



**Gloucester
City Council**

Cabinet

**Meeting: Wednesday, 10th December 2014 at 6.00 pm in Civic Suite,
North Warehouse, The Docks, Gloucester, GL1 2EP**

Membership:	Cllrs. James (Leader of the Council and Cabinet Member for Regeneration and Culture) (Chair), Dallimore (Deputy Leader and Cabinet Member for Communities and Neighbourhoods), Norman (Cabinet Member for Performance and Resources), Organ (Cabinet Member for Housing, Health and Leisure) and Porter (Cabinet Member for Environment)
Contact:	Tanya Davies Democratic Services Officer 01452 396125 tanya.davies@gloucester.gov.uk

AGENDA

1.	APOLOGIES To receive any apologies for absence.
2.	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.
3.	MINUTES (Pages 5 - 10) To approve as a correct record the minutes of the meeting held on 12 November 2014.
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: <ul style="list-style-type: none"> • 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) To receive any petitions or deputations provided that no such petition is in relation to: <ul style="list-style-type: none"> • Matters relating to individual Council Officers, or • Matters relating to current or pending legal proceedings

6.	<p>DRAFT MONEY PLAN 2015-20 AND BUDGET PROPOSALS FOR CONSULTATION 2015/16 (Pages 11 - 44)</p> <p>To receive the report of the Cabinet Member for Performance and Resources which sets out the Council's Draft Money Plan proposals from 2015/16 to 2019/20 and revisions to the current year's revenue budget.</p>
7.	<p>ALLOTMENT STRATEGY (Pages 45 - 68)</p> <p>To receive the report of the Cabinet Member for Environment which sets out an Allotment Strategy detailing how the City Council intends to manage its allotment holding over coming years.</p>
8.	<p>CITY CENTRE TRADE WASTE COLLECTION POLICY (Pages 69 - 78)</p> <p>To receive the report of the Cabinet Member for Environment which seeks approval for the City Centre Trade Waste Collection Policy following the close of the consultation phase for the Draft Policy.</p>
9.	<p>GROWING GLOUCESTER'S VISITOR ECONOMY (Pages 79 - 114)</p> <p>To receive the report of the Cabinet Member for Regeneration and Culture which sets out a five year strategy for the Growing Gloucester Visitor Economy.</p>
10.	<p>LOCAL DEVELOPMENT FRAMEWORK UPDATE (Pages 115 - 152)</p> <p>To receive the report of the Cabinet Member for Regeneration and Culture which sets out the range of documents the Council is obliged to keep and maintain consistent with its obligations as the local planning authority and which seeks approval to use the Joint Core Strategy Submission Plan (the JCS) as a material consideration in future planning decisions.</p>
11.	<p>HISTORIC ENVIRONMENT RECORD (HER) PROJECT (Pages 153 - 158)</p> <p>To receive the report of the Cabinet Member for Regeneration and Culture which sets out and seeks approval to pursue a proposed project to combine the City Council's Historic Environment Record (HER) with the Countywide HER run by the County Council's Archaeology Service and for the HER to be jointly operated in future under a service level agreement.</p>
12.	<p>COMPULSORY PURCHASE ORDER IN RESPECT OF 134 RESERVOIR ROAD, GLOUCESTER</p> <p>PLEASE NOTE: Following publication of the agenda this item has now been withdrawn.</p>

M Shields

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Martin Shields
Corporate Director of Services and Neighbourhoods
Date of Publication: Tuesday, 2 December 2014

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.

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For further details and enquiries about this meeting please contact Tanya Davies, 01452 396125, tanya.davies@gloucester.gov.uk.

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

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- 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.



CABINET

MEETING : Wednesday, 12th November 2014

PRESENT : Cllrs. James (Chair), Norman, Organ and Porter

Others in Attendance

Jon Topping, Head of Finance

Sue Mullins, Head of Legal and Policy Development

Philip Ardley, Consultant, Asset Management

APOLOGIES : Cllrs. Dallimore

41. DECLARATIONS OF INTEREST

There were no declarations of interest.

42. MINUTES

The minutes of the meeting held on 15 October 2014 were confirmed as a correct record and signed by the Chair.

43. PUBLIC QUESTION TIME (15 MINUTES)

There were no public questions.

44. PETITIONS AND DEPUTATIONS (15 MINUTES)

There were no petitions or deputations.

45. FLOOD ASSETS REPORT

Cabinet considered a report which informed them of the flood alleviation works that had been completed across the City in 2013/14 and those that were currently in progress. The document also outlined future planned works.

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Cabinet endorsed the report and commented on the innovative work which had taken place and the progress which had been made. Cabinet placed on record its thanks to the Officers involved.

RESOLVED

- (1) That the contents of the report be noted.
- (2) That the importance of flood alleviation works within the City to minimise the risk and impact of flooding events be recognised.
- (3) That the partnership work that is being undertaken to reduce flood risk in the City be acknowledged and supported.
- (4) That officers continue to investigate additional sources of funding to maximise opportunities to reduce flood risk for residents and businesses across the City.
- (5) That opportunities to provide information, education, and signposting and to undertake consultation be pursued to help reduce the impact of the reduction in funding available for schemes.

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

Cabinet considered a report which sought their approval for a review and update of the Council's procedural guidance on RIPA.

Cabinet was informed that the changes would also be considered by the Council's Audit and Governance Committee, prior to the matter being examined at a meeting of Full Council on 20 November 2014.

Cabinet endorsed the report.

RESOLVED – That the changes to the Procedural Guide at Appendix 1 to the report be approved.

47. FINANCIAL MONITORING QUARTER 2 REPORT

Cabinet considered a report which set out financial monitoring details including budget variances, year end forecasts, and progress made against agreed savings targets for the second quarter ended 30th September 2014. The report also highlighted some key performance indicators.

The Cabinet Member for Performance and Resources remarked that the report had been considered by the Overview and Scrutiny Committee on 10 November 2014 when Members had noted the recommendations and requested a further breakdown of the figures outlined in paragraph 6.1.

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Cabinet acknowledged the satisfactory progress made despite the challenges faced by the organisation. It was recognised that whilst some savings were taking longer to accrue than had been anticipated that the General Fund balance would continue to be added to.

The Leader of the Council and Cabinet Member for Regeneration and Culture placed on record his thanks to the Officers.

RESOLVED – That the report be noted.

48. CITY CENTRE INVESTMENT FUND ALLOCATIONS AND UPDATE

Cabinet considered a report which updated them on projects within the City Centre Investment Fund delivery programme.

The Leader of the Council and Cabinet Member for Regeneration and Culture summarised the key headlines in the report. He commended Gloucestershire Highways for their assistance and remarked that the Gloucester Historic Buildings Company had indicated support for proposed works to 26 Westgate Street.

Cabinet was pleased to note the various schemes which benefited from the Investment Fund which would help to make the City more vibrant and attractive to entrepreneurs and tourists. Cabinet further noted that the outcome of a Round 1 Heritage Lottery Fund bid in respect of the City Museum was expected during November.

RESOLVED

- (1) That the public toilet allocation of £100,000 be used to provide a new facility at the relocated Tourist Information Centre, subject to the outcome of detailed feasibility studies.**
- (2) That a further £5,000 be allocated to cover the cost of the Urban Designer to develop the Lighting Schemes up to 30th September 2015.**
- (3) That the updates be noted in respect of the specific funding proposals.**
- (4) That the prioritisation of Longsmith Street Car Park and the Eastgate Street frontage of the Kings Walk Car Park for the treatment of their facades be confirmed.**

49. THE FUTURE OF THE EASTGATE INDOOR MARKET

Cabinet considered a report which updated them on options for the regeneration of the Indoor Market Hall at the Eastgate Shopping Centre and which sought approval to progress negotiations with the head leaseholder, Rockspring Investors.

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The Leader of the Council and Cabinet Member for Regeneration and Culture summarised the current position and advised on the outcome of discussions by the indoor market working group and the results of consultation with market traders. The Leader of the Council and Cabinet Member for Regeneration and Culture stressed that no decisions were being taken at this point in time and that the Council had time to consider options pending the sale of the Rockspring Investors lease for the Eastgate Centre. He added that NABMA, an organisation which promoted the interests of market traders, would also be consulted.

Cabinet acknowledged the importance of the market whilst recognising that it could not go on forever in its existing location. Cabinet endorsed the recommendations in the report.

RESOLVED

- (1) That the City Council continue negotiations with their headlease holder, Rockspring Investors, to create a new indoor market either on the first floor or split between the ground and first floors of the Eastgate Shopping Centre subject to:**
 - a) acceptable arrangements for layout and rental levels being agreed with a focus on attracting new food and other retailers and subject to all existing market traders being offered an opportunity for a new stall if they so wish.**
 - b) final agreement as to costs with Rockspring Investors and a proper return being achieved for the City Council's leasehold investment.**
 - c) acceptable lease terms being agreed to ensure longevity and flexibility for both the new first floor and the existing ground floor premises.**
 - d) satisfactory Consultant's report to demonstrate best value.**

- (2) That only essential repairs are undertaken to the existing market hall for the very short term with a view to closing the building once the new market is fully operational. Negotiations with Rockspring to take place to minimise any essential repairs following service of their dilapidations notice. The cost of these essential repairs could form part of the service charge recovery in accordance with normal practice until the market moves to the new location.**

- (3) That officers negotiate with Rockspring Investors regarding the future of the existing market hall site and how this asset may be used for the benefit of the Council, the Eastgate Shopping Centre and the city centre generally, and report back to Cabinet in due course.**

50. RUGBY WORLD CUP BANNERS - EXEMPTION FROM CONTRACT STANDING ORDERS

Cabinet considered a report which sought approval for an exemption to the application of Contract Standing Orders to the procurement of a contractor to sell

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advertising space for the streetlight and bridge banners erected in connection with the Rugby World Cup. Cabinet endorsed the recommendation in the report.

RESOLVED – that an exemption to the application of Contract Standing Orders to the procurement of a contractor to sell advertising space for the streetlight and bridge banners erected in connection with the Rugby World Cup be granted for the reasons set out in the report.

51. 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 is likely, in view of the nature of business to be transacted or the nature of the proceedings, that if members of the press and public are present during consideration of this item there will be disclosure to them of exempt information as defined in Schedule 12A of the Local Government Act 1972 as amended.

Agenda Item No.	Description of Exempt Information
12	Paragraph 1: information relating to any individual. Paragraph 3: information relating to the financial or business affairs of any particular person (including the Authority holding that information

52. UPDATE ON GOVERNANCE ARRANGEMENTS FOR GLOUCESTERSHIRE AIRPORT LIMITED

RESOLVED – That the recommendations as set out in paragraph 2.1 of the exempt report be approved.

**Time of commencement: 18:00 hours
Time of conclusion: 18:50 hours**

Chair

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Meeting:	Overview & Scrutiny	1st December 2014
	Cabinet	10th December 2014
Subject:	Draft Money Plan 2015-20 & Budget Proposals for consultation 2015/16	
Report Of:	Cabinet Member for Performance and Resources	
Wards Affected:	All	
Key Decision:	No	Budget/Policy Framework: No
Contact Officer:	Jon Topping, Head of Finance	
	Jon.topping@gloucester.gov.uk	Tel: 01452 396242
Appendices:	<ol style="list-style-type: none"> 1. Money Plan 2015 - 20 2. Budget Pressures & Savings 3. Savings Programme 4. 2015/16 – 2017/18 Capital Programme 5. Service Budget Summary Pages 6. Budget Consultation 	

1.0 PURPOSE OF REPORT

1.1 To review the Council's Draft Money Plan.

2.0 RECOMMENDATIONS

Cabinet is asked to RESOLVE:

2.1 That the assumptions contained in the Council's Draft Money Plan from 2015/16 to 2019/20 and revisions to the current year's revenue budget be approved.

2.2 That the uncertainties regarding future incomes, as shown in this report and Appendix 1, and the need to update the Draft Money Plan when there is more certainty regarding Central Government financing be noted.

3.0 Introduction

3.1 The Money Plan sets out the Council's strategic approach to the management of its finances and presents indicative budgets and Council Tax levels for the medium term. It covers the General Fund Revenue Budget, the Capital Programme, and Earmarked Reserves. It also comments on the significant financial risks facing the Council in the forthcoming years and explains what the Council is doing to reduce those risks.

3.2 The main objectives of the Money Plan are to:

- explain the financial context within which the Council is set to work over the medium term;
- provide a medium term forecast of resources and expenditure;
- identify the financial resources needed to deliver the Council's priority outcomes;
- achieve a stable and sustainable budget capable of withstanding financial pressures;

- achieve a balanced base budget, minimising the use of balances to meet recurring baseline spending, with the general fund balance being maintained at a minimum of £1.6m by the end of the plan period;
- where possible, additional investment and spending decisions will be made to reflect Council priorities and strategic commitments, with disinvestment and budget savings being made in non-priority areas; and
- ensure capital financing is established at a level that maintains ongoing robustness in the capital programme

4.0 The Local Government Finance Environment

4.1 The Council's Money plan provides the framework within which revenue spending decisions can be made over the medium term. It is reviewed and updated on an annual basis to take into account any alterations that may be required as a result of changed circumstances. The Draft Money Plan covers a five year period up to 2019/20.

4.2 Local Government is facing the toughest financial outlook for many decades. The Local Government Finance Settlement has seen unprecedented reductions in formula grant.

Local Government Finance Settlement 2015/16

4.3 Indicative figures for the 2015-16 settlement were announced alongside the 2014/15 settlement. The 2015/16 settlement represents a deeper reduction in funding in comparison to 2014/15. The reduction in settlement funding in 2015/16 is 13.2% in comparison with 9.4% in 2014/15.

4.4 Council Tax Freeze Grant is expected to be set at 1% and is expected to be included in funding baselines. Any proposed increase in Council Tax is likely to be limited to 2% in 2015/16, although the Draft Money Plan assumes no proposed increase and receipt of Council Tax Freeze Grant.

4.5 The Local Government Finance Settlement 2014-15 was announced on the 18th December 2013. This also detailed an illustrative settlement 2015-16. The announcement providing the provisional 2015/16 is expected in early December 2014.

4.6 Consultation on the 2015/16 settlement was issued in July 2014, and few substantive issues were proposed. Highlights from the consultation were as follows;

- Compensation for the 2% cap on the small business rates multiplier.
- Council Tax freeze grant for 2014-15 to be rolled in and combined with the 2013-14 grant in a single element (in line with previous commitments to authorities which freeze Council tax)
- Efficiency Support Grant for 2014-15 (£9.6m) to be rolled in subject to satisfactory performance, as announced at the 2014-15 settlement (only affects a handful of districts and not Gloucester)
- Adding the £2m rural service top-up from 14/15 and rolling into the settlement and combining with existing rural funding element

4.7 The Autumn Statement has been scheduled for the 3rd December 2014, and will highlight any potential changes to the 2015/16 settlement. There are however no major changes to the provisional settlement expected. Potential changes are a further cap on Business Rates multiplier and other potential small business reliefs.

- 4.8 The next major uncertainty for local government finance is the general election in May 2015. Post the Election, changes are inevitable regardless of the election outcome. However, a change in government could lead to a significant change in funding policy decisions.
- 4.9 In terms of projecting Local Government funding moving forward projections highlight a possible reduction to overall funding between 2014/15 and 2018/19 at 27% of the 2014/15 base. This projection also highlights the move in emphasis of external funding with the relative size of Revenue Support Grant (RSG) as a share of external funding reducing by half while the relative size of business rates as a share of external funding increases by more than one third.

5. Business Rates Retention

Business Rates and the Gloucestershire Business Rates Pool

- 5.1 The new localised regime on Business Rates took effect in April 2013. Gloucester City is part of a Gloucestershire Business Rates Pool, set up as a mechanism to retain more Business Rates growth funding within the Gloucestershire area and to support economic growth within the area of the Local Enterprise Partnership.
- 5.2 In the first year of this new regime, all members of the pool benefitted financially from being in the pool. A net £771k growth levy was retained locally in Gloucestershire. The first £300,000 was set aside in an appeals/losses reserve. 20% of the remaining surplus, (£94,352), has been set aside in a Strategic Economic Development Fund with the remaining 80% distributed amongst the pool members in accordance with the governance arrangements, of which Gloucester City was able to retain £72k.
- 5.3 Further work on the Business Rates regime has been carried out and the latest forecast indicates that Gloucester could build in a recurring income source from Gloucester City Business Rates growth, estimated at £162k in 2015/16. Cabinet's strategy is to continue as a pool member and to include this growth in Business Rates income as a funding source in the Money Plan from 2015/16 onwards, as part of its priority to safeguard the delivery of Council services. Any additional growth arising as a result of pool membership is not guaranteed and is therefore not included in the base budget. Any growth realised will be allocated to a reserve at the end of the financial year.

6. General Fund Revenue Budget - Principles and Key Assumptions

- 6.1 The principles underpinning the proposed revenue strategy are:
- i. Annually, a balanced revenue budget will be set with expenditure limited to the amount of available resources;
 - ii. No long term use of balances to meet recurring baseline expenditure;
 - iii. Resources will be targeted to deliver Corporate Plan priorities and value for money. Any additional investment and spending decisions will be made to reflect Council priorities and strategic commitments, with disinvestment and budget savings being made in non-priority areas;
 - iv. Maintaining the General Fund balance at a minimum level of at least 10% of our Net Budget Requirement or £1.6m (whichever is the higher).
 - v. Council Tax increases are kept to a minimum.
 - vi. Year on year savings targets to be met by ongoing efficiency gains and service transformation.
- 6.2 **Table 1** below, lists the major **assumptions** that have been made over the five years of the strategy:

Table 1	2015/16	2016/17	2017/18	2018/19	2019/20
Council Tax base growth	0.75%	0.75%	0.75%	0.75%	0.75%
Council Tax inflation	0%	1.99%	1.99%	1.99%	1.99%
Formula Grant (net)	-10%	-5%	-5%	-5%	-5%
Interest Rates (Earned)	0.5%	1.0%	1.50%	2.00%	2.00%
Inflation – Pay	1%	2%	2%	2%	2%
Inflation – contracts	2.5%	2.5%	2.5%	2.5%	2.5%
Inflation – other income	2.5%	2.5%	2.5%	2.5%	2.5%

7. Revenue Budget Increases

Pay and Prices Increases

- 7.1 A 1% pay award allowance has been included for 2015/16. The current proposal being consulted on through the National Joint Council is for a 2 year settlement for both 2014/15 and 2015/16. The net effect of this proposal is in line with the assumed 1% increase for each of the two financial years. Thereafter a provision for a 2% award is included each year.
- 7.2 In addition to the increases to reflect employee pay awards, provision has also been made to meet ongoing additional payments to the pension fund required from the employer to recover the deficit.
- 7.3 The pension fund is subject to a triennial actuarial valuation, the most recent of which has been undertaken by Hymans Robertson LLP during 2013, on behalf of Gloucestershire County Council, the pension fund administrator. A 2.5% increase has been included for 2015/16 with the same provision in each subsequent year.
- 7.4 Prices inflation has been included on selected non-pay items, namely contractual obligations. All other inflationary increases are expected to be absorbed within base budget which represents a real time reduction through efficiency gains.
- 7.5 Prices inflation is included on selected fees and charges at 2.5% p.a. The exceptions are car park income, which is frozen at existing levels for 2015/16 and assumed at 2.5% p.a. growth thereafter.

Cost Pressures

- 7.6 Cost pressures are included in **Appendix 2** and are summarised in **table 2** below:

Table 2	2015/16 £000
Cost Pressures	1,250

- 7.7 Significant cost pressures that have been highlighted through budget monitoring are highlighted at Appendix 2. Some key pressures are highlighted below;

- Historic income budgets levels Guildhall/Garden Waste/Partner recharges.
- General Fund implications of stock transfer
- Utility budgets
- IT operational budgets

7.8 For 2015/16 an estimate has been included for a reduction in recharge to Gloucester City Homes, as a result of the stock transfer that is to be completed before the 31st March 2015.

8. Efficiency Savings

8.1 The Draft Money Plan forecasts indicate the need for a continued delivery of savings in each year of the Plan.

8.2 In February 2014, Council approved the implementation of the target savings for the Money Plan 2014-19. In addition to savings in previous years further savings of £1.54m in 2015/16 were included. This target figure has reduced to £1.37m due to early implementation of the senior management restructure and expected non delivery of increased garden waste income.

8.3 With the inclusion of the finance settlement figures for 2015/16 and the assumption of further formula grant reductions of 5% p.a. for the two years after that, further savings will be required. The financial gap is £1.382m in 2015/16 which rises to £3.421m by 2019/20.

8.4 As a result of the Council's decision to front load savings in 2014/15 and 2015/16, although still challenging, the forecast required savings in 2016/17 and subsequent years are at a significantly reduced level.

8.5 The savings details are summarised on a cumulative basis in **table 3** below:

Table 3	2015/16 £000	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
Savings required in year	1,382	205	540	551	743
Cumulative efficiency savings	1,382	1,588	2,127	2,678	3,421
Targeted Savings	1,370	500	500	500	0

8.6 Specific actions to achieve the targeted savings will need to be approved as part of the Council's annual budget setting process in each financial year. **Appendix 3** highlights targeted savings, as presented to Council in February 2014. Changes since this date are the removal of the saving for Garden Waste and the Senior Management saving achieved in 2014/15.

8.7 The efficiencies and budget savings target for 2014/15 was £1.38m. Whilst there has been some slippage in implementation of the savings during 2014/15, compensated by additional savings elsewhere, the full-year impact of the changes will be fully achieved in 2015/16

9. Overall Costs

9.1 With the targeted savings included from Table 3, the total costs of the Council, (the "Net Budget Requirement"), falls over the five year period of the Draft Money Plan. The total costs fall from £17,026m in 2015/16 to £16,265m in 2019/20. Any further spending pressures identified in addition to those detailed in **Appendix 2**, over the five year period of the Draft Money Plan, will need to be funded by additional savings.

9.2 Summary budget pages for each service are detailed in **Appendix 5**.

10. Revenue Funding

Formula Grant / Localised Business Rates / Revenue Support Grant

- 10.1 Our current grant from Government for 2014/15 comprises two formula driven components - Revenue Support Grant (RSG) and a retained Business Rates target. For 2014/15 our RSG element is £3.799m and our Business Rates element is £3.299m, providing £7.098 in total.
- 10.2 The provisional settlement for 2015/16 is expected to have RSG at £2.643m and business rates at £3.390m providing a total of £6.033m.

New Homes Bonus

- 10.3 New Homes Bonus is a grant that commenced in the 2011/12 financial year and is effectively a reward for increasing the number of properties within an area. Whereas previously an increase in the Council Tax base is essentially offset by a reduction in formula grant, central government intends to match-fund the additional Council Tax for each new home for a period of six years.
- 10.4 New Homes Bonus is a significant source of funding for Gloucester City Council. The Council will receive New Homes Bonus in 2014/15 of £2.531m. The current allocation for 2015/16 is not known. However, using the model on the Government's website the amount for 2015/16 is expected to be £3.101m. This allocation is expected to be confirmed before the end of January 2015.

Council Tax & Council Tax Freeze Grant

- 10.5 The Council has frozen Council Tax since 2011/12 and the Government has provided a Council Tax Freeze Grant at various percentage levels
- 10.6 In 2012/13 freeze grant was again provided at 2.5%, but this was for one year only. As part of the 2013/14 settlement freeze grant was provided at 1% for two years - 2013/14 and 2014/15.
- 10.7 The Government has announced a further freeze grant at 1% for the years 2014/15 and 2015/16. However it should be noted that if the Council elected to increase Council Tax by 1.99% in 2015/16 and not accept the freeze grant this would generate additional income of approximately £350k over the life of the plan.
- 10.8 The Government has reaffirmed that if the level of Council Tax rise is 2% or above a referendum would be required. The Money Plan assumes no increase in Council Tax in 2014/15 with a 1.99% increase in subsequent years of the plan.

11. General Fund Balance

- 11.1 The estimated level of the general fund balance in each financial year is shown in **Appendix 1**.
- 11.2 It should also be noted, that although £1.6m is considered an appropriate level of general fund balances to retain each year, the position should be reviewed if the Council delivers a budget surplus at year end. The level of savings required over the next few years, is likely to be so significant, that an opportunity to phase the transition by increasing and then utilising general fund balances, should be considered.
- 11.3 In the financial year 2015/16 it is proposed to draw £12k from the general fund to provide a balanced budget. The targeted savings in 16/17 are expected to contribute to the general fund balance increasing before being drawn on in 2017/2018, 2018/2019 & 2019/2020.

12. Capital Programme and Capital Financing

- 12.1 The key financial details on capital expenditure and financing in the revised money plan for the 3 years from 2015/16, are shown in detail at **Appendix 4**, and summarised below:
1. Capital programme expenditure of £16.468m. Some key projects are, The Kings Quarter Development, City Centre Investment, ICT Projects and externally financed housing projects.
 2. Capital financing comprises grants, Section 106 receipts, Capital receipts and borrowing.
- 12.2 The majority of capital financing will be funded through external borrowing. The future financial commitments will be approved based on specific income generating, or revenue saving business cases to fund the cost of the borrowing. The main exceptions to this policy will be essential works on the Council's buildings, which will result in a reduced maintenance liability or potential increase in asset value.
- 12.3 Wherever possible and desirable, additional one-off capital investments on a business case basis will be made, providing corporate objectives are delivered, and financing is available and affordable within existing budgets, or preferably with the provision of a "spend to save" revenue saving on existing budgets.
- 12.4 The strategy on borrowing is to ensure that any borrowing is only undertaken on a business case basis, and is affordable and paid off over the life of the asset.
- 12.5 **Appendix 4** shows the proposed capital budgets for 3 years from 2015/16 incorporating any carried forward capital budgets and new, approved schemes.

13. Budget Consultation

- 13.1 The Council's budget consultation for 2015/16 has utilised an on-line interactive budget survey developed with Govmetric, a link to which has been available on the Council's website. Leaflets were also available from the reception at the City Council offices at the Docks, GL1, Oxstalls Sports Park, the Guildhall, and at the City and Folk museums.
- 13.2 Any callers to the Council by telephone during the consultation period were also given the opportunity to take part in the survey by customer services staff.
- 13.3 Throughout this process, views of the public and other partners/stakeholders have been sought on the Council's financial plans including levels of spending, potential efficiencies and budget savings, as well as opinions on the level of Council tax increases and other fees and charges.
- 13.4 In addition to the financial appendices, this report also includes the results of the consultation summarised at **Appendix 6**

14. Earmarked Reserves

- 14.1 The Council has limited earmarked reserves with the balance at 31 March 2014 being £112k consisting of;

• Insurance reserve	£10k
• Historic buildings reserve	£63k
• Portfolio Reserves	£10k
• Shopmobility Reserves	£29k

15 Alternative Options Considered

- 15.1 The Council must set a budget in time to start collecting Council tax by 1st April 2015. Alternative proposals put forward for budget savings will be considered as part of this process.

16 Conclusions

- 16.1 This report has outlined the proposed approach to further build on the Council's budget consultation arrangements to inform the 2015/16 budget setting process.

17 Legal Implications

- 17.1 Legislation places a duty on the Council, as the Billing Authority, to calculate before 11 March 2015 its budget requirement for 2015/16. The Council also has a statutory requirement to set a balanced budget.

18 Risk & Opportunity Management Implications

- 18.1 Covered in the report. The budget is prepared based on the information available at the time of writing. The budget pressures facing the Council have, as far as possible, been built into the budget.
- 18.2 The risks are set out more fully in the report but in summary centre around the continuing economic situation and the possible impact this is likely to have on the public sector, changes to Government funding in future years and the level of the Council's spend from 2015/16 onwards.
- 18.3 In addition to the risks identified in the report, a list of additional identified risks for both the Draft Money Plan and the Budget for 2015/16, along with the mitigations is also shown below:

Risk Identified	Inherent Risk Evaluation		Proposed measures	Residual Risk Evaluation	
	Risk Score			Risk Score	
<ul style="list-style-type: none"> ▪ Employee related costs will be more than assumed ▪ Other costs will be more than assumed 	Risk Score	6	<ul style="list-style-type: none"> ▪ Figures based on known commitments and estimated future costs. Any further pressures will need to be matched by additional identified savings. 	Risk Score	4
		8			
<ul style="list-style-type: none"> ▪ Pension fund contributions will be higher than expected. 	Risk Score	6	<ul style="list-style-type: none"> ▪ The financial plan will continue to be reviewed and updated annually for a three year period, based on known changes and informed by the most recent actuarial triennial valuation. 	Risk Score	4
<ul style="list-style-type: none"> ▪ Planned budget reductions will not be achieved 	Risk Score	8	<ul style="list-style-type: none"> ▪ Close monitoring of budgets will be carried out in each financial year. ▪ Continuous monitoring of service pressures and ongoing focus on preventative support. 	Risk Score	6

<ul style="list-style-type: none"> ▪ Impact of Legislative changes (eg Welfare reform) on Councils ongoing costs 		6	<ul style="list-style-type: none"> ▪ Previously agreed changes to Council, tax exemptions and discounts, to help fund the shortfall in financing for local support of Council tax. 		4
<ul style="list-style-type: none"> ▪ Income from fees, charges and other sources will not be as high as planned 	Risk Score	12	<ul style="list-style-type: none"> ▪ Close monitoring of income budgets will be carried out in each financial year. 	Risk Score	8
<ul style="list-style-type: none"> ▪ Timing of Capital Receipts will be later than anticipated or lower than estimated ▪ Timing of Capital payments may be earlier than estimated 	Risk Score	8	<ul style="list-style-type: none"> ▪ Close monitoring of the timing and payments of capital expenditure/income will be carried out in each financial year. Alternative savings will be identified, or contingency arrangements agreed 	Risk Score	4

19 People Impact Assessment (PIA):

- 19.1 People Impact Assessments will be carried out for each line of the budget savings to be proposed to Council in February, to ensure that all relevant considerations are taken into account.

20 Other Corporate Implications

1. Community Safety
None
2. Environmental
None
3. Staffing
The budget reductions and efficiency savings will result in a net reduction in staff, which could include possible redundancies.
4. Trade Union
Ongoing discussions with the Trade Union on both the money plan and budget represent a key element of the overall consultation process.

Background Documents:

Money Plan 2014-19, February 2014

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MONEY PLAN 2015-20

Appendix 1

	1	2	3	4	5
	2015/16	2016/17	2017/18	2018/19	2019/20
	£	£	£	£	£
1. BASE BUDGET b/fwd	15,189	15,656	15,701	15,794	15,729
Pay and Price Increases					
Employees pay awards	79	164	167	170	174
Employers Increased Pension Costs	255	255	255	255	255
Price Increases	341	200	200	200	200
Income Inflation	(88)	(86)	(88)	(91)	(93)
Revised Base Budget	15,776	16,189	16,234	16,329	16,265
Cost Pressures/Savings					
Ongoing base pressures	1,260	90	80	(100)	
Ongoing base savings	(10)	(78)	(20)	0	
	1,250	12	60	(100)	0
2. NET BUDGET REQUIREMENT	17,026	16,201	16,294	16,229	16,265
Sources of Finance					
Revenue Support Grant	2,643	2,379	2,260	2,147	2,039
Business Rates Retention	3,552	3,664	3,770	3,879	3,879
Revised New Homes Bonus	3,101	3,476	3,069	2,812	2,575
Council Tax	6,348	6,477	6,656	6,840	7,029
3. TOTAL SOURCES OF FINANCE	15,644	15,996	15,755	15,678	15,523
Budget Shortfall	(1,382)	(205)	(540)	(551)	(743)
4. PROPOSED BUDGET SAVINGS	1,370				
Revised Budget Shortfall	(12)	(205)	(540)	(551)	(743)
5. FUTURE CHANGES					
Efficiency/Transformation		500	500	500	
Revised Budget (Shortfall)/Surplus	(12)	295	(40)	(51)	(743)
REVISED NET BUDGET REQUIREMENT c/fwd	15,656	15,701	15,794	15,729	16,265
6. GENERAL FUND BALANCE					
Opening Balance	2,457	2,445	2,739	2,700	2,748
Contribution to/(from) General Fund	(12)	295	(40)	(51)	(743)
Closing Balance	2,445	2,739	2,800	2,648	1,906
Cumulative Savings Required	(1,382)	(1,588)	(2,127)	(2,678)	(3,421)

Description

2015/16 2016/17 2017/18 2018/19 2019/20

Ongoing base budget increases

IT Software	80				
Income Pressures - Garden Waste	50				
Income Pressures - Guildhall	200				
National Insurance Contributions		100			
Managing Director	67				
Amortisation of Financial Instruments Reduction Account				(100)	
HB AdminSupport Grant - Single Fraud Investigation Unit	24				
Various smaller cost pressures	174				
Utility Costs	50				
Reduced External Income - Internal Audit	23				
Recharge to GCH (subject to stock transfer)	400				
Insurance Provision	62				
Neighbourhood Planning non recurring	50	(90)			
Minimum Revenue Provision	80	80	80		
Total ongoing Cost Pressures	1,260	90	80	(100)	0

Budget Savings

CCTV Camera Savings		(10)	(20)		
Elections		(30)			
Postage Savings	(10)				
Total Ongoing savings	(10)	(40)	(20)	0	0

Total

1,250	50	60	(100)	0
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Portfolio	Service	Details: aim of the project	2015/16 £000	Comments
Cabinet Member for the Environment	Neighbourhood Services	Amey contract review, ongoing project from 2013/14 with requirement to identify further savings	(500)	Scoping meetings have been held with Amey as part of a full review of the Waste and Recycling Service. A follow up meeting was held in October when the full extent of the review, was agreed. The review will look at both the method of collection and frequency of collection. Amey are fully engaged and aware of this requirement to review service delivery to deliver the savings and the timescales the Council are working too.
Cabinet Member for Housing, Health & Leisure	Business Improvement	Aspire, ongoing project from 2013/14 with requirement to identify further savings	(200)	Aspire business plan recognises the requirement to reduce the management fee ongoing and has built in required reductions.
	Business Improvement	Energy Savings	(100)	Energy savings to be delivered through the Councils major partnerships
Cabinet Member for Communities & Neighbourhoods Cabinet Member for Regeneration & Culture	Business Improvement	Voluntary Sector SLA's	(50)	SLA's to be reviewed and streamlined to focus on key areas of support for residents. Both the CAB and the Law Centre are aware of this targeted saving and have been expected to put plans in place.
	Development Services	Planning Services Review	(100)	The required savings would come forward as part of a restructuring of the planning service. This will also explore options for joint working and shared services; some of this work is already in process. A review of Building Control charges and the potential to widen the offer of the service to other client groups could also potentially increase fees for the Council. It is also intended that the Development Control team will review the scale of pre-application charges which could also generate additional income
	Commercial Services	Museums Operational Review	(100)	14/15 achievement of additional income and cost savings, 14/15 major service review and consider the strategic direction of the service.
	Commercial Services	Guildhall Operational review	(100)	14/15 achievement of additional income and cost savings, 14/15 major service review and consider the strategic direction of the service.
Cabinet Member for Performance & Resources	Financial Services	Financial Services Review	(70)	Service review to explore opportunities for restructuring, partnerships, shared working
	Business Improvement	CIVICA, review further savings on contract	(100)	Combination of contract efficiencies and royalties
	Legal Services	Legal Service Review	(50)	Savings are expected to be delivered through a combination of restructuring and potential shared working opportunities currently being explored with One Legal.
TOTAL			(1,370)	

Scheme	Capital Programme			
	2015 / 16 £000	2016 / 17 £000	2017 / 18 £000	2015 - 2018 £000
Resources				
Kings Quarter development	1,170	6,670	900	8,740
Enhancements to assets acquired from SWRDA	21	0	0	21
HCA Regeneration Grant money	50	0	0	50
City Centre Investment Fund	977	460	0	1,437
Voltage Optimisation - Main Buildings	40	0	0	40
GCC Building Improvements	400	300	0	700
ICT Projects	200	200	200	600
Eastgate Rooftop Carpark Improvements	450	0	0	450
Sub total	3,308	7,630	1,100	12,038
Services and Neighbourhoods				
Ranger Centre/Netheridge Barns	10	47	0	57
Drainage and Flood Protection Works	80	50	50	180
Horsbere Brook Local Nature Reserve works	20	40	40	100
Tree Planting - Forestry Commission funded	9	0	0	9
GL1 Roofing works	50	0	0	50
Innsworth Lane Sports Pitches	15	0	0	15
Play Area Improvement Programme	60	60	60	180
City Centre CCTV system	327	20	0	347
Townscape Heritage Initiative - HLF	199	409	455	1,062
Crematorium Heat Exchanger	10	0	0	10
Hillfield Gardens Sensory Garden	22	0	0	22
Housing projects	715	715	539	1,968
Westgate Leisure Area S106	127	0	0	127
Green Farm S106	75	0	0	75
Other Grant Funded Projects (incl S106)	148	57	22	227
Sub total	1,867	1,398	1,166	4,431
Total	5,174	9,028	2,266	16,468

Financing Source	Capital Financing			
	2015 / 16 £000	2016 / 17 £000	2017 / 18 £000	2015 / 18 £000
Lottery Grants	386	574	395	1,354
External Grants (other)	1,993	7,410	1,464	10,867
Section 106	351	57	22	430
Capital Receipts	2,234	552	385	3,171
Borrowing	212	435	0	647
Sub total	5,174	9,028	2,266	16,468

Note: Income generated from Kings Quarter acquisitions will offset project borrowing costs for 2015/16 to 2017/18.

Gloucester **City Council**

REVENUE BUDGET

2015/16

GENERAL FUND SUMMARY 2015/16

Gloucester City Council	Proposed Budget 2015/16	Resources	Services and Neighbourhoods
Service Expenditure / Income			
Employees	9,003,694	3,304,352	5,699,342
Premises	2,947,110	2,096,270	850,840
Transport	104,020	11,670	92,350
Supplies and Services	4,339,727	2,238,067	2,101,660
Third Party Payments	51,830,540	46,275,670	5,554,870
Capital Charges	0	0	0
Other Charges	40,200	0	40,200
Expenditure Total	68,265,291	53,926,029	14,339,262
Internal Recharges Net Total			
Contributions	(1,943,271)	(1,528,840)	(414,431)
Fees and Charges	(6,497,470)	(2,809,190)	(3,688,280)
Rents and Lettings	0	0	0
Grant Income	(43,655,020)	(43,655,020)	0
Sales Income	(1,214,879)	(41,900)	(1,172,979)
Other Income	(2,363,777)	(1,743,004)	(620,773)
Income Total	(55,674,416)	(49,777,954)	(5,896,461)
Service Expenditure	12,590,875	4,148,075	8,442,801
Corporate Expenditure / (Income)			
Senior Management Cost	67,300		
Interest Payable	644,570		
Interest Receivable	(45,770)		
Pension Contribution	3,355,000		
Insurance Provision	62,000		
Adjustments between accounting basis/funding basis	(1,016,601)		
Net Operating Expenditure	15,657,374		
Council Tax Precept	(6,303,000)		
Retained Business Rates	(3,552,000)		
Central Government Funding	(5,789,277)		
Net Council Position	13,097		

SERVICES & NEIGHBOURHOODS - DIRECTORATE 2015/16

Services and Neighbourhoods	Proposed Budget		Development	Neighbourhood	Public Protection	Cultural Services		Contact Centre
	2015/16	Director 2015/16	Services 2015/16	Services 2015/16	2015/16	Housing 2015/16	2015/16	2015/16
Employees	5,699,342	105,227	921,926	835,726	1,660,998	601,234	738,067	836,164
Premises	850,840	0	0	170,600	483,490	3,000	193,750	0
Transport	92,350	0	9,350	17,770	52,120	650	2,950	9,510
Supplies and Services	2,101,660	0	255,930	104,190	455,920	373,400	822,840	89,380
Third Party Payments	5,554,870	0	29,480	5,391,790	44,600	62,000	27,000	0
Capital Charges	0	0	0	0	0	0	0	0
Other Charges	40,200	0	0	0	40,000	0	200	0
Expenditure Total	14,339,262	105,227	1,216,686	6,520,076	2,737,128	1,040,284	1,784,807	935,054
Internal Recharges Net Total	0	0	0	0	0	0	0	0
	0	0	0	0	0	0	0	0
Contributions	(414,431)	0	0	(125,375)	(144,056)	(145,000)	0	0
Fees and Charges	(3,688,280)	0	(769,400)	(950,000)	(1,840,412)	0	(128,468)	0
Rents and Lettings	0	0	0	0	0	0	0	0
Grant Income	0	0	0	0	0	0	0	0
Sales Income	(1,172,979)	0	0	0	(247,186)	0	(925,792)	0
Other Income	(620,773)	0	(37,000)	(71,310)	(404,963)	(105,000)	(2,500)	0
Income Total	(5,896,461)	0	(806,400)	(1,146,685)	(2,636,617)	(250,000)	(1,056,760)	0
Service Expenditure	8,442,801	105,227	410,286	5,373,391	100,511	790,284	728,047	935,054

Development Services	Proposed Budget 2015/16
Employees	921,926
Premises	
Transport	9,350
Supplies and Services	255,930
Third Party Payments	29,480
Capital Charges	0
Other Charges	
Expenditure Total	1,216,686
Internal Recharges Net Total	
Contributions	
Fees and Charges	(769,400)
Rents and Lettings	
Grant Income	
Sales Income	
Other Income	(37,000)
Income Total	(806,400)
Service Expenditure	410,286

Directorate

Services and Neighbourhoods

Director

Martin Shields

Service Manager

Anthony Wilson

Portfolio

Regeneration and Culture

Portfolio Holder

Councillor Paul James

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
HOUSING STRATEGY & ENABLING	237,730	(86,000)	151,730
GROUP MGR PLANNING & ECONOMY	64,729		64,729
HISTORIC BUILDINGS	29,480		29,480
DEVELOPMENT MANAGEMENT	287,041	(530,000)	(242,959)
PLANNING POLICY	353,407		353,407
BUILDING CONTROL	244,299	(190,400)	53,899
	1,216,686	(806,400)	410,286

Neighbourhood Services	Proposed Budget 2015/16
Employees	835,726
Premises	170,600
Transport	17,770
Supplies and Services	104,190
Third Party Payments	5,391,790
Capital Charges	
Other Charges	
Expenditure Total	6,520,076
Internal Recharges Net Total	
Contributions	(125,375)
Fees and Charges	(950,000)
Rents and Lettings	
Grant Income	
Sales Income	
Other Income	(71,310)
Income Total	(1,146,685)
Service Expenditure	5,373,391

Directorate

Services and Neighbourhoods

Director

Martin Shields

Service Manager

Ross Cook

Portfolios

Environment - Communities and
Neighbourhoods

Portfolio Holders

Councillor Jim Porter -

Councillor Jennie Dallimore

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
Partnerships and Engagement	384,458		384,458
Neighbourhood Management	5,577,112	(466,310)	5,110,802
Green Garden Waste	12,000	(580,000)	(568,000)
Bulky Waste		(50,000)	(50,000)
Head of Neighbourhood Services	73,531		73,531
Countryside and Land	472,975	(50,375)	422,600
Net Service Expenditure	6,520,076	(1,146,685)	5,373,391

Public Protection	Proposed Budget 2015/16
Employees	1,660,998
Premises	483,490
Transport	52,120
Supplies and Services	455,920
Third Party Payments	44,600
Capital Charges	
Other Charges	40,000
Expenditure Total	2,737,128
Internal Recharges Net Total	
Contributions	(144,056)
Fees and Charges	(1,840,412)
Rents and Lettings	
Grant Income	
Sales Income	(247,186)
Other Income	(404,963)
Income Total	(2,636,617)
Service Expenditure	100,511

Directorate

Director

Service Manager

Portfolios

Portfolio Holders

Services and Neighbourhoods

Martin Shields

Gill Ragon

Communities and Neighbourhoods - Housing,
Health and Leisure - Regeneration and Culture -
Environment

Councillor Jennie Dallimore - Councillor Colin
Organ - Councillor Paul James - Councillor Jim
Porter

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
Cemeteries and Crematorium	897,772	(1,678,807)	(781,035)
Emergency Planning and Flood Prevention	291,928	(15,000)	276,928
Shopmobility	31,347	(24,000)	7,347
Food Safety, Licensing and Markets	664,291	(814,850)	(150,559)
Health and Safety	190,760		190,760
Head of Public Protection	72,811		72,811
Community Safety	230,168	(28,000)	202,168
Private sector Housing and Planning Enforcement	358,051	(75,960)	282,091
Net Service Expenditure	2,737,128	(2,636,617)	100,511

Housing	Proposed Budget 2015/16
Employees	601,234
Premises	3,000
Transport	650
Supplies and Services	373,400
Third Party Payments	62,000
Capital Charges	0
Other Charges	0
Expenditure Total	1,040,284
Internal Recharges Net Total	
Contributions	(145,000)
Fees and Charges	
Rents and Lettings	
Grant Income	
Sales Income	
Other Income	(105,000)
Income Total	(250,000)
Service Expenditure	790,284

Directorate Services and Neighbourhoods
Director Martin Shields
Service Manager Mary Hopper
Portfolio Housing, Health and Leisure
Portfolio Holder Councillor Colin Organ

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
REHOUSING	155,622		155,622
HOMELESSNESS	529,614	(150,000)	379,614
HOMELESSNESS PREVENTION	355,048	(100,000)	255,048
Net Service Expenditure	1,040,284	(250,000)	790,284

Cultural Services and Tourism	Proposed Budget 2015/16
Employees	738,067
Premises	193,750
Transport	2,950
Supplies and Services	822,840
Third Party Payments	27,000
Other Charges	200
Expenditure Total	1,784,807
Internal Recharges Net Total	
Contributions	
Fees and Charges	(128,468)
Rents and Lettings	
Sales Income	(925,792)
Other Income	(2,500)
Income Total	(1,056,760)
Service Expenditure	728,047

Directorate	Services and Neighbourhoods
Director	Martin Shields
Service Manager	Vacant
Portfolio	Regeneration and Culture
Portfolio Holder	Councillor Paul James

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
Guildhall	606,943	(508,056)	98,887
Tourist Information Centre	562,532	(423,431)	139,101
Museums	335,232	(125,273)	209,960
Events	121,000		121,000
Cultural Services Support	159,100		159,100
Net Service Expenditure	1,784,807	(1,056,760)	728,047

Contact Centre and Customer Services	Proposed Budget 2015/16
Employees	836,164
Premises	
Transport	9,510
Supplies and Services	89,380
Third Party Payments	
Capital Charges	0
Other Charges	
Expenditure Total	935,054
Internal Recharges Net Total	
Contributions	
Fees and Charges	
Rents and Lettings	
Grant Income	
Sales Income	
Other Income	
Income Total	0
Service Expenditure	935,054

Directorate	Services and Neighbourhoods
Director	Martin Shields
Service Manager	Wendy Jones
Portfolio	Communities and Neighbourhoods
Portfolio Holder	Councillor Jennie Dallimore

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
Contact Centre	601,271	0	601,271
Business Support	333,783		333,783
Net Service Expenditure	935,054	0	935,054

RESOURCES - DIRECTORATE 2015/16

Resources	Proposed Budget 2015/16	Director 2015/16	Regen and Economic Development	Finance 2015/16	Audit 2015/16	HR & OD 2015/16	Legal & PD 2015/16	Business Improvement 2015/16
Employees	3,304,352	104,228	805,133	492,738	278,207	438,283	897,157	288,606
Premises	2,096,270	0	2,096,270	0	0	0	0	0
Transport	11,670	460	1,380	500	550	800	7,080	900
Supplies and Services	2,238,067	2,790	155,660	375,790	2,020	30,940	674,727	996,140
Third Party Payments	46,275,670	0	422,500	42,278,000	0	500	4,000	3,570,670
Capital Charges	0	0	0	0	0	0	0	0
Other Charges	0	0	0	0	0	0	0	0
Expenditure Total	53,926,029	107,478	3,480,943	43,147,028	280,777	470,523	1,582,964	4,856,316
Internal Recharges Net Total	0	0	0	0	0	0	0	0
Contributions	(1,528,840)	0	0	(60,000)	(89,420)	(20,000)	(94,420)	(1,265,000)
Fees and Charges	(2,809,190)	0	(2,484,050)	(16,140)	0	0	(189,000)	(120,000)
Rents and Lettings	0	0	0	0	0	0	0	0
Grant Income	(43,655,020)	0	0	(42,741,820)	0	(65,000)	0	(848,200)
Sales Income	(41,900)	0	(32,800)	(9,100)	0	0	0	0
Other Income	(1,743,004)	0	(1,490,004)	(15,000)	0	0	0	(238,000)
Income Total	(49,777,954)	0	(4,006,854)	(42,842,060)	(89,420)	(85,000)	(283,420)	(2,471,200)
Service Expenditure	4,148,075	107,478	(525,911)	304,968	191,357	385,523	1,299,544	2,385,116

Regeneration	Proposed Budget 2015/16
Employees	805,133
Premises	2,096,270
Transport	1,380
Supplies and Services	155,660
Third Party Payments	422,500
Capital Charges	
Other Charges	
Expenditure Total	3,480,943
Internal Recharges Net Total	
Contributions	
Fees and Charges	(2,484,050)
Rents and Lettings	
Grant Income	
Sales Income	(32,800)
Other Income	(1,490,004)
Income Total	(4,006,854)
Service Expenditure	(525,911)

Directorate

Director

Service Manager

Portfolio

Portfolio Holder

Resources

Vacant

Anthony Hodge

Regeneration and Culture

Councillor Paul James

Summary By Service Area 2015-16	Total Expenditure	Total Income	Net
Parking	1,226,550	(2,127,300)	(900,750)
Economic Development	440,963		440,963
Asset Management	1,813,430	(1,879,554)	(66,124)
Net Service Expenditure	3,480,943	(4,006,854)	(525,911)

Proposed Budget	
Financial Services and Revenues and Benefits	2015-16
Employees	492,738
Premises	
Transport	500
Supplies and Services	375,790
Third Party Payments	42,278,000
Capital Charges	
Other Charges	
Expenditure Total	43,147,028
Internal Recharges Net Total	
Contributions	(60,000)
Fees and Charges	(16,140)
Rents and Lettings	
Grant Income	(42,741,820)
Sales Income	(9,100)
Other Income	(15,000)
Income Total	(42,842,060)
Net Service Expenditure	304,968

Directorate

Director

Service Manager

Portfolio

Portfolio Holder

Resources

Vacant

Jon Topping

Performance and Resources

Councillor David Norman MBE

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
Head of Finance	91,896		91,896
Financial Services	391,427	(18,740)	372,687
Treasury Management	126,000		126,000
Procurement	100,205	(66,500)	33,705
Corporate	159,500		159,500
Revenues and Benefits Service	42,278,000	(42,756,820)	(478,820)
Net Service Expenditure	43,147,028	(42,842,060)	304,968

Internal Audit	Proposed Budget 2015/16
Employees	278,207
Premises	
Transport	550
Supplies and Services	2,020
Third Party Payments	
Capital Charges	
Other Charges	
Expenditure Total	280,777
Internal Recharges Net Total	
Contributions	(89,420)
Fees and Charges	
Rents and Lettings	
Grant Income	
Sales Income	
Other Income	
Income Total	(89,420)
Service Expenditure	191,357

Directorate

Director

Service Manager

Portfolio

Portfolio Holder

Resources

Vacant

Terry Rodway

Performance and Resources

Councillor David Norman MBE

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
Internal Audit	280,777	(89,420)	191,357
Net Service Expenditure	280,777	(89,420)	191,357

Human Resources & Organisational Development	Proposed Budget 2015/16
Employees	438,283
Premises	
Transport	800
Supplies and Services	30,940
Third Party Payments	500
Capital Charges	
Other Charges	
Expenditure Total	470,523
Internal Recharges Net Total	
Contributions	(20,000)
Fees and Charges	
Rents and Lettings	
Grant Income	(65,000)
Sales Income	
Other Income	
Income Total	(85,000)
Service Expenditure	385,523

Directorate

Director

Service Manager

Portfolio

Portfolio Holder

Resources

Vacant

Vacant

Performance and Resources

Councillor David Norman MBE

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
Human Resources	257,886		257,886
Organisational Health	20,000		20,000
Training Schemes	163,037	(85,000)	78,037
Inhouse Training	29,600		29,600
Net Service Expenditure	510,140	(85,000)	385,523

Legal & Policy Development	Proposed Budget 2015/16
Employees	897,157
Premises	0
Transport	7,080
Supplies and Services	674,727
Third Party Payments	4,000
Capital Charges	
Other Charges	
Expenditure Total	1,582,964
Contributions	(94,420)
Fees and Charges	(189,000)
Rents and Lettings	
Grant Income	
Sales Income	
Other Income	0
Income Total	(283,420)
Service Expenditure	1,299,544

Directorate

Resources

Director

Vacant

Service Manager

Sue Mullins

Portfolio

Performance and Resources

Portfolio Holder

Councillor David Norman MBE

Summary By Cost Centre 2015-16	Total Expenditure	Total Income	Net
CIVIC ADMIN AND HOSPITALITY	47,968	0	47,968
MEMBERS SUPPORT	323,186		323,186
INTERNAL COMMUNICATIONS	2,300		2,300
EXTERNAL COMMUNICATIONS	42,500		42,500
PUBLICATIONS	134,515		134,515
LAND SEARCHES	35,100	(155,000)	(119,900)
DEMOCRATIC SERVICES	186,963		186,963
LEGAL SERVICES	368,151	(34,000)	334,151
REGISTRATION OF ELECTORS	260,243	(94,420)	165,823
COPORATE SUPPORT TEAM	93,473		93,473
GROUP MGR LEGAL & DEM SUPPORT	88,565		88,565
Net Service Expenditure	1,582,964	(283,420)	1,299,544

Business Improvement	Proposed Budget 2015/16
Employees	288,606
Premises	0
Transport	900
Supplies and Services	996,140
Third Party Payments	3,570,670
Capital Charges	
Other Charges	
Expenditure Total	4,856,316
Internal Recharges Net Total	
Contributions	(1,265,000)
Fees and Charges	(120,000)
Rents and Lettings	
Grant Income	(848,200)
Sales Income	
Other Income	(238,000)
Income Total	(2,471,200)
Service Expenditure	2,385,116

Directorate

Resources

Director

Vacant

Service Manager

Sadie Neal

Portfolio

Performance and Resources

Portfolio Holder

Councillor David Norman MBE

Summary By Cost Centre 2015-16	Total		
	Expenditure	Total Income	Net
Civica IT contract	490,000		490,000
IT Software and Equipment	717,990		717,990
Business Planning & Performance	250,609		250,609
Client Revs & Bens Contract	197,047	(1,306,200)	(1,109,153)
Civica Contract Revs & Bens	1,768,660		1,768,660
Civica Forest of Dean	755,000	(755,000)	0
Aspire	557,010	(290,000)	267,010
Net Service Expenditure	4,736,316	(2,351,200)	2,385,116

1. Results of Budget Consultation

- 1.1 The council's budget consultation for 2015/16 has utilised an on-line interactive budget survey developed with Govmetric, a link to which has been available on the council's website. Leaflets were also available from the reception at the City Council offices at the Docks, GL1, Oxstalls Sports Park, the Guildhall, and at the City and Folk museums.
- 1.2 Any callers to the council by telephone during the consultation period were also given the opportunity to take part in the survey by customer services staff.
- 1.3 Throughout this process, views of the public and other partners/stakeholders have been sought on the council's financial plans including levels of spending, potential efficiencies and budget savings, as well as opinions on the level of council tax increases and other fees and charges.
- 1.4 The online and offline consultation also highlighted the savings the City Council has already made and highlighted the share of Council tax received by the City.
- 1.5 There were 652 responses received as part of the consultation process

2. Consultation responses

Q. *Which Council Services are most important to you?*

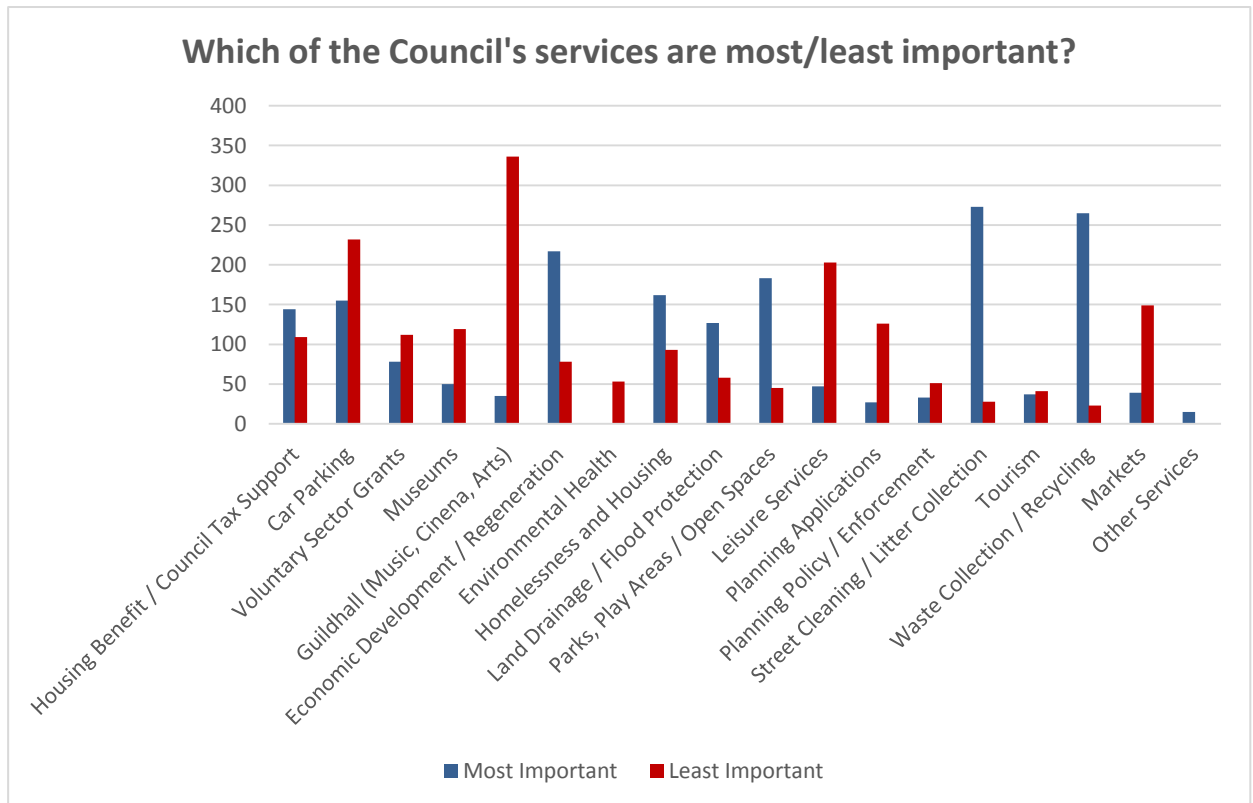
The consultation asked for the people to select the 3 **most** important services provided by the Council from eighteen options, the top 6 and the % are as follows;

1.	Street Cleansing & Litter Collection	14.5%
2.	Waste Collection	14%
3.	Economic Development	11.5%
4.	Parks, play areas and open spaces	9.7%
5.	Homelessness	8.6%
6.	Car Parking	8.2%

The consultation asked for the people to select the 3 **least** important services provided by the Council from eighteen options, the top 6 and the % are as follows;

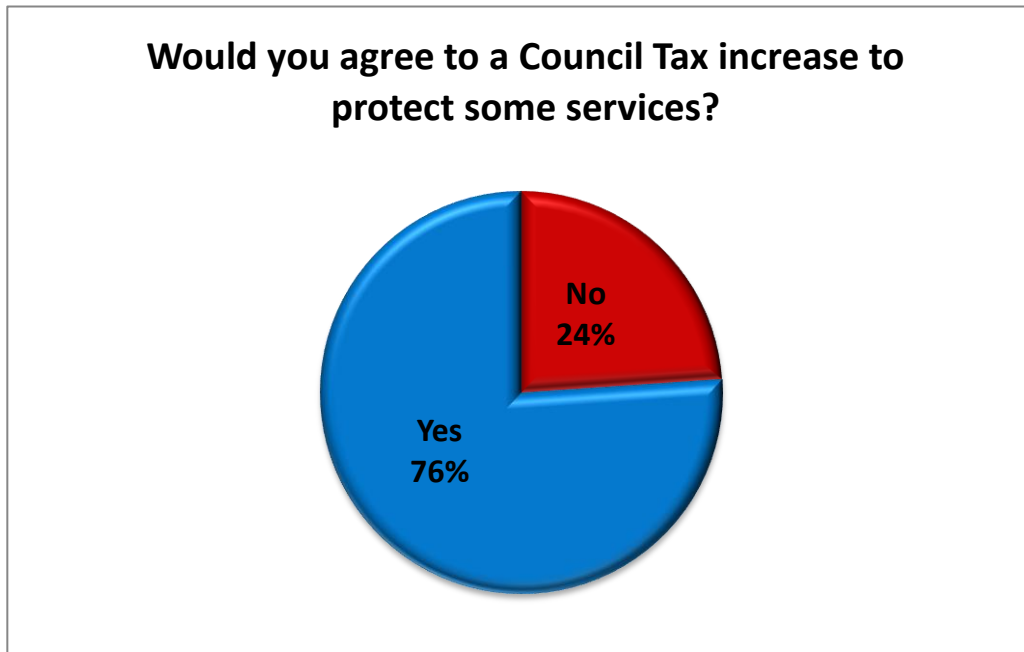
1. Gloucester Guildhall (Music, Cinema, Arts) 18.1%
2. Car parking 12.5%
3. Leisure Services 10.9%
4. Markets 8.0%
5. Planning 6.8%
6. Museums 6.4%

The chart below details response for all areas;



Q. *Would you agree to a council tax increase to protect some services?*

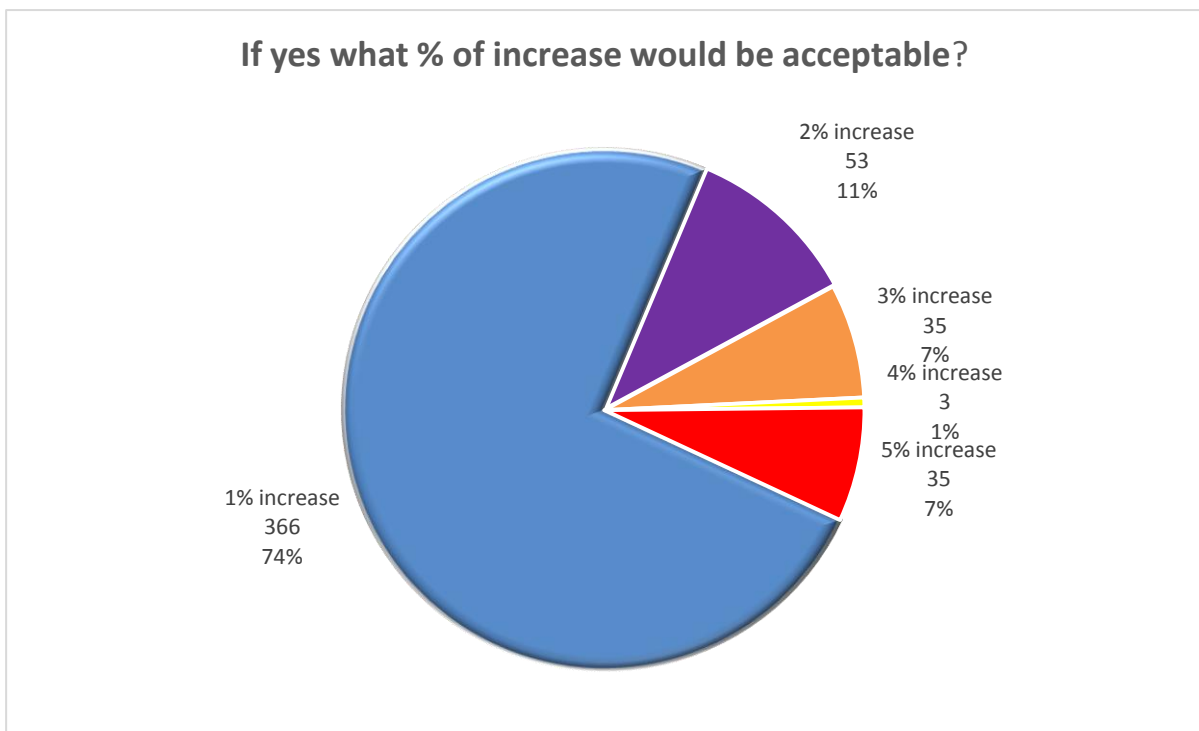
The chart below details response to this question;



A subsidiary to this question was;

If yes, what level of increase would be acceptable?

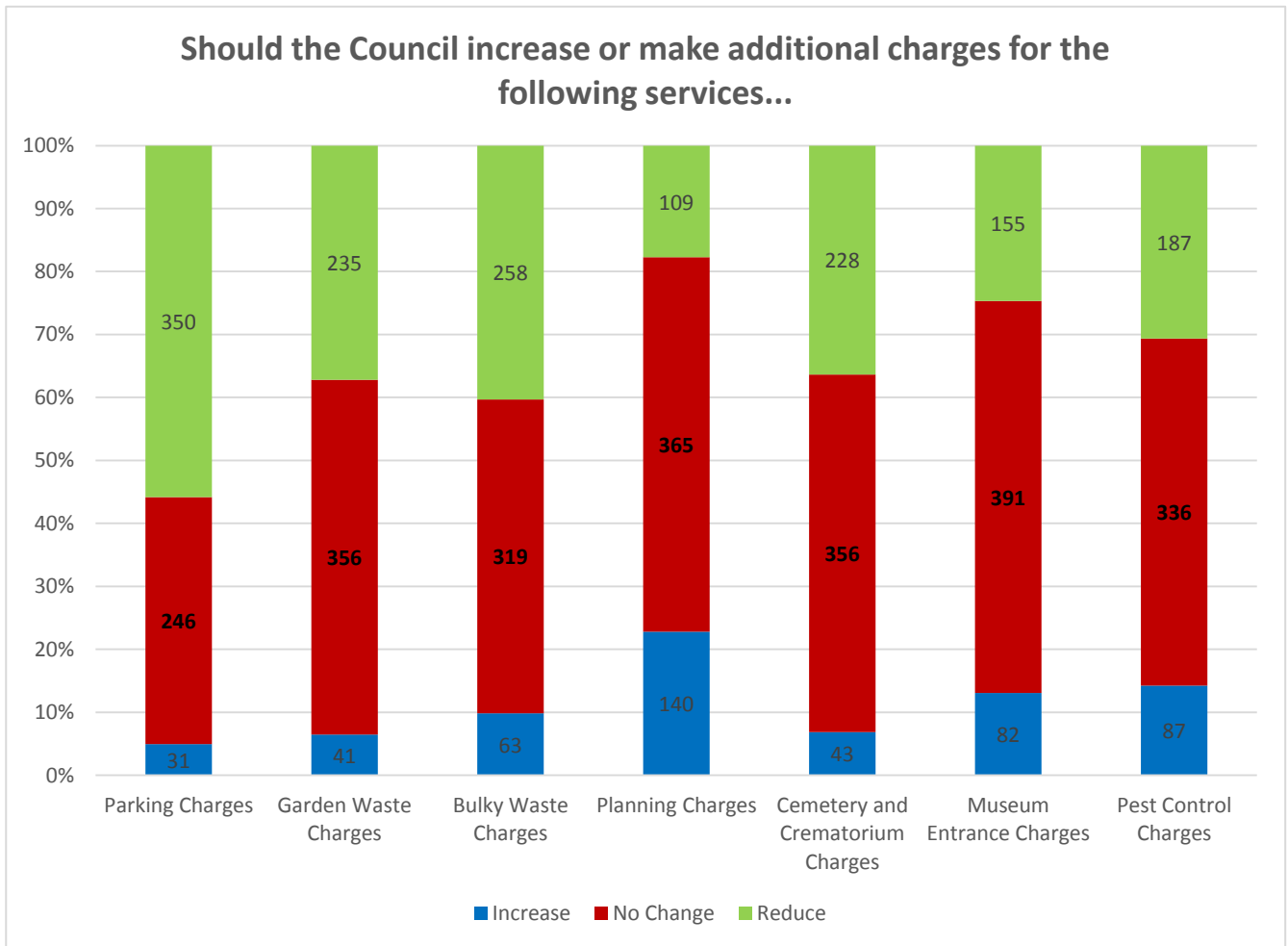
The chart below details response to this question;



Q. Should the council increase or make additional charges for services

The consultation asked for the people to select charges by the Council from 7 options, and also any other possible options;

The chart below details response to this question of charges to increase, decrease or no change;



Gloucester City Council

Meeting:	Cabinet	Date:	10th December 2014
Subject:	Allotment Strategy		
Report Of:	Cabinet Member for Environment		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	Yes/No
Contact Officer:	Meyrick Brentnall, Environmental Planning Manager		
	Email: meyrick.brentnall@gloucester.gov.uk		Tel: 396829
Appendices:	1) Amended Allotment Strategy 2) Report of Representations		

1.0 Purpose of Report

- 1.1 To adopt an Allotment Strategy for Gloucester City detailing how the City Council intends to manage its allotment holding over coming years.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that

The Allotment Strategy as attached at Appendix 1 is adopted for purpose of managing allotments in Gloucester City.

3.0 Background and Key Issues

- 3.1 The City Council owns, and is ultimately responsible for, 12 allotment sites varying in size from 2 plots (Hempsted) to 146 (Sainbridge). The City Council has a statutory responsibility to provide allotments to meet demand, and given the numerous benefits that allotments bring, has been supportive of them over the years.
- 3.2 Having said this a number of years ago it was recognized that allotments holders were not receiving the service that they should, as such a Task and Finish Group was set up to look into the issue. This reported in 2007 and put forward a number of recommendations.
- 3.3 Many of these have been taken on board and importantly an allotment officer was appointed. There is still some work to do however, especially with regard to self management. The strategy provides a context for this, and also suggests a number of other actions.

- 3.4 The strategy is a high level document and covers issues such as how new sites can come forward and charging strategies to be pursued, it does not go into the detail of how each site should be managed. For this purpose more detailed proposals will be rolled out over the coming months, these will be in the format of a series site plans produced in partnership with the relevant association (if there is one). This will cover the specifics for that particular site such as security, water use etc.
- 3.5 The draft strategy was subject to consultation and a modest number of representations have been received. All allotment holders were notified of the draft and as well as being given information of where to find the draft on the web they were offered a paper copy if needed. The strategy was also discussed at the Environment and Ecology Forum and associations were offered talks by officers to explain the proposals put forward.
- 3.6 All comments have been summarized as part of the Report of Representations attached at appendix 2. Where appropriate the strategy has been amended and this made clear in the report and highlighted in red in the amended strategy (Appendix 1).
- 3.7 Comments varied but there was a clear concern at the proposal for differential charging with regard to water use. Most respondents considered the best way to ensure wise use of water was to restrict the use of sprinklers. This has been taken on board and the strategy amended accordingly. The other main concern was the capacity of associations to take on self management. Although a theme of the document, there were real worries about the ability of Associations to take on this role and what would happen if personalities changed and the capacity to continue was compromised.
- 3.8 While it is not intended to significantly change the emphasis with regard to self management, it is proposed to address respondents concerns and make it clear that the City Council will step in if Associations take on board additional responsibilities and then find they do not have the capacity to deliver.
- 3.9 Other changes are minor and can be seen in the amended strategy

4.0 Alternative Options Considered

- 4.1 The authority does not have to produce a strategy. It could carry on with the Status quo.
- 4.2 Self management could be imposed upon allotment associations – It is likely that this would result in friction between the associations and the city council. Some would inevitably refuse to take it up.

5.0 Reasons for Recommendations

- 5.1 The strategy is a high level document that will allow the City Council and Allotment Associations/holders more certainty around the service. It will put in place context for self management if Associations wish to go down that route and assist forward planning by putting in a train a series of allotment site management plans. .

6.0 Future Work and Conclusions

- 6.1 If adopted the next phase will be to work with allotment associations to deliver site management plans. These will provide the detail on how a site should be managed and provide a context for funding bids and spending priorities.

7.0 Financial Implications

- 7.1 There are no immediate financial implications of this report other than the maintenance of the status quo. However, if a significant number of Allotment Associations opt out of City Council Control then this may change especially if they go for total self management as income will inevitably drop.

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

8.0 Legal Implications

- 8.1 Unless associations want to take total control over allotments then there are no legal implications.

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

9.0 Risk & Opportunity Management Implications

- 9.1 Only low risk has been identified as result of this report.

10.0 People Impact Assessment (PIA):

- 10.1 Allotments are available to all and do attract a broad cross section of the community. The screening stage 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 negative impacts with regard to community safety

Sustainability

- 11.2 The strategy should ensure allotments are more sustainable

Staffing & Trade Union

- 11.3 There service can be managed within existing resources and still maintain the post of a part time allotment officer.

Background Documents: Task and Finish Report 2007

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The **Allotment** Strategy



Adopted December 2014

Allotment Strategy

Executive Summary

This strategy puts in place a framework in which allotments can thrive now, and into the future. The emphasis is on self management and how allotment associations can achieve more, but only if that is what they wish.

The strategy understands that self management comes in differing shapes and sizes. At one extreme it can mean an association taking over total control of an allotment site, while at the other it may be that they just have an involvement in indentifying neglected plots, and assisting in the letting of new ones.

Following on from consultation it was clear that associations are currently not interested in taking on many powers and responsibilities over from the City Council. This however, may change, as such the strategy provides for a range of transfer of powers.

Whatever happens, the City Council recognizes that allotment provision is a statutory (legal) requirement and as such the City Council will always be required, and able to manage allotments if needed. The Strategy makes clear that if an association does want significantly more powers, then this will have to be put to a vote of all allotment holders on that particular site.

The strategy also clarifies a number of issues in particular future charging regimes. It is confirmed that this will continue to be charged by the metre square, and any increases will only be down to inflation. It also confirms that water changing while a component of the rent will not be charged separately, however, we will look at

water consumption as this is a significant cost of providing the service.

Towards the end of the document there is an action plan, this details the work programme of the allotment officer and other members of the Countryside and Land team. Of particular interest is the commitment to produce allotment site plans. These will be drawn up with associations/plot holders and will identify where particular action is needed whether it be security, parking or tree management. These will then be taken forward by all parties involved with the particular site.

The strategy also recognises that there appears to be sustained interest in allotment gardening leading to areas of the City where there is under provision. The strategy makes clear we use the development process, our own land holding and our ability to negotiate with private landowners to increase provision especially in those areas currently experiencing long waiting lists.

The strategy has been subject to consultation and it is anticipated it will be a rolling document with no end date as such but updated as and when necessary.

Introduction

Allotments have a long and honourable history. Their popularity has come and gone depending on need and fashion. In the last few years they have enjoyed what appears to be a sustained revival as people realise the benefits of home grown food, as well as the feel good factor of open air activity.

Certainly allotments fulfil many of the objectives of the healthy living agenda and, as such, the City Council is keen to support them, and engender an environment where they can thrive and add to the well being of the city.

Allotments are also social outlets and provide a vehicle for people from a wide range of backgrounds and cultures to come together in pursuit of a common goal - that of growing fruit, vegetables and flowers.

Allotments are open un-developed spaces in what are often dense urban areas. They provide open space, a valuable green lung and a refuge for a surprising amount of wildlife.

Understanding that the allotment service was not as good as it could be, the City Council set up an Allotment Task and Finish Group. Reporting in 2007, the Group recognized the importance of allotments and made a number of recommendations. Many of these recommendations have been implemented and significant progress has been achieved over the past few years. Much of this has been in partnership with Allotment Associations and other volunteer organisations without which so much progress would not have been possible. The purpose of this document is to build on this work and ensure any relevant outstanding tasks are implemented.

What is an allotment?

There are two types of allotment provision: Allotments and Allotment Gardens.

An 'allotment' is a parcel of land not more than 5 acres in extent, cultivated as a garden or farm. An 'allotment garden' is a parcel of land not exceeding 40 poles, (1,012m²), cultivated by the occupier for the provision of vegetables and fruit crops for himself and his family. By definitions outlined in the Allotment Act of 1922, an allotment garden is wholly or mainly cultivated by the occupier for the production of fruit or vegetables for consumption by himself and his family. The definition gives allotment authorities some flexibility to determine what is grown, but care should be taken when relaxing restrictions so that the character of the site is maintained.

All allotment sites provided by Gloucester City Council are allotment gardens.

Allotment provision is a statutory function and whilst an authority *may* provide allotments, there is a statutory obligation for Gloucester City to provide allotment gardens sufficient to meet the demand.

There are statutory and non-statutory allotments. The former were acquired or appropriated by the City Council for use as allotments. These cannot be sold or used for other purposes without the consent of the Secretary of State. Non-statutory allotments are on land allocated for other uses but leased or rented for use as allotments (not necessarily in City Council ownership).

Purpose of this strategy

As the population in Gloucester grows, as gardens get smaller and as concerns about food and its provenance increase, then we expect demand for allotments to grow. The purpose of the strategy is to; ensure that allotments space is used as efficiently as possible, to provide a structure for the provision of new allotments and to ensure that the service is as good as it can be within quite strict financial constraints.

The last point is particularly important given the pressure on local authority budgets. The general tenor of this document therefore, will be trying to do more with less.

Self management is a means of achieving this and for many allotment communities outside of Gloucester this is how allotments are run.

This document therefore will actively encourage associations and other groupings to consider more self management as a means of improving the way in which allotments are run within Gloucester City.

This document is a high level strategy essentially providing the general overview of where we, as an organisation should be going with regard to allotments. Detailed issues about each site and what needs to be done will be dealt with through separate site plans. These will be drawn up with the relevant association or whatever group comes forward representing the site.

The strategy takes forward the work undertaken by the Task and Finish Group in 2007 indeed many of the recommendations of the Group are included in the action plan at the end of the document.

There are also links to the Public Open Space Strategy which promotes the use of some areas of open space as allotments and a context for negotiating new allotments as part of development

Current provision

In Gloucester, there are 12 allotment sites providing 846 allotments varying in size from 12m² up to 370m². The most common being the old 5 perch (half 10 perch) or 126m².

The following table is a brief resume of each of the separate sites detailing how many there are, their status etc. This was correct at time of writing in November 2014 and is meant as a guide only

Snapshot of allotment provision and demand as of November 2014

Location	Size - Ha	Current No of Plots	Vacant	Waiting List	Statutory/ Non-statutory	Ward
Cotteswold Road	0.10	6	0	11	Non-statutory	Matson & Robinswood
Deans Way	0.15	6	0	10	Non-statutory	Kingsholm & Wotton
Estcourt Close	3.99	195	4	26	Statutory	Longlevens
Estcourt Park	1.68	84	4	13	Statutory	Longlevens
Hawthorn	1.21	61	8	55	Statutory	Moreland
Hempsted	0.05	2	0	10	Non-statutory	Westgate
Innsworth	0.23	131	8	4	Statutory	Longlevens
Robert Raikes	0.83	62	1	69	Statutory	Tuffley
Saintbridge	4.19	224	27	72	Statutory	Barnwood
Tredworth Fields	0.62	36	16	45	Statutory	Moreland
White City	0.63	29	0	36	Statutory	Matson & Robinswood
Willow Way	0.08	10	1	1	Non Statutory	Barnwood
New site Podsmead						Podsmead
New site – Kingsway				196		Quedgeley Fieldcourt
Totals	15.68	846	83	519		

Demand

As previously mentioned, there appears to be a revival in demand for allotments, as evidenced by the length of the waiting lists for all of the sites. These have been growing over the past few years and currently stand at 519. While the new facility at Kingsway should make inroads,

there is still a very real need for more allotments.

Presently when people ask for an allotment they are added to the list for the nearest site, unless special circumstances dictate otherwise. Plots are then allocated on a first come, first served basis.

In trying to provide for that demand, we need to make the most efficient use of the available plots and, where possible, identify new sites.

There are a number of ways of doing this:

Subdividing plots: There are still a lot of 10 perch (253m²) and even larger plots. As a matter of course, unless there is no waiting list and a new plot holder requires a large plot, then each large plot will be subdivided, typically into two. If a plot holder with a good track record of plot maintenance wishes to grade up from a small to a large plot, then this will be viewed sympathetically; though will depend on overall demand for plots on the site.

Allotment Squatting: For all sorts of reasons, at some point in their lives, people will have to give up their allotment. This can be straight forward, with the authority being informed and the allotment being allocated to another individual. Sometimes, however, it is not straightforward and months can pass before the allotment is re-allocated. This is a difficult area as there may be very legitimate reasons why an individual cannot tend their plot. It may be, for example, that they have an illness and once better they may well be able to tend their allotment again. This is not always the case and sometimes holders 'sit' on their allotment when really they have little intention of using it productively again. In these instances we need to be sympathetic but firm, especially when there are long waiting lists. Self managed allotments tend to police this issue better.

New allotments: As part of large scale developments the City Council, as planning authority, will look to negotiate new allotment sites. This is all the more important given the size of gardens in new developments. Kingsway

was the first such provision for a number of years and, when complete, will provide 22 half plots (126m²), over 50 quarter-sized plots (64m²) plus a number of raised beds for those with mobility impairment. The forthcoming City Plan (the Spatial Planning document for Gloucester) will include policies encouraging new provision in large development sites.

Re-use of other open space: The Public Open Space Strategy identifies a number of open spaces within the City that do not really function as amenity land. There may be an opportunity to use some of these in a more productive manner and convert them to allotments or some other growing space.

Finally, there are areas within the City that have poor provision, in particular Hucclecote, Quedgeley and Hempsted. These tend to be on the periphery of the City and the City Council will work with Parish Councils, community groups and others to increase provision either within or, potentially, outside the administrative boundary of Gloucester to increase provision.

Under-utilized sites and disposals Allotments are currently popular and there are waiting lists for all sites. However, this may not always be the case. While we should not dispose of allotments due to a short drop in demand, if over a long period of time, allotments do remain vacant, then the authority should not shy away from finding alternative uses. There may indeed be small areas on larger sites that are unpopular, even though as a whole, the site is well cultivated. Any change from allotments needs to be thought through very carefully as inevitably it will be permanent. If money is raised as part of this process then it should be ring fenced to be used on allotments elsewhere.

If it is part of a larger site that is lost, then a proportion of any money raised should be spent on that particular site. There may of course be covenants and other restrictions on some sites preventing alternative uses.

Self-management and processes towards it

There are many different models of allotment management and these will vary across the country. In some areas the Local Authority is very much the lead partner. In others they have very little involvement other than as a planning authority, i.e. protecting sites from development. Between these two extremes there are many combinations.

In Gloucester City, the lead role leans towards the local authority and while there are certain benefits to this, it can be frustrating for Allotment Associations who perhaps want to have a little more control in how their allotments are run.

There are also potential financial benefits to the Associations from community-based control as funders are always happier supporting local groups rather than local authorities.

The City Council therefore, will be supportive of any requests by Allotment Associations either individually or collectively to pursue greater self management. At one extreme this could mean total control being invested in the association, allowing them to set a charge, collect rents and do the things that the City Council does (or would like to do) now. At the other extreme, the City Council would still maintain overall responsibility and control, but certain aspects of allotment management, such as allocating plots, could be carried out by the association.

The process by which associations would move towards more self management is contained at appendix 1 towards the end of this document. Also included is a 'pick and mix' list of the sort of tasks/responsibilities that could be passed over from the City to an Association.

It is assumed that associations will want a level of self management somewhere between the two extremes and we will actively engage with associations and other stakeholders to help them achieve what they think is best for their particular site.

What must be clear, however, is that before any significant control of any site can be handed over to an Association then some sort of mandate must be gained, not just from association members, but from allotment holders on the site as a whole. It will also need the association to have clear and appropriate terms of references in place that will safe guard the needs of plot holders.

The City will assist any allotment association in this process to allow an appropriate vote to take place. More modest transfers of authority will not need vote.

Consultation on this strategy showed there was a limited appetite for a significant degree of self management, this however, may change and the City will keep an open mind in this regard. There was also a concern that if allotment associations did take over management and then collapsed then the City must be prepared to take back control. Given the City Councils statutory duties in this respect it is clear that the City would need to step in if such a situation arose

Where there is no association in place then the City will encourage one to be set up as it is recognised that the needs of allotment holders are better serviced with some sort of local organisation in place to represent the views of plot holders.

Tenancy agreement/finances

There are a number of charging methods used by local authorities and allotment associations across the UK and they all have their supporters and detractors. At one level it would seem fair to charge by the square metre but the administration cost for a large plot is exactly the same as a small one. Alternatively if there are charge thresholds then someone will always sit the wrong side of the threshold and feel hard done by.

Following a review of its fees, the Council planned to follow the lead of some other authorities and to charge by threshold. Plots were to be designated as being small (<99m²), medium (100-149m²) or large (>150m²) with a corresponding charge. While there are some administrative benefits to this system, when it was announced, a number of representations were received supporting the status quo i.e. charging by the metre square.

At the same time it was planned to remove age related concessions, though those in receipt of Housing and/or Council Tax support could claim a 50% reduction. The loss of age related concessions again was subject to a number of representations.

Following discussions it was decided to maintain the current system at least for the year 2014 – 2015. Following on from then it is proposed to continue charging by the square metre.

Concessions will include those in receipt of Housing Benefit and/or Council Tax Support, it is also proposed to continue with the age related benefit, however, this will be standardised for male and females at 65. Those females currently receiving age related benefit will continue to do so. New female allotment holders and those who are not 60 as of December 31 2014 will not.

From then on the price will increase by inflation on an annual basis. This is standard practice and the indices used throughout the Council (based on RPI) will be utilized.

As mentioned later in this strategy we will investigate the possibility of charging a different rate for water used at each site. A site which is a heavy user of water will not be subsidized by one that is a light user.

We will also look into changing the 'allotment year'. Currently this starts in January, if it began in November it would be more in line with the seasonal requirements associated with the service.

Sustainability

Allotments are inherently sustainable. They provide a means of local food production that is inevitably less intensively produced than commercially produced fruit, vegetables and flowers. Allotments also contribute to community well being, healthy active lifestyles and many other un-costed benefits to society as a whole.

They are also open spaces in their own right providing relief from urban form and attract a surprising diversity of wildlife.

Of course sustainability is a relative concept and some allotments will be more sustainable than others. While we would not wish to get into too much detail as what is and is not acceptable practice, there are issues around water consumption and being a good neighbour that do need addressing.

Water use

Water is a precious resource and while often there is far too much we have had a number of summers where there has been too little. Plants need water to grow and for some fruit and veg irrigation is often essential. However, water from standpipes costs money and this ~~has to come out of allotment rents~~ can represent 30% of the income from allotment rents. There is a financial as well sustainability argument as to why we should all be careful with water use.

If self management becomes more widespread this is something that associations may wish to address themselves – however, in the interim, the City Council will investigate ~~how to reduce piped water use on allotment sites. As a starting point we will look into charging each site for the water it uses – a site therefore with high water usage may have to pay more than one with low usage. We will also investigate~~ restrictions on the use of unattended sprinklers for example through tenancy agreements. We will also make it clear in allotment invoices how much of the charge goes to pay for water usage.

Green waste

Good soil-husbandry depends on organic matter. Compost is a simple means of providing

this. All allotment holders will be encouraged to compost all their green waste, although it is accepted that some waste may be diseased and, along with pernicious weeds cannot be composted in a normal heap. Burning (though only occasional burning of dry, diseased waste) is an option but is generally unsociable and in some instances removal from site may be the only alternative. To assist we will look into the feasibility of community composting, perhaps in association with the Council's waste contractor where larger, hotter heaps can be constructed. We will endeavour to continue the occasional deliveries of soil conditioner organised with help from the Council's waste contractor dependant on demand, ~~and~~ cost and availability.

Occasional skips for one-off clearances when asked for by Associations will be favourably looked upon.

Other issues

What can and cannot be grown

The initial allotment acts required a plot to be cleared at the end of each season. Technically, growing rhubarb was not allowed as it was a permanent perennial. Yet perennials are a sustainable and often a low maintenance means of extracting productivity from an allotment.

While the City Council is largely responsible for allotments, it will not be too involved in what can and cannot be grown on an allotment.

Whilst not wishing to be too prescriptive, we will look to update our guide, detailing what is appropriate to grow on an allotment. This and the guidelines on sheds/structures and the role of animals (bees and chickens) may be

something that Allotment Associations decide they want to control. We will support this.

Selling of produce

Allotment legislation requires that an allotment garden is 'wholly or mainly cultivated by the occupier for the production of fruit or vegetables for consumption by himself and his family'. Selling on a commercial basis is therefore considered unacceptable; however, small scale sales of excess produce, for example, through associations, would be appropriate.

Vandalism and theft

For some allotment holders this can be a real problem. To have carefully tended produce pointlessly trashed or stolen is heart breaking and may even cause some holders to give up. We will encourage individuals to report all incidents of theft and vandalism and will do what we can within the tight financial constraints to make allotments as secure as possible, without making them look like a fortress. We will work with allotment holders and associations to make them more secure and, where appropriate, seek external funding and make the most of opportunistic works to improve security.

We also need to work with local communities, the police and other stakeholders to try and address the problem at source. Certainly we will be aiming to bring our Asset Based Community Development (ABCD) expertise to play in engaging with local people.

The role of our grounds maintenance contractor

The role of Amey will vary from site to site. Their detailed role therefore will be covered in the Site Plans. However, they tend to look after the large paths and open spaces within allotments and the boundary fences. As with previous issues, associations may wish to have more control over this aspect of maintenance.

Education

While we do give new plot holders a welcome pack to help them, too many still give up after the first season. Often it is just that they needed more information/training about what to grow and how to grow it.

We will work therefore with providers such as The Conservation Volunteers (TCV) to set up training projects/workshops where new plot holders can learn about good husbandry and issues such as wise water use, etc.

Gloucester City Council policies

The City Council already has a number of policies that are generally supportive of allotments and their continued use. The most relevant are:

Sustainable Development Strategy for Gloucester 2000: This broadly supports the non commercial sale of allotment produce

Local Plan Second Stage Deposit 2002 contains two policies relevant to allotments:

Policy A1 New housing and allotments: This proposes a standard of 0.2 acres per 1000 residents. Off-site provision may be acceptable (page 131).

Policy A.2 Protection of Allotments: Broadly planning permission involving loss of allotments will not be permitted unless the requirements

around unmet demand, replacement provision and enhancement of asset are met (Page 132).

Open Space Strategy 2014: This requires the preparation and publication of an Allotment strategy. The potential for new allotment sites on Public Open Space and the negotiation of new allotments as part of new development.

Conclusions

Local Government is going through an era of unprecedented reform. Local communities are increasingly taking control of their neighbourhoods and it is the expectation that the decision making process and funding will be moved further down to users.

Allotments are no different, and Gloucester City Council will pursue an allotment structure where more control sits with associations and plot holders than is the case now.

Where there is a desire therefore, from associations and plot holders for a more active role then we will do our best to facilitate their needs.

As mentioned at the beginning of this strategy allotments have a long and honourable history. Gloucester City Council wishes to build on this and ensure that allotments are as fit for purpose in the 21st century as they were when first appeared in the 19th.

Delivery Plan

The following delivery plan will seek to ensure that the proposals set out in the strategy are implemented. The actions are based on the recommendations made by the Task and Finish group in 2007, supplemented by other more recent developments.

With limited funding some of the proposals will take time. Actions have been given a timeframe of short, medium and long term, corresponding to approximately less than 1 year, 1 to 5 years and more than 5 years, respectively.

Task	Funding	How	Comment	Timescale
Pursue self management where there is support from the association	Officer time. Association resource.	Work with Associations and other groups to facilitate a higher degree of self management.	Any significant degree of self management will have to be with consent of allotment holders.	Short to long.
Role of the allotment officer to be clarified and put in place.	Rental income.	Current income can continue to fund a part time officer.	Situation to be reviewed if significant number of associations opt for self management.	Short to long.

Planning Policy is incorporated into the new City Plan protecting allotments and requiring new ones as part of large scale development.	Part of City Plan process. Officer time.	Incorporate allotment policies into City Plan.	City Plan is currently on hold pending work on the Joint Core Strategy. Stage 3 to be published Winter 2014/15.	Short.
Increase provision of raised allotment beds.	External.	Through section 106 on new developments and through bidding process.	Kingsway will provide some raised allotments. Success will need to be monitored before further funding sought.	Medium to long.
Address areas of poor provision through alternative uses for council and privately owned land.	Officer time.	Work with parish councils and other bodies to identify potential allotment sites. Negotiate provision on large development sites (see above).	POS strategy contains proposals for finding alternative uses (inc allotments) for POS. Private land can become allotments with willing land owner.	Short to long.
Increase provision through subdivision and stricter requirements on abandoned allotments.	Officer time. Association resource.	Continue policy of large plot subdivision. With associations pursue firm action on uncultivated plots. Ensure plots are held by City residents of within half a mile of City boundary.	It is assumed that, if Allotment Associations pursue a more active role, they will want to manage their areas in a rigorous manner to ensure that allotments tenancies are not abused.	Short to long.
Encourage more sustainable use of water.	Officer time. Association resource.	Unattended sprinklers to be banned . All buildings to be fitted with a water butt. Water charges to be linked to site. addressed through tenancy agreement	It is expected that water provision will increasingly be an issue. The modest measures suggested will be reviewed. More stringent controls may be introduced.	Short to long.
Allow a more	Officer	Adopt policy that allows	Top fruit can be a low	Short.

proactive policy on what can and cannot be grown/done on an allotment.	time. Association resource.	certain produce to be grown such as top fruit. Allow Associations to rule on issues such as bee hives and chickens.	maintenance means of having a productive Allotment. Associations can deal with the more local issues of bees, etc if they wish.	
Increases security across sites.	External funding.	Submit funding and use other opportunities to better fencing and other security measures.	Some sites such as Saintbridge are large and difficult to fence. However, all opportunities need to be explored such as section 106 agreements and external funding.	Medium to long.
Keep allotment holders updated as to current developments.	Officer time.	Publish an annual newsletter updating allotment holders. Host a web page. Hold an annual meeting of Allotment Associations.	Simple, short and low cost publication along with a web page.	Short to medium.
Change the allotment year to run from November	Officer time	Work with Associations and Civica to change billing timetable	This will allow a full winter to sort out problems of re-letting	Short to medium
Encourage associations where they do not exist	Officer time	Work with existing associations and plot holders to encourage uptake	Very small sites may not be appropriate	Short to medium

Appendix 1. Moving towards Self Management

Process involved in moving towards self management followed by 'Pick and Mix' of services and functions currently undertaken, either in whole or in part by the City Council that could be carried out by an Association.

- City Council to talk to allotment association about the possibility of more self management. Where none exists City will talk to individual plot holders to gauge their interest.
- Associations who express an interest discuss at committee level what they would like to do.
- Associations discuss with City Council as to whether their aspirations need formal vote or can be carried out with informal agreement.
- Associations enter dialogue with their members.
- If can be carried out without vote then implement changes, if not carry on process
- If still interested Associations to hold EGM/ AGM to formally discuss matters with their members.
- Associations to submit business case (on 1-2 sides of A4) detailing what they would like to do, their capacity as an Association/group, and how they intend to do it. Associations to be properly constituted
- If business case broadly in line with Allotment Strategy and legislation then City to instigate vote. If possible honest broker employed to answer questions (this may be a FAQs compiled with help from The National Allotment Society or other honest broker.
- City Council writes to plot holders and initiates vote, again with assistance (if appropriate) from an honest broker. Simple majority vote on yes or no motion. Only one vote per year per association
- Depending on vote, begin handing over powers to associations.
- Depending on level of engagement City Council to negotiate with associations on the nature of the relationship. This may or may not need some sort of legal agreement.
- Handover responsibility.

The following is a list of functions/services that Associations can, if they wish take over. It is not exhaustive and is not a hierarchy. Some of these functions can be carried out without recourse to the above process.

- Sharing of information (will need consent of plot holders).
- Become principle key holder
- Plot Checking
- Plot letting
- Access to waiting lists
- Site management (monitoring)
- Site management (implementation)

- Drawing up of site management plans
- Site upgrading and security
- Drawing up of additional allotment rules and guidelines
- Enforcement of allotment rules
- Formal leasehold arrangement
- Billing /invoicing, chasing bad debts.

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2014 Allotment strategy response report

Site where rep came from	Summary of Issue/Concern	Response
Tredworth Fields	Broadly agree with policy. Keen that neglected plots are dealt with quickly	Support noted. No change
	Agree with reduction of water	Support noted, Note changes suggested below with regard water use
	Not sure self management will work	Noted. Strategy still supports self management but only at request of plot holders – no change
Unknown	Figures not correct on page 5	Noted will be updated and made clear only a snap shot
	People should be allowed to take on an extra half plot if they can prove themselves capable	Noted. Change strategy accordingly
	The most equitable way of charging is by Metre square	Noted. This is the proposal in the strategy
	Support for inflation indexed increases in rent, but which index used	Noted this can be clarified In the strategy
	Charging water use by site is unfair – need to encourage rather than restrict	Noted, though sprinklers will be restricted (see below)
	Selling of produce brings potential problems	Not accepted. We will be governed by legislation in this regard.
	Shared management supported though difficult to find people to take in a role. Associations could take over sharing info' supporting new plot holders, principle key holder, plot checking/site management, drawing up additional rules – where appropriate, agreeing what can and cannot be grown.	Noted – proposals are achievable within current document. However, given lack of appetite for total self management tone of document will be changed.
	To be retained by City council – Enforcement, site man plans, site upgrade and security, formal lease billing etc	Noted. See immediately above
	Vacant plots should be dealt with quickly	Currently within strategy – no change
	Strongly agree with reduction in water use	Noted see proposals below for sprinklers
	Not sure if self management will work	Noted tone of document will be changed
Unknown	Proposals appear to be a good way forward	Support noted
	If associations take over will there be an overseeing structure in event of a complaint	If an association took over significant powers then we

		would need to ensure that structures and policies were in place to ensure allotment holders' interests were maintained. This is not explicit in the current text so will be modified to reflect respondents concerns. Change accordingly
	If an association that took over management could no longer function would the city council take back control	City would take back control if association failed – this needs to be made explicit in text to reflect respondents concerns. Change accordingly.
Chris Widden	Figures on page 5 meaningless	Accepted. Make clear only a guide and a snap shot of current situation
	Would like information on waiting lists	This is available – no need to change strategy
	Suggests there should be a condition of entry to waiting list that applicant must agree to disclose information to association	We could not require this – we already ask and to date no one has refused to give info– no change
	Concern at speed of chasing vacant and under used plot	Noted. Though a management issue and has hopefully been addressed
	If tenants of half plot prove themselves then they should be able to graduate on to a whole plot	Accepted. will add a sentence in strategy
	Plots managed by others with the consent of the tenant are increasingly a problem. If association had all the information of tenant holders then it would be easier to police	Noted. Though a management issue and hopefully now addressed.
	Any new site needs adequate parking and facilities	Noted
	To encourage self management Plot holders should be obliged to be a member of association	This could only be achieved through total control by association. As long as City is the legal entity we will not require this
	There must be mechanisms to support associations where there are enforcement issues involved	This will depend on the degree of self management chosen by the association. No change needed.
	There should be a safety net where site management can be returned to City Council	Accepted. This is not explicit in the text. Change accordingly
	Assoc cannot be expected to manage rent collection etc	This will depend on the degree of self management chosen by the association. No change

		needed
	The council should encourage the establishment of associations where non exist	This is already done – though not explicit in the text – amend accordingly
	Need sense of proportion over ‘green issues’ for example bonfires are needed occasionally	There is nothing in the strategy that requires significant behavioural change. Associations can draw up their own guidelines if they wish. No change
	Concerns over recycling green waste at Hempsted Civic Amenity site and household collection	Not really the remit of the allotment strategy. No change
	Considers references to walking and cycling annoying	Many allotment holders do walk and cycle as a benign form of transport it should be encouraged – no change
	Agrees use of sprinklers should be restricted. Would support a fairer charging system but can see problems	Accepted. Support sprinkler restrictions as part of agreement. Change strategy taking out reference to differential charging
	Ameys role should not vary from site to site. Sites should be allocated a certain amount of time from Amey that should be used accordingly	Ameys role will vary from site to site depending on current infrastructure. No change
	Does not see great benefit in education of allotment holders unless done as a pre-requisite for going on the waiting list.	Education prior to allocation would be costly. Certain projects that educate have been seen to bring benefits though accept it is not a panacea for reversing dropout rate. No change
	Appreciates interest shown by the council in allotments, and understands the need to do more with less. Recognises good value of allotments and accepts tenants will pay more if they get a better service. Allotment income needs to be ring fenced	Allotment money is effectively ring fenced for allotments. Comments appreciated. No change
Saintbridge	Good that City Council supportive allotments within city	Comments appreciated
	Sensible to ban sprinklers but water supply is needed. Concerns however, over charging separately for water use	Accepted. Support sprinkler restrictions as part of agreement change strategy taking out reference to differential charging
	Supports change of allotment year to November as sensible way forward	Comments appreciated
	Surprised that there are waiting lists and vacant plots on some sites	There will always be a lag between terminating an agreement and re-letting. Point accepted that it needs to be as

		efficient as possible to make optimum use of plots
	Commends work currently being done by Saintbridge Allotment Gardens Association	Noted
Gloucester Allotment group	Support ban on sprinklers. Believe charging by site would not be viable. Possible levy on sites where water is piped	Accepted. Support sprinkler restrictions as part of agreement change strategy taking out reference to differential charging
	Concerned that if self management allowed then because it relies on volunteers a change in personnel may mean collapse of association. In these circumstances City Council must be prepared to step in	Accepted. Will be made explicit in the text. Change accordingly



Meeting:	Cabinet	Date: 10 th December 2014
Subject:	City Centre Trade Waste Collection Policy	
Report Of:	Cabinet Member for Environment	
Wards Affected:	Westgate	
Key Decision:	No	Budget/Policy Framework: No
Contact Officer:	Lloyd Griffiths, Environmental Services Manager	
	Email: lloyd.griffiths@gloucester.gov.uk	
		Tel: 396315
Appendices:	Appendix 1 - City Centre Trade Waste Collection Policy	

1.0 Purpose of Report

- 1.1 To update Cabinet following the close of the consultation phase of the Draft Policy.
- 1.2 To approve the City Centre Trade Waste Collection Policy.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that:
 - 1) The contents of this report be noted; and
 - 2) The City Centre Trade Waste Collection Policy at Appendix 1 be approved for implementation as of 1st January 2015.

3.0 Background and Key Issues

- 3.1 On 17th September 2014, Cabinet approved a draft City Centre Trade Waste Collection Policy for consultation. The consultation period of 8 weeks commenced on 18th September 2014 and closed on 13th November 2014.
- 3.2 The consultation was advertised via the Council's website and in addition, officers wrote directly to 450 City Centre businesses in mid October making them aware of the draft policy and providing details of how they could submit comments. The proposed policy was also covered both locally and regionally by the media, which was helpful in raising awareness of its publication.
- 3.3 For a 1 week period between Wednesday 24th September 2014 and Wednesday 29th September 2014 Officers also carried out pro-active visits to the City Centre area referred to in the policy in order to assess the impact of trade waste. Furthermore, where trade waste was identified as being on the street outside of the proposed policy window for collection (6am – 10am) businesses were visited and made aware of the draft policy, the consultation process and provided with advice on how to comply.

- 3.4 19 comments have been received in respect of the policy and consultees have, in addition to City Centre traders, also included Business Representatives, Community Partnership Leaders and our own Officers. The one common theme that has emerged amongst the comments is support for the principal aim of the policy which is to improve the City Centre street scene environment.
- 3.5 There have been a small number of comments received from Small to Medium Sized Enterprises (SMEs) claiming that the policy is too restrictive and will unduly affect day to day operations. These are the businesses who generally operate in or around office hours (i.e. 9am – 5pm) and claim to have arrangements in place for their trade waste to be collected during the evening period. They argue that complying with the policy might mean them having to store waste overnight which they see presenting risks depending on waste type and might also mean extra costs if requiring a staff member to come in to work early to place waste out for collection.
- 3.6 Although recognising the concerns raised, the aim of the policy is to keep our City Centre free of trade waste during those hours when residents and visitors are at their highest numbers and the City is on display. Trade waste collections during the evening, although not unusual are small in number and businesses are able to request their contractor to collect their waste between the hours of 6am and 10am.
- 3.7 Furthermore, it will not be possible to increase the window for being able to place trade waste out on to the street past 10:00am in view of the impending Gloucestershire County Council restriction on vehicular access into the Gate Streets from 10am – 4pm daily.
- 3.8 There have been some concerns raised by businesses which utilise the ‘orange bag collection service’ provided for us by AMEY. Discussions have been held with AMEY who support the policy and who will make arrangements in advance of 1st January 2015 for orange bags to be collected throughout the City Centre between the hours of 6am and 10am. Orange bags found presented or not having been taken in outside of this window will be removed and the waste producer’s details passed to Public Protection for investigation.
- 3.9 Based on the low consultation response rate, the ability of registered waste contractors to amend collection times to comply with the policy and the impending implementation of vehicular restrictions into the City Centre Gate Streets, it is proposed that no changes are made to the policy prior to approval.

4.0 Alternative Options Considered

- 4.1 The consultation process has resulted in a number of comments being raised, some of which propose changes to the policy, particularly around the time restriction for being able to place trade waste out for collection.
- 4.2 These proposals would not resolve the issues that the policy has been developed to tackle which is trade waste being present in and around our prime shopping and visitor areas during times of high footfall.

5.0 Reasons for Recommendations

- 5.1 Implementation of this policy will provide City Centre businesses with a clear and consistent message to assist them in complying with the law in respect of trade waste.
- 5.2 The policy will support Officers in undertaking investigations of trade waste issues as it provides them with a clear statement of what is expected of businesses in respect of the presentation and collection of trade waste.
- 5.3 The policy supports the Council's objectives contained within its Council Plan 2014 – 2017 including supporting the night-time economy, encouraging inward investment and promoting growth.

6.0 Future Work and Conclusions

- 6.1 Subject to approval of the Policy, communication with all City Centre businesses will be undertaken in writing, including the provision of a copy of the Policy and informing them of the intended implementation date of 1st January 2015.
- 6.2 It is intended to implement this Policy in partnership with the City Centre business community with the aim of supporting businesses to comply with the policy and meet their legal obligations in respect of trade waste.

7.0 Financial Implications

- 7.1 There will be minimal resource implications in implementing the policy and investigation of complaints will be prioritised against other reactive work.
- 7.2 In the medium to long term it is envisaged that the amount of resource taken up by investigation of trade waste issues should decrease as businesses will be clear on what the Council expects of them in respect of trade waste.

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

8.0 Legal Implications

- 8.1 This Policy is supported by an existing legal framework that provides Councils with enforcement powers for dealing with trade waste issues. Use of these enforcement powers will be considered having regard to the Environmental Health & Regulatory Services Enforcement Policy.

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

9.0 Risk & Opportunity Management Implications

- 9.1 The following risk and opportunities have been identified:

Risks	Opportunities
Some businesses view the policy as too restrictive and difficult to comply with and may view the Council as not being supportive	To improve the street scene within the City Centre

Not amending the policy to take into account business concerns about it being too restrictive may affect our relationships and standing with City Centre traders.	To support businesses to comply with the law in respect of trade waste
Amending the policy taking into account some of the accounts received will still result in trade waste being present in our City Centre during times of high footfall	To promote the role of the Council in aiming to enhance the City Centre experience, support the night-time economy, encourage inward investment and promote growth
	To promote AMEY trade waste collection service

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 Improving the street scene within a community has been proven to have positive impacts on anti-social behaviour, community cohesion and general health & well being of that community. This is based on the fact that improving the look and feel of the area changes its nature for the better and encourages people to utilise it more for enjoyment. Reducing the length of time that waste is present within our City Centre also removes the potential for it or its contents to be utilised as weapons or objects associated with anti-social behaviour.

Sustainability

11.2 A clear and consistent message for businesses on how and when they should present their business waste will naturally create sustainability. The window of 06:00hrs – 10:00hrs provides sufficient flexibility to enable businesses to comply with the requirements which should reduce the scope for the policy needing to be changed in the future. Having the policy in place will also support Council Officers in confidently being able to investigate and follow up incidents of non-compliance particularly in the face of challenge if received.

Staffing & Trade Union

11.3 No staffing or Trade Union implications have been identified

Background Documents: N/A

CITY CENTRE TRADE WASTE COLLECTION POLICY

Applicable To	Business premises within the designated city centre area relating to this policy
Effective Date	1 st January 2015
Current Policy Date	1 st January 2015
Next Review Date	1 st January 2017
Review Cycle	2 years
Policy Owner	Lloyd Griffiths - Environmental Services Manager

1. Policy Introduction

Gloucester City Council is committed in partnership with AMEY to improving the street scene within our City Centre to make it an attractive location which encourages inward investment and promotes growth.

The wider City Centre is home to some 450 businesses all of whom generate varying levels of trade waste. In the main this waste is placed for collection outside business frontages at various different times of the day and is collected by a number of different contractors.

This can at times lead to the City Centre street scene being littered with rubbish bags which do not look pleasant, have the potential to be split open by gulls, foxes and other vermin, can cause access difficulties and can cause unpleasant odour or attract vermin.

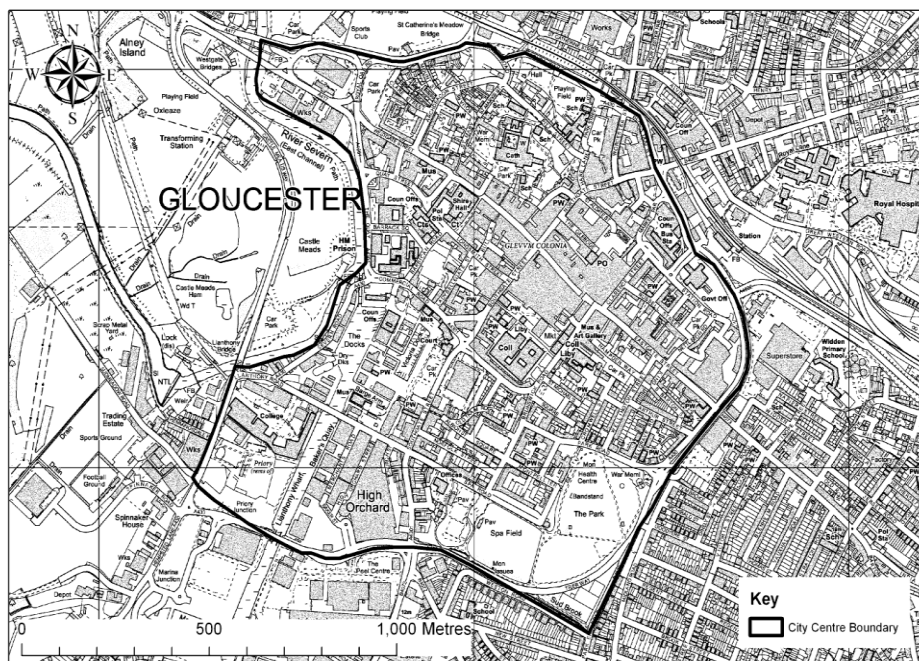
This City Centre Trade Waste Collection Policy aims to inform businesses about how and when to dispose of their waste encouraging them to play their part in ensuring the City Centre is attractive to visitors and other businesses.

Policy Statement

1. Any business that generates waste should have in place a trade waste agreement with a registered waste carrier to collect that waste. This trade waste agreement should be retained on site and be available for inspection upon request by an Authorised Officer of Gloucester City Council;
2. Trade waste should only be placed on the street for collection on the day of collection;

3. Trade waste should not be put out for collection before 06:00hrs and should be collected in by 10:00hrs on that same day i.e. trade waste should not be left out for collection between the hours of 10:00hrs – 06:00hrs;
4. If trade waste has not been collected by 10:00hrs it should be retrieved and kept on the premises of origin until the next organised collection which should comply with this policy;
5. Businesses are asked to label their trade waste receptacles clearly and legibly (including bins, bags and bundled items such as cardboard) with details of the business (Trading Name) the waste has originated from;
6. Trade waste should not be placed in public litter bins or another businesses trade waste bin.
7. Trade waste should not be placed on the highway (including pedestrianised areas) unless it complies with this policy and has been arranged to be collected under the terms of your trade waste agreement;
8. Gloucester City Council is not responsible for collecting trade waste and it will be the responsibility of the waste producer to arrange for its retrieval and or collection where requested to do so by an Authorised Officer;
9. Where it is deemed necessary, Gloucester City Council may remove trade waste and recover costs (including administration, collection, storage and disposal costs) from a business if it has not complied with this policy, in addition to taking enforcement action;
10. Registered Waste Carriers contracted to collect trade waste should be informed of this Policy and should take measures to ensure compliance on behalf of their business clients.

2. Designated City Centre Area



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3. Monitoring, Investigation and Enforcement

In partnership with AMEY we will utilise all staff working within the City Centre to identify and report business waste that has been deposited in a manner that does not comply with this policy. Periodically we will also carry out proactive surveys of the designated City Centre area (relating to this policy) to assess businesses compliance with this policy. Trade waste arrangements will also be discussed as part of Food Safety, Health & Safety and Licensing inspections carried out by officers of our Public Protection Service.

Where trade waste is identified an Authorised Officer of the Council will visit and identify the source of the waste. If identification cannot be traced then we will utilise City Centre CCTV to identify the source.

Once identified an Authorised Officer will visit the business concerned and make that business aware of the non compliance and provide them with advice and support in order to comply. This verbal warning will also be followed up in writing.

If there is a further report and an Authorised Officer is satisfied that a business has for the 2nd time not complied with this policy an enforcement notice will be served on the business owner and all other interested parties requesting that trade waste be placed out in line with this Policy. If this enforcement notice is found to be breached then a Fixed Penalty Notice (FPN) will be issued.

The FPN will require the payment of £60 within 10 days or £100 within 14 days in order to discharge liability against the offence. Failure to pay the FPN will result in the Council instigating legal proceedings for the original offence of failing to comply with the terms of a Waste Receptacles Notice. Legal Proceedings may take the form of a Simple Caution or Prosecution.

Not complying with the Council's direction on how and when to place trade waste out will result in enforcement action being taken. This Council will make decisions to use enforcement powers on a case by case basis in accordance with its Enforcement Policy. Generally it will act in a staged approach as set out below but some incidents might require more stringent action to be taken at an earlier stage.

1. Enforcement Notice / Fixed Penalty Notice
2. Simple Caution
3. Prosecution

4. Council Responsibilities

Section 89 of the Environmental Protection Act 1990 places a duty on Local Authorities to ensure that as far as is practicable its land is kept clear of litter and refuse. It also requires that Local Authorities so far as is practicable ensures that roads and highways are kept clean. This policy has been developed to assist us in complying with this duty.

This duty does not mean that the Council takes responsibility for the clearance of trade waste that has been mis-presented or remains uncollected. Responsibility for retrieval and or clearance rests with the waste producer.

5. Contacting Us

If you require further information in respect of this policy or have a general query relating to trade waste then please contact us on 01452 396396 or at heretohelp@gloucester.gov.uk. Alternatively you may wish to visit our website at www.gloucester.gov.uk which contains further information.

AMEY, the Council's Streetcare Partner Contractor is a registered waste carrier who provide trade waste collection services. For more information on this service please contact us using the details above.

6. Definitions

AMEY – Amey is Gloucester City Council's Streetcare Partner Contractor responsible for delivering its front line environmental services across the City;

Authorised Officer – an officer of Gloucester City Council who is authorised for the purposes of carrying out investigations and enforcement under The Environmental Protection Act 1990 and associated legislation;

Duty of Care in Respect of Waste - A legal obligation to ensure that waste is only passed on to an authorised person (registered waste carrier) and documents recording this transfer must be retained for a period of two years for inspection purposes if requested by an authorised officer;

Registered Waste Carrier – An individual or business who are legally registered with the Environment Agency to transport waste;

Simple Caution – A formal warning that is given to a person who has admitted an offence. If the person refuses a simple caution then they will normally be prosecuted through the normal channels for the original offence. Although it is not technically classed as a conviction (as only the Courts can convict someone) it can be taken into consideration by the Courts (on sentencing) if the person is convicted of a further offence.

Trade Waste - Trade, commercial or business waste can be defined as waste from premises used wholly or mainly for the purposes of a trade or business or for the purpose of sport, recreation, education or entertainment but not including household; agricultural or industrial waste; and

Trade Waste Agreement – A legally required contract (for businesses who produce waste) with a Registered Waste Carrier which confirms that arrangements are in place for their trade waste to be legally and responsibly disposed of

7. Related Policies, Procedures and Legislation

- Environmental Protection Act 1990 – Section 33 – Unauthorised deposit of waste on land
- Environmental Protection Act 1990, Section 34 – Duty of Care in respect of Waste etc
- Environmental Protection Act 1990, Section 47 – Commercial Waste Receptacles
- Gloucester City Council, Environmental Health & Regulatory Services, Enforcement Policy 2010

Revision History		
Version	Author	Effective Date
1.0	Lloyd Griffiths	1 st January 2015

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Gloucester City Council

Meeting:	Cabinet	Date:	10 December 2014
Subject:	Growing Gloucester's Visitor Economy		
Report Of:	Cabinet Member for Regeneration and Culture		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Lucy Wright, Visitor Services Manager Jason Smith, Chief Executive, Marketing Gloucester Liz Barnwell, Destination Marketing Manager, Marketing Gloucester		
	Email: lucy.wright@gloucester.gov.uk	Tel: 396570	
Appendices:	Growing Gloucester's Visitor Economy		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To consider the adoption of the Growing Gloucester's Visitor Economy – a 5 year strategy.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE**

- (1) That the Growing Gloucester's Visitor Economy strategy be adopted.
- (2) That the Action Plan forms the basis of a work programme over the next 5 years.
- (3) That the relevant officers be instructed to work with Marketing Gloucester to implement the Action Plan, identifying the necessary resources and allocating ownership for delivery.
- (4) That the Growing Gloucester's Visitor Economy strategy be reviewed annually.

3.0 Background and Key Issues

- 3.1 The last City Council Visitor Economy Strategy was produced in 2005 and was named 'Economic Development and Tourism Strategy'. This strategy included a 3 year work programme from 2005-2008.
- 3.2 Since 2008, responsibility for destination marketing of the city has sat with Marketing Gloucester. With a new Chief Executive now in place, the time seems right to progress an updated strategy for growing the visitor economy. In the spirit

of partnership and to reflect the close working relationship between the City Council and Marketing Gloucester, it seems appropriate for Cabinet to consider the strategy as there will be implications for the Council arising from it.

- 3.3 Visit England, the national tourism body encourages and supports the development of Destination Management Plans throughout England and sees them as an essential tool in the delivery of a successful visitor economy. National Government policy encourages destination organisations to become efficient bodies and creating the described document is a key mechanism in achieving this.
- 3.4 There are a number of reasons showing the importance of having a Visitor Economy Strategy in place. Tourism, as the strategy document sets out, is an important contributor to the local economy and one where there is significant potential for growth.
 - 3.4.1 The visitor economy involves a whole set of experiences delivered by many organisations in the public, private and voluntary sectors. It is essential that they work together and in doing so achieve a better use and management of resources.
 - 3.4.2 Supporting the visitor economy is not just about promotion but must cover a whole range of activities aimed at strengthening the quality of the visitor experience and the performance of businesses.
 - 3.4.3 Tourism has a range of impacts on society and the environment and is inherently an activity that benefits from management.
 - 3.4.4 A key benefit of having a strategy is to identify what the real needs and priorities are so that financial and human resources can be used most effectively.
 - 3.4.5 Well researched, argued and presented action plans can strengthen the case for funding and help identify projects for support.
- 3.5 The term 'Visitor Economy' relates to all aspects of the economy related directly or indirectly through the supply chain to the provision of services to visitors and benefiting from their spend. The term 'visitor' has the same meaning as tourist but also includes people visiting just for a day or less as well as overnight. (*Visit England – Principles for Developing Destination Management Plans*).

4.0 Alternative Options Considered

- 4.1 To not adopt the Visitor Economy Strategy, leading to no clear vision for the visitor economy in the city and to have no structured approach to co-ordinating activity, which is not recommended.

5.0 Reasons for Recommendations

- 5.1 Gloucester is a city where activity is progressing at such a pace that it needs to be actively co-ordinated, with clear objectives and a structure that Gloucester City Council, Marketing Gloucester and other city partners can work towards with one clear plan.

6.0 Future Work and Conclusions

- 6.1 The Growing Gloucester's Visitor Economy strategy will be evaluated on an annual basis reflecting on the achievements and way forward. This will be in the form of a report to Cabinet.
- 6.2 The Growing Gloucester's Visitor Economy strategy has already been shared with the Marketing Gloucester board members as well as all councillors and the City Council's senior management team and their comments have already been incorporated into this strategy.

7.0 Financial Implications

- 7.1 In delivering the Growing Gloucester's Visitor Economy strategy, varying financial pressures will need to be assessed through both Gloucester City Council and Marketing Gloucester. Moving forward, the service level agreement currently in place between the two organisations will remain as previous and new projects will be treated on an ad-hoc basis.

8.0 Legal Implications

- 8.1 There are no legal implications relating to this report.

9.0 Risk & Opportunity Management Implications

- 9.1 None at this stage. Appropriate risk management will be undertaken for each City Council project as they arise.

10.0 People Impact Assessment (PIA):

- 10.1 To be considered on adoption of the Growing Gloucester's Visitor Economy strategy.

11.0 Other Corporate Implications

Community Safety

- 11.1 Safety requirements will be addressed by a lead officer/manager within each individual delivered project.

Sustainability

- 11.2 Sustainability issues will be addressed within individual projects within the action plan.

Staffing & Trade Union

- 11.3 Not applicable.

Background Documents: Appendix 1 – Growing Gloucester's Visitor Economy.

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Growing Gloucester's Visitor Economy



Version 20141130

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2. Background
3. Product Audit – What’s the offer?
4. SWOT
5. What/who is our market and who should we target?
6. Requirement for additional 1800 Hotel Rooms
7. Different approaches to different markets
8. Relationship with Cotswold Tourism Body
9. Current Promotion of the City
10. Action plan

Contributors

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Liz Barnwell – Deputy CEO, Marketing Gloucester – liz@marketinggloucester.co.uk

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lucy.wright@gloucester.gov.uk

1. Executive Summary

Gloucester is a City which has a rich history with a wealth of legacy from that history, both culturally and physically with its many heritage assets. It is a City that has recently benefited from over £720¹ million of investment in regeneration and with more significant investment in regeneration planned focusing on growth and improvement of amenities and lifestyle for businesses, residents and visitors.

The visitor economy is an important part of the economic mix for the City of Gloucester and has grown at a faster rate than total economic activity for the area². It is projected that this growth in the visitor economy is likely to continue, substantially outperforming whole economy growth for the area³. If these projections are proven to be correct then the visitor economy is likely to become an even more important part of the local economy.

This report sets out a draft strategic plan for driving growth in the value of Gloucester's visitor economy. Some of the actions set out in this plan can be achieved by those organisations in the city with the remit to promote tourism, others will require more wide ranging stakeholder support. This is a consultation document and the authors warmly welcome feedback and additional ideas on how to continue growing the visitor economy to assist in making Gloucester the best small city in Britain⁴

Key Conclusions:

- Gloucester has consistently outperformed both national and regional growth rates in visitor spend. Economic benefits from exploiting the visitor economy will become an ever more important component of the whole economy locally within the next 10 year period.
- There is a need to continue the progress towards closer coordination between organisations whose activity contributes to visitor economy growth
- Current successful efforts to promote the city must be amplified to capitalise on current growth and increase it bringing substantial growth in jobs and the local economy
- Barriers to growth in the visitor economy such as shortage of good quality hotel rooms and lack of a larger venue space need to be addressed

¹ GHURC

² GVA of tourism related industries by rural-urban LA classification region and local authority. Source ONS, Annual Business Survey 2000-2010 abs@ons.gov.uk

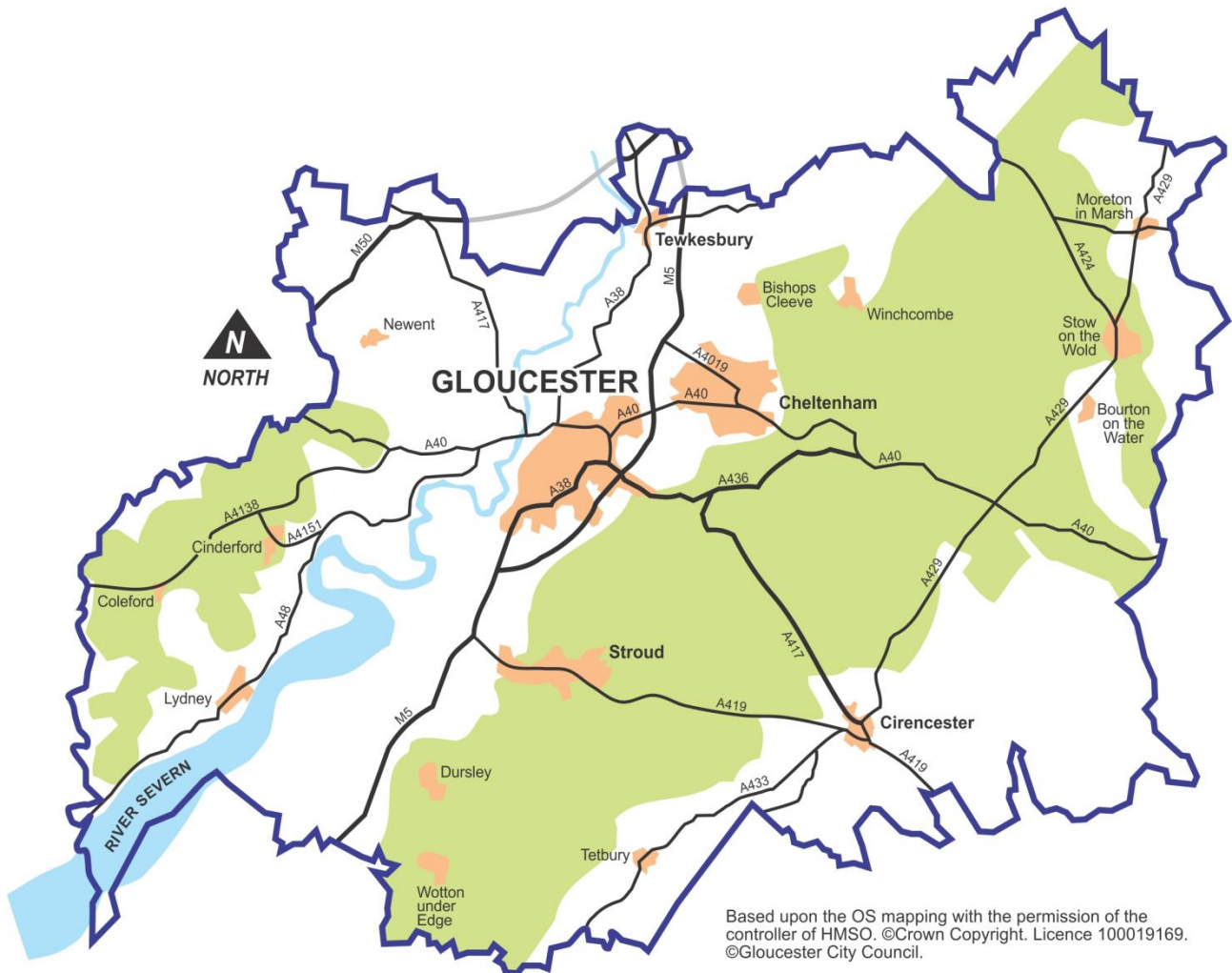
³ DCMS Government Tourist Policy projects total UK Tourism spend to grow at annualised rate of 3.5percent per annum to 2020, GFirst LEP in draft Strategic Economic Plan projects a regional growth rate of 2percent per annum to 2025

⁴<https://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0CC4QFjAA&url=http%3Apercent2Fpercent2Frichardgraham.orgpercent2Fwp-contentpercent2Fuploadspercent2F2013percent2F01percent2F2014-Making-Gloucester-the-Best-Small-City-In-Britain.pdf&ei=xzQoU4LmBsi90QWd2IH4AQ&usg=AFQjCNFDNaU0dwfmj0M0Z88fKV7E65ERhA&sig2=nAXJpPXsP2tYRyDkNC10kw&bvm=bv.62922401,d.d2k>

2. Background

2.1 Geography

A Cathedral city, district and county town of Gloucestershire in the South West region of England. Gloucester lies close to the Welsh border, and on the River Severn, approximately 32 miles (51 km) north-east of Bristol, and 45 miles (72 km) south-southwest of Birmingham. The city is centrally located between the Cotswolds and The Forest of Dean



2.2 Demographics

Gloucester has a relatively young,⁵ growing population, being the ninth fastest growing city in the UK with 1.1percent annual growth (2010 population = 123,400; 2002 pop = 110,600 a12,800

⁵ Gloucester Prospectus, Gloucester City Council pp 14 states 39 percent of City population are under 30, 25percent under 20 the highest in South West

increase)⁶ it also has wide cultural diversity with a reported 60 languages spoken as mother tongue in the City⁷

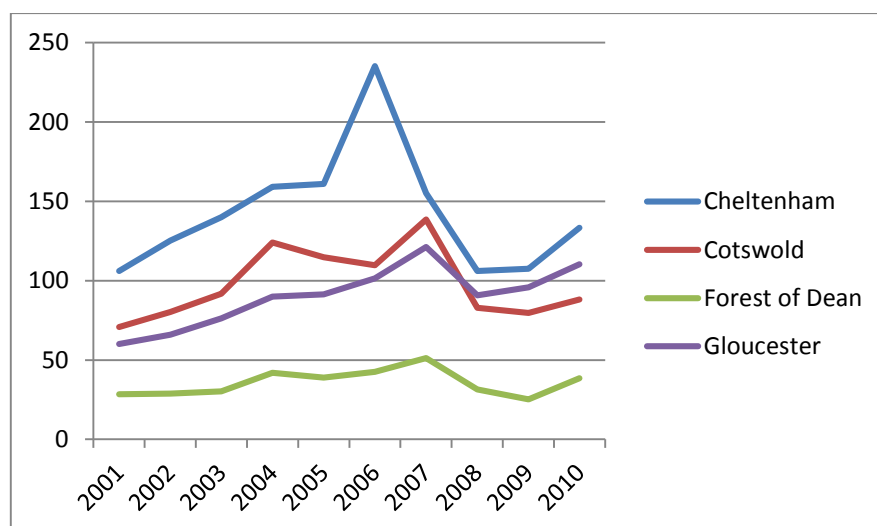
2.3 Visitor Economy

According to GFirst LEP Gloucestershire wide productivity will increase at an annual average growth rate of 2 percent leading to a £14.5 billion economy in 2025 (from £11.5 billion in 2007) a growth of £3 billion in 18 years⁸

Visit England have projected that during the same period the Visitor Economy will grow nationally by an annualised 5 percent⁹. In Gloucestershire this would generate an additional economic activity derived from this sector rising from £728 million in 2010 to £1.5 billion by 2025 potentially generating 14,300 new jobs (DCMS Government Tourist Policy 2011¹⁰ quotes a more conservative annualised 3.5 percent growth rate to 2020)

- Using the same 5 percent growth projections GVA generated by tourism in the City of Gloucester is projected to grow from **£110.4 million** to **£229.5 million** per annum.
- It is important to note that from 2002-2010 GVA growth rates of tourism related industries in Gloucester averaged at **7.9 percent per annum**.
- **Figures released by Office National Statistics June 2014 show that in 2013 there was a 38% increase in international visitors to Gloucester**

Chart showing growth in visitor economy across Gloucestershire



⁶ http://www.centreforcities.org/assets/files/2014/Cities_Outlook_2014.pdf

⁷ <http://www.gloucestercitizen.co.uk/Barton-cultural-hub/story-11893611-detail/story.html>

⁸ <http://www.gfirstlep.com/Home/Strategic-Economic-Plan/>

⁹ Visit England Visitor Economy Briefing for Local Enterprise partnerships – Issue 4 August 2013

http://www.visitengland.org/Images/130905percent20LEPpercent20Visitorpercent20Economypercent20Briefingpercent20Issuepercent204_tcm30-38506.pdf

¹⁰ <https://www.gov.uk/government/publications/tourism-strategy>

GVA of tourism related industries¹ by rural - urban LA classification, region and local authority¹¹

Source: ONS, Annual Business Survey, data available on request: abs@ons.gov.uk¹²

2010

Coverage: England

GVA Millions

Cheltenham	133.2
Cotswold	88.2
Forest of Dean	38.5
Gloucester	110.4
Stroud	? ¹³
Tewkesbury	52.7

In 2013, the direct industry effect generated around £58 billion of GVA or about 4.1 percent of (expected) UK GDP. Combined with the ‘tourism industry’ effect the contribution was just under £127 billion in GVA, or 9.0 percent of UK GDP. In total, including all direct, indirect, and induced effects, the contribution to the UK economy was £161 billion or **11.4 percent of UK GDP**.¹⁴

percent Growth in Visitor economy GVA	2002	2003	2004	2005	2006	2007	2008	2009	2010	Average percent growth per annum
South Gloucestershire	3.9	9.4	9.1	23.5	-1.3	-18	29.3	-18.4	-7.6	3.3
Cheltenham	18.1	11.7	13.7	1.2	46.1	-34.1	-31.6	1.3	24	5.6
Cotswold	13.6	14.2	35.2	-7.5	-4.3	26.3	-40.2	-3.8	10.6	4.9
Forest of Dean	1.1	4.9	39.1	-7.5	9.3	20.5	-38.7	-19.6	52.7	6.9
Gloucester	9.7	15.9	17.9	1.6	11.2	19.5	-25.2	5.6	15.3	7.9
Stroud	3.5	19.7	32	10.7	-3.9	53.6	-41.5	-20.8	? ¹⁵	4.0
Tewkesbury	14.9	5.6	20.6	12.3	0.6	25.5	-32.6	-24	10.2	3.7

¹¹ GVA is the value of the sector’s output minus inputs bought from other sectors and taxes and subsidies
<http://www.ons.gov.uk/ons/guide-method/method-quality/specific/economy/national-accounts/gva/index.html>

¹² <https://www.gov.uk/government/statistical-data-sets/rural-statistics-local-level-data-on-tourism-gva>

¹³ potentially anomalous figure removed

¹⁴ Excerpts from DCMS Government Tourist Policy 2011

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/78416/Government2_Tourism_Policy_2011.pdf

¹⁵ potentially anomalous figure removed

Conclusion

- The Value of the visitor economy in Gloucester has grown by an average of 7.9% per annum from 2002 to 2010 and that growth appears to be continuing
- Gloucester has consistently outperformed both national and regional growth rates in visitor spend.

General whole economy growth in the area has been and is projected to be at a slower rate than growth projected in the visitor economy therefore indicating that **economic benefits from exploiting the visitor economy will become an ever more important component of the whole economy locally within the next 10 year period**. Realising this importance it is necessary to develop and implement an effective coordinated strategy for the visitor economy, recognising the strengths and weaknesses of the City and environs, seeking to address those weaknesses and communicating locally, regionally, nationally and internationally to promote Gloucester as an appealing destination to visit. This will without doubt have knock on effects in improving the perception of Gloucester as a desirable place to live and do business.

3. Product Audit – *What's the offer?*

Rich in history and heritage, Gloucester has a wealth of architectural gems, numerous popular visitor attractions, a Premiership Rugby team and is located on the edge of The Cotswolds, an Area of Outstanding Natural Beauty.

As The Cathedral City of The Cotswolds, Gloucester is part of The Cotswolds Tourism Partnership. The Cotswolds is one of the Visit England 'Attract' brands reflecting the area's appeal to international visitors.

3.1 Heritage and culture

Gloucester's skyline is dominated by the Cathedral which represents the finest example of Perpendicular Gothic architecture in the world. It is also notable for its rich historical connections as it was the location where Henry III was crowned, Edward II was buried and is where William the Conqueror ordered the writing of the Domesday Book. It has been used many times as a filming location for TV and films including Harry Potter.

Gloucester has many historical literary and musical connections. John Stafford Smith who composed the American National Anthem was born in Gloucester. Robert Raikes, the founder of the Sunday School Movement is buried in St Mary de Crypt Church which is also where George Whitefield, the famous 18th century preacher influential on the Methodist movement delivered his first sermon. A visit to Gloucester provided the inspiration for Beatrix Potter to write and illustrate her book, *The Tailor of Gloucester*. In the 19th century, Charles Dickens based his character Ebenezer Scrooge on a wealthy local banker Jemmy Wood known as *The Gloucester Miser*. The English composer and poet, Ivor Gurney, was also born in Gloucester in 1890 and both W.E. Henley author of the famous poem "Invictus" and Hubert Parry composer of the anthem "Jerusalem" are both from the city.

Gloucester has a proud military history and the Soldiers of Gloucestershire Museum tells the story of The Gloucestershire Regiment (The Glosters) and The Royal Gloucestershire Hussars. Nature in Art has been one of 6 finalists in 2013 Family Friendly Museum of the Year awards and twice specially commended in the National Heritage Museum of the Year Awards and attracts many international exhibitions each year. Rugby is a professional rugby union club which competes in the top flight of English rugby – the Aviva Premiership, as well as the Anglo-Welsh LV=Cup and the European Rugby Cup competitions. With a loyal fan base, match attendance in the 2012-13 season was 225,000 people. Gloucester will be a Host City for the Rugby World Cup in 2015 with Kingsholm hosting 4 matches and six international teams in the Tournament.

Engineering and aviation in particular are important to Gloucester. Britain's first jet plane, the Gloster E28/39, powered by Sir Frank Whittle's revolutionary jet engine, first left the ground in 1941 from the Gloster factory airfield near Gloucester. Today many local people are employed in companies supplying the aerospace industry and the Jet Age Museum aims to recreate the excitement of aviation in a bygone era.

Gloucester has a growing reputation for festivals and events. The Tall Ships Festival in May 2013 which is organised by Marketing Gloucester, attracted over 120,000 visitors to the city and received regional TV and media coverage. The Heritage Open Days in Gloucester, which are promoted in conjunction with Gloucester History Festival, are the largest in the region and one of the top 3 heritage events nationally¹⁶. The annual Christmas Lantern Procession is a unique event in the area and involves local schools whilst other events, such as Residents' Weekend, the BiG Eat Week and the Rhythm & Blues Festival, rely heavily on the commitment of local businesses. In addition, Gloucester Quays organise an annual programme of events including a Food Festival in July which attracts around 90,000 visitors and a Victorian Christmas Market which attracted 150,000 visitors in November 2013.

The ancient tradition of Cheese Rolling at Cooper's Hill on the Spring Bank Holiday has been taking place for hundreds of years and has attracted worldwide media interest. Other local traditions include surfing the Severn Bore, and since the Middle Ages the people of Gloucester have sent a Lamprey Pie, made from the locally-sourced eel-like fish to the Royal household every Jubilee and Coronation. Other local delicacies include Gloucester Old Spot sausages double Gloucester Cheese, single Gloucester Cheese (an EU PDO) and Elvers.

3.2 Landscape and countryside

Gloucester is the administrative centre of Gloucestershire and is situated on the edge of the Cotswolds. It is the most inland port in Britain with the River Severn and the Gloucester-Sharpness Canal both adjacent to the city. After extensive regeneration, the Historic Docks have been restored to their former glory and provide an attractive environment for tourists to stroll around. The Gloucester Waterways Museum in the Docks tells the story of the country's canals and rivers and operates boat trips for visitors. Numerous canal boats are moored in Victoria Basin and the boat builder, T.Nielsen, is based in Docks alongside the Main Basin.

Alney Island is an island in the River Severn near Gloucester which was designated as a special nature site in 1993. The area is prone to flooding at high tides.

The Severn Bore is a spectacular natural phenomenon which creates a surge wave along the Severn estuary at different times throughout the year. Large bores attract crowds of onlookers and surfers who attempt to ride the wave.

¹⁶ Information from Heritage Open Days

Gloucester is close to The Royal Forest of Dean: a former royal hunting forest where several tourist attractions are now based including Dean Heritage Centre, Clearwell Caves, Go Ape, Puzzlewood, Wildfowl and Wetlands Trust and Pedalabikeaway. Robinswood Hill is a hill and country park to the south of the city centre managed by the Countryside Unit. Gloucestershire Wildlife Trust has its head office based there. It was originally one of the main sources of water to the city where the springs were previously used by Gloucester's St Peter's Abbey in the 13th century. The 100 acre site is now home to much wildlife with spectacular views of The Cotswolds, Malvern Hills and May Hill.

3.3 Built Environment

The historic city centre features four 'Gate' Streets which converge at The Cross. With many tall buildings dating back to Tudor times, particularly in Westgate Street, the area has an historic charm although the retail units have a corresponding tendency to be small.

Besides the historic architectural gems, some ugly buildings were erected in the 1960s which detract from the charm of the historic centre. Over £720 million has been spent on the regeneration of Gloucester over the past decade with ongoing plans for some of these unsightly buildings to be demolished or clad. The planned redevelopment of King's Square will make a significant difference to the aesthetic appeal of the city centre.

The Historic Docks have undergone a dramatic transformation over the past couple of decades and now provide an attractive Leisure Quarter. With easy access to shops, museums, cafes and restaurants, the area has become a popular destination for coach parties.

3.4 Access and Transport

Gloucester is well located with easy access to The Midlands, the South West and South Wales via the adjacent M5 Motorway. The city is just over 2 hours from London and is signposted from junction 15 of the M4.

Gloucester Railway Station is located close to the city centre. Regular train services operate to Bristol and the South West, London Paddington, South Wales and to Birmingham New Street. Gloucester Bus Station is centrally located and is served by National Express, Stagecoach and other coach and bus companies. Gloucestershire Airport at Staverton offers scheduled flights to the Isle of Man, Belfast and Jersey with Citywing. Gloucester Docks provide excellent access and mooring for leisure boats

3.5 Visitor Services

The award-winning Gloucester Tourist Information Centre provides visitors with details of accommodation, restaurants, tourist attractions and things to do in the local area. Services offered include accommodation bookings, coach, bus and short break bookings, tickets for local events and souvenirs.

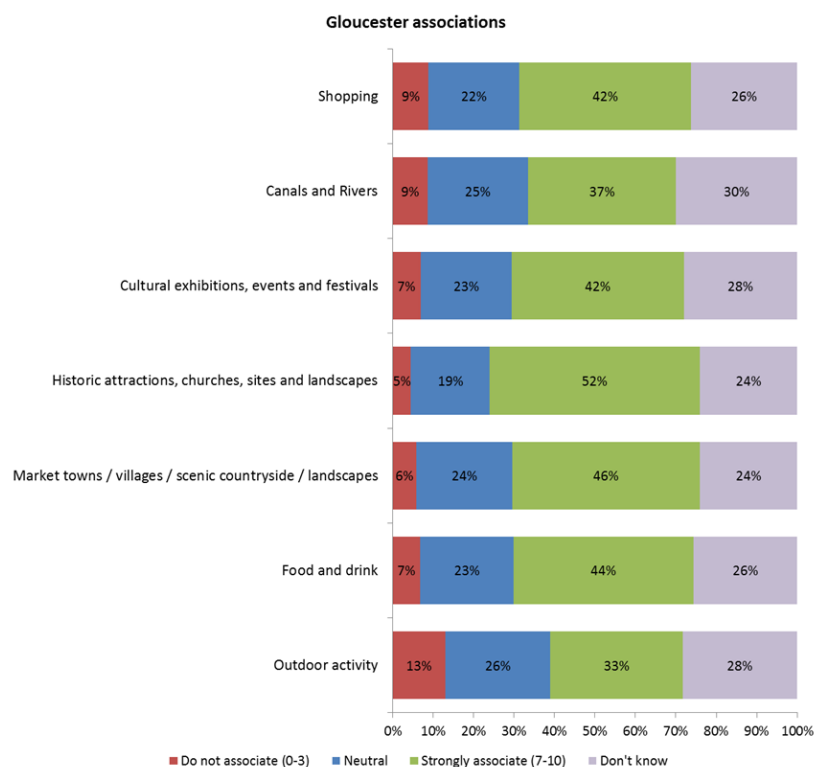
A free Gloucester Visitor Guide is available in the Tourist Information Centre featuring information, accommodation and event listings and a map showing key locations including car parks, public toilets and the community toilet scheme. Green Tourism information is also provided. Visitor information can also be accessed via official destination website www.thecityofgloucester.co.uk and social media including Twitter @visitgloucester , Facebook www.facebook.com/Gloucester

A series of foreign language leaflets is available which need to be updated ahead of the Rugby World Cup in 2015 and the anticipated influx of overseas visitors.

There is also an Accessibility Leaflet and a new Heritage Walking Tours app which was launched in the summer of 2014. Google have chosen Gloucester as the second destination in the world to partner in development of content for their “Fieldtrip” tour app for mobile and Google Glass this is being partnered by Marketing Gloucester and has recently gone live.

A new ‘Meet and Greet’ service for coaches has recently been introduced by Gloucester City Council which is being co-ordinated by Gloucester Tourist Information Centre. Currently Gloucester Quays outlet also provide a meet and greet services for coaches and have a customer service desk which provides a limited amount of tourist information

3.6 The following chart shows what current visitors to Gloucester most associate with the city



- As is shown by the above chart ¹⁷Gloucester is most strongly associated with Historic attractions, churches, sites and landscapes

¹⁷ (Arkenford, January 2012)

4. SWOT

Wherever possible the information in this SWOT analysis is based on empirical data. Sources referenced^{18, 19}.

4.1 Strengths

- i. Some fine buildings including many which represent unique or exceptionally well preserved examples of the kind. Over 500 listed buildings within the city²⁰
- ii. Rich History (highest rated for History and Heritage in Cotswolds) (Arkenford, January 2012) 3rd largest Heritage Open Days event in the country, over 2,000 years of continuous history
- iii. World Class Cathedral
- iv. Established and successful rugby team promotes the name of Gloucester throughout the UK and Europe
- v. Regenerated Historic Docks, best preserved 18th century inland port in the country
- vi. Gloucester Quays
- vii. Proximity to Cotswolds and Forest of Dean
- viii. Good Transport Links - Road network access (M4, M5) allows access to most parts of the UK within a two hour journey
- ix. Active events programme and strongest reputation in the region as a centre for Heritage events (Arkenford, January 2012) (Visit England, 2011-2012) several events attract over 100,000 visitors. Events include:
 - a. Tall Ships
 - b. Blues Festival
 - c. Three Choirs
 - d. Victorian Christmas Market
 - e. Food Festival
 - f. Crucible Exhibition
- x. Currently along with Cheltenham, Gloucester is a top destination in the Cotswolds (Arkenford, January 2012)
- xi. Local younger people 15-44 consider Gloucester to be a good place for a day trip (Arkenford, January 2012)
- xii. In the 24-35 age bracket Gloucester out performs Cheltenham for local day visitors (Arkenford, January 2012)

¹⁸ References from Visit England's, The Cotswolds Perception and Awareness Research, January 2012 Arkenford copies available from Marketing Gloucester are marked (Arkenford, January 2012)

¹⁹ (Visit England, 2011-2012)

²⁰ <http://www.britishlistedbuildings.co.uk/england/gloucestershire/gloucester> see also <http://www.gloucester.gov.uk/resident/Documents/Planningpercent20andpercent20Buildingpercent20Control/HistoricEnvironment/Schedulepercent20ofpercent20Listedpercent20Buildingspercent20bypercent20alphabeticalpercent20roadpercent20name.pdf>

- xiii. Day visitor volume from elsewhere (not local) in the 65+ bracket outperforms all other areas and conurbations across Cotswolds and Forest of Dean (Arkenford, January 2012)
- xiv. Gloucester is very attractive with “Cosmopolitans²¹” (Arkenford, January 2012)
- xv. Gloucester is perceived as being relaxed, cultural and nostalgic (Arkenford, January 2012)
- xvi. Strong community in the city
- xvii. Industry - strong in many sectors including engineering, aerospace, IT (2nd Geekiest IT literate city in the UK - Ebuyer)Business tourism
- xviii. Film location
- xix. Award-winning Tourist Information Centre
- xx. Active Civic Trust
- xxi. Pedestrianised historic Gate Streets
- xxii. The Potters (Beatrix, Harry)
- xxiii. Gloucester ranks fourth in the country for life satisfaction (source: The Centre for Cities 2014 report)
- xxiv. New vibrant restaurant/Bar quarter at Gloucester Docks and Quays with over twenty outlets

4.2 Weaknesses

- i. Unattractive “gateways” into the city
- ii. Inconsistent city branding
- iii. Inconsistent and inadequate messaging to target audiences
- iv. Inconsistent quality of architecture through the city and environs including:
 - a. Bus station
 - b. Eastgate Street
 - c. Barbican/Blackfriars car park area
- v. Evening economy is underdeveloped with a small number of independent restaurants in the historic city centre, leading to a lack of vibrancy in the evenings apart from at the time of festivals and rugby matches
- vi. Perception that there are a lack of quality places to eat
- vii. Lack of upper end restaurants
- viii. Perception of Gloucester as an unsafe city²³
- ix. Improved connection needed between Gloucester Quays/docks and Historic City Centre (also see opportunities)
- x. Poor awareness of the City and its offerings amongst visitors to The Cotswolds, only 24 percent of visitors aware of proximity (Arkenford, January 2012)
- xi. Poor awareness of destination compared to top tier destinations such as York, Stratford and Bath. 42 percent of people questioned have heard of Gloucester but have no idea

²¹ Cotswolds Tourism Marketing Strategy 2013-2016

²³ <http://www.ukcrimestats.com/Constituencies/> shows the constituency of Gloucester to have the 26th highest crime rate out of 573 constituencies in the UK

what it is like for comparison York 24 percent, Warwick 37 percent, Cheltenham 39 percent (Arkenford, January 2012)

- xii. Empty Shops particularly Westgate/Northgate (former M&S)
- xiii. Poor presentation and usage of river frontage along A4301
- xiv. Other Empty underutilised and sometimes dilapidated buildings including
 - a. Prison
 - b. The Fleece Inn
- xv. Lack of consistent high quality city dressing – flowers, flags etc. leading to the city not being seen at its best
- xvi. Historic lack of coordination of visitor orientated activity
- xvii. Lack of visitor accommodation. Capacity and quality issues
- xviii. Limited conference facilities to host large events
- xix. The City's many cultural assets are undervalued by some locals with a perceived need to improve civic pride from some residents
- xx. Some of the city centre is unloved or cared for piecemeal
- xxi. Lack of coordination with projects, and groups working on good things in the city
- xxii. Perceived rivalry between Quays and City Centre - they are still seen by many as being divided rather than as a whole and need to be promoted jointly
- xxiii. Rail network – not being on the main line meaning that many cross country routes bypass Gloucester
- xxiv. Proliferation of chuggers put off shoppers

4.3 Opportunities

- i. Being a host city for Rugby World Cup 2015 gives a massive opportunity to raise the profile of the city
- ii. Significant current investment has shown growth in retail and night time economy in Gloucester Quays/Docks and provided a great environment for visitors and proven that there is a potential market for more of these establishments
- iii. Changes in the Cotswold Tourism Body could allow Gloucester to raise its profile with the high number of visitors to the Cotswolds who as yet do not include Gloucester on their itinerary
- iv. New arrangements for City delivered events and closer coordination that is being developed should lead to better timing, delivery and promotion
- v. Project Pilgrim will improve the physical aspect of part of the city and give good PR opportunities and an attractive event space in the city centre - outside the Cathedral. See Winchester Xmas markets/ice rink
- vi. Increasing staying visitors
- vii. Expansion of current key events following the Cheltenham Festivals model to encourage residents and tourists to the city
- viii. Regeneration gives opportunities to address wider regional weaknesses in developing offerings attractive to visitor economy – this includes conference facilities

- ix. Lack of connection between Gloucester Quays/docks and Historic City Centre can be improved by as yet undeveloped assets e.g. Southgate Carpark
- x. Greyfriars residential development - increase demand for services, retail and leisure in the city centre
- xi. Characters such as Aethelflaed (died 918) - daughter of Alfred the Great have enormous tourism and PR appeal (see Richard of York in Leicester). Gloucester is a city rich with connections to such characters and there are opportunities to utilise these to promote tourism and create attractions or festivals. Other anniversaries include those of Henry III and Civil war
- xii. Gloucester is a successful area for internationally trading businesses, development of additional hotel and conference facilities will lead to these spending money in the city
- xiii. Film location
- xiv. Heritage Lottery funded projects – Llanthony Priory, St Mary de Crypt, City Museum refurb, Soldiers of Gloucestershire refurbishment, Waterways museum
- xv. Southgate Street Townscape Heritage Initiative.
- xvi. Anniversaries – 300th of George Whitfield, 400th of Henry III in 2016, 375 for Siege of Gloucester in 2018, 1100 for Aethelfaed in 2018.

4.4 Threats

- i. If there are significant delays on delivery of King's Quarter development this will have detrimental effects on reaping the benefits such improvement would make.
- ii. If Gloucester is not equitably represented in Cotswolds DMO promotions or Cotswolds DMO becomes Oxford/Banbury focussed
- iii. If Gloucester does not receive funding assigned to New Cotswolds DMO and suffer from underinvestment in tourism compared to other areas
- iv. Cuts at large employers could affect the retail sector
- v. Continued rent inertia from landlords and agents to find appropriate and distinctive retail tenants on the gate streets
- vi. Vulnerability to flooding could create a negative image
- vii. Cheltenham's and Bristol's (Cribbs Causeway and Cabot's Circus) retail offering competing with Gloucester's offering
- viii. Events programme of Cheltenham competing for visitors with Gloucester
- ix. If Stanhope do not proceed with investment plans
- x. Cost of parking in city centre in the evening a potential cap on evening economy (now partly addressed by revised free parking after 5.00 pm in two city centre car parks

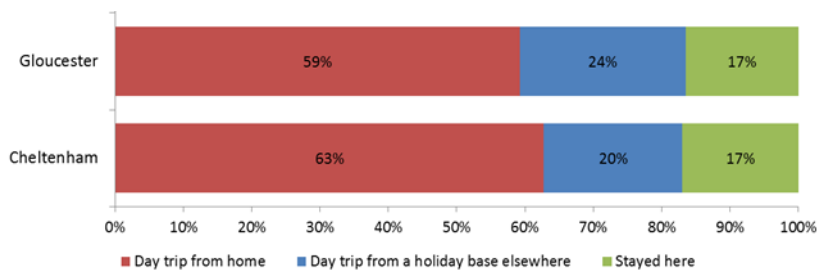
5. What/who is our market and who should we target?

5.1 Visitors to Gloucester can be categorised in the following ways:

- Local Day Visitors
- Other Day Visitors
- Staying Visitors

The other day visitors and staying visitors can then be further subdivided into Domestic and International visitors and further analysis can then be made of the purpose for the visit: sport, business, leisure and so-on and more precise analysis of where the visitors come from. Some of the pertinent figures with commentary are highlighted below.

The following diagram²⁴ shows an interesting comparison between Gloucester and Cheltenham.



5.2 Whilst the total number of visitors to Cheltenham is historically higher than those to Gloucester the following points are interesting to note:

- Gloucester attracted proportionally **less** day visitors from home than Cheltenham
- Gloucester attracted proportionally **more** day visitors who are staying on a holiday elsewhere than Cheltenham. In real terms this means visitor GVA for this group is the same for both ²⁵
- Proportionally Gloucester staying visitors were similar to Cheltenham

5.3 Assuming the above proportions to hold true for future projections and assuming a continued growth in the local visitor economy at historical levels we could conclude that:

²⁴ (Arkenford, January 2012)

²⁵ Gloucester £26.5 million (24percent of £110.4 million tourism GVA), Cheltenham £26.6 million (20percent of £133.2 million tourism GVA) ONS 2010 GVA from Tourism <https://www.gov.uk/government/statistical-data-sets/rural-statistics-local-level-data-on-tourism-gva>

- Gloucester could very rapidly become the number one destination in the Cotswolds for day trips from a holiday elsewhere
- There will be pressure on current Hotels with insufficient rooms being provided by current operators and a requirement to fill demand at present occupancy rates of another 2000 rooms by 2030






5.5 Below extracted from Value of Tourism 2010 Gloucestershire South West Tourism Alliance

Diagram 5.6

All figures relating to City of Gloucester

Key Facts	
243,500	Staying visitor trips
800,000	Staying visitor nights
£34,769,000	Staying visitor spend
1,690,000	Day visits
£83,167,000	Day visitor spend
£117,936,000	Direct visitor spend
£7,852,000	Other related spend
£125,788,000	TOTAL VISITOR RELATED SPEND
2,933	Estimated actual employment
2,161	FTE employment
5%	Proportion of all employment

Diagram 5.7

	Accommodation • UK staying visitors £9,414,000 • Overseas staying visitors £2,777,000
	Shopping • UK staying visitors £3,024,000 • Overseas staying visitors £2,561,000 • Day visitors £35,533,000
	Food & drink • UK staying visitors £5,825,000 • Overseas staying visitors £1,908,000 • Day visitors £31,260,000
	Attractions/entertainment • UK staying visitors £2,531,000 • Overseas staying visitors £1,154,000 • Day visitors £8,354,000
	Travel • UK staying visitors £4,721,000 • Overseas staying visitors £854,000 • Day visitors £8,020,000

6. Requirement for additional 1800 Hotel Rooms

It is a truism that if demand increases at the same pace as supply then occupancy rates will remain the same. A 2006 study²⁶ for Exeter City Council identified that future growth would lead to the need for a large number of hotels. With the backing of this report investors were successfully sought and through the building of new hotels the number of bedrooms in the area was increased from 1200²⁷ in 2006 to 3000 in 2014 with minimal effects on occupancy rate.

Currently today – like Exeter in 2006 - Gloucester has approximately 1200 Hotel rooms and in 2010 Gloucester achieved 800,000²⁸ staying visitor nights across its major hotels²⁹. As we have seen historically even taking into account the years of recession Gloucester has averaged a 7.9% growth rate in the visitor economy³⁰ Visit England have projected that during the period to 2025 the Visitor Economy will grow nationally by an annualised 5 percent³¹. DCMS Government Tourist Policy 2011³² quotes a more conservative annualised 3.5 percent growth rate to 2020. If we are to assume that these growth rates are directly reflected in the demand for additional hotel rooms in Gloucester we can project the following:

Sensitivity analysis of required rooms in Gloucester organic growth

Growth Rate	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
3.50%	1200	1242	1285	1330	1377	1425	1475	1527	1580	1635	1693	1752	1813
5%	1200	1260	1323	1389	1459	1532	1608	1689	1773	1862	1955	2052	2155
7.90%	1200	1295	1397	1507	1627	1755	1894	2043	2205	2379	2567	2770	2988

Given that the historical annual growth, which includes the negative growth in 2008 has shown to be 7.9% (12% when 2008 anomaly removed) we conclude that a lack of new hotel development could be barrier to growth in the visitor economy. Interestingly the Joint Core Strategy hotel capacity study (May 2009) stated that “detailed analysis suggests that the additional further supply should be in the Full Service sector (either 3 or 4 Star)”

²⁶ https://www.dropbox.com/s/pfl47biwnjq9q8k/Exeter_Hotel_Study_-_Final_Report.pdf

²⁷ Paragraph 3.3 https://www.dropbox.com/s/pfl47biwnjq9q8k/Exeter_Hotel_Study_-_Final_Report.pdf

²⁸ Value of tourism 2010 Gloucestershire South West Tourism Alliance

²⁹ As defined by JCS Hotel Study

<https://www.dropbox.com/s/u0ho2gdbg1pkq2f/JCSHotelStudyFinalMainDocument.pdf>

³⁰ ONS figures <https://www.gov.uk/government/statistical-data-sets/rural-statistics-local-level-data-on-tourism-gva>

³¹ Visit England Visitor Economy Briefing for Local Enterprise partnerships – Issue 4 August 2013

http://www.visitengland.org/Images/130905percent20LEPpercent20Visitorpercent20Economypercent20Briefingpercent20Issuepercent204_tcm30-38506.pdf

³² <https://www.gov.uk/government/publications/tourism-strategy>

7. Different Approaches to Different Markets

7.1 As has been shown, visitors to Gloucester come for a number of reasons:

- Heritage
- Shopping
- Sport and Leisure, including cultural events
- Business

7.2 We can draw the following conclusions about visitors to the city:

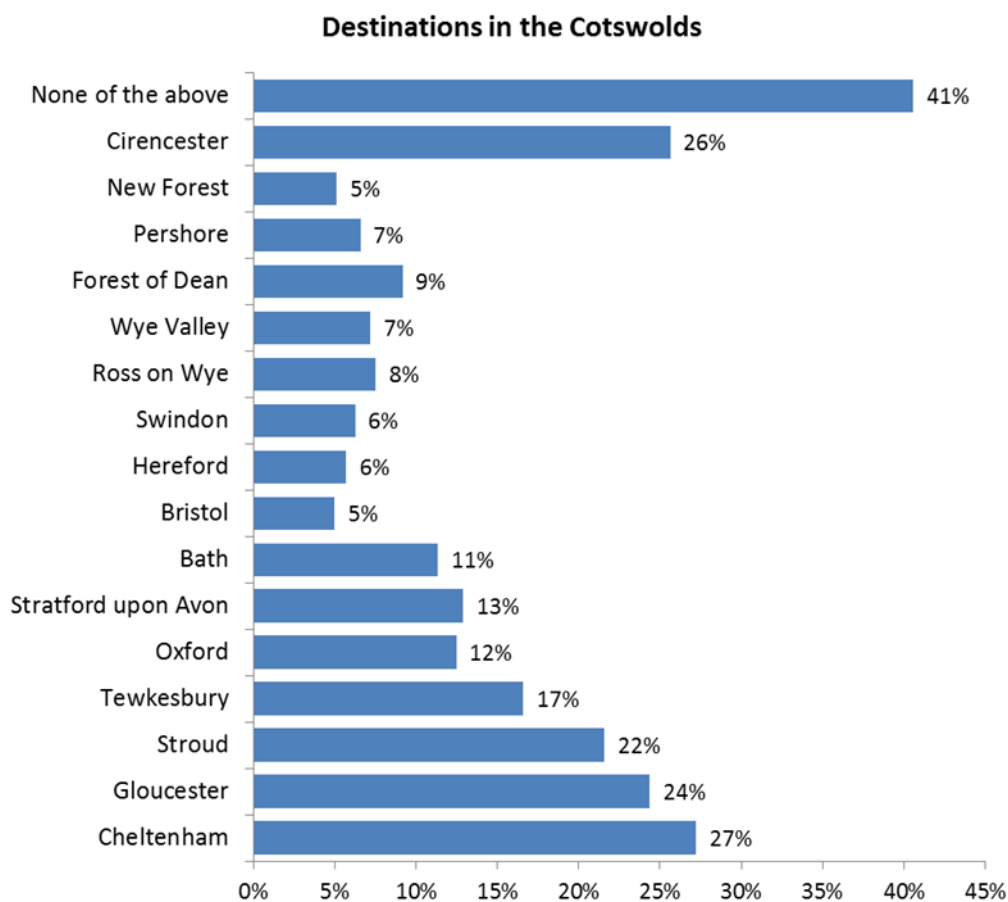
- The city is a strong draw for people staying in The Cotswolds region and further afield as a day trip
- Gloucester performs relatively weakly as a day visit destination for people based locally
- Gloucester has the potential for attracting more staying visitors if suitable accommodation was available
- Gloucester is attractive to older tourists seeking a heritage experience
- Gloucester is popular with younger people seeking a cosmopolitan experience (Arkenford, January 2012)
- The city performs relatively weakly as an attraction for visitors between 25 and 65 years old

7.3 Understanding the above it is important that any action plan for improving the visitor economy must clearly identify the target markets in terms of demographics, geography and interests, improve the offering to these and communicate this in the best ways possible. This will of necessity require different approaches to different markets, however key to this will be building on Gloucester's key assets including Gloucester Rugby Club and top visitor attractions in terms of visits – Cathedral (365,000) and Gloucester Quays (4 million). Additionally as evidence shows that events through the city are key to driving visitor numbers, **a keen eye must be kept on continued improvement on delivery of current events and the development of others to increase visitor numbers.**

8. Relationship with Cotswolds Tourism Body

One area that is of importance is capitalising on the relationship with the Cotswolds brand. This has value as 20 percent of people questioned said they would not consider visiting Gloucester whilst only 9 percent would not consider visiting The Cotswolds. (Arkenford, January 2012)

Only 24 percent of those questioned (Arkenford, January 2012) viewed Gloucester as being in the Cotswolds, however this still places Gloucester in the top three regional towns/cities considered by respondents to be in the Cotswolds. Gloucester does very well at being perceived as a destination worth visiting by day visitors staying in the Cotswolds see below.



As The Cotswolds is one of the top Visit England “Attract” brands with wide International recognition it is important that Gloucester is perceived by international visitors to be one of the “must see” locations when visiting the Cotswolds. A strong representation on the Cotswolds Tourism Body is essential to ensure that this happens.

9. Current Promotion of the City

Currently the City is promoted through a number of channels:

- Private sector organisations and other attractions
- Gloucester City Council - Economic Development, Marketing Communication, Attractions/Venues
- Marketing Gloucester Ltd Promotions
- Tourist Information Centre

The following is a brief outline of what Marketing Gloucester and Gloucester City Council bodies currently do to promote the city, an assessment of how effective it is and what we should be doing to develop it.

9.1 Marketing Gloucester Ltd

Marketing Gloucester is the lead organisation uniting businesses and city partners to promote Gloucester locally, nationally and internationally as a great place to live, work and visit. Core activities are Destination Marketing, Tourism Services and Events.

The Believe in Gloucester (BiG) campaign was launched in 2012 to overcome negative perceptions and encourage local residents to take pride in their city. Since then, a number of events have featured BiG branding including BiG Eat Week and the Believe in Gloucester Awards.

Marketing Gloucester work with the Cotswolds Tourism Partnership to promote the Cotswolds region nationally and internationally as it is one of the Visit England 'Attract' brands. Activities include production of a Visit Cotswolds A4 printed guide and other literature, plus the Cotswolds.com website and microsites in Japanese and Chinese. Resources to promote the region are limited in comparison to other areas such as Yorkshire, which has sufficient budget to spend money on TV advertising campaigns.

Marketing Gloucester run several low cost marketing promotions throughout the year, in conjunction with local businesses, to drive footfall into the city. A new durable Residents' Card has been launched to encourage people to spend money locally taking advantage of special offers and incentives running during Residents' Weekend, BiG Eat Week and Independents' Weekend.

Residents' Weekend in March 2014 included over 100 exclusive offers for Residents' Card holders. The event proved to be a great success with retailers reporting increased takings and warm sunshine helping to bring more people into the city centre. At The Eastgate Centre there were 11,000 more visitors on the Saturday compared to the previous week which was a 40% increase week on week or 19% year on year. The Tourist Information Centre received nearly 4000 visitors in the week leading up to Residents' Weekend and the Residents' Weekend page on the website received over 3000 views. In addition, the social media campaign on Facebook achieved a total reach of 24,642.

As events attract significant numbers of tourists, Marketing Gloucester, organise several major festivals including the Gloucester Tall Ships Festival, Gloucester History Festival and the annual Christmas Lantern Procession. In addition, Marketing Gloucester produce a Summer in Gloucester leaflet and a Christmas in Gloucester leaflet to promote events throughout the city.

Marketing Gloucester support the Tourist Information Centre with production of an annual Gloucester Visitor Guide which contains comprehensive listings of accommodation, restaurants, shopping and tourist attractions. A bumper issue is planned for 2015 because of the Rugby World Cup and work is underway on a multi-lingual map booklet.

As group visitors are a key target, Marketing Gloucester normally attend one exhibition a year aimed at Group Travel Organisers to promote Gloucester - Cathedral City of The Cotswolds, in conjunction with key city partners.

The www.thecityofgloucester.co.uk website provides online visitor information and a new heritage walking tours app is being launched this summer.

Press releases are issued on a regular basis to raise the profile of Gloucester locally and nationally using the perceived impartiality of the press, and strong partnerships exist with key contacts in the local media. Budgets are limited, and so use of social media has been increasingly important in raising awareness of Gloucester news and events.

9.2 Tourist Information Centre

Gloucester Tourist Information Centre (TIC) is run by Gloucester City Council and is the central point for providing visitor information. The TIC has an array of leaflets promoting both the city and the county and provides a fulfilment service for those requesting a brochure of Gloucester either through the www.thecityofgloucester.co.uk website, by phone or by those emailing the TIC directly.

The centre currently welcomes 130,000 visitors through its doors every year, an impressive increase of 95% in the last 5 years. The TIC have been able to manage this significant increase in visitors without expanding its staff base, a testament to the dedication and hard work of the centre's staff.

The TIC has become an integral transport hub within the city, providing bookings for both National Express and Stagecoach as well as booking local day trips in addition to providing a range of public transport timetables. The service is highly regarded by visitors and locals alike and is extremely well supported by the Council.

The TIC has become a successful and established ticketing venue within Gloucester, seeing event organisers repeatedly returning for support with selling their event tickets. Organisers can utilise a ticket agent service that is on offer, allowing them to use the TIC as a central base to promote and sell their events. The TIC has also established itself as the main ticket agent for the Gloucester History Festival which incorporates the national Heritage Open Days, organised in partnership with

Marketing Gloucester, Gloucester Civic Trust and the local MP. Furthermore, the TIC offers advance entry tickets to many of Gloucester attractions, with the aim of encouraging visitors to stay longer in the city and boosting the local economy, these include the city Museum, Folk Museum, Soldiers of Gloucestershire Museum and Nature on Art.

The TIC is the main souvenir shop in Gloucester that provides a range of publications and souvenirs, including locally sourced products. The service is constantly addressing its offer, gathering feedback and listening to the views of its users to evolve and adapting in line with customer needs and requirements.

The TIC attends various city centre events to provide real time visitor information. Attendance includes the Tall Ships Festival at Gloucester Docks, the Flower Festival at Gloucester Cathedral, various summer events in Gloucester Park and has previously attended the Victorian Christmas Market at Gloucester Quays.

The TIC assists Marketing Gloucester in a number of campaigns and is a central, front-facing and high impact location for Marketing Gloucester to utilise to showcase their events. The TIC acts as a ticket agent for the Tall Ships Festival by providing a venue to purchase advance wrist bands to board the tall ships.

The TIC is the main location for local residents of Gloucester to pick up their Resident's Pass which is available all year round with peaks during the lead up to Residents' Weekend, BiG Eat Week and Independents' Weekend.

The service offers an education outreach programme providing vital tourism education to local schools and community groups.

The TIC is recognised as the best TIC in England following the Visit England Excellence Awards 2014. Previous to this, the TIC won 5 consecutive awards, either gold or silver at the South West Tourism Awards and a gold Cotswold Tourism Award in 2013.

The TIC manages the Gloucester Coach Meet and Greet Scheme, which was implemented in November 2013 following a successful bid to the High Street Renewal Fund. Passengers are warmly greeted upon arrival and guided from the coach park into the city centre, providing information about the city and answering any questions the visitors may have along the way. Providing the personal touch is welcomed from many coach companies and visitors to the city.

10. Action Plan

The visitor economy already makes a significant contribution to the local economy and if the current successes can be built on, this can become even more important and act as a catalyst for funding for further improvements to the City.

There are key areas that need to be addressed by the partners looking to maximise that growth over the next 15 years these include:

- Improving the quality of the visitor experience
- Increasing the accommodation in the City by another 1800 rooms
- Promoting the city

Listed below are the key areas which require action in order to maximise the increase in value to the visitor economy to Gloucester. These cannot be achieved by any one body, but by agreeing priorities and working in partnership. It is important to note that the **actions listed are at a strategic level only and do not represent a detailed or confirmed plan. If the actions listed below are agreed upon by stakeholders then a subsequent document will be produced with operational plans highlighting ownership of actions, timescales, budgets , roadmaps and so-on.**

10.1

Subject	Issue	Proposed Action
Accommodation	There is considered to be a lack of hotels rooms in Gloucester and a lack of 4/5 star hotels in the city centre	Commission and promote research to investors showing the demand led opportunity that Gloucester provides Marketing Gloucester work with Economic Development to produce evidence that Gloucester will support more Hotels and then present this to investors and developers Partnership with hotels in the wider area Work with AIR BnB, Holiday Lettings to Increase local providers – roadshows etc

10.2

Subject	Issue	Proposed Action
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City Branding	There are many different logos being used by City organisations, it would be ideal to reduce the number and increase the quality. Additionally the city as a whole has not developed a theme colour/style palette for city dressing and furniture	Form working group with Marketing Gloucester, Gloucester City Council Marketing Communications, Civic Trust etc. to develop uniform branding. Produce brand bible for city organisations – see Gloucester Diocese for example. Competition through press/radio to produce new city branding Survey of local people as to whether they prefer contemporary or traditional branding styles
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10.3

Subject

Issue

Proposed Action

Tourist Information

Provided by TIC and Marketing Gloucester there is a need to relocate the present TIC services and improve the offering and data collection

MGL work with TIC on new TIC location to ensure best practice. Co-locate Marketing Gloucester and TIC in the same building possibly with Economic Development to enable better coordination of activities. Production of a plan for the development of world class infrastructure to complement the world class TIC team. Consideration must be made of investment in data collection, multimedia and retail requirements. Because the TIC is the first contact point for many visitors to Gloucester it is crucial that we make a good impression. It is believed that revenue from the TIC could be substantially increased by further development of the commercial model.

10.4

Subject

Issue

Proposed Action

Marketing

Profile needs to be raised of the city nationally and internationally but with minimal above the line budgets

Improve content, functionality and graphics of www.thecityofgloucester.co.uk

PR – Maximise coverage in international, national, regional media

Seek additional funding from EU/Cotswolds Tourism for above the line promotion

Exhibit at events aimed at tour operators promoting Gloucester as a great destination

Speed dating for tour operators/Familiarisation trip

Continue efforts to maximise value of Digital media, social media, tripadvisor

Promotional campaign on Aethelflaed to gain national PR coverage

Regular promotion of anniversaries of Gloucester people and events

10.5

Subject

Issue

Proposed Action

Rugby World Cup

Huge opportunity for the city but no additional funding for promotion of the city. Additional funding is assigned to Fanzone, city dressing and event logistic support.

Marketing Gloucester in conjunction with Gloucester City Council will make best use of PR and social media within current budgets and look to achieve sponsorship to enable additional promotion and events.

10.6

Subject

Issue

Proposed Action

Cultural Identity

Sometimes negative perception of Gloucester by locals

Use Believe in Gloucester Campaign through initiatives such as BiG awards, BiG Residents' Card and so-on

Youth BiG campaign/Youth Ambassador Working with Young Gloucester, CofE, local religious and VCS, Local Schools, RC, Jamie McDonald , launch local heroes card for youth and develop youth engagement programme

Taxi drivers and service employees can be disparaging about their own city

Improve knowledge of service workers about what else the city has to offer
Ambassador schemes linked in with an award to incentivise

10.7

Subject

Issue

Proposed Action

City Dressing

In part the city is “tired” and empty shops create an unattractive ambience

Explore options and implement a series of city dressing initiatives including, hanging baskets, flags, banners

10.8

Subject

Issue

Proposed Action

Signage

Unattractive “gateways” into the city

Improve and regularise signage indicating city entry. Achieve sponsorship for roundabouts so that they can be improved. Increase and improve signage.

Find commercial funding for digital information boards

10.9

Subject

Issue

Proposed Action

Cotswolds Tourism

Engagement has been sporadic and representation in promotional material has been diminished. Association of Gloucester with Cotswolds brand is important – particularly for International markets and day visitors staying in rural areas and other Cotswold Tourism area towns.

Ensure that for International consumption Gloucester is strongly represented as the Cathedral City of the Cotswolds and Heritage City of the Cotswolds – both true statements. Ensure that Gloucester gets a proportional amount of any funding gained for the Cotswolds Tourism Partnership based on its impact on the tourist economy.

10.10

Subject

Issue

Proposed Action

Events

While shown to be essential to the local economy historically not all events in the city have been well coordinated leading to conflicts of timing and poor

Continue to improve delivery and promotion of current events. Ensure that as many events organisers in the city as possible are utilising the coordinated calendar of events

quality. Additionally some events have the potential to be grown to have far more impact on visitor numbers and spend. The significant events: Tall Ships, Three Choirs, Crucible are not annual, leading to “dead” years. Particularly May bank holiday. This is a missed opportunity

Work to develop “Fringe” festivals for “Three Choirs” and “Crucible” and “Tall Ships”

Look for additional self-funding large popular events to fill “dead” years

Publish the three year events calendar currently used for internal consumption to enable tour operators and visitors to plan visits.

Develop events and promotions around anniversaries similar to the model for Richard III for Aethelflaed amongst others including Henry III, and the Siege of Gloucester

10.11

Subject

Issue

Proposed Action

Car parking

Car parking costs can have an elastic effect on footfall

Discuss with Gloucester Quays the possibility of introducing a parking scheme(s) at Quays/Eastgate Centre and in City centre similar to that offered by Swindon Outlet Centre, or by Worcester Asda i.e. parking fees redeemable upon achieving a certain level of spend. In Gloucester City car parks this could be redeemed on following visit with one time Parking Scratch card

Promote changed times of free parking to support evening and Sunday economy

10.12

Subject

Issue

Proposed Action

City attractions

Not enough cooperation and coordination between City Attractions

Combine disparate groups such as Hotels and Attractions and Quays Marketing to form a city wide single Tourism Partners Group for the city to meet quarterly including: TIC, Marketing Gloucester, Hotels, members of other attractions and Museums, and tourism businesses. To be held at different premier locations

10.13

Subject	Issue	Proposed Action
Advertising and Promotion	Lack of funding for tourism compared to other comparable destinations means that marketing Gloucester don't have the budget for national advertising, videos or distribution of Gloucester Visitor Guide internationally etc. Winchester has a population of 116,000 people compared to 150,000 in Gloucester. Visit Winchester spend £70,000 pa on their marketing of which £8000 was spent on producing 3 videos recently. MGL has spent approximately £42,000 on Destination Marketing and Tourism Services the last financial year.	Increase private sector funding by approaching large businesses in the area. Try and tap into other sources of public sector funding. Link with Cotswolds Tourism and Visit England to enable Gloucester to “piggy back” on coop marketing initiatives

10.14

Subject	Issue	Proposed Action
Restaurants	Lack of quality independent restaurants and wine bars in city centre	Approach restaurants in neighbouring towns and offer financial incentives to open a restaurant in Gloucester
	Inconsistent Customer Service Standards	Use Rugby World Cup as a catalyst to enrol companies in service sector on free training workshops. See Liverpool Capital of Culture. Aim for World Host City status http://www.worldhost.uk.com/become_destination

10.15

Subject	Issue	Proposed Action
Culture and Arts	Gloucester is perceived by the Arts Council as being a cultural “black spot”. Cultural offerings are huge drivers for tourism,	Form a voluntary creative hub, utilising the best of local and national talent with experience of raising funding from the Arts Council and elsewhere to act as catalyst

can act as a stimulus for economic growth and build civic pride. The city has opportunities to claim potentially millions of pounds of Arts Council funding.

and drivers for growth in this sector in Gloucester

Update and develop cultural strategy and produce roadmap towards achieving £5 million capital funding within a scheduled timescale

10.16

Subject

Issue

Proposed Action

Perceptions of Safety in the Evening Economy

Gloucester's night time safety has vastly improved but PR has not kept up. More good news should be issued to improve perceptions.

Best Bar None Awards - very easy to administer. Press surrounding awards will make for good PR

Purple Flag Scheme - promote a safe and vibrant evening economy
Marketing Gloucester to look at more evening events/festivals. Provide an incentive for businesses to stay open in the evening and benefit from additional footfall

10.17

Subject

Issue

Proposed Action

Linkages between the Historic Docks and the City Centre

Signposting and linkages between the Quays, Historic Docks and the City Centre need to be improved.

Using Apps, city dressing, traditional and new electronic signage, funded by sponsorship aim to close the gap between the "two city centres" and unify into one experience. One board centrally placed near the Quays may also be valuable to driving visitors from Quays into the Historic City Centre.

Ensure that events bridge Quays and Historic city centre

Produce collateral that covers both in a unified way

Support efforts for regeneration of the gaps such as between Prison and

Blackfriars and development of the waterside

Support efforts to build iconic mixed use venue at Southgate carpark

10.18

Subject

Issue

Proposed Action

Maximise Visitor Spend

Launch Visitors card/City Pass similar to Big Residents' card examine York's model and see how it could apply to Gloucester, TIC to investigate Marketing Gloucester to implement.

10.19

Subject

Issue

Proposed Action

Venue

Lack of suitably sized venues to run commercially viable events and exhibitions

Investigate opportunities with commercial partners, LA and Arts Council for funding to create the much needed multiuse space in the city

10.20

Subject

Issue

Proposed Action

Hotel Rooms

Lack of quality hotels in the city centre barrier to growth

Publicise current research to investors and hotel owners and actively pursue potential investors in new hotels. Work with City Council to identify key sites for Hotel development and produce document in electronic form for distribution.

Conclusion - Tourism's Potential For Growth

The tourism industry has the potential to become one of the fastest growing sectors of our local economy. But creating – and sustaining – these higher rates of wealth and job creation won't just happen automatically, it will need plenty of hard work and entrepreneurialism from the sector itself, and help from local and national Government to remove the structural problems and blockages which might slow the industry down. By working hard to coordinate efforts and in partnership with the private sector there is a real opportunity to make Gloucester the premier visitor attraction in the region.

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Gloucester City Council

Meetings:	Cabinet Council	Date:	10 December 2014 22 January 2015
Subject:	Local Development Framework Update		
Report Of:	Cabinet Member for Regeneration and Culture		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	Yes/No
Contact Officer:	Anthony Wilson, Head of Planning		
	Email:	anthony.wilson@gloucester.gov.uk	Tel: 396850
Appendices:	1. Local Development Scheme 2. Statement of Community Involvement		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To update the range of documents the Council is obliged to keep and maintain consistent with its legal obligations as the local planning authority and to seek approval to use the Joint Core Strategy Submission Plan (the JCS) as a material consideration in future planning decisions.

2.0 Recommendations

- 2.1 The Cabinet is asked to **RECOMMEND** that :

- (1) the Local Development Scheme (the LDS) at Appendix 1 be approved;
- (2) the revised Statement of Community Involvement (SCI) at Appendix 2 be approved for consultation purposes and
- (3) the Joint Core Strategy (JCS) be endorsed for use as a material consideration in all future planning decisions.

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

- (1) that the LDS at Appendix 1 be approved;
- (2) that a public consultation on the SCI be conducted and that authority be delegated to the Head of Planning in consultation with Head of Legal and Policy Development to make any minor changes to this statement arising from comments received during the consultation period;
- (3) the continued use of the Second Stage Deposit Draft Local Plan (2002) and other local planning policy, including the Joint Core Strategy

Submission document (the JCS), as a material consideration in future planning decisions.

3.0 Background and Key Issues

- 3.1 The Planning and Compulsory Purchase Act 2004 (“the Act”) imposes a number of obligations on the Council in connection with its land use planning function. The legislation imposes various obligations on the Council to prepare a Local Development Framework (LDF). In summary, this framework comprises the suite of documents that the Council will rely on for decision making in land use planning matters.

Local Development Scheme

- 3.2 Within the LDF, the Council is obliged under section 15 of the Act to prepare and maintain a scheme of planning documents for their local area. This is known as the Local Development Scheme (LDS). The LDS specifies which local development documents the Council will be preparing over the following three year period. The last LDS was adopted in 2009 and it is now out of date. The updated LDS (shown at Appendix 1) provides a new timetable for the preparation of the JCS which the Council is preparing with Tewkesbury and Cheltenham Borough Councils as well as the emerging Gloucester City Plan. It has also been updated to take account of the work being carried out by the Hempsted Community Forum that may result in the preparation of a Neighbourhood Plan for Hempsted.

Statement of Community Involvement

- 3.3 The Council is also obliged to prepare a Statement of Community Involvement (the SCI) pursuant to Section 18 of the Act. The SCI must explain how the Council will engage with local residents, businesses and statutory bodies in relation to the preparation of new development plan documents and how the Council will consult those persons in connection with planning applications. The Council’s last SCI was adopted in 2005. It is now out-of-date in that the secondary legislation around the preparation of development plan documents has been replaced by the Town and Country Planning (Local Planning) (England) Regulations 2012. The existing SCI does not take account of the Council’s legal obligations under the Localism Act 2011 or other changes in development management practice.
- 3.4 The revised and updated SCI is provided at Appendix 2. The Council is legally obliged to consult on the revisions to this document and seek comment. It is proposed that the SCI will be subject to a six week public consultation running from January to February 2015. This report recommends that the Council delegates authority to the Head of Planning to make any minor changes to the document received as a result of the consultation programme. If major changes are required then the revised document will be referred back to Council for approval.

Progress of the Joint Core Strategy (JCS)

- 3.5 The JCS is a land use plan that sets out the overall development requirements for Gloucester, Tewkesbury and Cheltenham and provides eight strategic allocations for major housing and employment growth as well as a range of strategic development policies that will be used to determine planning applications. It will, for example, set the three councils' approach towards the delivery of affordable housing. This plan was sent to the Planning Inspectorate for examination on 20 November 2014. It is currently anticipated that the Examination in Public (EiP) into this plan will take place during Spring 2015. The three councils are hopeful that this will be found sound towards the end of the Summer of 2015.
- 3.6 The JCS is the most advanced plan the Council has prepared since the 1983 Local Plan was adopted. It has also been prepared having regard to the latest Government guidance in the National Planning Policy Framework and the National Planning Practice Guidance. As such, some weight should be given to this plan although it will not have legal weight until it has been found sound by the Planning Inspectorate and adopted. The third recommendation in this report asks that the Council resolves to use the JCS as a material consideration in future planning applications. It should be noted that the JCS will replace Gloucester's 2006 Local Development Framework. The JCS is more up to date and is at a more advanced stage of plan production.
- 3.7 The Second Stage Deposit Draft Local Plan (2002) still contains a number of detailed development management policies covering matters such as parking standards and the detailed management of uses (for example, changes of uses within designated shopping centres). These policies will be superseded by the Gloucester City Plan when it is adopted. It is, however, appropriate in the interim to retain this draft Local Plan for the purposes of development management although it is accepted that these policies need to be interpreted in the context of the National Planning Policy Framework and other Government policies.

4.0 Alternative Options Considered

- 4.1 This report is concerned with updating some of the documents which the Council is legally obliged to prepare and maintain in connection with its role as a Local Planning Authority. There are no reasonable alternatives to adopting the LDS and SCI.
- 4.2 The consequence of not adopting a revised LDS or SCI or postponing their publication is that the Council could theoretically be exposed to legal challenge about not maintaining these documents. It is timely that the Council revise both documents as it moves to the next phase of the preparation of the City Plan.

5.0 Reasons for Recommendations

- 5.1 This report has been prepared because Council approval is required to update the LDS and SCI.

6.0 Future Work and Conclusions

- 6.1 There is no substantial work required as a result of this report. The Council will have to consult on the SCI and take account of any comments received before it adopts this document.

7.0 Financial Implications

- 7.1 The Council is obliged to advertise the SCI locally and to write to groups which have previously expressed an interest in planning matters. The costs of this advertisement and mail out will be borne within existing resources.

8.0 Legal Implications

- 8.1 This report sets out clearly the Council's obligations in connection with its LDF and the consequences of not complying with them.

9.0 Risk & Opportunity Management Implications

- 9.1 The risk of being judicially reviewed in connection with the out-of-date LDS and SCI is minimal but it is expedient that these documents are updated before the Gloucester City Plan is progressed.

10.0 People Impact Assessment (PIA):

- 10.1 A PIA screening review was undertaken. It identified that the aim of the SCI is to clarify how the Council will consult the public and how local peoples' views will be taken into account in the plan making and planning application decision processes. The solutions identified are both cost effective and appropriate to the various communities in the city, having built on existing local practice.
- 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 None.

Background Documents:

None.

APPENDIX 1

Gloucester City Council

Local Development Scheme

2014 to 2017

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Foreword.....**Error! Bookmark not defined.Error! Bookmark not defined.**

1. INTRODUCTION

- 1.1 The City Council must prepare and maintain a Local Development Scheme (LDS) as part of its town planning responsibilities. The purpose of the LDS is to describe the planning documents that the Council will prepare that will be used as the basis for setting the planning vision for the City and determining planning applications.
- 1.2 An LDS must:
- Contain a brief description of all local development documents (LDDs) to be prepared and the content and geographic area to which they relate;
 - Explain how different DPDs relate to each other; and
 - Set out a timetable for producing DPDs, with key milestones.
- 1.3 The Council has prepared two previous LDSs. This latest LDS updates the last version adopted by the Council in April 2011. It explains what work the Council will be doing over the next three years in preparing land use plans for the City.
- 1.4 Copies of this LDS are available to download at the Council's website (www.gloucester.gov.uk/planning) at the Council's main offices in the Docks and at all local libraries.

2. BACKGROUND

- 2.1 The adopted Gloucester Local Plan dates back to 1983. A number of policies in this plan were formally 'saved' by the Secretary of State for Communities and Local Government in 2007 (shown in Annex 1). A draft replacement Local Plan was published in 2001 and updated in 2002. This version of the plan, the second stage deposit was approved by the Council for the purposes of development management decision making.
- 2.2 The Council has adopted a number of Supplementary Planning Documents (SPDs) as 'interim supplementary policy' to support existing policies. A schedule of adopted SPDs is provided at Annex 2. The Council anticipates that these SPDs will be reviewed and updated in the near future. Further updates will be made available on the Gloucester City Council website (www.gloucester.gov.uk/planning).
- 2.3 The Council recognises that it needs to adopt a replacement set of land uses plans and this scheme explains what the Council intends to do to ensure this happens.

Planning regime post-2004

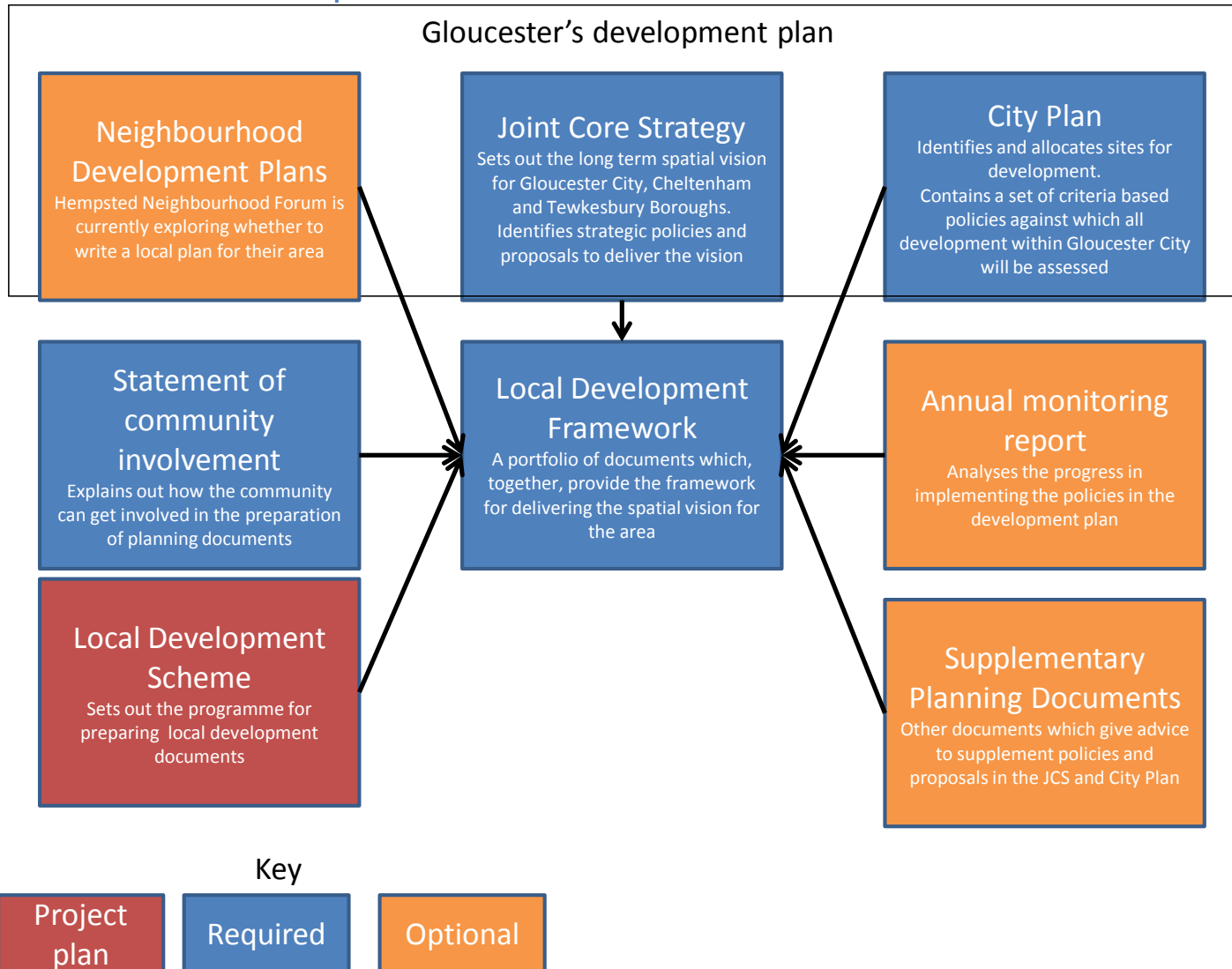
- 2.4 In 2004, the Government introduced the Planning and Compulsory Purchase Act. This law replaced the old system of Local Plans with a new system, called a Local Development Framework (LDF). An LDF is different in form, consisting of a 'portfolio' of local development documents (LDDs) that can be updated more easily. These documents must have a 'spatial' dimension. This means they must not only deal with

the physical use of land, but also consider the wider social and economic implications of developing land too.

- 2.5 There are two types of local development documents (LDDs) that the Council must or may choose to prepare. The first type are Development Plan Documents (DPDs). These documents can only be adopted once have been scrutinised independently. They have what is called “development plan” status. This means the Council and other decision makers must legally have regard to them when assessing planning applications.
- 2.6 The second type of LDDs are called Supplementary Planning Documents (SPDs). These are typically advice notes clarifying how specific types of planning applications will be assessed or suggesting how key sites could be developed. The difference between SPDs and DPDs is that SPDs are not subjected to independent scrutiny. SPDs do not have development plan status but considerable weight should be given to them when determining planning applications. A list of the Council’s current SPDs is set out in Annex 2. The DPDs and SPDs together comprise the LDF.
- 2.7 For Gloucester, the two DPDs that the Council is currently working on are:
 - The Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils; and
 - The Gloucester City Plan.
- 2.8 Together, these two plans will comprise the “development plan” for Gloucester. This means, that all development must be built in accordance with these plans unless there are material considerations that would indicate otherwise.
- 2.9 In preparing these DPDs, the Council must consult the public on these plans in accordance with an agreed Statement of Community Involvement. The Council adopted a Statement of Community Involvement in 2005 and approved a Consultation Statement in 2011 with Cheltenham and Tewkesbury Borough Councils to cover how the three Councils will consult people in connection with the JCS.
- 2.10 Separate from the Council’s work, the Hempsted Neighbourhood Forum is investigating whether it will prepare its own Neighbourhood Development Plan. If it proceeds with a Neighbourhood Development Plan, this too will have to be independently scrutinised. If it is adopted, it will have development plan status too. Other Neighbourhood Development Plans may come forward in time.
- 2.11 Figure 1 explains how the different documents in an LDF relate to one another.

Figure 1

Gloucester's Local Development Framework



The Joint Core Strategy DPD

- 2.12 The Council has been working on this plan with Cheltenham and Tewkesbury Borough Councils since 2008. The Joint Core Strategy (the JCS) will provide a spatial vision for the local authority areas of Gloucester, Cheltenham and Tewkesbury covering up to the year 2031. It will set out in broad terms how many houses and jobs we will need and where these could be accommodated. The JCS must be consistent with the Government policy and backed by local evidence.
- 2.13 The JCS is at an advanced stage of preparation, having gone through the following stages:
- Scoping report published – October 2008
 - Stakeholder engagement – June 2008 to November 2009
 - Developing the preferred option – December 2011 to February 2012
 - Preferred option consultation – October to December 2013
 - Pre-submission consultation - June to August 2014
 - JCS submitted to Planning Inspectorate for independent scrutiny November 2014
- 2.14 The three Councils have jointly considered comments received during the various rounds of consultation and have amended various drafts of the JCS where it has been appropriate and reasonable to do so as a way of ensuring the soundness of this document.

Gloucester City Plan DPD

- 2.15 The Gloucester City Plan (the City Plan) will be a development plan document that sits beneath the JCS. It will explain how the Council will implement the spatial vision and strategic objectives in the JCS up to the year 2031 and provide criteria that it will apply when considering planning applications for different types of buildings or other development. It will identify and allocate land in the City that could accommodate some of our forecast growth in housing, employment and shopping needs. The various proposals in the City Plan will be shown on a comprehensive proposals map.
- 2.16 The Council anticipates the City Plan will have four interlinking parts, as follows:
- Part 1 will set out the overarching development challenges and development principles;
 - Part 2 will set out policies that will be used for assessing planning applications (also called development management policies);
 - Part 3 will set out a locally based approach to places and site opportunities; and
 - Part 4 will deal with site delivery and infrastructure provision.
- 2.17 A number of City Plan consultations have already been undertaken. These include:
- City Plan scope published – March 2011
 - Consultation on City plan scope, that is, the things it must cover - May to August 2011
 - Consultation on City Plan Part 1 – March to April 2012

- Consultation on City Plan Part 3 – May to July 2013

2.18 An indicative timetable for the preparation of the rest of this document is set out below. The Council recognises that any delay in the adoption of the JCS will result in knock on delays to the delivery/ adoption of the City Plan.

3. TIMETABLE FOR DELIVERING THE JCS AND THE CITY PLAN

3.1 The JCS and City Plan timetables are set out below.

Table 1 Timetable for delivering the JCS

Milestone	Date
Adoption of JCS	October 2015

Table 2 Timetable for delivering the City Plan

Milestone	Date
Review and publish comments and responses arising from the 2013 consultation	Spring 2015
Prepare Part 2 (development management policies) and Part 4 (delivery and infrastructure) of the Plan and consult on them	Autumn 2015
Prepare and consult on a Draft City Plan (that is, Parts 1-4), including reports that identify representations on previous consultations	Winter 2015
Publish Pre Submission draft of City Plan	Summer 2016
Submit City Plan to Planning Inspectorate for independent scrutiny	Autumn 2016
Adoption of City Plan	Summer 2017

3.2 The delivery of this indicative City Plan timetable is dependent on achievement of an adopted JCS in October 2015 and there being sufficient resources available. These resources relate to funding of key pieces of evidence to ensure production of a sound City Plan as well as sufficient staff resources.

4 FURTHER INFORMATION AND HOW TO PARTICIPATE IN THE PLAN MAKING PROCESS

4.1 The Council's Planning Policy Team is responsible for maintaining this LDS and for preparing the various documents that form Gloucester's LDF.

4.2 If you have any queries concerning this work, please contact:

Planning Policy Team
Herbert Warehouse
The Docks
Gloucester
GL1 2EQ

Email: spatialplanning@gloucester.gov.uk

Websites:

www.gloucester.gov.uk/planning (for City Plan)

Annex 1 SAVED POLICIES FROM GLOUCESTER LOCAL PLAN 1983



GOVERNMENT OFFICE
FOR THE SOUTH WEST

SCHEDULE

POLICIES CONTAINED IN CITY OF GLOUCESTER LOCAL PLAN 1983

Policy No.	Name
E1	Release of industrial land sufficient for five years requirement
E2	Release of land for office development sufficient for five years requirement
H1	Release of land for residential development to cater for 5 years requirement
H1.c	Provision of additional housing sites to those in H.1a will be encouraged in the city centre
H1.d	H1.d - Presumption against development of other sites except minor infill other than those identified in H.1a and H.1c
H1.e	Density and quality of housing development.
H3	Preservation and revitalization of older housing stock.
H3.f	The conversion of residential properties to non-residential uses will be opposed in certain areas (sites identified)
H4	Housing provision for those whose needs are not met by the private sector
H4.b	Provision of grants for adaptation of homes for the registered disabled
A1.a	Heights of buildings and protection of views
A2	Particular regard will be given to the city's heritage in terms of archaeological remains, listed buildings, and conservation areas
A2.d	Demolition of listed buildings in Conservation Areas
A3.a	Investigation and resolution of environmental problems caused by traffic on Bristol Road and Barton Street
A4.e	Development on or around Robinswood Hill will not be permitted except where there are exceptional circumstances
A5.a	The inclusion of tourist-orientated uses within the comprehensive redevelopment of the Docks area will be encouraged
A5.c	Conservation and maintenance of structures and settings of City's historic fabric (various sites)
A5.d	Redevelopment of Blackfriars as a tourist attraction.
A5.e	Use of Llanthony Priory for leisure uses will be supported
A6.a	Provision of Coach parking facilities at Westgate Street and the Docks
A7	Encourage provision of an adequate level and mix of accommodation to satisfy visitor demand
A7.a	Provision of appropriate self-catering accommodation, Conference Centre and central area hotels

A7.b	Encourage Guest House developments along main radial routes and the city centre
T1.e	Pedestrian priority within traffic management measures
T1.f	Provision for pedestrians in the City Centre outside the main shopping area.
T2.d	Measures to facilitate rear access servicing
T3	Introduction of traffic regulation and control measures along Bristol Road and Southgate Street
T3.a	Access to existing and future industrial premises will be assisted by traffic management or other measures
T3.b	Consideration will be given to traffic management along Bristol Road
T4.a	Differential charging of short and long stay car parks to discourage inappropriate use
T4.k	Provision of car parking at private development in accordance with the Councils car parking standards
T5.b	Early introduction of new bus services with new residential development
T6	Measures will be introduced to encourage cycling
T6.c	Encourage cyclist-only routes
S1	Maintain and strengthen Gloucester's role as a sub-regional shopping centre and concentrate comparison shopping in the City Centre except in special circumstances
S1.a	Major comparison shopping will not usually be permitted outside the main shopping area
S1.e	Conversion of shops to other uses at ground floor level will not normally be allowed in the main shopping area
S2.b	Major convenience shopping facilities will not normally be allowed outside the main shopping area
S3	Continued provision of shopping facilities to meet local needs outside the City Centre will be encouraged
S3.a	Neighbourhood shopping facilities will be encouraged and sometimes required in developing residential areas
S3.b	The City Council will seek to maintain the existing neighbourhood shopping provision in the City
L1	Retain public open space, provision with new development, and attempt provision where a shortfall has been identified
L1.a	Retain existing areas of public open space
L1.c	In new developments new public open space will be provided in accessible, centralised locations. They must be no less than half an acre in size
L1.d	Where public open space already exists or there is a need for recreational facilities other than open space we will consider the provision of alternative leisure facilities at the cost of the developer
L1.e	Financial contributions from developers for maintenance of public open space that has been adopted by the Council
L2.b	Seek to provide additional sports facilities on public open space in new developments
L3.c	Inclusion of leisure facilities within the docks redevelopment and financial contribution towards the cost of transferring the British Waterways museum to Gloucester
L3.d	Maintenance and protection of Robinswood Hill Country Park

Annex 2 SCHEDULE OF SPDs ADOPTED AS INTERIM SUPPLEMENTARY POLICY

The Council has produced a number of SPDs to supplement policies. A schedule of SPDs adopted as 'interim supplementary policy' is set out below. Further information can be found at www.gloucester.gov.uk/planning and clicking on 'Supplementary Planning Documents'.

SPG1: Sustainable Urban Drainage Systems (interim adoption November 2004)
SPG2: Travel Plans (interim adoption November 2004)
SPG3: Standards for the Sub-division of Houses (interim adoption November 2004)
SPG5: Lifetime Homes (interim adoption November 2004)
SPG6: New Housing and Open Space (interim adoption November 2004)
Views of Robinswood Hill and Other High Ground from Hempsted (1996)
Telecommunications Development (interim adoption August 2008)
Development Affecting Sites of the Historic (Archaeological) Environment (interim adoption August 2008)
Home Extension Guide (interim adoption August 2008)
Designing Safer Places (interim adoption August 2008)
Heights of Buildings (interim adoption August 2008)
Gloucester Docks Planning Brief (interim adoption January 2006)
Great Western Road Planning Brief (interim adoption July 2004)
Kwiksave Site (Northgate Street) Planning Brief (interim adoption May 2004)
Industrial Sites (Bristol Road and Tuffley Crescent) (interim adoption March 2003)
Relocation of Court Sites to Great Western Road Planning Brief (interim adoption 2004)
Railway Corridor (interim adoption 2011)
Land East of Waterwells Business Park Planning Brief (interim adoption 2009)
Greater Greyfriars (interim adoption 2010)
Greater Blackfriars (interim adoption 2010)
Fleece Hotel Concept Statement (interim adoption February 2012)
Kings Quarter Concept Statement (interim adoption January 2013)

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Gloucester City Council
Statement of Community Involvement
Consultation Draft

January 2015



Gloucester
City Council

Gloucester City Council

Statement of Community Involvement

Consultation Draft

January 2015

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Herbert Warehouse,
The Docks,
Gloucester,
GL1 2EQ

Foreword

Gloucester City Council believes that all those who live, work and enjoy the City should be given the opportunity to engage actively and influence how it will grow and develop.

The City Council is committed to ensuring that all those who wish to be involved in the preparation of development plans and determination of planning applications are able to. This Statement of Community Involvement (SCI) explains who, when and how the Council will consult on planning matters.

The City Council first produced an SCI in January 2005. Much has changed since then, including the replacement of 'Local Development Frameworks' with 'Local Plans' and changes to the regulations which set out the ways in which Government expects plans to be produced. The City Council also takes seriously its commitment to deliver the Government's localism agenda.

This update of the SCI more accurately reflects the new plan production requirements whilst ensuring involvement of all residents, businesses and important groups and organisations in the preparation of the City's Local Plan and in consulting on planning applications. The SCI sets out transparent, accessible and meaningful approaches to community involvement on planning matters.

Many local people will be aware that Gloucester City Council is currently preparing a joint planning document with Cheltenham Borough and Tewkesbury Borough Councils, called the Joint Core Strategy (JCS). A Joint Consultation Statement (November 2011) has been prepared which explains the consultation arrangements for the production of this Plan. This can be found by clicking on the following link: <http://www.gct-jcs.org/PublicConsultation>.



Councillor Paul James

Leader of the Council



1. Introduction

- 1.1 This document is called Gloucester City Council's Statement of Community Involvement (SCI). Its main purpose is to set out how and when Gloucester City Council will engage with communities and key stakeholders during the planning process, which includes: preparation, alteration and continuing review of development plan documents such as the Gloucester City Plan and supplementary planning documents; and consulting on planning applications. The Council is legally required to prepare and adopt a statement of community involvement¹ and once adopted has to comply with it. The revised statement was adopted by the Council on xxxx.
- 1.2 This SCI identifies who, when and how the Council will consult with on planning matters relating to plan/policy preparation and the determination of planning applications.
- 1.3 This SCI will replace the Council's existing SCI which was adopted in 2005. The SCI needs to be revised to reflect changes in the legal requirements for consultation on local plans and in the determination of planning applications. These changes have been made in order to encourage more efficient production of plans and processing of applications.
- 1.4 Plan preparation covers production of **Development Plan Documents** (DPDs) which set out planning strategy, policies and proposals for the City's administrative area. These provide the planning framework for the area and are the main consideration in determining planning applications. The Council's Local Development Scheme sets out the programme for the preparation of planning documents ensuring consultation activities are staggered and that the SCI requirements can be met without undue pressure on resources. The Council is currently involved in the preparation of two development plan documents including the Joint Core Strategy² (JCS) and the City Plan. Collectively these will form the Local Plan for the City. The Regulations set out three main stages of plan production where consultation is required. These are:
- Preparation of a Development Plan Document (Regulation 18).
 - Publication of a Development Plan Document (regulations 19 and 20).
 - Submission of a Development Plan Document to the Secretary of State (Regulation 22).
- 1.5 Section 3 of this SCI sets out the consultation requirements at each stage in more detail.
- 1.6 Gloucester City Council will occasionally produce **Supplementary Planning Documents** (SPDs) to add further detail to the policies contained with its development plan documents. The regulations set out two stages of plan production where some consultation is required. These are:
- Publication stage (Regulation 12).

¹ A statement of community involvement is required under Section 18 of the Planning and Compulsory Purchase Act 2004 as amended by the Planning Act 2008, Localism Act 2011, The Town and Country Planning (Local Planning) (England) Regulations 2012 and is informed by the National Planning Policy Framework 2012

² The JCS is being prepared with Cheltenham and Tewkesbury Boroughs and has its own overarching consultation statement November 2011

- Adoption (Regulation 14).
- 1.7 Section 3 of this SCI sets out the consultation requirements at each stage in more detail.
- 1.8 In the financial year 2014/15, the City Council processed 744 planning applications. The nature and scale of these applications vary from householder and minor applications to large scale major applications for residential, employment, retail developments. The nature, scale and type of application will determine the level of consultation and community engagement undertaken.
- 1.9 In addition to the legal requirements above, Section 110 of the Localism Act 2011 sets out a **'duty to cooperate'**. It is a requirement that Local Planning Authorities engage with neighbouring authorities and other statutory bodies to consider joint approaches to plan making. Gloucester City Council is committed to meeting this duty and intends to work closely with neighbouring authorities and other partner organisations and stakeholders.
- 1.10 This statement of community involvement is divided into five main sections:
- Planning Policy Documents - community engagement.
 - Planning Policy Documents - consultation tables.
 - Gloucester City Council standards for planning applications.
 - Resourcing and management.
 - Monitoring and reviewing.

2. Planning Policy Documents - Community Engagement

Who do we consult?

- 2.1 The Local Planning Regulations set out who must be consulted at key stages of plan production. These are known as the specific consultees and an indicative list is provided at Appendix A.
- 2.2 The Council also identifies a number of other bodies who it may wish to consult at key stages. These are known as general consultation bodies and an indicative list is provided at Appendix B.
- 2.3 In addition the Council is committed to involving a wide range of other individuals and organisations including members of the Community and hard to reach groups. The Council will use a range of consultation techniques in seeking to engage with different groups to establish the most effective means of enabling all the City's communities to make their views known and help shape planning decisions in their area. Some people will prefer direct contact with the council, either face-to-face or over the phone. Others may prefer communicating through the web, emails or text messaging. Some may need directly targeted communication because of disability, culture, language or literacy factors. In preparing our planning documents we will go further than consulting with the required consultees by trying to engage groups such as young people, ethnic minority groups, people with disabilities, elderly people, people in disadvantaged neighbourhoods and/or people with special housing or employment needs.
- 2.4 The Council will maintain an address database for consultation purposes and will seek to update this.

How do we consult?

- 2.5 The legal requirements concerning 'how' the Council must consult on Planning documents are set out in the Town and Country Planning (Local Planning)(England) Regulations (2012)(The Regulations).
- 2.6 A significant challenge for all local planning authorities is ensuring that all stakeholders are involved early enough in planning processes to enable them to have meaningful input. Early involvement can help to resolve any initial conflicts and can generate a sense of ownership. The Council will ensure that any consultation activities associated with the planning process will be coordinated with other Council services including the Neighbourhood Management Team.
- 2.7 To address this issue and engage effectively over a range of planning documents the Council will use a combination of transparent, accessible and meaningful consultation methods appropriate to the resources available, the policy area being prepared and its stage of preparation. Table 1 sets out a range of formal and informal community involvement methods and techniques which are considered most appropriate for use.

- 2.8 There is no significance in the order of the various methods and it is not anticipated that every one of these methods need be used. The list should be regarded as a menu from which to choose.

Table 1 - Community Involvement Methods

Method	Main Considerations
Council website	Information can be provided quickly and efficiently and accessed by the public from their own home or office at a time which is convenient to them. It should be user friendly and is also a useful means of providing feedback for those taking part in consultation exercises.
Email	This is a minimum requirement - information and responses can be provided quickly and efficiently. Where groups and individuals have an email address, information will normally be sent electronically.
Formal advertisements e.g., statutory notices	This is a minimum requirement - Statutory requirements to publish notices advertising planning applications and to invite representations during preparation of planning documents.
Media coverage - press releases, adverts, radio	Local newspapers/radio stations can be requested to carry articles about planning proposals/documents to raise awareness. It is cost effective in terms of bringing local issues into the local arena. Items may only be reported if they are considered newsworthy.
Consultation documents available for sale or CD or inspection at deposit locations including Council offices and libraries, by post and on the Internet	This is a minimum requirement. Traditional means of consultation and the information supplied can be in detail. Information needs to be in plain English with simplified formats. Council offices and documents should be accessible to those with disabilities. For those whose first language is not English a translation service is available if required.
Leaflet, newsletters and brochures	Can publicise and explain in simple language and invite comment. Newsletters can be sent to all residents; however, may be viewed as junk mail and disregarded. Can be expensive to distribute.
Formal written letter	Minimum requirements to consult statutory and other relevant consultation bodies by letter. High postage and administration costs.
Public exhibitions, public meetings and presentations	Can be used to circulate information, seek views and endorse proposals. Gives residents some flexibility in deciding when to visit and can encourage feedback. However, people attending may not be representative of the whole community. It does take planning issues to the people and provides an opportunity for people to discuss local issues directly with planning officers in an environment which local people will be familiar and therefore comfortable with. High staff costs in producing display material and manning the exhibition with no guarantee of turn out. Displaying information in local shops where people frequent should also be considered where appropriate.
Notices displayed	Direct and local notification of proposals to those around a site,

Method	Main Considerations
on a site	however notices can be vandalised or removed before the consultation period and this method is impractical for general development proposals and wider issues.
Through partnership organizations and focus groups, existing forums and panels	Useful for topic based discussions and to find out what specific groups feel. Provides opportunity to discuss issues in depth and to have ongoing dialogue. However high direct costs of facilitating. Important to build on existing networks rather than reinvent.
Councillor networks	Councillors play a very important role in terms of community engagement. They are a recognised point of contact for the local community to go to with regard to Council matters. It is vital to ensure that Councillors are kept well briefed.
One to one meetings and briefings	Useful for seeking views from targeted groups/individuals however they are time consuming and impracticable to use on a comprehensive basis.
Parish and Local Strategic Partnership (LSP)	Involve Quedgeley Parish Council and LSP with consultation exercises. They provide an invaluable contact with local communities. Also opportunity to assist in the preparation and distribution of consultation material (for example, on local notice boards and other appropriate locations).
Questionnaires and surveys	Enables quantifiable information to be collected. Questionnaires need to be well designed. No guarantee of likely response rate. Time consuming and costly.
Workshops and focus groups	Organised discussion based event to present and gather information. Can be targeted at key stakeholders. Requires skilled facilitators to ensure objectives are achieved.

- 2.9 The Council will maintain a record of consultation responses received during the preparation of planning documents and will present a transparent decision making process to the community. Consultation responses are one of the matters to be taken into account by the Planning Policy Sub-Committee and Full Council when making decisions on plan making. A Consultation Statement will be produced for every planning document which will include summaries of all consultation responses received as well as officers' responses which will identify where the document has been amended in light of responses received. The Statement will be reported to members no later than the date that they consider making decisions on planning documents. The comments received will be made publicly available so they can be viewed by others with an interest in the matter.

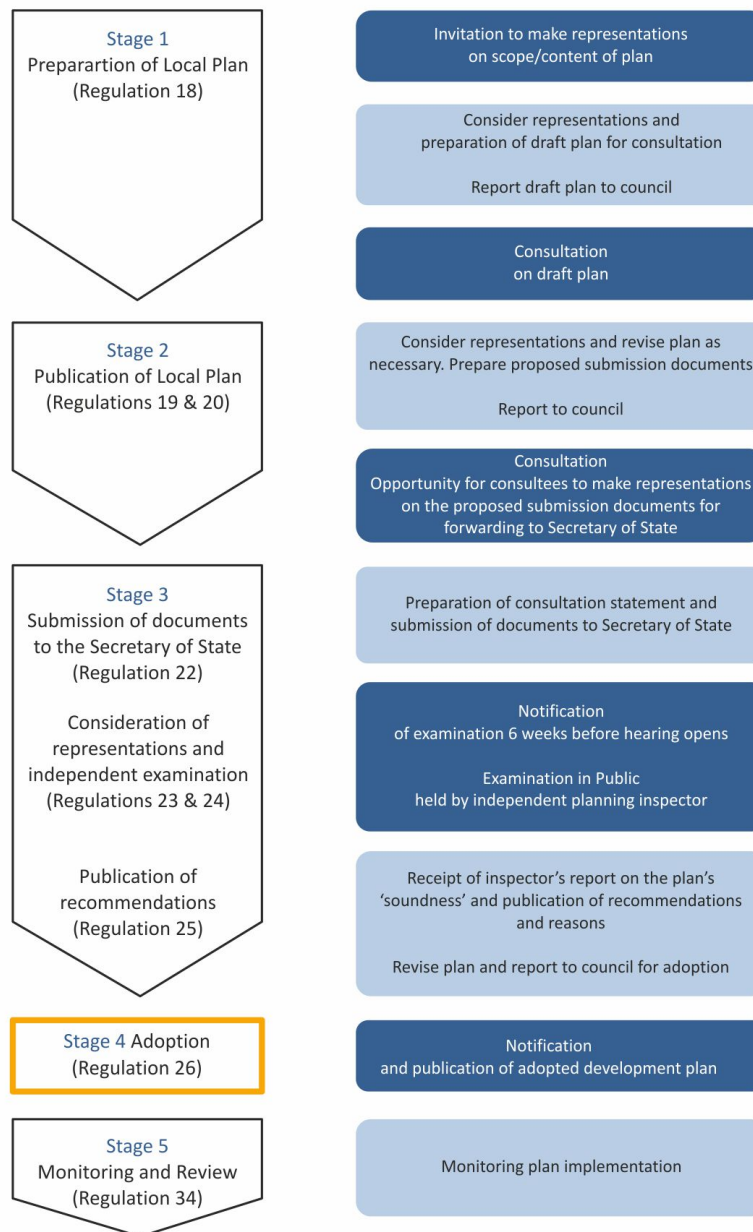
When do we consult?

- 2.10 This section identifies when the Council will consult on emerging planning documents. It sets out the legal requirements governing development plan documents (DPDs) and supplementary planning documents (SPDs).

Development Plan Documents (DPDs)

- 2.11.1 The process for Development Plan preparation is provided at Figure 1. There are three main stages:
- (a) Preparation of a Local Plan (Regulation 18): consultation bodies are invited to make representations about what a Local Plan ought to contain.
 - (b) Publication of a Local Plan (Regulations 19 and 20): copies of a proposed Local Plan and associated documents are made available for inspection for 6 weeks. The Council invites interested parties to make formal representations at this stage. This is the final stage when formal representations can be made.
 - (c) Submission of a Local Plan to the Secretary of State (Regulation 22): a copy of the proposed plan and associated documents is submitted to the Secretary of State for examination. An independent inspector is subsequently appointed to examine soundness of the plan. The Council provides the Inspector with the formal representations made at previous stages. At this stage the Council cannot consider new representations, although opportunities exist for additional statements to be made to support those previously made.
- 2.12 The Local Plan is then examined by the Inspector to ensure that it is sound and has met legal and procedural requirements including whether it has been prepared in accordance with the SCI. The inspector will consider all duly made representations and may invite the Council to make modifications to its Plan in order to make it sound. Further consultation is normally required in relation to these modifications. Consultation responses at this stage are considered by the Inspector and not the Council.
- 2.13 Subject to a receiving a satisfactory Inspector's report that the Local Plan is sound, the Council will be in a position to adopt the DPD.
- 2.14 All DPDs require a Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA) which are produced with the Plan and assess the environmental, economic and social impact of its policies and proposals. These appraisals are usually consulted on and examined at the same time as consultation on the DPD.

Figure 1: Development Plan Document Preparation Stages
Town and Country Planning (Local Planning)(England) Regulations 2012



Supplementary Planning Documents (SPDs)

- 2.15 Gloucester City Council will occasionally produce Supplementary Planning Documents (SPDs) to add further detail to the policies contained with its development plan documents. SPDs can be area or topic based.
- 2.16 There are two main stages of SPD production where some form of consultation is required by the regulations. These are:
- Publication stage (Regulation 12): This involves making a copy of the proposed SPD available for inspection and representations are invited.

- Adoption (Regulation 14): This is when the Council will be in a position to adopt the SPD once it has considered any representations that have been made at publication stage.

2.17 The Council may if necessary include an additional preliminary stage to seek comments as part of the preparation of the SPD.

3. Planning Policy Documents Consultation Tables

3.1 Tables 2 and 3 identify consultation arrangements for the production of Development Plan Documents and Supplementary Planning Documents identifying who will be consulted, when and how.

Table 2 Consultation on Development Plan Documents³

Stage	Preparation	Who	How
Preparation of a local plan (Regulation 18)	Evidence gathering Scope of the plan	<ul style="list-style-type: none"> • Specific and general consultees • Any other residents wishing to make representations, or other persons carrying out business in the area that the Council considers appropriate 	Letter, email, internet, forums press releases, deposit locations, workshops
Publication of a local plan (Regulations 19 and 20)	Consult on proposed submission document	<ul style="list-style-type: none"> • Specific and general consultees • Those registered on Council's database • Any other residents wishing to make representations, or other persons carrying out business in the area that the Council considers appropriate 	Letter, email, internet, press releases, exhibitions, questionnaires, forums, events, deposit locations
Submission of documents and information to the Secretary of State (Regulation 22)	Submission of Local Plan and all associated documents in accordance with Regulation 22	<ul style="list-style-type: none"> • Specific and general consultees • Those registered on the Council's database • Any other residents wishing to make representations, or other persons carrying out business in the area that the Council considers appropriate • Those who have responded previously/asked to be notified of submission 	Letter, email, internet, deposit locations
Independent examination (Regulation 24)	Independent examination of plan by an appointed Inspector	<ul style="list-style-type: none"> • All those who made representations 	Letter, email, internet, press releases, deposit locations

³ Please note that this table contains an overview of consultation methods available for each stage of Local Plan preparation. Not all methods will be used in each case, but those most suitable and appropriate given the scale and nature of the consultation will be used.

Adoption (Regulation 26)	Adoption of the plan by the Local Planning Authority	<ul style="list-style-type: none"> • All those involved in the process 	Letter, email, internet, press releases, deposit locations
Monitoring	After adoption of the plan	<ul style="list-style-type: none"> • Specific consultees • Any other residents or other persons carrying out business in the area that the Council considers appropriate 	Letter, email, internet

Table 3 Consultation on Supplementary Planning Documents⁴

Stage	Preparation	Who	How
Preparation stage	Evidence gathering Preparing Draft SPD	<ul style="list-style-type: none"> • Any relevant consultees, residents wishing to make representations or other persons carrying out business in the area that the Council considers appropriate 	Letter, email, Internet, meetings
Public participation stage (Regulation 12)	Consult on Draft SPD	<ul style="list-style-type: none"> • Specific and general consultees • Those registered on the Council's database • Any other residents wishing to make representations or other persons carrying out business in the area that the Council considers appropriate 	Letter, email, internet, press releases, exhibitions, questionnaires, forums, deposit locations
Adoption (Regulation 14)	Adoption of the plan by the Local Planning Authority	<ul style="list-style-type: none"> • All those involved in the process 	Letter, email, internet, press releases, deposit locations
Monitoring	After adoption of the plan	<ul style="list-style-type: none"> • Specific consultees • Any other residents or other persons carrying out business in the area that the Council considers appropriate 	Letter, email, internet

Neighbourhood Plans

- a. The Localism Act 2011 introduced the ability for qualifying communities to draw up neighbourhood plans for their areas which are consistent with the Council's development plans. The preparation of neighbourhood development plans is subject to separate regulations (The Neighbourhood Planning (General) Regulations 2012).

⁴ Please note that this table contains an overview of consultation methods available for each stage of the plan preparation process. Not all methods will be used in each case, but those most suitable and appropriate given the scale and nature of the consultation will be used.

- b. Neighbourhood groups - forums - are required to undertake pre-submission consultation themselves as set out in the regulations. The role of the local planning authority is largely one of notification and formal submission consultation (the processes being prescriptively set out in the regulations and the methods used will follow the notification processes set out in Table 2). The plan is then examined by an independent person and a referendum of the local neighbourhood is held. Gloucester City Council will provide support to groups in producing neighbourhood documents where qualifying bodies come forward.

- c. At the time of writing, Gloucester City Council is collaborating with the Hempsted Community Forum on the preparation of its Neighbourhood Plan.

4. Gloucester City Council Standards for Planning Applications

- 4.1 Gloucester City Council places great importance on public involvement in the planning application process. This section explains how the Council will encourage the community to become involved in this process and also explains the Council's expectations of applicants. Finding out what local residents and businesses think about new development is a fundamental part of the Council's Development Management Service and Gloucester City Council undertakes its legal obligations in a proactive manner. It accepts that local people have local knowledge and can provide a useful insight into local matters.
- 4.2 Gloucester City Council handled 744 planning applications in the financial year 2013/14. Thirty three of these were classified as 'major' applications, that is, developments of 10 or more homes or developments of more than 1,000m² of commercial floorspace.
- 4.3 In terms of carrying out consultation, the Council is chiefly guided by the provisions of the Town and Country Planning (Development Management Procedure)(England) Order 2010(as amended). Procedures for planning applications that are related to Listed Buildings or Conservation Areas are covered by the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 4.4 Gloucester City Council ensures that every planning application with a level of publicity that is commensurate with the size and nature of the proposal. In many instances, however, Gloucester City Council goes beyond what is legally required. For example, the Council undertakes consultation in relation to Reserved Matters applications (i.e. approval of details following the granting of outline permission) despite the fact that this is not a statutory requirement. Similarly, when amended plans are submitted with significant changes, the Council will re-consult with neighbours and relevant consultees if it is considered that an objection can be overcome. Change of use applications are also given site notices, which few authorities do.
- 4.5 Gloucester City Council will also seek to consult an appropriate range of statutory and non-statutory consultees. For example, officers will send copies of applications to organisations such as the Environment Agency, English Heritage and Severn Trent Water. Officers will also use their judgement and consult an appropriate range of non-statutory consultees. Over and above this, the Council will consult Quedgeley Parish Council on applications within that area.
- 4.6 Neighbour notification letters are sent to residents that are likely to be affected by a proposed development. As part of this process, a list of material considerations is enclosed to ensure that any representations that the neighbour wishes to submit are kept solely to planning issues and not with regard to any personal matters.
- 4.7 Other measures adopted by Gloucester City Council include the application of a 40m consultation radius in respect of applications that involve a change of use to hot food takeaway. In addition, where objections are received and the Council is recommending that permission be granted the application cannot be dealt with by Officers under delegated powers, in other words it must be taken to planning committee in order to ensure that it is subject to an appropriate level of debate and scrutiny.

- 4.8 The City Council keeps a register of all current planning applications which can be viewed on the public access system. In addition, a 'weekly list' of planning applications is prepared and can be viewed on the Council's website.
- 4.9 The Council operates a system of public speaking at Planning Committee allowing individuals the opportunity to make their views about specific proposals known. This is supplemented by high-quality PowerPoint presentations on all Planning Committee items including plans and colour photographs.
- 4.10 In its drive towards a more transparent and accountable planning system and in the spirit of localism, the Government is encouraging local authorities when considering *significant* development proposals, to build on minimum consultation requirements and in particular to encourage more pre-application discussions and early community consultation.
- 4.10.1 For the purposes of this SCI, Gloucester City Council considers development to be *significant* if it meets any of the following criteria:
- Applications which constitute a significant departure from the most up to date Local Plan that is formally approved by the Council for Development Control purposes.
 - Applications for 50 or more homes.
 - Proposals which entail more than 1,000m² of gross floorspace.
 - Buildings or structures which exceed 15m in height.
 - Applications which are accompanied by an Environmental Statement.
- 4.12 This schedule is based on the Council's Delegation Scheme under which certain applications must go to the Planning Committee and cannot be dealt with under Delegated Officer Powers⁵.
- 4.13 There may also be occasions when applications are submitted that do not necessarily fall into any of the above categories but for various reasons may be considered to fall into the *significant* category. Officers will use their discretion in such instances and will advise applicants accordingly.
- 4.14 In dealing with applications that meet any of the above criteria, officers will normally:
- Publish a newspaper advertisement, put up a site notice and notify an appropriate number of neighbouring properties.
 - Publish details of the application on the Council's website.
 - In accordance with the Town and Country Planning (Consultation)(England) Direction 2009 the Council will consult the Secretary of State before granting planning permission for certain types of development.
 - Report to the Planning Committee any representations that may have been received following the publication of the report.
- 4.15 For major developments, Gloucester City Council strongly encourages applicants before the application is submitted to arrange a public meeting or exhibition at a suitable location such

⁵ Gloucester City Council's constitution can be viewed online. Go to <http://www.gloucester.gov.uk/council/more/Pages/council-constitution.aspx>

as a local hall in close proximity to the application site, in order to allow the proposal to be more fully understood by the local community prior to submission.

- 4.16 When they submit their application, Gloucester City Council also encourages them to:
- Submit a brief statement as part of the application submission outlining how the results of the Pre-application Consultation Exercise have been taken into account in the final application documentation.
 - Attend meetings with local groups that are likely to have an interest in the application proposal.
- 4.17 Although there is no legal obligation for applicants to undertake any of the above steps, failure to consult properly is likely to lead to objections being made by interested parties such as neighbouring residents, which could be material to the determination of the application.
- 4.18 Gloucester City Council aims to encourage discussions to take place before any major application is submitted in order to try and achieve a degree of consensus and/or at least a clearer understanding of what the proposal is trying to achieve. The City Council has introduced a pre-application service to provide applicants with guidance prior to the submission of an application. There is a reasonable charge for this service.

5. Resourcing and Managing the Process

- 5.1 In preparing this approach to community consultation and to ensure that it is deliverable consideration has to be given to the resources available to manage the process. The Local development Scheme (LDS) sets out the resources the Council has at its disposal to prepare the City's Development Plan documents. Officer time is a key resource issue. A balance has to be struck between consultation and the various production and management issues associated with the range of planning documents that are to be prepared.
- 5.2 The budget for Development Plan preparation will need to meet the costs of the legal requirements for community involvement in plan making. The Council's Local Development Scheme sets out a phased programme for the preparation of Development Plan Documents, ensuring that consultation activities are staggered and that the SCI's requirements can be met without undue pressure on staff resources. Resources for the Development Plan Programme are assessed through the Council's budget review process, which will include consultation requirements. Where possible, consultations will be coordinated with other departments, external stakeholders and local communities to lever in more resources.
- 5.3 In addition, as a Development Plan is being prepared particular issues may arise which may require additional community involvement work and the approach needs to be sufficiently flexible to enable this to be incorporated in the Plan preparation process.

6. Monitor and Review

- 6.1 This SCI will be monitored whilst planning documents are being prepared and as planning applications are determined in order to assess its effectiveness. In addition the SCI will be reviewed in response to any future change in regulation or other legislation.

Appendix A - Specific Consultees

Specific consultation bodies are:

- (a) Coal Authority.
- (b) Environment Agency.
- (c) English Heritage.
- (d) Marine Management Organisation.
- (e) Natural England.
- (f) Network Rail Infrastructure Limited.
- (g) Highways Agency.
- (h) A relevant authority any part of whose area is in or adjoins the local planning authority's area (a local planning authority, a county council, a parish council, a local policing body).
- (i) any person:
 - i. to whom the electronic communications code applies by virtue of a direction given under section 106(3)(a) of the Communications Act 2003
 - ii. who owns or controls electronic communications apparatus situated in any part of the local planning authority's area
- (j) If it exercises functions in any part of the local planning authority's area:
 - i. a Primary Care Trust established under section 18 of the National Health Service Act 2006 or continued in existence by virtue of that section
 - ii. a person to whom a licence has been granted under section 6(1)(b) or (c) of the Electricity Act 1989
 - iii. a person to whom a licence has been granted under section 7(2) of the Gas Act 1986
 - iv. a sewerage undertaker
 - v. a water undertaker
- (k) Homes and Communities Agency

Appendix B - General Consultation Bodies

General consultation bodies are:

- (a) Voluntary bodies some or all of whose activities benefit any part of the local planning authority's area.
- (b) Bodies which represent the interests of different racial, ethnic or national groups in the local planning authority's area.
- (c) Bodies which represent the interests of different religious groups in the local planning authority's area.
- (d) Bodies which represent the interests of disabled persons in the local planning authority's area.
- (e) Bodies which represent the interests of persons carrying on business in the local planning authority's area.

The following list will be updated in response to requests for changes or additions once they arise. The full list will be monitored and updated annually (where necessary).



Meeting:	Cabinet	Date: 10 December 2014
Subject:	Historic Environment Record (HER) Project	
Report Of:	Cabinet Member for Regeneration and Culture	
Wards Affected:	All	
Key Decision:	No	Budget/Policy Framework: No
Contact Officer:	Andrew Armstrong, City Archaeologist	
	Email:	Tel:
	andrew.armstrong@gloucester.gov.uk	396346
Appendices:	None	

1.0 Purpose of Report

- 1.1 To outline and seek approval to pursue a proposed project to combine the City Council’s Historic Environment Record (HER) with the Countywide HER run by the County Council Archaeology Service and for the HER to be jointly operated in future under a service level agreement.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that:

- the approach of linking the City HER with the County Council HER be supported;
- authority be delegated to the City Archaeologist to:
 - Produce a project design in partnership with the County Council; and
 - Approach English Heritage (EH) for funding for a temporary post to undertake the required data transfer.
- authority be delegated to the Head of Legal and Policy Development, in consultation with the Head of Planning and the City Archaeologist, to negotiate and enter into a Service Level Agreement for the joint operation of the HER

3.0 Background and Key Issues

- 3.1 The requirement for, and role of, a Historic Environment Record is outlined in the National Planning Policy Framework, which states in paragraph 169:

‘Local planning authorities should have up-to-date evidence about the historic environment in their area and use it to assess the significance of heritage assets and the contribution they make to their environment. They should also use it to predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future. Local planning authorities should either maintain or have access to a historic environment record.’

- 3.2 The Gloucester City Historic Environment Record (HER) is database maintained by the City Archaeologist. This database, which is managed via a GIS system, records all known archaeological sites, find spots and excavations within the district. The primary function of the HER is to provide supporting information for planning decisions (essentially it forms the evidence base for the advice given by the City Archaeologist). Information from the HER is also provided to consultants and specialist acting on behalf of developers to inform the production of archaeological desk-based assessments or heritage statements. These documents are often either commissioned by developers as part of their due-diligence site-assessments or required by the City Archaeologist in support of an application. In 2013, there were 18 such development led enquires of the HER and there have been 15 so far this year.
- 3.3 The HER is also a public resource, the City Archaeologist uses the database to answer enquiries from the general public and from academics wishing to study archaeological sites in Gloucester. There were 21 such public enquiries in 2013 and there have been 15 so far this year.
- 3.4 Gloucester has some of the most important archaeological remains and historic buildings in the UK. These include the remains of two Roman fortresses and an extensive Roman city – all of national importance. Not to mention the important Saxon and medieval heritage. It is clearly vital that those remains are conserved and protected as the City develops and the first and most fundamental aspect of this is the maintenance of good-quality and up-to-date records.
- 3.5 The Council seeks to ensure that it has the proper resources available in order to discharge its duties in this area. Following an audit of the City's Historic Environment Record in late 2012, the City Archaeologist noted a number of areas in which the City's HER could be improved to meet the requirements of the DCMS and EH Guidance. The key issues identified are:
- The need for a stand-alone, searchable database;
 - Lack of information regarding the location of some known archaeological sites;
 - The need to ensure that a comprehensive archaeological data is available; and
 - The HER does not contain information regarding the 'built heritage' of the city – predominantly regarding Listed Buildings.
- 3.6 In view of the above issues the City Archaeologist is keen to investigate possibilities for improving the City HER.

4.0 Alternative Options Considered

- 4.1 Following the audit the City Archaeologist has reviewed a number of options for improving the HER. Three main options were considered:
- i. The adoption of the **HBSMR** system: The HBSMR (Historic Buildings, Sites and Monuments Record) system is a database system linked to GIS which has been developed by the spatial database management company Exegesis in partnership with English Heritage and ALGAO (Association of Local Government Archaeological Officers). This is the most commonly used system in England and is apparently used by approximately 75% of HERs in England. The advantage with this system is that will undoubtedly be fit for purpose and will continue to be maintained and updated for the foreseeable future. A potential draw back with this system would be running cost and licence fees. Set up

costs for buying HBSMR software and training are likely to exceed £6000 with annual licence and support costs in excess of £1,500.

- ii. The adoption of the **HER Wales** system: A shareware system developed by a private programmer for the Welsh Archaeological Trusts. This system includes a full selection of database and recording options and has been developed and improved since 2005. As well as the supporting database the system incorporates its own GIS (INK GIS) which comes included. This is very similar in functional terms to Map Info and can export data to both Map Info and Arc Map (and import data from both). The system is entirely shareware, this means:
 - o There are no licence costs (so we could run more than one copy);
 - o The software could be re-written and updated in-house if so desired;
 - o We would not be tied in to any contracts or to the original developer of the software.

Because the system is now used by six different organisations there is a wide community to contact for advice and assistance. Costs for setting up this software are likely to be very low – in the region of £600 and ongoing support would be charged on an as-and-when basis rather than as a flat fee. However, concerns have been raised about the use of privately developed software – these relate to the quality and the long term support and development of the product.

- iii. The creation of a joint HER with the **County Council**: This is a bespoke system developed in-house by the County Council. This is a fully developed system which has been in use for over ten years and has recently been updated.

5.0 Reasons for Recommendations

5.1 Creating a joint HER with the County Council has a number of advantages over other options, in terms of cost, practicality and functionality;

- **Cost:** The creation of a joint HER would carry *no additional cost* for the City Council and would, in fact, generate limited income. The County Council currently charges for commercial HER searches (via an automated charging system). Once a joint HER was established this charge would be extended to cover Gloucester City. It is envisaged that the County Council would keep about 20% of this charge to cover their costs, leaving the City Council with income of about £100 per search. The City Council would then invoice the County Council on an annual basis. Based on previous years, this would generate a modest income for the City Council of about £1,000 per year.
- **Functionality:** The City Archaeologist has been testing access to the County Council HER over the last year. The HER is accessed over a remote desktop connection (the same system used for SAP by Human Resources). This has worked well and has demonstrated the feasibility of the approach.
- **Practicality:** A key advantage of creating a joint HER is that the County Council system already holds a considerable amount of data for Gloucester. This will greatly reduce the time it will take to undertake a data transfer. Also the creation of a joint HER will provide the City Archaeologist with data outside the City's immediate boundary – this is very useful when advising on planning applications on the edge of the City.

6.0 Future Work and Conclusions

- 6.1 If the recommended approach is agreed, the City Archaeologist would produce a project specification which would be submitted to EH in early December. Assuming the project is approved, the Council would seek to appoint a year-long temporary post to undertake the required data transfer work. This post would be employed by the City Council but based in Shire Hall with a desk and computer provided by the County Council. The post, including on-costs, would be 100% funded by EH.
- 6.2 The data migration works would take place over the course of the following year and the joint HER would formally be adopted 6 months into that project. Once the project was complete the temporary post would end and management of the HER would be undertaken jointly under the terms of an agreed SLA.

7.0 Financial Implications

- 7.1 EH has agreed to fund the production of a Project Design which is currently being drafted. Should EH approve this design they would, in principle be agreeing to fund the project itself (approximately £30,000). Match funding would be provided by the City and County Councils in officer time and IT support. Obviously, this funding has not been confirmed as yet, but the project would only proceed if funded by EH. There are therefore no costs for the City Council and once established the HER should generate a modest income.

8.0 Legal Implications

- 8.1. A service level agreement would need to be agreed between both authorities. A draft has already been seen and commented on by Legal Services but the County Council's legal team has not yet approved the document.

9.0 Risk & Opportunity Management Implications

- 9.1 This project represents an opportunity to substantially improve the quality of the City Council's HER at no cost to the City Council. It also represents a chance to generate a modest level of income which could be fed back in to monuments management or outreach projects. It is the only approach identified which will enhance the HER with no start-up or ongoing cost implications.
- 9.2 The main risk associated with this project is that once the City dataset is integrated onto the joint HER it would be time consuming and expensive to remove the data and to transfer it into a different system. Should for any reason the County and City wish to stop maintaining a joint HER at any point in the future, there would be a cost implication arising from any such change. It must be stressed however that such an eventuality seems unlikely and should be mitigated by an appropriately worded SLA.
- 9.3 Ownership of the data and similar issues would all be covered by the SLA and is not considered to be a risk.

10.0 People Impact Assessment (PIA):

10.1 No negative impacted identified.

11.0 Other Corporate Implications

Community Safety

11.1 N/A

Sustainability

11.2 N/A

Staffing & Trade Union

11.3 .N/A

Background Documents: None

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