidence base supporting the development plans of each authority.**
- (vi) That Stroud District Council be requested to amend the review policy set out in policy C2, to ensure the plan is seen as being positively prepared and in line with national guidance, as follows:**

“Stroud District Council will give due consideration to the need to assist neighbouring authorities in meeting their unmet objectively assessed development through an early review of its plan if required based on ongoing monitoring and co-operating with the other authorities to ensure

COUNCIL
28.11.13

any future shortfalls that may arise in the delivery of housing and employment growth across the area are assessed and provided for in the most appropriate and sustainable way”.

In addition, the following associated changes to the supporting text be requested:

“Cheltenham Borough, Gloucester City and Tewkesbury Borough Councils are currently preparing a Joint Core Strategy. If neighbouring authorities can demonstrate through their local plan process that there are unmet development and infrastructure requirements that could be met more sustainably through provision in Stroud District, these will be considered by Stroud District Council and may be incorporated into an early review of this Local Plan”

55. REGULATION OF INVESTIGATORY POWERS ACT 2000 (RIPA) - ANNUAL REVIEW OF PROCEDURAL GUIDE

The Council considered a report, the purpose of which was to request that Members reviewed and updated the Council’s procedural guidance on RIPA and to request that the use by the Council of its RIPA powers in the last year be noted.

Resolved: That the Procedural Guide attached at Appendix 1 of the report to Council be agreed.

56. DRAFT PROGRAMME OF MEETINGS FROM MAY 2015 TO END OF OCTOBER 2015

The Council received a six month programme of ordinary meetings of Council and calendar of other meetings for the period of May 2015 to the end of October 2015.

Members asked if meetings could be checked against party conference dates and that is was presented in a format that could be easily read on their Ipads.

Resolved: The draft programme of meetings for the period May 2015 to the end of October 2015 be approved.

57. QUESTIONS BY MEMBERS (COUNCIL PROCEDURE RULE 12)

a) Written questions to Cabinet Members

Council noted the written questions submitted by Councillor Field and the written responses as set out in the agenda.

The following supplementary question was asked by Councillor Field with regards to question 2 of the written questions.

Could the Leader be encouraged to consider an application for the UK city of culture for 2020 as we have seen from Hull and the cities that lose, it is a real boost to their cultural offer and national profile.

COUNCIL
28.11.13

This is certainly something that we can look at and I agree with Councillor Field on the value these types of competitions, the improvements they can bring about and the benefits the award of the title can bring. We certainly need to spend the immediate future trying to improve the cultural offer of Gloucester.

b) Leader and Members question time

Councillor Hilton asked the Leader of the Council on the press speculation on TX Maxx opening as store in the city centre, and them possibly taking over the current indoor market. Councillor Hilton added that it was good that they want to open a store and it would be a good addition to have them in the City; however; if they were to take over the indoor market, where would the displaced local traders be moved to?

The Leader of the Council responded that he had written a piece for the Citizen newspaper on this matter setting out the Councils position on the indoor market. The Council had not promoted the indoor market site, and the owners of the site had made a suggestion where the indoor market could be sited, however this was still being considered and it was very early in the process and the Council would consider all options.

Councillor Hilton reiterated that he thought it would be good to have TK Maxx operating from Gloucester City Centre. However, if TX Maxx did move to the current site of the indoor market then somewhere else more suitable needed to be found and could the first floor of the food hall be considered, or if there were any other suitable location for a new indoor market in Gloucester.

The Leader of the Council responded by saying that it was not easy to find a suitable location, as the market needed a large footprint and affordable rent to enable the market to survive. I do have other ideas that I will be asking Officers to explore.

Councillor Haigh asked that as the City was keen to promote itself as a city of markets, was a business plan in place to ensure the future survival of the markets.

The Leader of the Council responded by explaining that Cabinet would receive a report in the near future on the market strategy for the future that would not only cover the indoor market but also the other markets that the Council operated outside the city centre. He reiterated that the Council was looking at the proposal that had been presented and a decision would be made once all of the facts and negotiations were clear. The Council was working with the market traders and they had approached it with an open mind and been constructive with their engagement. He concluded by saying that he was determined that there was an indoor market in the city and one that would thrive and prosper.

In response to the answer given the Leader of the Council, Councillor Haigh asked why this hadn't been looked at earlier as the market building was becoming 'life expired'. This hadn't happened overnight and there were other markets in the city in a similar situation and why hadn't steps been taken to ensure that the markets had a viable future.

COUNCIL
28.11.13

The Leader of the Council confirmed that the Council owned the freehold of the Eastgate shopping centre, and Rockspring had a long lease on it and the Council leased back the markets building and there was a fairly long unexpired term on the lease. Rockspring would not be able to kick the Council or the market traders out. As far as the condition of the market hall is concerned, clearly it had been deteriorating for a long period of time. The building was approximately 45 years old and buildings of that nature have a limited life and had required a significant number of repairs over a period of time and measures had been put in place to improve the vitality of the market, including cheaper rents for the stall holders, which had to a large degree worked and occupancy levels were higher than they had been for some time.

Councillor Hilton asked Leader of the Council if the levels of household recycling were satisfactory.

In response the Leader of Council replied that he would like it to be better. He reminded Members that when the current administration took over the recycling rates were at 7% and now they were currently around 40%. The County Council had an ambitious target of 70% and the Council would like to work towards meeting its 50% target and then move towards that higher level. Moreover, there were a number of factors to take into account, firstly increasing participation and there were some households that did not recycle at all or as much as they should do, and there needed to be further education. The second issue surrounded that range of recyclable material that is collected and this needed to be expanded once the vehicles allow. The Recycling Task and Finish group had also made some valuable recommendations to act upon.

Councillor Hilton responded by saying that the recycling rate set for 2013/14 was 50% and the forecast was that only 37% would be achieved, which was poor as compared to the other collection authorities in Gloucester and should more be done to achieve this target.

The Leader of the Council replied by explaining that the Council would like to do more. Further, that there were a number of different factors that needed to be taken into account. These included the supermarkets collection sites that had previously been operated by the Council, and those sites had previously been included in the Councils collections figures and in reality the recycling rates were being suppressed by that.

Councillor Haigh asked for further detail regarding when a planning application could be expected for the Kings Quarter Development.

The Leader of the Council replied that there were a number of factors to be taken into account. Firstly, then that the purchase of the Golden Egg was imminent, and then a further planning application would be required once the site had be levelled. If the bus station element of the scheme was progressed earlier than planned then there would be a planning application for that too. Should that happened then it needed to be looked at as part of a comprehensive development of the whole site so it may be that an outline planning application for the whole scheme with a more detailed application for the bus station. The Leader concluded that he hoped that

COUNCIL
28.11.13

something would happen by the spring and further discussion would be had with Stanhope.

Councillor Haigh commented that this represented a delay in the timescales and represented a significant risk to the Council. She then asked what was the Council doing to encourage Stanhope to bring this forward as soon as possible.

The Leader of the Council responded that the bus station was being brought forward sooner than anticipated and the acquisition of the Golden Egg was a positive step that represented action in the ground sooner than planned. Further, that there were to be some archaeological digs in the Square and this would represent a package of interim works. The Leader explained that the key issues for the scheme were to ensure that the land that was needed was available, and the overall viability of the scheme and the government funding for the bus station would help with the overall viability.

Councillor C Witts asked the Leader of the Council about the content of the welcome signs to Gloucester and who made that decision.

The Leader of the Council responded that a wide range of people were involved and he noted that Councillor C Witts was keen to retain the twinning details on the 'Welcome to Gloucester' signs. Council was advised that the signs had to be approved by the Department of Transport, but it was recognised that the signs were old and faded and needed to be replaced. The Leader of the Council explained that he would include Councillor C Witts in the consultation.

Councillor C Witts asked the Leader what importance he placed on the signs displaying the cities that Gloucester was twinned with.

The Leader of the Council replied that he recognised that the signs were important and gave a positive message about the City. The Leader added that twinning was very important too and had stood the test of time and the twin cities had been great friends to Gloucester, however having their names on the signs was not the most important part of twinning, but he would do what he could and would consult with Councillor C Witts.

Councillor Field asked the Leader of the Council about tethering of horses on open land and what was the Council doing about this following the death of horses on the field at Sadlers Lane that had flooded.

The Leader of the Council responded that he would send a written reply.

Councillor McLellan asked the Leader on the policy regarding Council owned trees and explained that he had corresponded with Councillor Patel on this issue. Cllr McLellan asked if a conclusion had been reached.

The Leader of the Council explained that the current policy stated that the Council would remove dead, dangerous and dying and dangerous trees, remove major deadwood that overhangs private and council property, remove dangerous or damaged limbs and remove trees where actionable legal nuisance was being caused. However the Council did not have an obligation to prune back or remove

COUNCIL
28.11.13

overhanging branches other than to abate an executable legal nuisance, to prune or remove trees to improve light or improve view or to systematically crown reduce or top trees, but after Councillor Mclellan's request the Legal Team have been asked to look and see if the policy can be amended to cover where damage will be caused to property if the works are not done. However this would need careful consideration and it was a difficult judgement to make if it was sufficient or not to make a judgement about what might happen in the future. He concluded by explaining that once there was a response from the Legal Team the next steps would be confirmed.

Councillor Smith commented on how excellent the lantern procession and service was, however it was noted that the event was very busy and she asked if there could be crowd management at future events.

The Leader of the Council responded by stating that it was a very popular event and that he would feedback the comments to the organisers.

Councillor Lugg commented on the success of the Victorian Market; however she asked if the impact on the traffic when holding events of this nature could be considered and if there could be more park and ride.

The Leader of the Council responded that market had been very successful and had attracted over 150 thousand visitors. It was noted that this had been a lot of visitors in short period of time, however there was learning from this and Gloucester Quays had encouraged visitors to use other city centre car parks as well as their own. It was noted that Gloucester Quays did need to be more proactive with active traffic management as there had not been the same problems when the tall ships event had been held in the summer. Moreover, Marketing Gloucester were making available to Gloucester Quays the traffic plan that they use.

Councillor Hobbs asked the Leader of the Council for the current costs for the relocation of the Tourist Information Centre.

The Leader of the Council responded that the report that went to Cabinet on the use of the £2m investment fund that was set aside, and the money that was set aside from the sale of land at St Oswald's Park set out a budget for the relocation of the Tourist Information Centre of £130k, which was largely for refurbishment. There are also plans to include in the Tourist Information Centre for conveniences that could be used by the public. The Leader of the Council added that Bath had spent £500k on the refurbishment of their Tourist Information Centre. The Leader concluded by adding that the Tourist Information Centre was a multi award winning service and its current premises were not fit for purpose.

Councillor Hobbs further asked if the Tourist Information Centre could be temporarily be located in the Golden Egg

The Leader of the Council replied that there would be costs to make it habitable and it was better that the Golden Egg was demolished.

Councillor Gilson asked the Leader of the Council why there had only been one successful prosecution for dog fouling in five years.

**COUNCIL
28.11.13**

The Leader of the Council commented that the reality was that it was difficult to prosecute, as the offence needed to be witnessed, the person needed to be challenged and then given the opportunity to clean it up and if they didn't then there was the option of following the prosecution route. A number of Neighbourhood Management Officers had been trained to issue fixed penalty notices. A balanced approach was needed between education and providing dog bins. The Leader of the Council concluded that there were powers to issue fixed penalty notices and actions were taken at hot spots and people did run the risk of a fine or prosecution

Councillor Field asked the Cabinet Members for Housing Health and Leisure what was going to be done to reduce the number of people sleeping rough in future years.

The Cabinet Members for Housing Health and Leisure responded that this was a matter the Council took seriously, but that there were a number of reasons why people were homeless and living rough. He added that the Council was being proactive and working with partner organisations on projects to try and help this situation and a lot of work had been done.

Councillor Haigh asked the Leader of the Council if spitting could be considered a form of littering for which people could be prosecuted.

The Leader of the Council responded that he was not aware that it was a major problem in the city and that prosecution was not always the answer.

Councillor Haigh responded by stating that message needed to go out that spitting was not an acceptable habit.

Councillor Tracey commented that Gloslinks did a lot of good work and that she would like to work with Councillor C Witts regarding the welcome signs.

Councillor Wilson asked the Leader of the Council about the traffic signs for the car parks, stating that they were a useful aid, and urging the Leader of the Council to use his influence to have them switched back on.

The Leader of the Council responded by saying that he would investigate.

58. NOTICES OF MOTION

Please note that the 1st and 3rd motions that both referred to the commemoration of the First World War were combined.

WW1 Commemoration

Councillor Haigh and Councillor McLellan agreed to combine their motions as printed on the Council agenda.

Moved by Councillor Haigh and seconded by Councillor McLellan

COUNCIL
28.11.13

1. That the Council writes to the local branch of the Royal British Legion to thank them for their work with veterans and families in keeping the remembrance alive and for the practical help and support within the community.
2. The Council resolves to join the First World War Centenary Partnership.
3. The Council resolves to survey all war memorials and commemorative public art in the city so that there is a complete record, including the condition of the memorial so that any disrepair can be identified and measures taken to preserve them.
4. The Council resolves to make the anniversary and Remembrance Sunday an appropriate event that reaches out to all communities and all generations in the city.
5. The Council notes that the Lord Lieutenant is leading the County response and will seek to work with her to develop a relevant programme of events.

After a lengthy debate regarding the impact of the First World War the motion was carried.

Javelin Park

Moved by Councillor Haigh and seconded by Councillor Hobbs

That the Leader of the Council write to the Secretary of State for Communities and Local Government asking him to use his powers to refuse planning permission for the Energy from Waste facility at Javelin Park.

The motion was carried.

59. EXCLUSION OF PRESS AND PUBLIC

Resolved: That the press and public be excluded from the meeting during the following item of business on the grounds that it likely, in view of the nature of business to be transacted or the nature of proceedings, that if a member of the press or public were present during the consideration of this item there would be disclosure of exempt information as defined in paragraph 3 of section 100(1) of the Local Government Act 1972 as amended.

Agenda Items 14 and 15 – Information relating to the financial or business affairs of any particular person (including the authority holding that information).

60. REPORT ON SPECIAL URGENCY DECISIONS

Council received a report on two urgent decisions taken with regard to property acquisitions.

Resolved: That the decisions taken in regard to the property referred to in the report be noted and endorsed.

**COUNCIL
28.11.13**

61. THE FUTURE OF GLOUCESTERSHIRE AIRPORT - BASED ON 'REVIEW OF ASSETS AT AND ADJOINING GLOUCESTERSHIRE AIRPORT' YORK AVIATION 2013

Council received and considered a report on the future of Gloucestershire Airport.

Time of commencement: 19:00 hours

Time of conclusion: 21:30 hours

Chair

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank

Gloucester City Council

Meeting:	Cabinet	Date:	15 January 2014
	Organisational Development Committee		21 January 2014
	Council		23 January 2014
Subject:	BT&T Service Review – IT Managed Service Partnership		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	Yes
Contact Officer:	Gill Ragon		
	Email: gill.ragon@gloucester.gov.uk	Tel:	396321
Appendices:	None		

1.0 Purpose of Report

- 1.1 To update members on the strategic partnership proposal for the IT service delivery and to approve the commencement of the contract with Civica UK Limited (Civica).

2.0 Recommendations

- 2.1 The ICT Working Group and Organisational Development Committee are asked to consider the information contained in the report and make any recommendations to the Cabinet and Council.
- 2.2 Cabinet is asked to **RECOMMEND** that
- (1) The proposals for the future delivery of the IT Service by Civica UK Ltd, to include the transfer of staff from the City Council to Civica UK Ltd for a period of six years with an option to extend for 2 years if agreeable to both parties, commencing 1st March 2014 or as soon as possible thereafter, subject to the formal conclusion of contractual arrangements.
- 2.3 Council is asked to **RESOLVE** that
- (1) The proposals for the future delivery of the IT Service by Civica UK Ltd, to include the transfer of staff from the City Council to Civica UK Ltd for a period of up to six years with an option to extend for 2 years if agreeable to both parties, commencing 1st March 2014 or as soon as possible thereafter, subject to the formal conclusion of contractual arrangements.
 - (2) Authority is delegated to the Corporate Director of Resources and Head of Legal and Democratic Services, in consultation with the Cabinet Member for Performance and Resources, to conclude and enter into all the required legal and commercial arrangements for the contract to take effect.

3.0 Background and Key Issues

- 3.1 Members will be aware of the process underway to review and transform the Council's approach to providing our IT Service and to deliver necessary budget savings.
- 3.2 Last year on 12th June, Cabinet approved the proposal to embark on process of tendering for the IT Service on the Government Procurement Service Framework agreement for an IT Managed Service.
- 3.3 Using the framework document an ITT (Invitation to Tender) was developed and was emailed to all suppliers on the framework on 30 July 2013 and then published on the Government Procurement Service website on 6th August 2013.
- 3.4 The specification in the ITT included details of our current service so that anyone wishing to tender would know the scale and type of service that they would be expected to supply. In addition to the managed service we also requested 300 project days for the management and delivery of IT projects.
- 3.5 Details of our main sites were provided and we set out the objectives of our managed service as:
- Agile
 - Robust
 - Proactively Managed
 - Secure
 - Proactively Supported
 - Environmentally Friendly.
- 3.6 In addition regarding a Service Level Agreement we asked suppliers to consider the following:
- Penalties
 - Service Credits
 - Escalation
 - Rout to termination.
- 3.7 Suppliers were also asked to include:
- Support for VIP which included Councillors and the Senior Management Team of the Council and the democratic service of the Council from 7am to midnight 7 days a week.
 - There will be a likely requirement for additional support on certain evenings and weekends and especially during elections, these will be requested 5 calendar days in advance.
- 3.8 Suppliers were asked to price for the service against 3 different core hour options to see if there was a price difference. The options requested were:

- 7am – 7pm Monday to Friday (core hours) excluding bank holidays, with the exception that an on-site presence will be maintained by the supplier during this operating period.
 - 8am – 6pm Monday to Friday (core hours) excluding bank holidays, with the exception that an on-site presence will be maintained by the supplier during this operating period.
 - 8am – 5pm Monday to Friday (core hours) excluding bank holidays, with the exception that an on-site presence will be maintained by the supplier during this operating period.
- 3.9 A supplier day was held on 8th August 2013 for suppliers to attend and ask questions and points of clarification. This was attended by Steria, Capita and Civica. A period of 5 weeks from 30 July was allowed for interested suppliers to submit tenders.
- 3.10 An evaluation team was set up to review the tender documents. Membership included the Chief Executive, the Director of Resources, the BT&T Service Manager, Customer Services Service Manager, representatives from GCH, Head of Legal Services and the Head of Public Protection.
- 3.11 Only one tender was received and this was reviewed by the evaluation team. After some initial clarification questions on the 25th September it was agreed that we would name Civica UK as the preferred supplier but with the clear objective of entering into further negotiations and with no promise of reaching an agreement.
- 3.12 Further negotiations have been ongoing since this time.
- 3.13 Civica UK have now submitted a revised tender to provide an IT managed Service based on the 'as is' service for £575,000 per annum over a 6 year term. This price includes 300 project delivery days per year in addition to the managed service over the duration of the project.
- 3.14 The current IT Service staffing cost is £739,000. This includes the cost of existing staff and contractors covering posts that the service has been unable to fill which is mostly covered by the staffing budget. The remainder has been supported by an annual capital budget. Based on the Civica tender and taking into account the cost of internal staff employed to oversee the contract (£64,000) we will immediately deliver around £100,000 savings per annum. In addition to this it is proposed that Civica will manage a number of our 3rd party contracts, this includes our software and infrastructure providers, on which they have agreed to deliver an extra £15,000 to £30,000 savings for us each year during the life of the contract.
- 3.15 In addition to these savings Civica have drawn up a pricing regime that is flexible and will be varied if the number of users in the Council changes. They have drafted 2 approaches that will apply, one for small scale reductions / increases in numbers and another for larger 'bulk' reductions / increases. This approach means that the amount we pay will regularly be reviewed and we will only be paying for the actual number of users we have. This was considered important as if GCH move to the COCO model they will no longer want to purchase their IT service from the City Council. The final version of this will be agreed as part of the final contact.
- 3.16 Within the tender document Civica have accepted the principle of service days and penalties. These will be fully set out in the contract and will detail the service levels

to be provided, as well as key performance indicators that will be monitored. The principles that will be followed are that for minor failures, for example achieving only 90% for a KPI that has been set at 92% service credits will be awarded and for more major failures for example a whole service is without IT for a number of days due to the Suppliers actions or inactions then a financial penalty would be paid in addition to Service Credits. In addition if the failure was deemed to be so serious the contract will allow us to terminate the contract and seek damages from the Supplier.

- 3.17 Our existing IT Service has reduced in size over the years and is now very lean. To reduce the service any further to deliver savings would impact the current level of service that we receive. By outsourcing the service level will be preserved but will be delivered differently. As well as delivering savings moving to an outsourced service for IT will give us greater resilience and an increased pool of resources for this specialist area of work and will give us access to off-site services such as Data Centres.
- 3.18 Negotiations are continuing and the contract is being drafted. In order that this can be proceeded with as soon as possible and the savings realised, members are asked to agree to delegated authority being given to the Corporate Director of Resources and the Head of Legal Services and Policy Development, in consultation with the Cabinet Member for Performance and Resources, to sign up to a contract with Civica UK for the IT Managed Service.

4.0 Alternative Options Considered

- 4.1 Retain the in house service. This is not an option due to the costs and lack of resilience.
- 4.2 Shared service – currently there is not a suitable option available to join that would deliver the savings required. This was considered in the Cabinet Report of 12 June 2013.
- 4.3 Re-tender to see if more suppliers would be interested a second time around. This is not considered appropriate. This tender will deliver us £100,000 savings on staffing costs alone. Any retendering would be expensive and delay the realisation of the savings and realistically is unlikely to deliver much greater savings.

5.0 Reasons for Recommendations

- 5.1 This contract will deliver £100,000 savings per year on our current IT staffing costs with additional savings being delivered through management of our 3rd party contracts. This could not be achieved if the service remained in house.
- 5.2 The contract will be based on the schedules that form part of the Government Procurement Service framework agreement for RM 717 and will include agreed key performance indicators that will set the standard of service provided
- 5.3 The contract and its associated schedules will provide service assurance in the form of:
- Service Level Agreements
 - Key Performance Indicators

- Contractual terms
- The ability to apply penalties/service credits.

- 5.4 It is proposed that the contract is awarded for a period of six years commencing on 1st March 2014, or as soon as possible thereafter, subject to the conclusion of the legal/contractual arrangements.
- 5.5 In addition to the outsourced IT Managed Service it is proposed to retain a Business Analyst and a Contract Manager in house. The Business Analyst will be responsible for ensuring that our IT service is appropriate for our business needs and will be a crucial link between the service users and the service provider. Where as the Contract Manager will ensure that good relationships between all parties are maintained and that the service is delivered in accordance with the Contract, Service Level Agreements and Key Performance Indicators. These costs have been taken into account with the savings being projected.
- 5.6 As part of the proposed arrangements, all transferring staff will transfer to Civica under the Transfer of Undertakings (Protection of Employment) Regulations (TUPE). This means that current terms and conditions and service tenure will be protected. Civica already have admitted body status for pensions purposes with Gloucestershire County Pensions and HR will be checking to see if this can be extended or if a new agreement is required for this contract for staff transferred under this contract to enable the employee's pension arrangements to continue 'as is'.
- 5.7 Negotiations and drawing up the contract are, as indicated in 3.10 above, ongoing. It is hoped that these will be completed in order for the contract to commence in March. In order that the contract can be entered into to deliver savings as soon as possible delegated authority is requested for the Corporate Director of Resources and Head of Legal Services and Policy Development to enter into a contract with Civica UK for the delivery of the IT Managed Service.

6.0 Future Work and Conclusions

- 6.1 To finalise negotiations with Civica UK and agreed to the terms of the IT Managed Service Contract in accordance with the schedules from RM 717.
- 6.2 Between now and the commencement of the formal arrangements, there is the need to conclude the due diligence and legal documentation and schedules to support the contract.
- 6.3 Council is asked to delegate authority to the Corporate Director of Resources and Head of Legal and Policy Development, in consultation with the Cabinet Member for Performance and Resources, to conclude and enter into all the required legal and commercial arrangements for the contract to take effect.

7.0 Financial Implications

- 7.1 Outsourcing the IT Managed Service will deliver around £100,000 savings per year. This is after the cost of staff employed to oversee the contract are deducted.

(Financial Services have been consulted in the preparation this report.)

8.0 Legal Implications

- 8.1 Legal Services have been fully involved in this procurement process and will have the final say over the content of the contract.
- 8.2 The Council has the power, under Section 111 of the Local Government Act 1972, to do anything which is calculated to facilitate, or is conducive or incidental to the discharge of any of its functions, and this includes the power to enter into contracts for the discharge of any of its functions.

(Legal Services have been consulted in the preparation this report.)

9.0 Risk & Opportunity Management Implications

- 9.1 By using RM 717 the Government Procurement Service (GPS) template for an IT Managed Service the level of risk is significantly reduced. All the Suppliers on RM 717 have completed the pre-qualification questionnaires for the GPS.
- 9.2 There is a risk that the contract will not be fit for purpose. Again this risk is mitigated by using schedules drawn up by the GPS for RM 717 IT Managed Service. In addition to careful drafting of the detail this risk is significantly reduced.

10.0 People Impact Assessment (PIA):

- 10.1 Although staff will be transferred with any contract all will come under TUPE regulations and therefore discrimination will not be an issue. In addition as procurement has been done under the Government Procurement Service framework RM 717 our preferred supplier has met the Government requirements for equality before being admitted as a supplier for RM 717.
- 10.2 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required.

11.0 Other Corporate Implications

Community Safety

- 11.1 None

Sustainability

- 11.2 None.

Staffing & Trade Union

- 11.3 Staff have been kept informed of the proposals throughout this exercise and will be consulted once any agreement has been reached. TUPE will apply to current staff.

Background Documents: RM 717 Framework for IT Managed Service.
Cabinet Report 12 June 2013.
Gloucester City Council ITT for an IT Managed Service.
Civica tender submission.



Meeting:	Council	23rd January 2014
Subject:	Southgate Street Conservation Area and Management Proposals Review, and Proposed Article 4 Direction	
Report Of:	Cabinet Member for Regeneration and Culture	
Wards Affected:	Westgate / Moreland	
Key Decision:	No	Budget/Policy Framework: Yes
Contact Officer:	Stephen Fitzgibbon Townscape Heritage Initiative Project Officer Email: Stephen.fitzgibbon@gloucester.gov.uk Tel: 396344	
Appendices:	<ol style="list-style-type: none"> 1. Southgate Street Conservation Area Appraisal Review 2. Consultation Comments Matrix 3. Article 4(1) Direction and Plan 4. Southgate Street Townscape Heritage Initiative Conservation Management Plan 	

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To inform Members of the outcome of the Southgate Street Conservation Area and Management Proposals Review consultation exercise undertaken in September / October 2013, and to consider adoption of the Review as a Supplementary Planning Document (SPD).
- 1.2 To update Members on the Southgate Street Conservation Area Article 4 Direction, and to request confirmation of the Direction.
- 1.3 To consider further reviews of each of the city's conservation areas.

2.0 Recommendation

2.1 Council is asked to **RESOLVE** that

- (1) The review of the Southgate Street Conservation Area Appraisal and Management Proposals document be approved as a Supplementary Planning Document (SPD). The SPD will at present be attached to the extant Core Conservation Policy A2 in the 1983 adopted Local Plan, which in due course will be replaced by the City Plan.
- (2) The Article 4(1) Direction for Southgate Street Conservation Area be confirmed.

- (3) Further Reviews of each of the City's Conservation Area Appraisal and Management Proposals Documents be undertaken, with consideration of further designation of Article 4 Directions, as resources permit.

3.0 Background and Key Issues

3.1 Background Note

At Planning Policy Sub Committee (12.12.13) Members requested that, for clarity, an additional reference be inserted into the Conservation Management Plan to address proposed colour schemes to properties within the Conservation Area. This would help establish a coherent and sympathetic style that reflects the heritage and architectural quality of the conservation area. This has been included in the appended document.

3.2 The Process of the Conservation Area Review

In 2007 Council adopted the Southgate Street Conservation Area and Management Proposals, as a Supplementary Planning Document. (this was part of a wider exercise involving all Conservation Areas in Gloucester). The document has been the basis for conservation policy within the Southgate Street Conservation Area.

- 3.3 Since 2007, the area has seen significant pressure on the historic character of the area, in part due to the economic recession. In certain cases this has resulted in poor / inappropriate maintenance by owners or a complete lack of care, particularly where properties have become vacant. There have, however, been many instances where owners have adopted a positive approach to maintaining their property. The Council has successfully delivered many of the objectives of the Conservation Area Appraisal and Management Proposals (see 3.3 below).

- 3.4 Members will be aware of a successful Stage 2 submission to Heritage Lottery Fund (HLF) in September 2013, in order to establish a Townscape Heritage Initiative (THI) in the Southgate Street area. This £1.2 million project will result in the restoration of historic architectural detail to properties, works to vacant upper floorspace and structural works including repairs to roofs and walls.

The THI provides an opportune moment to undertake this Conservation Area Review, particularly in regard to:

- How successful the various recommendations contained in the 2007 Appraisal have been in addressing the historic environment and character of the conservation area; and
- the identification of any new issues / opportunities for action.

3.5 Achievements following the 2007 Appraisal

The key actions delivered following on from the 2007 Appraisal recommendations included:

- a) Negotiations with owners to successfully remove satellite dishes from the front elevations of properties;
- b) Negotiations with owners to deliver appropriate design solutions through the development control process, including the development site at the corner of Trier Way and Southgate Street;

- c) The delivery of 16 property improvements through the City Council's Southgate Street Facelift Scheme;
- d) The successful award of a £1.2 million Townscape Heritage Initiative by Heritage Lottery Fund;
- e) The review of the Council's Buildings at Risk Register for all listed buildings in the City.

In regard to a) above, 16 Notices have been served over the past 4 years to tackle unacceptable breaches of planning control, usually involving shopfront alterations and the inappropriate installation of satellite dishes. With regard to the latter, all dishes have now been removed from the front elevations of properties within Southgate Street following a joint project between the City Council's Conservation and Planning Enforcement Teams earlier in 2013.

3.6 **Opportunities for Future Action through the 2013 Review**

The main issues / additional opportunities arising from the 2013 Review are:

- i. No change to the conservation area boundary;
- ii. The need to continue the pursuance of inappropriate designs, additions and alterations to buildings within the conservation area, through negotiation and/or the implementation of an Article 4 Direction;
- iii. The implementation of the Southgate Street Townscape Heritage Initiative which, through financial support to owners, will address many of the issues regarding repairs to properties and reinstatement of architectural detail. The THI will also deliver environmental improvements to the public realm, plus provide education and training in built heritage as a means of ensuring a long term legacy of good maintenance and protection of buildings.

Consultation

3.7 The 2007 Appraisal document recommended a review within 5 years (a timescale recommended by English Heritage). This review has been undertaken in conjunction with the Townscape Heritage Initiative Stage 2 Bid. One of the key requirements in a successful THI Bid is the commitment to introduce robust conservation policy, in particular an Article 4 Direction.

3.8 The consultation on the Review and the Article 4 Direction was undertaken in September – October 2013, and included a consultation event on 2nd October 2013. A table listing comments is appended.

The majority of comments from the consultation were positive and supportive of the Council's approach. In summary, the main issues raised through the consultation process were:

- Overall support for the Council's approach regarding the conservation of the area, particularly in regard to the successful removal of satellite dishes from front elevations;
- Strong support for the Southgate Street Townscape Heritage Initiative (THI), which will help achieve many of the Conservation Area Appraisal's aims, through positive actions;
- Specific concern regarding the future of Albion House - this will hopefully be addressed through the actions of the THI;
- Support for the need to improve the public realm;
- Support for policy on shopfronts, timber windows and railings;

A number of recommendations emanating from the consultation are outside the remit and scope of a conservation area appraisal (such as dog fouling, noise pollution / health and crime); these have been directed to relevant departments where such action can be considered. No changes to the Appraisal are therefore proposed, as it is felt that the document covers the issues raised. No changes to the boundary have been made as a result of the Review; the area has been defined to create a cohesive area of special interest, and the boundary includes properties of a similar age and of architectural interest.

Article 4 Direction

- 3.9 One of the key areas addressed in the 2007 document was the loss of original architectural details and insensitive alterations to historic buildings within the conservation area. This resulted from owners using permitted development rights to alter / remove key features on non-listed single dwelling houses without the need for planning permission. In order to fully address the situation it was recommended that the Council would 'seek to consider the need for an Article 4(1) Direction to protect buildings that retain original features from inappropriate alteration' (Policy CA2/9). An Article 4 Direction gives the local authority the power to remove such permitted development rights that are considered to have the most detrimental impact on the street scene. These include:
- (a) The replacement of traditional timber windows with inappropriate materials including plastic;
 - (b) The substitution of clay tiles and natural slates with concrete or other materials;
 - (c) The construction of a porch outside any external door;
 - (d) The provision of a hard surface e.g. to provide a car park in the front garden;
 - (e) The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure, or the demolition of the same; and
 - (f) The painting of previously unpainted external stonework or brickwork. For the avoidance of doubt, this does not include the routine repainting of external joinery in the same colour.
- 3.10 The overall impact of such permitted development rights has seen the introduction of small but inappropriate extensions, the replacement of traditional materials such as original slate and clay tiles for concrete tiles, timber sash windows for Upvc, front porches that break up the continuity of a terrace, removal of gates, railings and walls, and inappropriate colour schemes. These works not only impact on the individual building, but quite often on the wider street scene. The Southgate Street THI award from HLF was established on the basis that this process of decline would be addressed through an Article 4 Direction. The principle of making an Article 4 Direction in Southgate Street was also established in the Council's 'Southgate Street Conservation Area Appraisal and Management Proposals' document (2007), and reinforced in the 2013 Review.
- 3.11 It was agreed by the Leader in October 2013, following consultation with Planning Committee, to make an Article 4(1) Direction within the Town and Country Planning

(General Permitted Development) Order 1995, which would remove permitted development rights on certain key unlisted dwelling houses. This does not necessarily mean that the property owner will not be able to carry out such works; it simply means that he/she will require planning permission for such works. This therefore enables the City Council to ensure that appropriate features and materials are protected / retained through negotiation with the owner.

- 3.12 Not all properties in the conservation area will be affected by this Article 4 Direction. Those excluded from the Direction include certain modern properties which have little or no features of significant historic or architectural merit worthy of protection. The properties identified within the Article 4 Direction are those which it is believed will make a positive contribution, both individually and collectively by such protection. In total, 16 properties were identified, and are shown on the appended Location Plan. Their inclusion in the Article 4 Direction will maximise the overall quality of the Conservation Area, complementing the protection already afforded to those listed buildings (58 in total) in the area. Where possible, officers will examine the possibility of grant assistance to property owners, through the new Southgate Street Townscape Heritage Initiative, in order to assist owners in the additional costs of such works.
- 3.13 The initial Direction was served on 16th October 2013 on the 16 properties. Owners were given a statutory period of 21 days in which to respond. Responses were received from 2 property owners, neither of whom objected to the scheme.

4.0 Alternative Options Considered

4.1 To not approve the Review of the Southgate Street Conservation Area Appraisal and Management Proposals

4.2 Failure to approve the Review would result in a failure to produce relevant up to date conservation policy in Southgate Street since the production of the 2007 document. The 2007 document recognised the necessity to carry out a review every 5 years, in order to reflect on changes to the area. This approach is also recommended by English Heritage as good practice. It would also accord with the requirements set out by HLF in its Townscape Heritage Initiative, which recognises the need for up to date conservation policy within the THI area.

4.3 To not approve the confirmation of the Article 4(1) Directions for Southgate Street Conservation Area.

4.4 Failure to approve the Directions would result in a continual deterioration in the historic character of the conservation area. It would also be in contradiction of the requirements set out by HLF in its Townscape Heritage Initiative award, in addition to the principle being a key policy in the Southgate Street Conservation Area Appraisal and Management Proposals document (2007).

4.5 To not approve future reviews of each of the City's Conservation Area Appraisal and Management Proposals Documents be undertaken, with consideration of further designation of Article 4 Directions, as resources permit.

- 4.6 Failure to undertake such reviews will result in a failure to produce relevant up to date conservation policy in Gloucester since the production of the 2007 document. Each of the 2007 documents recognise the necessity to carry out a review every 5 years, in order to reflect on changes to the area. This approach is also recommended by English Heritage as good practice.

5.0 Reasons for Recommendations

- 5.1 The approval of the Appraisal Review and the Article 4(1) Direction would act as a key driver in protecting and enhancing the historic character of the conservation area, particularly working in tandem with the benefits accrued to the area through the Townscape Heritage Initiative. It will also reflect changes to the conservation area since 2007, and the need to respond to those changes in positive action, such as the Townscape Heritage Initiative, the delivery of the Article 4 Direction and ongoing design advice to owners. The ongoing process of reviewing each of the City's conservation areas, with consideration of further Article 4 Directions will deliver a consistent, city-wide approach to conserving and enhancing the city's heritage.

6.0 Future Work and Conclusions

- 6.1 If Members adopt the Appraisal as a Supplementary Planning Document there will be the requirement to make appropriate public announcement and legal notification.
- 6.2 If adopted the Management Proposal polices will immediately become a material consideration for the assessment of planning applications for buildings and sites within a conservation area.
- 6.3 Monitoring and review of each of the City's Conservation Areas should be undertaken every 5 years. It is therefore recommended that the process of reviewing each of the remaining conservation areas should be undertaken, subject to available resources. There is the potential to involve local community groups and organisations in carrying out this process, in partnership with the City Council, thus ensuring a strong sense of public ownership in this project. Each of the conservation area reviews will also offer the opportunity to consider the designation of Article 4 Directions in each area.
- 6.4 The review of the Southgate Street Conservation Area recognises the need for ongoing efforts to protect and enhance the historic character of the area. The combination of the review with the proposed Article 4 (1) Direction and the new Southgate Street Townscape Heritage Initiative will provide the means and incentive to owners. The designation also reinforces the view that the area has architectural and aesthetic merit, which has been recognised and supported by residents through the consultation process that they wish to see the area's historic character protected and enhanced.
- 6.5 The proposed designation has been well supported throughout the process and the wider public consultation was very effective. The Appraisal is to be applied consistently to ensure that any polices are effectively utilised and that any changes to the area are sensitive and in keeping with the historic character. It is recommended that the Appraisal be reviewed every 5 years.

7.0 Financial Implications

- 7.1 The cost in officer time in order to implement and enforce the policies in both the Southgate Street Conservation Area Appraisal and Management Proposals Review and the Article 4 Direction will be met from current resources.

8.0 Legal Implications

- 8.1 The Council is required to review its conservation area policy documents in order to ensure that it has up to date planning policy. If it is approved as a Supplementary Planning Document (SPD), the document will increase its validity as a material consideration when determining planning applications.
- 8.2 The Council has the power to make an Article 4 Direction by virtue of the Town and Country Planning (General Permitted Development) Order 1995 (as amended), which also details the procedural requirements for making such an Order. Proper adherence to these procedural requirements will ensure a valid order is made and can thereafter be utilised to control works to the affected properties. Conversely, a failure to follow the appropriate procedure will result in an invalid Order being made which would restrict the Council's ability to control development on the affected properties.

9.0 Risk & Opportunity Management Implications

- 9.1 The consultation process for both the Southgate Street Conservation Area Review and the Article 4 Direction has been undertaken with due diligence, prepared in conjunction with Legal Services.

10.0 People Impact Assessment (PIA)

- 10.1 A screening exercise has been undertaken to establish the impact / benefit of this document on the community. The exercise shows that the policies contained within the Conservation Area Appraisal are either neutral or positive in terms of their impact on the community as a whole. The document's vision is based on the principle of preserving the character of the area, and contains a series of policies and recommendations aimed at achieving this. A key determinant in developing the Conservation Area Appraisal is identified within the document as taking into account 'the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring'. The strong support for the policies contained within the document is evidenced in the consultation exercise which was undertaken as part of the review.
- 10.2 As no evidence of a negative impact can be identified, a full People Impact Assessment is therefore not required.

11.0 Other Corporate Implications

Community Safety

11.1 n/a

Sustainability

11.2 The policies contained within both the Southgate Street Conservation Area Appraisal and Management Proposals Review and the Article 4 Direction will promote the use of traditional building materials in a sustainable manner, and the better maintenance of properties using traditional methods.

Staffing & Trade Union

11.3 n/a

Background Documents:

Southgate Street Conservation Area Appraisal and Management Proposals 2007.

Southgate Street Conservation Area Conservation Area 2 Appraisal and Management Proposals Document Review September 2013



DRAFT
Gloucester
City Council
Transforming Your City

Southgate Street Conservation Area Conservation Area 2

Appraisal and Management Proposals Document Review September 2013

Preface

Part 1 Character Appraisal

1 Summary

1.1 Key characteristics	1
1.2 Key Issues	2

2 Introduction

2.1 Southgate Street Conservation Area	4
2.2 The purpose of this appraisal	4
2.3 The planning policy context	4
2.4 Previous regeneration initiatives	6

3 Location and landscape setting

3.1 Location and activities	6
3.2 Topography and geology	6
3.3 Relationship of the conservation area to its surroundings	7

4 Historic development and archaeology

4.1 Historic development	8
--------------------------	---

5 Spatial analysis

5.1 Plan form and layout	10
5.2 Landmarks, focal points and views	10
5.3 Open spaces, trees and landscape	11
5.4 Public realm	11

6 The buildings of the conservation area

6.1 Building types	11
6.2 Listed buildings	12
6.3 Key unlisted buildings	12
6.4 Building materials and local details	13
6.5 Historic shopfronts	14

7 The character of the conservation area

7.1 Character areas	15
7.2 Character area 1: Southgate Street between The Tall Ship and Trier Way	15
7.3 Character area 2: Stroud Road	16
7.4 Character area 3: North end of Southgate Street	16

Part 2 Management Proposals

8 Introduction

8.1 Format of the Management Proposals	17
--	----

9 Issues and recommendations

9.1 Negative buildings and the quality of new developments	17
9.2 Gap sites	18
9.3 Lack of routine maintenance and repair	18
9.4 Loss of original architectural details	18
9.5 Locally listed building	19
9.6 Article 4 Direction	19
9.7 Shopfronts and banners	20
9.8 Quality of floorscapes	21
9.9 Sub-division of properties into flats	21
10 Loss of front gardens to car parking and other hard landscaping	21
11 Monitoring review	21

Appendices

Appendix 1 Sustainability Report	23
Appendix 2 The Historical Development of Gloucester	28
Appendix 3 Scheduled Monuments	35
Appendix 4 Listed Buildings	35
Appendix 5 Bibliography	36
Appendix 6 Southgate Street Townscape Heritage Initiative Conservation Management Plan	36

Maps

Southgate Street Conservation Area: Character Areas	37
Southgate Street Conservation Area: Townscape Appraisal	39

Preface

In 2007 Gloucester City Council adopted the Southgate Street Conservation Area and Management Proposals, as a Supplementary Planning Document (this was part of a wider exercise involving all Conservation Areas in Gloucester). The document has been the basis for conservation policy within the Southgate Street Conservation Area.

It is important to ensure that conservation policy is up to date and relevant to the area's needs. The 2007 Document recommended a 5 year review. This process has now been completed, and provides an opportune moment to review the document, particularly in regard to:

- Whether the various recommendations contained in the 2007 Appraisal have been acted upon.
- The identification of any new issues/opportunities for new actions.

Key actions delivered from the 2007 Appraisal recommendations included:

- Negotiations with owners to successfully remove satellite dishes from the front elevations of properties.
- Negotiations with owners to deliver appropriate designs through the development control process.
- Positive ongoing negotiations regarding key development sites, including the site at the corner of Trier Way and Southgate Street.
- The delivery of property improvements through the City Council's Southgate Street Facelift Scheme.
- The Stage 1 award of a £1.2 million Townscape Heritage Initiative by Heritage Lottery Fund, and subsequent submission of a Stage 2 detailed bid in April 2013.
- The review of the Council's Buildings at Risk Register for all listed buildings in the City.

The main issues/additional opportunities arising from the 2013 Review are:

- No change to the conservation area boundary.

- The need to continue the pursuance of inappropriate designs, additions and alterations to buildings within the conservation area, through negotiation and/or the implementation of an Article 4 Direction.
- The delivery of a Townscape Heritage Initiative which, through financial support to owners, will address many of the issues regarding repairs to properties and reinstatement of architectural detail, environmental improvements to the public realm, and improved understanding of owners' responsibilities through education and training.

This Review seeks to examine the character of the area, understand its historic context, identify the key issues, and make recommendations that will address those issues in a positive manner.

Part I Character Appraisal

I Summary

I.1 Key characteristics

This Character Appraisal of the Southgate Street Conservation Area concludes that the following are the key characteristics of the conservation area:

- Development, mostly 19th century, alongside the old southern approach road from Bristol to Gloucester's South Gate.
- Architectural quality of many of the area's buildings including 31 listed buildings.
- Almost continuous frontage of historic buildings on east side of Southgate Street between Albion House and no.165 Southgate Street, including 15 listed buildings.
- Whitesmiths Arms and nos. 83-85 Southgate Street contain remnants of 16th century timber-framing pre-dating the destruction of the area in the Civil War.
- Includes part of Spa Road which was developed as part of the growth of Gloucester Spa in the early 19th century.
- Historic shopfronts.
- Location of part of the course of the early 19th century Gloucester-Cheltenham tramroad (Albion Street).

- Historic links with activity at Gloucester Docks, notably Weighbridge House, Mariners' Mission Hall, former shop and warehouse at no. 3 Llanthony Road and the old tramroad.
- Historic public houses: Whitesmiths Arms, The Tall Ship, Nelson Inn, Baker Street and The New Pilot Inn (now closed and in alternative use).
- Examples of early 19th century two and three storey terraced houses faced with either red brick or stucco.
- Hempsted Villas, nos. 186-190 Southgate Street, a good example of late 19th century three storey town houses.
- Group of 3 historic buildings with a large forecourt in Stroud Road (nos. 5 and 7 Stroud Road, nos. 9 and 11 Stroud Road (former Gloucester Co-op buildings) and nos. 13 and 15 Stroud Road).
- Wide westward views of boats, warehouses and Mariner's Church in Gloucester Docks from north end of Southgate Street.



Southgate Street looking south from outside The Tall Ship



Albion House former C19th hotel with additional storey

1.2 Key Issues

Based on the negative features identified in Chapter 7, Section 7.1 Character Areas, a number of problems have been identified and are listed below. These form the basis for the Management Proposals in the second part of this document.

1 Negative buildings and the quality of new developments

There are two buildings that, because their scale, design or materials, have a negative impact on the character and appearance of the conservation area.

They are:

- 168-170 Southgate Street.
- 176-180 Southgate Street.

2 Gap sites

There are two gap sites within the conservation area that are capable of being developed, and that would enhance the area if filled with suitable buildings. These are:

- Gap in frontage and courtyard adjacent to no. 87 Southgate Street.
- Site in north-east corner of the junction of Trier Way and Southgate Street. This site is currently the subject of a detailed planning proposal for a Care Home.

3 Lack of routine maintenance and repair causing some buildings to be at risk of serious deterioration.

A number of buildings in the conservation area are suffering from neglect of routine maintenance such as exterior painting and clearing of blocked gutters. 74, 76 and 78 Southgate Street, Albion House (No. 77 Southgate Street), 141 Southgate Street, 182 Southgate Street and No. 5-7 Stroud Road are identified in the Gloucester Buildings at Risk Register (2013).

4 Loss of original architectural details and insensitive alterations to historic buildings

Many of the unlisted, and some of the listed buildings in the conservation area have been adversely affected by the replacement of original timber sash windows or doors with uPVC or aluminium, the replacement of natural roof slates with concrete tiles or the painting of originally exposed brickwork.

In many cases, the removal of architectural features such as boundary walls or railings, porches and chimneys has spoiled the external appearance of a building and the local streetscape.



140 and 142 Southgate Street

5 Shopfronts and banners

Several historic shopfronts are worthy of conservation. There are also many modern shopfronts which are badly detailed and use garish colours, modern materials and poor quality signage.

6 Quality of floorscape

Paving and surface materials throughout the area are generally modern, uncoordinated and

poor quality. In almost all cases they fail to enhance or reinforce the historic identity of the conservation area. At the northern edge of the conservation area, a shared space traffic scheme has been created around the Parliament Street, Southgate Street, Commercial Road and Kimbrose Way Triangle.

This area of public realm, using local pennant sandstone from the Forest of Dean has made a significant improvement to the character of this part of the City centre. Any future improvements to the public realm in Southgate Street should consider using these materials and design.

7 Sub-division of properties into flats

Sub-division of properties into flats or let for multiple occupancy can tend to erode external character through e.g. prominent intrusive fire escapes, poorly maintained gardens or gardens destroyed in order to ease maintenance.

8 Loss of front gardens to car parking and other hard landscaping

The increasing demand for off street parking has generated pressure for car parking in garden areas to both the front and rear of commercial and residential properties. Loss of greenery and front boundary railings or walls can spoil the setting of the building and cumulatively erode the character of the streetscene.



Hempsted Villas 186-190 Southgate Street

2 Introduction

2.1 Southgate Street Conservation Area

Southgate Street Conservation Area is characterised by 19th century buildings associated with the growth of Gloucester Docks, to the west of Southgate Street, and the now defunct Gloucester Spa, to the east. The street was the early route from the city's South Gate southwards towards Bristol and there are two 17th century buildings surviving from the destruction of this southern suburb during the English Civil War. The conservation area contains a high proportion of listed buildings. Today, the street, with modern development at its northern end, is an area of secondary shopping and residential uses.



Modern single storey retail uses between 174 and 182 Southgate Street

2.2 The purpose of this appraisal

The Southgate Street Conservation Area comprises lengths of Southgate Street that formerly were part of 'Conservation Area 6 - Brunswick Square' (designated on 6 March 1968, extended on 22 February 1984) and 'Conservation Area 7 -The Spa' (designated on 6 March 1968, extended on 22 February 1984). In 2007 the conservation area was extended southwards to include nos. 5 to 39 (odd) Stroud Road.

This document seeks to:

- define the special interest of the conservation area and identify the issues which threaten the special qualities of the conservation area (in the form of Part 1: Character Appraisal).
- provide guidelines to prevent harm and achieve enhancement (in the form of the Part 2: Management Proposals).

2.3 The Planning Policy Context

This appraisal provides a firm basis on which applications for development within the City can be assessed. In developing this appraisal, it is recognised that it sits under a wider hierarchy of national and local policies.

172 Southgate Street

National Planning Policy Framework

In March 2012, the National Planning Policy Framework (NPPF) was introduced that combines all of policies of the PPS into one streamlined document. The NPPF supersedes previous PPG and PPS policy documents.

The presumption in favour of sustainable development is the guiding principal of the document and the protection and enhancement of the historic environment is embedded within this approach. Sustainable development is defined as meeting the needs of

the present without compromising the needs of the future and the introduction of the NPPF breaks down this definition into three dimensions; economic, social and environmental. Within the environmental dimension sustainable development needs to contribute to 'protecting and enhancing our natural, built and historic environment'.

According to the NPPF, a conservation area is a 'designated heritage asset' and has been defined in Annex 2 as '*A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)*'.

Great weight is given to the conservation of designated heritage assets. Heritage assets are an irreplaceable resource and any harm or loss requires clear and convincing justification. In developing this strategy, the following needs to be taken into account:

- The desirability of sustaining and enhancing the significance of heritage assets.
- The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.
- The desirability of new development making a positive contribution to local distinctiveness.
- Opportunities to draw on the contribution made by the historic environment to the character of place.

Planning (Listed Buildings and Conservation Areas) Act 1990

Conservation areas are designated under the provisions of Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. A conservation area is defined as 'an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'.

Section 71 of the same Act requires local

planning authorities to formulate and publish proposals for the preservation and enhancement of these conservation areas. Section 72 also specifies that, in making a decision on an application for development within a conservation area, special attention must be paid to the desirability of preserving or enhancing the character or appearance of that area. In response to these statutory requirements, this appraisal document defines and records the special architectural and historic interest of the conservation area and identifies opportunities for enhancement. The appraisal conforms to English Heritage guidance as set out in Guidance on Conservation Area Appraisals (August 2005) and Guidance on the Management of Conservation Areas (August 2005).

Local Planning Policy

This document should be read in conjunction with the wider development plan policy framework produced by Gloucester City Council. That framework is set out in a number of documents, including:

- Gloucester Local Plan Second Stage Deposit August 2002.
- Policies BE.22, BE.23, BE.24 and BE.25 (Listed Buildings).
- Policies BE.29, BE.30 and BE.30a, (Conservation Areas).

Gloucester's emerging Development Plan Documents:

- Joint Core Strategy (Draft 2013).
- Gloucester City Plan (Draft 2013).

Programme/Timescale

The JCS 'Developing the Preferred Option' public consultation (December 2011) included a draft policy setting out core principles for development in city centres, principally about safeguarding their vitality and viability.

The 'Preferred Option' JCS consultation

document will be subject to public consultation in summer 2013, and is programmed to be adopted in 2014. It is intended that this document will also include strategic policies in relation to heritage assets and design.

Other Key Documents

- Gloucester City Council Urban Design Strategy for Central Gloucester, 2001.
- Shopfronts - Design Guidelines for Gloucester.
- Gloucester City Council - Lighting Strategy (2008).
- A Tree Strategy for Gloucester (Draft - 2006).
- Public Realm Strategy for Gloucester Docks (2004).
- Greater Blackfriars Planning Brief (2009).
- Greater Greyfriars Planning Brief (2009).

In particular this document will assist the Council with implementing its Core Policy 8: Protection and Enhancement of the Built and Natural Environment and Development Control Policy No. BNE5.

2.4 Previous regeneration initiatives

In 1999, the Government established eight Regional Development Agencies to co-ordinate regional economic development and regeneration and in 2003 it established the South West Regional Development Agency (SWERDA).

Working with the City and County Councils, SWERDA established the Gloucester Heritage Urban Regeneration Company (GHURC) and subsequently submitted a successful bid to the Office of the Deputy Prime Minister (ODPM) for the designation of Gloucester city centre, along with two outlying areas, for URC status. The URC's main task was the production and implementation of an Area Regeneration Framework, which set out a strategy for the URC area.

In 2003 the URC commissioned a scoping

report from Alan Baxter Associates, according to a brief agreed with English Heritage. This Rapid Characterisation Study considered the historical development of the area and provided a basis for future work.

The URC adopted its Area Regeneration Framework in July 2006. Consultants Terence O'Rourke Associates produced site-specific proposals for seven key sites which provide detailed urban design advice for sites that was a priority for implementation by the URC. This Character Appraisal and Management Proposals document formed part of these initiatives, although they have been funded by the City Council and drawn up by independent consultants. N.B. Both SWERDA and GHURC have ceased operation as a consequence of changes in government policy. Responsibility for the regeneration of the city now lies with Gloucester City Council.

3 Location and Landscape Setting

3.1 Location and activities

The Southgate Street Conservation Area lies in a wholly urban location south of Gloucester city-centre just beyond the extent of the medieval walled city. The area contains a number of specialist shops, several restaurant/take-aways, an evangelical church and four public houses, but it lies outside Gloucester's primary shopping area. Residential uses increase as Southgate Street leads southwards away from the City centre. In addition to single dwellings and houses in multiple occupation, there are some examples of residential uses over ground floor shops within the conservation area. However, there are many examples of vacant upper floor uses above commercial premises.

3.2 Topography and geology

The conservation area is located just above the floodplain of the River Severn immediately to the east of Gloucester Docks. The city centre, to the north, lies on slightly higher ground on

Lower Lias clay and gravels in the Vale of Gloucester, which is itself part of the larger Vale of the Severn. The land within the conservation area falls almost imperceptibly southwards.



119 Southgate Street at the junction of Southgate Street and Spa Road



121 Southgate Street beside one of the conservation area's few trees

3.3 Relationship of the conservation area to its surroundings

The conservation area lies between The Docks Conservation Area and The Spa Conservation Area - the former is the site of Gloucester's 19th century docks and warehouses, the latter is characterised by buildings and open space originally built as part of the development of Gloucester's spa in the early 19th century.

4 Historic Development and Archaeology

4.1 Historic development

The line of Southgate Street was established in the late 1st Century AD as one of the principle streets of the Roman fortress which preceded the City. The fortress was decommissioned and a colony settlement established at Gloucester by about AD 96-8. Archaeological excavations within the Conservation Area have found evidence for Roman period buildings along the edges of Southgate Street as far south as Albion Street.



155 and 157 Southgate Street

It is currently unclear what happened in Gloucester after the end of the Roman period but it is generally accepted that the street pattern of Gloucester was re-established in the 10th Century and has remained largely unchanged since then.

Archaeological investigations have identified late Saxon and early Norman settlement fronting onto Southgate Street in the northern part of the Conservation Area. St Owen's Church was built outside the South Gate in the late 11th century (roughly on the site of today's County Court, Kimbrose Way). By the mid 13th century there had been considerable building a little way further south alongside the old road from the South Gate to Bristol. Within the town boundary, houses were built along the part of the road to Bristol later distinguished as Lower Southgate Street, the houses on the west side backing onto a parallel back lane

called Small Lane running south from St Owen's churchyard (roughly across the site of the Gloucester Docks car park).

Also developed by the mid 13th century was Severn Street, which ran from the south end of Lower Southgate Street to a quay on the River Severn. Severn Street survived until the building of the canal basin at the end of the 18th century, though its houses were destroyed in the siege.

A rental of the houses of Gloucester from 1455 shows that at that time Southgate Street was occupied by housing plots on both sides of the road as far south as Llanthony Road. Further south the land on either side of the roads appears to have been open fields and orchards. The western edge of Southgate Street was defined by the 'High Orchard' a substantial plot of land owned by Llanthony Priory containing a complex of priory buildings, fields and orchards. A map of 1624 shows that little had changed 1455 with the street layout identical to that of 1455.

At the start of the siege of Gloucester in 1643 roadside suburbs outside the city gates were burned by the defenders. St Owen's Church and eighty eight houses were destroyed in Severn Street, Lower Southgate Street and Small Lane. The destruction outside the gates was not total. At least some of the Littleworth suburb may have escaped the burning - for example the interior of The Whitesmiths Arms (no. 81 Southgate Street) has some indications of residual timber-framing and nos. 83-85 Southgate Street has, at least, a sixteenth century two storey rear wing.

In the second half of the 17th century little effort was made to rebuild the suburbs and this part of the town remained relatively undeveloped until the turn of the 18th century and the creation of the main basin in the docks, the completion of the Gloucester & Berkeley Canal and the development of Gloucester Spa. The South Gate was demolished in 1781. To the west of Southgate Street the main basin

of the proposed docks had been dug in the 1790s, its construction involving the severing of the old Severn Street and its replacement by Llanthony Road as a link between Southgate Street and Hempsted Lane. The basin was opened in 1812 and, connected to a horse tramroad from Cheltenham completed the previous year, began the transformation of the dock area into the town's main industrial quarter.

The tramroad was an early type of railway for horse-drawn wagons between Gloucester and Cheltenham. It came out of the dock area and crossed Southgate Street to enter today's Albion Street continuing along Old Tram Road. The tramroad carried coal from the old quay and canal basin in the docks to Cheltenham but was eventually superseded by a branch line railway from Gloucester railway station to the docks. (This railway line followed the course of today's Trier Way crossing the conservation area at the wide intersection just north of the Stroud Road junction). Weighbridge House, the small classical building on the right hand side of the entrance to the Docks was where carts were weighed empty and full to determine the exact weight of each load.



Albion Hall, an early C20th place of worship

In 1814 the exploitation of medicinal springs on Rigney Stile grounds, east of Southgate Street, initiated the building of a spa. This in turn

resulted in the development of a small rectangular grid pattern of streets east of Southgate Street to provide access to the spa's pump room and serve the planned substantial villas. Great Norfolk Street (now Spa Road) was constructed to provide an impressive gated entrance-way from Southgate Street. The large houses were serviced by back roads such as little Norfolk Street and Albion Street as the spa regulations stipulated that goods brought by wagons had to be delivered through the rear garden. Whilst Regency buildings at the west end of Spa Road lie within the Southgate Street Conservation Area, the greater part of the early 19th century spa development lies within The Spa Conservation Area, to the east.

Norfolk Terrace was completed in the mid 1820s on the east side of Southgate Street, south of the Spa Road, and building continued down that side of the road into the entrance of the new Stroud turnpike road, which had been laid out in 1818.

The future of Southgate Street and Spa Road as a fashionable area was compromised by the rapid development of the docks after the completion of the canal in 1827. Already by 1831 a collection of 'wretched dwellings' of the poor had been established at High Orchard between the canal and the road. They were later removed to make way for the Baker's Quay development.

The old Littleworth suburb, north of Spa Road remained an area of poorer housing and premises for trade. Indeed, Littleworth was so named because it was the poorest region of the city. The rebuilding of the Squirrel Inn, opposite the docks entrance, as the classical style Albion Hotel to the designs of Thomas Fulljames in 1831 was one of the few improvements made there at that period.

Arthur Causton's map of Gloucester in 1843 identifies and names the 'Albion Inn' and indicates development on both sides of the street in Littleworth, i.e. the stretch of Southgate Street between Albion Street and

Spa Road. Development south of Spa Road was confined to the east side of the Bristol road. St Luke's Church (now demolished) appears on the map. The church was consecrated in 1841 and it was built through the missionary zeal and philanthropy of Samuel Lysons who was its minister from 1841-1866 when he resigned, apparently disillusioned by the apparent failure of the mission. Its legacy is the stubs of road named St Luke's Road and Church Street.

At the northern end of Southgate Street, close to the former South Gate, stood, to the west, the City Gaol (closed in 1858) and the Southgate Congregational church (built on the site of an earlier 18th century chapel in 1851, demolished in 1981) and, to the east, the Gloucester Infirmary (opened in 1761, demolished in 1984). The sites are occupied by late 20th century buildings: on the west side the County Court (1992 by Stride Treglown Ltd) and on the east side by Southgate House (1989-90 by Dyer Associates).

5 Spatial Analysis

5.1 Plan form and layout



The Tall Ship public house

This is a linear conservation area with development laid out on either side of the southern approach to the City centre.

Properties are aligned facing the highway along a strong back-of-pavement line but nos. 1 to 11 Spa Road, nos. 123 to 137 Southgate Street and

nos. 23 to 39 Stroud Road (all former dwellings) are slightly set back with small front garden areas and many of these still retain long narrow back gardens. Development is primarily composed of short rows or terraces interspersed with an occasional detached or pair of semi-detached houses.



Natural stone paving in Albion Street

Southgate Street, a principal north-south route and the spine of this conservation area, is crossed by two east-west routes, namely Spa Road/Llanthony Road and Trier Way/St Anne Way. The junction of the former is a typically suburban cross roads controlled by traffic lights. The junction of the latter is an anonymous and extraordinarily wide junction which isolates the Stroud Road from the main body of the conservation area.

Albion Street (the course of the early 19th century tramroad), Norfolk Street (a rear service road to Spa Road) and Somerset Place (a residential side street) are narrow streets leading off the east side of the 'spine road'. St Luke's Street (a cul de sac that once led to a residential area), Baker Street (an access road to Baker's Quay) and the main entrance to the docks are on the west side.

5.2 Landmarks, focal points and views

The former Albion Hotel and The Tall Ship public house form a gateway to the northern approach to the historic part of the conservation area but overall there is no single

historic building which stands out in the townscape. Southgate House, a monumental office development of the 1980s, dominates the northern length of Southgate Street.

There is a slight bend in Southgate Street which adds to the visual interest of the street. From the north end there are wide views westward across a temporary car park of the gabled warehouses in Gloucester Docks. No 172 Southgate Street and the adjacent Mariners' Hall form a good grouping of buildings that round the corner of the junction but neighbouring properties spoil their setting. From this junction there is an attractive view, enhanced by trees, along Spa Road.

5.3 Open spaces, trees and landscape

There are no public open spaces of note in this conservation area. The area is tightly-knit with few trees or areas of greenery. The most impressive tree stands beside no. 2 Spa Road. Trees and shrubs have been planted as part of formal late 20th century soft landscaping scheme beside the two big modern developments in the north of the conservation area and around the spacious Trier Way road junction in the south of the conservation area.



143-147 Southgate Street

The only notable open space in the conservation area is the car park between Southgate Street (west side) and Victoria Docks. This area was, until the end of the 20th century, built up with a frontage facing

Southgate Street. Whilst the space enables fine views of dockside warehouses, it also has the feeling of a gap within the otherwise continuous frontage of Southgate Street. The area is planned for re-development with a scheme that will address both Southgate Street and Victoria Basin.

5.4 Public realm

The floorscape and other items in the public realm of the conservation area are modern and unremarkable but there is a length of historic natural stone paving outside nos. 6-14 Albion Street which should be preserved. Stone paving, which would once have been much more prevalent, can also be seen beside the former Albion Hotel. The access road on the south side of the former Albion Hotel is laid with stone sets. Though small, these areas of old paving contribute to the area's special interest. At the northern edge of the conservation area, a shared space traffic scheme has been created around the Parliament Street, Southgate Street, Commercial Road and Kimbrose Way Triangle. This area of public realm, using local pennant sandstone from the Forest of Dean has made a significant difference to the character of this part of the city centre. Any future improvements to the public realm in Southgate Street should consider using these materials and design.

6 The Buildings of the Conservation Area

6.1 Building types

The area is characterised by a mix of commercial and residential properties in which there is evidence of living over the shop. Many former houses have been converted to office/retail use. In addition to shops and houses, there is a former purpose built hotel, non-conformist chapel, mariners' mission hall and five public houses (only four still in use). Building height varies between two and three storeys. Parapets are common. The earliest buildings in the conservation area are nos. 81 and 83/85 Southgate Street which make up the

Whitesmiths Arms Public House. Both are two storey with gabled roofs. Faced with brick, now painted, both have vestiges of 15th/16th century timber-framing. No 83/85 probably dates from the 15th century having survived the deliberate demolition of many houses in Southgate Street during the English Civil War. Little else survives from earlier than c1800.

The majority of the other buildings in Southgate Street date from the 19th century with some modern infill on the west side (e.g. Elming House 1989 at the corner of Luke Street). The east side of Southgate Street, beyond Spa Road has at first consistent, though not continuous, three storey terraces of the same period, mostly of brick with stepped lintels and roofs concealed behind moulded parapets. Nos. 143-151 have round-arched doorways and first floor wrought iron balconies. In contrast, on the west side of the street, nos. 186-190 Southgate Street (Hempsted Villas) is a row of late 19th century dwellings (i.e. built 50 years later than the rows on the opposite side of the street) with typically late Victorian details such as three-storey canted bays, robust stone surrounds around windows and doors and a gabled roof.

All of the old buildings in Spa Road are listed grade II. The north side of the road consists of a row of three-storey stucco houses (with basements) built during the early days of Gloucester Spa c.1820.

Though altered, some houses retain typical Regency architectural features such as a moulded cornice with parapet (nos. 9, 11, 11a), rusticated ground floor (nos. 9, 11) and wrought iron railings (nos. 3, 11a).

6.2 Listed buildings

A listed building is one that is included on the government's Statutory List of Buildings of Special Architectural or Historic Interest. These buildings are protected by law and consent is required from Gloucester City Council before any works of alteration, extension or

demolition can be carried out. Further information can be found in the City Council's publication *Listed Buildings in Gloucester*. The Southgate Conservation Area contains 31 listed buildings. All are grade II.



3 and 5 Llanthony Road

6.3 Key unlisted buildings

In addition to listed buildings, the conservation area contains a large number of unlisted buildings that make a positive contribution to the character or appearance of the conservation area. These are identified on the townscape appraisal map as 'positive buildings'. This follows advice provided in English Heritage guidance on conservation area character appraisals, which stresses the importance of identifying and protecting such buildings.

The criteria used for selection of positive buildings are those set out in Appendix 2 of English Heritage's *Guidance on Conservation Area Appraisals (2005)*. Where a building has been adversely affected by modern changes and restoration is either impractical or indeed, not possible, they are excluded.

The positive buildings in the Southgate Street Conservation Area date from the 19th century. Whilst some are unexceptional examples of Victorian buildings, three are of special note:

Albion Hall (144 Southgate Street) is currently the Southgate Evangelical Church. It was built in 1904 to a design by Frank Chapman.

The Nelson Inn is a late 19th century three-storey public house with an extraordinary green-glazed tiled ground floor with a pedimented doorway.

9-11 Stroud Road is a red brick and terracotta former Gloucester Co-op building with a bold symmetrical façade with raised lettering (No 4 BRANCH GLOUCESTER CO-OPERATIVE) under a central pediment.

'Negative buildings' are also marked on the Townscape Appraisal map. These are buildings which clearly detract from the character or appearance of the conservation area.

'Neutral buildings' (identified as neither positive nor negative) are those which neither enhance nor detract from the character or appearance of the conservation area. They may, for instance, be historic buildings that have been severely altered or less obtrusive post-war infill development.

Locally Listed Buildings

There are no locally listed buildings in Gloucester at present. Those properties identified in the Townscape Appraisal Map as a 'Positive Building' will be considered for inclusion in any future Local List.



Detail of historic railings, Spa Road

6.4 Building materials and local details

Red brick and stucco are the most prevalent building materials within the conservation area and there are three examples of the use of local building stone:

Albion Hotel, no. 172 Southgate Street and nos. 5/7 Stroud Road (despite their ashlar facades they are mainly constructed with brick).

The three buildings standing prominently beside the Stroud Road junction well display the limited palette of materials: nos. 5/7 (stone), nos. 9/11 (red brick) and nos 13/15 (stucco).

Brickwork is generally plain, laid in Flemish bond. One building, no. 99 Southgate Street, has two bands of decorative brickwork but this appears to be the only example in the area. Similar brickwork at no. 101 has been painted over, an unfortunate trend apparent throughout the conservation area which can damage bricks and spoil a building's historic character and appearance. Rendering of brickwork is also common. Nos. 8, 10 and 12 Albion Street illustrate the visual effect of rendered brickwork and cladding with artificial stone.

Many roofs are hidden by parapets and have little impact on the streetscene. They were originally of blue/grey Welsh slate or plain clay tiles though some have been replaced with artificial slate or concrete tiles. Window openings are predominantly rectangular with a flat arch. In three storey buildings upper storey openings are typically less tall than the ground floor.

Historically, windows would have been timber sliding sashes but many, including those in listed buildings, have been replaced with aluminium or UPVC. The prevalence of basements means that front doors are often approached by a flight of steps. Original doors, where they remain, are timber often with rectangular over door lights or semi-circular fanlights.

Local details include decorative ironwork to front areas on dwarf walls, door canopies with decorative cast-iron supports, 'bat's wing' fanlights and windows and door openings of finely gauged segmental brick or stone 'keystone' voussoirs.

6.5 Historic shopfronts

The commercial part of the conservation area contains some late 19th/early 20th century shopfronts, or parts of shopfronts, that make a positive contribution to the special interest of the area. The following premises retain historic shopfronts or significant elements of an historic shopfront that should be preserved:

- The Nelson Inn.
- No. 79 Southgate Street.
- No. 99 Southgate Street.
- No. 93 Southgate Street.
- No. 3 Llanthony Road.
- Nos. 9/11 Stroud Road (former Co-operative).



Southgate Street looking north towards the Cathedral



Albion Street looking towards The Tall Ship

7 The Character of the Conservation Area

7.1 Character areas

The Southgate Conservation Area can be divided into three areas of distinctly different character:

- Character area 1: Southgate Street between the entrance to the docks and Trier Way.
- Character area 2: Stroud Road.
- Character area 3: North end of Southgate Street.

7.2 Character area 1: Littleworth (Southgate Street between The Tall Ship public house and Trier Way)

Key characteristics

- Development, mostly 19th century, on either side of Southgate Street.
- Curving road with slight southward fall.
- Mix of commercial and residential uses, the latter more prevalent in the south of the area.
- Almost continuous frontage of historic buildings on east side of Southgate Street including 15 listed buildings.
- Whitesmiths Arms and nos. 83-85 Southgate Street contain remnants of 16th century timber-framing pre-dating the destruction of the area in the Civil War.



The Whitesmiths Arms, parts of which date from the 16th

- Key buildings: Albion House (no.77 Southgate Street), The Tall Ship public house and no.172 Southgate Street.
- Includes part of Spa Road which was developed as part of the growth of Gloucester Spa in the early 19th century.
- Historic shopfronts.
- Location of part of the early 19th century Gloucester-Cheltenham tramroad (Albion Street).
- Northward view of Cathedral tower.
- Historic public houses: Whitesmiths Arms, The Tall Ship, Nelson Inn, Baker Street and The New Pilot Inn.
- Short length of natural stone paving outside nos. 6-14 Albion Street.
- Examples of early 19th century terraced houses faced with either red brick or stucco.
- Hempsted Villas, nos. 186-190 Southgate Street, a good example of late 19th century three storey town houses.

Negatives:

- Poor state of repair of Albion House, no.77 Southgate Street, a grade II listed building.
- Vacant properties and vacant upper floor space, e.g. nos. 163-165 Southgate Street.
- Garish shopfronts and signage including advertising banners.
- Poor state of repair of many historic buildings.
- No. 168-170 and no. 176-180 Southgate Street are 'negative' buildings.
- Gap in street frontage beside no 87 and the treatment of the courtyard is out of character with adjacent historic buildings.
- Lack of enclosure at Trier Way junction.
- Noise and pollution of traffic.
- Vacant development site at north-east corner of Southgate Street/Trier Way road junction (now subject to a detailed planning proposal).
- Poor quality and upkeep of pavement surface.
- Many of the historic buildings in the conservation area have been adversely affected by the loss of original architectural details and the use of inappropriate modern materials, e.g.

the replacement of original timber sash windows with uPVC.

- Houses in multiple occupation have resulted in an unsightly number of rubbish bins and uncared for front gardens.
- Loss of front gardens to car park or areas of paving.

7.3 Character area 2: Stroud Road

Key characteristics:

- Good group of 3 historic buildings with a wide forecourt (nos. 5 and 7 Stroud Road, former Gloucester Co-op buildings and nos. 13 and 15 Stroud Road).
- Terrace of six early 19th century houses (listed grade II).
- Well kept front gardens of nos. 23-39 Stroud Road.



23-29 Stroud Road

- Prevalent use of stucco.
- Wide junction at the intersection of five roads (Trier Way, Southgate Street, Stroud Road, Bristol Road and St Ann Way).

Negatives:

- Poor state of repair of no. 5-7 Stroud Road, a grade II listed building.
- Loss of original architectural details (e.g. windows, doors) detracts from the area's historic interest.
- Poor quality paving of forecourt to nos. 5-15 Stroud Road.

- Garish deep shopfront fascia spoils the façade of the Co-op building.

7.4 Character area 3: North end of Southgate Street (Southgate Street between Parliament Street and the entrance to the docks)

Key characteristics:

- Two late 20th century developments on the west side the County Court (1992 by Stride Treglown Ltd) and on the east side by Southgate House (1989-90 by Dyer Associates).
- Large surface car park between Gloucester Docks and Southgate Street.
- Trees and soft landscaping around the two modern developments.
- Westward views of the Mariner's Church and boats and warehouses in Gloucester Docks. Gentle slope southwards.

Negatives:

- Lack of historic character and appearance, except in distant views.
- Noise and pollution of traffic.



Weighbridge House with dockside warehouses

Part 2 Management Proposals

8 Introduction

8.1 Format of the Management Proposals

Part 1 of this document, the Character Appraisal, has identified the special positive qualities of the Southgate Conservation Area which make the conservation area unique. Part 2 of this document, the Management Proposals, builds upon the negative features which have also been identified, in order to provide a series of Issues and Recommendations for improvement and change, most of which are the responsibility of the City Council.

The structure and scope of this document is based on the suggested framework published by English Heritage in *Guidance on the management of conservation areas (2005)* and *Understanding Place: Conservation Area Designation, Appraisal and Management (2011)*. Both the Conservation Area Character Appraisal and the Management Proposals will be subject to monitoring and reviews on a regular basis, as set out in Chapter 1.



123-131 Southgate Street

9 Issues and recommendations

9.1 Negative buildings and the quality of new developments

There are three buildings that have a negative impact on the character and appearance of the

conservation area. These are all marked on the Townscape Appraisal map. They are:

- 168-170 Southgate Street.
- 176-180 Southgate Street.
- Hay House, 21 Stroud Road (a new scheme, subject to ongoing discussions with the owner regarding design detail).

These buildings are judged to be negative because their scale, design or materials is out of character with adjoining properties and/or the streetscene as a whole.

Recommendations

- Policy CA2/1: The Council will encourage the redevelopment of sites or buildings which make a negative contribution to the character or appearance of the conservation area.



Contrasting stone and brick at the corner of Southgate Street and Llanthony Road

- Policy CA2/2: The redevelopment of sites which include neutral buildings will be encouraged where the Council considers overall improvements to the area can be achieved.
- Policy CA2/3: Given the particularly high number of listed buildings in the conservation area, all such applications will be judged with regard to national policy, and applicants may be asked to provide an Archaeological Evaluation of the site before the application is determined.
- Policy CA2/4: Applications will be required to adhere to policies in the Gloucester Local

Plan Second Stage Deposit August 2002 and any other policies which supersede this in the LDF, such as the Joint Core Strategy (Draft 2013) and the Gloucester City Plan (Draft 2013).

9.2 Gap sites

There are two gap sites within the conservation area that are capable of being developed, and that would enhance the area if filled with suitable buildings. These are:

- Gap in frontage and courtyard adjacent to no. 87 Southgate Street.
- Site in north-east corner of the junction of Trier Way and Southgate Street.

Recommendation:

- Policy CA2/5: The City Council will endeavour to ensure that any negative sites are redeveloped with appropriately scaled and detailed new development.

9.3 Lack of routine maintenance and repair causing some buildings to be at risk of serious deterioration

A number of buildings in the conservation area are suffering from neglect of routine maintenance such as exterior painting and clearing of blocked gutters. For example, Albion House (No. 77 Southgate Street) and No. 5-7 Stroud Road are included in the Gloucester Buildings at Risk Register (2013). There is recessed pointing to the rear brickwork and open joints and cracks to the ashlar facing on the front elevation.

Recommendations:

- Policy CA2/6: Gloucester City Council has reviewed and updated (2013) its Building at Risk Register, a record of listed buildings in the city at risk through neglect and decay. The Council will maintain a rolling programme of updating the register.

- Policy CA2/7: The Council will monitor the condition of all historic buildings, report findings and take action, as necessary. Where the condition of a building gives cause for concern, appropriate steps will be taken to secure the future of the building, including the use of statutory powers.

- Policy CA2/8: The Council will implement a Townscape Heritage Initiative scheme in partnership with the Heritage Lottery Fund and the THI Partnership.

9.4 Loss of original architectural details and insensitive alterations to historic buildings



1, 3 and 5 Albion Street

Very few buildings in the conservation area have survived into the 21st century with their original doors and windows intact - or even with replacements of similar design, materials and character, - and the adaptation of buildings to new uses have resulted in a numerous small changes that cumulatively have a negative effect on the character and coherence of the conservation area.

Boundary walls and area railings have been lost from many properties, and where replacement walls have been built, concrete blocks and other modern materials have been used that do not harmonise with the brick and stucco of the original houses.

Where single family dwellings are concerned, such alterations can normally be carried out

without planning permission from the Council. Development of this kind is called 'Permitted Development' and falls into various classes which are listed in the Town and Country Planning (General Permitted Development) Order 1995.

9.5 Locally listed buildings

There are no locally listed buildings in Gloucester at present. Such a list falls outside the criteria set out by English Heritage, but are of significant interest in terms of the local heritage of the area to warrant protection. Those properties identified in the Townscape Appraisal Map as a 'Positive Building' will be considered for inclusion in any future Local List, along with other buildings promoted by the local community.

Recommendation:

- Policy CA2/9: The Council will prepare and establish a register of Locally Listed properties. This will recognise a building considered as an asset to the heritage of the local community.



The Nelson Inn, green glazed tiles on the ground floor

9.6 Article 4 Direction

Powers exist for the Council, known as Article 4 (1) directions, to withdraw some of these permitted development rights in the interest of

preserving and enhancing the character and appearance of the conservation area. These are to be put in place to prevent the further erosion of historic character of residential properties, particularly where they form a coherent group of well detailed properties.

There is recognition that current permitted development rights within the Conservation Area have not fully addressed the protection and preservation of the overall character of the Southgate Street Conservation Area. Under current permitted development rights, properties within the conservation area (but not listed buildings) have seen alterations to windows, doors, forecourts, porches, roofs and walls. They are most noticeable when they break up the unified visual character of, for example a terrace of residential properties. The impact can also be great on individually significant properties that may not be listed, but add to the intrinsic quality of the area as a whole.

These permitted development rights therefore need to be restricted in order to address the loss of architectural detail and the addition of inappropriate structures and features to buildings which detract from the character of the conservation area.

The areas normally covered as permitted development that we will restrict on single dwellings as a result of the Article 4 (1) Directions are:

- The alteration, installation or replacement of doors and windows.
- Any alteration to a roof including roof coverings, roof lights and solar panels.
- Building a porch.
- Enlargement, improvement or alteration such as an extension, removal or changes to architectural features.
- The provision of a hard surface.
- The erection, construction, improvement or alteration of a fence, gate, wall or other means of enclosure.
 - Removing totally or partially walls, gates, fences or other means of enclosure.

- Exterior painting of previously unpainted surfaces or changes of external colour schemes or covering walls by render or like finishes.

The effects of the Direction

Property owners will need planning permission for the works described above. Consent will not normally be given to replace traditional features with modern ones, or to use substitute materials such as aluminium or plastic. Where modern materials have replaced traditional ones in the past, it is expected that the correct original materials and details will be restored when circumstances allow or when further replacement is needed.

Repairs

Property owners will not need planning permission for repairs to non-listed buildings provided these are carried out in a traditional manner to the precise details of the original elements involved and using the same materials. You can also replace worn out minor elements without permission, provided these replacements are exact replicas. In addition to the use of enforcement powers, grant support from the THI will act as a strong incentive to property owners to reinstate architectural detail.

Recommendations:

- Policy CA2/10: The Council will establish and enforce Article 4(1) Directions to protect buildings that retain original features from inappropriate alteration. The primary focus will be on properties in Southgate Street, Albion Street, Somerset Place and Stroud Road that have been identified on the accompanying townscape appraisal map as making a positive contribution to the character and appearance of the proposed conservation area. Individual properties will also be included in the Direction where it can be seen that their protection from inappropriate alterations will also make a significant improvement to the area as a whole.

- Policy CA2/11: The Council will encourage property owners to reverse unsympathetic alterations and to reinstate architectural features, such as windows, doors and boundary walls, on historic properties, with modern replacements in the style and materials of the originals. Where possible and appropriate, THI grant assistance will be offered to support the owner.

9.7 Shopfronts and banners

Several historic shopfronts have been identified on the Townscape Appraisal map and are worthy of conservation. They have been identified in Section 6.5. There are also many modern shopfronts which are badly detailed and use garish colours, modern materials and poor quality signage. Examples include nos. 9/11 Stroud Road where an inappropriately designed fascia is superimposed on top of an earlier and better-designed version. To help prevent further unacceptable changes, the Council has produced a Shopfront, Shutters and Signs Design Guide with detailed advice on the general principles of good shopfront design.

Recommendations:

- Policy CA2/12: The Council will seek to ensure the retention of existing historic shopfronts and notable elements of historic shopfront design.
- Policy CA2/13: The Council will expect all applications for new or altered shopfronts to accord with the advice given in the publication Shopfronts - Design Guidance for Gloucester.
- Policy CA2/14: The Council will seek to ensure that all advertisement proposals relating to shops respect the character and appearance of the conservation area, in terms of siting, number, colours, materials and form of illumination.

9.8 Quality of floorscapes

Paving and surface materials throughout the area are generally modern, uncoordinated and poor quality. In almost all cases they fail to enhance or reinforce the historic identity of the conservation area.

Recommendations:

- Policy CA2/15: The Council will consider publishing a Streetscape Manual setting out their design principles for the public realm, which should adhere to the guidelines described in the English Heritage publication Streets for All.

9.9 Sub-division of properties into flats

Sub-division of properties into flats or let for multiple occupancy can tend to erode external character through e.g. prominent intrusive fire escapes, poorly maintained gardens or gardens destroyed in order to ease maintenance.

Recommendations:

- Policy CA2/16: When considering an application for conversion of a dwelling to a house in multiple occupation, the Council will carefully consider such matters as bin storage, clothes drying, car parking and fire safety works to ensure that the change of use does not adversely impact on the character and appearance of the conservation area.

10 Loss of front gardens to car parking and other hard landscaping

The increasing demand for off street parking has generated pressure for car parking in garden areas to both the front and rear of commercial and residential properties. Loss of greenery and front boundary railings or wall can spoil the setting of the building and cumulatively erode the character of the streetscene.

Recommendations:

- Policy CA2/17: Car parking areas within the front gardens of properties in the conservation area will not be permitted unless it can be demonstrated that the proposals will not adversely affect the character and appearance of the conservation area.

11 Monitoring review

As recommended by English Heritage, this document should be reviewed every five years from the date of its formal adoption. It will need to be assessed in the light of the National Planning Policy Framework, the emerging Local Development Framework and government policy generally. A review should include the following:

- A survey of the conservation area including a full photographic survey to aid possible enforcement action.
- An assessment of whether the various recommendations detailed in this document have been acted upon, and how successful this has been.
- The identification of any new issues which need to be addressed, requiring further actions or enhancements.
- The production of a short report detailing the findings of the survey and any necessary action.
- Publicity and advertising.

It is possible that this review could be carried out by the local community under the guidance of a heritage consultant or the City Council. This would enable the local community to become more involved with the process and would raise public consciousness of the issues, including the problems associated with enforcement.

Appendices

- Appendix 1 Sustainability Report
- Appendix 2 The historical development of Gloucester
- Appendix 3 Scheduled Monuments
- Appendix 4 Listed buildings
- Appendix 5 Bibliography
- Appendix 6 Southgate Street THI Conservation Management Plan



Appendix I Sustainability Appraisal and Management Proposals

SA Objectives	Impact ++ + 0 -- - ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
1.a. Will it minimise the risk of flooding to people and property?	0						
1.b. Will it conserve and enhance natural/semi-natural habitats?	0						
1.c. Will it conserve and enhance species diversity and in particular, avoid harm to protected species?	0						
1.d. Will it maintain and enhance sites designated for their nature conservation interest?	0						
1.e. Will it maintain and enhance cultural and historical assets?	++	M/T	Permanent	Whole Area	High	High	The management policies seek to encourage property owners to replace negative buildings, reinstate architectural features, repair buildings at risk and develop gap sites.
1.f. Will it maintain and enhance woodland cover?	0						
2.a. Will it create new and lasting full time jobs particularly for those most in need of employment?	0						
2.b. Will it encourage both indigenous and inward investment?	+	L/T	Permanent	Whole Area	High	High	It has been found that when the appearance of an historic area is improved more people want to live and work there.
2.c. Will it help to support and encourage the growth of small businesses?	0						
2.d. Will it help to improve the attraction of Gloucester as a tourist destination?	++	L/T	Permanent	Whole Area	High	High	Enhancing the character of this historic area will encourage more people to visit Gloucester and stay longer.

SA Objectives	Impact ++ + 0 -- - ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
3.a. Will it encourage the most efficient use of land and buildings?	-	S/T	Permanent	Whole Area	High	High	Maintaining the character of historic areas can mean resisting development on important open spaces and the curtilage to listed buildings. The sub-division of properties can also be detrimental to the character of an historic area.
3.b. Will it encourage development on previously developed land?	+	L/T	Permanent	Buildings identified as negative/neutral and gap sites	Med	Med	Document has policies to encourage the redevelopment of negative/neutral buildings and gap sites.
3.c. Will it minimise the demand for raw materials and/or encourage the use of raw materials from sustainable sources?	+	S/T	Permanent	Whole Area	High	Med	The retention of older buildings reduces the demand for new building materials.
3.d. Will it increase waste recovery and recycling?	+	S/T	Permanent	Whole Area	High	Med	Property owners will be encouraged to reinstate original features some of which can be obtained second-hand.
3.e. Will it help to reduce the amount of waste that is generated?	0						
3.f. Will it positively encourage renewable forms of energy?	0						
3.g. Will it reduce water consumption?	0						

SA Objectives	Impact ++ + 0 -- - ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
4. To ensure everyone has access to the essential services they require and that local needs are met							
4.a Will it help everyone access essential basic services easily, safely and affordably?	0						
4.d. Will it provide additional leisure facilities, green spaces and improve access to existing facilities?							
4.e. Will it help to ensure that everyone has access to safe and affordable housing?	0						
4.f. Will it reduce homelessness?	0						
5. To improve standards of health and education							
5.a. Will it improve health and people's ability to engage in healthy activities?	0						
5.b. Will it improve access to health care facilities?	0						
5.d. Will it improve access to learning, training, skills and knowledge?	0						
5.e. Will it improve qualifications and skills of young people and adults?	0						

SA Objectives	Impact ++ + 0 -- - ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
6. To make Gloucester a great place to live and work							
6.a. Will it help to reduce crime and the fear of crime?	0						
6.b. Will it encourage community engagement in community activities?	+	L/T	Temporary	Whole Area	Med	High	Document recommends that a monitoring review be carried out in 5 years time and it is possible that this could be carried out by the local community.
6.c. Will it increase the ability of people to influence decisions?	0						
6.d. Will it improve community cohesion?	+	M/T	Permanent	Whole Area	Med	Med	Encourages people to take pride in their area.
6.e. Will it help to maintain and/or enhance the vitality and viability of a designated centre?	0						
6.f. Will it increase access to and participation in, cultural activities?	0						
6.g. Will it reduce poverty and income inequality?	0						
6.h. Will it reduce the number of unfit homes?	0						
6.i. Will it improve the quality of where people live?	++	L/T	Permanent	Whole Area	High	High	Well maintained CA's are attractive places to live.

SA Objectives	Impact ++ + 0 -- ?	Likely Timing of Impact (Short, Med, Long Term)	Temporary or Permanent Impact?	Geographic Scale	Likelihood of Impact	Significance of Impact	Commentary (any cumulative, secondary, synergistic impacts?) & Recommendations for Improvement/Mitigation
7.a. Will it reduce the need/desire to travel by car?	0						
7.b. Will it help ensure that alternatives to the car are available for essential journeys, especially to residents in areas of low car ownership?	0						
7.c. Will it help to achieve a reduction in road accident casualties?	0						
7.d. Will it increase the proportion of freight carried by rail and water?	0						
7.e. Will it help to reduce traffic congestion and improve road safety?	0						
8.a. Will it help to reduce any sources of pollution?	0						
8.b. Will it help to reduce levels of noise?	0						
8.c. Will it maintain and enhance water quality?	0						
8.e. Will it maintain and enhance air quality?	0						
8.f. Will it maintain and enhance land/soil quality?	0						
8.g. Will it reduce the amount of derelict, degraded and underused land?	+	L/T	Permanent	Negative buildings and gap sites	Med	Med	Document has policies for the Council to encourage the redevelopment of negative and gap sites
9.a. Will it reduce contributions to climate change?	0						
9.b. Will it reduce vulnerability to climate change?	0						

Appendix 2 The Historical Development of Gloucester

Gloucester: history and development

The history of Gloucester has been written many times and in great detail. This account is not intended to duplicate what has already been said elsewhere. Instead it is aimed at summarising those key historical developments that have helped to shape the city that we know today, with particular emphasis on the street pattern and standing buildings.

Roman Gloucester

A Roman fortress was established at Kingsholm some time after AD 48 close to what must have been an existing ford across the River Severn. The Severn then formed the frontier between Roman Britain and unconquered Wales. By AD 70, the Romans had conquered South Wales and established a new army headquarters at Caerleon. The Kingsholm fort was dismantled and a new one established to the south. This evolved into a *colonia*, a city where soldiers retiring from the army were given land as a form of pension, once Gloucester ceased to be a frontline military station around AD 81.

This period saw the establishment of the rectilinear street pattern that underlies the historic centre of Gloucester. The Cross, marking the centre of today's city, also stands on top of the focal point of the Roman city. Northgate Street and Southgate Streets lie directly on top of the main Roman road through the City. London Road also follows a Roman alignment, turning north easterly to join Roman Ermin Way (today's A38 Barnwood/Hucclecote Road). Ermin Way itself is aligned on the original fort at Kingsholm.

Anglo-Saxon Gloucester

Gloucester continued to be a centre of settlement after the final withdrawal of Roman troops from Britain in 436. The Anglo-Saxon

chronicle says that Gloucester (with Cirencester and Bath) fell to the Saxons after the Battle of Dyrham, fought in 577, and thereafter was ruled by the Hwicce, as a sub-kingdom within Mercia. Osric founded a minster church (an early form of monastery) around AD 679, the forerunner of St Peter's Abbey (today's cathedral).

Ethelfleda (died AD 918), daughter of King Alfred and ruler of the Mercians following the death of her husband in 911, founded the new Minster of St Oswald in Gloucester shortly after AD 900, by when Gloucester was already an important commercial centre. Many of the streets, side lanes and alleys of the city centre were established at this time.

St Oswald's was probably connected with the royal palace that was established at Kingsholm by the reign of Edward the Confessor (1003-66). Gloucester was a regular meeting place of the royal council during his reign and that of William I. At one such meeting in 1085 William I initiated the Domesday survey.

Medieval Gloucester

Under the Normans, Gloucester's motte-and-bailey castle commanded the southernmost route across the Severn to South Wales and this was rebuilt in stone (on the site of today's city prison) by Miles of Gloucester in 1110-20. Under Abbot Serlo (from 1089) the Saxon Minster of St Peter was rebuilt to create one of England's greatest Benedictine abbeys (now the cathedral).

Hospitals were established on London Road in the early twelfth century whose chapels still survive (St Margaret's and St Mary Magdalen's). New churches and religious foundations were added - notably the richly endowed Llanthony Priory, begun in 1137 as a home for Augustinian canons fleeing from their original Welsh home. St Oswald's Priory also became a house of the Augustinians in 1152; Greyfriars was established around 1231, Blackfriars around 1239 and Whitefriars around 1268. Of the

parish churches that were established at this time, St Mary le Lode, in St Mary's Square, St Nicholas, in Westgate Street and St Mary le Crypt, in Southgate Street, have survived.

Gloucester was granted a charter in 1155 (giving the right to hold a market and to exercise jurisdiction). The economy was based on iron working but the city also had a large population of traders and merchants and the city played an important role as a market and service centre for the region. A quay probably operated along the banks of the Severn between Westgate Bridge and the castle.

Westgate Street was the longest and most important of the city's commercial streets, the location of a market, several churches, the Guildhall and the mint. The abbey occupied the north-western quadrant of the city. The east end was the Jewish quarter until the Jews were expelled in 1275. New suburbs developed outside the town walls.

Among secular medieval buildings in Gloucester, the most remarkable are the late-twelfth century undercroft beneath the late-fifteenth century Fleece Hotel, the early thirteenth-century undercrofts to 47-49 and 76 Westgate Street and the New Inn, a complete timber-framed courtyard inn built around 1450 for St Peter's Abbey.

Post Dissolution Gloucester

The Dissolution of the 1530s was a landmark in the city's history, unlocking resources previously controlled by religious houses. The Minster church became the cathedral and with the founding of the See, Gloucester became a city in 1541. Cloth making led a revival in the city's trading fortunes and by 1600 the city hosted specialist markets for the trading of cattle, sheep, grain and fruit.

Port status was granted to the city by Elizabeth I in 1580 and by the time the cloth trade declined in the seventeenth century, the city had evolved into a significant centre for the

Severn-based grain and malt trade, though competition from Bristol prevented it from developing foreign trade contacts.

The Puritan city's stubborn resistance to Royalist siege in 1643 is widely seen as the turning point in the Civil War. Large parts of the city were burned to the ground: most of the northern and southern suburbs were lost, as were half the city's eleven medieval churches. Surviving buildings from this period include the timber framed buildings at 6-8, 14, 26, 30, 33, 43-45, 66, 100 and 99-103 Westgate Street (the Folk Museum) and that at 9 Southgate Street (with a façade dating from 1664/5).

Eighteenth-century Gloucester

Wire and pin making, metal working, bell founding, wool stapling and banking led the city's revival from the late seventeenth century. Gloucester also developed as a distribution centre for goods imported from overseas via Bristol and then forwarded inland to the west Midlands.

A number of medieval houses were refaced in fashionable brick (e.g. nos. 6-8 and 14 Westgate Street) and the city also became established as a social centre for the local gentry, with fine houses from this period at College Green and Longsmith Street, plus the eighteenth-century church of St John the Baptist in Northgate Street.

The County Infirmary was founded in 1755 and St Bartholomews' Hospital almshouses, near Westgate Bridge, were rebuilt in Gothick style in 1790. Gloucester was active in the establishment and promotion of Sunday Schools from the 1780s (Robert Raikes, pioneer of Sunday Schools, was born in Gloucester in 1736). The County Gaol was rebuilt in 1791, as was St John the Baptist, Northgate Street, in 1734. Other notable buildings of the period include No 1 Miller's Green (The Deanery), Bearland House in Longsmith Street (1740) and Ladybellegate House (1743).

Nineteenth-century Gloucester

Physical growth beyond the city's medieval boundaries began after the Napoleonic Wars. Shire Hall (Sir Robert Smirke) dates from 1815/16. A pump room (demolished 1960) opened in Spa Road that same year, but this was rapidly eclipsed by the greater popularity of the spa at Cheltenham. Even so, several terraces associated with the spa have survived, including Gloucester's only residential square, Brunswick Square (begun 1822), along with Christ Church, Brunswick Road (Rickmann & Hutchinson, 1823).

Two of the Severn's watercourses were partly concealed, having been open since the Roman founding of the city: the Dockham Ditch (aka Old or Little Severn) was culverted south of the Foreign Bridge on Westgate Street in 1825 and completely filled in in 1854, and the Twyver (running beneath Station Road) was culverted in 1833.

The opening of the Gloucester and Berkeley Canal in 1827 gave ocean-going ships access to the city and the coming of the railways in the 1840s encouraged Gloucester's expansion as a busy port for the distribution of foreign grain and timber to the Midlands, as well as stimulating locally based corn-milling and ship-building, and the manufacture of railway rolling stock (Gloucester Wagon Works opened in 1860) and matches (Morlands/England's Glory).

Big increases in population saw the city's boundaries extended in 1835 and 1874. The population doubled between 1851 and 1871 alone. Middle-class housing spread out along London Road while industrial development was heaviest in the area between the canal and Bristol Road and artisan housing grew up in the south and south east of the City.

The 1870s and 1880s saw the city centre transformed from a mix of small shops and residential premises to a business and retail centre with banks, offices and large stores. Gas lighting in the city was completed in the 1890s

and the new suburbs of Outer Barton Street, Tredworth, Bristol Road, Kingsholm and Wotton were brought within the city boundaries when they were extended again in 1900.

Other buildings of this period include the County Lunatic Asylum (1823), the Friends Meeting House, Greyfriars (1835), St James, Upton Street (1841), the former HM Custom House (Sydney Smirke, 1845), St Mark, Kingsholm (1845), the Mariner's Church in the Docks (1849), the Cemetery, in Cemetery Road (1857), St Peter's Roman Catholic Church (1859), the Wesleyan Church, Victoria Street (1870), the Public Library and Museum (1872), Whitefield Presbyterian, Church Park Road (1872), All Saints, Barton Street (Sir G G Scott, 1875), Coney Hill Hospital (1883), St Paul, Stroud Road 1883, the Public Baths, Eastgate Street (1891), the former Guildhall in Eastgate Street (1892) and St Stephen, Bristol Road (1898).

Twentieth-century Gloucester

As the docks declined in the late-nineteenth century, local engineering firms moved into the new industries of aircraft production, though this too ceased in 1960 (as did match making in 1976 and the wagon works in 1985). Gloucester's role as the county town has since created employment in local government and in service industries.

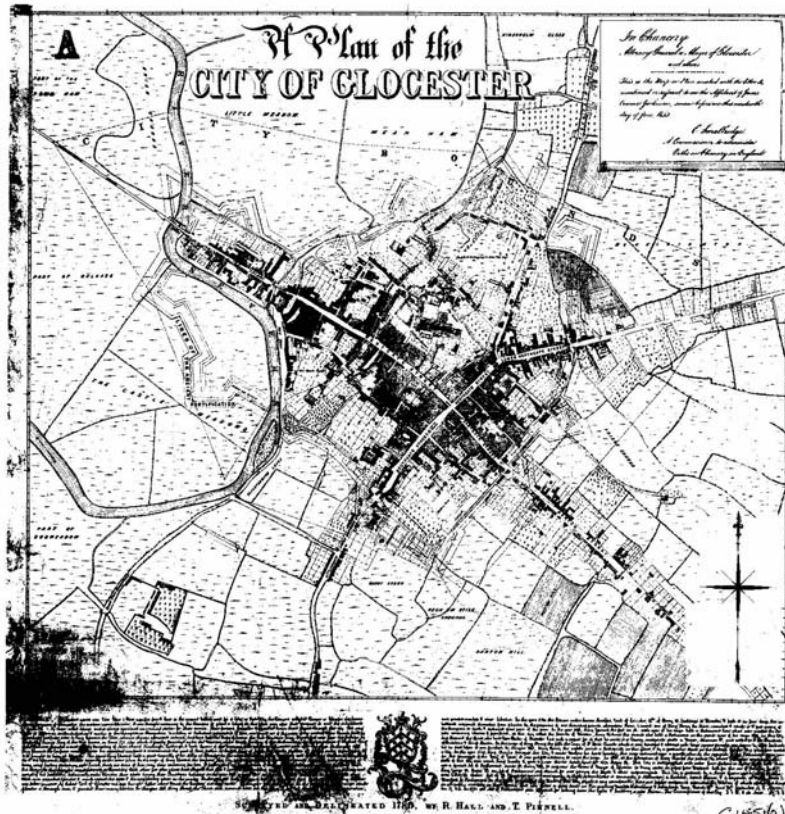
Notable buildings of this period include St Catharine, London Road (1915), the Technical College (1936), St Oswald (1939), St Barnabas, Tuffley (1940) and St Aldate, Finlay Road (1964).



Speed's map of 1610



Kip's engraving of 1710



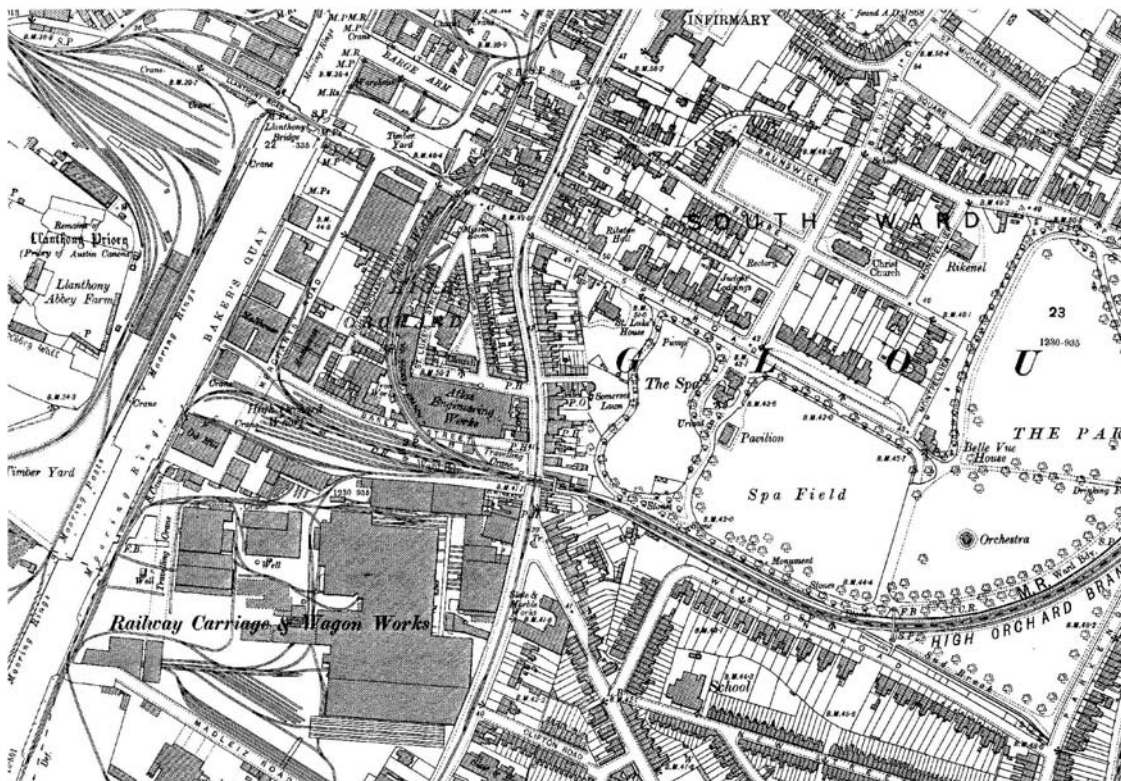
Hall and Pinnell's map of 1780



Map c. 1805



Causton's map of 1843



1:2500 Ordnance Survey map 1902



1:2500 Ordnance Survey map 1923

Appendix 3 Scheduled Monuments

There are no Scheduled Monuments in the Southgate Street Conservation Area.

Appendix 4 Listed Buildings

Name	Address
Albion House	77 Southgate Street
K6 telephone box	adj 77 Southgate Street
Whitesmiths Arms	81 Southgate Street
	83 and 85 Southgate Street
	105 Southgate Street
	107 Southgate Street
	109 Southgate Street
	111 Southgate Street
	113 and 115 Southgate Street
	117 and 119 Southgate Street
Weighbridge House	The Docks
The Tall Ship	Southgate Street
	140 and 142 Southgate Street
Spalite Hotel	121 Southgate Street
	123-131 odd Southgate Street
	133 and 135 Southgate Street
	137 Southgate Street
	139 and 141 Southgate Street
	143-151 odd Southgate Street
	155 and 157 Southgate Street
	172 Southgate Street
	182 and 184 Southgate Street
Mariners' Mission Hall	1 and 1a Llanthony Road
	3 Llanthony Road
	2 Spa Road
	3, 5, 7 Spa Road
	9 and 11 Spa Road
	11a Spa Road
	5 & 7 Stroud Road
	13 & 15 Stroud Road
	23-33 (odd) Stroud Road

Appendix 5 Bibliography and Contacts

Bibliography

- Baker, N and Holt, R 2004. Urban Growth and the Medieval Church: Gloucester and Worcester. Aldershot: Ashgate Publishing.
- Conway-Jones, H The Gloucester and Sharpness Canal, Tempus 2003.
- Conway-Jones, H, Images of England - The Gloucester and Sharpness Canal, Tempus 1999 <http://www.gloucesterdocks.me.uk/>
- Jurica, J. 1994, Gloucester - A Pictorial History, Phillimore.
- Moss, P 2005. Historic Gloucester: an illustrated guide to the city and its buildings, Stroud: Nonsuch Publishing.
- Schedule of Listed Buildings in the City of Gloucester, 7th edition, compiled under section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- Verey, D and Brooks, A 2002. The Buildings of England, Gloucestershire 2: The Vale and the Forest of Dean, New Haven and London: Yale University Press.
- Victoria County History, A History of the County of Gloucester: Volume 4: The City of Gloucester (1988).

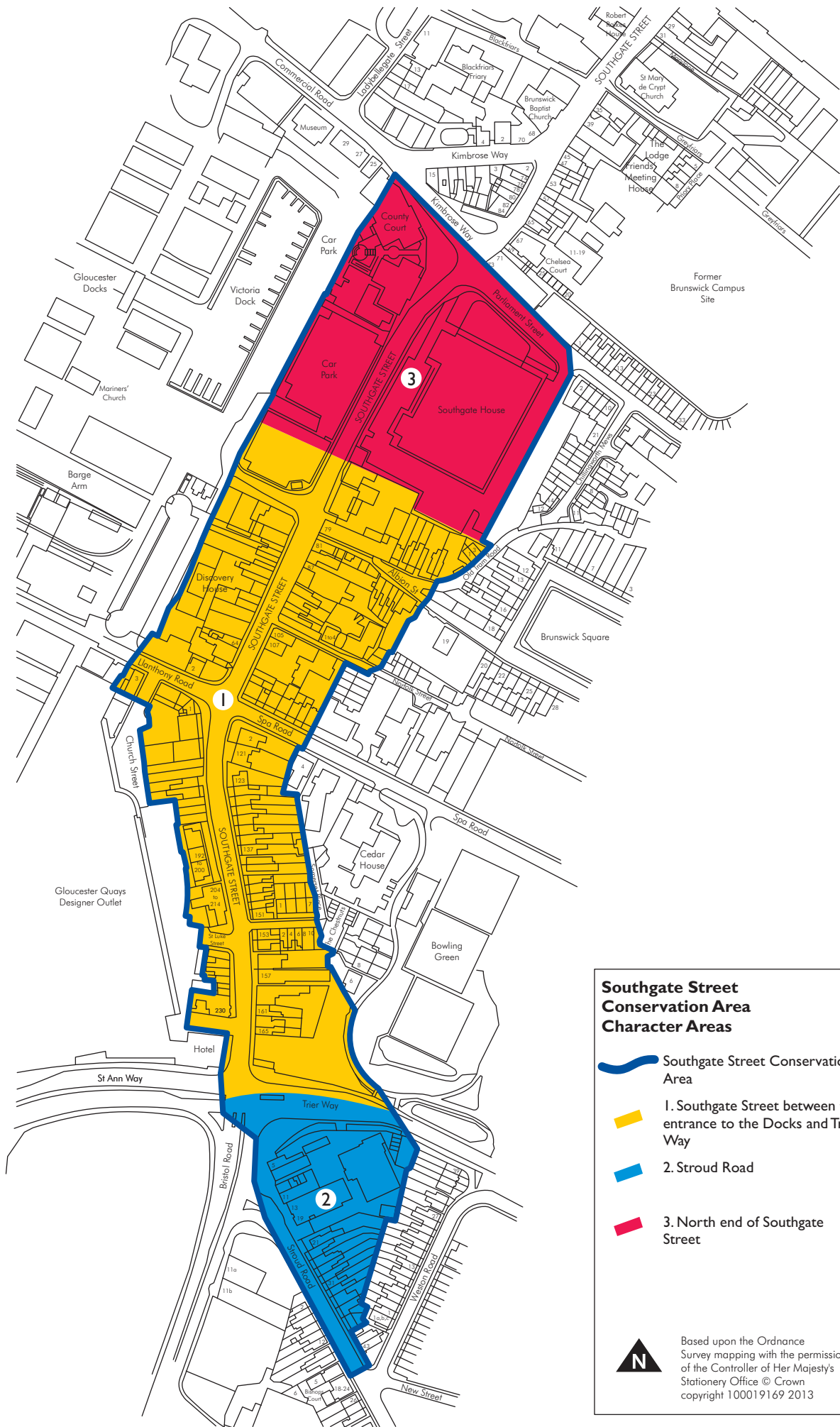
Maps/Topographical views

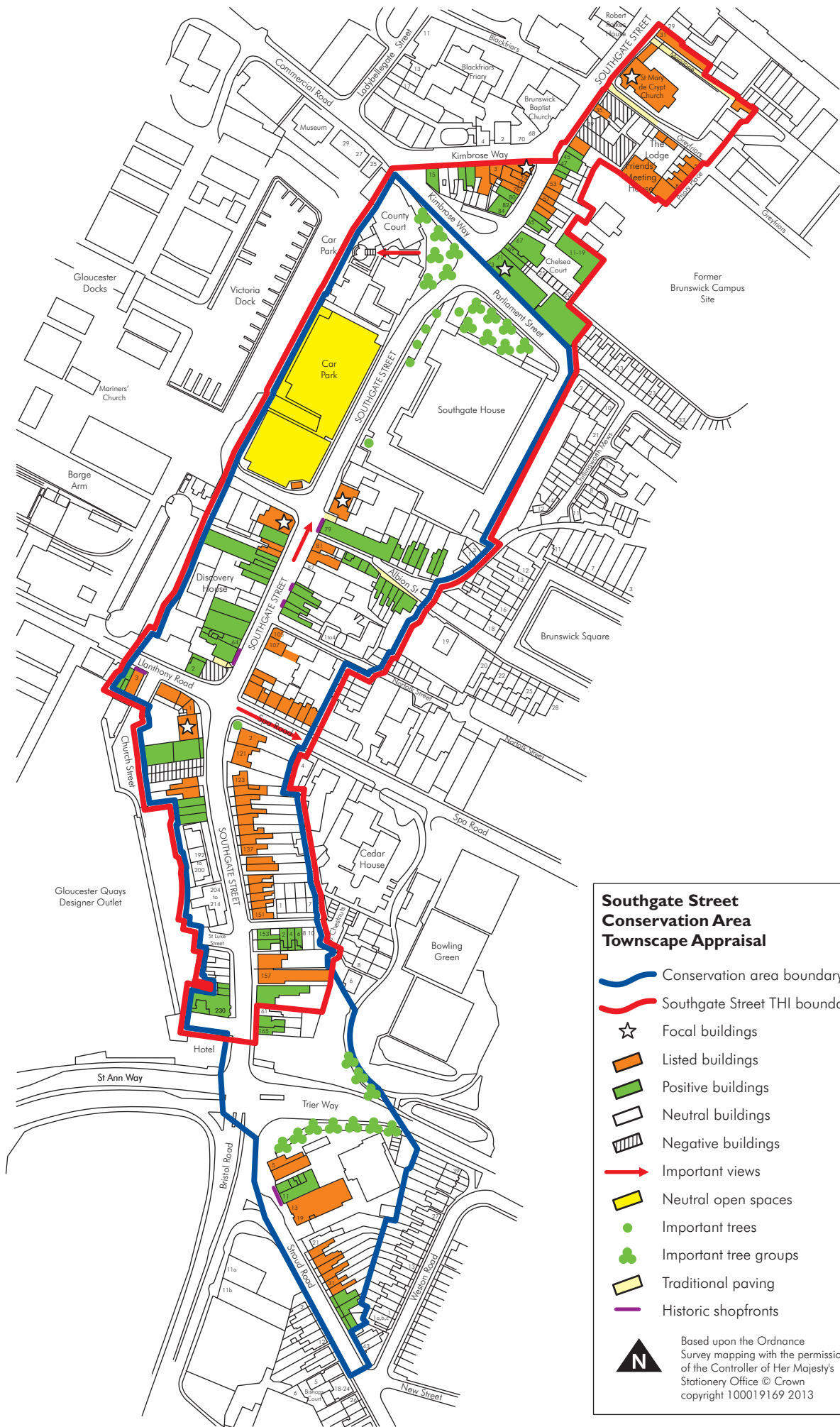
Speed's map of 1610
Kip's engraving of 1712
Hall and Pinnell's map of 1796
Causton's map of 1843
Ordnance Survey map of 1902
Ordnance Survey map of 1923

Appendix 6 Southgate Street Townscape Heritage Initiative Conservation Management Plan

Maps

Southgate Street Conservation Area -
Character Areas
Southgate Street Conservation Area -
Townscape Appraisal





Southgate Street Conservation Area Townscape Appraisal

- Conservation area boundary
- Southgate Street THI boundary
- Focal buildings
- Listed buildings
- Positive buildings
- Neutral buildings
- Negative buildings
- Important views
- Neutral open spaces
- Important trees
- Important tree groups
- Traditional paving
- Historic shopfronts

Based upon the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright 100019169 2013

Contacts

Townscape Heritage Initiative

Stephen Fitzgibbon 01452 396344

Historic Environment

Charlotte Lewis 01452 396855

Archaeology

Andrew Armstrong 01452 396346

www.gloucester.gov.uk

If you, or someone you know cannot understand English and needs help with this information, or if you would like a large print, Braille, or audio version please call 01452 396396.

Gloucester
City Council
Transforming Your City

**Southgate Street Conservation Area Appraisal and Management Proposals – Review 2013
Response Report from Residents September / October 2013**

APPENDIX 2

Ref	Support/Object To Key Characteristics In Appraisal Review	Support/Object To Key Issues In Appraisal Review	Support/Object To Recommendations In Appraisal Review	Comment	Proposed Action
SGC A1	No Comment	No Comment	No Comment	<p>1. Re-instate as much railings as possible to the street scene.</p> <p>2. Plant trees wherever possible.</p>	<p>1. Noted. Included in Conservation Area Appraisal (CAA) Plan and Townscape Heritage Initiative (THI) Action Plan. No Change to document.</p> <p>2. Noted, and forwarded to County Council as Highway Authority, and City Council Tree Officer. No Change.</p>
SGC A2	Support	Support, with consideration of addition of 75 Southgate Street as a negative building in the appraisal	Support	<p>1. Key Issues need to include former Gloucester Kitchen Centre (75 Southgate Street) as a negative building; need to consider options for the building including new facade / demolition & redevelopment.</p> <p>2. Supports Management Proposals, particularly improvements to public realm / consistency of materials and re-enclosure of St Mary's.</p> <p>3. Supports Council's policies on railings, windows, shopfronts and welcomes the Council's actions on removing satellite dishes from frontages to Southgate Street.</p> <p>4. Need to address ongoing maintenance of lighting to buildings and shared space.</p>	<p>1. Noted. Policy CA2/2 recommends that the redevelopment of sites which include neutral buildings will be encouraged where the Council considers overall improvements to the area can be achieved. Included in CAA Plan and THI Action Plan. No Change.</p> <p>2. Noted. These actions are part of CAA Plan and THI Action Plan. No Change.</p> <p>3. Noted. No Change.</p> <p>4. Noted. Comments passed on to relevant Council Departments. No Change.</p>

08 09 11

SGC A3	Support	No Comment	See Comments	<ol style="list-style-type: none"> 1. Concern over dog mess on streets. 2. Concern over traffic, noise & pollution. 3. Concern over scale of proposed Care Home at junction of Trier Way. 4. Concern that document focuses on buildings, not people. 	<ol style="list-style-type: none"> 1. Noted. Comments passed to relevant Council Department. No Change. 2. Noted, and forwarded to County Council as Highway Authority. No Change. 3. Noted, and forwarded to Development Management and Urban Design Officer. No Change. 4. Noted. No Change.
SGC A4	Support N.B. Joint response by CCCP Members (50 responses made)	Support	Support	<ol style="list-style-type: none"> 1. Key characteristics and issues were considered to be correct and clearly defined. 2. Important to see emphasis has been placed on public realm. One Member concerned at lack of new tree planting. 3. Noted that document clearly outlined importance of Southgate Street Area, and need to protect/improve the area. 4. Concern regarding condition of Albion House and its environs. 5. All respondents agreed with the Management Appraisal and felt that the combined approach with the Townscape Heritage Initiative bodes well for this area's future. 	<ol style="list-style-type: none"> 1. Noted. 2. Noted. Trees issue forwarded to County Council as Highway Authority, and City Council Tree Officer. No Change. 3. Noted. 4. Noted. This issue is being addressed in the document, and also as a priority concern within the Townscape Heritage Initiative Action Plan. No change. 5. Noted
SGC A5	No Comment Gloucestershire Constabulary	No Comment	No Comment	<ol style="list-style-type: none"> 1. Comments on Council's responsibility to ensure crime prevention techniques are utilised in considering planning proposals in all areas, including those in conservation areas or individual listed 	<ol style="list-style-type: none"> 1. Noted. These issues are addressed in the City Council's Interim Adoption Supplementary Planning Document "Designing Safer Places"(2005). Comments forwarded to Development Control Manager and Urban

				buildings. Areas to cover include access, structure, surveillance, ownership, physical protection, activity, management and maintenance, plus community safety	Design Officer. No Change.
--	--	--	--	--	----------------------------

**TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) ORDER
1995 (AS AMENDED)**

GLOUCESTER CITY COUNCIL

SOUTHGATE STREET CONSERVATION AREA ARTICLE 4 DIRECTION

DIRECTION MADE UNDER ARTICLE 4(1) TO WHICH ARTICLE 6 APPLIES

WHEREAS Gloucester City Council (hereinafter called 'the Council') being the local planning authority within the meaning of Article 4(4) of the Town and Country Planning (General Permitted Development) Order 1995 are satisfied that it is expedient that development of the descriptions set out in Schedule 1 below should not be carried out within that part of the Southgate Street Conservation Area which for identification purposes is identified on the plan annexed hereto and comprising the properties and their curtilages shown on the plan, and described in Schedule 2 hereto, unless planning permission is granted on an application made under Part III of the Town and Country Planning Act 1990.

AND WHEREAS the Council considers that the development of the said description would be prejudicial to the proper planning of their area and would constitute a threat to the amenities of their area and that the provisions of paragraph 1 of Article 6 of the Town and Country Planning (General Permitted Development) Order apply.

NOW THEREFORE the Council in pursuance of the power conferred on them by Article 4(1) of the Town and Country Planning (General Permitted Development) Order 1995 hereby direct that the permission granted by Article 3 of the said Order shall not apply to development on the said land of the descriptions set out in the Schedule 1 below.

THIS DIRECTION is made under Article 4(1) of the said Order and in accordance with article 6, shall remain in force until 15th April 2014 (being six months from the date on which this Direction comes into force) unless confirmed by the local planning authority before the end of the six month period.

SCHEDULE 1 - The Development to be Controlled

- (a) The enlargement, improvement or other alteration of a dwelling house being development comprised within Class A of Part 1 of Schedule 2 to the said Order (as amended), where any part of the enlargement, improvement or alteration would front a relevant location;
- (b) Any alteration to the roof of a dwelling house being development comprised within Class C of Part 1 of Schedule 2 to the said Order (as amended), where the alteration would be to a roof slope which fronts a relevant location;
- (c) The erection or construction of a porch outside any external door of a dwelling house being development comprised within Class D of Part 1 of Schedule 2 to the said Order (as amended), where the external door in question fronts a relevant location;
- (d) The provision within the curtilage of a dwellinghouse of a hard surface for any purpose incidental to the enjoyment of the dwelling house or replacement in whole or part of such a surface as such being development comprised within Class F of Part 1 of Schedule 2 to the said Order (as amended), where the hard surface would front a relevant location;

(e) The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure being development comprised within Class A of Part 2 of Schedule 2 to the said Order (as amended), where the gate, fence, wall or other means of enclosure would front a relevant location;

(f) The painting of the exterior of any building or work, being development comprised within Class C of Part 2 of Schedule 2 to the said Order (as amended), where the part of the building to be painted fronts a relevant location; and

(g) The demolition of any whole or part of any gate, fence, wall or other means or enclosure being development comprised within Class B of Part 31 of Schedule 2 to the said Order (as amended), where the gate, fence, wall or other means of enclosure would be within the curtilage of a dwelling house and would front a relevant location.

SCHEDULE 2 - Description of the Land

1 Albion Street

3 Albion Street

6 Albion Street

7 Albion Street

8 Albion Street

9 Albion Street

10 Albion Street

12 Albion Street

2 Somerset Place

4 Somerset Place

6 Somerset Place

224 Southgate Street

226 Southgate Street

35 Stroud Road

37 Stroud Road

39 Stroud Road

A copy of the direction and a map of the area to which it relates may be seen at the City Council Offices, Herbert Warehouse, The Docks, Gloucester, GL1 2EQ.

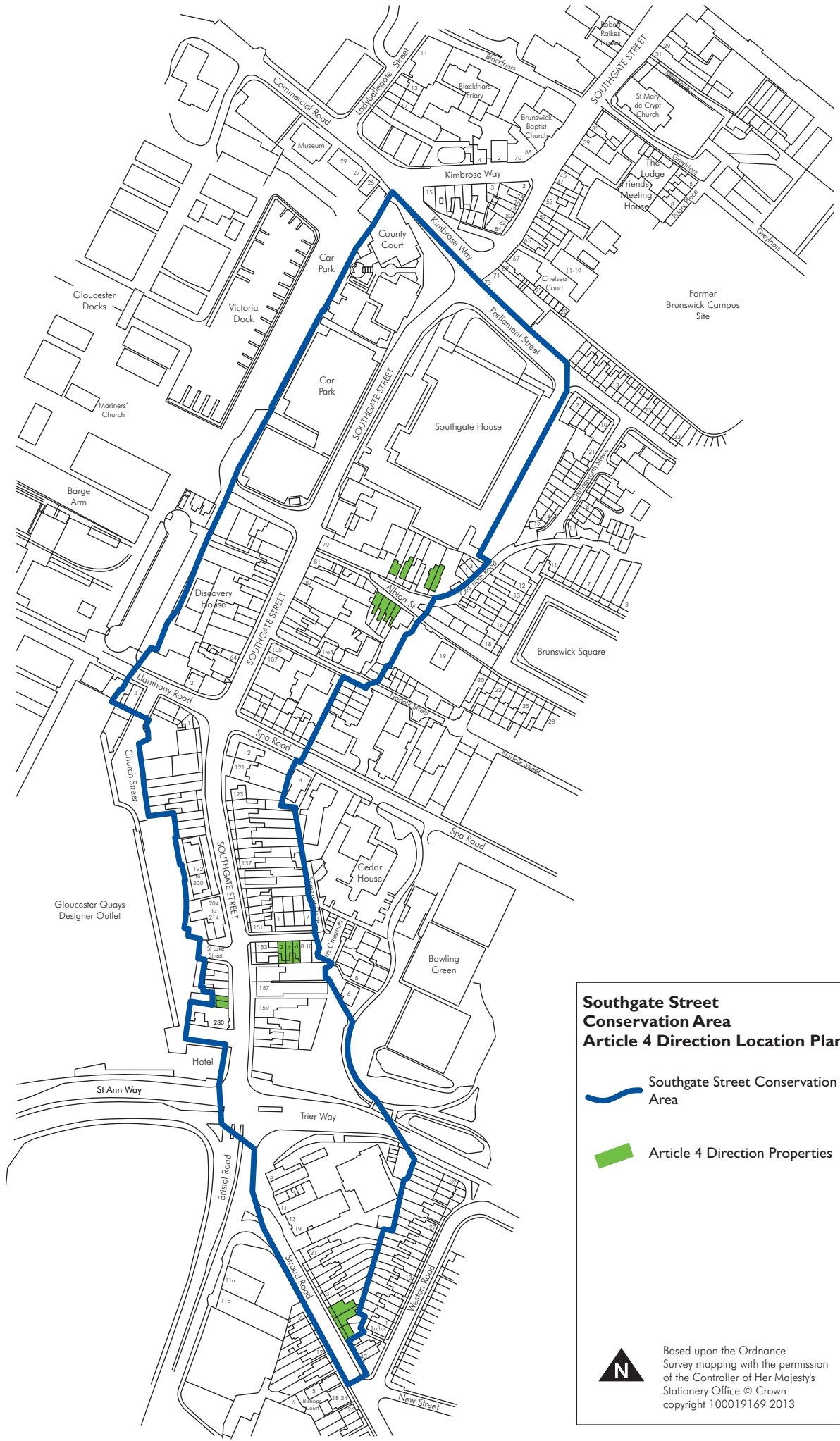
THE COMMON SEAL of)
THE COUNCIL OF THE CITY OF)
GLOUCESTER affixed hereto is)
authenticated by the undersigned a)
person authorised by the said Council)
to act for that purpose)





Seal No:
16542



Group Manager Legal and
Democratic Services



Southgate Street Conservation Area Article 4 Direction Location Plan

-  Southgate Street Conservation Area
-  Article 4 Direction Properties

Based upon the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright 100019169 2013

Southgate Street Townscape Heritage Initiative Conservation Management Plan September 2013



Southgate Street Townscape Heritage Initiative Conservation Management Plan September 2013

Introduction

Relationship to Southgate Street Conservation Area Appraisal and Management Proposals Consultation	1
Purpose and Scope of the Plan	3
Policy Background	3
National Planning Policy Framework	3
Planning (Listed Buildings and Conservation Areas) Act 1990	4
Local Planning Policy	4
The Conservation Area and the THI	5
Buildings at Risk	5
The Southgate Street Townscape Heritage Initiative	6

Section One - Understanding the Heritage of the Conservation Area

Northern Sector	7
Southern Sector	7

Section Two - Current Position

Responsibility for Management of the Plan	10
Design Criteria	10
Condition of the Conservation Area	11
Lost Architectural Detail	12
Public Realm	13

Section Three - Risk

Risk Assessment	15
SWOT Analysis	16

Section Four - Management and Maintenance Aims and Objectives

Statutory Powers	17
Demolition	17
Minor Developments	17
Trees	17
Enforcement	17
Urgent Works Notice	17
Repairs Notice	18
Section 215 Notice	18
Compulsory Purchase Orders	18

Further Powers Required

Article 4 Direction	18
Education/Training	19

Section Five - Action Plan

Action Plan	20
Key Actions	21
Repairs to Buildings requiring significant works to repair structure/fabric	21
Properties with vacant upper floor space	21
Public Realm/Environmental Enhancements	23
• Southgate Street Southern Gateway Public Realm/Highway Enhancements	
• Public Realm Improvements and Training Project at Via Sacra	
Public Realm Works to Southgate Street Funded Outside the Common Fund	23
Delivery Responsibility	24
The THI Partnership	25

Review/Monitoring

THI Grant Projects	24
Listed Buildings	24
Buildings at Risk Survey	25
Article 4 Direction	25
Area of Special Control of Advertisements	25
Education	25
Reporting	25
Reviewing and Updating	25

Maps

• The Southgate Street Townscape Heritage Initiative Area	2
• Appraisals Map	8
• Action Plan	22

Introduction

The purpose of this document is to produce a management plan for the area covered by the proposed Southgate Street Townscape Heritage Initiative (THI) area. The THI area straddles 2 conservation areas - Southgate Street Conservation Area and the City Centre Conservation Area. A review of the existing Southgate Street Conservation Area Appraisal and Management Proposals Plan has been reviewed and updated.

The Southgate Street Conservation Area was first designated in 1968, then part of the Brunswick Square and Spa Conservation Area. In 2007 the Conservation Areas boundaries were reviewed and it was agreed a Conservation Area solely for Southgate Street be created. The City Centre Conservation Area was designated in 1968 and reviewed in 2007 thus forming its boundary as seen today.

Relationship to Southgate Street Conservation Area Appraisal and Management Proposals

It is intended that the Southgate Street THI Conservation Management and Maintenance Plan will be a stand-alone document from the Southgate Street Conservation Area Appraisal and Management Proposals Plan; the latter will remain as the Council's Policy Document in terms of Development Control matters, while the former i.e. this document, will effectively become the Council's Action Plan in managing the delivery of the Council's aims and objectives. There will, therefore, be inevitable overlap in terms of establishing the background and *raison d'être* of the actions that will be delivered. The THI Action Plan also provides much of the context for this Conservation Management Plan.

This document has been prepared by the City Council's Heritage Team. The Team is located within the Environmental Planning Service and is responsible for the care and protection of all heritage assets and spaces of architectural and

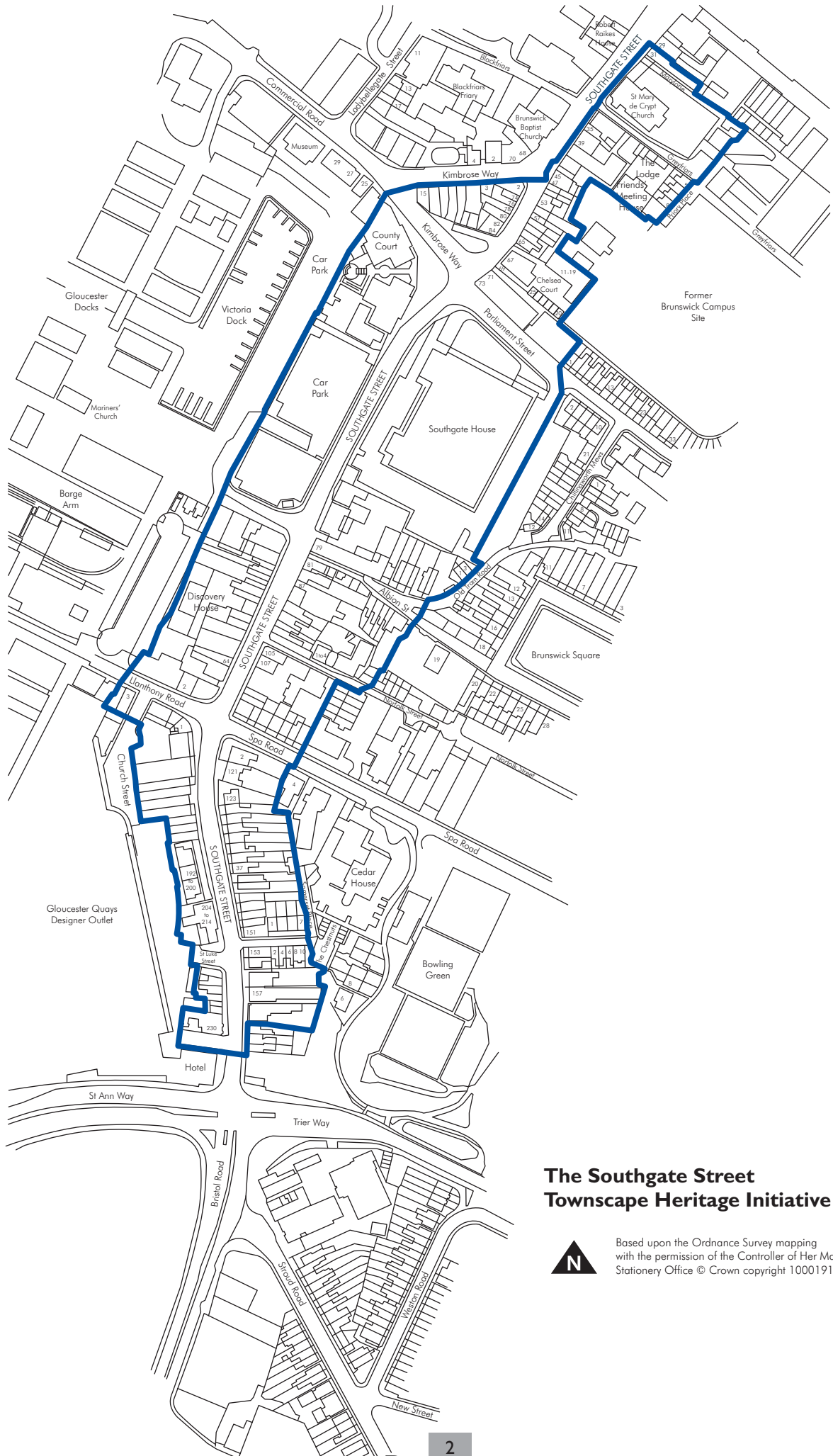
historic interest. It has a duty to protect and enhance the historic and built environment for future generations to enjoy.

The Environmental Planning Service is situated within the Council's Regeneration, Strategy and Delivery Directorate. This includes a range of services including development management and enforcement teams, planning policy, economic development and urban design. The Heritage Team itself contains conservation, urban design and project management expertise, which will be utilised in delivering the THI and the management of this plan.

Consultation

In preparing this plan in conjunction with the THI Stage 2 Action Plan, a wide consultation was undertaken, including individual property owners, business owners, the local community, architects, surveyors, planners, contractors, and the newly-formed THI Partnership and Steering Group. This group includes representatives such as Gloucester Civic Trust, Gloucester Historic Buildings Ltd, the City Centre Community Partnership, Gloucester Chamber of Commerce, Young Gloucestershire, Gloucestershire Emergency Accommodation Resource, English Heritage, the Diocese of Gloucester with the Parish of Hempsted with Gloucester: St Mary de Lode and St Mary de Crypt, and Gloucestershire County Council.

Further consultation was undertaken in developing an Article 4 Direction, which is a key element of the Council's drive to preserve and enhance the character of the conservation area.



The Southgate Street Townscape Heritage Initiative Area



Based upon the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright 100019169 2013

Purpose and Scope of the Plan

The aim of this Conservation Management Plan is to:

- Provide the basis for the proactive management of the Conservation Area through informing future Council policy formulation and decision making by services.
- Act as a material consideration in the determination of planning applications, use of planning powers and exercise of the Council's duties under the Planning Acts, as a result of its companion status to the previously adopted Conservation Area Appraisal document, and its subsequent Review.
- Fulfil the Council's statutory duty in regard to s.71 and s.72 of the Planning (Listed Buildings & Conservation Areas) Act 1990.
- Illustrate the local planning authority's commitment to have regard to government policy for Conservation Area management as detailed in the National Planning Policy Framework.

It establishes:

- A 10 year historic environment strategy, initially for the 5 years of the THI scheme and beyond.
- A clear illustration of the Council's commitment to our funding partners for the future implementation of the THI.

This document sets out measures and actions in order to:

- a) Preserve, improve and enhance the character and appearance of the area.
- b) Ensure the long term sustainability of the THI grant-assisted works to buildings and public realm.
- c) Promote a better awareness of the need by

owners to maintain their properties, through education and training.

Policy Background

The Conservation Area Appraisals and Management Proposal documents prepared by the City Council were formally adopted in September 2007 and include a number of policies designed to protect the historic environment. These documents have also been adopted as Interim Planning Guidance. The Southgate Street Conservation Area Appraisals and Management Proposal has since been reviewed in 2013.

In addition to the protection that conservation area designation brings, it is proposed to apply for an Article 4 Direction within parts of the area to restrict or remove permitted development rights and, in appropriate cases, to specify precisely the form and materials for specific building features such as windows or paint schemes. The policies under which development will be assessed by local authorities are set within the context of national policy, as follows.

National Planning Policy Framework

In March 2012, the National Planning Policy Framework (NPPF) was introduced that combines all of policies of the PPS into one streamlined document.

The presumption in favour of sustainable development is the guiding principal of the document and the protection and enhancement of the historic environment is embedded within this approach. Sustainable development is defined as meeting the needs of the present without compromising the needs of the future and the introduction of the NPPF breaks down this definition into three dimensions; economic, social and environmental. Within the environmental dimension sustainable development needs to contribute to 'protecting and enhancing our natural, built and historic environment'.

According to the NPPF, a conservation area is a 'designated heritage asset' and has been defined in Annex 2 as:

'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).'

Great weight is given to the conservation of designated heritage assets. Heritage assets are an irreplaceable resource and any harm or loss requires clear and convincing justification. In developing this strategy, the following needs to be taken into account:

- The desirability of sustaining and enhancing the significance of heritage assets.
- The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.
- The desirability of new development making a positive contribution to local distinctiveness.
- Opportunities to draw on the contribution made by the historic environment to the character of place.

Planning (Listed Buildings and Conservation Areas) Act 1990

Conservation areas are designated under the provisions of Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. A conservation area is defined as 'an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'.

Section 71 of the same Act requires local planning authorities to formulate and publish proposals for the preservation and enhancement of these conservation areas. Section 72 also specifies that, in making a

decision on an application for development within a conservation area, special attention must be paid to the desirability of preserving or enhancing the character or appearance of that area.

In response to these statutory requirements, the Conservation Area Appraisal document defines and records the special architectural and historic interest of the conservation area and identifies opportunities for enhancement. The appraisal conforms to English Heritage guidance as set out in *Guidance on Conservation Area Appraisals (August 2005)* and *Guidance on the Management of Conservation Areas (August 2005)*.

Local Planning Policy

Development is currently considered against the following relevant planning policy documentation:

- Gloucester Local Plan Second Stage Deposit August 2002.
- Policies BE.22, BE.23, BE.24 and BE.25 (Listed Buildings).
- Policies BE.29, BE.30 and BE.30a, (Conservation Areas).

The emerging planning policy will provide robust and up to date context for development in Gloucester. The Joint Core Strategy (JCS) is a strategic level plan, currently being prepared for the local authority areas of Gloucester City, Cheltenham Borough and Tewkesbury Borough. It will identify key, strategic issues that affect the area and a strategy for tackling them, including housing and employment numbers potential urban extensions.

The JCS 'Developing the Preferred Option' public consultation (December 2011) included a draft policy setting out core principles for development in City centres, principally about safeguarding their vitality and viability.

The 'Preferred Option' JCS consultation document will be subject to public consultation in summer 2013, and is programmed to be adopted in 2014. It is intended that this document will also include strategic policies in relation to heritage assets and design.

The Gloucester City Plan will sit underneath the JCS and provide more detailed site allocations and development management policies. It will for example set out where and when major regeneration schemes are expected to come forward and identify sites for new homes, jobs and shopping. It will provide a framework for managing and enhancing the wider City's historic and natural environment, including conservation areas, listed buildings, sites of archaeological interest and public open spaces.

The City Plan has so far been subject to an initial 'scoping' consultation May/August 2011, and a 'Part 1' consultation (context and key development principles) between March/April 2012. A sites-based consultation took place in Spring 2013, with a draft plan consultation later in the year.

Gloucester City Council recognises that the historic environment can make an important contribution to quality of life and have recently taken ownership of a number of designated assets following the demise of the South West Regional Development Agency (SWRDA) and Gloucester Heritage Urban Regeneration Company. The Council's Corporate Plan 2011-2014 demonstrates its commitment to the historic environment by including the following priorities:

- Promoting the City nationally and internationally as a historic destination.
- Committed to finding new, innovative uses for historic venues, increasing access and awareness of the City's heritage amongst residents and visitors.
- To progress the City's regeneration of key

sites including King's Quarter, Blackfriars, Greyfriars and Southgate Moorings.

The Conservation Area and the Townscape Heritage Initiative (THI)

The THI area is located within two Conservation Areas, predominantly in the Southgate Street Conservation Area and a small part of the City Centre Conservation Area to the north of the THI area (see Southgate Street Townscape Heritage Initiative Character Appraisal Plan).

The Southgate Street Conservation Area was first designated in 1968, then part of the Brunswick Square and Spa Conservation Area. In 2007 the Conservation Areas boundaries were reviewed and it was agreed a Conservation Area solely for Southgate Street be created. The City Centre Conservation Area was designated in 1968 and reviewed in 2007 thus forming its boundary as seen today.

The City's Conservation Areas were reviewed in 2007 and full appraisals and management recommendations were written for these areas. These documents were adopted as Interim Planning Guidance in September 2007.

The THI scheme focuses upon enhancement of the historic environment within the Southgate Street corridor.

Buildings at Risk

The THI Stage 2 Bid, submitted to Heritage Lottery Fund (HLF) in April 2013, listed 4 buildings at risk (BAR) in the scheme area. This resulted from a BAR Survey undertaken in conjunction with English Heritage in 2001.

The BAR Register brings together information on all listed buildings within the City, which are known to be 'at risk' through neglect and decay, or are vulnerable to becoming so. The purpose of the register is two-fold: to spread awareness of the quality and diversity of Gloucester's built heritage; and to draw attention to the

importance of keeping these irreplaceable assets in good repair.

In May 2013 a review of the City's Buildings at Risk Register was undertaken. This 'snapshot' of the condition of Gloucester's listed buildings identified buildings that will be addressed as part of a variety of measures, including statutory requirements and grant assistance.

The Southgate Street Townscape Heritage Initiative (THI)

The Stage 2 Submission for Townscape Heritage Initiative for Southgate Street, Gloucester was submitted to HLF in April 2013. This submission follows on from the successful Stage 1 award in May 2012.

The scheme focuses upon enhancement of the historic environment within the Southgate Street corridor of the City of Gloucester. The scheme area is within the 10% most deprived of neighbourhoods in England and has been identified as a Conservation Area at Risk for the past three years, within the Heritage at Risk Survey by English Heritage. The scheme will therefore address both physical and economic issues within the city's historic core.

Southgate Street is one of the main gateways into the city centre. In the past four years the Gloucester Docks area to the south has been significantly regenerated, with the introduction of a new Designer Outlet Centre and the linkages/desire lines from the Docks through to the City Centre have been upgraded providing a key route to the primary shopping centre.

Following these physical regeneration improvements, the main gateway entrance route to the City Centre (previously along Southgate Street) has been fragmented and diluted with many residents and visitors now walking through the Gloucester Quays Outlet Centre and Docks, thus avoiding part of Southgate Street, which for centuries was the historic route.

The area has a considerable number of vacant properties and buildings in poor repair due to

the lack of confidence by property owners to invest in their buildings (due in part to the stagnation/fall in property values in the area), and in part to the costs involved in restoration - reinstatement works to listed buildings or properties within a conservation area.

The THI scheme aims to address the following issues:

- Reinstatement lost architectural detailing and enhance properties where insensitive alterations have taken place.
- Return vacant floorspace within historic buildings into beneficial use.
- Repairs to the external structure of buildings.
- Improve the quality and design of the public realm within the City Centre in particular the Via Sacra route and enclosure of St Mary de Crypt Church.
- To create a sense of arrival into the THI area, by public realm enhancements and traffic calming to the southern gateway of Southgate Street.
- To strengthen/reinforce the historic desire line along Southgate Street into the city centre.
- To raise awareness of the historic environment and the areas special character through actively engaging with local residents and community groups.

The Management Plan will address these issues through negotiation with owners and encouraging the take-up of grant to undertake works to their properties. The City Council will continue to use its existing powers (listed buildings and conservation area legislation); in addition, it will introduce an Article 4 Direction to address the issue of inappropriate additions and/or replacement of architectural details including windows/doors, roofing materials and chimneys.

Section One - Understanding the Heritage of the Conservation Area

The area is characterised by 19th century buildings associated with the growth of Gloucester Docks, to the west of Southgate Street, and the now defunct Gloucester Spa, to the east. Southgate Street was the early route from the city's South Gate southwards towards Bristol and there are two 17th century buildings surviving the destruction of this southern suburb during the English Civil War. The conservation area contains a high proportion of listed buildings. Today, Southgate Street, with modern development at its northern end, is an area of secondary shopping and residential uses.

Southgate Street is the main linear artery of the conservation area, running north-south through the area. It is a straight Roman road with varied historic buildings on either side. Southgate Street's character can be divided into two elements, divided by Kimbrose Way. Its northern sector is part of the city centre, while the southern sector is predominantly residential, occasionally broken up by local shops, offices and other services.

Northern Sector

Made up predominantly by properties in commercial use; however, there are two churches - St Mary de Crypt and the Friends Meeting House. St Mary de Crypt dates back to mid-12th century and is listed grade I.

The adjoining former school is mid-16th century and is listed grade II*.

The churchyard to St Mary de Crypt is the only significant open green space in the City centre. In total, there are 43 listed buildings within the THI boundary.

Part of the Via Sacra (the element which runs alongside St Mary de Crypt) lies within the THI, with good quality though uneven paving connecting Southgate Street to Greyfriars.

The retail area is characterised mostly by 19th century development, which grew up alongside the old southern approach road from Bristol to Gloucester's South Gate.

Historic shopfronts are found in the majority of the commercial properties, with a few modern examples of poor design, as shown below at 39-41 Southgate Street. This property represents a major visual intrusion into the otherwise historic street pattern.

Southern Sector

Location of part of the course of the early 19th century Gloucester-Cheltenham tramroad (Albion Street).

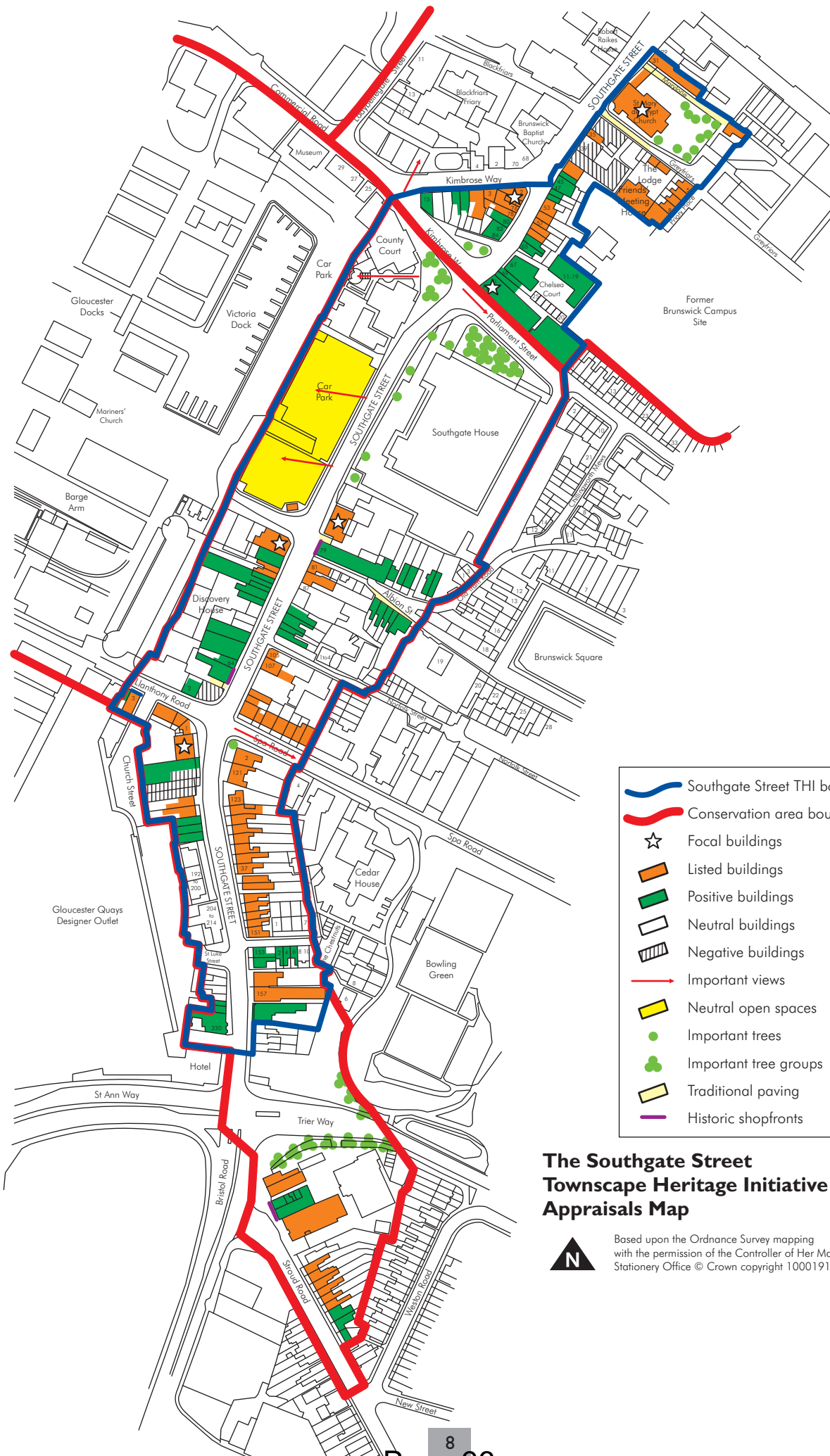
Historical links with activity at Gloucester Docks, notably Weighbridge House, Mariners' Mission Hall, former shop and warehouse at no. 3 Llanthony Road and the old tramroad.

Examples of early 19th century two and three/storey terraced houses faced with either red brick or stucco.

Wide westward views of boats, warehouses and Mariner's Church in Gloucester Docks from north end of Southgate Street.

The Conservation Area Appraisal identifies a number of key issues, namely:

- Loss of historic architectural details - shopfronts, sash windows, slate roofs and boundary railings which have been lost or replaced by unsympathetic materials and designs.
- Insensitive alterations to historic buildings and lack of basic repair and maintenance.
- Quality and design of modern floorscape - using poor and inappropriate materials.
- Vacant property and floor space - mostly above retail ground floors.



-  Southgate Street THI boundary
-  Conservation area boundaries
-  Focal buildings
-  Listed buildings
-  Positive buildings
-  Neutral buildings
-  Negative buildings
-  Important views
-  Neutral open spaces
-  Important trees
-  Important tree groups
-  Traditional paving
-  Historic shopfronts

The Southgate Street Townscape Heritage Initiative Area Appraisals Map



Based upon the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright 100019169 2013

There has been a rise in works that are detrimental to the character of the area. Enforcement cases have risen on signage, upvc windows and satellite antennas being erected within the Conservation Area. However, due to a concerted programme by the enforcement team in 2013, satellite dishes have been removed by property owners in Southgate Street.

The successful delivery of the THI in a coordinated fashion will depend on the commitment of the wider community, and of critical importance the property owners. This work has been undertaken through the life of the Stage 1 bid, and has continued and built upon in the Stage 2 Development Phase to the present.

As part of the Stage 1 bid, a series of community consultation events were held, in order to establish the need/demand for this scheme. The process also enabled the City Council and its partners to not only get the message out to the public, but also identify opportunities for activities and training that are of value to the community. This established links with community groups and individuals that are part of the ongoing process, with new contacts being made as the bid has progressed.

The views of the community have been at the heart of delivering the conservation of this area over many years. The review of the City's Conservation Areas in 2007 included a number of public consultation exercises. These included disseminating information to as wide an audience as possible via a number of formats and included public participation in the decision making process via feedback from the aforementioned information dissemination and via a series of public meetings.

During this consultation many owners have expressed a keen desire to enhance the appearance of this historic City. However, a lack of business confidence has so far prevented them from taking the next step. The offer of grant assistance is in many cases the catalyst

that will bring forth this desire and convert it into enhancement of the historic built environment. This has certainly been the experience whilst delivering the Facelift Schemes within Eastgate Street. This was also identified within St Michael's Square; the area was targeted in the previous THI and has been revitalised with many home owners and residents undertaking works to their properties to create an enhanced historic environment.

Section Two - Current Position

Responsibility for Management of the Plan

The principal officers responsible for putting the plan into practice belong to the Council's Planning Team. These personnel are the Environmental Planning Manager and the Principal Conservation Officer, who sit under the Group Manager, Planning and the Economy. The Principal Conservation Officer will have overall responsibility for ensuring that the measures put forward in the Management Plan are enacted and complied with as relevant.

However, there are a number of other teams and committees within the Council who will also have limited responsibility. Development control and planning enforcement are represented on the Project Team by Group Manager, Planning and the Economy who also manages Gloucester's Development Control Manager and Planning Enforcement Officers.

The Management Plan is divided into separate sections setting out individual management proposals for different issues affecting the character of the Conservation Area. In addition to the protection that conservation area designation brings, the Conservation Area has an Appraisal and Management plan which was adopted as Interim Planning Guidance in 2007.

Article 4 Directions will restrict or remove permitted development rights from appropriate properties, and specify precisely the form and materials for specific building features such as windows, or paint schemes.

The Southgate Street Conservation Area Appraisal and Management Plan has been reviewed in 2013 and informs this Plan.

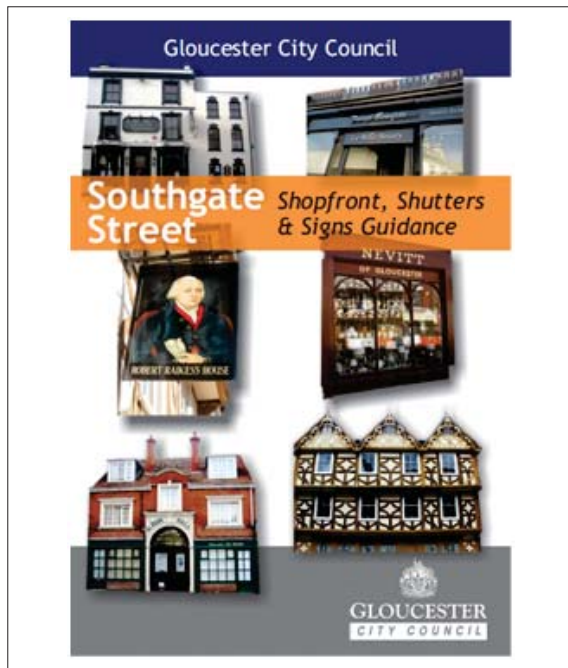
Design Criteria

The Council has produced a condensed version of the 'Shop Front Design Guide' specifically for

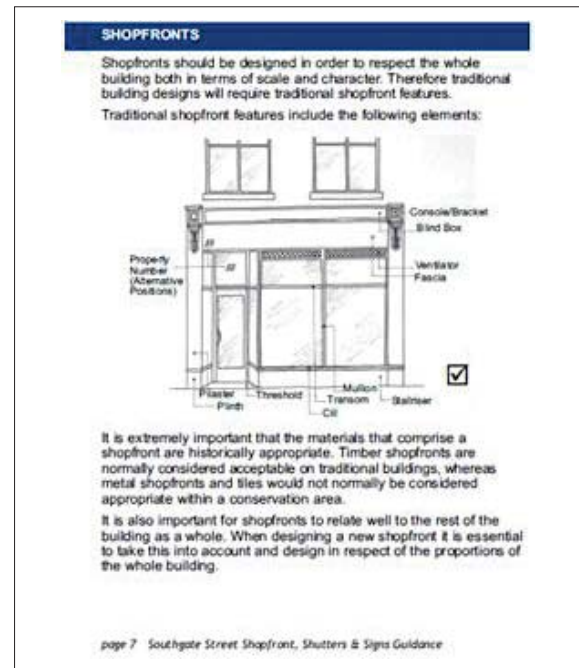
the Facelift Scheme in Southgate Street. A copy is included in the application. The Council intends to update and strengthen the policies contained within its 'City Centre Shop Front Design Guide'. This document will also be adopted as a Supplementary Planning Document and will specifically aim to guide development in relation to historic shop fronts.

The Council currently has information leaflets providing guidance on works to listed buildings and within a conservation area, these documents will be updated to assist members of the public in maintaining their properties. Further documentation will be developed on the repair and replacement of traditional doors and windows and a leaflet addressing maintenance for homeowners.

The City Council is committed to maintaining and enhancing the City's conservation areas through the holistic approach of the conservation, planning and enforcement officers.



Extract from Shopfronts, Shutters and Design Guidance



Condition of the Conservation Area

The Conservation Area lies within the 10% most deprived of neighbourhoods in England and has been identified as a Conservation Area at Risk for the past three years, within the Heritage At Risk Survey by English Heritage. The Conservation Area Appraisal identified a number of key issues, namely:

- Loss of historic architectural details - shopfronts, sash windows, slate roofs and boundary railings which have been lost or replaced by unsympathetic materials and designs.
- Insensitive alterations to historic buildings and lack of basic repair and maintenance.
- Quality and design of modern floorscape - using poor and inappropriate materials.
- Vacant property and floor space - mostly above retail ground floors.

There has been a rise in works that are detrimental to the character of the area. Enforcement cases have risen on signage, uPVC windows and satellite antennas being erected within the Conservation Area.

Some properties have suffered from such a prolonged period of lack of basic maintenance that they are now included within the City Council's own 'Buildings at Risk' register. These buildings are:

- 57 Southgate Street
- 77 Southgate Street
- 78 Southgate Street
- 182 Southgate Street

Following the 2013 BAR Survey the following properties have been added to the BAR list:

- 55 Southgate Street
- 74 Southgate Street
- 76 Southgate Street

Lost Architectural Detail

The Conservation Area Appraisal identified the loss of historic architectural details as a major detraction to the overall character of the area. The key areas related to shopfronts, sash windows, slate roofs and boundary railings which have been lost or replaced by unsympathetic materials and designs. While many of these issues have been addressed by enforcement action, certain elements are outside the control of the development control process, as they are defined as permitted development. This will be addressed by the introduction of an Article 4 Direction, removing such rights that damage the character of the area.



Inappropriate cladding, windows and doors

Examples of Lost Architectural Detail



Lost railings and replacement uPVC windows



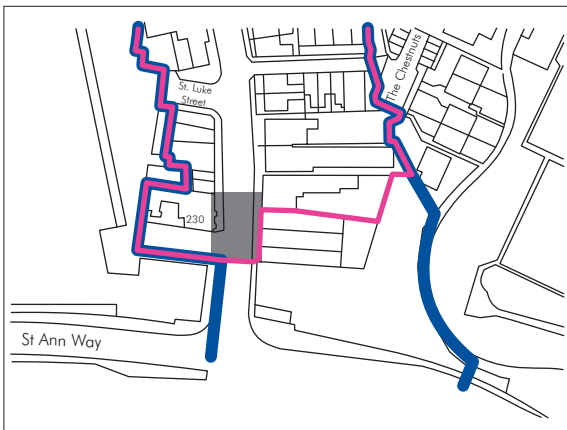
Public Realm

Enhancement to the public realm will include the upgrading of pavements and street surfacing to utilise more appropriate historic materials in place of concrete and tarmac, especially with regard to the Southern Gateway of Southgate Street and the Via Sacra. The latter is a route developed in the 1960's designed to follow the route of the historic Roman walls around the City Centre. These works are part of a structured approach to Southgate Street Public Realm. Other elements will be delivered without need for THI Common Fund contribution.

The upgrading of the Via Sacra along Greyfriars Lane would link with the recently improved Southgate Street streetscene and enhance the



Southern gateway to Southgate Street



Indicative position for southern gateway public realm

route to Brunswick Road past Greyfriars House, Eastgate Mall and the recently consented development for 240 residential properties within the Gloscat Site funded by the Homes and Community Agency.

The scheme will also include the enclosure of St Mary de Crypt Churchyard (which is in the ownership of the City Council) with cast iron railings to reinstate the historic boundary to the church. The potential reinstatement of railings around the church would make a significant and positive improvement to the setting of this important listed church, as well as enhancing the character and appearance of the surrounding conservation area.

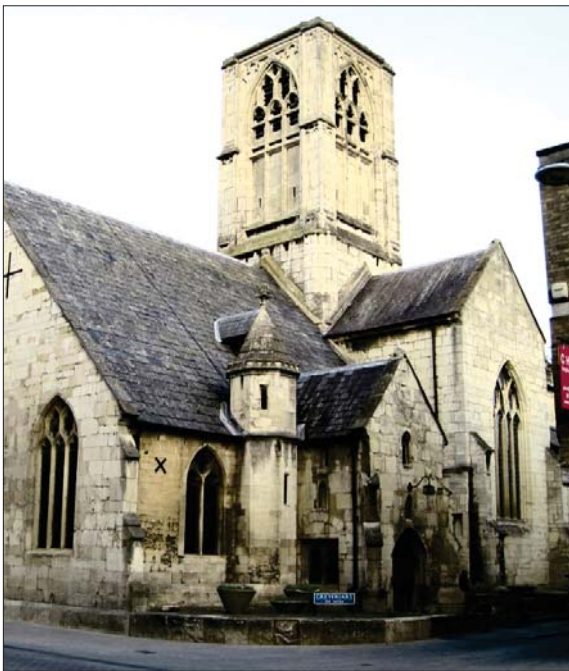


Materials used at northern gateway





St Mary de Crypt and Via Sacra c. 1900 and 1910 with stone wall and former railings



St Mary de Crypt and Via Sacra with missing railings to walls in Via Sacra

Section Three - Risk

Risk Assessment

Risk	How likely is the event?	How serious would the effect be?	Consequence	Action you would take to help prevent risk	Who is responsible for dealing with the risk
Continuing economic difficulties for businesses	Medium	High	Discouragement of further private investment to historic buildings, particularly in regard to architectural detail	Work closely with owner to support them throughout downturn, and seek partnership solution to problem	THI Officer, Economic Development Officer
Increase in unused buildings	Medium	High	Sense of neglect and decline	Seek out owners and develop solution, including financial support and/or enforcement	THI Officer, Economic Development Officer, Housing Team
Resistance to appropriate controls on historic building maintenance and alterations	Medium	High	Decline in quality of historic environment	Seek partnership approach, with ultimate use of enforcement powers	Conservation Team, Enforcement Team
Poor quality development approved by local planning authority within THI area	Low	High	Negative impact on conservation area; may impact on take-up of grant, and credibility of THI scheme	Ensure continual engagement with Cabinet Member, Development Control and Ward Members. Develop CPD programme with officers	Development Control, Conservation Team, Enforcement Team
Failure to secure external funding	Low	High	Scheme would not proceed in its proposed form - area at risk of further deterioration	Seek funding from alternative sources - maintain good relationship with external funders to establish way forward	THI Officer
Lack of local conservation skills	Medium	High	Poor quality project. Decline in quality of historic environment	Establish detailed specification. Produce list of skilled contractors. Deliver an ongoing training programme in heritage skills	THI Officer

SWOT Analysis

The following SWOT analysis identifies the key issues relating to the local economy and the heritage of the THI, which impact on the Conservation Management Plan.

Strengths

- Its role as an administrative and retail centre as part of the wider city.
- The regeneration of the area's Docks, and planned new retail development.
- Major new office/employment proposal on the Southgate Moorings site.
- The excellent position of the city in terms of accessibility to/from the sub-region.
- The importance and quality of some of the 12th, 16th, 19th and early 20th century buildings and townscapes.
- The introduction of high quality public realm/pedestrian enhancements.
- The Roman/mediaeval layout of the old town which adds to the flavour of the city and as a key attractor to visitors.
- The support of the community, schools, colleges, businesses and voluntary sector.
- The successful retention of historic architectural detail and materials on a number of buildings.
- The positive attitude of the local businesses and property owners towards the regeneration of their property, and the area as a whole.

Weaknesses

- The decline in the economy with weaker demand for local goods, services and property.
- Low profitability of some businesses discouraging appropriate maintenance.
- Lack of legibility currently in the townscape of Southgate Street, due to the regeneration/development of the Docks interrupting the historic route from the south.
- The poor quality of some infill developments, particularly during the 1970s, 1980s and 1990s.
- The negative visual impact of vacant shops and upper floors.
- Existence of non-retail 'dead' frontages

within the retail core.

- Uncertainty as to the timing of Southgate Moorings office development.
- Inappropriate replacement shop fronts and shop signs damaging original heritage building designs.
- Poor quality of replacement materials and detailing on many heritage buildings.
- Lack of appropriate maintenance and care for heritage details.
- Inappropriate designs and materials of some new and enveloping development.
- Poor environments at 'gateways' to Conservation Area dominated by poor quality buildings.

Opportunities

- Enhancement of the historic core of Gloucester.
- Improved retail area, assisting in the economic improvement of the city.
- Improved heritage building maintenance and management.
- New employment opportunity through the implementation of the Southgate Moorings office development.
- Reinstatement of the historic route into the city.
- Reinstatement the sense of legibility in the urban grain of the area through quality infill development and sensitive regeneration of key sites.
- Creation of clearly defined area through consistent approach to public realm gateway improvements in Southgate Street, mirroring that undertaken at Kimbrose Triangle, plus delivery of enhancements at Southgate Moorings and the junction with Spa Road.
- Reuse of underused and vacant floor space.
- To increase city centre economic viability and sustainability by consideration of targeting niche markets with development of specialist shopping, food and leisure sectors.
- Marketing of city centre heritage with interpretation initiatives including walks tracing the history of the city and its buildings.
- An increase in planning and design controls and guidance, including Article 4 Directions.

Threats

- Continuing economic difficulties for businesses may discourage further private investment.
- Increase in unused buildings lead to sense of neglect and decline.
- Delay in delivery of the Southgate Moorings office development.
- Resistance to appropriate controls on historic building maintenance and alterations;
- Inappropriate designs of new infill buildings, extensions, shop fronts and alterations.
- Lack of resources to maintain high quality public realm within the Conservation Area.
- Continuing competition from retailing and services at other centres impacting on the demand for premises within the THI area.

The combination of planning policy, regeneration strategies, strong conservation principles/practice and public/private sector initiatives, including the THI, will address many of the issues raised above.

Section Four - Management and Maintenance Aims and Objectives

Statutory Powers

Section 69 of the Civic Amenities Act 1967 gives local councils the power to designate as Conservation Areas, 'areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. Designation gives control over the demolition of buildings and provides the basis for policies designed to preserve or enhance all the aspects of character or appearance that define an area's special interest.

Within a Conservation Area, the City Council has control over the following:

Demolition

If you wish to demolish a listed building or alter or extend it in a way that affects its character

or appearance as a building of special architectural or historic interest, listed building consent is required. To demolish a non-listed building or even parts of it, Conservation Area consent is required. Generally we view an application from the stand point of trying to retain the building so a strong case needs to be made for its demolition.

Minor Developments

In a conservation area you need planning permission for changes to buildings which would normally be permitted. Changes requiring consent include cladding a building, inserting dormer windows, or putting up a satellite dish visible from the street. In 2012/13, the City Council, following a concerted programme of action, successfully negotiated the removal of satellite dishes from properties in Southgate Street.

Trees

Anyone proposing to cut down, top or lop a tree in a conservation area, whether or not it is covered by a tree preservation order, has to give notice to the City Council. The Council considers the contribution the tree makes to the character of the conservation area and if necessary it will make a tree preservation order to protect it.

Enforcement

The following actions and measures are available to the City Council in order to protect the integrity of the conservation area:

Urgent Works Notice

If the condition of a historic building is at imminent risk, the Act enables the Local Planning Authority to carry out urgent works for the preservation of listed buildings following notice to the owner. These powers can be used in respect of unoccupied parts of listed or unlisted buildings in conservation areas. In the case of the latter, this can only be

employed by agreement of the Secretary of State, advised by English Heritage. The powers are used to address emergency repairs to ensure the building is weather tight and safe from collapse.

Repairs Notice

If the Local planning Authority considers that a listed building is not being properly preserved it may serve a repairs notice on the owner. The notice specifies the works, which the authority considers reasonably necessary for the proper preservation of the building and can only be served on statutory listed buildings.

Section 215 Notice

Local authorities have the power to serve a section 215 notice on the owner (or occupier) of any land or building whose condition is adversely affecting the amenity of the area. The notice requires the person responsible to clean up the site or building, or the authority may carry out works and reclaim the costs. This can be particularly affective at addresses which have ongoing amenity issues within conservation areas.

Compulsory Purchase Orders (CPO)

This affords local authorities with the power to compulsory purchase land or buildings that are required to secure development and are normally used as part of a wider regeneration scheme.

Further Powers Required

Article 4 Direction

There is recognition that existing planning policies within the Conservation Area have not fully ensured the protection and preservation of the overall character of the Southgate Street Conservation Area. Under current permitted development rights, owners of property within the conservation area (not listed buildings) have been able to undertake alterations to

windows, doors, forecourts, porches, roofs and walls without the need for consent.

These alterations are most noticeable when they break up the unified visual character of, for example, a terrace of residential properties. The impact can also be significant on individual properties that may not be listed, but nevertheless add to the intrinsic quality of the area as a whole.

These permitted development rights therefore need to be restricted, in order to address the loss of architectural detail, and the addition of inappropriate structures and features to buildings which detract from the character of the conservation area. The activities currently permitted under the Town and Country Planning (General Permitted Development) Order 1995 that we will restrict as a result of the Article 4 Direction are:

- The alteration, installation or replacement of doors and windows.
- Any alteration to a roof including roof coverings, roof lights and solar panels.
- Building a porch.
- Enlargement, improvement or alteration such as an extension or removal or changes to architectural features.
- The provision of a hard surface.
- The erection, construction, improvement or alteration (including demolition) of a fence, gate, wall or other means of enclosure.
- Removing totally (or partially) walls gates, fences or other means of enclosure.
- Exterior painting of previously unpainted surfaces or changes of external colour schemes, or covering walls by render or like finishes.

The primary focus will be on dwelling houses in Southgate Street, Albion Street, Somerset Place and Stroud Road that have been identified on the townscape appraisal map as making a positive contribution to the character and appearance of the proposed conservation area. Individual properties will also be included in the Direction where it can be seen that their

protection from inappropriate alterations will also make a significant improvement to the area as a whole.

In regard to new colour schemes to individual properties or groups e.g. terraces (either to existing rendered walls or joinery), the Council recognises both the need and opportunity to establish a coherent and sympathetic style that reflects the heritage and architectural quality of the conservation area. The Council's Conservation Team will offer advice to owners as part of pre-application discussions.

Education/Training

Education and training is central to the sustained management of the historic built environment. Through the Townscape Heritage Initiative we will establish and provide opportunities for learning and, where possible, accredited learning in conservation and heritage management and maintenance skills for all involved in the project including property owners and tenants, architects/designers, estate agents, contractors and subcontractors, estate agents, members of the general public, pupils and college students.

We will support the development of skills amongst current heritage workers and volunteers, to encourage new employees and volunteers into the heritage sector and to increase awareness amongst the general public of the skills which have created and continue to maintain our heritage.

The programme will widen the knowledge of the historic environment of Gloucester within the construction industry providing relevant skills through CPD, NVQ and apprentice level training, with practical experience on site in the city centre. The programme will allow for exploration of the history of Gloucester through the curriculum and community activities.

The nature of training activities has been devised following consultations with relevant

organisations such as Young Gloucestershire, Princes Trust, Gloucestershire College, the National Heritage Training Academy at Woodchester Mansion at Stroud, and local schools. The key elements identified as being of benefit related to on-site training in short modules, with reference to areas such as lime, stone masonry and repairs, plus developing an understanding of their local heritage. In addition to the generic training activities that are shown below, a detailed Training Plan (with costs) is appended.

The training will be provided in conjunction with Gloucestershire College, National Heritage Training Academy, and local training providers in terms of the following:

- Incorporating additional modules into current courses incorporating half-day training or talks/seminars into courses.
- Up-skilling their own staff.
- Further investigation of apprenticeships.
- Providing venues, expert advice, etc.

Section Five
Action Plan

Areas of Responsibility	Actions Required	Who	When	How
Loss of Architectural Detail	Article 4 Direction/ Grant assistance	THI Officer/ Conservation Team	Autumn 2013	Council/SoS approval of Article 4/THI support
Negative Buildings and quality of new development	Development Control Policies/ Grant assistance	Development Management Team/THI Officer	Ongoing	Planning Policy/THI support
Lack of routine maintenance and repair	Establish education/ training programme with property owners	THI Officer	Autumn 2013 ongoing	THI support
Loss of front gardens to car parking	Article 4 Direction	THI Officer/ Conservation Team	Autumn 2013	Council/SoS approval of Article 4
Quality of floorscape	Develop quality street design palette within conservation area/implement public realm works to key areas within THI area	Urban Designer	Autumn 2013 ongoing	Council/THI support

As can be seen from the Action Plan, we will adopt a robust approach to preserving and enhancing the Conservation Area. Our approach will be a balance of negotiation, financial support and/or enforcement. We already take a strong proactive approach in working with property owners.

Our most recent activity was the removal of satellite dishes from properties in Southgate Street, undertaken by our Heritage Team and Enforcement Officers, plus financial support to key buildings, through the City Council's Facelift Scheme (which ceased in 2012).

Key Actions

The main issues of concern throughout the THI area, and identified within the Action Plan are:

Repairs to buildings, requiring significant work to repair structure/fabric

These display a range of conditions from semi-derelict to issues with roofs, windows, wall finishes and brickwork, etc. These include properties requiring major expenditure such as:

- 57 Southgate Street
- 74 Southgate Street
- 76 Southgate Street
- 78 Southgate Street
- 182 Southgate Street

Properties with vacant upper floor space

There are several vacant properties and a significant number of buildings within the THI area with empty upper floors having potential for reuse, bringing life and financial benefits to the area. They include:

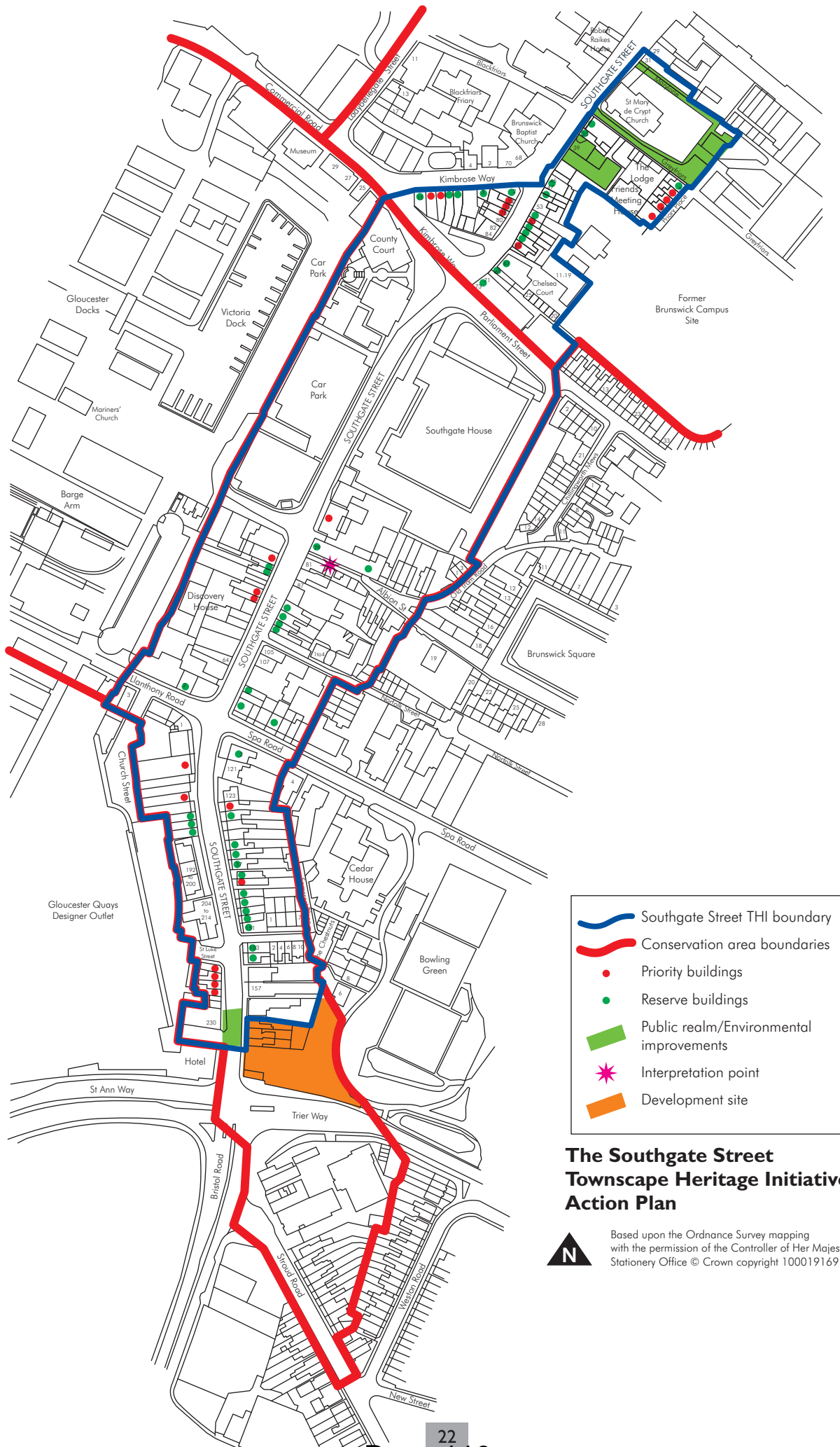
- 57 Southgate Street
- Albion House, 77 Southgate Street
- Café Rene, 31 Southgate Street
- 74 Southgate Street

Buildings with architectural/heritage detail removed/inappropriate shop fronts and signage

Although the traditional townscape scale has been retained, lack of maintenance, and widespread individual improvements have resulted in the significant loss of heritage details and materials. As examples, these include replacing inappropriate windows and doors, replacing removed dormers and replacing shop fronts. The large number of buildings with significant loss of heritage detail and requiring major investment include:

- 65 Southgate Street
- Kimbrose Hotel, 11-13 Commercial Road
- 136-138 Southgate Street
- 150 Southgate Street

On some buildings, previous changes are in reasonable condition, and it is unrealistic to expect that all owners will afford the cost for reinstatement with heritage materials solely to ensure historic accuracy, when they are not immediately needed to maintain the buildings.



-  Southgate Street THI boundary
-  Conservation area boundaries
-  Priority buildings
-  Reserve buildings
-  Public realm/Environmental improvements
-  Interpretation point
-  Development site

The Southgate Street Townscape Heritage Initiative Action Plan



Based upon the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown copyright 100019169 2013

Public Realm/Environmental Enhancements

Improvements to the street scene are proposed at:

- The public highway at the southern gateway to Southgate Street.
- The area known as the Via Sacra, adjacent to St Mary de Crypt.

I) Southgate Street Southern Gateway Public Realm/Highway Enhancements

A coordinated programme of public realm works to Southgate Street are planned during the life of the THI. Some of these works are already implemented. The area of Southgate Street north of Kimbrose Way and Commercial Road were subject to public realm improvements in 2011. These works greatly enhanced the townscape of the area. In recognising the beneficial impact of these works, the long term plan is to manage the environment of Southgate Street by incorporating physical enhancements and traffic calming measures along the entire street.

Within the Common Fund it is proposed to complement/complete the enhancement to the street scene, by undertaking a new phase of works within the THI. These are proposed at the southern end of Southgate Street, which will be an important element within the aim of creating a cohesive area.

The proposed works on Southgate Street itself will aid in creating a stronger sense of place to the THI area as a whole, by:

- reducing traffic speed in the area, thus.
- bringing a calming effect to the residential area.
- utilising materials that reflect the previously successful enhancements to the northern part of Southgate Street, Kimbrose Way and Commercial Road, thus defining the whole area as a unit.

ii) Public Realm Improvements and Training Project at Via Sacra

The proposed project is for the reinstatement of historic surfaces in a traditional way and works should involve the use of traditional techniques, natural materials and local resources. The works will enhance people's understanding of the history of the area around the Via Sacra at St Mary de Crypt. In the case of the area at Via Sacra, we are proposing that the works will encompass a number of opportunities to engage the wider community, by working with local schools to develop an understanding of the area around St Mary de Crypt and its historical legacy the schools developing these ideas into concepts for the reinstated railings and gates to the churchyard translating the school children's designs into firm proposals with a local artist and blacksmith to design, build and erect the railings. The stonework reinstatement to the walled area being part of the heritage skills training programme undertaken by Princes Trust and other groups, led by the National Heritage Training Academy.

Public Realm Works to Southgate Street Funded Outside the Common Fund

The County Council through the Local Sustainable Transport Fund for Gloucester aims to promote economic development whilst cutting carbon produced by road traffic. Specifically the Gloucester bid envisaged the expansion of the existing 20mph zone to reduce the impact of traffic in the City Centre. Southgate Street would be an important area to apply this, particularly at the junction of Spa Road which currently separates the economic growth area of Gloucester Docks from the main residential areas of the City to the west. The location of Gloucester College in the Docks attracts a lot of pedestrian journeys along and across Southgate Street. Changes to the street layout including parking and crossing points would assist with the projects objective of encouraging residential use of Southgate Street.

As stated previously, it is anticipated that enhancements to the area abutting Southgate Moorings will be addressed, as part of the development scheme for new offices on this site. The works at Southgate Moorings will follow, as the office development proceeds.

Delivery Responsibility

The delivery of the THI will be led by the City Council, working closely with the THI Partnership. The lead officer at the City Council will be the THI Project Officer, with support from various key officers from Planning, Building Control, Heritage and Property.

The THI Partnership

The delivery of the THI will depend on the commitment of organisations and groups spanning the City of Gloucester, in addition to the City Council. This support will come from business leaders, property owners, resident and community groups, youth organisations, the public sector and charitable organisations and heritage groups. Many of these will take a partnering role with the City Council within the THI Partnership; other groups are keen to support the project, but are unable to take on a formal role.

The THI Partnership will be made up from representatives of the following groups and organisations:

- Gloucester City Council.
- Gloucester Civic Trust.
- Gloucester Historic Buildings (GHB) - a Building Preservation Trust.
- Gloucester City Centre Community Partnership (CCCP).
- Gloucester Chamber of Trade and Commerce.
- English Heritage.
- Young Gloucestershire.
- Gloucestershire Emergency Accommodation Resource (GEAR).
- Diocese of Gloucester, with the Parish of Hempsted with Gloucester: St Mary de Lode and St Mary de Crypt.

- Gloucestershire County Council Highways Department.

Other organisations and individuals have also committed themselves to the project, and we will involve them in the projects as appropriate.

Review/Monitoring

The success of the Management Plan will depend significantly on the level of ongoing monitoring and review. In order to help monitor changes resulting from the implementation of approved schemes as well as unauthorized alterations, the Council will establish a photographic record of the conservation area. This has already been implemented as part of the THI bid in 2013, to cover all buildings within the boundary. This has been further reinforced in the Council's Buildings at Risk Survey (2013), and will be updated bi-annually.

The images of individual buildings will provide an important baseline for recording changes, monitoring the physical condition of buildings and providing a tool for use in enforcement proceedings needed in respect of any unauthorized works.

The following monitoring processes are intended to be carried out in relation to the various elements of the Conservation Management Plan:

THI Grant Projects

Note levels of completion of restoration/repairs/reinstatement projects, together with instances of re-use of vacant floor-space (expressed in square metres). Monitor the annual maintenance of buildings post-completion.

Listed Buildings

Note numbers of neglected listed buildings which required statutory intervention in order to protect the fabric and secure their future use.

Note actual loss (demolition or part-demolition) of any listed buildings.

Buildings at Risk Survey

Note of any changes in numbers of BAR as well as their condition profile/risk classification, on an annual basis.

Changes from year-to-year would be illustrated graphically. A new BAR survey is scheduled for 2018.

Article 4 Direction

Note instances of successful negotiation of reinstatement of missing/lost features, as well as retention of existing authentic features.

Education

Note/review the successful delivery of the various education/training initiatives.

Reporting

It is proposed that an annual Conservation Management Report would be made to the Development Control Committee covering all of the above elements. It is also proposed that this report will contain the THI Annual Report, addressing progress on the Scheme.

Reviewing and Updating

Conservation appraisals are required to be kept up to date and reviewed regularly. English Heritage recommends that a review should ideally be undertaken every five years.

It is therefore proposed to review the Conservation Area Character Appraisal together with this Management Plan again in 2018.

We will ensure that the legacy of the THI will continue by:

- Continuing to use the Conservation Area Management Plan and the Shop Front Design Guide SPG as a strong planning tool to maintain standards.
- Ensuring our Conservation and Planning Enforcement Officers provide support and encouragement to owners during the THI delivery stage and beyond.
- Strong enforcement action when required to maintain standards and control non-compliance, particularly through use of Article 4 designation.
- Keeping in contact with local contractors and continue to support them with heritage training programmes, talks, newsletters, etc on a regular basis.
- Continuing to develop heritage based knowledge of City Council officers through ongoing training, linked to their relevant CPD requirements.
- Strengthening the links between contractors and Gloucestershire College and other training providers in order that contractors can continue to offer/be offered practical work experience, work placements, apprenticeships and volunteering for young people and mature students as appropriate.
- Integrating the THI events (including talks, workshops, guided walks and open days etc) into the city centre events programme.
- Building on the relationships with owners/tenants established during the THI to continue to provide support and advice in relation to maintenance and management of historic properties.

Contacts

Townscape Heritage Initiative

Stephen Fitzgibbon 01452 396344

Historic Environment

Charlotte Lewis 01452 396855

Archaeology

Andrew Armstrong 01452 396346

www.gloucester.gov.uk

If you, or someone you know cannot understand English and needs help with this information, or if you would like a large print, Braille, or audio version please call 01452 396396.





Meeting:	Council	Date:	23 January 2014
Subject:	Committee on Standards in Public Life – Annual Report 2012-13		
Report Of:	Monitoring Officer		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Sue Mullins, Head of Legal and Policy Development		
	Email: sue.mullins@gloucester.gov.uk	Tel:	396110
Appendices:	1. Extract from the Annual Report 2012-13 – Committee on Standards in Public Life		

1.0 Purpose of Report

- 1.1 To inform Council about the work of the Committee on Standards in Public Life during 2012 -13 and to identify any changes that need to be made to the Council's governance arrangements in light of the report.

2.0 Recommendations

- 2.1 Council is asked to **RESOLVE:**

- (1) That the Council's Code of Conduct for Members be amended to reflect the updated Seven Principles of Public Life, as set out in paragraph 3.5 of the report.

3.0 Background and Key Issues

- 3.1 The Audit & Governance Committee's role includes promoting and maintaining high standards of conduct by Councillors and co-opted Members. It is useful for the Committee to consider the work of other bodies concerned with standards, such as the Committee on Standards in Public Life, to ensure that it is aware of current issues around standards and makes any relevant adjustments to the Council's governance arrangements.

- 3.2 The Annual Report 2012-13 of the Committee on Standards in Public Life highlights a number of activities by the Committee during the year. These included the Committee's Fourteenth report: *Standards matter: A review of best practice in promoting good behaviour in public life*, and a triennial review of the Committee. A copy of the full report can be found at: <http://www.public-standards.gov.uk/wp-content/uploads/2013/08/Annual-report-Final-for-publication-190813.pdf> .

- 3.3 A number of areas within the *Standards matter: A review of best practice in promoting good behaviour in public life* are relevant to the work of the Audit and

Governance Committee. The report reached four main conclusions and recommended eight best practice points. The main conclusions were:

3.3.1 The basic building blocks for high standards remain *“a set of broadly expressed values which everyone understands, codes of practice elaborating on what the principles mean in the particular circumstances of an organisation, effective internal processes to embed a culture of high standards, leadership by example and proportionate, risk-based external scrutiny”*.

3.3.2 There isn't a particular need for more rules and stricter regulation but rather standards need to be addressed actively at organisational level. The Committee's view is that, whilst high standards should be seen as everyone's personal responsibility, organisational culture has a significant part to play in this and high standards need to be positively driven by leadership and example to become part of an organisation's culture.

3.3.3 New models of service delivery create new ethical risks. There is particular ambiguity around people contracted to deliver public services who may not be public office-holders. The Committee strongly believes that the ethical standards captured by the Seven Principles should also apply to such people.

3.3.4 Low and declining levels of confidence in the integrity of public institutions remain a matter of concern. The Committee felt that there is scope for trying to increase the confidence of the public in public office-holders and public institutions by addressing the outstanding standards issues identified in their report and by being more attentive to, and active in, addressing emerging issues rather than waiting until the pressures for reform become irresistible.

3.4 The eight main best practice points arising from these four conclusions were as follows. In respect of each, the Monitoring Officer has provided information about the Council's current position for the Committee's consideration:

(a) *all organisations need to actively review how well they measure up to best practice in ethical governance as a matter of routine. This includes recruitment processes, appraisal and reward structures, leadership and contemporaneous prompts to good behaviour alongside formal codes and sanctions for poor behaviour.*

Current position: The Council is in the process of reviewing its values, some of which contribute to the Council's ethical governance framework. For some time now, the Council's recruitment processes have included the need for applicants to demonstrate 'competencies' which contribute to ethical standards. The availability of sanctions for poor behaviour is set out in both the Code of Conduct for Members and the Council's Disciplinary Policy. All the Council's policies and codes are kept under review and this will be assisted by the development of the One Stop Policy Shop.

(b) *ethical issues should feature regularly on the agendas of the boards of public bodies and, where appropriate, on risk registers. All such boards should as a*

matter of course monitor standards of behaviour throughout their organisation, either directly or through their audit and risk committees.

Current position: The Audit and Governance Committee is responsible for ethical standards and receives reports on the same as and when required. There is no formal reporting to Cabinet, but Cabinet and Group Leaders are kept informed about ethical standards issues that arise.

- (c) *Those in leadership positions should take personal responsibility for ethical standards in their organisations and certify annually in their annual report or equivalent document that they have satisfied themselves about the adequacy of their organisation's arrangements for safeguarding high standards.*

Current position: The Council's Annual Governance Statement is signed by both the Leader and the Chief Executive. The statement contains details of the ethical standards issues of relevance to the period and any actions proposed to maintain or enhance high standards.

- (d) *Where new methods of delivering public services are being created, commissioners and providers should give careful thought to the mechanisms necessary to maintain expected high standards of behaviour and promote the principles of public life.*

Current position: As is identified in the report by the Committee on Standards in Public Life, this is an emerging area for ethical standards and further thought is needed to identify what may need to be put in place to ensure the City Council is following best practice.

- (e) *Public servants designing and commissioning services should, in a consistent and proportionate way, address ethical issues throughout the procurement process. Contractors and others should acknowledge the particular responsibilities they bear when delivering public services, paid for by public money, to individuals who may not have the choice of going elsewhere.*

Current position: Officers are currently in the process of reviewing the Council's procurement processes and will consider how best to ensure that ethical issues arising from procurement processes are covered.

- (f) *Where powers to regulate standards are devolved to promote local responsibility and leadership, care should always be taken to ensure that there is independent scrutiny, that the results of such scrutiny are made publicly available and that those who have responsibility for imposing sanctions have adequate legal or other powers to do so.*

Current position: The Council has adopted a Code of Conduct and standards arrangements which include requirements to consult with and take into account the views of an 'Independent Person'. The Audit and Governance Committee also has a role in scrutinizing standards and has the power to impose sanctions in cases where expected standards have not been met.

- (g) *Public office-holders and organisations should seek to improve their own trustworthiness by establishing and promulgating robust mechanisms for detecting and dealing with wrongdoing, increasing public understanding of their role, and creating a culture which harnesses the power of the media to promote high standards and deter or expose misconduct.*

Current position: The Council has in place a Whistleblowing Policy and process for complaints about breach of the Code of Conduct for Members, both of which have been used to deal with alleged wrongdoing. The Council has adopted Member Role Descriptors which explain the role of a Councillor, as well as the role of the Leader and Mayor. Although the Council has in place a Social Media Policy, this needs to be reviewed and updated to take account of the changing social media landscape.

- (h) *There is at present a need to address certain areas of ethical risk in public life identified in the report and this should be done before they undermine public confidence.*

Current position: There are no specific comments on this point as this relates largely to the Committee's ongoing work.

- 3.5 The Committee concluded that the Seven Principles of Public Life should be kept as they are, but the brief descriptors appended to each one should be clarified and an explanatory preamble added. The updated principles are as follows:

SELFLESSNESS

Holders of public office should act solely in terms of the public interest.

INTEGRITY

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

OBJECTIVITY

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

ACCOUNTABILITY

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

OPENNESS

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

HONESTY

Holders of public office should be truthful.

LEADERSHIP

Holders of public office should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

- 3.6 The Council's Code of Conduct for Members incorporates the Seven Principles and it is therefore recommended that the Council's Code is amended to include the revised principles set out in paragraph 3.5 above.
- 3.7 Also of interest to the Council is the part of the Annual Report that relates to local government standards. There are four main points of concern highlighted:
- (a) *"Due to the emphasis on local ownership of standards we would expect the new regime, like the previous one, to function well in those areas where party leaders are prepared to provide the necessary leadership and example. It is likely to do less well where such leadership is inadequate. History suggests that problems are most likely in areas with monolithic political cultures and correspondingly little political challenge, where partisan rivalry is most bitter and tit-for-tat accusations most common, or in those predominantly rural areas with significant numbers of independent members without the benefit of party discipline".*
 - (b) *"Under the previous arrangements local authorities and an independent tribunal had the power to suspend members for varying periods of time as a sanction against poor behaviour. The only sanctions now available, apart from through the use of a political party's internal discipline procedures are censure or criminal prosecution for deliberately withholding or misrepresenting a financial interest. We do not think these are sufficient. The last few years have seen a number of examples of inappropriate behaviour which would not pass the strict tests required to warrant a criminal prosecution, but which deserves a sanction stronger than simple censure. While censure may carry opprobrium in the political arena it is often considered unacceptably lenient by the public relative to other areas of their experience. Coercion of other members or officers is one category of offence with which it will be difficult to deal adequately under the new arrangements".*
 - (c) *"Under the previous arrangements allegations about poor behaviour were determined by standards committees independently chaired by individuals who were not themselves members of the local authority. Under the new arrangements every local authority must appoint at least one independent person whose views it will seek, and take into account, before making its decision on an allegation that it has decided to investigate. We doubt that this will be sufficient to provide assurance that justice is being done and, equally important, that it is seen to be done".*
 - (d) *"In the transition to the new system local authorities may have lacked proper time to prepare. In early June 2012 we wrote to all local authorities in England to ask about their preparations for implementing the new regime which came into force on 1 July 2012. The Committee was concerned that so late in the day, nearly half of those who responded had yet to adopt a new code and around four fifths had yet to appoint an independent person. The*

3.8 All these are, in the view of the Council's Monitoring Officer, valid concerns and certainly, Monitoring Officer across many local authorities expressed similar concerns at the time the Localism Bill was being discussed. As regards point (d), the Audit and Governance Committee will be aware that the Council's Code of Conduct was adopted on 19th July 2012 and this was partly because the Regulations and Order were not made available until 6 June 2012.

3.9 The Audit and Governance Committee considered this report at its meeting on 25 November 2013 and has recommended that the Council amends the Code of Conduct to reflect the updated Seven Principles of Public Life, as set out in paragraph 3.5 of the report.

4.0 Alternative Options Considered

4.1 No other options have been considered as the purpose of the report is to inform the Council about the work of the Committee on Standards in Public Life.

5.0 Reasons for Recommendations

5.1 The Audit and Governance Committee has responsibility for considering the consider the Council's arrangements for corporate governance and recommending the necessary action to ensure compliance with best practice as well as Promoting and maintaining high standards of conduct by Councillors and co-opted Members and advising the Council on the revision of the Members' Code of Conduct. Council has responsibility for approving the Council's Code of Conduct.

6.0 Future Work and Conclusions

6.1 As has been identified in the report

7.0 Financial Implications

7.1 There are no direct financial implications arising out of this report.

(Financial Services have been consulted in the preparation this report.)

8.0 Legal Implications

8.1 Under the Localism Act 2011, the Council is required to adopt a Code of Conduct and to make arrangements for dealing with breaches of the Code under the Code for both itself and Parish Councils as part of its ethical standards arrangements. The Council is also required to report on its ethical standards as part of the Annual Governance Statement.

(Legal Services have been consulted in the preparation this report.)

9.0 Risk & Opportunity Management Implications

- 9.1 Failure to have and maintain high ethical standards can have significant reputational consequences, as identified in the Appendix to the report. However, there is also the opportunity for the Council to set and maintain high standards of behaviour amongst its Members, staff and partner organisations which can significantly enhance reputation and reduce the risk of wrongdoing.

10.0 People Impact Assessment (PIA):

- 10.1 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required.

11.0 Other Corporate Implications

Community Safety

- 11.1 There are no specific Community Safety implications relating to the recommendation made in this report.

Sustainability

- 11.2 There are no specific Sustainability implications relating to the recommendation made in this report.

Staffing & Trade Union

- 11.3 There are no staffing or trade union implications arising from this report.

Background Documents: None.

Annual Report 2012-13

Committee on Standards
In Public Life

August 2013

THE SEVEN PRINCIPLES OF PUBLIC LIFE

The Seven Principles of Public Life apply to anyone who works as a public office-holder. This includes all those who are elected or appointed to public office, nationally and locally, and all people appointed to work in the civil service, local government, the police, courts and probation services, NDPBs, and in the health, education, social and care services. All public office-holders are both servants of the public and stewards of public resources. The Principles also have application to all those in other sectors delivering public services.

SELFLESSNESS

Holders of public office should act solely in terms of the public interest.

INTEGRITY

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

OBJECTIVITY

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

ACCOUNTABILITY

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

OPENNESS

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

HONESTY

Holders of public office should be truthful.

LEADERSHIP

Holders of public office should exhibit these principles in their own behaviour. They should actively promote and robustly support the principles and be willing to challenge poor behaviour wherever it occurs.

CONTENTS

Foreword	3
Introduction	4
Overview of Activities	5
Review of best practice	6
Fifth biennial survey	9
Triennial review	10
Strategic Plan 2012–15	11
Standards Check	12
Party funding	12
Lobbying	14
Local government standards	14
Independent adviser on Ministerial interests	16
The Leveson Inquiry	16
MPs' pay and expenses	17
Outstanding Risks	17
Representations and Speeches	19
Appendix 1: About the Committee	21
Terms of reference	21
Status	22
Funding and administration	22
Policy on openness	22
Appendix 2: Members of the Committee	23
Members active in 2012-13 who are currently members	23
Members active in 2012-13 who have subsequently stood down	26
New members in 2012-13	24
Research Advisory Board	26
Members' attendance (1 April 2011 - 31 March 2012).....	27
Remuneration.....	27
Appendix 3: Financial Information	29
Appendix 4: Reports and Publications	30

FOREWORD

As the incoming Chairman of the Committee on Standards in Public Life, it is a pleasure to thank the outgoing Chairman, Sir Christopher Kelly for his work. To take but one example, the Northern Ireland (Miscellaneous Provisions) Bill introduced in the Commons on the 9 May 2013 allows for transparency in donations and loans to political parties, as well as ending the practice of members of the Northern Ireland Assembly holding dual mandates to sit concurrently in the Northern Ireland Assembly and the House of Commons. This broad approach reflects the work over recent years of both Sir Christopher Kelly himself and the recommendations of the Committee.

This September the Committee will be holding an evidence gathering seminar on lobbying reflecting the concerns of the Committee about unequal access to decision makers and inadequate transparency. The Committee intend to make recommendations to inform and complement the Transparency of Lobbying, Non-Party Campaigning and Trade Union Administration Bill. I would like to thank David Prince, the interim Chairman, for taking this work forward, for holding the fort since the end of Sir Christopher's term of office and for giving me much helpful advice.

The current context of the Committee's work is very much set out in the recent Triennial Review carried out by Peter Riddell of the Institute of Government. The Government has, in substance, accepted the Review and in doing so recognised the valuable role played by the Committee and the evolving nature of the issues it tackles. As elsewhere in Whitehall, there will be a significant reduction in the budget and certain aspects of the Committee's work will not be carried on as in the past. The Triennial Review also asked the Committee to be more strategic in its practice and look ahead to emerging problems. This is a serious challenge but it is one that has to be accepted. It remains the case, however, that the best work of the Committee has involved the building up of consensus based on substantial research. This is likely to be the case in the future as in the past.

The truth is that we frequently read in the media stories in which, for example, conflicts of interests appear to be significant. The principles of the Committee - selflessness, integrity, objectivity, accountability, openness, honesty and leadership - remain as pertinent as ever. It is my view, as Chairman, that the Committee's work in the past has been most effective when it has stayed close to these principles. In the future I would hope to maintain the best of this tradition.

Paul Bew

INTRODUCTION

1. The Committee on Standards in Public Life has wide terms of reference.

“To examine current concerns about standards of conduct of all holders of public office, including arrangements relating to financial and commercial activities, and make recommendations as to any changes in present arrangements which might be required to ensure the highest standards of propriety in public life and to review issues in relation to the funding of political parties, and to make recommendations as to any changes in present arrangements.”¹

2. The Committee fulfils this role partly through its formal inquiries. In addition, we routinely monitor and consider issues and concerns relating to standards in public life, track public perception of standards of conduct of public office holders and seek to promote the Seven Principles of Public Life. We contribute to public policy development through meetings, seminars, research, speaking engagements, and by responding to consultation papers on relevant issues.
3. This report provides an overview of the Committee’s activities over the course of the financial year 2012/13. The Committee’s main project in this year has been to produce its Fourteenth Report, *Standards matter: A review of best practice in promoting good behaviour in public life*. This report aimed to analyse what has been shown to work best in promoting high standards and to take stock of current areas of risk. The project was launched in May 2012, and the final report was published in January 2013. The Committee also carried out its fifth biennial survey of attitudes to standards in public life, the results of which will be published in September 2013.
4. A triennial review of the Committee was carried out this year, the report of which was published by the Government in February 2013. As a result, on 5 February 2013, the terms of reference of the Committee were clarified in two respects: ‘...in future the Committee should not inquire into matters relating to the devolved legislatures and governments except with the agreement of those bodies’ and ‘...the Committee’s remit to examine “standards of conduct of all holders of public office” [encompasses] all those involved in the delivery of public services, not solely those

¹ Hansard (HC) 25 October 1994, col. 758, Hansard (HC) 12 November 1997, col. 899 and Hansard (HC) 25 October 1994, col 758

*appointed or elected to public office.*²

5. Following an open competition, Lord Bew has been appointed the new Chair of the Committee effective from 1 September 2013. His term of office is for five years and is non-renewable. Following the end of Sir Christopher Kelly's term on 31 March 2013, David Prince served as interim Chair until 31 July 2013.
6. The appendices to this report provide detail about the structure and finances of the Committee.

OVERVIEW OF ACTIVITIES

General Overview

7. This year we reflected on what has been achieved since the Committee's first report in 1995. We asked ourselves whether the task was completed and, if not, what more still needs to be done. We found that while many of the original "Nolan Principles" - such as integrity, accountability and openness are widely understood and resonate closely with public expectations - the principles as a whole were still not being lived out everywhere in spirit as well as letter. There needed to be more active implementation and embedding within the day to day business of many organisations.
8. More disturbingly, the year's news was dominated by stories of governance failures and other inappropriate behaviour in institutions previously enjoying high levels of public trust and confidence, and by the failure of leadership in others, both private and public, to inculcate a culture of high standards in tune with public expectations. Many instances have involved deliberate attempts to get around codes of practice and conduct, and in some cases there are allegations involving covering up, concealment and even criminal activity. Moreover, when some individuals attempted to raise ethical issues or standards concerns they were prevented or inhibited from raising those concerns internally or speaking out on issues in the public interest.
9. So, while much of the infrastructure is now in place to support high standards – statements of principles, codes of conduct, independent scrutiny, and while standards of behaviour have improved in many areas of public life, high standards are still not yet understood everywhere as a matter of integrity and personal responsibility. Recent lapses have occurred not because individuals, often in key leadership roles, have been unaware of their responsibility and of what

² Hansard (HC) 5 February 2013, col. 7WS

the public expects but because they did not find it expedient.

10. We are in no doubt that standards of behaviour in many areas of public life have improved since this Committee first reported in 1995, but there is still much to do and the evidence gives no grounds for complacency. New situations continually arise which raise new standards issues. Responses to standards issues often come too late and only in response to public scandals which by then have damaged public trust and confidence.

Review of best practice

11. It is 18 years since the Committee published its First Report in 1995. We thought it timely to look, in our Fourteenth Report, at what had been achieved over that period and what had worked best in practice to promote high standards of conduct within regulated public organisations and regulators. Alongside this we looked afresh at the Seven Principles of Public Life and the language used to describe them and at levels of public confidence in public sector institutions. The report was published as *Standards matter: A review of best practice in promoting good behaviour in public life* in January 2013, along with the report of the focus group research that supported it. We highlighted a number of outstanding areas of risk that still need to be addressed.
12. The review was carried out using four strands of research:
- A review of a number of reports produced since 1995 by this Committee, the Public Administration Select Committee and other bodies looking at standards issues.
 - An invitation to the public to contribute their views, including through a blog on the Committee's website.
 - A number of focus groups examining public attitudes towards the ethical standards of public office-holders and factors affecting their trust in public organisations and office-holders.
 - A series of seminars with invited participants from across the UK exploring issues relating to ethical regulation in specific spheres of public life. The subjects of these seminars included the Westminster and devolved legislatures, central government and the civil service, local government, the wider public sector, private sector organisations delivering public services and the media. The Committee also visited Belfast, Edinburgh and Cardiff to hold discussions with those involved in standards issues in those legislatures.
13. We clearly saw that in many areas standards of behaviour in public life had improved. Nonetheless there continued to be grounds for concern. The report reached four main conclusions to address

these, supported by eight recommended best practice points, as follows:

- We re-emphasised the point that the basic building blocks for promoting high standards remain much as identified in the Committee's First Report: a set of broadly expressed values which everyone understands, codes of practice elaborating on what the principles mean in the particular circumstances of an organisation, effective internal processes to embed a culture of high standards, leadership by example and proportionate, risk-based external scrutiny.
 - To put this into effect, all organisations need to actively review how well they measure up to best practice in ethical governance as a matter of routine. It is important to consider all those factors affecting individual behaviour, including recruitment processes, appraisal and reward structures, leadership and contemporaneous prompts to good behaviour alongside formal codes and sanctions for poor behaviour.
- The need now is not for more rules and stricter regulation so much as for standards to be addressed actively at organisational level. High standards should be seen as everyone's personal responsibility, but it should be recognised that personal behaviour is shaped by organisational culture. With this in mind high standards need to be positively driven by leadership and example.
 - Ethical issues should feature regularly on the agendas of the boards of public bodies and, where appropriate, on risk registers. All such boards should as a matter of course monitor standards of behaviour throughout their organisation, either directly or through their audit and risk committees.
 - Those in leadership positions of all organisations delivering public services should take personal responsibility for ethical standards in their organisations and certify annually in their annual report or equivalent document that they have satisfied themselves about the adequacy of their organisation's arrangements for safeguarding high standards.
- New ethical risks are being created by the development of new models of service delivery. There is a growing area of ambiguity occupied by people contracted to deliver public services who may not be public office-holders. We strongly believe that the ethical standards captured by the Seven Principles should also apply to such people.
 - In all cases where new methods of delivering public services are being created, commissioners and providers should give careful thought to the mechanisms necessary to maintain expected high standards of behaviour and promote the principles of public

life.

- Public servants designing and commissioning services should, in a consistent and proportionate way, address ethical issues throughout the procurement process. Contractors and others should acknowledge the particular responsibilities they bear when delivering public services, paid for by public money, to individuals who may not have the choice of going elsewhere.
- Where powers to regulate standards are devolved to promote local responsibility and leadership, care should always be taken to ensure that there is independent scrutiny, that the results of such scrutiny are made publicly available and that those who have responsibility for imposing sanctions have adequate legal or other powers to do so.
- Low and declining levels of confidence in the integrity of public institutions remain a matter of concern. While trust is a complex phenomenon, there is scope for trying to increase the confidence of the public in public office-holders and public institutions by addressing the outstanding standards issues identified in this report and by being more attentive to, and active in, addressing emerging issues rather than waiting until the pressures for reform become irresistible.
 - Public office-holders and organisations should seek to improve their own trustworthiness by establishing and promulgating robust mechanisms for detecting and dealing with wrongdoing, increasing public understanding of their role, and creating a culture which harnesses the power of the media to promote high standards and deter or expose misconduct.
 - There is at present a need to address certain areas of ethical risk in public life identified in the report (see further detail in standards check and outstanding risks set out below), and this should be done before they undermine public confidence.

14. As well as these conclusions and best practice points, the report re-examined the Seven Principles of Public Life, first established in the Committee's First Report, from the point of view of their modern relevance and applicability. We concluded that the Seven Principles should be kept as they are, but the brief descriptors appended to each one should be clarified and an explanatory preamble added. The updated text appears on the inside front cover of this report.

15. The Committee is monitoring and promoting the continuing impact of the review.

Fifth biennial survey

16. During 2012–13 the Committee carried out its fifth biennial survey of public attitudes to conduct in public life. We have conducted these surveys since 2004, in order to analyse the standards of behaviour the British public feel public office holders should be kept to, the extent to which these standards are believed to be upheld, and the perception of how well the systems put in place to enforce them are operating.
17. The survey carried out in 2012 maintained many of the core questions from earlier surveys. This allowed us to observe several continuing trends. For example, over the lifetime of the survey, specifically there has been a continuous and substantial decline of the percentage of respondents rating standards as “quite high” or “very high”, while the percentage of respondents rating standards as “quite poor” or “very poor” has steadily increased. Over the five surveys, public perceptions of whether a range of professions in the public domain can be trusted to tell the truth demonstrate consistent relative ratings: High Court Judges and Senior Police Officers score highly, while tabloid journalists, government Ministers and MPs, in general score poorly. When these findings are compared with other British and European data, it seems levels of trust in these professions are not especially low, except in comparison with the Netherlands and Scandinavia. Moreover the evidence suggests that low levels of stated trust may be accompanied by much higher and rising levels of confidence in institutions, such as the legal system.
18. Overall the survey is able to show that there is a deeper and more complex pattern of public attitudes to standards in public life than is generally recognised by public opinion research. In broad terms, drawing on a number of distinct areas of evaluation, a majority of the population express positive attitudes towards standards in Britain. Nonetheless, the proportion of people who feel positively has changed dramatically over time. In particular, positive evaluations increased steadily from 2004 to 2008 (from 62% of the population to 82%), followed by a collapse in 2010 to 55%, and with only a relatively minor recovery in 2012 (59%).
19. The survey also introduced several new questions, with the aim of broadening the examination of public expectations and beginning to explore how far these increasingly negative expectations are connected to people’s expectations of others who are not public office-holders. Key findings to have emerged include:
 - There is a widespread belief by the public that they will receive fair treatment from a range of public services.

- The public have more confidence in the probity of relatively junior front line staff – in terms of putting the public interest first, owning up to mistakes, and in being held accountable for mistakes – than in that of more senior managers.
 - The public believe that they personally are more likely than people in public office to act with probity in given situations.
 - There is support for the use of external scrutiny and audit mechanisms and the development of a strong internal culture fostering standards and openness as a means for improving professional integrity and increasing confidence in public institutions. However, the use of financial incentives is not favoured.
 - In the latest survey there has been some diminution of confidence in the authorities' commitment to upholding standards. Over the five surveys confidence that the media will uncover wrongdoing has also declined.
20. The evidence suggests that public responses to events and to their reporting can become more negative or positive. This demonstrates that confidence in public standards is not a fixed feature of British society that shows inevitable long term decline, but a feature of the British political scene that is influenced by events. This suggests that the public's perceptions of standards in public life can be repaired as well as damaged. It is therefore all the more important that high standards of behaviour are understood as a matter of personal responsibility, embedded in organisations and actively and consistently demonstrated, especially by those in leadership positions.
21. The results of the survey will be published in September 2013. Following a recommendation made in the Triennial Review of the Committee (see below), this will be the last time that we carry out the survey, but we believe it has been a useful longitudinal survey and hope that other organisations continue to use the data and to monitor developments. The Committee is considering with its Research Advisory Board how best to monitor the trends we have studied as they develop in future.

Triennial Review

22. In September 2012 the Minister for the Cabinet Office announced the start of a Triennial Review of the Committee, now a requirement for all Non-Departmental Public Bodies. The review, carried out by the Rt Hon Peter Riddell CBE, was chiefly based on written evidence received in response to a call for submissions and personal consultations. It was carried out over approximately six months, and reported in February 2013.

23. The primary function of the review was to judge whether there was a continuing need for the Committee to exist. The review concluded that *“There is a continuing need for an ethics monitor/reviewer.”*
24. The review also included a number of recommendations relating to the Committee’s strategy and working practices, including the cessation of the Committee’s biennial survey of public attitudes to allow the resources to be diverted elsewhere, the reduction of the membership of the Committee from ten to seven, and the production of more frequent, briefer reports with less reliance on public hearings and more use of seminars.
25. The Government issued a Written Ministerial Statement on 5 February 2013 stating that it broadly accepted the recommendations made in the review. It also clarified two points in the Committee’s terms of reference, as detailed in paragraph 4, above. The Committee is grateful for the detailed work put into the review, and will bear its recommendations in mind when considering its future work.

Following the Triennial Review, the secretariat has been reduced to three and like most public bodies our budget continues to follow a downward trajectory from £504k in 2012-13 to £400k in 2013-14. Our reduced resources will necessarily affect the ways in which the Committee is able to fulfil its terms of reference. We will need to prioritise the ethical risks we identify carefully and focus our work accordingly.

Strategic Plan 2012–15

26. In October 2012 the Committee published its strategic plan 2012–15. This set out our vision for our work over the next few years and we hope it will increase public knowledge and understanding of our work. As well explaining how we will set our priorities and monitor ethical standards across public services, the plan also identified the priority areas the Committee may choose to investigate in future such as:
- The maintenance of appropriate ethical standards within an increasingly mixed economy with greater involvement of the private and voluntary sectors in delivering public services.
 - Ethical standards in the police, including Police and Crime Commissioners.
 - Local Government standards, following up a previous inquiry to review how the new system introduced by the Localism Act 2011 is bedding down and whether it is delivering its objectives.

27. The plan is available on the Committee's website.

Online engagement

28. As part of its public consultation of best practice, the Committee ran a blog from September to October 2012, with contributions from Committee members and guest bloggers and the facility for members of the public to respond. The Committee also launched a Twitter feed in September 2012. We intend to build on this work over the coming months within available resources, to develop a cost effective online engagement programme.

STANDARDS CHECK

Party funding

29. The Committee is disappointed not to have seen any significant progress made in dealing with the problems in party funding it identified in its Thirteenth Report³. On the 4 July 2013, the Deputy Prime Minister made a Written Ministerial Statement on the Funding of Political Parties confirming that discussions convened following publication of the Committee's Thirteenth Report had reached no agreement. This is despite all three of the main political parties making manifesto commitments to take the big money out of party funding, and funding reform being part of the Coalition Agreement. The Committee appreciates the political difficulty of aspects of the proposed reforms, but nonetheless we feel it is time to act. The current party funding arrangements foster suspicion and distrust among the public. It is essential that political parties obtain funding in ways free of suspicion that donors receive favours or improper influence in return.

30. The main recommendations of the Thirteenth Report were the introduction of a cap on donations from individuals or organisations of £10,000, a reduction in the party expenditure limits and a slight increase in public funding for political parties. We feel that these would be very valuable in reassuring the public that large donations are not a source of undue influence in UK politics.

31. Attention was focussed on this issue by the case of so-called 'cash for access' in March 2012, in which the then treasurer of the Conservative Party was alleged to have suggested to undercover journalists posing as potential donors that large donations would allow privileged access to the Prime Minister and Chancellor of the Exchequer. Despite the prominence that this gave the issue

³ Thirteenth Report, *Political party finance: Ending the big donor culture* Cm 8208 November 2011

of funding, the Committee has yet to see evidence of real progress being made, although the political debate has recently been reignited by the Leader of the Labour Party making proposals to reshape the party's relationship with the Trade Unions, including the possibility of "opting in" to affiliation fees.

32. For this reason we welcome the recent initiative⁴ by several parliamentarians to commission a Draft Bill as a basis for the development of phased reform of political party funding, as an attempt to achieve an agreed legislative framework for reform. The Committee submitted a response to the consultation on the Bill which is published on the Committee's website.
33. The Committee notes that proposals in the Draft Bill for the phasing in of the donations cap and the identification of savings within the existing envelope of public spending to finance the proposals with a cap on the total public spend on political parties, are measures the consultation document indicates are a response to address two criticisms of the Committee's Report. The proposals set out in the Committee's Report were regarded by the Committee as a package. Whilst the Committee's expectation was that the financial impact of the complete package of proposals was likely to be even handed between the two largest political parties, the illustrations of the possible impacts were based on historical information only and with a number of important limitations and caveats. The Committee acknowledged in its Report that there was a need to introduce the arrangements so as to allow the parties to adjust to the new circumstances, and that the new arrangements should not be introduced until the start of the next Parliament in 2015. For these reasons, in particular, the Committee would want to be reassured that the measures proposed in the Draft Bill are sustainable over time.
34. The Committee remains concerned about the risk presented of third parties being used to avoid the cap on donations and as such it considers it might be appropriate to take proportionate action, guarding against unnecessary bureaucracy to address this issue. The Committee is also alert to the implications of reform for smaller parties, which may have low levels of membership, elected representation and little income.
35. Sustainable reform will, in our view, require a concerted effort from the main parties to put aside self interest and resist the inclination to cherry pick proposals that benefit only them, to arrive at a solution that is in the national interest, has cross party agreement, and will restore public confidence in the integrity of the funding system.

⁴ Funding Democracy Breaking the deadlock A Draft Bill for consultation April 2013

Lobbying

36. The Committee continues to regard lobbying as an area in which there are genuine concerns involving suspicions that some lobbying may be taking place in secret and some individuals or organisations have more access to policy makers, so that it is not known who or what is influencing a particular decision. However, we remain doubtful that a statutory register of third party lobbyists, as proposed by the Government in a consultation paper in 2012, is the key to further reform. We believe it would be better to build on the steps already taken to increase transparency. Greater transparency might include, for example, enhancing the level of disclosure around meetings between ministers and those lobbying on behalf of a particular interest, as proposed in a report published in July 2012 by the Political and Constitutional Reform Committee. The Government renewed its commitment to introducing a statutory register of lobbyists and increasing transparency around lobbying in its mid-term review of the Coalition published in January and has recently restated that legislation will be introduced in July 2013.
37. As set out in our annual work plan, the Committee has been considering the transparency issues around lobbying, focusing particularly on those who are lobbied. To progress this work, the Committee issued a call for evidence in June and will be holding a meeting after the Parliamentary recess with interested parties, to look at what more can be done to bring greater integrity to existing arrangements. With the evidence gathered we aim to produce proportionate recommendations which will complement the proposed statutory provision and help restore the public's trust and confidence.

Local government standards

38. Under the Localism Act 2011 the new local government standards regime came into effect on 1 July 2012. The Committee welcomed the introduction of a mandatory requirement for local authorities to adopt a local code of conduct based on the Seven Principles of Public Life and the intention to encourage a greater sense of local responsibility for standards and to reduce the number of vexatious complaints.
39. While we recognise that the new system needs time to properly bed in, we do, however, have certain concerns:
- Due to the emphasis on local ownership of standards we would expect the new regime, like the previous one, to function well in those areas where party leaders are prepared to provide the

necessary leadership and example. It is likely to do less well where such leadership is inadequate.⁵ History suggests that problems are most likely in areas with monolithic political cultures and correspondingly little political challenge, where partisan rivalry is most bitter and tit-for-tat accusations most common, or in those predominantly rural areas with significant numbers of independent members without the benefit of party discipline.

- Under the previous arrangements local authorities and an independent tribunal had the power to suspend members for varying periods of time as a sanction against poor behaviour. The only sanctions now available, apart from through the use of a political party's internal discipline procedures are censure or criminal prosecution for deliberately withholding or misrepresenting a financial interest. We do not think these are sufficient. The last few years have seen a number of examples of inappropriate behaviour which would not pass the strict tests required to warrant a criminal prosecution, but which deserves a sanction stronger than simple censure. While censure may carry opprobrium in the political arena it is often considered unacceptably lenient by the public relative to other areas of their experience. Coercion of other members or officers is one category of offence with which it will be difficult to deal adequately under the new arrangements.
- Under the previous arrangements allegations about poor behaviour were determined by standards committees independently chaired by individuals who were not themselves members of the local authority. Under the new arrangements every local authority must appoint at least one independent person whose views it will seek, and take into account, before making its decision on an allegation that it has decided to investigate. We doubt that this will be sufficient to provide assurance that justice is being done and, equally important, that it is seen to be done.
- In the transition to the new system local authorities may have lacked proper time to prepare. In early June 2012 we wrote to all local authorities in England to ask about their preparations for implementing the new regime which came into force on 1 July 2012. The Committee was concerned that so late in the day, nearly half of those who responded had yet to adopt a new code and around four fifths had yet to appoint an independent person. The fact that the Regulations and Order which took effect from 1 July were laid only on 6 June cannot have helped their preparations.

⁵ Not forgetting that in several prominent recent cases it is the behaviour of leaders themselves that have been under question.

40. While inevitably there have been various teething problems with the new regime, the Committee will continue to monitor the implementation and its effectiveness, particularly in relation to public confidence that any wrongdoing is tackled promptly and transparently in the absence of any external investigation and scrutiny.

Independent Adviser on Ministerial Interests

41. In a report published in March 2012, the Public Administration Select Committee (PASC) raised the possibility that the Independent Adviser on Ministerial Interests was in practice insufficiently independent, as he or she is appointed personally by the Prime Minister, is supported from within the Cabinet Office, and cannot instigate his or her own investigations. Investigations can only be undertaken at the request of the Prime Minister. We agreed, and argued for the independence of the role to be increased and the power to instigate investigations to be granted.
42. The Independent Adviser on Ministerial Interests has carried out one investigation since then, finding in June 2012 that the then Conservative Co-Chairman had committed a minor breach of the Ministerial Code by not declaring a business relationship. However, there has also been controversy over the Prime Minister's decisions not to refer allegations made in 2012 about a possible breach of the code by the then Secretary of State for Culture, Media and Sport in relation to the bid by News Corporation for BSkyB to the Independent Adviser, on the basis that the issue would be looked at during evidence sessions for the Leveson Inquiry. It would in our view have taken much of the politics out of the issue, to everyone's advantage, if the decision on whether to investigate separately had been taken by the Independent Adviser – even if, as he might well have done, he had taken the same view. It is too easy for a Prime Ministerial decision not to refer, to be interpreted, however unfairly, as being motivated by a desire to avoid uncomfortable revelations.
43. In July 2012 our then Chair, Sir Christopher Kelly, issued a statement arguing for the Adviser to have the power to instigate investigations. The debate is still ongoing, and we continue to monitor it with interest.

The Leveson Inquiry

44. Part 1 of the Leveson Inquiry into the culture, practice and ethics of the press was published in November 2012. The Committee submitted written evidence to the Inquiry in 2011, and welcomed the contribution it made to the debate on press regulation and public standards in the UK more

generally.

45. We were struck by certain points of similarity between Lord Justice Leveson's conclusions concerning the promotion of high standards, and our own in our most recent report, *Standards matter*. His report, for example, stressed the importance of standards regulators being both demonstrably independent and armed with robust sanctions, and of the appropriate tone and culture being set at the level of the leadership of an organisation.
46. Part 2 of the Inquiry will examine specific cases of alleged wrongdoing, but cannot commence until the current police investigations and any subsequent criminal proceedings have been completed.

MPs' pay and expenses

47. Controversy arose when it was reported in the press in October 2012 that certain MPs had been in the practice of renting out property they owned in London, sometimes to other MPs, and then renting separate London accommodation for themselves and claiming expenses for doing so. Such an arrangement is not against the current rules and a press notice issued by the Independent Parliamentary Standards Authority (IPSA) noted that 'this is an issue of their own private financial affairs over which we rightly have no authority'. In the case of a number of MPs, the problem arose mainly due to transitional arrangements from the previous system. Nonetheless, because of the way in which it was presented, this issue dealt another blow to public confidence in the financial propriety of MPs and were it to continue, with new MPs, the compliance of those involved with the spirit of the rules would be open to question even if their compliance with the letter is not. The financial propriety of MPs, therefore, continues to be an issue of public confidence.
48. The Committee also notes that IPSA has carried out a review of MPs' pay and pensions, which is out to public consultation until the autumn of 2013. When finalised, this will be effective from the next Parliament in 2015.

OUTSTANDING RISKS

49. The Committee's Fourteenth Report *Standards matter: A review of best practice in promoting good behaviour in public life* identified 12 areas that pose a particular outstanding risk to standards in public life, and are set out in the register below. More detail on developments in some of these

areas in 2012–13 can be found in the standards check above. These outstanding risks should be actively addressed before they become even more problematic and further undermine confidence in our public institutions.

Issues which the **Committee** will investigate will include:

- *lobbying* (concerns about unequal access to decision-makers and inadequate transparency)

Issues which the **Committee** is likely to investigate in the near future include:

- *how best to maintain high standards as new models of delivering public services are developed; and*
- *interchange between the public and private sectors* (suspicions of impropriety in relation to people moving between the public and private sectors).

Issues over which the **Committee** intends to keep a watching brief, and investigate if necessary include:

- *local government standards* (concerns about the impact of the regime introduced by the Localism Act 2011);
- *behaviour and conduct of the police* (concerns arising from recent incidents and reports, some of which are currently the subject of further investigation elsewhere);
- *electoral arrangements* (concerns about electoral fraud, particularly in relation to the electoral register and postal voting);
- *the role of the media in the public sector's promotion and maintenance of standards* (including its effects on public confidence, in the light of the Leveson inquiry); and

Issues which need to be addressed by the **Government** include:

- *the Prime Minister's Independent Adviser on Ministers' Interests* (the lack of a power for the Adviser to initiate his own investigations);
- clarification of the some of the aspects relating to the arrangements for *Special Advisers*; and
- *the House of Lords* (by facilitating the efforts of the House itself to address its own powers to sanction the most severe breaches of the Lords' Code of Conduct).

An issue which urgently needs to be resolved by the **political parties** is:

- *political party funding* (suspicion about the motivation behind large donations and what is received in return).

REPRESENTATIONS AND SPEECHES

50. Over the course of the year, the then Chair spoke at a number of events on standards issues:

- In July 2012 Sir Christopher Kelly gave a speech to the All-Party Parliamentary Group on the British Constitution, organised by the Constitution Society
- In September 2012 Sir Christopher gave a speech at a conference organised in London by Transparency International.
- In November 2012 Sir Christopher spoke to a group from the Public Administration International (PAI) Public Service Commission's study programme on the role of the Committee.
- In March 2013 Sir Christopher gave a speech at the inaugural conference of the Association of Chief Police Officers (ACPO) Professional Ethics Portfolio.

51. In January 2013 the Committee held a panel discussion to mark the publication of its Thirteenth Report, *Standards matter: A review of best practice in promoting good behaviour in public life*. Panellists were Sir Christopher, Dame Anne Owers (Chair of the Independent Police Complaints Commission), Gerard Elias QC (Public Services Ombudsman for Wales) and Philippa Foster Back OBE (Director of the Institute for Business Ethics). The event was open to the public.

52. Transcripts of key speeches and the panel discussion are available on our website: www.public-standards.org.uk.

UNCLASSIFIED

- Other Committee Members also spoke about the work of the Committee and standards issues, including at the Chartered Institute for Public Finance and Accountancy (CIPFA)'s Better Governance Forum in October 2012.

UNCLASSIFIED



Meeting:	Council	Date:	23rd January 2014	
Subject:	Electoral Arrangements - Gloucester City Council			
Report Of:	Chief Executive			
Wards Affected:	All			
Key Decision:	Yes	Budget/Policy Framework:	No	
Contact Officer:	Penny Williams – Democratic and Electoral Services Manager			
	Email:	penny.williams@gloucester.gov.uk	Tel:	396125
Appendices:	None			

1.0 Purpose of Report

- 1.1 The purpose of this report is to advise Council of the process the Local Government Boundary Commission for England (LGBCE) is undertaking in its review of the electoral arrangements for Gloucester City Council.
- 1.2 To consider if consultation taken should be undertaken to review the cycle of elections for Gloucester City Council.

2.0 Recommendations

2.1 Council is asked to RESOLVE that

- (1) **The Local Government Boundary Commission for England (LGBCE) timetable be noted.**

And either

- (2) **That consultation on proposals to change the cycle of elections from thirds to whole council elections be commenced; or**
- (3) **That the current electoral cycle of elections by thirds be retained.**

3.0 Background and Key Issues

LGBCE Review

- 3.1 Since the first elections to the Council in 1973, elections have been held by thirds, with elections to Gloucestershire County Council being held in the fourth year. In year 1 of each three year cycle, elections are held for 15 Councillors; in year 2, elections are held for 11 Councillors; and in year 3, elections are held for 10 Councillors. This variation is due to the fact that the Council has 1, 2 and 3 Member Wards.

- 3.2 The LGBCE has determined that a review of the electoral arrangements for Gloucester City Council should take place. The Leader of the Council and the Chief Executive met with LGBCE representatives in December 2013 to discuss the process and timetable for the review (which is detailed later in the report). Group Leaders have also been advised of the process and timetable that will be followed.
- 3.3 Briefly an electoral review is an examination of the Councils electoral arrangements. This means
- a. The total number of Members to be elected to the council;
 - b. The number and boundaries of electoral area for the purposes of the election of Councillors;
 - c. The number of Councillors for any electoral area of a local authority; and
 - d. The name of any electoral area.
- 3.4 The aim of the review will be to deliver good electoral equality across the area, ensuring that the ration of Councillors to electors is a nearly the same as possible. The LGBCE will balance the need for electoral equality with the need to reflect local community identities and interests and provide for efficient and convenient local government. In a two tier county council area the LGBCE must have regard to the desirability in aligning county electoral divisions with city ward boundaries.
- 3.5 As an authority that elects by thirds, the LGBCE will ask that warding proposals be based on a uniform pattern of three member wards as things stand, although as detailed later in the report, the Council may wish to consider changing its electoral cycle to whole council elections prior to the electoral review.
- 3.6 In advance of the formal commencement of the review, the LGBCE has a preliminary period of about six months to assist the Council, Members and officers with their preparations.
- 3.7 The Council and its stakeholders will each have the opportunity to contribute to the proposals and assist the LGBCE with its deliberations. The LGBCE will have regards to such contributions before they publish any draft recommendations and those draft recommendations will be subject to formal public consultation. Final recommendations will form the basis of an order laid in draft before Parliament, leading to whole Council elections in May 2016.

Electoral Arrangements

- 3.8 As a result of the electoral review being conducted by LGBCE, there will be whole Council elections in May 2016.
- 3.9 The LGBCE review gives an opportunity for the Council to review its electoral arrangements. Under the Local Government and Public Involvement in Health Act 2007, the Council can resolve to move from the present arrangements of elections by thirds to whole council elections. The Council may not resolve to move from elections by thirds to elections by halves.
- 3.10 The Council's decision about its electoral arrangements is relevant to the review being carried out by LGBCE. The LGBCE must, by law, take into account several

statutory criteria when taking decisions on an electoral review and they need to ensure that the electoral arrangements of a local authority reflect its electoral cycle.

- 3.11 The electoral cycle has an impact on the shape of the LGBCE's recommendations and therefore the Council's decision on the future electoral arrangements will influence the shape of the Commission's review in terms of the pattern of wards and the number of Councillors each ward has, and may also impact on the number of Councillors in total.
- 3.12 Under the legislation, the Council must not pass a resolution to change its electoral arrangements unless it has taken reasonable steps to consult such persons it thinks appropriate on the proposed change and the resolution must be passed at a meeting which is specially convened for the purpose of deciding the resolution, and by a majority of at least two thirds of the members voting on it.
- 3.13 The resolution must specify the year for the first ordinary elections of the Council at which all Councillors are to be elected and the year specified must not be a County Council elections year.
- 3.14 The Act does not state what steps are considered to be reasonable or the form of consultation required. However, it would be reasonable to take out a one page article in the Gloucester Citizen summarising the advantages and disadvantages, and encouraging responses by way of email (a special email address would be set up) and a Freepost address could be used. Information would also be available on the Council's website detailing the advantages and disadvantages together with a link to an online survey.
- 3.15 Should the Council wish to begin consultation on proposals to change to whole Council elections, the consultation period would run from 10th February until 7th March with a report to a specially convened meeting of Council on 27th March 2014.

4.0 Alternative Options Considered

- 4.1 There are no alternative options with regard to the LGBCE review and the Council must implement its recommendations.
- 4.2 Should Council choose not to consult on whole Council elections, then the LGBCE would be advised that the Council wished to continue to be elected by thirds and they would progress with their review accordingly.

5.0 Reasons for Recommendations

- 5.1 The recommendations in the report are to ensure that Members have clarity around the process the LGBCE will follow and the need to consider whole Council elections as part of the review process.

6.0 Future Work and Conclusions

- 6.1 Once the LGBCE review commences there will be a series of activities that the Council will need to undertake to enable the Commission to make their recommendations. The timetable is detailed below.

6.2 Should the Council agree to commence consultation on whole council elections, additional work would need to take place. The schedule for the consultation will follow once finalised.

7.0 Financial Implications

7.1 Resources for supporting the LGBCE review will be found from within the Democratic and Elections Team and it is envisaged that there will be a project lead, although the resource for this is still to be decided. The costs of responding to the Commission's consultations during the electoral review will be met from existing budgets.

7.2 There are financial implications relating to the pattern of elections. Should the Council continue to elect in thirds there will not be additional costs. A decision to move to all out elections would save a significant amount of money and would impact on future budget planning.

7.3 The respective costs of the two options for the period 2014 to 2020 are set out in the table below. Whole Council elections do cost slightly more than elections by thirds as they involve elections across the whole of the City, however all the stations/staff etc costs would remain the same regardless.

	Elections by thirds <i>Estimated Costs</i>	Whole Council elections. <i>Estimated Costs</i>
May 2014	£70,000 (based on split with European Elections – All 15 Wards up for election)	
May 2015	£60,000 (based on split with Parliamentary Elections – only 11 Wards up for election)	
May 2016	£60,000 (based on split with PCC Elections – only 10 Wards up for election)	£125,000
May 2017 (County Council elections)	No City Council Elections	No City Council Elections if all out
May 2018	£125,000 – All 15 Wards, no combination)	No City Council Elections if all out
May 2019	£60,000 (based on split with Parliamentary Elections – only 11 Wards up for election)	No City Council Elections if all out
May 2020	£60,000 (based on split with PCC Elections – only 10 Wards up for election)	£125,000
Total 2014 - 2020	£445,000 (<i>estimate</i>)	£250,000 (<i>estimate</i>)
Saving compared to current budget		£195,000 (<i>estimate</i>)

Note: There will be elections for 15 Councillors in May 2014. There will be whole Council elections in May 2016 to implement the outcome of the Boundary Commission's review.

8.0 Legal Implications

- 8.1 The Local Government and Public Involvement in Health Act 2007, states that a District Council that is subject to election by thirds or halves, may resolve that it be subject to whole Council elections under Section 34 of the Act. The Council may not resolve to move from elections by thirds to election by halves.
- 8.2 Section 24 of the Localism Act 2011 amends the timetable for changing English district councils' electoral schemes, enabling a Council to choose when their electoral cycle can change.

9.0 Risk & Opportunity Management Implications

- 9.1 The LGBCE is responsible for some of the risks related to the completion of the review.
- 9.2 The Council is responsible for the risks surrounding will put in place steps to ensure that its submissions are completed in a timely way, including a decision on the size of the Council, a decision on whether to change the electoral cycle and responding to the Commission's proposals.

10.0 People Impact Assessment (PIA):

- 10.1 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required.

11.0 Other Corporate Implications

- 11.1 None specific to the report

12.0 Background Documents:

- 12.1 All background papers are available electronically.

The Local Government and Public Involvement in Health Act 2007
<http://www.legislation.gov.uk/ukpga/2007/28/contents>

The provisions have been amended by Section 24 of the Localism Act 2011

<http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted>

The main change is to remove the designated period during which resolutions can be passed.

LGBCE on submissions about Council size.

<http://www.lgbce.org.uk/guidance-policy-and-publications/guidance>

This page is intentionally left blank



Meeting:	Council	Date:	23rd January 2014
Subject:	Impact of Welfare Reform in Response to the Notice of Motion on 12th September 2013		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Sarah Tilling, Financial Projects Supervisor		
	Email: sarah.tilling@gloucester.gov.uk	Tel:	396014
Appendices:	1 Housing Needs Banding Criteria		

1 Purpose of Report

- 1.1 This report updates Council on the impacts of Welfare Reform in response to Councillor Haigh's motion on 12th September 2013 (detailed in 3.2 below). In particular, the report examines the effects of the loss of the spare room subsidy.

2 Recommendations

- 2.1 **Council are asked to RESOLVE to:**
- 2.2 **Note the current position and effects of welfare reform and particularly the changes because of the spare room subsidy removal.**
- 2.3 **Note the support the City Council and its partners are providing to those affected by these changes.**

3.0 Background

- 3.1 A number of Welfare reforms have been introduced during 2013/14. On the 1st April 2013, the localisation of council tax benefit was implemented and the removal of the spare room subsidy came into effect. On 15th July 2013, the benefit cap was introduced into Gloucester.
- 3.2 On the 12th September 2013, a notice of motion was considered at Council requesting that a report on the effects of the under occupancy and welfare reform be presented to Council, to include the number of tenants in arrears and the numbers seeking to move to smaller properties. A copy of the notice of motion is detailed below:-

This Council notes that since April 1 this year housing benefit claimants deemed to have a spare bedroom have had to pay a 'bedroom tax'. Payment of this element of the rent is leading to an increase of tenants in arrears, debt including the use of unscrupulous payday lenders and calls upon the foodbank.

This Council further notes that:-

- *The majority of housing benefit claimants are in work.*
- *Rents on smaller properties in the private rented sector are often higher than rents in the social rented sector leading to an increase to the housing benefit bill.*
- *There is a shortage of suitable properties so those who want to move may not be able to.*

This Council requests that the Cabinet member for Housing investigates the impact of the first 6 months bedroom tax on housing benefit claimants and brings a report to Council detailing the number of tenants in arrears, the numbers seeking to move to smaller properties, the demand on agencies offering legal and debt advice and the impact on the work of the Council's Housing team. It should also consider what further actions could be taken by the Council to assist claimants who are struggling to pay and look at examples of what is being done by other Councils and housing providers in England to mitigate the effects of the charge.

Under-occupancy of Social Housing.

- 3.3 In order to contain the growing housing benefit expenditure central government have introduced these reforms with a view to encourage greater mobility in the social rented sector; strengthen work incentives; and make better use of available social housing. The 'size criteria' that have applied in the private rented sector are now applied to social housing. Benefit applicants deemed to be under occupying their property would either need to move, or face a reduction in their Housing Benefit.

Benefit Cap.

- 3.4 The benefit cap was introduced for out of work households. This restricts the amount of benefit a household can receive to £500 per week for a couple and lone parent households; and £350 a week for single person households. Until Universal Credit is introduced it will be administered by Councils through Housing Benefit.
- 3.5 In order to mitigate the impact of both the under occupancy changes and benefit cap the Department for Work and Pensions (DWP) has made available an additional £145,000 to Gloucester City Council to fund Discretionary Housing Payments (DHP).
- 3.6 Discretionary Housing Payments (DHP's) are payments that can be awarded if your housing benefit is less than the amount you are being charged for rent. They are not payments of housing benefits. DHP's are awarded at the discretion of the Council, where it is considered additional help with housing costs is needed.
- 3.7 Prior to the implementation of the under occupation changes Gloucester City Council wrote to all those expected to be affected by the change.
- 3.8 The Council also worked closely with partners to co-ordinate support for all claimants predicted to be affected by the benefit cap. This included working with Gloucester City Homes and the DWP to arrange personal visits.

- 3.9 The Discretionary housing payment procedure was also reviewed in conjunction with the Forest of Dean District Council, to ensure it was fit for purpose for the changes in applicants needs.
- 3.10 In December 2012 Gloucester City Homes Board approved a Welfare Benefit Reform strategy which seeks to mitigate the financial risk to both GCH and the City Council as a result of these changes. This included additional resources for income management officers, the introduction of a new financial inclusion officer position and a Law Centre presence on site at GCH.

4.0 Position

The latest rent arrears position for Gloucester City Homes

Total Arrears	£271,000
Estimated Arrears as a result of the Under Occupation Changes	£25,000
Tenants affected by the Under Occupation Changes	426
Tenants affected by the Under Occupation in Rent Credit	188
Tenants affected by the Under Occupation in Rent Arrears	238
Average Arrears Amount resulting from Under Occupation	£105
Households affected by the Benefit Cap	20
Estimated Arrears as a result of the Benefit Cap implementation	£3,000
Average Arrears Amount resulting from Benefit Cap	£150

- 4.1 This data has been obtained from Gloucester City Homes and reflects their position. The Council have also attendant Landlord Groups to understand the impact on all affected landlords

4.2 Gloucester City Housing Register Update

As at January 2014 there were 4,372 active applications with a local connection to Gloucester City seeking affordable social housing, 1895 of which have a housing need in line with the Gloucestershire Home seeker Choice Based Lettings Scheme. Gloucestershire Home Seekers banding scheme is based according to the applicants housing need (see appendix 1)

- 4.3 The following tables shows the break down of applications following the implementation of the revised policy to include changes under the Welfare Reform

Table 1

Band	Emergency	Gold	Silver	Bronze (no Hsg need)	Total
Number	120	266	1509	2477	4372

- 4.4 Gloucestershire Home Seekers have a banding scheme according to the applicants housing need.

The following table shows the number of bedrooms needed for applicants applying for social housing:-

Table 2

Number of Bedrooms Eligible for	Total
1	2067
2	1443
3	642
4	182
5	29
6	8
7	1

4.5 The following table shows the number of households in Emergency Bandings by bedroom need:-

Table 3

Emergency Banding

Bedroom Need	Emergency	Gold	Silver
1	82	88	616
2	29	105	505
3	6	28	253
4	2	24	122
5	0	16	11
6	1	4	2
7	0	1	0
Total	120	266	1509

4.6 The highest demand in the housing need bands for one bedroom properties (786) and two bedroom properties (639). There has been a gradual rise in the number of families needing 4/5/6/7 bedroom properties. However, with the number of social homes becoming available for letting, a number of households will need to consider seeking affordable homes in the private sector.

4.7 Of the 4372 households actively seeking social housing, 466 are seeking smaller accommodation.

Details of their current Landlord status are shown below;

66 Registered Provider
 115 Local Authority
 285 Private Rented Sector Landlords

The following table shows the number of Social Landlord homes let by number of bedrooms since 1st April 2013:

Table 4

Number of bedrooms	Number of Social Homes Let
1	173
2	131
3	68
4	10
Totals	382

4.8 Nationally, it has been estimated that arrears in households affected by the Under Occupation Charge increased by an average of 28%. For Gloucester City Homes tenants, the position has been reported at 12%.

4.9 Gloucester City Homes have reported that they have made tremendous strides in combating the effects of the Under Occupation Charge and Benefit Cap. This has been through the proactive work mentioned above.

5.0 Work underway to support residents

5.1 In partnership with Civica's Welfare Rights Team Gloucester City Council is supporting tenants and residents who are experiencing hardship due to the welfare changes. The Welfare Rights Team has run a series of Benefit Surgeries from four local GP surgeries to help tenants who are experiencing Under Occupancy reduction in rent and Benefit Cap restriction. To further support residents Civica are running a series of events in the City to raise awareness and increase income in the poorest households in the City.

5.2 The Council is supporting applicants in hardship through the use of the discretionary housing payments. As at January 2014 the Council had awarded £86,207 in discretionary housing payments. At the same point last year we had awarded £42,383. Awards as a result of the under occupation changes to date have been £35,466.

5.3 Although some applications for DHP have been declined, these have all been on a basis of the applicants financial ability to pay, based on the information they have provided to the council.

5.4 No applicant in financial hardship has been declined an award. However, it is an important part of the Council's holistic approach, that with the welfare rights team, we look for long term more sustainable solutions. Therefore, in addition to DHP, we are also supporting tenants with advice with; food vouchers; help with taxi fares to hospital; petrol fares reimbursed through the hospital; increase income through claiming PIP (Personal Independence Payment); school uniform grant and transport costs for children through the County Council. The Council is also proactive in helping residents of Gloucester by providing, through home visits, support with, and one to one reviews of eligibility, benefit checks and help with completion of forms and sign posting residents to other agencies for support.

5.5 An element of the DHP funding is allocated to the Homelessness team to enable them to award payments for rent in advance and removal costs to enable them to assist with homeless prevention.

- 5.6 We ensure that we compliment the work of our partners through having robust referral systems, so that our clients can gain additional services from other agencies when necessary.
- 5.7 To further ensure the council is fully supporting our residents we have set up a partnership with advice agencies. This is known as the Gloucester Advice Partnership and is chaired by the Cabinet Member for Performance and Resources.
- 5.8 This group includes representatives from CAB, GL Communities, The Law Centre and GARAS. Meetings are held quarterly to gain regular updates of any issues arising from the reforms. The meetings have been very constructive and have established some changes of practice as a result, for example, additional and more obvious sign-posting on Council documents to the advice agencies.
- 5.9 We have worked closely with other local authorities and landlords and have attended joint events to ensure the council is fully engaged. We also attend a Local Welfare Reform Forum with partners, DWP, Gloucestershire County Council and all the Gloucester District Councils. This is now looking ahead to the potential impact of Universal Credit and how this will work locally.

6.0 Conclusion

- 6.1 This report has identified where possible the known impact of welfare reform changes on residents of Gloucester. The Council will continue to work proactively with all its partners to support those in need during this period of reform.
- 6.2 Further welfare reform changes will be considered carefully and the ongoing impact also monitored.

	Property Size etc.	Property conditions (this only applies to the district where the Notice is made)	Homelessness (this only applies to the district where any duty is owed)	Medical/welfare needs	General
EMERGENCY BAND	Giving up family sized social rented housing in the County to move to smaller non-family accommodation	Where a property has been assessed by Environmental Services as causing an imminent risk of serious harm due to disrepair, major defects, inadequate facilities. e.g. Emergency Prohibition Notice served (Time limit 1 month)		Assessed as immediate need of rehousing on medical grounds OR Exceptional circumstances where there is a proven threat to life or limb OR Exceptional circumstances where the current property has a critical detrimental effect on their welfare (Time limit 1 month)	
GOLD BAND	Giving up family sized social rented housing in the County to move to smaller family sized accommodation based on local housing demand OR Major overcrowding – lacking 2 or more bedrooms OR Where a Prohibition Notice (or Suspended Prohibition Notice) has been served by Environmental Services due to overcrowding (Does not apply if already awarded gold for Homelessness)	Where a Prohibition Notice (or Suspended Prohibition Notice) has been served on a property by Environmental Services due to disrepair, major defects or inadequate facilities and the landlord is unable/unwilling to comply	Full Statutory Homelessness Duty accepted (Time limit 1 month)	Assessed urgent medical/welfare need or long-term disability that would be alleviated by a move to more suitable accommodation	Move-on from Supported Accommodation where a planned move is agreed by the relevant local housing authority OR As a result of a multi-agency decision agreed by the relevant local housing authority OR Left in occupation of social rented housing such as Succession where the household is required to move (Time limit 1 month)
SILVER BAND	Overcrowding – lacking one bedroom (Does not apply if already awarded silver for Homelessness)		Homeless or threatened with homelessness.	Assessed significant medical or welfare need or long-term disability that would be alleviated by a move to more suitable accommodation.	
BRONZE BAND	All other Applicants				

This page is intentionally left blank