



## Overview and Scrutiny Committee

***Members are asked to note the change of time to 7 pm to allow private training to take place beforehand at 6.15 pm in Meeting Room 1***

**Meeting: Monday, 23rd March 2015 at 7.00 pm in Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP**

|                    |   |
|--------------------|---|
| <b>Membership:</b> | Cllrs. Lugg (Chair), S. Witts (Vice-Chair), Gravells (Spokesperson), Haigh, Hanman, Lewis, Wilson, Ravenhill, Field, Dee, Taylor, Beeley, Hansdot, Toleman and Pullen |
| <b>Contact:</b>    | Sonia Tucker<br>Democratic Services Officer (Scrutiny Support)<br>01452 396126<br>Sonia.tucker@gloucester.gov.uk  |

## AGENDA

|           |  |
|-----------|--|
| <b>1.</b> | <b>APOLOGIES</b><br><br>To receive any apologies for absence.  |
| <b>2.</b> | <b>DECLARATIONS OF INTEREST</b><br><br>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.   |
| <b>3.</b> | <b>MINUTES (Pages 5 - 10)</b><br><br>To approve as a correct record the minutes of the meeting held on 23 February 2015.   |
| <b>4.</b> | <b>PUBLIC QUESTION TIME (15 MINUTES)</b><br><br>To receive any questions from members of the public provided that a question does not relate to: <ul style="list-style-type: none"> <li>• Matters which are the subject of current or pending legal proceedings, or</li> <li>• Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers</li> </ul> |
| <b>5.</b> | <b>PETITIONS AND DEPUTATIONS (15 MINUTES)</b><br><br>To receive any petitions and deputations provided that no such petition or deputation is in relation to:  |

|            |   |
|------------|---|
|            | <ul style="list-style-type: none"> <li>• Matters relating to individual Council Officers, or</li> <li>• Matters relating to current or pending legal proceedings</li> </ul>   |
| <b>6.</b>  | <p><b>GLOUCESTER CITY MARKETS STRATEGY</b> (Pages 11 - 38)</p> <p>To receive the report of the Cabinet Member for Regeneration and Culture which presents to Members the results of the 12 weeks' consultation on the five year Draft Gloucester Markets Strategy and which seeks adoption of the Gloucester City Markets Strategy and Action Plan.</p>   |
| <b>7.</b>  | <p><b>RUGBY WORLD CUP UPDATE</b> (Pages 39 - 44)</p> <p>To receive the report of the Cabinet Member for Regeneration and Culture which updates Members on progress against the key issues for the delivery of the Rugby World Cup 2015.</p>   |
| <b>8.</b>  | <p><b>WASTE AND RECYCLING UPDATE</b> (Pages 45 - 52)</p> <p>To receive the report of the Head of Neighbourhood Services which updates Members on the progress that has been made in respect of recommendations set out in the Final Report of the Overview and Scrutiny Committee Recycling Task and Finish Group published in October 2013.</p>  |
| <b>9.</b>  | <p><b>RECOMMENDATIONS FROM THE OVERVIEW AND SCRUTINY TASK AND FINISH GROUP ON THE MANAGEMENT OF PARCELS OF UNADOPTED GREEN LAND</b> (Pages 53 - 72)</p> <p>To receive the report of the Chair of the Task and Finish Group which sets out the findings and recommendations of the Group. The report is provided for information to Members prior to its presentation to Cabinet on 25 March 2015.</p> |
| <b>10.</b> | <p><b>DATE OF NEXT MEETING</b></p> <p>Monday 15 June 2015 at 18.30 hours.</p>   |

*M. Shields*

.....  
**Martin Shields**  
**Corporate Director of Services and Neighbourhoods**

**Date of Publication: Friday, 13 March 2015**

## 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<br>(a) under which goods or services are to be provided or works are to be executed; and<br>(b) which has not been fully discharged  |
| Land  | Any beneficial interest in land which is within the Council's area.<br><br>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) –<br>(a) the landlord is the Council; and<br>(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 –<br>(a) that body (to your knowledge) has a place of business or land in the Council's area and<br>(b) either –<br>i. The total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or<br>ii. If the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, your spouse or civil partner or person with |

whom you are living as a spouse or civil partner has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

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

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

### **Access to Information**

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

For further details and enquiries about this meeting please contact Sonia Tucker, 01452 396126, [sonia.tucker@gloucester.gov.uk](mailto:sonia.tucker@gloucester.gov.uk).

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

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

### **Recording of meetings**

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Any recording must take place in such a way as to ensure that the view of Councillors, Officers, the Public and Press is not obstructed. The use of flash photography and/or additional lighting will not be allowed unless this has been discussed and agreed in advance of the meeting.

### **FIRE / EMERGENCY EVACUATION PROCEDURE**

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

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



## OVERVIEW AND SCRUTINY COMMITTEE

**MEETING** : Monday, 23rd February 2015

**PRESENT** : Cllrs. Lugg (Chair), S. Witts (Vice-Chair), Haigh, Hanman, Wilson, Ravenhill, Field, Taylor, Beeley, Hansdot, Toleman, Pullen,

**Others in Attendance**

Cllr James, Cabinet Member for Regeneration and Culture

Cllr Organ, Cabinet Member for Housing, Health and Leisure

Cllr Norman, Cabinet Member for Performance and Resources

Cllr Chatterton, representative of Cultural Services Member Working Group

Mr Martin Shields, Corporate Director for Services and Neighbourhoods

Mr Andrew Cummings, Financial Management Accountant

Ms Helen Chard, Housing Strategy and Enabling Service Manager

**APOLOGIES** : Cllrs. Gravells, Lewis and Dee

### 83. DECLARATIONS OF INTEREST

There were no declarations of interest.

### 84. MINUTES

The minutes of the meeting held on 26 January 2015 were confirmed as a correct record and signed by the Chair.

### 85. PUBLIC QUESTION TIME (15 MINUTES)

There were no questions from members of the public.

### 86. PETITIONS AND DEPUTATIONS (15 MINUTES)

There were no petitions or deputations.

### 87. FINANCIAL MONITORING QUARTER 3

The Chair welcomed Councillor Norman, Cabinet Member for Performance and Resources and Mr Andrew Cummings, Financial Management Accountant, to the meeting.

## **OVERVIEW AND SCRUTINY COMMITTEE**

### **23.02.15**

Councillor Norman presented Members with a financial monitoring report which set out budget variances, year end forecasts, and progress made against agreed savings targets for the third quarter ended 31 December 2014. The document also highlighted some key performance indicators.

Overview and Scrutiny Committee was asked to note the report, subject to any comments Members wished to make to Cabinet.

Members discussed the following matters:-

1. A Member queried the reason for the overspend of £58K (paragraph 6.1 of the report). Mr Cummings responded that this figure represented the worst case scenario and that the position would become clearer at the end of the financial year.
2. A Member asked how the estimated reserve of £150K arising from surpluses generated from the transfer of assets (paragraph 2.2(3)) would be allocated to regeneration projects. Mr Cummings advised the Member that full details would be reported back at the end of the financial year.

**RESOLVED: That the report be noted.**

## **88. HOUSING STRATEGY**

The Chair welcomed Councillor Organ, Cabinet Member for Housing, Health and Leisure, and Ms Helen Chard, Housing Strategy and Enabling Service Manager, to the meeting.

Councillor Organ presented Members with a report which sought adoption and implementation of the final draft of the Council's Housing Strategy following consultation with the relevant stakeholders.

Overview and Scrutiny Committee was asked to note the report, subject to any comments Members wished to make to Cabinet.

Members discussed the following matters:-

1. A Member commented that the document was detailed, and that although a number of objectives were set out, that there was no clear 'direction of travel' and questioned how the needs identified in the report would be met in the future. Councillor Organ replied that the strategy linked in with assumptions made in the Joint Core Strategy and the City Plan and that it was difficult to make exact predictions on population growth and the types of housing that would be required in the future. Ms Chard added that it was the intention to produce a summary document which would crystallise the key objectives of the strategy. The Member responded that a summary would be helpful and added that it was important to get the right kind of housing supply to meet the demands of the population.

**OVERVIEW AND SCRUTINY COMMITTEE**  
**23.02.15**

2. A Member acknowledged that the strategy in its existing format would provide a comprehensive guide to anyone living outside the City.
3. A Member remarked on the low levels of homeless people who attended drop in sessions at the Cathedral. Another Member pointed out that the definition of 'homeless' extended beyond those living on the street and included anyone who had moved out of a home into cramped or unsuitable accommodation. Councillor Organ acknowledged both these points.

**RESOLVED: That the report be noted.**

**89. REVIEW OF CULTURAL SERVICES**

The Chair welcomed Councillor James, Cabinet Member for Regeneration and Culture, Councillor Chatterton, representative from the cross party Member and Officer working group on the Cultural Services review, and Mr Martin Shields, Corporate Director of Services and Neighbourhoods, to the meeting.

Councillor James presented a report detailing the findings of Michael + Partners (consultants) relating to the City and Folk Museums and the Guildhall which had been produced in conjunction with a cross party Member and Officer working group. The report sought approval for various recommendations for implementation and for permission to appoint a project manager. As part of the introduction, Councillor James explained that one of the recommendations relating to the Guildhall 'Creation of a new frontage with box office and cafe bar' would not be pursued as the option was deemed to be unaffordable. Councillor James clarified the reason for this decision. Councillor James thanked the other two City Council Members who had assisted on the cross party working group for the project.

Overview and Scrutiny Committee was asked to note the report, subject to any comments Members wished to make to Cabinet.

Members discussed the following matters:-

1. A Member asked Councillor Chatterton for his opinion on the report. Councillor Chatterton commended the report for its high level of detail and remarked that there were several initiatives which could be implemented fairly quickly to help maximise revenue opportunities at each of the sites.
2. A Member acknowledged the Cabinet's dilemma regarding the decision not to create a new frontage at the Guildhall whilst highlighting the fact that the Guildhall's current entrance was often overlooked by passers-by and asked how the Guildhall could be made more visible. During the discussion the Chair referred to the Committee's recent interaction with students concerning the night-time economy when it had become apparent that none of the students were aware of the existence of the Guildhall. Councillor James referred to Section 3.7 of the report 'Key Recommendations and Opportunities' which listed other initiatives for marketing and promoting the Guildhall and reminded Members that the building was listed which constrained the Council from being able to install neon signs. Councillor

**OVERVIEW AND SCRUTINY COMMITTEE**  
**23.02.15**

James added that plans to improve lighting and the illumination of the tree outside the building would help to signpost the entrance.

3. A Member speculated whether another form of signage outside the Guildhall could be considered which was not detrimental to the streetscene and commented that if the offer was attractive that the public would find the venue, irrespective of its location. The Member added that the right kind of cafe bar was a key part of an evening out experience. Mr Shields remarked that as part of the project the location of the cafe bar at the Guildhall would be reviewed with the possibility of moving it closer to the front of the building being explored. This would be a separate piece of work.
4. A Member asked if the County Council's Highways Department was being lobbied to improve street lighting. Councillor James confirmed that the City Centre Investment Fund monies would be used to enhance street lighting and it was intended to ask the County Council Highways Department to provide match funding for the scheme.
5. Two Members asked if there would be improvements to lighting and signage in the car park above the Guildhall. Councillor James replied that upgrades to lighting in the car park had already been addressed in the report and agreed to take forward the suggestion regarding improved signage for the car park.
6. A Member asked if a scale of charges for the different catering venues could be provided in one place. Councillor Chatterton said that this was one of the recommendations in the report which would be implemented. Mr Shields added that a review of pricing structures at the Museums and Guildhall had been carried out to ensure that the sites were operating on a commercial basis.
7. A Member sought clarification on the price of a Museum ticket for a full year. Councillor James confirmed that this was £5.
8. A Member noted that only 10% of the Museums collection was on display and asked whether any initiatives to exploit the potential value of the other assets in the collection had been explored. Councillor James responded that the Council had to be mindful of the fact that the accreditation ranking for the Museums could be affected if any parts of the collection were sold.
9. A Member queried the timescales for implementing the recommendations in the report. Mr Shields replied that meetings would be held shortly with heads of service and that there was a commitment to delivering the recommendations as quickly as possible. An action plan would be drawn up and the consultant would be assisting with the next stages of implementation.

The Committee welcomed the report.

**RESOLVED: That the report be noted.**



**OVERVIEW AND SCRUTINY COMMITTEE**  
**23.02.15**

**90. ARRANGEMENTS FOR NEXT OVERVIEW AND SCRUTINY COMMITTEE MEETING MONDAY 23 MARCH 2015**

The Chair reminded the Committee of the Member Training session scheduled for 23 March 2015 and the agenda items which would be discussed at the main Committee meeting which would start at the later time of 19.00 hours.

**91. MEMBER UPDATE ON OUTSIDE BODIES' ACTIVITIES**

There were no updates on this occasion.

**92. DATE OF NEXT MEETING**

Monday 23 March 2015 at 19.00 hours.

**Time of commencement: 18:30 hours**

**Time of conclusion: 19:20 hours**

**Chair**

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## Gloucester City Council

|                         |  |                                     |                      |
|-------------------------|--|-------------------------------------|----------------------|
| <b>Meeting:</b>         | <b>Overview and Scrutiny Committee</b>   | <b>Date:</b>                        | <b>23 March 2015</b> |
|                         | <b>Cabinet</b>   |                                     | <b>25 March 2015</b> |
| <b>Subject:</b>         | <b>Gloucester City Markets Strategy</b>  |                                     |                      |
| <b>Report Of:</b>       | <b>Councillor Paul James, Cabinet Member for Regeneration and Culture</b>  |                                     |                      |
| <b>Wards Affected:</b>  | <b>All</b>   |                                     |                      |
| <b>Key Decision:</b>    | <b>No</b>  | <b>Budget/Policy Framework:</b>     | <b>No</b>            |
| <b>Contact Officer:</b> | <b>Gill Ragon, Head of Public Protection</b>   |                                     |                      |
|                         | <b>Email:</b>  | <b>gill.ragon@gloucester.gov.uk</b> | <b>Tel:</b> 396321   |
| <b>Appendices:</b>      | <b>1. Draft Gloucester Markets Strategy</b><br><b>2. Consultation Questionnaire</b><br><b>3. Summarised comments from the Consultation Questionnaire</b> |                                     |                      |

### 1.0 Purpose of Report

- 1.1 To present to members the results of the 12 week consultation on the 5 year Draft Gloucester Markets Strategy with a view for formal adoption.

### 2.0 Recommendations

- 2.1 Overview and Scrutiny Committee is asked to **RESOLVE** that the report be noted, subject to any recommendations the Committee wishes to make to Cabinet.

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

- (1) The content of the consultation feedback is noted.
- (2) The Gloucester City Markets Strategy and Action Plan are approved and adopted.
- (3) The Council's preferred option is a new ground floor indoor market in either Kings Quarter or Blackfriars developments, the Eastgate Shopping Centre or another prominent city centre location and that further work is undertaken on these options.

### 3.0 Background and Key Issues

- 3.1 Markets represent our oldest and most successful form of trading, and are the reason why many towns exist. Some, like Gloucester's market date back to medieval times and were established by Royal Charter. Nowadays there are more than 1,700 markets in the UK.

- 3.2 The City Council is proud of its history as a market City. It is recognised that the type and viability of markets is a dynamic issue which has changed substantially over the years and will continue to change.
- 3.3 It is equally important that the City Council recognise this by shaping the identity of their markets by showing the residents that the markets in addition to shopping are also places where they can meet and socialise.
- 3.4 In recognition of the ever changing world within which we live it is important to spend time thinking about our markets and to plan for the future. In this way we will be better able to respond to these changes as and when they occur.
- 3.5 To support this, the City Council has produced a document in the form of a Market Strategy which can be found in **Appendix 1**.
- 3.6 The intention of the Market Strategy is to take a thorough approach to reviewing all of the Council's markets by covering the fabric of these market places as well as the operation, management and promotion. It also intends to give confidence back to existing shoppers and traders as well as attracting new and younger shoppers and traders to the markets.
- 3.7 The Market Strategy provides a clear direction for the future of the markets by identifying potential opportunities through a five year approach.
- 3.8 In September 2014 it was agreed carryout a 12 week consultation on the 5 year Draft Gloucester Markets Strategy.
- 3.9 The Consultation took place from 19<sup>th</sup> September until 12<sup>th</sup> December 2014.
- 3.10 A consultation questionnaire was produced and approximately 50 copies were sent out. This included all Market traders at Eastgate and Kings Square markets, the organisers of the Farmers market, City Centre monthly markets and Hempsted Meadow Market and Carboot Sale.
- 3.11 In addition the consultation questionnaire was also placed on Gloucester City Council's website inviting responses.
- 3.12 The Consultation questionnaire is attached in **Appendix 2**.
- 3.13 In total 5 completed questionnaires to the Draft Market Strategy were received.

### **Consultation responses**

- 3.14 All of the comments from the consultation questionnaire have been summarised and are attached in the form of a table in **Appendix 3**. Where appropriate the strategy has been amended and highlighted in red in the amended strategy and action plan in **Appendix 1**.
- 3.15 In general the Draft Market Strategy appears to have been positively received by all respondents. As few concerns were highlighted from the consultation questionnaire which in the main centred on Eastgate Indoor Market. The emphasis was on the appearance and whether it could be improved by asking for it to have a facelift i.e.

cleaning and painting. It is believed that by doing this would lead to an increase in footfall. The action plan did identify this but the timescale has been changed.

- 3.16 Whilst the consultation period was in progress the situation and options for the Eastgate Indoor Market were being explored extensively which is why some of the timescales slipped. As a result of this work it is recommended that the best option for the Eastgate Market is for a new modern ground floor indoor market in either the Kings Quarter or Blackfriars developments, the Eastgate Shopping Centre or another prominent city centre location. The Market Strategy has been amended to reflect this.

#### **4.0 Alternative Options Considered**

- 4.1 An alternative option would be to not have a strategy. This however is not recommended as it would leave the future of markets in the City to chance. By having a strategy we can ensure a sustainable future for our markets by identifying what residents and visitors to the City want.

#### **5.0 Reasons for Recommendations**

- 5.1 By adopting a strategy for markets in the City we demonstrate that Gloucester takes pride in its market history and that markets have a future. A strategy also gives a clear steer on how we will look to develop markets in the future for the benefit of residents and businesses in the City.

#### **6.0 Future Work and Conclusions**

- 6.1 If the Draft Gloucester Market Strategy is approved it will provide a benchmark for the City Council to work towards through its action plan by developing its current markets which in turn will make them more attractive.

#### **7.0 Financial Implications**

- 7.1 The key financial implications attached to this report are in connection with the relocation of markets. Full proposals and financial implications will be developed as and when these projects are developed.

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

#### **8.0 Legal Implications**

- 8.1 A market, at common law is the franchise rights of having a concourse of buyers and sellers to dispose of commodities in respect of which the franchise is given. No one can have, in law, a franchise of market, without a grant from the Crown or the authority of Parliament. Gloucester City Council's franchise rights have been established by Royal Charters.
- 8.2 Markets can be contrasted with Street Trading, which does not consist of traders being set up as "a concourse of buyers and sellers" and are regulated by statutory provisions that have been adopted by the City Council. Fees for this type of trading are regulated by statute. Pedlars are neither street traders nor market traders but are regulated by certificates granted by the Police that can be used countrywide.

8.3 Because of its Charter rights, the City Council are not only able to hold markets on its own land and on the highway, but it is able to grant concessions and rights to other individuals, groups and organisations to hold their own markets. Both through its Charter rights and land ownership, the Council is able to regulate indoor and outdoor markets through concessionary licence/contracts for organisations to run markets as well as regulating its own managed markets through stall licences. In some instances, profit making concessions are treated as a service to the City Council and need to go out to tender.

8.4 The wider aspect of markets are governed by the common law and there are statutory provisions relating to such things as alcohol licensing, trading standards, food safety, health and safety, public nuisance, road traffic and highway law. Certain byelaws will also apply to traders in the street.

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

## **9.0 Risk & Opportunity Management Implications**

9.1 Approval of this strategy will provide clarity regarding our vision for Markets in the City and the important role that they play.

## **10.0 People Impact Assessment (PIA):**

10.1 A market strategy will increase opportunities and diversity in the City.

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

## **11.0 Other Corporate Implications**

### Community Safety

11.1 None

### Sustainability

11.2 Markets tend to attract local traders and therefore help to reduce our carbon foot print.

### Staffing & Trade Union

11.3 None

**Background Documents: None**

**Person to Contact: Gill Ragon  
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# Gloucester City Council

## **GLOUCESTER CITY MARKETS STRATEGY 2015 - 2020**



**“MAKING OUR MARKETS FIT  
FOR THE 21<sup>ST</sup> CENTURY”**

## FOREWORD

Gloucester Markets have been a key part of the shopping experience in the City for hundreds of years. Our markets today sell a wide range of products including clothes, speciality foods, CD's, watches, clocks, haberdashery, plants, household supplies, accessories of all kinds... you name it, they have it.

Markets represent our oldest and most successful form of exchange, and are the reason why many towns exist. Some like Gloucester's market date back to medieval times and were established by royal charter. Nowadays there are more than 1,700 markets in the UK.

Many people visit markets everyday and each person has a particular reason for doing so. Some may enjoy soaking up the atmosphere, while others are actively looking for a unique and unusual gift. Many do their everyday grocery shopping or top up their essential household supplies with a small market shop. Most of all, people love markets because the shopping experience is more personal, often with direct interaction between shoppers and traders, they offer value for money and are often the best place to find a great bargain.

The tradition of street markets is definitely alive in many towns and from the shoppers' point of view markets are usually a pleasant stroll between stalls.

Being a market trader is by no means an easy job. It can be rewarding, and is a great way for an entrepreneur to start trading. With low costs and a direct relationship with customers, market trading is one of the best entry points into the world of business for example Marks and Spencer started out as Marks' Penny Bazaar: a stall at Kirkgate Market in Leeds.

Some people have argued that the traditional market is in steady decline. It is true that markets face challenges from changing shopping and social habits – supermarkets, out of town stores and the internet, and need to evolve to be able to survive. However despite this, because markets help to create a community environment and play an important role in the economy, a number of Councils have invested in their markets in recent years for example Chesterfield, Sheffield and Leicester.

However Gloucester is well on the way to transforming itself into a thriving 21<sup>st</sup> Century City having attracted and committed significant investment over the last few years. Looking forward, development in Gloucester City Centre is still going strong. In particular the plans to develop Kings Quarter and the Linden Homes development at Greyfriars are progressing well. In addition the population of Gloucester is set to continue growing over the next twenty years. This population increase will require not only new housing and job opportunities but also additional retail provision.

For these reasons we are entering an important period for our City. All of this development and growth will help our Markets to prosper and grow and this strategy sets out our intentions so that opportunities are maximised to benefit the City, our residents, our businesses and our Market Traders.

Councillor Paul James  
Leader of Gloucester City Council



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- 3.0 Markets in Gloucester Today – The Current Situation
- 4.0 Our Vision for Markets in Gloucester
- 5.0 Our Future Plan and Strategy for Markets in Gloucester
- 6.0 Gloucester City Council Market Strategy – Action Plan 2015-2017
- 7.0 Conclusion

## 1.0 INTRODUCTION

A market is a public place appointed by public authority, where all sorts of things necessary for the subsistence, or for the conveniences of life, are sold. Markets are generally regulated by local laws that have granted the right to hold them, with later statutory provisions and local agreements regulating the running of them.

The Markets and Fairs of Gloucester are of ancient origin. As Gloucester is one of the ancient towns of the country, it has been said that the right to hold a Market no doubt existed in Gloucester before the Norman Conquest in 1066.

It is known that a Charter of King Edward I, dated October 24th 1302, granted the rights to hold a Market in the Town. This right to hold a Market in the City is still being exercised today.

The City Council is proud of its history as a Market City. It is recognised that the type and viability of Markets is a dynamic issue which has changed substantially over the years. This Strategy is written with the intention of creating a strategic direction for Markets in the City to ensure that their importance is acknowledged and that they continue to have a future in the City as it is developed.

## 2.0 WHAT ROLE DO MARKETS PLAY IN SOCIETY?

Markets originated in towns as a place where people came to trade goods. People could compare one trader's wares with another's wares before buying. There were specific days and locations in towns and cities where different goods were sold. In Gloucester there were a range of markets that included livestock, grain, leather, wool, produce etc. Market days would bring people into the City from far and wide making them the busiest days of the week.

Markets have evolved since this time but still have an important role in society. The Mary Portas review into the future of our high streets states that high streets can be lively, dynamic, exciting and social places that give a sense of belonging and trust to a community. The review also states what makes a market great is that "it's not just about handing over money for goods – it's also a place to meet new people, learn new skills and be entertained by local performers."

The number of traders that we have at the Eastgate Indoor Market and the Cherry and White Market has declined in recent years. Whilst we acknowledge that the long recession hit all areas of business hard, the City Council believes that Gloucester's markets have the potential to prosper again. We feel that with commitment and effort from traders together with the support from the City Council and partners Markets can flourish in the City.

The success of a market is reliant on a number of things:

- A broad range of commodities on offer at a reasonable price that reflect the needs of the customers of that Market.
- High quality traders who present their goods in an exciting and appealing way.
- A strong sense of place, local awareness and an enthusiasm to use the Market.
- Ease of access for customers – knowing where and when Markets operate and what is on offer.
- The experience of visiting the Market – an attractive place and a positive customer experience, something distinct that markets can offer in atmosphere and approach that is different to shops.
- Good management – Markets need to be safe and clean and enhance the public space that they occupy.
- Partnership working – traders need to work together with each other and their local businesses to have a unified successful Market.

Markets should be at the heart of the communities that they serve. Markets should no longer be seen as separate from the local high street but part of a 'whole street' approach and should compliment, contrast and add to the existing offer.

A healthy market is a key part of the economic development of an area and provides a starting point for individuals to try out their business ideas. It also provides an economic advantage to local businesses which benefit from increased footfall and spending power in the area.

Markets are a place where healthy and active lifestyles can be promoted and have a much wider benefit than just purely economic. Markets help to realise a sense of place in a community and increases the attractiveness of the surrounding area. It also provides a social area for people to meet and interact.

This strategy is the first step in a continued process of change. We will not be able to achieve our vision overnight and in the current climate we will not always be able to find funds for all improvements straight away. However we are serious about breathing life back into markets in Gloucester and we want to be able to work together with residents, traders, businesses and market

users to begin to realise these aims as change in our markets must come from people not just from policies. There is much that can be done by traders with the City Council's help.

We cannot however make these improvements on our own. The key to realising this strategy lies with our traders working in partnership with the Council to help deliver these improvements. Nobody knows the needs of each individual Market better than the traders who work there and we need them to be active in improving the Markets.

This document is split into a number of sections which include The Current Situation, Our Vision for Markets in Gloucester, Our Future Plan and Strategy for Markets for Gloucester and a 2 year action plan. This action plan is very much a working document and will be updated and developed over the 5 year life of this strategy. We want to ensure that Markets in Gloucester are what shoppers and traders want them to be. We look forward to working with traders and shoppers to achieve this and to ensure that markets in Gloucester have a future and that their unique role in the Community helps to support regeneration in the City.

### 3.0 MARKETS IN GLOUCESTER TODAY – THE CURRENT SITUATION

#### EASTGATE INDOOR MARKET

The Eastgate Indoor Market was opened in its current location on 31<sup>st</sup> October 1968. There are 37 units available for rent, 30 of which are currently occupied. This Market provides a wide range of stalls including, hardware, sweets, olives, haberdashery, clothing, fish, café, watches and clocks, tattooist etc. The building, in its existing form, however is coming to the end of its life and is in a poor state of repair.

Unfortunately the costs of repair and refurbishment of the existing building is extremely high. It is also anticipated that stall holders would have to vacate at least part of the building whilst works are undertaken. For this reason the City Council **has looked** at a range of options for the future of this market. **As a result of the options explored the Councils preferred option for Eastgate Indoor Market is a new modern ground floor indoor market in either, the Kings Quarter or Blackfriars developments, the Eastgate Shopping Centre or another prominent city centre location. Further work and consultation will be undertaken on these options**

#### CHERRY AND WHITE MARKET

Currently the Cherry and White Market trades in Kings Square and operates on a Friday and Saturday which sees an average of 8 traders on Friday and 10 on Saturday with maximum number of traders being 12. This market can appear untidy and comments have been received about it. We will look to ensure that it becomes more attractive in terms of appearance and the range of goods on offer.

The fees payable by traders are £15 for a small stall and £22 for a large stall. There is no clear definition of the size of the stall. This needs to be clearly laid out and licences with traders updated. In addition the long term future of the Cherry Market in Kings Square is uncertain due to the proposed redevelopment of the Kings Quarter area. Opportunities for relocating the Cherry and White Market must therefore be considered to ensure the future of this market for Gloucester's residents and visitors. There will be a need to find an alternative location for the market when the area is redeveloped.

In addition with the number of traders attending this Market fluctuates between 8 and 12. This would benefit from being developed so that it attracts more stalls and offers a greater variety or goods, we will also look to require a standard appearance for the stalls used by traders. The layout of this market has recently been reviewed and the location of pitches formalised to improve its appearance and presentation. The next step is for formal licences to be issued to each of the traders. In addition we will look to review the way this market is managed to identify whether there may be a better method of delivery.

#### FARMERS MARKET

The Farmers Market is held every Friday and adds real vitality to the City Centre. This market can take a maximum of 30 stalls but currently sees an average of 14 stalls a week. This market was retendered in 2014 and is now being run by Made in Stroud. We will work with the new contractors to better promote the market and to ensure that it continues to be of a high standard whilst encouraging more stall holders to increase the diversity of products on offer.

### SPECIALIST CRAFT MARKETS

A programme of specialist Craft Markets will be run by the Gloucester City Centre Partnership (GCCP) at least once a month April to December. These markets will complement the City events diary and provide a diverse and interesting range of goods. These markets will be used to try and help make the link between the main shopping centre in the Gate Streets and Gloucester Quays Outlet Centre.

### OTHER OCCASIONAL MARKETS

An Italian Market has been a regular visitor to the City and we will continue to welcome this market on suitable dates. In addition other one off specialist markets will be encouraged to visit the City whenever possible.

### GLOUCESTER QUAYS MARKETS

Periodically Gloucester Quays holds markets and other events on their land. The City Council will work with the Quays on these occasions to ensure that the events are a success and where possible we will run events to complement these activities and encourage visitors to circulate around the city centre as well.

### NIGHT MARKETS

Night Markets will also be held periodically to bridge the gap between the daytime and night time economies. The aim of these markets is to encourage a different audience into the City after 5pm, one that is family friendly or that encourages older people into the City after 5pm. This will also help encourage a late night shopping night in the City. The programme of Night Markets will be run by the Gloucester City Centre Community Partnership.

### CAR BOOT SALES

Car boot sales are a particular form of market, fitting the common law definition of “concourse of buyers and sellers.” They are held at Hempsted Meadow on a Wednesday and Sunday. There is a maximum of 199 pitches. On average there are around 125 used per day. It will be our aim to run these car boot sales to ensure that we can use the full 199 pitches.

### GENERAL

A survey asking for the views of residents, shoppers and visitors in the City will be undertaken periodically to establish the level of awareness of the markets in Gloucester as well as to identify what people want from our markets. This will be used to update and revise this strategy.

## EASTGATE INDOOR MARKET

### STRENGTHS

Prime city centre site  
86% units occupied  
Established traders

### WEAKNESSES

Building near end of life  
Structure costly to run,  
clean and maintain  
Outdated style

### OPPORTUNITIES

High value site  
New purpose built  
modern market.  
Longer opening hours.

### THREATS

Relocation /  
redevelopment  
opportunities missed  
Established traders may  
not be willing to move.  
6 day week opening.

## FARMERS MARKET

### STRENGTHS

Attractive  
Prime location  
City Centre location

### WEAKNESSES

Limited target audience.  
Only held on Fridays.

### OPPORTUNITIES

Local produce  
Good quality products  
Sustainable – low carbon  
foot print

### THREATS

Insufficient traders.  
Expensive.

## ALL MARKETS

### STRENGTHS

City's market history  
Survived after long  
recession  
Loyal traders  
Loyal customers  
Provide opportunities for  
small independent  
businesses at low cost

### WEAKNESSES.

Consumer perceptions:  
Traders may be seen as  
transient.  
Possible concerns around  
consumer protection.  
No respected brand.  
Low prices associated  
with poor quality goods.

### OPPORTUNITIES

Business start up at low  
cost.  
Develop a Gloucester  
Markets Brand  
Increase target audience  
Advertising

### THREATS

Internet / supermarket /  
buying under one roof  
shoppers.  
Range of product on sale  
– not diverse enough.  
Lack of publicity

## HEMPSTED MEADOW CAR BOOT SALE AND MARKET

### STRENGTHS

Purpose built site  
Well attended in fine  
weather

### WEAKNESSES

Organisation  
Weather dependant  
Remote location

### OPPORTUNITIES

3<sup>RD</sup> parties interested in  
running.  
Other local carboots  
discontinuing or  
reducing frequency.

### THREATS

Largely made up of used  
products of low value.  
Pirate goods  
Site not big enough for  
demand  
Ground gets saturated in  
the winter reducing area  
available to market.

## CHERRY AND WHITE MARKET

### STRENGTHS

City Centre location  
Established traders

### WEAKNESSES

Insufficient traders (12)  
Range of products  
Quality of produce  
Appearance

### OPPORTUNITIES

To site alongside newly  
developed Eastgate  
Indoor Market.  
Greyfriars after Linden  
Homes development

### THREATS

Site to be redeveloped  
Attracting wrong  
traders.  
No parking for traders to  
pick up and drop off.

### **CRAFT MARKETS**

**STRENGTHS**

Attractive  
Unique products of high quality

**WEAKNESSES.**

Seasonal / Tourist attraction

**OPPORTUNITIES**

Local traders  
Attract footfall into the city  
Link with city events.  
Create link between the City centre and the Quays

**THREATS**

Insufficient trade to attract right traders.  
Competition for shops

### **NIGHT MARKETS**

**STRENGTHS**

Attractive  
Unique products of high quality

**WEAKNESSES.**

Seasonal / Tourist attraction

**OPPORTUNITIES**

Local traders  
Attract footfall into the city  
Link with city events.  
Create link between the City Centre and the Quays

**THREATS**

Insufficient trade to attract right traders.  
Competition for shops

### **OTHER OCCASIONAL MARKETS**

**STRENGTHS**

Attractive  
Unique products of high quality

**WEAKNESSES.**

Seasonal / Tourist attraction

**OPPORTUNITIES**

Local traders  
Attract footfall into the city  
Link with city events.  
Create a link between the Cross and the Quays

**THREATS**

Insufficient trade to attract right traders.  
Competition for shops

### **GLOUCESTER QUAYS MARKETS**

**STRENGTHS**

Attract visitors / shoppers into the City.  
Unique and good quality products.

**WEAKNESSES.**

Occasional  
Competition for other markets.

**OPPORTUNITIES**

Well supported  
Link by holding specialist market / craft market.

**THREATS**

Visitors may not be attracted into the City Centre



## 4.0 OUR VISION FOR MARKETS IN GLOUCESTER

### OUR VISION

As a City that is proud of its Market history it is important that we spend time shaping our markets so that they are able to thrive and grow. The following summarises our vision for Markets in the City:

- Markets that thrive and are a social hub – a community meeting point.
- Markets that are attractive and enhance the City's appearance.
- Markets that support the local shops and community and enhance the retail offer– increase foot fall in the City.
- Markets that trade in good quality goods offering value for money.
- Markets that provide a diverse range of products and cater for all sectors of the population – something for everyone.
- Markets that appeal to locals and tourists.
- Markets that take pride in their history and City, as well as the goods that they trade.
- Markets that are well managed, perform to a high standard and are run by people that are passionate about markets.
- Markets that are flexible and are able to adapt to the changing environment to reflect the needs of the current days shoppers.
- Markets that make market days some of the busiest days in the City Centre.
- Markets that are used to create a link between the City Centre and the Quays that encourages foot fall between the two locations.
- Markets that are appropriately located with good access and that are part of City life.
- Markets that are inclusive and accessible to all sectors of the community.
- Markets that meet the needs of residents and visiting shoppers and encourage footfall in the City.
- Markets that attract budding shop keepers to try their hand at operating a low-cost retail business.
- Markets that are well advertised and promoted.

## 5.0 FUTURE PLAN AND STRATEGY FOR MARKETS IN GLOUCESTER

### GENERAL

To ensure that Markets have a place in the City's future we will look to learn from successful markets in other towns and cities such as Oxford, Sheffield, Bristol and Birmingham.

Our detailed action plan can be found in section 6 of this document.

## 6.0 GLOUCESTER CITY COUNCIL MARKET STRATEGY – 2-YEAR ACTION PLAN 2015 – 2017

| ALL MARKETS-RELATED |   |  |  |  |   |
|---------------------|---|--|--|--|---|
|                     | OBJECTIVES  | COUNCIL PRIORITY   | KEY ACTIONS AND PROJECTS   | OWNER  | BY WHEN   |
| 1                   | To assist markets in the City to prosper and grow   | Growing Gloucester's Economy   | Establish a structured plan for promoting Markets in the City. Ensure that all markets and traders have appropriate licences to operate. Review the best method of delivery for each market. | Senior Licensing and Markets Officer   | July 2015   |
| 2                   | To ensure that markets in Gloucester are sustainable and have a long term future  | Growing Gloucester's Economy   | Review the best method of delivery for each market. Invest time and resources into our markets infrastructure and promoting Gloucesters markets.   | Food Licensing and Markets Manager   | April 2016  |
| 3                   | To ensure that the markets in Gloucester are highly regarded and support the local community, in particular the residents and businesses of Gloucester. | Working with our Communities   | Carry out a survey to establish what our communities want in terms of markets and where practical act on these aspirations.  | Senior Licensing and Markets Officer   | In progress<br>343 surveys returned -<br>April 2015 |
| 4                   | To develop markets so that they become an attraction and draw foot fall into the City.  | Growing Gloucester's Economy /<br>Creating Pride in our City and<br>Improving our Environment. | Establish a marketing plan for current and occasional markets.<br>To promote the national "Love Your Markets" day.   | Food Licensing and Markets Manager   | July 2015   |
| 5                   | To develop markets as a way to encourage new businesses to start up.  | Growing Gloucester's Economy   | Develop a range of business start up options for the different markets in the City. Set targets for any contractors delivering markets on our behalf to encourage new businesses.            | Food Licensing and Markets Manager in consultation with Economic Development Manager | June 2015   |
| 6                   | To fully engage with existing market traders and to work with them to help the markets prosper and grow.  | Working with our Communities   | Establish a communication plan for engaging with market traders and providers.   | Senior Licensing and Markets Officer   | April 2015  |

**ALL MARKETS-RELATED**

| OBJECTIVES |  | COUNCIL PRIORITY             | KEY ACTIONS AND PROJECTS  | OWNER   | BY WHEN   |
|------------|--|------------------------------|---|---|-----------|
| 7          | To explore opportunities for 'Community' Markets in City wards where this would be welcomed. | Working with our communities | Investigate locations where Community Markets would be welcomed and develop a business case to establish viability. Where Community Markets are considered viable identify sustainable ways to deliver. | Senior Markets and Licensing Officer in liaison with the Senior Partnerships and Engagement Officer | June 2015 |

**NOVEL AND THEMED MARKETS**

| OBJECTIVES |  | COUNCIL PRIORITY   | KEY ACTIONS AND PROJECTS  | OWNER                                | BY WHEN    |
|------------|--|--|---|--------------------------------------|------------|
| 8          | To build on the traditional market offer in the City and encourage novel and themed markets to attract a different audience and encourage visitors to the City. Use the existing programme of events in the City and compliment it with a variety of themed markets. | Growing Gloucester's Economy / Creating Pride in our City and Improving our Environment. | Establish a process to enable markets to be readily accommodated in the City. Continuously look for opportunities to increase and develop the market offer in the City. | Senior Licensing and Markets Officer | April 2015 |

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**EASTGATE INDOOR MARKET**

| OBJECTIVES |   | COUNCIL PRIORITY             | KEY ACTIONS AND PROJECTS   | OWNER  | BY WHEN                  |
|------------|---|------------------------------|--|--|--------------------------|
| 9          | To explore options for the future location for the Eastgate Indoor Market | Growing Gloucester's Economy | Liaise with the City Council's Regeneration team regarding opportunities for a new ground floor Indoor Market in the City Centre. Further work and consultation to be undertaken on possible options including the Kings Quarter and Blackfriars developments, Eastgate Shopping Centre and other prominent City Centre locations. | Head of Public Protection in liaison with Head of Regeneration | April 2016               |
| 10         | To improve the attractiveness of the Eastgate Indoor Market               | Creating Pride In Our City   | Finalise and implement a cleaning and redecoration programme.  | Senior Markets and Licensing Officer / Asset Management        | In progress<br>June 2015 |

| EASTGATE INDOOR MARKET |   |   |   |  |           |
|------------------------|---|---|---|--|-----------|
|                        | OBJECTIVES  | COUNCIL PRIORITY  | KEY ACTIONS AND PROJECTS  | OWNER                                      | BY WHEN   |
| 11                     | To attract new traders to the Eastgate Indoor Market                        | Growing Gloucester's Economy  | Agree a range of incentives to encourage take up of empty units and ensure that they are well advertised. | Senior Markets and Licensing Officer       | June 2015 |
| 12                     | To consider possible new management options for the Eastgate Indoor Market. | Growing Gloucester's Economy / Creating Pride in our City and Improving our Environment/ Sound Finances and Strong Performance. | Review delivery options, identify and act on outcomes of review.  | Food Licensing and Markets Service Manager | May 2017  |

| CHERRY AND WHITE MARKET |   |   |   |  |            |
|-------------------------|---|---|---|--|------------|
|                         | OBJECTIVES  | COUNCIL PRIORITY  | KEY ACTIONS AND PROJECTS  | OWNER  | BY WHEN    |
| Page 29                 | To explore options for the future location of the Cherry and White Market, currently trading from Kings Square. | Growing Gloucester's Economy  | Liaise with the City Council's Regeneration team regarding opportunities for a new location for the Cherry and White Market in the City Centre. | Head of Public Protection in liaison with Head of Regeneration       | April 2016 |
| 14                      | To improve the attractiveness of the Cherry and White Market.   | Creating Pride In Our City  | To establish a consistent appearance for market stalls and set a clear standard for the quality for products on sale.                           | Senior Markets and Licensing and Food, Licensing and Markets Manager | June 2015  |
| 15                      | To attract new traders to the Cherry and White Market   | Growing Gloucester's Economy  | Agree a range of incentives to encourage new traders to the Cherry and White Market.  | Senior Markets and Licensing Manager                                 | July 2015  |
| 16                      | To consider possible new management options for the Cherry and White Market.                                    | Growing Gloucester's Economy / Creating Pride in our City and Improving our Environment/ Sound Finances and Strong Performance. | Review delivery options, identify and act on outcomes of review.  | Food Licensing and Markets Service Manager                           | May 2016   |

**THEMED AND NIGHT MARKETS**

|    | <b>OBJECTIVES</b>  | <b>COUNCIL PRIORITY</b>      | <b>KEY ACTIONS AND PROJECTS</b>   | <b>OWNER</b>                        | <b>BY WHEN</b> |
|----|--|------------------------------|---|-------------------------------------|----------------|
| 17 | To work with the GCCCP to provide a range of themed and night markets. | Growing Gloucester's Economy | Assist and support the GCCCP in the delivery of themed and night markets to ensure that they become self-funding by April 2017. | Food, Licensing and Markets Manager | April 2015     |

**HEMPSTED MEADOW MARKET SITE**

|    | <b>OBJECTIVES</b>   | <b>COUNCIL PRIORITY</b>  | <b>KEY ACTIONS AND PROJECTS</b>   | <b>OWNER</b>                                     | <b>BY WHEN</b> |
|----|---|--|---|--|----------------|
| 18 | To look at options to make better use of the Hempsted Meadow market site.     | Growing Gloucester's Economy   | Liaise with the Regeneration team regarding opportunities for the Hempsted Meadow site.                                 | Head of Public Protection & Head of Regeneration | September 2015 |
| 19 | To increase the all year customer parking at the Hempsted Meadow market site. | Growing Gloucester's Economy   | Liaise with the Asset Management team to identify options for additional all weather car parking for market customers.  | Head of Public Protection & Asset Management     | April 2015     |
| 20 | Tender the management of the Hempsted Meadow Flea Market and Carboot Sale     | Growing Gloucester's Economy / Creating Pride in our City and Improving our Environment. | To appoint a contractor to run the Hempsted Carboot and Flea Market on behalf of the City Council on a 3 year contract. | Head of Public Protection                        | July 2015      |

**FARMERS MARKET**

|    | <b>OBJECTIVES</b>   | <b>COUNCIL PRIORITY</b>      | <b>KEY ACTIONS AND PROJECTS</b>   | <b>OWNER</b>                         | <b>BY WHEN</b> |
|----|---|------------------------------|---|--------------------------------------|----------------|
| 20 | To ensure that a thriving Farmers Market is delivered on 'The Cross' in the City Centre every Friday. | Growing Gloucester's Economy | Work with the contractor providing the Farmers Market to ensure that it continues to thrive and grow. Ensure that market retendered at appropriate intervals. | Senior Licensing and Markets Manger  | July 2015      |
| 21 | To attract new traders to the Farmers Market  | Growing Gloucester's Economy | To work with our contractor, Made in Stroud, to identify methods to increase the number of stalls that regularly attend the Farmers Market.                   | Senior Licensing and Markets Manager | June 2015      |

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## 7.0 CONCLUSION

This Strategy for Markets in Gloucester makes a commitment to market traders and market operators as well as to the residents, shoppers and visitors to the City. It sets out how we will ensure that our markets prosper and grow and continue to be an important asset to our community.

Our action plan is laid out in section 6 of this document. One of the key actions we have identified is to engage with market traders and market operators as well as residents, shoppers and visitors. Another is to have a clear communication plan to raise awareness of markets in the City. These two actions are key to the success of the Strategy.

In addition we are going to be facing some significant challenges in the very near future regarding the Eastgate Indoor Market. Again communication and consultation are both going to play an important part in future decisions on how to overcome these challenges.

This is a 5 year Strategy and the initial action plan is for the first 2 years. The strategy and action plan will be reviewed after the first year and each year throughout their life. In addition the action plan will be extended to cover the full 5 year period of the strategy.

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**CONSULTATION QUESTIONNAIRE**  
**DRAFT MARKETS STRATEGY**

This questionnaire aims to provide you with an opportunity to comment on the proposed Draft Markets Strategy. The Draft Markets Strategy can be found at [www.gloucester.gov.uk/consultations](http://www.gloucester.gov.uk/consultations). Set out below is a range of questions. It is intended that through this document you will have an opportunity to put forward your views.

1. Is the Draft Markets Strategy (DMS) clear and easy to follow?

Yes

No

Don't know

If you answer no can you please explain giving examples

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2. Do you feel that we have got it right in terms of what role markets play in our society?

Yes

No

Don't know

If you answer no can you please explain giving examples

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3. Have we identified the key areas within the DMS to plan for the future on what makes a successful market?

Yes

No

Don't know

If you answer no can you please explain giving examples

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4. Our vision for Markets in Gloucester is very comprehensive do you feel we have summarised this well?

Yes

No

Don't know

If you answer no can you please explain giving examples

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5. Attached within the DMS is a two year action plan, this includes key actions and projects with target dates. What are your thoughts on this action plan?

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6. Do you have any specific suggestions regarding the future of our current markets?

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7. Would you like to make any further comments on the DMS?

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Thank you for taking the time to read and comment on Gloucester City Council's Draft Markets Strategy.

Please return your completed Questionnaire by 12<sup>th</sup> December 2014 to:

The Licensing Team  
Public Protection  
Gloucester City Council  
Herbert Warehouse  
The Docks  
Gloucester  
GL1 2EQ

Email: [licence.team@gloucester.gov.uk](mailto:licence.team@gloucester.gov.uk)

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### Summarised comments from the Consultation Questionnaire

| Summary of Issue/Concern   | Response   |
|--|--|
| Six monthly updates on targets achieved would be valuable and an explanation when targets are missed                   | This has been noted and monthly meetings have been set up with market traders at Eastgate Indoor Market            |
| What are the costs of the repairs to Eastgate Market and have these been discussed with the stall holders              | Market traders from Eastgate Market have been informed of the costs for the repairs                                |
| Can this be benchmarked over the two years   | This is reflected in the action plan   |
| The current targets on the action plan have not been met   | This has been noted and the action plan updated to reflect current targets   |
| The appearance of Eastgate market needs to be improved   | This has already been identified within the action plan  |
| The council need to do more to fill the vacant stalls  | It has been noted and the action plan amended to reflect this  |
| A key to all markets is a thriving indoor market that is easily accessed. The current market is very poorly identified | This has been noted and the action plan amended to reflect this  |
| The Council's agenda is to close the indoor market as soon as possible   | The market strategy has been amended to reflect that a recommendation would be for a new modern market to be built |
| Could not a new market in the Kings Square area be included in the new development                                     | Options for the cherry and white market is an action within the five year action plan                              |

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|                         |  |                                 |                                   |
|-------------------------|--|---------------------------------|-----------------------------------|
| <b>Meeting:</b>         | <b>Overview &amp; Scrutiny Committee</b>             | <b>Date:</b>                    | <b>23<sup>rd</sup> March 2015</b> |
|                         | <b>Cabinet</b>                                       |                                 | <b>25<sup>th</sup> March 2015</b> |
| <b>Subject:</b>         | <b>Rugby World Cup Update Report</b>                 |                                 |                                   |
| <b>Report Of:</b>       | <b>Cabinet Member for Regeneration &amp; Culture</b> |                                 |                                   |
| <b>Wards Affected:</b>  | <b>All</b>   |                                 |                                   |
| <b>Key Decision:</b>    | <b>No</b>  | <b>Budget/Policy Framework:</b> | <b>No</b>                         |
| <b>Contact Officer:</b> | <b>Ross Cook, Corporate Director</b>                 |                                 |                                   |
|                         | <b>Email: ross.cook@gloucester.gov.uk</b>            |                                 | <b>Tel: 39-6972</b>               |

## 1.0 Purpose of Report

1.1 To update Members on progress against the key issues for the delivery of the Rugby World Cup 2015.

## 2.0 Recommendations

2.1 Overview & Scrutiny Committee are asked to **NOTE** the progress made so far regarding the preparations as part of Gloucester’s Host City arrangements for the Rugby World Cup 2015.

2.2 Cabinet are asked to **NOTE** the progress made so far regarding preparations as part of Gloucester’s Host City arrangements for the Rugby World Cup 2015.

## 3.0 Background and Key Issues

3.1 The report is a summary of where we are to date with regard to the Rugby World Cup 2015, outlining actions completed and actions pending. This report aims to bring Members up to date on developments since the last report in September 2014.

3.2 Preparations for the Rugby World Cup are heavily controlled by the International Rugby Board (IRB), Rugby World Cup Limited (RWCL) and England Rugby 2015 (ER2015). Key stake holders and Commercial partners are now becoming more involved as the Rugby World Cup starts to near.

3.3 As part of our arrangements, a Project Board has been formed so as to ensure all key stakeholders are able to provide updates on each aspect of the plans they are responsible for, and as a forum to exchange views and ideas so as to ensure we all make the best possible success of such a fantastic event for the City.

3.4 To ensure we meet all aspect of our Host City Agreement, a Project Plan has now been developed and circulated to the Project Board who have provided their comments. The Project Plan sets out all of the key dates and milestones and will be reviewed and updated by the Project Board each month.

### **3.5 Fanzone**

3.5.1 Plans for the Fanzone are nearing completion and we will be able to confirm all of the arrangements on Thursday 26 March, as part of a national media launch of all Fanzone locations.

3.5.3 We are also looking to finalise details for the events and activities to be held in and around the Fanzone, and again, further information will be provided to all Members as soon as this is available.

### **3.6 Communications and Marketing**

3.6.1 The County Council are now leading on the Communications and Marketing Plan. In March, there will be a series of press releases, in the main led by ER2015 on a national basis, but with specific information being made available locally:

- Fanzone – location, times events, partners etc
- Residents and Businesses Leaflets (to be issued in March/April and further updates in June / July and August / Sept)
- City Dressing
- Domestic Trophy Tour
- Volunteer Programme
- Community Involvement and Opportunities
- Transport Plan
- Spectacular
- Welcome Ceremonies

3.6.2 Officers are preparing a leaflet for local residents and businesses, to be distributed in and around Kingsholm, the Fanzone and City Centre. We plan to issue a series of leaflets and information in March/April, June / July and August / September.

3.6.3 Officers and Members have been invited to a meeting of the Kingsholm and Wotton Neighbourhood Partnership (14 March). This will be a good opportunity to meet with residents and businesses and talk about the RWC and what it will mean to them.

### **3.7 World Cup Legacy**

3.7.1 Clearly being a RWC Host City brings with it many opportunities to promote the City and create a lasting legacy. It is estimated the RWC coming to Gloucester will bring with it an additional £48m to the local economy. There are numerous other legacy opportunities, such as the World Host Ambassador training that has been offered to service sector businesses, as well as an increase in sport and community activity in the City.

3.7.2 The full impact on the City is yet to be evaluated, but our focus is on –



- **Improved Physical / Built Environment** – Better facilities for our local community
- **Improved Health and Wellbeing** - Greater participation, both as players and spectators
- **Greater Civic Pride / Destination Gloucester** - Stronger presence of Gloucester as a Tourist Destination

3.7.3 Full evaluation of the impact and legacy from the World Cup will form part of a final report to be published at the end of this year.

### **3.8 Events Overview**

3.8.1 The Events Programme is beginning to take shape, although some of the events are embargoed until they are announced by ER2015 later this month. However, we will provide further information on all of these as soon as we can. Many of the events will focus on the Fanzone and City Centre, but we are also keen to hear from and work with communities who want to make the most of the RWC coming to Gloucester and want to hold their own events over the summer months and through September and October.

3.8.2 We hope to be able to announce the ER2015 “Spectacular” that is planned for Gloucester. It is envisaged that the Spectacular will not only help promote Gloucester as a Host City, but also provide us with a lasting legacy in the City. We are, however, still awaiting confirmation of the outcome of the Arts Council bid, and this will determine the scale of events to be organised in and around the City.

3.8.3 As part of the preparations for the RWC, ER2015 are organising the Domestic Trophy Tour, with the Webb Ellis Trophy travelling around the country, and will be spending three days in and around Gloucester. Again, at this stage, we are restricted on the details we can release, but will provide Members with further information as soon as we can announce the details.

3.8.4 Gloucester has also been chosen to host a “Welcome Ceremony” one of the visiting Nation’s. Unfortunately, we are unable to provide full details at this stage, but it will be an exciting event that will welcome one of the teams to the RWC and promote Gloucester and all the activities that will be taking place in the City.

### **3.9 Festival of Rugby**

3.9.1 Details of the “Festival of Rugby” have now been released. The Festival of Rugby provides an excellent opportunity for communities and groups to promote rugby themed events and activities in the local area via the Festival of Rugby website ([www.festivalofrugby2015.com](http://www.festivalofrugby2015.com)), so that anyone visiting the City will be able to see what is going on in and around the City.

### **3.10 City Dressing Sites Overview**

3.10.1 Plans to “Dress” the City throughout the RWC have now been submitted to ER2015. The main focus of the Dressing will be on the walking routes from the Train and Bus Station to the Fanzone and out to Kingsholm. We will also be introducing new lamppost banners in key strategic routes into and around the City. Full details of the City Dressing Plans can be provided to Members on request.

- 3.10.2 As well as the official City Dressing, we would also encourage residents and businesses to join us in welcoming visitors to the City and dressing their premises and homes in either rugby themed or visiting nations' flags and colours.

### **3.11 Transport Plan**

- 3.11.1 The County Council have been leading on the development of the Transport Plan, which provides details of travel routes for fans and visitors in and out of the City, advising of the car parking capacity, coach park arrangements and associated information. The Transport Plan also confirms the walking routes to and from the Bus / Train Stations to the Fanzone and Kingsholm, and the road closures.

- 3.11.2 The Transport Plan is an evolving document, and will form the basis of key communications with local businesses and residents. The Transport Plan has been submitted to ER2015 for their comments and approval, and a copy can be provided for Members on request.

### **4.0 Alternative Options Considered**

- 4.1 Plans for the RWC are evolving all of the time and further information will be shared with all Members whenever it is available.

### **5.0 Financial Implications**

- 5.1 The allocated budget is £350,000 and we are currently looking at ways in which to increase this through sponsorship, grants and investment through third parties.
- 5.2 Costs are still being gathered for various aspects of the fan zone meaning at present there has been a minimal spend so we are well within the allocated budget.

### **6.0 Legal Implications**

- 6.1 As part of the host city agreement we must fulfil certain criteria which were agreed upon at the signing of the host city document.

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

### **7.0 Risk & Opportunity Management Implications**

- 7.1 The main risk is that of exceeding the initial budget of £350,000. This is being closely monitored by the Project Board.
- 7.2 The benefit and expectation of the economic impact on the city of Gloucester is high as we anticipate a fantastic 6 weeks of sport and entertainment.

### **8.0 Other Corporate Implications**

#### Community Safety

- 8.1 None at present.

Sustainability

8.2 None at this stage.

Staffing & Trade Union

8.3 None at this stage.

**Background Documents:** None

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## Gloucester City Council

|                         |   |                                 |                      |
|-------------------------|---|---------------------------------|----------------------|
| <b>Meeting:</b>         | <b>Overview and Scrutiny Committee</b>  | <b>Date:</b>                    | <b>23 March 2015</b> |
| <b>Subject:</b>         | <b>Waste and Recycling Update</b>   |                                 |                      |
| <b>Report Of:</b>       | <b>Head of Neighbourhood Services</b>   |                                 |                      |
| <b>Wards Affected:</b>  | <b>All</b>  |                                 |                      |
| <b>Key Decision:</b>    | <b>No</b>   | <b>Budget/Policy Framework:</b> | <b>No</b>            |
| <b>Contact Officer:</b> | <b>Lloyd Griffiths, Head of Neighbourhood Services</b>  |                                 |                      |
|                         | Email: <a href="mailto:lloyd.griffiths@gloucester.gov.uk">lloyd.griffiths@gloucester.gov.uk</a> |                                 |                      |
|                         |   | Tel: 39(6355)                   |                      |
| <b>Appendices:</b>      | <b>1) Waste &amp; Recycling Action Plan (March 2015)</b>  |                                 |                      |

### 1.0 Purpose of Report

- 1.1 To update Overview and Scrutiny Committee on the progress that has been made in respect of recommendations set out within the Final Report of the Overview and Scrutiny Committee, Recycling Task and Finish Group published in October 2013.

### 2.0 Recommendations

- 2.1 Overview and Scrutiny Committee is asked to **RESOLVE** that:

(1) The contents of the report and the positive proactive work that has been carried out in respect of waste & recycling by the Environmental Projects Team, be noted;

And

(2) To make any further recommendations to Cabinet that the Committee considers appropriate.

### 3.0 Background and Key Issues

- 3.1 The agreed ambitions of the review into recycling, that was carried out in 2013 by the Overview and Scrutiny Committee, Recycling Task & Finish Group, were to increase recycling percentages and make recycling more accessible to the community. The anticipated outcome of the review was an improved service.
- 3.2 The Waste & Recycling Service since early 2014, has been overseen by the Environmental Projects Team. Their focus has become the delivery of proactive projects the aim of which has been to promote recycling and reduce the amount of residual waste being sent to landfill.

3.3 A Waste & Recycling Action Plan was developed by the team and is included at Appendix 1. Within the plan you will see details of the projects that have been delivered, are being developed or are currently being implemented. A number of key outcomes that have already been achieved are outlined below:-

- Volume of material recycled will have increased during 2014/2015 by approximately 2500 tonnes leading to an improved recycling rate of 39%;
- The range of materials that residents are now able to recycle through our services has increased to 8, due to our supermarket bring sites complimenting our domestic kerbside service and collecting cardboard, mixed plastics and textiles;
- From April 2015 the range of materials collected at the doorstep will be extended from 5 to 7, to include food & drink cartons and aerosols;
- Proactive project work is being targeted on identified low (recycling) participation areas to ensure we are making the best use of our resources,
- We have started to review effectiveness of our waste & recycling service in the medium to long term by commencing with an investigation into the viability of introducing a co-mingled recycling service

3.4 Several key projects have been delivered and illustrate the positive shift in focus of the team in line with the recommendations outlined in para 3.1 of this report. Although our numbers are moving in the right direction, this type of work does not always coincide with a marked upturn in recycling rates. This is particularly the case with Cities such as ours, for the following reasons –

- Transient Population
- High proportion of flatted properties
- Street / property design
- Cultural & Language Challenges
- Areas of deprivation

3.5 We are however forecast to achieve a recycling rate in 2014/2015 of 39% compared to that of 37% in 2013/2014. In real terms this will be somewhere in the region of 2500 tonnes of material that has been diverted from landfill and instead has been recycled by our residents through the recycling services we provide to them.

3.6 It should be noted however that this upward trend would be very difficult to maintain. Established research tells us that the type of service we provide (kerbside sort) will not yield high recycling participation rates due to the public perceiving the service to be time consuming and complicated. Members will be aware that on 25<sup>th</sup> February 2015, Cabinet approved a recommendation to undertake a review into the merits of providing a 'co-mingled' recycling collection service. This type of collection has been shown to consistently achieve recycling rates in excess of 50% due to its perceived ease of use.

#### **4.0 Alternative Options Considered**

- 4.1 There is an option to simply act as 'The Waste Collection Authority' in the purest sense of the term. This option would see AMEY deliver the collection service on our behalf and our role would be simply that of contract monitoring.
- 4.2 As a Council however we have set ourselves an ambitious target of recycling 50% of all household waste we collect by 2020. We have forecasted housing growth of some 4,400 homes over the remaining term of the AMEY contract, and that will in turn mean some 4,400 extra waste & recycling collections. In addition we have a significant ongoing savings target in respect of the AMEY contract.
- 4.3 It is these 3 pressures, which can be grouped into performance, capacity and efficiency that require the service we deliver to be proactively monitored, reviewed and promoted to ensure it is functioning effectively, is fit for purpose and is being utilised.

#### **5.0 Reasons for Recommendations**

- 5.1 The Waste & Recycling Service offered by the Council has improved and evidence of this is included within the main body of this report

#### **6.0 Future Work and Conclusions**

- 6.1 As outlined in para 3.6, the focus of the next twelve months will be to deliver a review of how we collect waste and recycling, and to implement any subsequent service change that is identified and approved by Council as being cost effective, able to meet targets and able to meet future growth of the City.
- 6.2 Alongside this piece of work it is important that projects that are currently being delivered or are under development, are kept under review to ensure they meet the future direction and objectives of the service. It is important however that where opportunities present themselves in the interim period that they are explored with a view to implementing well thought out measures that have a real potential to impact positively on our progress in meeting recycling and residual waste targets.

#### **7.0 Financial Implications**

- 7.1 The Council receives income in respect of materials recycled in the form of commodity income, recycling credits and incentive payments. These monies contribute towards off-setting the Streetcare Contract Sum. It is important therefore that we continue to investigate cost effective avenues to increase recycling participation rates in order to maximise this income potential.

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

## **8.0 Legal Implications**

- 8.1 The United Kingdom Government have been set a household recycling target of 50% by 2020 and 70% by 2030 by way of the EU Waste Framework Directive. Responsibility for meeting this target rests very much with Local Government in their role as Waste Collection and Waste Disposal Authorities.

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

## **9.0 Risk & Opportunity Management Implications**

- 9.1 As outlined in para 7.1 it is important to develop our waste & recycling service moving forward, in order to maximise our income opportunities from commodity sales and recycling credits and to meet our performance targets in respect of recycling and landfill diversion. This presents us with the opportunity to enhance our reputation and credentials as a Council.

## **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 Waste & Recycling and Community Safety are intrinsically linked as studies have shown that areas that have good environmental quality levels and are free from issues such as waste on streets are less likely to suffer with anti-social behaviour.

### Sustainability

- 11.2 Landfilling of waste is not a sustainable method of waste management and many sites are drawing to the end of their operational life. It is important therefore that work continues towards diverting waste away from landfill so that we are maximising the space that is available.

### Staffing & Trade Union

- 11.3 N/A

## **Background Documents:**

Overview & Scrutiny Committee – ‘Recycling Task & Finish Group’ Final Report and Recommendations – October 2013



**Appendix 1 - Waste & Recycling Action Plan (March 2015)**

| <b>Project Title</b>                               | <b>Brief Summary of Project</b>   | <b>Project Objectives</b>  | <b>Project Update – March 2015</b>   | <b>Target Completion Date</b> |
|--|---|--|--|-------------------------------|
| Expansion of Kerbside Collection Recycling Service | To explore options for collecting extra commodities from the kerbside.  | Additional range of items to be collected<br>Increase in the amount of material recycled   | Following trial project in 2014 amendments to recycling vehicles required. This work is currently being carried out and project to be rolled out across City week commencing 30/03/15                                      | <b>April 2015</b>             |
| Flats Recycling Project (Matson & Robinswood)      | Explore the potential to introduce cardboard collection, increasing communal food waste capacity and running an incentive scheme to increase participation. | Additional range of items to be collected<br>Increased participation through incentivisation<br>Reduction in side waste  | The community based cardboard recycling project was not progressed as issues with business case. Incentive scheme was a success and participating blocks saw an increase in material recycled and reduction in side waste. | <b>Completed</b>              |
| On Street Recycling                                | To explore the opportunities to recycle waste from city centre litter bins  | To increase the amount of waste recycled<br>To convey positive recycling message to City Centre users  | Trial project in early 2014 proved successful with recycling nodes situated in Kings Square . Trial outcome fed into City Centre bin refurbishment programme.  | <b>April 2015</b>             |
| Food Waste Recycling Project                       | To re-launch food recycling service in order to increase participation rate of those recycling food   | To raise awareness of food waste recycling<br>To promote the use of compostable bags for food waste recycling<br>To increase participation rates and recycling rates | This project was successful in raising awareness of food waste recycling in the City however food waste continues to be an area of low participation nationally due to its perception.                                     | <b>Completed</b>              |
| <b>Project Title</b>                               | <b>Brief Summary of Project</b>   | <b>Project Objectives</b>  | <b>Project Update - March 2015</b>   | <b>Target Completion Date</b> |

**Appendix 1 - Waste & Recycling Action Plan (March 2015)**

|                                      |   |  |   |                               |
|--------------------------------------|---|--|---|-------------------------------|
| Review of Supermarket Bring Sites    | To assess the performance of these sites and to investigate how we could maximise their potential   | To recommend whether operation of these sites should cease or if continued then in what format so as to maximize recycling opportunities for residents   | Analysis led us to conclude that these sites should compliment what our kerbside service offers and not compete against it. In October 2014 sites were overhauled and now accept cardboard, mixed plastics and textiles.  | <b>September 15</b>           |
| Garden Waste Review                  | To explore the opportunity to widen membership of the scheme to include 'hard to reach properties' and to overhaul the administration of the scheme to make it more efficient | <ul style="list-style-type: none"> <li>To offer the garden waste service to residents of 'hard to reach' properties.</li> <li>To simplify the administration of the scheme for both service user and provider</li> </ul> | Following consultation with residents in identified 'hard to reach' areas it was decided that widening the scheme may not have the desired uptake to make it cost effective. Membership stickers re-introduced, plans in place to move to one annual renewal date and a fixed fee of £36/ annum , and a direct debit discount to be offered | <b>August 2015</b>            |
| Realignment of GCH Flats collections | To align GCH flatted properties in Matson & Robinswood and Podsmead on to fortnightly residual waste collection frequency and to provide more capacity for recycling          | <ul style="list-style-type: none"> <li>Consistency across housing providers and wards</li> <li>Creation of capacity for AMEY to meet future City growth</li> <li>Increase in material recycled</li> </ul>                | Changes implemented on March 2 <sup>nd</sup> 2015 and has been overseen by project group consisting of GCH, AMEY and Environmental Projects Team. Programme of support put in place to support changes.   | <b>March 2015</b>             |
| <b>Project Title</b>                 | <b>Brief Summary of Project</b>   | <b>Project Objectives</b>  | <b>Project Update – March 2015</b>  | <b>Target Completion Date</b> |
| Residual Waste Project               | To identify low recycling   | <ul style="list-style-type: none"> <li>Increased</li> </ul>  | In partnership with AMEY  | <b>Ongoing</b>                |

**Appendix 1 - Waste & Recycling Action Plan (March 2015)**

|  |  |   |   |  |
|--|--|---|---|--|
|  | <p>participation rate areas and to target proactive education resource to raise awareness with residents and support them to recycle more.</p> | <p>awareness of how to recycle</p> <ul style="list-style-type: none"> <li>• Increased participation rates/ recycling rates</li> <li>• Residual waste volumes reduced</li> </ul> | <p>areas identified as Coney Hill, Kingsway, Robinswood, Tuffley, Quedgeley and Moreland . Work carried out in Coney Hill during February has already seen positive results. Area to be monitored over several collections to measure impact and whether further work is required, before moving to area 2.</p> |  |
|--|--|---|---|--|

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|-------------------------|--|---------------------------------|----------------------|
| <b>Meeting:</b>         | <b>Overview and Scrutiny Committee</b>   | <b>Date:</b>                    | <b>23 March 2015</b> |
|                         | <b>Cabinet</b>   |                                 | <b>25 March 2015</b> |
| <b>Subject:</b>         | <b>Recommendations from the Overview and Scrutiny Task and Finish Group on the Management of Parcels of Unadopted Green Land</b> |                                 |                      |
| <b>Report Of:</b>       | <b>Chair of the Task and Finish Group</b>  |                                 |                      |
| <b>Wards Affected:</b>  | <b>All</b>   |                                 |                      |
| <b>Key Decision:</b>    | <b>No</b>  | <b>Budget/Policy Framework:</b> | <b>No</b>            |
| <b>Contact Officer:</b> | <b>Meyrick Brentnall, Environmental Planning Manager</b>   |                                 |                      |
|                         | <b>Sonia Tucker, Democratic Services Officer (Scrutiny Support)</b>  |                                 |                      |
|                         | <b>Email: meyrick.brentnall@gloucester.gov.uk</b>  | <b>Tel:</b>                     | <b>01452 396829</b>  |
| <b>Appendices:</b>      | <b>1. Report of the Task and Finish Group</b>  |                                 |                      |

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 To report the recommendations of the Overview and Scrutiny Committee Task and Finish Group on the management of parcels of unadopted green land.

### 2.0 Recommendations

- 2.1 **Overview and Scrutiny Committee** is asked to **RESOLVE** that the report be noted.
- 2.2 **Cabinet** is asked to **RESOLVE** that the recommendations of the Task and Finish Group be addressed and matters that can be actioned without the need of a further report be implemented at the earliest opportunity and matters requiring more detailed consideration be the subject of a further report to Cabinet as necessary.

### 3.0 Background and Key Issues

- 3.1 The report at Appendix 1 sets out the recommendations of the Task and Finish Group on the management of parcels of unadopted green land which was established following ratification by the Overview and Scrutiny Committee on 21 July 2014. The report details the purpose and process of the review, the Task and Finish Group's findings, and its recommendations.

#### **4.0 Alternative Options Considered**

4.1 Not applicable.

#### **5.0 Reasons for Recommendations**

5.1 Cabinet is asked to accept and implement the recommendations of the Task and Finish Group as set out in Section 6 of the Appendix.

#### **6.0 Future Work and Conclusions**

6.1 As set out in Section 6 of the Appendix.

#### **7.0 Financial Implications**

7.1 There are no direct financial implications arising from this report. However, the writing of a policy document would require staffing resources.

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

#### **8.0 Legal Implications**

8.1 There are a number of legal issues associated with the parcels of land referred to as 'unadopted green land' in Appendix 1, some of which are alluded to in the report. These legal issues will need to be identified and taken into account when the Policy referred to is drafted.

8.2 Examples of legal issues are firstly the time these 'unadopted green land' areas have existed in their present state, and whether or not they have been used by the public for at least 20 years giving prescriptive rights. Secondly, the legal title to the land needs to be investigated and whether or not there are any covenants by deed that place a maintenance responsibility on the title holder. Thirdly, the National Planning Policy Framework where it is possible to designate green spaces as Special Protected Areas to protect the areas from future development needs to be looked into. These are just three examples of legal issues, but there may be more.

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

#### **9.0 Risk & Opportunity Management Implications**

9.1 The health and safety risks of overgrown patches of land have been considered in the report and are reflected in the Task and Finish Group's recommendations.

## **10.0 People Impact Assessment (PIA):**

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

## **11.0 Other Corporate Implications**

### Community Safety

11.1 There are no community safety implications arising directly from this report.

### Sustainability

11.2 There are no sustainability implications arising directly from this report.

### Staffing & Trade Union

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

**Background Documents:** None

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# Gloucester City Council



**OVERVIEW AND SCRUTINY COMMITTEE  
TASK AND FINISH GROUP  
ON THE MANAGEMENT OF PARCELS OF  
UNADOPTED GREEN LAND  
FINAL REPORT AND RECOMMENDATIONS  
MARCH 2015**

Published by Democratic Services

[www.gloucester.gov.uk](http://www.gloucester.gov.uk)

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| <b>Section 7</b> | <b>Acknowledgements</b>            |

## Section 1 – Introduction

---

### Background

This report sets out the recommendations of the Task and Finish Group on the management of parcels of unadopted green land which was established following ratification by the Overview and Scrutiny Committee on 21 July 2014. The report details the purpose and process of the review, the Task and Finish Group's findings, and its recommendations.

### Membership

The following cross-party Members were nominated to take part in the study:-

- Councillor Kate Haigh (Chair)
- Councillor Declan Wilson
- Councillor Lise Noakes
- Councillor Tarren Randle (Substitute Member for Councillor Noakes)

### Terms of Reference

The Group agreed its terms of reference by way of a scoping document on 30 September 2014.

The agreed **ambitions** for the review were:-

*'To identify where these unadopted parcels of land exist and to look at options for dealing with them, both historically and moving forward. The review will also cover areas near to watercourses'.*

The **anticipated outcomes** for the review were set as:-

- To recommend changes to planning practice to ensure developers meet their obligations.
- To recommend that safety issues are an overriding factor in determining what action is taken.
- To recommend what actions officers can take to deal with those areas identified as being an ongoing problem both historically and moving forward.

## Section 2 – Scoping of Study

| <b>SCRUTINY REVIEW – ONE PAGE STRATEGY FINAL</b> |  |
|--|--|
| Broad topic area                                 | Review of how parcels of unadopted green land and areas by watercourses which are unsightly, overgrown or dangerous, can be managed.<br>Councillors Haigh (Chair), Wilson, Noakes (Councillor Randle as substitute)  |
| Specific topic area                              | Management of parcels of unadopted green land  |
| Ambitions for the review                         | To identify where these unadopted parcels of land exist and to look at options for dealing with them, both historically and moving forward. The review will also cover areas near to watercourses.   |
| How do we perform at the moment?                 | There are parcels of unadopted green land, particularly on new estates but also on established developments, which are not adopted and as a consequence have become overgrown, are unsightly and impede access by pedestrians and cyclists. It is apparent that there is confusion over whose responsibility it is to maintain these pieces of land.   |
| Who should we consult?                           | Gloucester City Councillors<br>County Council (Highways)<br>Council Officers<br>Amey   |
| Background information                           | Public Open Space Strategy<br>Plans and maps<br>Ward profile information   |
| Support  | <ul style="list-style-type: none"> <li>• Environmental Planning Manager</li> <li>• Environmental Health Officer, Flood Resilience and Land Drainage</li> <li>• Democratic Services</li> </ul>  |
| How long will it take?                           | Approximately 3 months   |
| Outcomes   | <ul style="list-style-type: none"> <li>• To recommend changes to planning practice to ensure developers meet their obligations.</li> <li>• To recommend that safety issues are an overriding factor in determining what action is taken.</li> <li>• To recommend what actions officers can take to deal with those areas identified as being an ongoing problem both historically and moving forward.</li> </ul> |

### Section 3 - Summary of Current Position

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The Task and Finish Group was formed to devise a strategy for dealing with parcels of unadopted green land in the City and neglected paths and green areas close to riverbanks and watercourses.

The Group was aware that in some cases overgrown bushes were causing a hazard to pedestrians and cyclists by restricting visibility and also forcing people to step out into the road.

The Group was informed that whilst new developments with show homes often had pieces of green land fringing them which were looked after whilst the marketing suite was open, that these areas often became neglected once the show home had been sold. In some instances residents were maintaining these plots themselves in order to improve the appearance of the streetscene. However, in cases where the residents were elderly this was not sustainable.

Equally, the Group learned that there were problems with older developments arising from neglected green patches of land and mature trees which were overhanging and creating a nuisance. These were categorised as ‘legacy issues’.

The Group was advised that the difficulty for the City Council was in knowing who the land belonged to. The situation was also confusing for Amey, the Council’s streetcare partner, who might inadvertently be maintaining land that did not belong to the Council.



## Section 4 – Findings

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### Introduction

This section summarises the discussions held at the Task and Finish Group meetings and the actions which were identified during these meetings.

### Meeting 1 – 30 September 2014

The Group discussed the background to the study and agreed the scope of the project by completing a one page document which set out the ambitions for the review and its anticipated outcomes. The scope was widened to include land close to watercourses and riverbanks.

The Group considered whether they could influence planning policy for the future and acknowledged that this would not help to resolve existing legacy issues. The need to ensure that developers took responsibility for their parcels of land was agreed to be important.

**ACTIONS**

### Action Points from meeting held on 30 September 2014

- The first step was for the Group to identify where the neglected sites existed in the City. It was agreed that Councillors had good knowledge of their Wards and would be aware of problem areas. This resulted in an email being sent to all Gloucester City Councillors asking them to respond to the Task and Finish Group with details of such areas in their wards.
- The Group speculated whether there was scope within the existing streetcare contract with Amey for them to deal with urgent and dangerous issues. This resulted in a representative from Amey being invited to the next meeting of the Group.





## Section 4 – Findings (continued)

---

### Meeting 2 – 29 October 2014

This meeting was attended by two representatives from Amey, the Council's streetcare partner.

The Group considered photographs and other evidence submitted by Ward Councillors relating to problem areas in the City. It was agreed that these would be cross checked against the Council's property database to try to establish ownership details.

The Amey representatives advised the Group that depending on workload they might be able to target some of these sites when crews had spare capacity, but that they could not take on these patches of land on a permanent basis.

The Group reflected on the fact that residents in different wards had varying expectations and that whilst some expected to have 'bowling green' standard on grassed areas, others would be unhappy if bushes and trees were cut.

The Group considered that information should be put on the Council's website to advise residents of their options in dealing with overgrown areas of land.

The Group explored what proactive measures could be taken to deal with hazardous areas where foliage and branches impeded visibility and obscured access for pedestrians and cyclists. The Amey representatives indicated a willingness to swap routine work to tackle these sites on an emergency one-off basis.



## Section 4 – Findings (continued)

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### Meeting 2 – 29 October 2014

#### Watercourses and River Banks

The Group received an update on the state of watercourses within the City.

The Group was informed that a number of stretches of watercourses were in the process of being risk rated in terms of their probability to flood.

The importance of the role of community groups and 'Friends' was discussed. The Group noted that funding was available to volunteer groups and that neighbourhood organisations could be encouraged to take responsibility for overgrown areas. It was agreed that one recommendation would be for the Council's website to include details of the grants that were available.



**ACTIONS**

#### Action Points from meeting held on 29 October 2014

- Schedule of problem areas of land identified by City Councillors to be updated with ownership details.
- Emergency one-off action terms agreed with Amey where there were health and safety implications. This would replace scheduled activities and would not be extra work for the contract.
- Website to be updated with advice for residents on how to deal with problem areas and information on funding streams that were available.
- A comprehensive list of watercourses, drainage ditches and drains that needed clearing would be provided to the next meeting.



## Section 4 – Findings (continued)

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### Meeting 3– 12 January 2015

#### Watercourses, Drainage Ditches and Drains

The Group examined comprehensive schedules relating to watercourses, drainage ditches and drains including suggested actions/recommendations relating to watercourses. Each of the actions/recommendations was explored. A list of clearance works in priority order was provided. The Group was informed that those assets which were the City Council's responsibility were risk rated and cleared as required, either by volunteers or contractors, with volunteers being used where possible as their approach was less invasive to wildlife. Where works were required on third party land, owners were made aware of their responsibilities, with the relevant land drainage authorities being contacted in the event that the works were not completed. However, in some cases, such as St Oswald's Park this was not always enforced by the relevant body. In this particular case the Environmental Health Officer, Flood Resilience and Land Drainage, had commissioned an external contractor to clear up the site. A 'before' and 'after' picture is shown below:-

#### St Oswald's Park before clean up by external contractor



## Section 4 – Findings (continued)

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St Oswald's Park after clean up by external contractor





## Section 4 – Findings (continued)

### Meeting 3– 12 January 2015

#### Schedule of Problem Areas of Land updated with Land Ownership Details

The Group was provided with the schedule of problem areas of land which had been updated with land ownership details. Actions were agreed for these legacy sites, including lobbying the County Council's Highways team, writing to residents and putting pressure on private owners. It was noted that in some cases the situation would be resolved with the impending transfer of the housing stock to Gloucester City Homes. However, in some instances, where the land was private, such as the example below, where trees encroached onto the footpath, there could be no clear resolution whilst the trees were healthy.



During the meeting the Group was made aware of the Council's digital mapping system which could be made available to Councillors to access so that they could check land ownership and other information themselves. It was agreed that one of their recommendations from the study would be for Ward Councillors to be made aware of the existence of the mapping system and given assistance in interrogating it.



## Section 4 – Findings (continued)

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### Meeting 3– 12 January 2015

#### Enforcement Action – The Options

The Group discussed the possible enforcement actions that could be taken for unadopted land:-

- New developments. Developers to be lobbied to take responsibility for unadopted parcels. This would require Planning Enforcement Officers to vigorously pursue any breach of conditions. The Group suggested that Planning Officers could have a 'checklist' when assessing planning applications to increase awareness of potential unadopted pieces of land.
- Enforcement by the Environment Agency. This could be considered for land running alongside watercourses defined as 'Main Rivers' such as the River Twyver at St Oswalds. The Group noted that this could be resource intensive and would rely on the Environment Agency being able and willing to take enforcement action.
- Enforcement by the County Council. This could be considered for watercourses defined as 'Ordinary Watercourses' such as Whaddon Brook in Tuffley. Once again, this would be resource intensive and would rely on the County Council being able and willing to take enforcement action with limited resources.



At the end of this meeting the Group reviewed their findings and concluded that they were now in a position to produce a report on the study along with their conclusions and recommendations.

#### Action Points from meeting held on 12 January 2015

- Final report to be drafted with Group's conclusions and recommendations.

**ACTIONS**

## Section 5 – Conclusions

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During the course of the study, the Task and Finish Group examined evidence from Officers and Councillors and took account of the views of Amey, the Council's streetcare partner.

For 'legacy' issues, finding out the identity of the landowner was seen as being the first step towards resolving what action would be taken.

For new estates, the Group considered that the vigilance of the Planning Officer was important when assessing new applications to ensure that no 'rogue' pieces of land were left unadopted.

It emerged that there was no actual Council policy for dealing with unadopted land and the Group concluded that it would be advisable for Officers to draft one.

The Group found that there was very little advice on the Council's website for residents in relation to dealing with problem areas of land.

Health and safety was seen as the key factor in agreeing terms with Amey for dealing with dangerous sites on an emergency one-off basis. The Group accepted that this would take the place of regular contracted work.

The Group acknowledged the importance of community groups, 'Friends' and other volunteer organisations who played a vital role in organising clean-ups and motivating residents under the direction of Council Officers. The Group considered it was vital to foster this approach. The Group discovered that funding was available in some instances to community groups and that volunteers could be encouraged to apply for various funding streams which were available. The Group suggested that this information should be signposted on the Council's website.

In terms of what actions could be taken regarding enforcement, the Group was advised that this was resource intensive and in some cases relied on the County Council and the Environment Agency being prepared to take action.



## Section 6 – Recommendations

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**The Task and Finish Group’s recommendations are as follows:-**

### **Legacy Issues**

1. It is recommended that legacy issues be tackled by identifying land ownership details in the first instance.
2. It is recommended that developers be lobbied.
3. It is recommended that residents be written to where land is found to be in private ownership.
4. It is recommended that community clean-ups be encouraged, and that these should involve Amey, the County Council and Gloucester City Homes, where appropriate.
5. It is recommended than an approach be adopted to residents of *‘you blitz it and we might adopt it’* provided the advice of Council Officers is followed.
6. It is recommended that where appropriate, residents are able to take ownership of odd pieces of land which are of no value or use to the City Council to ensure that the land is maintained.
7. It is recommended that potentially unsafe areas be tackled by Amey on an emergency case by case basis.

### **Moving Forward**

1. It is recommended that the Council should draft a policy for dealing with unadopted land.
2. It is recommended that Planning Officers should look at the most appropriate means of ensuring small areas of unadopted land do not slip through the net, such as using a ‘checklist’.
3. It is recommended that developers should be encouraged to maintain unadopted land that they are responsible for.

### **Other Recommendations**

1. It is recommended that information be placed on the Council’s website advising residents of their options for dealing with overgrown areas of land.
2. It is recommended that assistance for community groups both in terms of financial help through funding, and through mentoring by other established voluntary groups, be publicised on the Council’s website.
3. It is recommended that Councillors be informed of the City Council’s intranet mapping system and how to manipulate it, subject to access levels being preset.

## Section 7 – Acknowledgements

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The Task and Finish Group would like to thank the following individuals/organisations for their help and support during the study:-

- Amey
- Gloucester City Councillors who responded with details of problem areas of land
- Staff from Gloucester City Council who have assisted the Group and attended meetings

*Thank You!*



Councillor Declan Wilson



Councillor Kate Haigh  
Chair



Councillor Lise Noakes

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