



**Gloucester
City Council**

Cabinet

Meeting: Wednesday, 10th July 2019 at 6.00 pm in Civic Suite - North Warehouse, The Docks, Gloucester, GL1 2EP

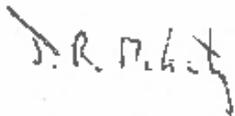
Membership:	Cllrs. James (Leader of the Council and Cabinet Member for Regeneration and Economy) (Chair), Watkins (Deputy Leader and Cabinet Member for Communities and Neighbourhoods), Cook (Cabinet Member for Environment), Gravells (Cabinet Member for Planning and Housing Strategy), Morgan (Cabinet Member for Culture and Leisure) and H. Norman (Cabinet Member for Performance and Resources)
Contact:	Democratic and Electoral Services 01452 396126 democratic.services@gloucester.gov.uk

AGENDA

1.	APOLOGIES To receive any apologies for absence.
2.	DECLARATIONS OF INTEREST To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.
3.	MINUTES (Pages 7 - 12) To approve as a correct record the minutes of the meeting held on 12 th June 2019.
4.	PUBLIC QUESTION TIME (15 MINUTES) The opportunity is given to members of the public to put questions to Cabinet Members or Committee Chairs provided that a question does not relate to: <ul style="list-style-type: none"> • Matters which are the subject of current or pending legal proceedings, or • Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers

<p>5.</p>	<p>PETITIONS AND DEPUTATIONS (15 MINUTES)</p> <p>To receive any petitions or deputations provided that no such petition or deputation is in relation to:</p> <ul style="list-style-type: none"> • Matters relating to individual Council Officers, or • Matters relating to current or pending legal proceedings
<p>6.</p>	<p>LEADER AND CABINET MEMBERS' QUESTION TIME (15 MINUTES)</p> <p>Any Member of the Council may ask the Leader of the Council or any Cabinet Member any question without prior notice, upon:</p> <ul style="list-style-type: none"> • Any matter relating to the Council's administration • Any matter relating to any report of the Cabinet appearing on the summons • A matter coming within their portfolio of responsibilities <p>Only one supplementary question is allowed per question.</p>
<p>7.</p>	<p>EQUALITY AND DIVERSITY - VISION AND ACTION PLAN FOR 2019-20 (Pages 13 - 32)</p> <p>To consider the report of the Cabinet Member for Communities and Neighbourhoods updating Members on the work of the Equalities Working Group and the Equalities Action Plan for 2019/20.</p>
<p>8.</p>	<p>COMMUNITY WELLBEING ENGAGEMENT UPDATE (Pages 33 - 40)</p> <p>To consider the report of the Cabinet Member for Communities and Neighbourhoods seeking to update Members on the most recent community engagement work within the community wellbeing team.</p>
<p>9.</p>	<p>2018-19 FINANCIAL OUTTURN REPORT (Pages 41 - 54)</p> <p>To consider the report of the Cabinet Member for Performance and Resources informing Members of the final Council position against agreed budgets for the 2018/19 financial year and seeking that the final outturn position be noted and to approve movement to and from earmarked revenue reserves.</p>
<p>10.</p>	<p>2018-19 YEAR END PERFORMANCE REPORT (Pages 55 - 74)</p> <p>To consider the report of the Cabinet Member for Performance and Resources that informs Members of the Council's performance against key measures in 2018-19.</p>
<p>11.</p>	<p>COUNCIL TAX - CIVIL PENALTIES (Pages 75 - 84)</p> <p>To consider the report of the Cabinet Member for Performance and Resources that recommends the introduction of a Council Tax Civil Penalty Policy for those residents who make incorrect statements or fail to notify a change in their circumstances, fail to provide information or knowingly provide incorrect information therefore obtaining an incorrect council tax discount, reduction or an exemption from their council tax account.</p>

<p>12.</p>	<p>GLOUCESTER HERITAGE STRATEGY (Pages 85 - 156)</p> <p>To consider the report of the Cabinet Member for Regeneration and Economy informing Members of the approach taken to the production of the Gloucester Heritage Strategy 2019-29, presenting the representations received on the draft strategy, and seeking to secure Members' approval to adopt the strategy.</p>
<p>13.</p>	<p>KINGS QUARTER REGENERATION (Pages 157 - 170)</p> <p>To consider the report of the Cabinet Member for Regeneration and Economy seeking to secure approval for the lease surrender of Bruton Way car park, extension of the project management contract and the necessary capital enabling costs to carry forward the momentum generated by the Kings Quarter regeneration project and ready the site for development.</p> <p>Please note that Appendix A is exempt from disclosure to the press and public by virtue of Paragraph 3 (information relating to the financial or business affairs of any particular person, including the authority that holds the information) of Schedule 12A of the Local Government Act 1972 as amended. If Members wish to discuss Appendix A the Cabinet will need to resolve to exclude the press and public before doing so.</p>



Jon McGinty
Managing Director

Date of Publication: Tuesday, 2 July 2019

NOTES

Disclosable Pecuniary Interests

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

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

<u>Interest</u>	<u>Prescribed description</u>
Employment, office, trade, profession or vocation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	Any payment or provision of any other financial benefit (other than from the Council) made or provided within the previous 12 months (up to and including the date of notification of the interest) in respect of any expenses incurred by you carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
Contracts	Any contract which is made between you, your spouse or civil partner or person with whom you are living as a spouse or civil partner (or a body in which you or they have a beneficial interest) and the Council (a) under which goods or services are to be provided or works are to be executed; and (b) which has not been fully discharged
Land	Any beneficial interest in land which is within the Council's area. For this purpose "land" includes an easement, servitude, interest or right in or over land which does not carry with it a right for you, your spouse, civil partner or person with whom you are living as a spouse or civil partner (alone or jointly with another) to occupy the land or to receive income.
Licences	Any licence (alone or jointly with others) to occupy land in the Council's area for a month or longer.
Corporate tenancies	Any tenancy where (to your knowledge) – (a) the landlord is the Council; and (b) the tenant is a body in which you, your spouse or civil partner or a person you are living with as a spouse or civil partner has a beneficial interest
Securities	Any beneficial interest in securities of a body where – (a) that body (to your knowledge) has a place of business or land in the Council's area and (b) either – i. The total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or ii. If the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, your spouse or civil partner or person with

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

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

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

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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.

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

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CABINET

MEETING : Wednesday, 12th June 2019

PRESENT : Cllrs. Watkins (Chair), Cook, Gravells, Morgan and H. Norman

Others in Attendance

Cllrs Coole and Haigh (not present for items 7-12)

Managing Director

Corporate Director

Head of Policy and Resources

Head of Place

Head of Communities

Solicitor

Democratic Services and Elections Officer

APOLOGIES : Cllr. James

1. DECLARATIONS OF INTEREST

There were no declarations of interest.

2. MINUTES

RESOLVED that the minutes of the meeting held on 8th May 2019 be confirmed as a correct record and signed by the Chair.

3. PUBLIC QUESTION TIME (15 MINUTES)

A member of the public informed Cabinet of his experience of the distress felt by people made homeless. He asked if a telephone in the public reception of the Council offices made the right environment for individuals seeking assistance to have to talk about traumatic personal circumstances. The Cabinet Member for Communities and Neighbourhoods replied that people arriving at reception are directed to the housing triage telephone so that a housing officer may assess how to help them at the earliest opportunity. She gave assurance that they are advised not to disclose sensitive information and given the opportunity to request a face to face assessment in privacy. The Cabinet Member for Communities and Neighbourhoods emphasised the importance of understanding the vulnerability of each person and obtaining feedback from individuals and partner organisations to improve the experience. She thanked the questioner for sharing his observations

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and requested that individual cases be raised within the formal processes so that they can be learned from.

The member of the public further advised Cabinet of particular cases where vulnerable people had begun but been able to complete a telephone assessment and asked if housing officers had training in communication. The Cabinet Member for Communities and Neighbourhoods confirmed that there had been a lot of investment in training to enable the Housing Service to deliver a good customer experience despite the difficult and highly emotive nature of homelessness. She expressed concern that people had experienced upset while engaging with the Council and reiterated that individual cases be raised within the complaints and comments process so that they may be investigated.

The member of the public referred to a case in which a homeless person with then undiagnosed mental health issues had returned to the street after perceived insensitive interaction with a housing officer. He asked how long housing officers had been assessing the mental health and vulnerability of individuals and if they believed it to be good practice. The Cabinet Member for Communities and Neighbourhoods replied that the assessment of vulnerability as required by legislation had been conducted by housing officers for many years. However, concerning mental health, she made it clear that although housing officers ask if people receive treatment and take it into account they cannot assess it. The Cabinet Member for Communities and Neighbourhoods further commented on the importance of understanding the individual circumstances of every person and urged that the case previously described be raised outside of the public meeting so that it could be investigated and learnt from.

4. PETITIONS AND DEPUTATIONS (15 MINUTES)

There were no petitions or deputations.

5. LEADER AND CABINET MEMBERS' QUESTION TIME (15 MINUTES)

There were no questions to the Leader of the Council or Cabinet.

6. GREEN TRAVEL PLAN PROGRESS REPORT 2018 AND UPDATE

Cabinet considered the report of the Cabinet Member for Environment that sought to update Members on the implementation of the Council's Green Travel Policy and its effectiveness following 12 months of operation from April 2018 to March 2019.

The Cabinet Member for Environment outlined the background to the report and highlighted the achievements. The Cabinet Member for Culture and Leisure welcomed the positive steps being taken and commented on the importance of trialling new ideas. The Cabinet Member for Communities and Neighbourhoods placed the reductions in CO₂ levels in the context of the Council's work to improve air quality and drew Members' attention to the successful partnership with the County Council.

RESOLVED that the effectiveness of the policy be noted following 12 months of operation.

7. TENANCY RESCUE AND HOMELESSNESS PREVENTION INITIATIVES

Cabinet considered the report of the Cabinet Member for Communities and Neighbourhoods that sought support for revised tenancy rescue and homelessness prevention initiatives to be used as a spend to save approach for the Housing Service.

The Cabinet Member for Communities and Neighbourhoods summarised the report and emphasised that homelessness prevention was a key priority for the Council. She reminded Members of not only the considerable financial cost of temporary accommodation but also the emotional cost and disruption to the people and families involved. The Cabinet Member for Communities and Neighbourhoods placed the proposals within the context of other recent initiatives to address homelessness such as the Private Landlord Incentive, Discretionary Housing Payments and the Empty Homes Premium. The Cabinet Member for Environment drew Members' attention to the importance of the spend to save approach and early intervention to reduce the distress suffered by residents. The Cabinet Member for Planning and Housing Strategy commented on the advantages of empowering officers with greater flexibility given his personal observations of the commitment of the housing team to helping people. The Cabinet Member for Performance and Resources noted that the proposals were potentially innovative and asked if other authorities had comparable schemes that Members could review. The Cabinet Member for Communities and Neighbourhoods stated that the Council was doing well in comparison to others and took the opportunity to thank officers for their work and emphasised the importance of obtaining feedback from both officers and customers.

RESOLVED that:

- (1) the use of Homelessness Prevention Funding to be used for tenancy rescue initiatives be approved
- (2) authority be provided to the Housing Service Manager to adopt a flexible approach to Homelessness Prevention and to provide financial incentives that "allow households to remain in their accommodation or move to alternative accommodation" on the understanding that homelessness for these households is likely to have a greater financial impact on the Council's budget
- (3) a set of Homelessness Prevention Guiding Principles as opposed to a prescriptive policy in order to allow a degree of flexibility in the Council's approach to Homelessness Prevention be adopted (Set out in Appendix 1 of the report)
- (4) authority be provided to the Housing Services Manager to agree any variations to the Guiding Principles that may be required to reflect the housing market.

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8. ANNUAL REPORT ON THE GRANT FUNDING PROVIDED TO THE VOLUNTARY COMMUNITY SECTOR

Cabinet considered the report of the Cabinet Member for Communities and Neighbourhoods that outlined the Council's financial contributions towards the voluntary and community sector during the year 2018-19.

The Cabinet Member for Communities and Neighbourhoods introduced the report and thanked the Overview and Scrutiny Committee for their comments at their meeting of 3 June 2019. She commented on the important contribution of the voluntary sector to the city, the improved collaboration between communities and elected members and the promotion of sustainability. The Cabinet Member for Performance and Resources especially commended the broad range of grants and projects both large and small.

RESOLVED that the report be noted.

9. TREASURY MANAGEMENT SIX MONTHLY UPDATE 2018-19

Cabinet considered the report of the Cabinet Member for Performance and Resources that highlighted issues specific to the Council, interest rate forecasts and provided an overview of the Council's performance for 2018/19.

RESOLVED that the contents of the report be noted.

10. DELIVERY OF STRATEGY PERFORMANCE PROJECT GOVERNANCE

Cabinet considered the report of the Cabinet Member for Performance and Resources that sought approval for the establishment of two new posts to deliver an effective policy, strategy and performance management and governance function within the Council.

The Cabinet Member for Performance and Resources highlighted the key benefits of the report. The Cabinet Member for Culture and Leisure advised Members that the new posts could alleviate the challenge of acquiring accurate, detailed and timely data that he had experienced while on the Overview and Scrutiny Committee and help steer the Council forward.

RESOLVED that the creation of two new permanent posts as set out in the report be approved.

11. EXCLUSION OF PRESS AND PUBLIC

RESOLVED that the press and public be excluded from the meeting during the following item of business (Agenda item 13) on the grounds that it is likely, in view of the nature of business to be transacted or the nature of the proceedings, that if members of the press and public are present during consideration of this item there will be disclosure to them of exempt information as defined in Schedule 12A of the Local Government Act 1972 as amended.

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12. ACQUISITION OF TEMPORARY ACCOMMODATION

Cabinet considered the report of the Cabinet Member for Communities and Neighbourhoods that sought approval for the Council to enter into agreements with the Cheltenham YMCA (CYMCA) to facilitate the acquisition by the CYMCA of a 48 unit scheme in Gloucester to be used as supported accommodation for households presenting to the council as homeless or at risk of homelessness.

RESOLVED as per the recommendations in the confidential report.

Time of commencement: 6.00 pm

Time of conclusion: 6.40 pm

Chair

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Meeting:	Cabinet	Date:	10 July 2019
Subject:	Equality and Diversity – Vision and Action Plan for 2019/20		
Report Of:	Cabinet Member for Communities and Neighbourhoods		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Emily Bolland – Community Wellbeing Team <u>emily.bolland@gloucester.gov.uk</u>		
			Tel: 396268
Appendices:	1. Equality Action Plan 2019-20 2. Equality Action Plan 2019-20 Internal 3. Cross-party Equalities Motion 4. Equalities Website Content 2019		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To update Cabinet on the work of the Equalities Working Group and the Equalities Action Plan for 2019/20.

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that the work of the Equalities Working Group (EWG) and the Equalities Action Plan (EAP) for this year be endorsed.

3.0 Background and Key Issues

3.1 The Equality Act 2010 brought together over 100 pieces of legislation aimed at stopping discrimination and promoting a fair and more equal society. It created requirements for public bodies like Gloucester City Council, known as the Public Sector Equality Duty. The aim is to positively promote equality, not merely to avoid discrimination. The Act challenges organisations to understand equality and embed it within their everyday practise.

3.2 Protected Characteristics were established under the Equality Act, these are:

- Age
- Race
- Religion or belief
- Disability
- Sex (gender)

- Gender reassignment
- Sexual orientation
- Pregnancy and maternity
- Marriage and civil partnership (for the general duty)

3.3 The Equality and Human Rights Commission explains “the broad purpose of the equality duty is to integrate consideration of equality and good relations into the day-to-day business of public authorities. If you do not consider how a function can affect different groups in different ways, it is unlikely to have the intended effect. This can contribute to greater inequality and poor outcomes. The general equality duty therefore requires organisations to consider how they could positively contribute to the advancement of equality and good relations. It requires equality considerations to be reflected into the design of policies and the delivery of services, including internal policies, and for these issues to be kept under review.”

3.3 By law public bodies must try to:

- **Eliminate unlawful discrimination**, harassment, victimisation and other conduct prohibited by the Act.
- **Advance equality of opportunity** between people who share a protected characteristic and those who do not.
- **Foster good relations** between people who share a protected characteristic and those who do not.

3.4 The Act explains that ‘due regard’ for advancing equality involves:

- **Removing or minimising disadvantages** experienced by people due to their protected characteristics.
- **Taking steps to meet the needs** of people from protected groups where these are different from the needs of other people.
- **Encouraging** people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

3.5 The **specific duties** of the Equality Act require public bodies to annually publish relevant, proportionate information showing compliance with the equality duty, and to set equality objectives.

3.6 For our organisation, equalities is split in to internal (HR) and external (communities) strands. All Equalities focussed work is brought together through the Equalities Working Group, which meets quarterly and has representation from various teams across the organisation as well as cross-party political support.

3.7 The Equalities Working Group was established in November 2018 following a self-assessment and benchmarking exercise by colleagues who assessed Gloucester City Council’s existing equalities work. For this, we used the Local Government Association’s Equalities Framework for Local Government (EFLG), which comprises five performance areas:

- Knowing your communities
- Leadership, partnership and organisational commitment
- Involving your communities
- Responsive services and customer care
- A skilled and committed workforce

- 3.8 The EFLG categorises three levels of achievement; Developing, Achieving and Excellent. We found that our current achievement levels were:
- Knowing your communities - **Developing**
 - Leadership, partnership and organisational commitment - **Developing/Achieving**
 - Involving your communities - **Developing/Achieving**
 - Responsive services and customer care - **Developing/Achieving**
 - A skilled and committed workforce - **Achieving**
- 3.9 The self-assessment and first working group session found that organisational strengths included self-awareness, equalities well embedded, expectation of high standards, showing community leadership, cross party support and Council involvement in various awareness drives such as dementia friends and hate crime.
- 3.10 We found that we could improve on knowing our communities, streamline equalities related paperwork and processes, develop the role of Members in equalities and explore our approach to data – meaning that we focus on where we need data and what for, so that we use it effectively.
- 3.11 Through the self-assessment, we found that the City Council already has equalities embedded well, with the following illustrating some of how we do this:
- Hate crime champions
 - Dementia friends
 - Safeguarding of adults and children
 - Assisted Waste & Recycling Collections for those who are unable to move their bins and boxes to a collection point.
 - Additional waste and recycling collections over Christmas and Ramadan
 - Disabled Facility Grants
 - Ensuring that play areas on new developments take into account the needs of children with disabilities
 - Best Bar None Scheme incorporates disability criteria.
 - We endeavour to undertake an Equality Impact Assessment (EIA) as part of the development of all new and reviewed policies, strategies, function, services and processes.
 - ABCD and resident led action, which we support, and which promotes positive relationships within the community
- 3.12 Annual reports on workforce equalities go to SMT and are published on our website. These include gender pay gap information and workforce demographics. Various information is published online from teams across the organisation which illustrates how we are working towards our Public Sector Equality Duties, however

for clarity and ease of access, this information is to be drawn together in one clear place going forwards.

- 3.13 The Equalities Working Group explored various strands of work relevant across the organisation which related to the five key areas of the EFLG and established our Terms of Reference as “To ensure inclusive agenda setting by:
- Understanding how Equalities applies to the work we do, embed this knowledge within the organisation and continually improve how we work
 - Knowing the communities of Gloucester and working with them on a range of issues
 - Understanding how we can best serve Gloucester’s communities, and work with them as partners
 - Developing the roles of elected members, the Overview and Scrutiny Committee and full Council in driving Equalities forward
 - Increasing fairness and equality across the organisation, both internally and externally
 - Joining networks from the City and County councils, partner agencies and voluntary and community sector, in order to meet Equality aspirations for Gloucester”
- 3.14 Details of the Equality Action Plan for 2019/20 are included in section 8, Future Work

4.0 Asset Based Community Development (ABCD) Considerations

- 4.1 ABCD and strengths based working is at the core of our approach as a City Council and we continue to thread it through our equalities objectives too. ABCD is a key principle in helping us achieve our equalities aims, which focus heavily on knowing our communities better. This includes telling stories and raising awareness of community based action, which will help to promote and foster good relations within the community.

5.0 Environmental Implications

- 5.1 The Equalities Action Plan (EAP) will contribute to increased cohesion and the promotion of good relationships within our communities. Items included in the EAP have a focus on “knowing your communities” which was a development section in our self-assessment using the Equalities Framework for Local Government. We have ensured that community focussed objectives tie in with ABCD and strengths-based working, which contributes to healthier neighbourhoods with residents more engaged with where they live and who they live near.

6.0 Alternative Options Considered

- 6.1 The Public Sector Equality Duty is a statutory duty.

7.0 Reasons for Recommendations

- 7.1 The recommendations included in this report as part of the Equalities Action Plan were agreed upon by the cross-team, cross-party Equalities Working Group.

Several strands of work were considered and prioritised in to the EAP for this year. Items not included in this year's plan include some longer-term goals which need initial steps (included in this years EAP) to be completed before we can work on bigger goals.

7.2 Items not included in this years EAP have been saved separately and will be reconsidered once this year's action plan has been completed. The Equalities Working Group were keen that 2019/20's equalities action plan includes objectives that we can build on in coming years to ensure we continue to meet our public sector equality duty and also work in line with other community focussed strategies such as ABCD.

8.0 Future Work and Conclusions

8.1 The Equalities Action Plan for 2019/20 focusses on the following:

Objective	Detail
Explore our approach to data	<ul style="list-style-type: none"> • Focus on knowing our communities – benchmark with LGA • Define what data we need/want and how we will use it • Task & Finish group to explore data wants & needs • Focus on housing & homelessness this year
Link Networks between City & County councils	<ul style="list-style-type: none"> • Link networks such as Prism, disability, carers networks • Shared support for staff between city & county networks
Define Equalities objectives internally	<ul style="list-style-type: none"> • Equalities policy and mission statement • Increase use and understanding of Equality Impact Assessments • Publish specific equalities information online • Develop the role of Overview & Scrutiny and members in Equalities • Cross party endorsement of Equalities work • Equalities training opportunities for staff and members generally and on specific topics • Ensure contractors are conforming to equalities standards
Tell the stories & raise awareness to advance equality and foster good relations	<ul style="list-style-type: none"> • Awareness days & initiatives calendar for Council to focus resources • Define key initiatives to support for each year • Link in with Culture objectives • Share more positive stories from the community

	<ul style="list-style-type: none"> • Develop a Community-Council mentoring scheme
Front facing services redesign	<ul style="list-style-type: none"> • Reshape consultation policy • ACEs aware services • Dementia friendly spaces • Trauma informed spaces

9.0 Financial Implications

9.1 There should be no financial implications to carrying out the Equalities work, other than small costs for things such as the purchase of flags to fly on awareness days. These costs can be met from day to day budgets.

9.2 In terms of supporting the community to celebrate equalities, residents who get in touch with the Community Wellbeing Team can access funding through Your Gloucester grants and other grants already available through the voluntary and community sector, which Community Wellbeing Officers can support residents to apply for.

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

10.0 Legal Implications

10.1 The Council must meet its Public Sector Equality Duty under the Equality Act 2010. There are no adverse legal implications attached to the work contained within the Equalities Action Plan.

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

11.0 Risk & Opportunity Management Implications

11.1 The Equalities Action Plan gives Gloucester City Council opportunities to further embed equalities and ABCD within our communities, giving us opportunity to know our communities better and helping to celebrate diversity and create pride in our City.

11.2 The only risk identified is where residents or communities may wish to hold particular celebrations or awareness events which the Council have not already identified or which the Council does not have resources to be able to lead on. This is mitigated by the fact that Community Wellbeing Officers and community builders are in place to support residents to lead themselves on issues which are important to them, including supporting them to access funding where needed.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 It should be noted that People Impact Assessments (PIAs) are to be renamed Equality Impact Assessments (EIA) going forwards. This is for two reasons – firstly, the title EIA is much more descriptive of what the assessment actually is and would be in line with the terminology that other organisations use, enabling clarity. Secondly, the Information Commissioner’s Office, which regulates privacy and information rights, requires organisations to complete Privacy Impact Assessments,

also called PIAs. Renaming our Equality Impact Assessments EIAs will avoid confusion between the two.

- 12.2 People Impact Assessments/Equality Impact Assessments are routinely carried out across the organisation where changes to services are proposed. The responsibility for ensuring this happens sits with service managers, and SMT and the democratic process provide governance and scrutiny for this.
- 12.3 Updated guidance on Equality Impact Assessments will be circulated to colleagues this year as part of the work agreed on the Equalities Action Plan. This will also include information and training via GMT, highlighting the support available to colleagues when completing impact assessments, and streamlining a process for monitoring and publication of impact assessments.
- 12.4 An Equality Impact Assessment screening has been undertaken for our Equalities Action Plan and there is no negative impact identified.
- 12.5 Considerations are given when undertaking all community engagement work to ensure that we do not adversely impact on any group and that we are fostering good relations and promoting advancement of opportunities within the community.

13.0 Community Safety Implications

- 13.1 ABCD, community building and strengths-based working all contribute to stronger, better connected communities. Research shows that residents who know their neighbours feel safer where they live, and shared activity amongst communities makes those areas safer. By focussing the EAP on knowing our communities better, we will contribute to increased community safety. By supporting awareness and celebration of diversity within our communities, we will contribute to more cohesive communities.
- 13.2 Supporting resident led action leads to more creative ideas and problem solving, with more community ownership and greater sustainability. By celebrating the achievements of our communities we hope to promote more positive resident led action, equality and good relations and push out negative activities occurring.

14.0 Staffing & Trade Union Implications

- 14.1 None

Background Documents: None

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EFLG category	Our Vision	How we will achieve this
Knowing our Communities	Gloucester is a strong, safe and inclusive community which celebrates diversity.	<ul style="list-style-type: none"> • Build and maintain strong relationships with our communities, the voluntary and community sector (VCS) and partner agencies to improve our knowledge of our communities and enable us to work together to improve opportunities for all • Analyse and use equalities data to plan services that meet the needs of our diverse communities • Foster good relations and promote understanding between people from different groups and backgrounds across Gloucester • Work with residents to encourage community-led action and support residents' voices to be heard • Carry out genuine and meaningful consultations when we are proposing any service changes • Share positive community focussed and diversity based stories to raise awareness and promote good relations
Involving our communities	Residents of Gloucester have the opportunity to achieve their own potential and have influence in Council decision making and service planning.	
Leadership, partnership and organisational commitment	Equalities is embedded at all levels within the Council. We champion community-focussed, strengths-based services and make decisions based on what is best for our communities.	<ul style="list-style-type: none"> • Be an equal opportunities employer • Create positive opportunities to employ a workforce that is representative of the City's communities • Provide a safe and accessible working environment that values and respects each individual • Secure cross-party support engagement with, and endorsement of, our Equalities work • A systemic approach to ensure that key pieces of work across the organisation are complementary and well-coordinated.
Responsive services and customer care	Everyone can access our services, facilities and information	<ul style="list-style-type: none"> • Use Equality Impact Assessments to assess any proposed service changes and the impacts they may have on our residents • Embed equality and diversity within our policies and procedures • Create dementia-friendly and trauma informed spaces • Customer focussed and supportive services incorporating key awareness elements such as Adverse Childhood Experiences
A skilled and committed workforce	We are an employer for all. We aim for our workforce to broadly reflect the diversity of our community and to feel engaged, valued and able to reach their potential.	<ul style="list-style-type: none"> • Ensure that all employees have fair access to learning and development opportunities • Enable staff to have the skills and knowledge to ensure that the needs of diverse and vulnerable groups are taken into account in both the development and delivery of services.

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Objective	Tasks	Lead Officer	Timescale	Measures of Success	Actual Performance	Complete/ Work in Progress
Explore our approach to data	<ul style="list-style-type: none"> Task & Finish group to explore data wants & needs 	Emily Bolland Colleagues TBC as relevant to topic	Begin at April 2019 meeting	<ul style="list-style-type: none"> Focus on knowing our communities – benchmark with LGA Define what data we need/want and how we will use it Focus on specific interests e.g. complaints data 	Group to invite colleagues to discuss and analyse specific pieces of work: <ul style="list-style-type: none"> Housing Equalities in TG2 processes 3GS contract <ul style="list-style-type: none"> Look at demographics & trends of those using/affected by services Understand where we can embed more equalities considerations in services e.g. ACEs, etc. 	WIP
Link Networks between City & County councils	<ul style="list-style-type: none"> Link networks such as Prism, disability, carers and young employees networks Shared support between city & county networks 	Nina Willenberg Faye Adams Cllr. Tom Coole	Ongoing	<ul style="list-style-type: none"> Rebrand networks Web info updates Joint launch event for all networks City staff join networks Joint information sharing Councillors encouraged to join networks – share info with members 	<ul style="list-style-type: none"> Dedicated intranet page listing networks and contact details Publicised in Team Brief Information in staff welcome packs Arrange second network event for September & publicise online Network meetings published on newsfeed on website Request to Comms to link information sharing to city & county 	Complete, ongoing
Cross party motion to Council in	<ul style="list-style-type: none"> Motion to Council 	Cllrs. Watkins, Hyman and Coole	July council	<ul style="list-style-type: none"> Cross party endorsement of Equalities work 	<ul style="list-style-type: none"> Being drafted June 2019 	WIP

support of EWG work					<ul style="list-style-type: none"> Aiming for July 2019 Council 	
Define Equalities objectives internally	<ul style="list-style-type: none"> Equalities policy/mission statement 	Emily Bolland Anne Brinkhoff	June 2019	<ul style="list-style-type: none"> Clear, easily understandable Equalities information on website 	<ul style="list-style-type: none"> Equalities vision complete and approved by EWG June Webpage to be created 	WIP
	<ul style="list-style-type: none"> Publish specific equalities information online 	Emily Bolland Nina Willenberg	June 2019		<ul style="list-style-type: none"> Annual workforce equalities report online Gender pay gap report online Link webpages together 	WIP
	<ul style="list-style-type: none"> Develop the role of O&S and members in Equalities 	Emily Bolland Tanya Davies	Ongoing	<ul style="list-style-type: none"> Members development session Members induction programme 2020 Greater awareness of Equalities O&S reports and scrutiny of major contracts Members supporting consultation redesign 	<ul style="list-style-type: none"> Members development session Sept 2019 Cllr Hyman working on members induction for 2020 	WIP
	<ul style="list-style-type: none"> Increase use of Equality Impact Assessments 	Emily Bolland Service Managers Democratic Services	Ongoing	<ul style="list-style-type: none"> Increased use of EIAs Integration of EIAs in democratic reporting Review template and guidance 	<ul style="list-style-type: none"> HR policy reviews include EIAs PIAs included in reporting – terminology and guidance to be updated 	WIP
	<ul style="list-style-type: none"> Check contractors are complying with equalities considerations 	Emily Bolland Anne Brinkhoff	Ongoing	<ul style="list-style-type: none"> Alignment with GCC equality objectives for contractors and sub-contractors 		
	<ul style="list-style-type: none"> Equalities training opportunities 	Nina Willenberg Emily Bolland Isobel Johnson	Ongoing	<ul style="list-style-type: none"> Promotion of various training opportunities with higher levels of take up e.g. dementia friends, ACAS e-learning Create log of training given/available to teams throughout 2019 	<ul style="list-style-type: none"> Dementia friends ongoing Hate crime awareness ACAS e-learning part of induction training & publicised in intranet 	Ongoing

					<ul style="list-style-type: none"> Conscious/unconscious bias training for managers/team leaders 	
Community-Council mentoring scheme	Set up scheme for mentoring/shadowing via volunteering policy	Isobel Edwards Nina Willenberg	Complete	<ul style="list-style-type: none"> Amend volunteering policy to include potential for mentoring scheme Staff using volunteering hours for mentoring scheme Quarterly volunteering update Ongoing promotion of opportunities 	<ul style="list-style-type: none"> Volunteering policy amended and publicised Some staff enquiries & interest 100 women mentoring scheme – Anne Continue to promote volunteering for staff Continue to promote Engage in Gloucester 	Complete, ongoing
Tell the stories & raise awareness to advance equality and foster good relations	<ul style="list-style-type: none"> Awareness days & initiatives calendar Define key initiatives to support for each year 	Leanne Purnell Isobel Johnson EWG	Complete	<ul style="list-style-type: none"> Calendar of key awareness days and initiatives for 2019 Clear commitment of which initiatives GCC will support this year Avoid duplication/share work with County Promotion of key initiatives 	<ul style="list-style-type: none"> Awareness days calendar for 2019 complete Calendar being cross referenced with county comms Supporting residents to celebrate initiatives that are important to them via ABCD, Your Gloucester 	WIP
	<ul style="list-style-type: none"> Link in with Culture objectives 	Anne Brinkhoff	ongoing			
	<ul style="list-style-type: none"> Share more positive stories from the community Promote how the council supports equalities 	Leanne Purnell Isobel Johnson	ongoing	<ul style="list-style-type: none"> Positive promotion Higher levels of engagement 	<ul style="list-style-type: none"> Team brief stories 	Ongoing
Front facing services redesign	<ul style="list-style-type: none"> Reshape consultation policy and related Equalities questions 	Emily Bolland Consultation Team – County Council Isobel Johnson	End of 2019	<ul style="list-style-type: none"> Meaningful and genuine consultations with higher levels of resident engagement Pilot with key consultations throughout 2019 Rewrite consultation policy Support colleagues with meaningful consultations EWG to support redesign 	<ul style="list-style-type: none"> Focussing on Podsmead & Matson regeneration in 2019 – Pilot consulting in a different way Working closely with Planning on s106 arrangements for communities 	Ongoing

	<ul style="list-style-type: none"> • ACEs aware services 	Anne Brinkhoff Ruth Saunders	Ongoing	<ul style="list-style-type: none"> • Embed ACEs in frontline service delivery 	<ul style="list-style-type: none"> • ACEs training to some teams – roll out to all 	Ongoing
	<ul style="list-style-type: none"> • Dementia friendly spaces 	Isobel Johnson	Ongoing	<ul style="list-style-type: none"> • Assess GCC public spaces for dementia friendliness and accessibility • Overcome barriers to make spaces accessible 	<ul style="list-style-type: none"> • Crem staff all dementia friends and venue is dementia friendly • Due to assess Guildhall, museums and new reception 	Ongoing
	<ul style="list-style-type: none"> • Trauma informed spaces 	Ruth Saunders	Ongoing			WIP

When agreeing the above action plan, recognition was also given to Equalities work that is in progress or has already been completed. Examples of these, which support the objectives of the 2019-2022 action plan, are below:

Job adverts offering flexible working and job share	Unconscious bias & positive action training for staff	Detailed recommendations from Workforce Equality Report, signed off by SMT and being worked through	Gender pay gap work ongoing	Whistleblowing policy relaunched with FAQs
Promotion and awareness of groups staff can access for support	Mentoring and coaching for staff – including availability to staff as coaches and training for staff to become coaches and mentors	Jobs advertised locally and diversely	Hate crime awareness & ally training for staff - including Comms Team to combat negative comments on social media	Developing a larger Equalities network within the Council
Technical update on SAP for better recording of workforce equalities data	Drive from leadership for increased awareness of Equalities and impact of our work	Equality Impact Assessments used	Cross political party member involvement in Equalities Working Group	Health and wellbeing and equalities as part of line management.

Appendix 1

For Reference - Equalities Action Plan 2019-2020 external version

EFLG category	Our Vision	How we will achieve this
Knowing our Communities	Gloucester is a strong, safe and inclusive community which celebrates diversity.	<ul style="list-style-type: none"> • Build and maintain strong relationships with our communities, the voluntary and community sector (VCS) and partner agencies to improve our knowledge of our communities and enable us to work together to improve opportunities for all • Analyse and use equalities data to plan services that meet the needs of our diverse communities • Foster good relations and promote understanding between people from different groups and backgrounds across Gloucester • Work with residents to encourage community-led action and support residents' voices to be heard • Carry out genuine and meaningful consultations when we are proposing any service changes • Share positive community focussed and diversity-based stories to raise awareness and promote good relations
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Responsive services and customer care	Everyone can access our services, facilities and information	<ul style="list-style-type: none"> • Use Equality Impact Assessments to assess any proposed service changes and the impacts they may have on our residents • Embed equality and diversity within our policies and procedures • Create dementia-friendly and trauma informed spaces • Customer focussed and supportive services incorporating key awareness elements such as Adverse Childhood Experiences
A skilled and committed workforce	We are an employer for all. We aim for our workforce to broadly reflect the diversity of our community and to feel engaged, valued and able to reach their potential.	<ul style="list-style-type: none"> • Ensure that all employees have fair access to learning and development opportunities • Enable staff to have the skills and knowledge to ensure that the needs of diverse and vulnerable groups are taken into account in both the development and delivery of services.

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Equality and Diversity Motion for Council Meeting of 11th July 2019

Proposed by Cllr. Coole

Seconded by Cllr. Hyman

This Council notes that:

Gloucester City Council is committed to equality and diversity, and creating a Gloucester community that is strong, safe and inclusive for everyone.

Across parties, we stand together to promote and celebrate diversity in our City, standing against intolerance and hate crime.

The Council continues to create positive opportunities to employ a workforce that's representative of the City's communities, and provide a safe and accessible work environment that values and respects each individual

We will continue to work in partnership with the County Council to demonstrate our ongoing commitment to equality and diversity

The Council plays a crucial roll in promoting and fostering good relations within our communities and the relationship they have with the Council

This Council resolves to:

Endorse the equalities action plan 2019-20 and the continued work of the Equalities working group

Reaffirm our cross-party commitment to fostering diversity and promoting equality for all residents, Members and members of staff

Take action throughout the year to celebrate the City's diversity by:

- Having a programme of flag-flying and support for key awareness days
- Supporting our communities to celebrate what's important to them

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Equalities web content

(items in orange to be hyperlinked on webpage)

Gloucester City Council is committed to celebrating diversity and promoting equality throughout our services and Gloucester's communities. Our aim is to make Gloucester a better place to live, work and play by engaging with and empowering local communities, agencies and leaders.

As the Local Authority responsible for Gloucester City, we are committed to fulfilling our Public Sector Equality Duty (PSED) as set out in the Equality Act 2010, by

- eliminating unlawful discrimination, harassment and victimisation
- advancing equality of opportunity
- fostering good relations

Our Equalities vision

- Gloucester is a strong, safe and inclusive community which celebrates diversity
- Residents of Gloucester have the opportunity to achieve their own potential and have influence in Council decision making and service planning
- Equalities is embedded at all levels within the Council. We champion community-focussed, strengths-based services and make decisions based on what is best for our communities
- Everyone can access our services, facilities and information
- We are an employer for all. We aim for our workforce to broadly reflect the diversity of our community and to feel engaged, valued and able to reach their potential.

We use the [Equalities Framework for Local Government \(EFLG\)](#) to benchmark ourselves and continually improve. The EFLG is split in to five key categories as listed below, and our Equalities vision links in to these.

- Knowing our communities
- Involving our communities
- Leadership, partnership and organisational commitment
- Responsive services and customer care
- A skilled and committed workforce

The EFLG rates each category as Developing, Achieving or Excellent. Our overall aim is to be benchmarked as Excellent in all areas and we have developed an Equalities Action Plan to support us in achieving this. In 2018-2019 we were benchmarked at the following:

- Knowing your communities – **Developing**
- Leadership, partnership and organisational commitment – **Developing/Achieving**
- Involving your communities – **Developing/Achieving**
- Responsive services and customer care – **Developing/Achieving**
- A skilled and committed workforce – **Achieving**

You can find a copy of our Equalities vision and action plan, as marked against the EFLG, [here](#)

Our work is overseen by our Equalities Working Group which is made up of officers from various departments and levels within the Council as well as Councillors from all political groups, giving cross-party support. The group works with input from the community and partner agencies, and the Terms of Reference can be found [here](#).

To positively promote equality and diversity, we as a Council will support key initiatives and awareness days throughout the year. In addition, we use Asset Based Community Development (ABCD) to support residents to celebrate and promote themes that are important to them and their communities where they foster good relations and encourage inclusion.



Meeting:	Cabinet	Date:	10 July 2019
Subject:	Community Wellbeing Engagement Update		
Report Of:	Cabinet Member for Communities and Neighbourhoods		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Emily Bolland and Isobel Edwards – Community Wellbeing Officers		
	emily.bolland@gloucester.gov.uk isobel.edwards@gloucester.gov.uk		
		Tel:	396614
Appendices:	None		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To update Cabinet on the most recent community engagement work within the community wellbeing team.

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that the community engagement work undertaken by the Community Wellbeing Team, particularly using Asset Based Community Development and strengths-based working be noted.

3.0 Background and Key Issues

3.1 Gloucester City Council adopted strengths-based working and Asset Based Community Development in 2012 with the intention of using this approach to help build stronger communities in our City. ABCD is a philosophy and approach that seeks to identify and mobilise individual and community 'assets', rather than focusing on problems and needs.

3.2 ABCD's premise is that communities can drive the development process themselves by celebrating existing strengths, responding to challenges and creating local social and economic improvements.

3.3 In August 2017, phase one of the Together Gloucester program brought together officers from Environmental Health, Community Safety and Community Engagement to form the Community Wellbeing team. Despite the differences in each of these functions the overall aim of the team is to support people with their wellbeing to make Gloucester a safer, healthier and happier place for all.

3.4 Bringing these previously siloed service areas together has also provided the opportunity for officers to work in a different way and to approach complaints and issues more creatively.

3.5 The below is not an exhaustive list but includes some examples of where officers have worked together to positively problem solve:

3.5.1 **New noise service-** Launched in April 2018, the new noise service incorporates an ABCD approach in resolving issues by encouraging complainants to either go and speak to their neighbour or put a polite letter through their door to try and resolve the issue prior to the involvement of the council. From previous experience, a large proportion of residents are simply unaware that they are causing a nuisance and will try to resolve it when notified.

The change has reduced the number of complaints received and warning letters sent by the council but more importantly the change encouraged neighbours to speak to each other and build a relationship rather than further distance themselves by involving the local authority. This new approach resolves issues more efficiently with less involvement from the council which in turn improves neighbour relations and contributes to creating happier and more resilient communities. It also means that Officers only get involved when they are really needed to deal with complex cases.

From monitoring and measuring the change of the new noise service for effectiveness on dog barking complaints only - the results have shown since the 1st April 2018 to 30th September 2018 the council received 76 dog barking complaints. 33 of those complaints were sent the new noise service and 43 were sent the original noise service (due to safeguarding concerns).

25 of the 33 complaints which were sent the new noise service were a success reducing the dog barking informally without the need for the council to get involved and send warning letters and therefore preventing problems and disputes from occurring or re-occurring.

3.5.2 **Overgrown gardens** amount to 25% of complaints received to the private sector housing team. Following the initial complaint, Officers will contact the resident in question and through that first conversation discover that the resident has come into some form of difficulty and is therefore unable to maintain their garden.

Common reasons for this include –

- Physically incapable due to a recent injury
- Disabilities or sudden deterioration in health resulting in other members of the household acting as carers and therefore unable to maintain the garden either
- Financial difficulties leaving the resident unable to pay a gardening service
- Single parents without support networks, experience in gardening and/or the money to buy equipment.

Community Wellbeing started working with Private Sector Housing and Planning Enforcement in Summer 2018 following a complaint about an overgrown garden in Kingsholm. The Planning Enforcement Officer had concerns about the resident's

wellbeing so asked if additional support and signposting could be provided. A Community Wellbeing Officer met with the resident and discovered that a family friend used to maintain the garden but they had passed away and the resident was not in a position to pay for the upkeep. It was then discovered that the resident was not claiming her state pension and had not done so for the last 10 years. The officer put her in touch with the relevant department and they backdated her claim and she is now able to pay for the work to be done.

This experience has prompted officers to consider how we can deal with these complaints more effectively. The traditional method of serving notice does not always resolve the problem and often results in –

- the garden being cleared once without any plans for future maintenance
- the resident unable to pay the fine due to financial difficulties
- further disruptions between neighbours
- financial and resourceful loss to the council if the resident fails to pay the fine and have the garden cleared as the council has to arrange for the work to be completed and recharge the costs to the property
- future complaints regarding the same property

Private Sector Housing Officers now work with Community Wellbeing to look at alternative methods when dealing with overgrown gardens such as referring residents to low cost gardening maintenance services. Options include the GEM Project and Podsmead Clearance Team (the grass cutting social enterprise supported by the city council – report to follow in Autumn 2019).

3.6 Community Safety has to follow certain regulatory processes but has incorporated strengths-based working where possible such as:

3.6.1 **Street Aware** was set up to tackle street-based nuisance, this approach brings together partner agencies to work in a co-ordinated way to offer wraparound support to people with complex needs. Linking support and enforcement agencies, Street Aware focusses on the needs of the individual and works with them to achieve change. The key to success is having conversations to increase understanding of individuals situations, engaging with partners and using their skills and strengths and adopting our ‘engage, support, enforce’ approach.

Street Aware has three key strands with specific focusses: begging, street drinking and youth anti-social behaviour. The Youth ASB strand of street aware is also starting to incorporate community building with young people who use the City centre, to understand how and why they use our city centre spaces and aim to enhance the City’s offer for them, by focussing on young people led action.

3.6.2 Using our Street Aware ethos, our approach to **PSPOs** in the City has been pragmatic and our consultation has been focussed on meaningful engagement with partners and residents in order to understand the concerns in our community. We also wanted to recognise where there were already powers to tackle issues, avoid duplication of work and look at how issues could be addressed creatively. Our PSPOs introduced an alcohol-free zone for the City centre and encourage responsible drinking elsewhere, building on the partnership work of NightSafe and

Purple Flag. Once the PSPOs came in to force, initial work focussed on engagement and education rather than immediate enforcement, to ensure we are working effectively with people seen engaging in negative behaviour.

3.7 Strengths based working and community engagement in tackling anti-social behaviour. Again, this list is not exhaustive, but some examples are:

3.7.1 We worked with residents to explore adoption of the **Rose Garden** (London Rd) which had seasonal issues of street drinking and associated anti-social behaviour. We adopted Street Aware in the area to identify the people involved in anti-social behaviour and work with them to change. Alongside this we worked with residents and partners to regenerate the area and design out crime. Currently access to the area is restricted whilst work is underway.

3.7.2 **Echoes #2 Youth Club - Coney Hill**- Complaints were received by the council and police in relation to ASB in Coney Hill, mainly in the form of mopeds racing around the area. Taking a different approach, a group of multi-agency colleagues door knocked in the area and talked to residents about how they feel about the area and what additional positives they would like to see. As a result, several residents set up a new youth club in the old building that used to be used for the youth club years ago. Using an asset on their doorstep and harnessing the energy of residents who were passionate to see change in their area, Echoes#2 has now been up and running for over a year and has around 70 young people on their books. There has been a reduction in anti-social behaviour in the area and an increase in community safety and cohesion.

3.7.3 **Intensive Engagement (IE)** is an approach whereby multi-agency partners work intensively to get to know an area and its residents and work with them to come up with solutions to issues affecting them. IE in Gloucester is being led by the City Council and Police and will focus on Widden, an area which has problems with on-street sex working, street drinking, drug dealing and anti-social behaviour. It is hoped that using this approach will echo the success seen in Coney Hill, and help to bring about some sustainable long term solutions to problems that have been occurring repetitively. Oversight of the Intensive Engagement is via the Stronger Safer Gloucester Partnership and an oversight group which will guide the work of problem-solving officers. We were pleased to be able to make a saving of £10,000 on consultancy for the IE process by recognising that we have well established strengths-based working and ABCD expertise within the City.

3.7.4 **The Bluelight Group** was set up by Public Health to work intensively with change resistant drinkers within the city; people who are alcohol dependent who have been impacting severely on their own health, the community or blue light services. Individuals who are referred receive assertive outreach and intensive engagement from alcohol support agencies and other agencies as needed. The group is chaired by the City Council, which has enabled a focus on engagement and support to individuals, bringing measures of success to include positive engagement rather

than focussing on traditional reduction in incidents and deficit-based measures. We have been able to make further links with partners to include social prescribing in the Bluelight process.

- 3.8 Community Wellbeing continue to work closely with the **Community Builders** in the city and most recently benefitted from partnering with the Kingsholm Community Builder. Concerns were raised by the Early Help Team (Child Social Care) about a number of families in the Dexter Way and Longhorn Avenue estate following the domestic homicide and repeated incidents of ASB.

Early Help were keen to intervene, but Community Wellbeing were concerned this may impact negatively on the work of the Community Builder. Instead, Officers door knocked with the Community Builder and had conversations with residents on the street about how they feel about where they live, ideas for how they can improve their neighbourhood and suggestions for how they can bring people together.

A few enthusiastic residents came forward and said they would like to hold a regular community drop-in where neighbours could come together and generate ideas. They held 6 sessions at the beginning of 2019 which has led to plans for a community garden, creation of a board games club, a community notice board and activities for the children in and around the area. Connections have also been made between the residents, Kingsholm Primary School and St Oswalds Retirement Village and relationships are being formed.

4.0 Asset Based Community Development (ABCD) Considerations

- 4.1 ABCD and strengths-based working is at the core of our approach and has become second nature to Officers working in the engagement side of Community Wellbeing. We are using our own positive experiences of working in this way to guide and support other Officers in the council in order to work differently, in a way that is better for residents and the organisation as a whole.
- 4.2 This way of working helps move the City Council in to a position of enablement; supporting and empowering our residents to do what is best for their communities rather than creating a culture of dependency on agencies. Where a Council service is essential, we are working through processes to reshape them to be more tailored and focussed on positive outcomes for the individual. The benefits of these changes is often not measurable with traditional quantitative data and instead relies on qualitative measures as detailed in this report.

5.0 Environmental Implications

- 5.1 Strengths based working contributes to healthier neighbourhoods with residents more engaged with where they live and therefore more protective of their local environment. "It works better because people who do it actually care about it, and as a consequence everyone respects the environment," said Jordan, the 17-year-old in charge of coordinating the grass cutting social enterprise in Podsmead.

Jordan also said that this initiative has actively improved the local area, leading to greater social cohesion and a decrease in antisocial behaviour by young people.

6.0 Alternative Options Considered

6.1 Gloucester City Council could have continued to work in a traditional way in all of the examples mentioned above. However, this would have reduced the opportunity for residents to become more engaged and get involved in issues they feel passionate about. It would also mean that there are cases where we use enforcement options available to us when an underlying cause of a problem is overlooked, meaning a sustainable solution is not found.

7.0 Reasons for Recommendations

7.1 This report is to update Cabinet on the most recent community engagement work within the community wellbeing team.

8.0 Future Work and Conclusions

8.1 Community Wellbeing will be working with residents in Matson and Podsmead to ensure the consultation of the Supplementary Planning Document for the regeneration is carried out in a meaningful way. This will require partnership working with key community organisations in each area who are well established and trusted by local residents. The overall aim being that residents feel listened to and that they can actively shape the plans, so the regeneration happens 'with' them and not 'to' them.

8.2 The Community Wellbeing and City Improvement Teams will be working closely with Active Gloucestershire to deliver Beat the Street 2019 as part of Gloucestershire Moves. Beat the Street is a fun, free 6-week challenge to get the whole community moving. Anyone living, working or going to a school in Gloucester can score points and win prizes by walking, cycling or running from point to point and tapping a registered Beat the Street card or fob on sensors (Beat Boxes) which are placed on lamp posts across Gloucester. Beat the Street was a success in 2018. It ran from Thursday 7 June to Thursday 19 July and saw 74,487 miles covered by 10,156 residents.

8.3 Community Wellbeing will be assisting Planning Policy and KKP (consultants) with community consultation to create a Built Indoor Facilities Strategy. The report due to be compiled by KKP will focus on the current supply and quality of existing built sports facilities, and future needs to provide for the population. The final report is expected in August 2019.

9.0 Financial Implications

9.1 There are no financial implications as a result of this report as it is an update report covering activities funded through the budget and remit of the Community Wellbeing Team. (Financial Services have been consulted in the preparation of this report.)

10.0 Legal Implications

10.1 None

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

11.0 Risk & Opportunity Management Implications

11.1 There are no risks associated with this update report.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 An Equality Impact Assessment is not relevant for this report as it is giving an overview of work undertaken rather than proposing service changes.

12.2 Considerations are given when undertaking all community engagement to ensure that we do not adversely impact on any group and that we are fostering good relations and promoting advancement of opportunities within the community.

13.0 Community Safety Implications

13.1 From a community safety point of view we have found that working with residents, including alleged perpetrators, has led to more creative problem solving and solutions that are more sustainable because they are led by the individual rather than the agency. In cases such as Dexter Way we have found that the appetite from residents is to use their energy towards positive activities and interactions in their community rather than towards securing enforcement against others. These positive activities breed further positive activities, which then push out negative activities in the area.

14.0 Staffing & Trade Union Implications

14.1 None

Background Documents: None

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Gloucester City Council

Meeting:	Cabinet	Date:	10 July 2019
Subject:	Financial Outturn 2018/19		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Hadrian Walters, Accountancy Manager		
	Email: Hadrian.walters@gloucester.gov.uk	Tel:	396231
Appendices:	1. Detailed Performance by Portfolio 2. Capital Outturn 3. Savings Performance		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To inform members of the final Council position against agreed budgets for the 2018/19 financial year. This includes a summary of how the Council has progressed against key savings targets for the year. It also highlights some key performance indicators.
- 1.2 For Cabinet to note the final outturn position and to approve movement to and from earmarked revenue reserves.

2.0 Recommendations

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

- (1) it be noted that:
- i. The year-end position for the financial year 2018/19 is an increase to the General Fund balance of £37k.
 - ii. The General Fund balance has increased from £1.636m to £1.673m at the end of 2018/19.
 - iii. The savings achieved in year total £150k.
 - iv. That the level of earmarked reserves has reduced by £152k to £4.567m.
- (2) the transfers to and from earmarked reserves as detailed in the table in section 6 of this report be approved.

3.0 Background and Key Issues

- 3.1 This report is intended to give Members a clear and concise view of the 2018/19 outturn of the Council. The report focuses on the major changes which have occurred since Quarter 3 reporting, as the majority of savings/pressures had already been reported at that stage.

- 3.2 The reported position at Quarter 3 was to increase the general fund by £95k, which has weakened slightly by £58k to an increase of £37k at year end.
- 3.3 The savings target for 2018/19 was £200k. A further £147k of savings unachieved in 2017/18 was added to that target to give an overall savings target of £347k. Savings actually achieved in the year total £150k. Where savings targets have not been achieved these will be delivered in 2019/20, or have been addressed through amendments to the 2019/20 budget. Appendix 3 provides further details.
- 3.4 The small increase in the General Fund has been achieved against the background of continued savings targets and reductions in funding from prior years.

4.0 Whole Council Summary

- 4.1 A summary table below shows the outturn position for the Council by cabinet portfolio. Appendix 1 provides the breakdown of the totals within each portfolio.

Council Summary	18/19	Actual	Final	Q3	Change
	Budget		Variance		
Regeneration and Economy	(2,824)	(2,402)	422	75	347
Communities and Neighbourhoods	1,378	1,702	325	235	90
Performance and Resources	5,325	5,516	192	(136)	328
Culture	770	1,180	410	382	28
Planning and Housing	167	113	(53)	(52)	(1)
Environment	4,005	3,562	(443)	(132)	(311)
Corporate and Funding	(8,983)	(9,709)	(726)	(304)	(422)
Total	(163)	(37)	126	68	58

- 4.2 The General Fund and earmarked reserves balance continue to put the Council in a strong financial position in the uncertain climate of Local Authority funding.

5.0 Significant Changes from Areas previously reported

Regeneration and Economy

- 5.1 The Asset Management service returned an adverse position of £210k; primarily as a result of reduced income from the Grosvenor House and Kings House properties as tenants move out. A continued reduced income level is to be expected in the short term whilst the project to regenerate Kings Square and Kings Walk progresses. There was a significant level of one-off repair costs incurred during the year of which £297k have been met from the Repairs Reserve.
- 5.2 The performance of the Markets and Street Trading area improved during the final quarter such that the deficit to budget for the year held steady at the £136k flagged in earlier quarterly reports.

Communities and Neighbourhoods

- 5.3 The forecasts for spend on temporary accommodation have been reported as a pressure throughout the 2018/19 year. As noted at Q3, the Council continues to experience significant costs in relation to the placing of homeless families in temporary accommodation; many of whom have complex needs. This is largely due to a general shortage of social rented housing or affordable rented housing. This has remained the case at outturn and the overspend increased to £310k, of which £250k was met from the VAT shelter reserve.
- 5.4 These increased costs are partly recoverable through the housing benefit system and positive steps have been taken during the year to ensure that the amounts recovered are being maximised.
- 5.5 A Flexible Homelessness Prevention Grant was received from Government and much of this was used to fund the in-year costs, as well as to develop alternative sources of temporary accommodation provision to reduce pressures in the longer term. Officers are currently identifying and evaluating a variety of potential projects with the aim of reducing expenditure and budget pressures in this area.

Performance and Resources

- 5.6 There has been a significant increase in the cost of providing Housing Subsidy during the year. As noted in the Q3 reporting the Council manage more than £42m of housing subsidy and benefit payments and the smallest percentage change can have a significant impact on the final outturn. The final quarter saw an adverse movement to this balance of £307k which has resulted in a final overspend position of £262k. This cost is out of the Council's control and has continued change across 2018/19 with the continued implementation of Universal Credit.
- 5.7 The increase to costs in Financial and Corporate is a result of the corporate bad debt provision. At each financial year end the Council puts money aside to cover outstanding debtors where it may not be possible to recover the full amount. This is standard and good financial practice. The level of provision has increased by £87k in this financial year and this is reflected in the year end outturn.

Culture

- 5.8 The Culture and Trading area has been reported throughout the year as experiencing significant budget pressures in the achievement of its income targets. The final outturn for this portfolio was adverse to budget by £410k.
- 5.9 These continued into the final quarter but to a lesser extent because of the actions taken to improve performance and some projects approaching their conclusion. These included works on the Life Museum in preparation for its transfer to Gloucester Historic Buildings in early 2019/20 and preparation for the relocation of the Tourist Information Service from its office on Southgate to the Museum of Gloucester from 1 April 2019.

- 5.10 During the year the activities of this portfolio have continued to be reviewed and it should be noted that the net spend has decreased by £268k in comparison to the outturn position for 2017/18, with the service managers looking to improve this further. Positive steps were also taken in the 2019/20 budget setting process to reduce the budget pressures on this portfolio.

Planning and Housing

- 5.11 This portfolio exceeded its income targets by £53k during the year. Income from Planning Fees was the main source of funding for the service.

Environment

- 5.12 The Crematorium during 2018/19, benefitted from the operational difficulties encountered at Cheltenham crematorium meaning a higher than usual level of activity at Gloucester. This has led to it exceeding its income budget by £247k, an additional £66k over the forecast outturn at Q3.
- 5.17 The spending on waste and streetcare has improved because of improved income from the provision of additional services to show an under spend of £109k. However, the outturn position on the Amey contract is reliant upon the level of income achieved from the sale of recyclable material and, based on information received from Amey, similar to last year there is a shortfall in this income. The Council is continuing to take robust actions to improve the position in relation to this income source and to improve the performance of Amey.

Corporate and Funding

- 5.18 The increased income within the Corporate and Funding line is largely attributable to income from the Business Rates pool. The Council along with all Gloucestershire Councils was a member of an 100% business rates retention pilot during 2018/19. The benefit of this pilot to the Council was £909k which in accordance with the Council's Money Plan has been transferred to reserves.

6.0 Movement in Earmarked Reserves

- 6.1 The Council has drawn down previously reserved funds to pay for their intended usage during 2018/19 and in a number of cases has been able to increase balances to pay for services in future years. The Council continues to hold an earmarked reserve balance of over £4.5m. The balances and in year movement are summarised in the following table.

Reserve Name	Opening Balance	Transfers Out	Transfers in	Closing Balance
Insurance	10	-	-	10
Shopmobility	29	-	-	29
Historic Buildings	53	-	-	53
Lottery	19	-	-	19
Environmental Insurance	1,000	-	-	1,000
Other Leisure	4	-	-	4
Members Allocation	1	-	-	1
Repairs	400	297	-	103
Regeneration	435	563	329	201
VAT Shelter	736	250	230	716
Housing Survey	60	-	-	60
Trading	50	-	-	50
Commuted Sums	801	33	-	768
Planning Grant	65	30	-	35
Participatory Budget	15	-	-	15
Community Builder	85	-	-	85
Economic Dev Grant	20	-	-	20
Flooding Works	10	-	-	10
Business Rates	834	769	909	974
Great Place	93	-	-	93
Museum Bequest	-	-	305	305
EU Exit Reserve	-	-	17	17
Reserves Total	4,720	1,942	1,790	4,568

- 6.2 There has been a net draw down from the regeneration reserve in the year. The net surplus from the SWRDA assets generated £329k to contribute to the reserve. The reserve was earmarked to contribute towards the Councils regeneration projects in 18/19, £564k was spent in year towards this project leaving an overall net usage of the reserve of £234k. This was anticipated in forecasts for the reserve and the balance will continue to be used to support future regeneration work.
- 6.3 The authority continues to receive funding relating to the arrangement for a "VAT shelter" relating to the Housing Stock transfer of 2015. In 2018/19 funding of £230k was received. £250k was allocated from the reserve to contribute towards costs associated with homelessness within the Housing Service. The reserve retains £715k for use in future years. £400k of this reserve has been earmarked for the development of Black Dog Way.

- 6.4 The repairs reserve began the year with a balance of £400k. In year there has been £297k used on repair works, the year end balance stands at £103k for future years.
- 6.5 The authority utilised £768k from the Business Rates Reserve to fund transformation projects as reported to Cabinet in September 2018. A further £909k was allocated to the reserve in 18/19 meaning the Council retains £973k, this allocation to the reserve is the benefit of the 100% Business Rates pilot.
- 6.6 The Museum Bequest reserve reflects funds bequeathed to the Council for use within the Museums service.
- 6.7 The Commuted Sums reserve holds sums received from developers to pay for grounds maintenance and environmental works in future years. The Council received £49k in 2018/19. £83k of the reserve has been used, as intended, to pay for in-year work.
- 6.8 Planning Grant Reserve holds sums to meet the costs of self build and brownfield registers, £30k was utilised in 2018/19.
- 6.9 EU Exit Reserve holds sums provided from Central Government towards future costs associated with the United Kingdom's managed withdrawal from the European Union.

7.0 Capital Programme

- 7.1 The outturn position for the Capital Programme is £7.955m against the budget for the year of £7.402m. The overspend was the result of expenditure on projects within the approved five year capital programme which were brought forward into 2018/19.
- 7.2 Expenditure for 2018/19 includes £4.4m on the Kings Quarter Development which includes funds earmarked under the regeneration reserves to deliver this project. Expenditure on ICT projects providing technology and equipment to enable the Council to move forward and become more agile as part of the wider transformation project was £1.4m. The £0.338m spend on Building Improvements includes costs associated with the relocation project at 92-94 Westgate Street funded via reserves under the transformation project. Expenditure on Kings Walk is funded via the initial transfer agreement which enables the Council to drawdown funds to meet expenditure.
- 7.2 The nature of capital projects means that many of them span a number of financial years, budgets are set per project any unspent budgets at the end of any one financial year may be carried forward into the next
- 7.3 A summarised table for the Capital Programme is shown as Appendix 2.

8.0 Prompt payment performance

- 8.1 The Council aims to make payments to all suppliers promptly and in accordance with contract terms. The performance on invoice payments during the year is summarised in a table below. Overall, 93% of invoices received in the year were paid within 30 days of receipt (95% in 2017/18) and the average number of days to pay an invoice was 7 (6 in 2017/18).

	Q 1		Q 2		Q 3		Q 4		TOTAL	
Paid within 5 days	1,458	76%	1,328	69%	1,514	72%	1,568	78%	5,868	74%
Paid within 10 days	1,679	88%	1,538	80%	1,709	82%	1,788	89%	6,714	85%
Paid within 30 days	1,847	97%	1,704	89%	1,909	91%	1,920	96%	7,380	93%
Paid over 30 days	65	3%	214	11%	181	9%	80	4%	540	7%
Total Invoices paid	1,912		1,918		2,090		2,000		7,920	
Average Days to Pay	6		9		8		6		7	

9.0 Asset Based Community Development (ABCD) Considerations

9.1 There are no ABCD implications as a result of this report.

10.0 Alternative Options Considered

10.1 When consider how to reduce budgetary pressure or make savings officers explore a wide range of options.

11.0 Reasons for Recommendations

11.1 It is a good practice for members to be regularly informed of the current financial position of the Council. This report is intended to make members any of any significant issues in relation to financial standing and any actions that officers are taking in response to identified variances.

12.0 Future Work and Conclusions

12.1 Work will continue to reach savings targets or limit in year budget pressures. A further financial monitoring report will be produced for members at the end of the second quarter.

13.0 Financial Implications

13.1 All financial implications are contained within the report which is of a wholly financial nature.

14.0 Legal Implications

14.1 There are no legal implications from this report. One Legal have been consulted in the preparation this report.

15.0 Risk & Opportunity Management Implications

15.1 There are no specific risks or opportunities as a result of this report

16.0 People Impact Assessment (PIA):

16.1 A PIA screening assessment has been undertaken and the impact is neutral. A full PIA is not required.

17.0 Other Corporate Implications

Community Safety

17.1 None

Sustainability

17.2 None

Staffing & Trade Union

17.3 None

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2018/19 Outturn by Portfolio

Performance and Resources	18/19		Final		
	Budget	Actual	Variance	Q3	Change
Internal Audit	190	189	(1)	0	(1)
Financial and Corporate	1,264	1,468	204	67	137
Revenues and Benefits Admin	880	746	(134)	(143)	9
Housing Subsidy	(428)	(167)	262	(45)	307
IT	1,530	1,372	(158)	15	(173)
Human Resources	275	304	29	(3)	32
Communications	88	88	(0)	0	(0)
Legal Services	390	373	(16)	(37)	21
Contact Centre and Customer Services	403	463	61	34	27
Democratic Services	734	680	(54)	(24)	(30)
Total	5,325	5,516	192	(136)	328

Regen	18/19		Final		
	Budget	Actual	Variance	Q3	Change
Economic Development	213	177	(36)	(36)	0
Asset Management / Commercial Property	(2,119)	(1,837)	283	73	210
Parking	(1,128)	(1,093)	36	(86)	122
Senior Management	471	475	4	(11)	15
Markets and Street Trading	(261)	(125)	136	135	1
Total	(2,824)	(2,402)	422	75	347

Culture	18/19		Final		
	Budget	Actual	Variance	Q3	Change
Museums	202	398	197	204	(7)
Food and Drink	(40)	5	45	48	(3)
Guildhall	253	369	116	103	13
Aspire Client	(30)	(30)	0	0	0
TIC	98	150	52	27	25
Great Place	20	20	0	0	0
Marketing Gloucester	269	269	0	0	0
Total	770	1,181	410	382	28

Environment	18/19		Final		
	Budget	Actual	Variance	Q3	Change
Waste and Streetcare	4,578	4,466	(112)	112	(224)
Neighbourhood Management	44	34	(10)	1	(11)
Countryside and Allotments	81	120	38	36	2
Environmental Health	606	496	(110)	(72)	(38)
Flooding and emergency planning	105	107	2	(1)	3
Head of Service	69	61	(8)	(9)	1
Cemetery and Crematorium	(1,226)	(1,473)	(247)	(181)	(66)
Licensing	(253)	(249)	4	(18)	22
Total	4,005	3,562	(443)	(132)	(311)

Communities and Neighbourhoods	18/19		Final		
	Budget	Actual	Variance	Q3	Change
Voluntary Sector Grants	115	123	8	8	0
Community Strategy and Other Projects	148	191	43	4	39
Homelessness	1,035	1,345	310	275	35
Shopmobility	61	59	(3)	(3)	0
Health and Safety	3	2	(1)	(1)	0
Private Sector Housing	15	(18)	(33)	(48)	15
Total	1,378	1,702	325	235	90

Planning and Housing	18/19		Final		
	Budget	Actual	Variance	Q3	Change
Housing Strategy and SIB	0	(11)	(11)	(5)	(6)
Planning	167	124	(42)	(47)	5
Total	167	113	(53)	(52)	(1)

Scheme	Budget	Actual	Variance
	2018/19	Spend to date	
Kings Quarter development	2,972,000	4,401,847	1,429,847
Kings Walk Shopping Centre	-	311,215	311,215
City Centre Improvement Fund	654,219	107,173	(547,046)
HCA Regeneration - Commercial Rd Public Realm	7,980	-	(7,980)
GCC Building Improvements	215,160	338,032	122,872
ICT Projects	578,905	1,422,673	843,768
Housing projects	1,174,560	498,137	(676,423)
Drainage and Flood Protection Works	151,710	101,357	(50,353)
Townscape Heritage Initiative - HLF	427,095	169,185	(257,910)
Ranger Centre Barns/Storage	67,490	775	(66,715)
Horsbere Brook Local Nature Reserve works	86,310	2,302	(84,008)
Play Area Improvement Programme	116,560	2,086	(114,474)
Crematorium Cremator Improvements	45,000	-	(45,000)
Grant Funded Projects	13,135	35,386	22,251
Robinswood All Paths Project	74,180	5,317	(68,863)
GL1 Emergency Works	46,490	-	(46,490)
Tall Ships Easement	30,000	30,000	-
SWRDA Asset Transfer works	7,645	-	(7,645)
S106 Projects	733,135	529,690	(203,445)
TOTAL CAPITAL PROGRAMME	7,401,574	7,955,174	553,600

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Savings Monitoring 2018/19

Prior Year Savings

Service	Details: aim of the project	Target £000	Achieved £000	In Progress £000	At Risk £000	Comments	Status
Policy & Resources	Reduce postage costs	(20)	0	(20)	0	Digital mail project is due to go live early in 2019/20	☹️
Cultural and Trading	Guildhall Operational review	(55)	0	0	(55)	Although not achieved in the year, these have been addressed through amendments to the 2019/20 Budgets	☹️
Cultural and Trading	Museums Operational Review	(72)	0	0	(72)	Although not achieved in the year, these have been addressed through amendments to the 2019/20 Budgets	☹️
Total		(147)	0	(20)	(127)		

Savings Target 2018/19

Service	Details: aim of the project	Target £000	Achieved £000	In Progress £000	At Risk £000	Comments	Status
Communities	Review of Voluntary Sector Grants	(50)	(50)	0	0	Budgets have been reduced and new apportionment agreed by Cabinet	😊
Policy and Resources	Property Investment Strategy	(50)	0	(50)	0	No progress was made during 2018/19; however several projects are currently actively being pursued.	☹️
Cultural and Trading	Reduction of MGL Fee	(100)	(100)	0	0	Grant reduction agreed	😊
Total		(200)	(150)	(50)	0		
Savings Brought Forward		(147)	0	(20)	(127)		
Total		(347)	(150)	(70)	(127)		

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Gloucester City Council

Meeting:	Cabinet	Date:	10 July 2019
Subject:	Year End Performance Monitoring 2018-19		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	No	Budget/Policy Framework:	No
Contact Officer:	Tanya Davies, Policy and Governance Manager		
	Email:	tanya.davies@gloucester.gov.uk	Tel: 396125
Appendices:	1. Year End Performance Report 2018-19		

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 The purpose of this report is to inform Members of the Council's performance against key measures in 2018-19.

2.0 Recommendations

- 2.1 Cabinet is asked to **RESOLVE** that the Year End Performance Report for 2018-19 at Appendix 1 be noted.

3.0 Background and Key Issues

- 3.1 This report sets out the Council's performance against a set of 28 key indicators in 2018-19. This is the second annual report since the introduction of the new performance management system (PMS) and since the first report, quarterly monitoring has taken place via reports to Cabinet and the Overview and Scrutiny Committee.
- 3.2 Appendix 1 sets out performance for 2018-19 along with comparative data where possible. Where targets existed, these have been included along with a narrative to explain the data.
- 3.3 Throughout 2018-19 work has been ongoing around setting targets and thresholds for RAG statuses in order to present the data in an even more meaningful way. Alongside this work, the Strategy, Performance and Governance work stream of the Together Gloucester 2 Programme has been progressing. The Cabinet report seeking approval for the appointment of two new posts to support effective delivery of strategy, performance and project governance work provides more detail on this and outlines what the work stream has delivered to date. It also sets out the rationale for creating two new posts to support this work.

- 3.4 One deliverable from the work stream is a new service planning process and Service Plans for 2019-20 are in place setting out priorities for the year and associated KPIs. The intention is for the suite of KPIs to be reviewed to identify any changes to be made to the corporate performance report by quarter 2 at the latest.
- 3.5 Appendix 1 categorises performance by short term trend in order to provide up to date context, however the status of the KPI for the year as a whole is shown along with the final value for the year, plus the annual target and annual red threshold where these exist. In terms of annual performance, 12 KPIs are at green, six are at amber and three are at red. The remaining seven measures do not have a status either because they did not have a target set, they are data-only measures or the full year's data is not available.

4.0 Asset Based Community Development (ABCD) Considerations

- 4.1 ABCD is an important theme running through the Council Plan 2017-20 and the Council's commitment to this approach is reflected in Service Plans for 2019-20. The monitoring of those plans forms the basis for the wider corporate performance framework.

5.0 Environmental Implications

- 5.1 Performance indicators that relate to environmental matters are a key part of the Council's performance framework.

6.0 Alternative Options Considered

- 6.1 There are no alternative options.

7.0 Reasons for Recommendations

- 7.1 The Council is required to demonstrate value for money through the reporting on non-financial performance and this report fulfils that commitment in addition to enabling scrutiny of service performance by elected Members and members of the public.

8.0 Future Work and Conclusions

- 8.1 As explained in Section 3, subject to Cabinet approval, two new posts will be created and part of their role will be to oversee and progress the development of the performance framework and reporting mechanisms.
- 8.2 Corporate performance will continue to be reported on a quarterly basis to mirror financial monitoring arrangements, with an annual report produced at the end of each year.

9.0 Financial Implications

- 9.1 There are no financial implications resulting from the recommendations in this report.

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

10.0 Legal Implications

10.1 There are no legal implications resulting from the recommendations in this report.

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

11.0 Risk & Opportunity Management Implications

11.1 The ongoing development of the performance management framework contributes to the wider objective of Together Gloucester work stream 4 which is enable better prioritisation, governance and delivery of the Council's agreed corporate priorities and resources.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 This performance report is for information only, therefore a PIA is not required and there are no safeguarding matters to consider.

13.0 Community Safety Implications

13.1 There are no community implications resulting from the recommendations in the report.

14.0 Staffing & Trade Union

14.1 There are no staffing and trade union implications resulting from the recommendations in the report.

Background Documents: None

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GCC Year End Performance Report

This report sets out the Council's annual performance against a set of key performance indicators.

PI Status		Long Term Trends		Short Term Trends	
	Alert		Improving		Improving
	Warning		No Change		No Change
	OK		Getting Worse		Getting Worse
	Unknown (no target/no RAG thresholds)		Unknown (no comparative data)		Unknown (no comparative data)
	Data Only				

Short Trend Improving

PI Code	Measure	Year End Status	Short Term Trend	Long Term Trend
CGD1	Delivery of affordable housing units			
CGD5	Determination of major planning applications			
CGD6	Determination of minor planning applications			
CGD8	Number of housing completions			
CIE3	Percentage of total waste recycled			
CIE4	Missed Domestic Waste Collections			
COMM1	Twitter followers			
COMM2	Facebook followers			
CST1	Customer waiting time (face to face)			
CST3	Number of complaints			
H2	Number of homeless applications where a decision was made			
HR1	Staff Turnover			
HR4	Absence Rate			
RB2	Business rates collection (in year)			
RB3	Time taken to process Housing Benefit new claims			

Short Trend No Change

PI Code	Measure	Year End Status	Short Term Trend	Long Term Trend
CIE6	Number of Green Flags (parks and open spaces)			

Short Trend Getting Worse

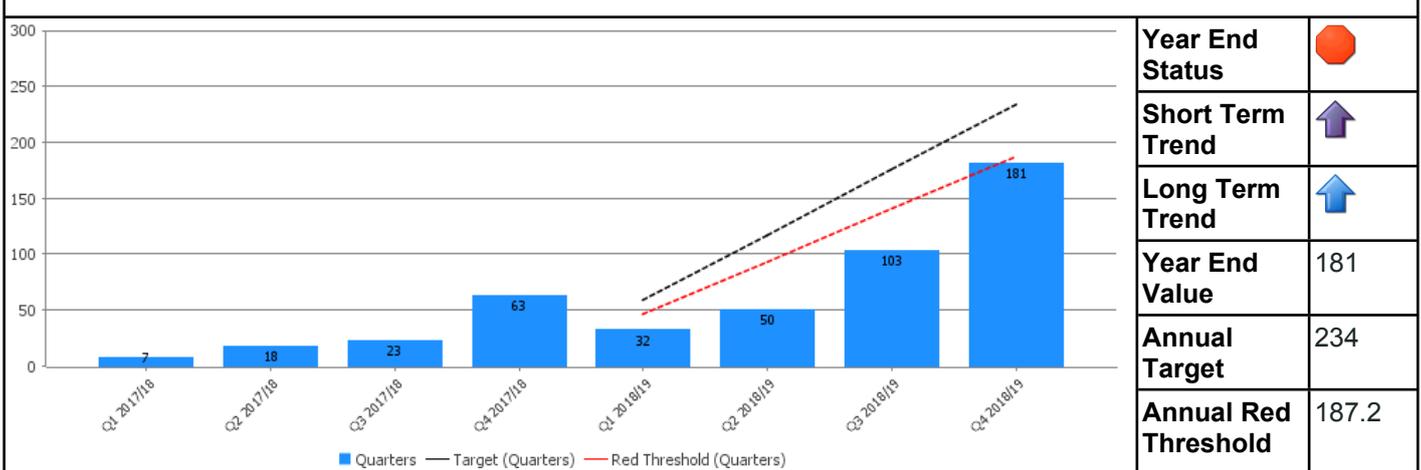
PI Code	Measure	Year End Status	Short Term Trend	Long Term Trend
CGD7	Determination of 'other' planning applications			
CIE5	Garden Waste Customers			
CST2	Customer waiting time (telephone)			
CST4	Percentage of complaints resolved within 10 working days			
CWB1	Percentage of broadly compliant food premises			
H1	Number of homeless applications made			
H3	Homeless households resident in temporary homes			
H4	Number of successful homeless preventions			
RB1	Council tax collection (in year)			
VE2	Museum of Gloucester Footfall			

Cannot group these rows by Short Trend

PI Code	Measure	Year End Status	Short Term Trend	Long Term Trend
F5	Financial Outturn vs. Budget (Year-End Position)			
VE1	Tourist Information Centre (TIC) Footfall			

CGD1 Delivery of affordable housing units

Number of affordable homes delivered, including: affordable rent; social rent; rent to homebuy; shared ownership; Low Cost Home Ownership discount. Data presented is cumulative across each year.



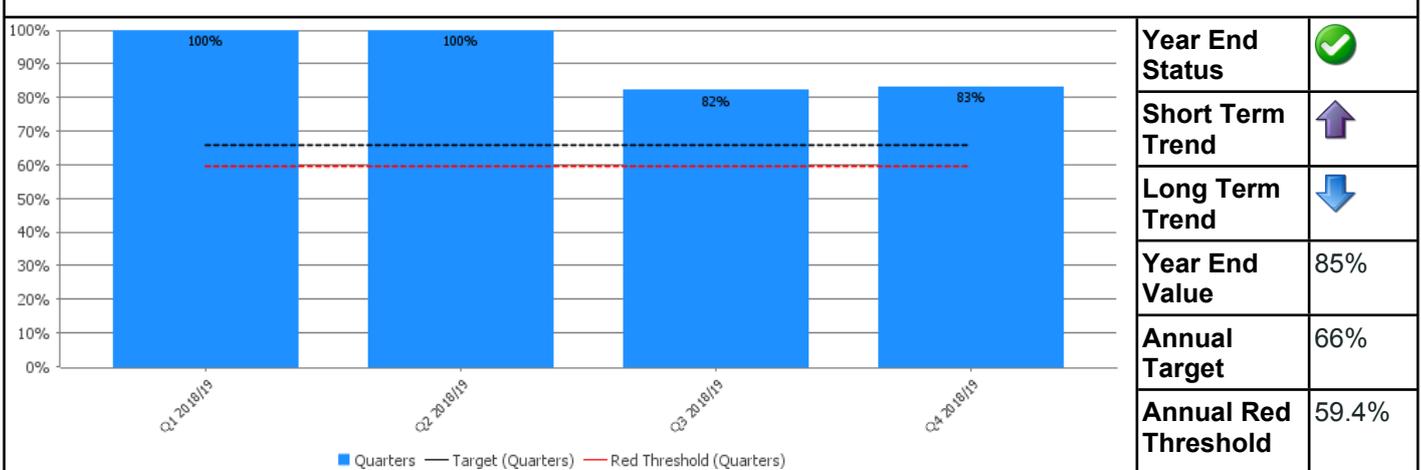
Year End Status	🔴
Short Term Trend	⬆️
Long Term Trend	⬆️
Year End Value	181
Annual Target	234
Annual Red Threshold	187.2

181 affordable units were delivered during 2018/19 within schemes at Kingsway, the Former Norville Factory, the former Kwiksave site, Edward Massey Gardens, St Aldates (Robinswood), and Winsley Road. Officers continue to work with the developers of these schemes as well as schemes in the pipeline to ensure an effective pipeline of homes that meets local housing needs.

The bulk of the homes delivered in 18/19 were affordable rent homes, where the rent is capped to Local Housing Allowance levels.

CGD5 Determination of major planning applications

Percentage of major applications where decisions were made within the agreed timescale or agreed extended period.

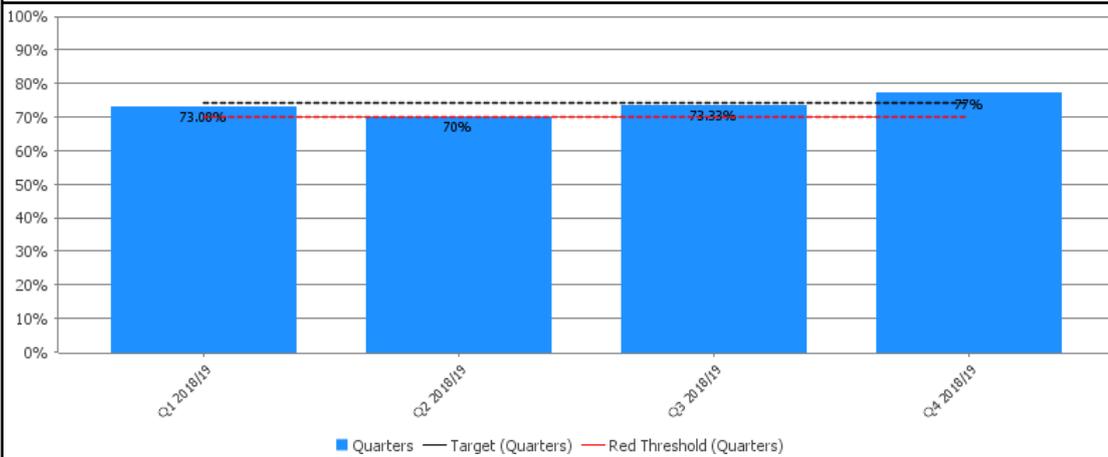


Year End Status	✅
Short Term Trend	⬆️
Long Term Trend	⬇️
Year End Value	85%
Annual Target	66%
Annual Red Threshold	59.4%

The out turn figure for the year as a whole is 85% of major decisions within agreed timescales. This excellent performance against the target of 66 % of major decisions within agreed timescales. 33 major permissions were issued in the year, including a significant number of complex and challenging major developments which are of critical importance to the future of the City. These include the former prison site, phase 2 of Monk Meadow, the refurbishment and extension of the Kings Walk Shopping Centre, Phase 2 of the Barbican car park and planning permissions a considerable number of new dwellings that will help meet the City’s need for housing.

CGD6 | **Determination of minor planning applications**

Percentage of minor applications where decisions were made within the agreed timescale or agreed extended period. The national target set by MHCLG is 70%.



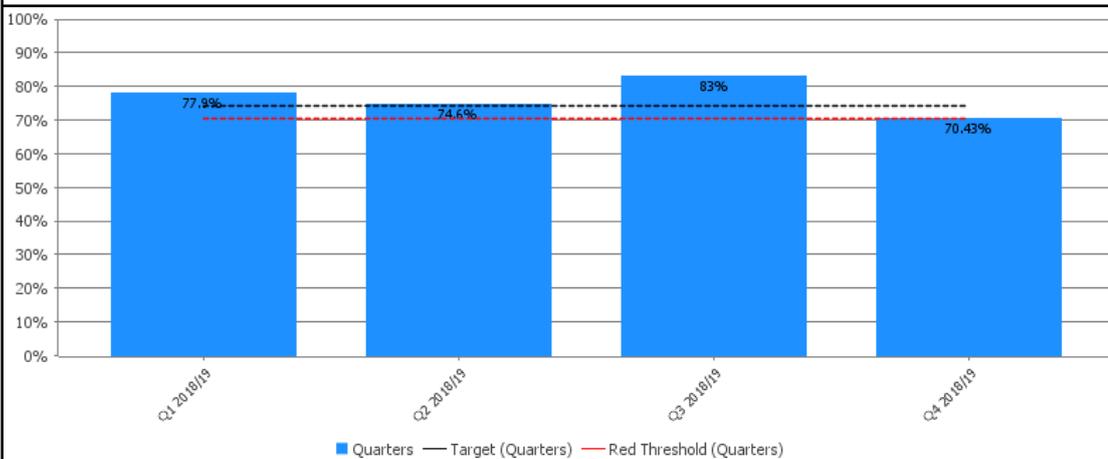
Year End Status	✔
Short Term Trend	↑
Long Term Trend	↑
Year End Value	74.8%
Annual Target	74%
Annual Red Threshold	69.93%

Performance within agreed timescales improved compared to previous quarters resulting in the performance for the year being just above the target of 74%, at 74.8 %.

Over the course of the year the Council has sought to continually improve its systems and processes to determine planning applications, including sharing key management positions with Tewkesbury Borough Council. We experienced challenges recruiting to key senior positions within the Development Management team during the early part of the year, but now have a strong team in place.

CGD7 | **Determination of 'other' planning applications**

Percentage of 'other' applications where decisions were made within the agreed timescale or agreed extended period.

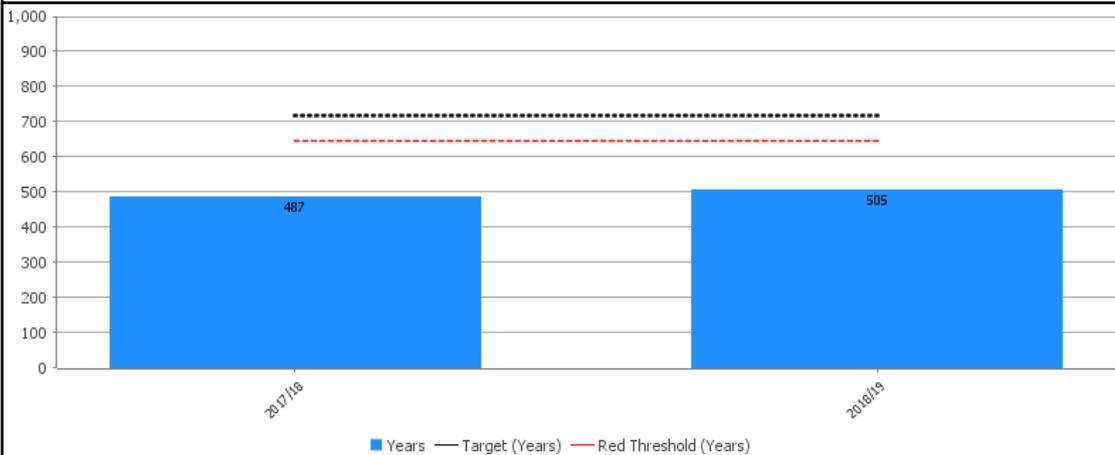


Year End Status	✔
Short Term Trend	↓
Long Term Trend	↓
Year End Value	76.48%
Annual Target	74%
Annual Red Threshold	70.3%

Over the course of the year the Council has sought to continually improve its systems and processes to determine planning applications, including sharing key management positions with Tewkesbury Borough Council. We experienced challenges recruiting to key senior positions within the Development Management team during the early part of the year, but now have a strong team in place. Equally, process transformation and issues relating to the relocation of the service to Shire Hall, diverted officers' time away from the delivery of the planning service, but both will have long term beneficial effects on the performance of the service.

CGD8 | **Number of housing completions**

The number of housing units completed annually.



Year End Status	
Short Term Trend	
Long Term Trend	
Year End Value	505
Annual Target	718
Annual Red Threshold	646

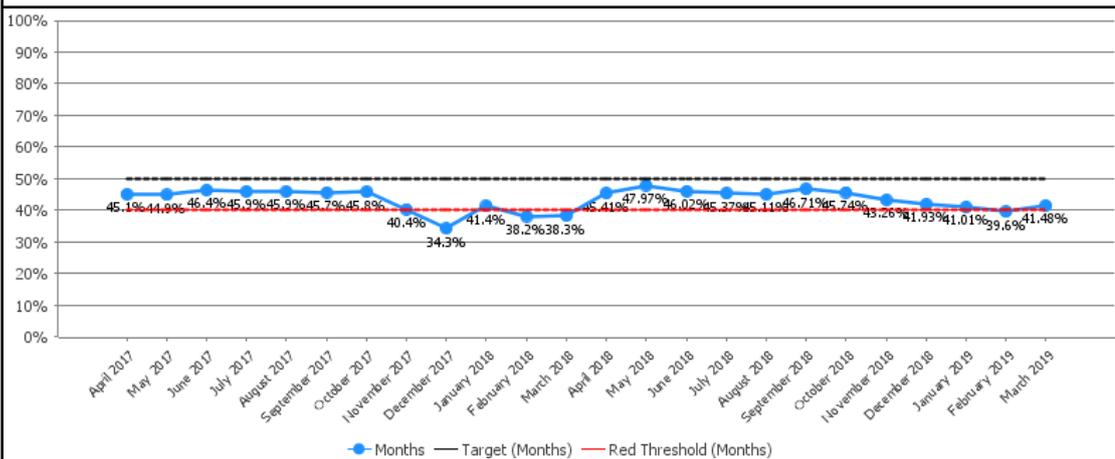
In terms of completions the city is up on the 487 last year (2017/18). One of the reasons for a relatively good figure is the delivery of Phase 1 of the Barbican Student Accommodation. The completions on this site were calculated at the 2:1 student ratio (as per the MHCLG Housing Delivery Test Guidance). Previously we used the calculation of 4:1 as per the JCS informal methodology.

Although the number delivered is again significantly below the level described in the Joint Core Strategy, it should be noted that this forecast was profiled based on anticipated completions, and that greater numbers are anticipated in the latter half of the JCS period.

Next year we can expect a very good year in terms of completions with a number of big sites due to deliver good numbers, to hopefully include:
 Bakers Quay, Monk Meadow, Bristol Road sites, Norvilles, Former Bishops College, Blackdog Way, Tall Ships, Kingsway, Land South of Grange Road, Land Adjacent Newark Farm, Land East of Hempsted Lane, Former Mail Centre, McCarthy & Stone.

CIE3 | **Percentage of total waste recycled**

The percentage of the total waste collected that has been recycled.

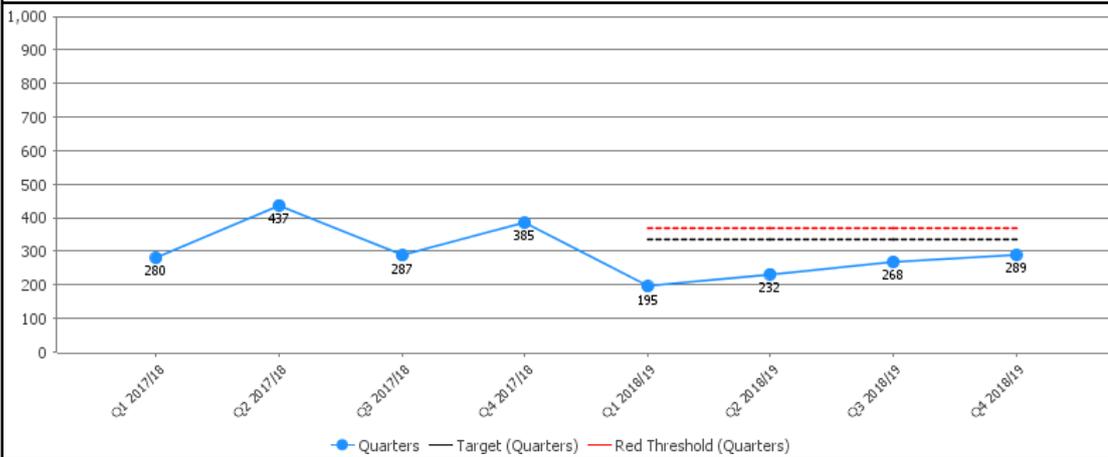


Year End Status	
Short Term Trend	
Long Term Trend	
Year End Value	44.13%
Annual Target	50%
Annual Red Threshold	40%

The overall percentage of waste recycled went up 1.34% when compared to the previous year. This was due to a reduction of 1625 tonnes of residual waste sent to landfill. Waste minimisation work was responsible for this success and has resulted in an additional 400 tonnes of food waste being diverted from landfill last year, all thanks to a successful funding application to WRAP which allowed a comprehensive food waste campaign in the summer of 2018 to take place. Waste from communal properties continues to reduce as a direct result of our extensive work with both residents and landlords, enhanced by our closed lid policy for waste bins.

CIE4 Missed Domestic Waste Collections

Number of reports from customers of missed domestic waste (black bin) collections.

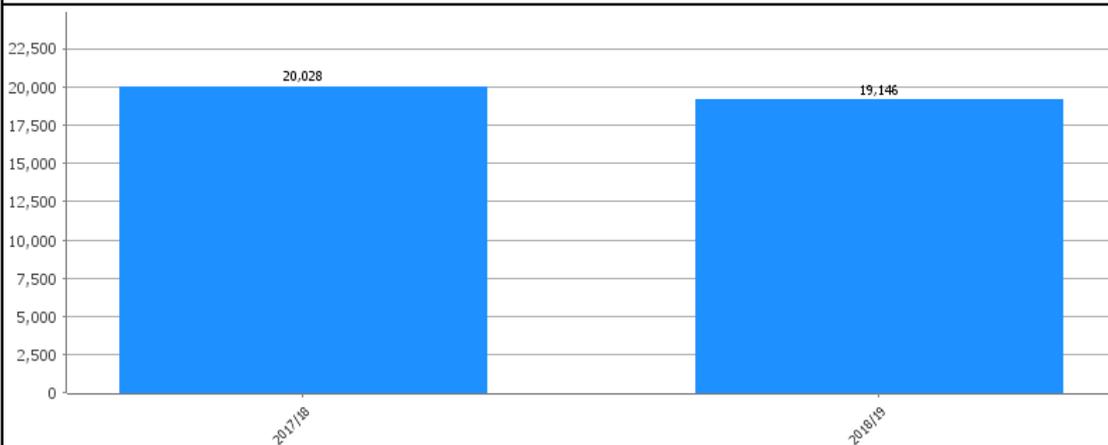


Year End Status	✔
Short Term Trend	↑
Long Term Trend	↑
Year End Value	984
Annual Target	1,340
Annual Red Threshold	1,030

During the course of the year 1,482,000 domestic waste collections are carried out. There have been 984 justified missed collections during this period, which is just 0.07% of all the collections carried out.

CIE5 Garden Waste Customers

The total number of subscribers to the garden waste collection service.

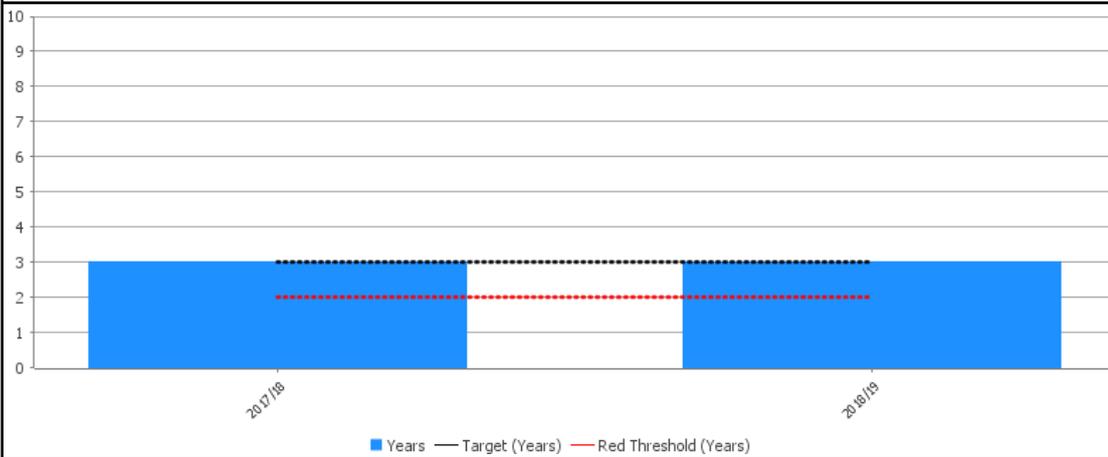


Year End Status	📈
Short Term Trend	↓
Long Term Trend	↓
Year End Value	19,146

The number of garden waste customers are slightly down from last year. Annual garden waste tonnages are also slightly down from 2017-18, and this can be attributed to the long hot dry summer last year.

CIE6 | **Number of Green Flags (parks and open spaces)**

The total number of Green Flags awarded to parks and open spaces in the City.



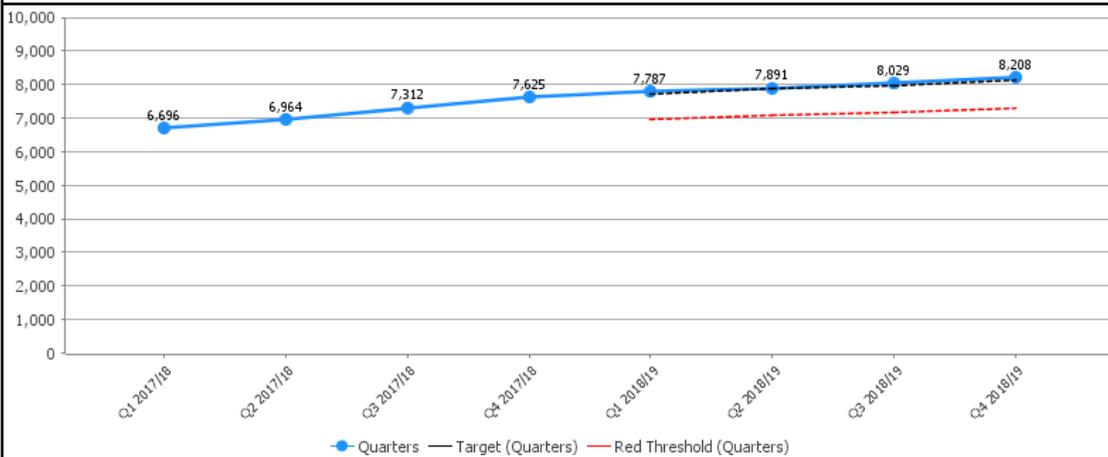
Year End Status	✔
Short Term Trend	▬
Long Term Trend	⬆
Year End Value	3
Annual Target	3
Annual Red Threshold	2

Saintbridge, Barnwood and Robinswood hill re-awarded.

Gloucester Park is not yet ready and will need work in building the Friends Group.

COMM1 | **Twitter followers**

Number of people who follow the Council's Twitter profile.

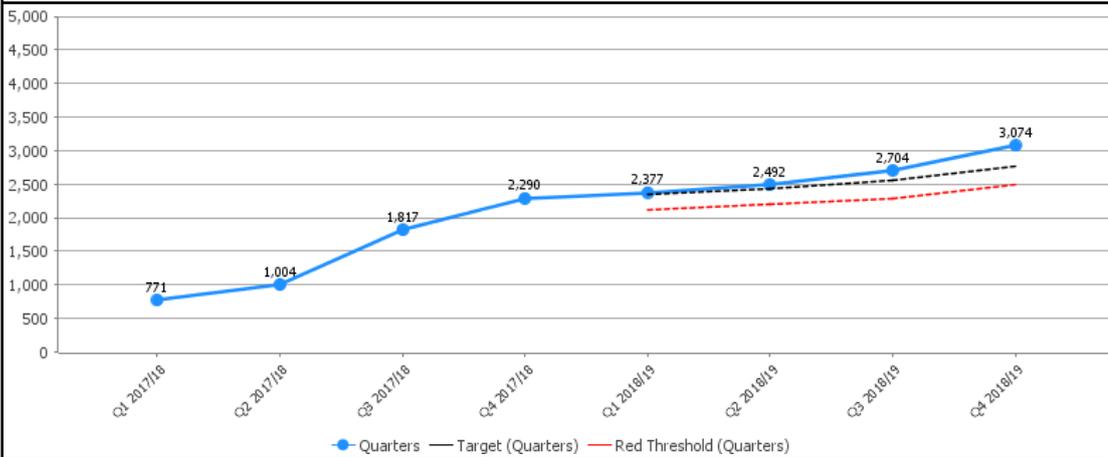


Year End Status	✔
Short Term Trend	⬆
Long Term Trend	⬆
Year End Value	8,208
Annual Target	8,124
Annual Red Threshold	7,312

A great concentration on publishing press releases on Twitter and using as part of the campaigns plan has generated an increase in followers. The times and days that Tweets are published is also considered to maximise reach.

COMM2 Facebook followers

Number of people following the Council's Facebook profile.

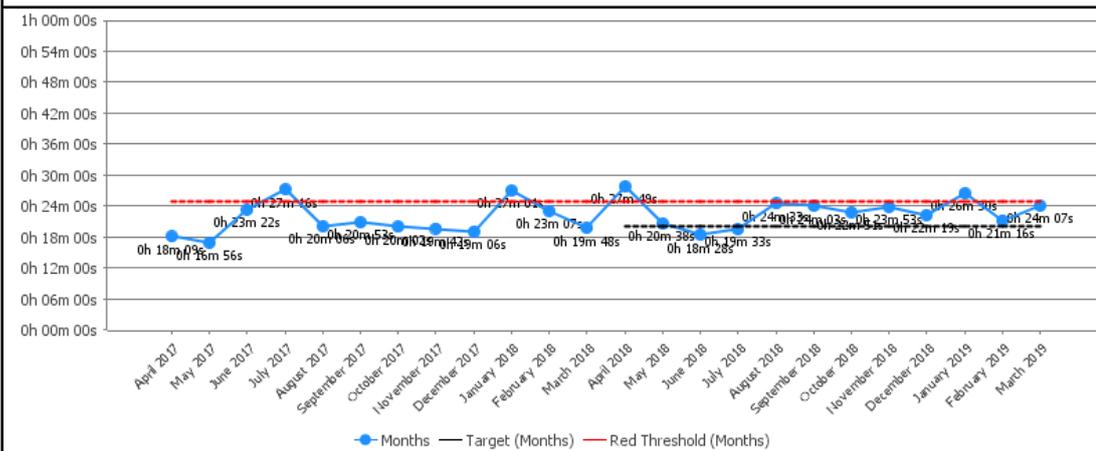


Year End Status	✔
Short Term Trend	↑
Long Term Trend	↑
Year End Value	3,074
Annual Target	2,761
Annual Red Threshold	2,485

An increased use of video and visuals as well posting at popular times when residents are likely to be on Facebook has brought about a steady increase in followers.

CST1 Customer waiting time (face to face)

The average time a customer waits in reception before being seen.



Year End Status	⚠
Short Term Trend	↑
Long Term Trend	↑
Year End Value	0h 23m 00s
Annual Target	0h 20m 00s
Annual Red Threshold	0h 25m 00s

The Council dealt with 20,773 customers for all face to face services (Housing and Customer Services) during 2018/2019. This was 6,727 less than in 2017/18. Customers who visited us at the Face to Face site had an average wait of 23m00s over the year. The highest wait time recorded for a month was 27m49s in April 2018 and the lowest wait time was in the month of June at 18m28s.

This high volume of mostly unannounced face to face contacts did result in average waiting time increasing from last year where the average wait time for the year 2017/18 was 21m13s. This increase was 1m47s.

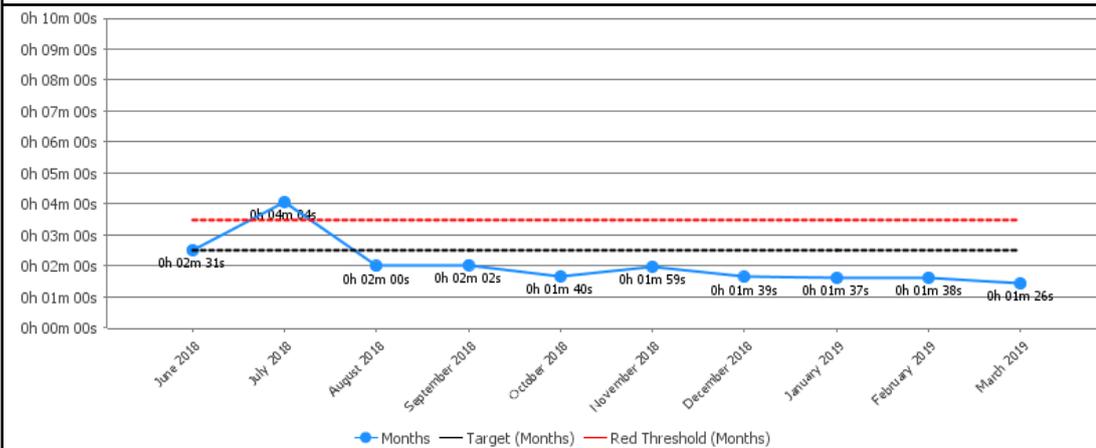
The largest volume of face to face enquiries was for housing benefit at 4843 which represented 23.3% of all enquiries. During 2018/19 2570 customers who approached and were given tickets to see an advisor abandoned the queue.

A number of successful actions have been taken across front-line services to improve waiting times. These include, but are not limited to, a more proactive approach to floor walking and queue management is being used to triage customer need and help avoid unnecessary wait times e.g. assisting customers with self-serve.

From April 2019 an appointment only system will be introduced. This change is a key step in our ambition for a modern customer services reception where customers are able to self-serve and interact with us online to resolve their enquiries. This is also the first step for us to reduce footfall to prepare us for our move of location. The introduction of appointments also allows for customers to be advised what paperwork to bring with them, what forms may need to be completed prior to the meeting and gives the Officer an idea of what the meeting is about and allow them to prepare. All of this will reduce the time taken in meetings making the meetings more streamlined and reducing the likelihood of them running over time and hence not keeping the next person waiting.

CST2 Customer waiting time (telephone)

The average time that a customer waits in a telephone queue before speaking to an officer, inclusive of the 90 second recorded welcome message.



Year End Status	✔
Short Term Trend	↓
Long Term Trend	↓
Year End Value	0h 02m 03s
Annual Target	0h 02m 30s
Annual Red Threshold	0h 03m 30s

The average speed of answer for the full year averaged out at 2m 03s against a target of 2m 30s. Q4 saw the lowest average speed of answer being 1 min 33 which compared to the previous quarter was a reduction of 13 seconds. Q2 saw the highest recorded average wait time for calls to be answered of 2m 42s.

Over the year we were offered 73971 calls and answered 67457. This was an abandoned rate of 8.80%. October saw the highest number offered at 6902 and December saw the lowest at 5038. However, a significant proportion of December's reduction in call volume is most likely attributed to the public holidays in December.

We had an average 1.78 staffed per month to take calls with December seeing the lowest at 1.3 and the most staff in February at 2.55. This was due to staff fluctuations across the year and sickness, maternity leave and annual leave.

The channel shift is likely to have a negative impact on calls in the early months as people will start to call the Council as they can no longer just pop in to reception. However, as our online capability increases we are likely to start to see a reduction in those higher levels which we expect to continue to reduce over the coming year. We have recruited some temporary staff resource to help manage this demand during this period.

CST3 Number of complaints

Total number of complaints received by the Council.



Year End Status	✔
Short Term Trend	↑
Long Term Trend	↑
Year End Value	1,443
Annual Target	2,984
Annual Red Threshold	3,282

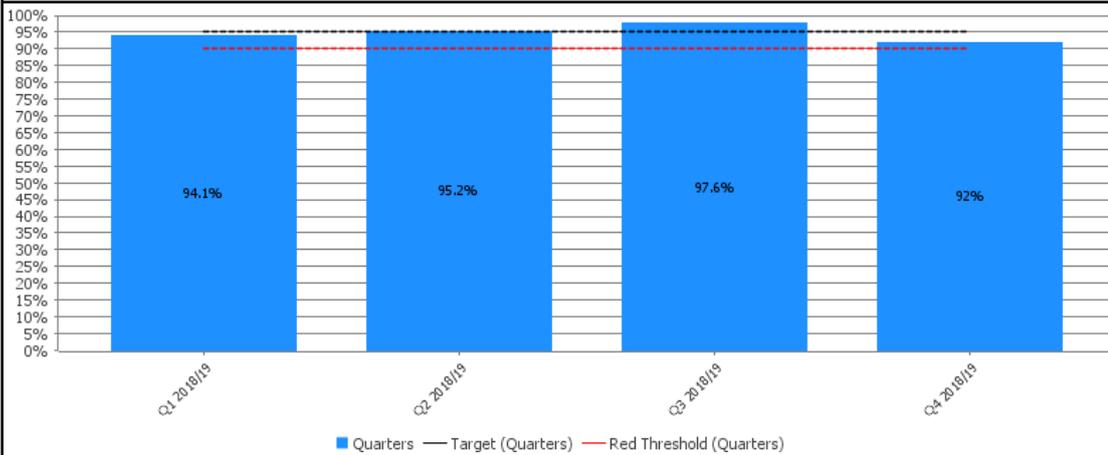
The Council received 1443 complaints in 2018/19 compared to 2985 in 2017/2018. This was 1542 less which was 51.65% less. 72% of the total number of complaints was directly related to services that Amey deliver on the council's behalf.

The lowest number of complaints received was in Q4 at 276 and the highest was in Q2 at 473.

A new complaints policy will also be introduced in 2019 with a view to differentiating between negative feedback and a genuine cause for complaint thus allowing Team Leaders/Managers to prioritise resource on managing complaints effectively and efficiently.

CST4 Percentage of complaints resolved within 10 working days

The percentage of all complaints to the council that are resolved within 10 working days and formally closed down.



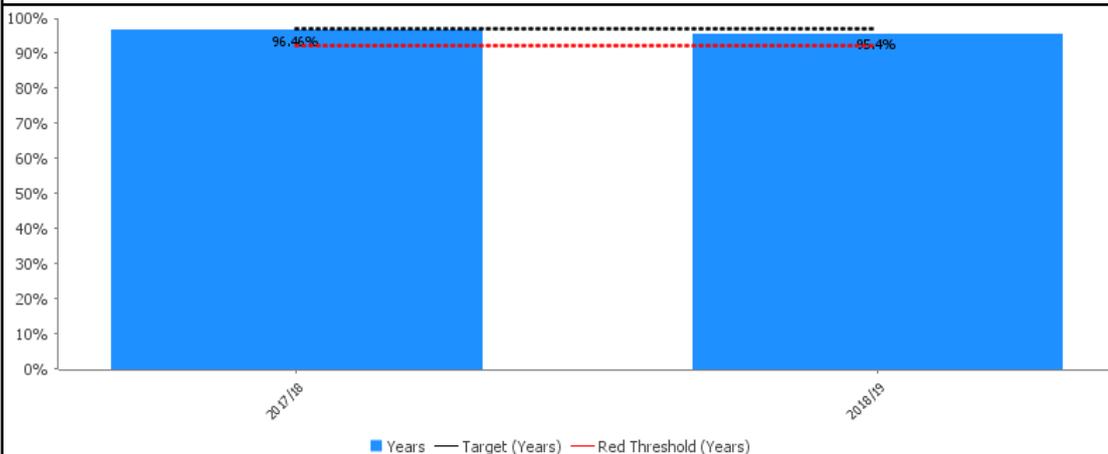
Year End Status	⚠
Short Term Trend	⬇
Long Term Trend	⬇
Year End Value	94.7%
Annual Target	95%
Annual Red Threshold	90%

93% of complaints received in 2018/19 were answered within 10 working days. Note that the data recording system does not log if extensions to time were notified to, or agreed with, the complainants.

With the ongoing transformation work the council intends to manage complaints via a different platform in the near future which will make complaint administration more user friendly thus enabling Team Leaders / Managers to close complaints down for monitoring and recording purposes.

CWB1 Percentage of broadly compliant food premises

Percentage of food premises that are classified as 'broadly compliant'.



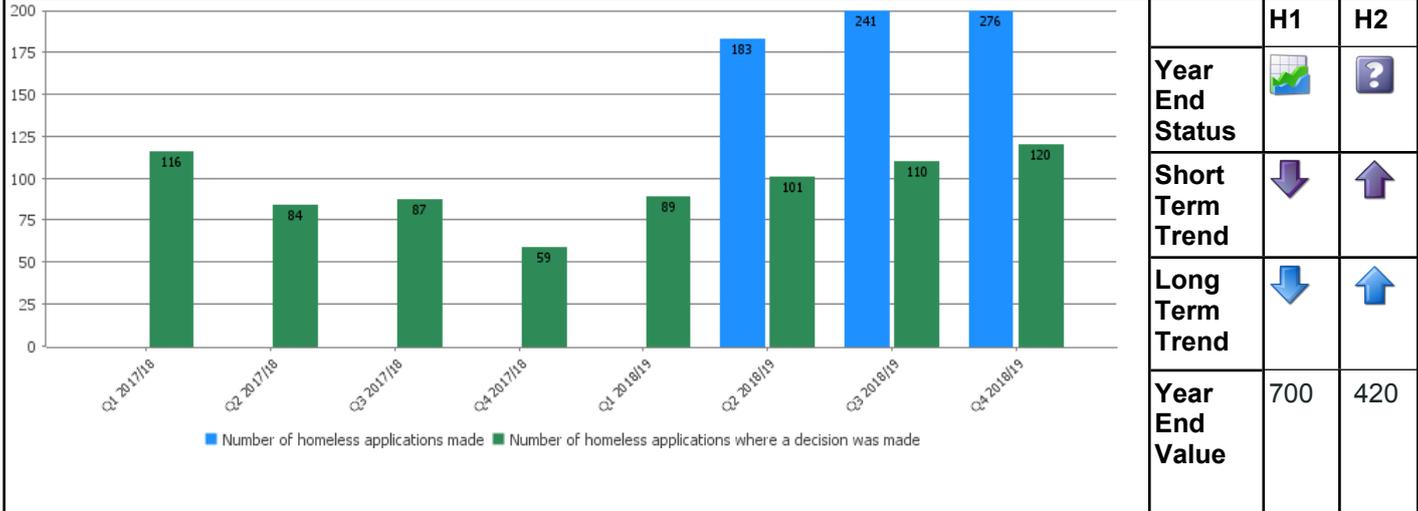
Year End Status	⚠
Short Term Trend	⬇
Long Term Trend	⬇
Year End Value	95.4%
Annual Target	97%
Annual Red Threshold	92%

In 2018/19, the percentage of broadly compliant food premises was 95.4% against a target of 97%. This measure has dropped by 1% this year and this is mainly due to new Officers and Officers in training creating some standardisation issues. This has now been rectified. The Community Wellbeing Service continue to support and engage with food businesses positively through an annual programme of inspections and where requested advisory visits, in order to bring about this high level of broad compliance.

F1	Financial Outturn vs. Budget (Year-End Position)
The final position for the Council as set out in the outturn report, was an increase in the General Fund of £37k. This is an improvement on the position reported in previous months. The Outturn report details the significant changes in the Council's financial position including earmarked reserve movements and capital expenditure.	

H1	Number of homeless applications made
Number of homeless applications made within the relevant period.	

H2	Number of homeless applications where a decision was made
Decisions made on homeless applications within the relevant period.	



The increase in the number of homeless applications made was expected this year due to the introduction of the Homelessness Reduction Act 2017 (HRA) being implemented. This implementation means that all households that are homeless (relief) or threatened with homelessness within 56 days (prevention) are able to present as homeless to the Local Authority. Prior to the HRA, if a household was threatened with homelessness previously there was no duty to take a full application and the household would be provided with advice and assistance. From the introduction of the HRA all households that fall in this category are considered homeless which accounts for the increase in applications.

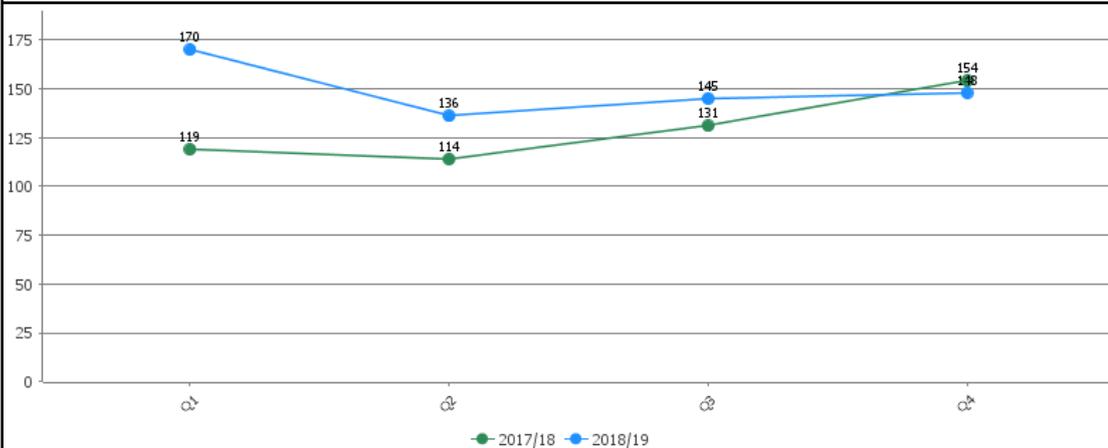
This year 420 decisions were made on homeless applications. This was an increase on 2017/18 but a decrease on 2016/17 figures. Over this period there have been significant changes in the Housing Team as part of Together Gloucester 1 and 2 as well as changes in legislation and systems.

Focus has and continues to be given to how homelessness applications can be determined more efficiently including technical training, ongoing process re-design and reviewing the scheduling of homelessness appointments. This ensures that officers have sufficient time to effectively manage appointments and retrieve the information they need to make a decision. This has started to be reflected in the data and is shown by the positive increase in this measure.

These decisions may be on applications made in this year or previous years so cannot necessarily be compared against the number of new applications.

H3 Homeless households resident in temporary homes

The number of homeless households resident in temporary homes at the end of each quarter.



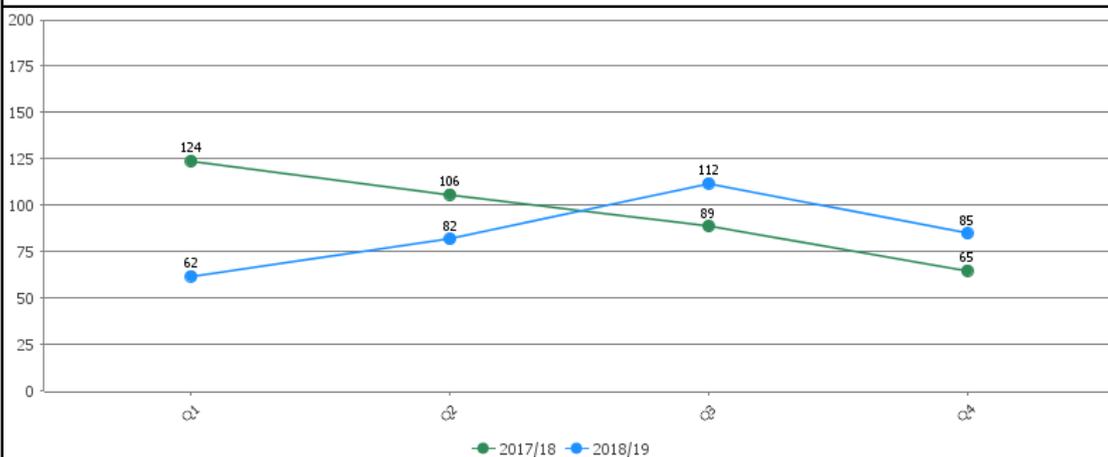
Year End Status	?
Short Term Trend	↓
Long Term Trend	↑
Year End Value	599

The numbers in temporary accommodation will fluctuate at any point in time. At the end of 2018/19 we saw an increase in homeless households resident in temporary accommodation. Officers are currently working hard to improve the throughput in temporary accommodation and it is hoped this number will decrease further, although we need to be cautious about the extent of future reductions as it is heavily dependent on the availability of new housing options. The main focus in this area has been on reducing out of county placements and family placements as a priority. Other beneficial measures include supporting more households via discretionary housing payment so that they can remain in own home or find alternative accommodation.

It is important to note that not all households counted in previous quarters necessarily remain in temporary accommodation this quarter. This number reflects the total in temporary accommodation and includes new homeless applicants.

H4 Number of successful homeless preventions

The number of households prevented from becoming homeless during the relevant period.



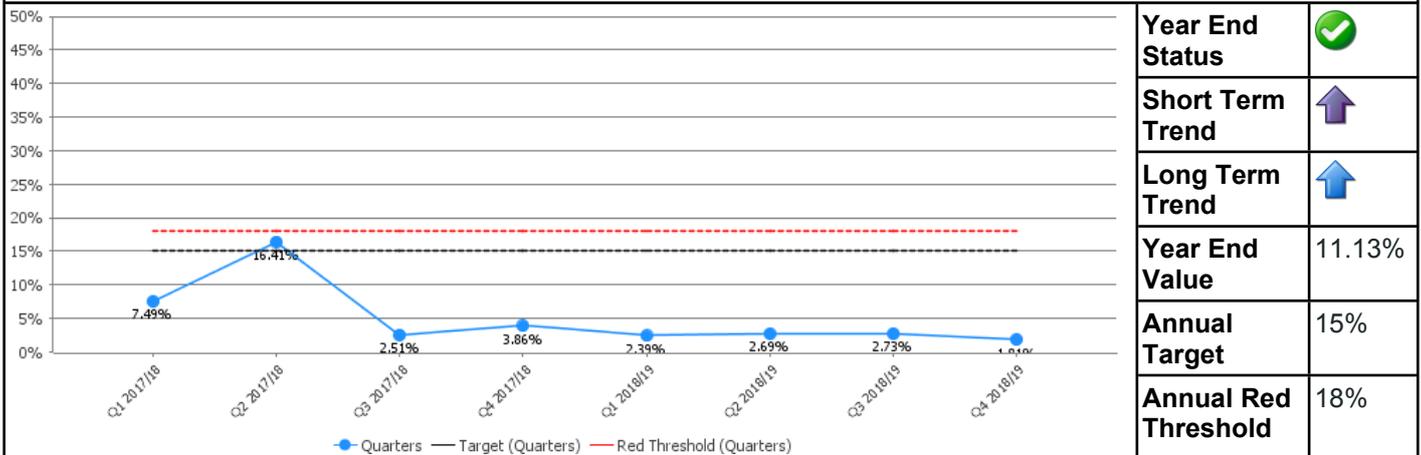
Year End Status	?
Short Term Trend	↓
Long Term Trend	↑
Year End Value	341
Annual Target	
Annual Red Threshold	

This year we assisted 141 households who were at risk of being made homeless to remain in their own home or find alternative accommodation. This PI is likely to fluctuate on a quarterly basis and is very much dependent on the characteristics of individual cases and officer performance.

The Homelessness Reduction Act 2017 has provided a focus for how councils undertake prevention work underpinned by the statutory obligation for each household at risk to have a personal prevention plan to be developed by their case officer.

HR1	Staff Turnover
------------	-----------------------

Number of staff leaving the organisation represented as a percentage.

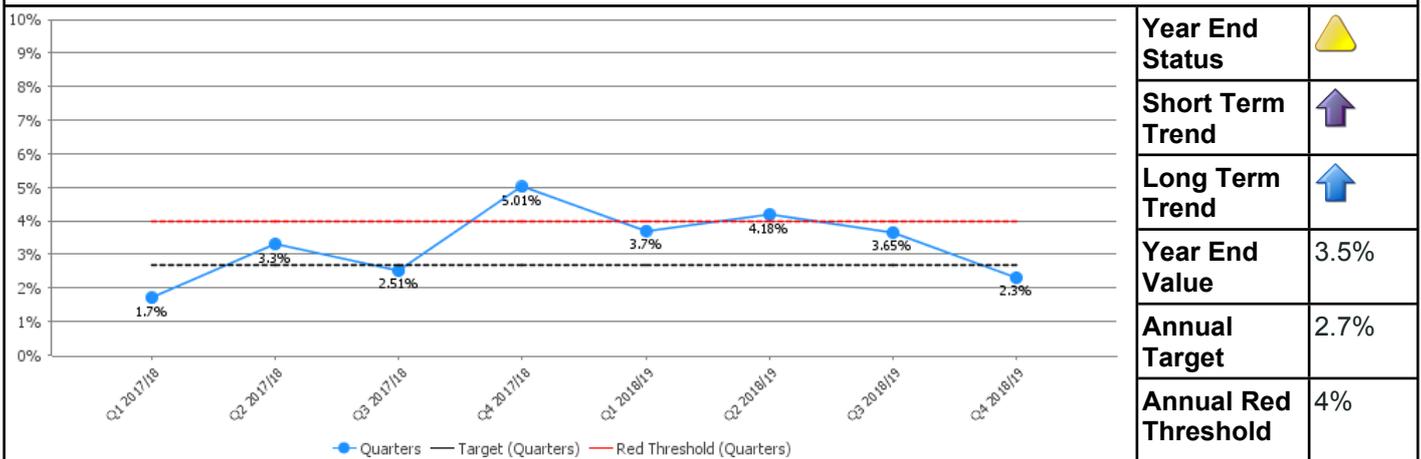


Year End Status	✔
Short Term Trend	↑
Long Term Trend	↑
Year End Value	11.13%
Annual Target	15%
Annual Red Threshold	18%

The voluntary turnover rate for 2018/19 is 11.13%, which represents 25 leavers during this year. This is below the annual target of 15% (public sector average), which is pleasing to note and represents a significant reduction on 2017/18's figure, which was impacted by the organisational restructure, which took place at that time.

HR4	Absence Rate
------------	---------------------

The percentage of total working days lost in the relevant period through sickness against the total available working days for that period.



Year End Status	⚠
Short Term Trend	↑
Long Term Trend	↑
Year End Value	3.5%
Annual Target	2.7%
Annual Red Threshold	4%

The absence rate for 2018/19 is 3.5%. Whilst this is above the annual target of 2.7%, the significant improvement noted for Quarter 4 where the absence rate stood at 2.3% (a reduction on Quarter 3's figure of 3.65%) demonstrates that effective attendance management practices and early HR and Occupational Health intervention are positively impacting absence levels. The absence rate for 2018/19 of 3.5% is slightly higher than that reported in 2017/18, however, it is important to note that robust policies, management guidance notes and procedures are in place to ensure that all absences are managed effectively and as per policy. Detailed management information is provided on a monthly basis to Service Managers showing those hitting the organisational absence trigger point so that managers can take appropriate action and seek early HR and Occupational Health advice and guidance to ensure that any absence concerns are managed in a timely manner. Training on effective absence management has also been provided to managers in addition to detailed management guidance. It is hoped that these positive interventions will result in an improvement in sickness absence levels over coming months.

RB1	Council tax collection (in year)
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Collection against the total council tax debit in cumulative format.

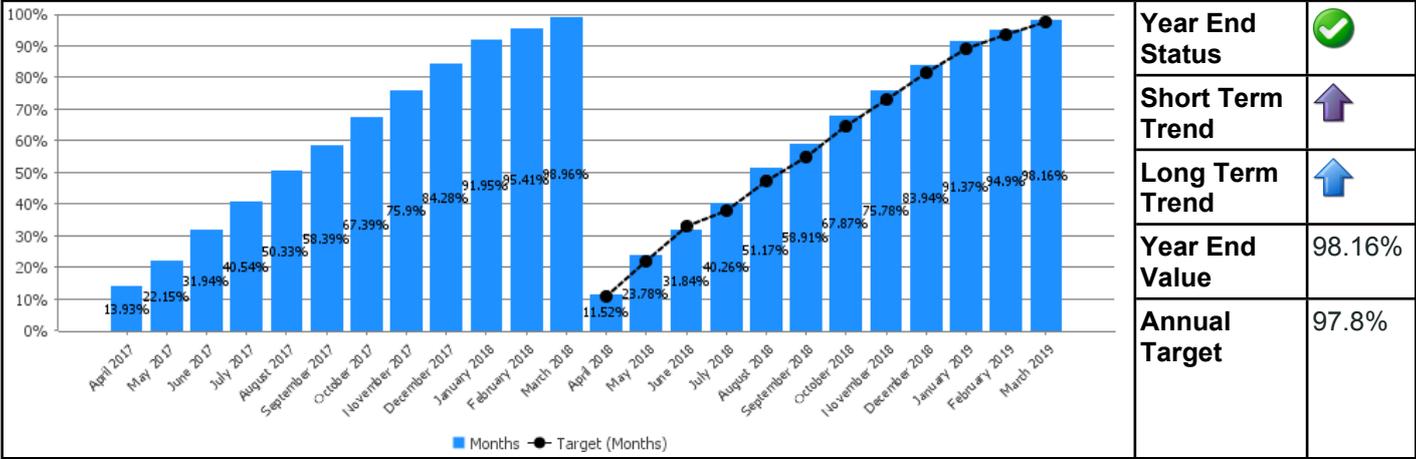


Year End Status	
Short Term Trend	
Long Term Trend	
Year End Value	96.71%
Annual Target	97%

Council Tax collected in year reached 96.71% narrowly missing the set target of 97% by a small amount of 0.29%. This is disappointing, however, going forward into the collection of the 2019-20 Council Tax a new approach has been implemented with immediate effect whereby for customers with numerous debts, the focus will be for them to pay the current year bill whilst 'chipping away' at historic older council tax. This focus should assist with the council tax collected in year.

RB2	Business rates collection (in year)
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Collection against the total business rates (NNDR) debit in cumulative format.

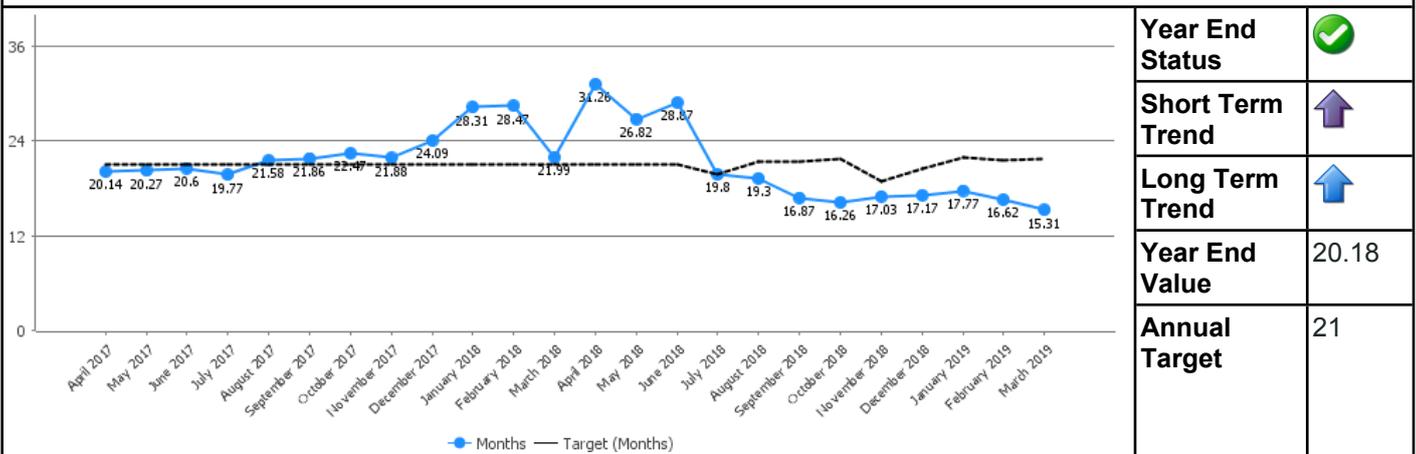


Year End Status	
Short Term Trend	
Long Term Trend	
Year End Value	98.16%
Annual Target	97.8%

Business Rates collected in year performed strongly and over achieved with a collection of 98.16% against a target of 97.8%. This bodes well moving forward into the 2019-20 financial year with the focus being on maintaining the sound performance of the 2018-19 year.

RB3 Time taken to process Housing Benefit new claims

The average number of days taken to process new housing benefit claims (in month).

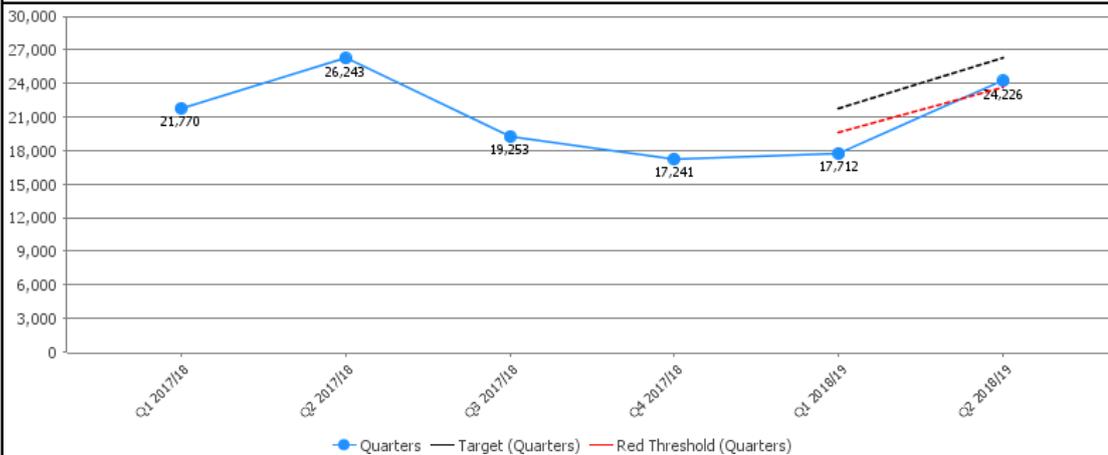


Year End Status	✓
Short Term Trend	↑
Long Term Trend	↑
Year End Value	20.18
Annual Target	21

The processing of new Housing Benefit claims over achieved on the expected target with the average processing time over the year achieving 20.18 days. This is a great achievement as the year began poorly, however, a change in focus has resulting in the Benefit Team developing a strategy to promptly tackle new claims. Moving forward into the 2019-20 financial year the team will be maintaining this strategy to ensure that they achieve target.

VE1 Tourist Information Centre (TIC) Footfall

Gloucester Tourist Information Centre is a free service to both local residents and visitors to the City of Gloucester. Typical users include tourists requiring information and directions and people making coach bookings and /or buying gifts/ event tickets. The performance measure relates to the total number of people visiting the premises in Southgate Street.



Year End Status	?
Short Term Trend	?
Long Term Trend	?
Year End Value	Data not available
Annual Target	17,241
Annual Red Threshold	15,516.9

As per the previous quarter, the equipment used to count the footfall into the TIC was faulty therefore not allowing the team to count the number of users. This equipment was not replaced as it was announced in February 2019 that the TIC would relocate into the Museum of Gloucester by the 1st April and later in the year, it would also have a presence at the Guildhall.

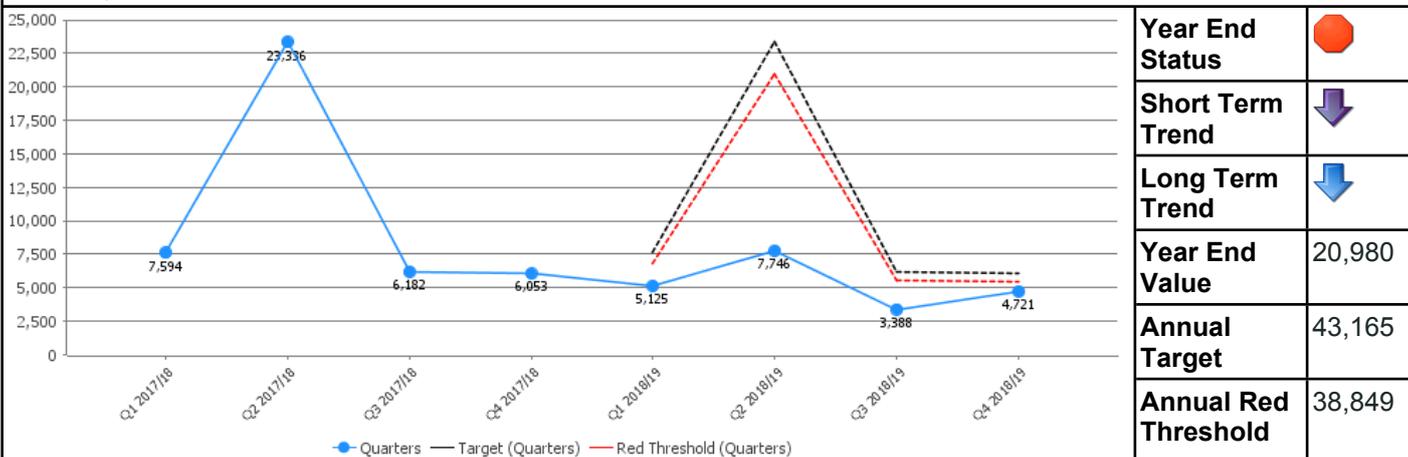
2018/19 has seen a challenging year for the Tourist Information Centre. There have been a number of successes specifically the management of the Gloucester History Festival ticketing; a significant cultural event in the city. The TIC team are the face of the festival, issuing tickets and providing information on the historical venues within the city. September also saw Gloucester Bus Station reopen after a period of regeneration. As expected, Stagecoach withdrew their service from the TIC and relocated it to the Bus Station. National Express bookings also decreased alongside a drop in commission. The Gloucester Ticket Shop continued to grow seeing over £100k of bookings being generated through this site.

With a drop in income, the increasing trend of finding information on the internet and with a number of cost savings required from the cultural venues, it became apparent that the TIC service should be delivered in a different way. The Museum of Gloucester and Guildhall were identified as suitable delivery locations for the service which allowed staffing resource to be better utilised and a reduction of overheads when previously in a sole-use location.

The relocation of the service finally took place at the end of March 2019 and we hope this will be the start of a new chapter at the Museum of Gloucester with the longer term view of also having a presence at the Guildhall.

VE2 Museum of Gloucester Footfall

The Museum of Gloucester is a paid-for visitor attraction within Gloucester. The displays and supporting service enable visitors to view objects from the City's Museum collection and the venue is used as a meeting point for various community groups. The Wheatstone Hall is offered as a hire space and members of the public can use the cafe, shop and toilets without having to pay an entrance fee. The performance measure relates to the total number of users entering the Museum for all the reasons listed previously.



The Museum of Gloucester has seen a decrease in footfall during the last quarter. This can be attributed to the extension of the Paul Nicholls Photography exhibition whereas normally, a new exhibition would have been installed during the last quarter to draw visitors into the Museum during this quieter time.

The final quarter saw some big decisions made about the running of the Museum. In February, it was announced that from the 1st April 2019, the Museum would drop its admission charges and would only charge fees for its events and blockbuster exhibitions. This may have deterred visitors from paying entrance in March.

During the final 4 weeks of March, the team were also busy relocating the Tourist Information service from its venue on Southgate Street into the Museum. This is an exciting move for both services as this should increase awareness of both services and will encourage increased activity within the Museum. This partnership has also enabled the Museum to increase its opening from 5 day to 6 days week.

A new Events and Marketing Officer has been recruited to specifically programme and market the Museum so this, along with everything mentioned previous and an exciting programme of events, we look forward to seeing increased footfall and income in 2019/20.

2018/19 saw the Aethelflaed exhibition which took place in the summer months to coincide with city celebrations for the anniversary. To follow this was the Paul Nicholls Photography Exhibition which ran over the winter months. Although both of these exhibitions are of great quality, neither of these draw in huge numbers of people when you compare them to Robots and Dinosaurs which have happened in previous years. When you compare both income and footfall from 2018 to 2017, income dropped by over 70% which is why programming needs to be well planned and in advance.

The Museums team have also been working closely with the Cheltenham Trust curatorial team to help support a number of function including depositions, loans, enquiries, accessions, conservation, collections management, events and exhibitions as well as the Life Museum transfer.

During a 3 weeks shut down period in December 2018, the Museum shop/cafe; received an upgrade with a shop refresh, upgrade to the self-service cafe; necessary painting took place and internal signage was upgraded which then followed the relocation of the Tourist Information service.

The team are really excited with what 2019/20 will bring and with the abolition of entrance fees coupled with the successful relocation of the TIC into the museum an increase in footfall is anticipated.



Meeting:	Cabinet	Date:	10 July 2019
Subject:	Council Tax ~ Civil Penalties		
Report Of:	Cabinet Member for Performance and Resources		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	No
Contact Officer:	Alison Bell – Intelligent Client Officer		
	Email: alison.bell@gloucester.gov.uk	Tel:	396014
Appendices:	A – Civil Penalty Scheme for Council Tax		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 The purpose of the report is to recommend the introduction of a Council Tax Civil Penalty Policy for those residents who make incorrect statements or fail to notify a change in their circumstances, fail to provide information or knowingly provide incorrect information therefore obtaining an incorrect council tax discount, reduction or an exemption from their council tax account.

The primary intention of the policy is for penalties to be used as a deterrent against fraudulent and incorrect claims for council tax reduction, discount or exemption

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that a Council Tax Civil Penalty Policy is implemented from 17 July 2019 which would see a £70 civil penalty imposed on those residents who knowingly obtain an incorrect discount or exemption from their council tax as outlined in Appendix A.

3.0 Background and Key Issues

3.1 Council Tax charges are the means by which local residents make a contribution towards the cost of local services, for example, the police, fire services, education and housing.

3.2 Discounts and exemptions are available to qualifying local council tax payers, based upon a variety of situations. The most common discount is a ‘Single Person Discount’ and currently this is applied to 19,657* households in the city, who declare they are eligible for this 25% discount by being the only adult in the household

- 3.3 The purpose of the Council Tax Civil Penalty Policy is to encourage residents to promptly report when their circumstances change, and when they are no longer eligible to receive discounts and exemptions.
- 3.4 Currently the onus rests with a council tax payer to update the Council should they cease to be entitled to receive a discount or exemption on their council tax account. There is currently no deterrent for not promptly reporting this change and it is often not discovered until much later, when the Council then has to re-issue bills and often bills for retrospective years too.
- 3.5 By way of reference other local authorities in Gloucestershire have a similar policy, which imposes civil penalties of £70** on those residents who make incorrect statements or fail to notify a change in their circumstances, fail to provide information or knowingly provide incorrect information therefore obtaining an incorrect council tax discount, reduction or an exemption from their council tax account.

* Information as at 21.05.2019

** £70 is the statutory amount set within the relevant legislation

4.0 Asset Based Community Development (ABCD) Considerations

- 4.1 A minority of people seek to abuse the system by incorrectly obtaining discounts, reductions or exemptions. This policy would deter such negative behaviour and make the system fairer to those who correctly adhere to the council tax rules. In addition, the Council will be better placed to set the most accurate Council Tax income base. This will result in fairer council tax bills for all City residents.

5.0 Environmental Implications

- 5.1 There are no environmental implications to be considered

6.0 Alternative Options Considered

- 6.1 The alternative is to not impose a penalty for failure to notify of a change of circumstances or making incorrect statements, and for the system to remain as it currently is. By retaining the current approach there is no incentive for council tax payers to promptly report any changes. Should the changes be discovered at a later date, then tax payers will merely be billed for the council tax shortfall without any penalty.

7.0 Reasons for Recommendations

- 7.1 Gloucester City Council is keen to promote and encourage people to apply for reductions, discounts and exemptions, however, there must also be a deterrent to discourage the minority who seek to abuse the system by incorrectly claiming discounts, reductions or exemptions
- 7.2 The Council has a duty to ensure that all applications for council tax reductions, exemptions and discounts are correctly awarded. It has a further responsibility to prevent and detect fraud and protect public funds. The Council will take action,

including legal recovery, in order to recover all council tax liability that results from fraudulent action or a person's failure to notify a change of circumstances.

- 7.3 The introduction of a penalty should encourage the regular reporting of changes in respect of council tax discounts, exemptions and reductions. In turn this will ensure that the Council will be better placed to set the most accurate Council Tax income base. This will result in fairer council tax bills for all City residents.

8.0 Future Work and Conclusions

- 8.1 Currently all Council tax bills issued by Gloucester City Council warn that a £70 penalty could be imposed should changes fail to be reported, however, the Council have never executed this, and for completeness, communication of this policy will be provided to the public via press releases on social media.

9.0 Financial Implications

- 9.1 Civil penalties will generate an additional income fund, however, the primary incentive for this policy is to act as a deterrent against fraudulent claims and for claimants to provide accurate information so their claims to council tax reduction, exemption and discount can be correctly assessed. It is also pertinent to note that the prompt reporting of changes in respect of council tax discounts, exemptions and reductions will ensure that the Council will be better placed to set the most accurate Council Tax income base. This will result in fairer council tax bills for all City residents.

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

10.0 Legal Implications

- 10.1 A civil penalty of £70 can be imposed for two reasons under Regulations 12 and 13 of **The Council Tax Reduction Schemes (Detection of Fraud and Enforcement) (England) Regulations 2013**

i) for making incorrect statements (Regulation 12). This is where a claimant negligently makes an incorrect statement or representation, or negligently gives incorrect information or evidence in, or in connection with, the council tax reduction award or application; and if the claimant fails to take reasonable steps to correct the error

ii) for failing to notify a change of circumstances (Regulation 13). The claimant is required to promptly notify the Council of any relevant change of circumstances which would mean that their entitlement to council tax reduction would be reduced. Notification should be within 21 days of the change or as soon as reasonably practicable after the change, whichever is later

Schedule 3 of the **Local Government Finance Act 1992** allows Councils to impose a civil penalty of £70 in cases where a resident fails, without a reasonable excuse, to supply information (or negligently supplies incorrect information). Where a £70 penalty has been imposed and a further request to supply information is made, additional penalties of £280 may be imposed for each subsequent failure to provide requested information

Councils are able to prosecute for Council Tax and Council Tax Reduction Scheme fraud. This would be considered by the relevant officer and reviewed by One Legal in accordance with the Council's Anti-Fraud and Corruption Policy and the Code for Crown Prosecutors, on a case by case basis as to whether they meet the evidential and public interest tests for prosecution. Prosecution may be undertaken under Regulation 10 of **The Council Tax Reduction Schemes (Detection of Fraud and Enforcement) (England) Regulations 2013**. Offences would also be considered under other legislation such as **The Fraud Act 2006**

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

11.0 Risk & Opportunity Management Implications

11.1 It may be difficult to collect any increased Council Tax and associated penalties due, but all available options will be explored to mitigate this risk.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 A PIA screening assessment has been undertaken and the assessment did not identify any potential or actual negative impact, therefore a full PIA was not required.

13.0 Community Safety Implications

13.1 There is no implication to community safety

14.0 Staffing & Trade Union Implications

14.1 Not applicable

Background Documents:

Gloucester City Council – Anti Fraud and Corruption Policy

https://www.gloucester.gov.uk/media/1318/gcic_anti_fraud_policy_strategy-2017-2019.pdf

Welfare Reform Act 2012

https://www.legislation.gov.uk/ukpga/2012/5/pdfs/ukpga_20120005_301118_en.pdf

Local Government Finance Act 1992

https://www.legislation.gov.uk/ukpga/1992/14/pdfs/ukpga_19920014_en.pdf

The Fraud Act 2006

https://www.legislation.gov.uk/ukpga/2006/35/pdfs/ukpga_20060035_en.pdf

Gloucester City Council

Civil Penalty Policy for Council Tax

Background

Council Tax charges are the means by which local residents contribute towards the costs of local services, such as the police, education, fire services and housing.

Gloucester City Council are responsible for the billing, administration, collection and enforcement of Council Tax in the City.

Discounts, reductions and exemptions are available to qualifying local council tax payers based upon a variety of situations. The most common discount awarded is a 'Single Person Discount'. This 25% discount from a council tax account is currently awarded to 19,657* Gloucester households on the basis that there is only one liable adult in that household.

Whilst the City Council is keen to promote and encourage genuine people to apply for reductions, discounts and exemptions, there must also be a deterrent to discourage the minority who seek to abuse the system by incorrectly claiming discounts, reduction or exemptions. Currently, there is no deterrent for not promptly reporting changes and thus the purpose of the Civil Penalty policy is to encourage residents to promptly report when their circumstances change, and when they are no longer eligible to claim and receive discounts, reductions or exemptions.

Fraud

Council Tax fraud is where a person, dishonestly or not,

- Makes a false statement, declaration or representation; or
- Is involved in a failure to notify a relevant change of circumstances; or
- Omits relevant information

for the purpose of obtaining or retaining a reduction in council tax liability for themselves or others

*data as at 21.05.2019

Policy Purpose

The introduction of a Civil Penalty policy is to encourage residents to promptly report to the Council when their circumstances change and when they are no longer eligible to receive reductions, discounts and exemptions. The penalty scheme will act as a deterrent.

The regular reporting of changes in respect of council tax discounts, exemptions and reductions will ensure that the Council will be better placed to set the most accurate Council Tax income base. This will result in fairer council tax bills for all City residents.

This policy, along with associated policies (such as the Anti-Fraud and Corruption policy and strategy) and procedures will ensure a consistent approach to the detection, sanction and recovery of losses as a result of fraud and corruption activity.

The policy will reinforce the message that the City Council will act robustly, taking positive action against abuse of funds and underpins this authority's zero tolerance to fraud and corruption within public finances.

Civil Penalty Policy

The Council has a duty to ensure that all applications for council tax reductions, exemptions and discounts are correctly awarded and has a responsibility to prevent and detect fraud and protect public funds. The council will take action, including legal recovery, in order to recover all council tax liability that results from fraudulent action or a person's failure to notify a change of circumstances. This action can include imposing a civil penalty of £70** where a person:

- Makes an incorrect statement or representation, or negligently gives incorrect information or evidence in, or in connection with, an application for a reduction under the Council Tax Reduction Scheme
- Fails to take reasonable steps to correct the error promptly
- By making an incorrect statement or representation is awarded a discount, exemption or council tax reduction, which is greater than the amount to which the person was entitled
- Without reasonable excuse, fails to give prompt notification of a relevant change in circumstances, and that failure results in the award of a discount, exemption or council tax reduction which is greater than the amount to which the person was entitled

Factors when considering if a penalty is appropriate

There are certain factors which could be considered 'aggravating' when considering whether a civil penalty is appropriate:

- A false statement
- Collusion with another person (such as a landlord or employer)
- The period over which the reduced liability occurred
- The monetary amount gained
- Previous recorded offences of same or similar nature or a persistent offender
- Positions of trust
- The discount / exemption being false from the outset

Factors when considering if a penalty is not appropriate

There will be exceptions and each penalty decision will be made in isolation having regard to the customer's ability to handle their own personal and financial affairs and any vulnerability issues. Examples of potential exceptions to the penalty could be:

- The offence is minor
- Health and welfare issues
- The value of the offence is relatively low
- Medical conditions
- Other social factors

**£70 is a statutory amount set within the relevant legislation

Applying the policy

A senior manager in the Revenues and Benefits service will decide which cases are suitable for a civil penalty, having regard to this policy and the circumstances of each individual case. A written decision notice will be issued to the Council Tax Payer explaining why a civil penalty has been imposed. The notice will include information on how to appeal and will be sent with either;

- a revised council tax bill showing the amended amount of council tax now due following the imposition of the civil penalty

- a sundry debtor invoice for the penalty with instruction on how to make payment

This is not a huge demand on available resource and can be absorbed within the current Council Tax framework

Application of the penalty

Currently all council tax bills advise that should a tax payer fail to report changes, then they can face a civil penalty of £70. This appears in print, on the bills, however, the Council have not imposed this penalty.

The council tax bill also clearly shows any discounts, reductions and exemptions made to the bill. It also includes a reminder to the taxpayer that any changes in their circumstances that could affect the bill, must be promptly reported. Any council tax penalty imposed will either be applied to the current council tax bill and will be collected via the normal billing process, or will be invoiced as a sundry debt.

Both of these methods will explain how the penalty can be paid.

Appeals

If a customer does not agree with the imposition of a civil penalty, then they have the right to appeal. An appeal must be made in writing within one month of the penalty being imposed, clearly outlining the grounds for appeal. An appeal will be forwarded to the client officer team for a reconsideration to be made. The outcome of the appeal will be made within 14 days and the customer advised in writing of the appeal decision.

If a customer remains dissatisfied, then they may appeal directly to the Valuation Tribunal.

Legal

Legal statutory powers already exist which allow the Council to impose civil penalties in a number of circumstances - the powers are:

- The Welfare Reform Act 2012 which introduced several measures to tackle fraud and error in the benefit and tax credit systems
- The Council Tax Reduction Schemes (Detection of Fraud and Enforcement) (England) Regulations 2013 allows Councils to impose a civil penalty of £70 in those cases where a claimant fails, without reasonable excuse, to supply information (or negligently supplies incorrect information) which results in a council tax reduction [support] overpayment
- Schedule 3 of the Local Government Finance Act 1992 allows Councils to impose a civil penalty of £70 in cases where a resident fails, without a reasonable excuse, to supply information (or negligently supplies incorrect information). Where a £70 penalty has been imposed and a further request

to supply information is made, additional penalties of £280 may be imposed for each subsequent failure to provide requested information

- Councils can prosecute Council Tax and Council Tax Reduction Scheme fraud. Fraud is where a person whilst applying for, or in receipt of a Council Tax discount, exemption or reduction makes a false statement, produces a false document and/or fails to give prompt notification of a relevant change in circumstances which the person knows will affect the discount, exemption or reduction they are entitled to, or are claiming, or are in receipt of. Matters can be prosecuted under The Council Tax Reduction Schemes (Detection of Fraud and Enforcement) (England) Regulations 2013 and potentially other legislation such as the Fraud Act 2006 dependant on the nature of the offences.

Civil Penalties will generate an additional income fund, however, the primary incentive for introducing this policy is for penalties to act as a deterrent against fraud and error

Regardless of whether or not a penalty is imposed in a case the Council will make every attempt to collect all council tax owed as the result of false applications for reductions, exemptions and discounts. This action will include pursuing all available methods of recovering the debt due, including taking civil action where necessary.

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Meeting:	Cabinet	Date:	10 July 2019
Subject:	Gloucester Heritage Strategy 2019 -2029		
Report Of:	Cabinet Member for Regeneration and Economy		
Wards Affected:	All		
Key Decision:	Yes	Budget/Policy Framework:	No
Contact Officer:	Charlotte Bowles-Lewis Principal Conservation Officer		
	charlotte.bowles-lewis@gloucester.gov.uk	Tel:	396855
Appendices:	1. Gloucester Heritage Strategy 2019-2029 2. March Consultation Responses to Draft Strategy		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To inform Cabinet of the approach taken to the production of the Gloucester Heritage Strategy, 2019 to 2029, present the representation received on the draft Strategy, and to secure Cabinet’s approval to adopt the strategy.

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that the Gloucester Heritage Strategy 2019 to 2029 be adopted.

3.0 Background and Key Issues

3.1 The draft heritage strategy was reported to Cabinet in February 2019. This report sets the out the aim of the strategy, funding and work completed to inform the drafting of the strategy and consultation events completed last summer.

3.2 The Heritage Strategy 2019-2029 will provide the golden thread embedding the historic environment in the heart of the City and setting out heritage as a key component in the City’s identity. A copy of the strategy, amended to incorporate consultation responses, is included at Appendix 1.

3.3 The aim of the Heritage Strategy is to promote the adoption of a positive, dynamic and holistic approach to heritage within the City, making the best use of heritage assets to maximise benefits for regeneration, museums, archives, economic development, tourism and the community. The Heritage Strategy provides twenty-one opportunities to embed the historic environment within regeneration,

community, tourism and branding, the business community and culture to provide a strategic overview. The adopted Strategy will inform the preparation of the Gloucester City Plan, and will provide material evidence to underpin relevant policies relating to the historic environment.

3.4 The draft strategy was formally consulted upon between the 1st March and 31st March. The strategy was available on the council website and during the period of consultation received 62 views. The consultation was also publicised on social media and presentations provided to the Planning Policy Working Group and the Regeneration Advisory Board.

3.5 Written consultation responses were received from 19 individuals. Detailed responses are set out within the consultation response sheet, see Appendix 2.

3.7 As a result from the consultation amendments to the strategy include the following:

- Delivery mechanism for the strategy to be clearer - not just City Council
- Include strengths for festivals and ability to achieve grant funding
- Opportunities to enhance marketing and branding and wider engagement to encourage national and international visitors
- Create separate sections for museum and collections, and archaeology
- Include Museum Development Plan as an opportunity together with online catalogue
- Add greater emphasis to design section and related opportunity
- Governance Section 4.1 amended with Regeneration Advisory Board taking lead for Heritage Strategy and greater partner involvement
- New Opportunity 21 for updating in-house archaeological SPD guidance

3.7 The strategy has been written as a collaboration between local and national heritage organisations, including the City Council, Gloucester Culture Trust, Gloucester Civic Trust, Gloucester Historic Buildings Trust, Gloucester Heritage Forum and Historic England. Its delivery will require collaboration and close working between those partners to draw upon each other's strengths and to attract the necessary resources to maximize the 10-year vision the strategy puts forward. Such opportunities will be governed through the Regeneration Advisory Board, together with requirements for future funding bids such as National Lottery Heritage Fund, Arts Council and Historic England to resource the Council and its partners.

4.0 Asset Based Community Development (ABCD) Considerations

4.1 The development of the heritage strategy has been community-based seeking views on the City and its heritage; two distinct elements of consultation have completed. The first in June 2018 engaged with stakeholders and members of the public through several focussed workshops for business and regeneration stakeholders and heritage and culture interest group, telephone interviews were also held, this informed the writing of strategy itself and priorities together with how the aims will be delivered. Great Place also commissioned an artist to engage with younger members of Gloucester's community and this assisted to engage with a wider demographic than the traditional heritage audience. The second stage of consultation was a four-week formal consultation on the draft strategy between the 1st March and 31st March.

- 4.2 The aspiration is that as part of collaboration of stakeholders and interested organisations such as Civic Trust, Heritage Forum partners, volunteering organisations will all play a part in revitalizing, learning, enjoying or living and working within Gloucester's historic environment. The Great Place scheme is also presently developing and building capacity in the community (third) sector and increasing volunteering opportunities which will ensure that heritage has a wider reach and profile in Gloucester City which provides an inclusive and collaborative approach and these opportunities are set out within the heritage strategy.

5.0 Environmental Implications

- 5.1 The quality of environment, old and new, is a key factor in attracting people to live, work and invest in the City. The concentration of historic buildings in Gloucester City Centre, based on 2,000 years of development, creates a more attractive environment for local shoppers and visitors. It is essential to realise the full potential of Gloucester's historic environments as a key element in making the City prosperous and the heritage strategy sets out several opportunities to achieve this aspiration – including conversion of vacant upper floors, improvements to design and public realm and greater access to sites and monuments.

6.0 Alternative Options Considered

- 6.1 Alternative options were considered, this included do nothing. If no strategy was completed the City Plan policies for the historic environment would have been left open to challenge at public enquiry and not adopted. Therefore, this option was discounted.
- 6.2 Due to funding being available through Great Place via the Arts Council and National Heritage Lottery Funding the positive approach to regeneration as recommended with the National Planning Policy Framework enable the heritage strategy to be drafted. The Strategy will form part of the evidence base for the forthcoming Gloucester City Plan. The work has fed into the City Plan development management policies relating to the historic environment together with economic and design policies.

7.0 Reasons for Recommendations

- 7.1 The National Planning Policy Framework 2019 paragraph 185 states:
Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:
- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;*
 - b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
 - c) the desirability of new development making a positive contribution to local character and distinctiveness; and*
 - d) opportunities to draw on the contribution made by the historic environment to the character of a place*

- 7.2 Therefore the heritage strategy provides a key component to the evidence base to inform the emerging draft Gloucester City Plan and its policies including historic environment, heritage led regeneration, design and uses within the city centre.
- 7.3 The strategy provides a holistic vision integrating the consideration, protection, promotion and enjoyment of the historic environment regarding Growth and Regeneration, Tourism, Culture, Health and social well-being, and accessibility.
- 7.4 The strategy contributes to future funding applications for Future High Streets Fund, National Lottery Heritage Fund and City of Culture 2025

8.0 Future Work and Conclusions

- 8.1 The final version of the strategy will be circulated widely including Members, businesses and partner organisations. It will be added to the City Council Website. It is anticipated that a launch event will be held in September as part of Gloucester history week and Members will be kept updated of this.

9.0 Financial Implications

- 9.1 The cost of the commission totals £20,000, which was funded externally through the Great Place scheme. The Council is contributing officer time to the Great Place scheme as part of the match funding towards the 3-year project.
- 9.2 The delivery of the Heritage Strategy will require collaboration and close working between partners, stakeholders and volunteers involved in the development of the Strategy to draw upon each other's strengths and to attract the necessary resources to maximize the 10 year vision the strategy puts forward.

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

10.0 Legal Implications

- 10.1 The strategy has been subject to two rounds of consultation and the draft document a four-week period of consultation during the period of 1st to 31st March 2019. This final document will be endorsed and has been used to inform the Council's City Plan policies to guide the future developments within Gloucester with regards to city centre uses, historic environment and design.

(One legal have been consulted in the preparation of this report.)

11.0 Risk & Opportunity Management Implications

11.1

Pre-Mitigation Risk	Impact	Likelihood	Mitigating Measures
Insufficient evidence to inform the City Plan policies	High	Med	To provide a robust heritage strategy compliance with National Planning Policy Framework
Risk of assets remaining underused and vacant within the city	High	Med	Provide positive framework to allow sustainable use of historic buildings reusing vacant properties and increasing uses on upper floors for residential and other appropriate uses as part of City Plan policies as recommended in the Heritage Strategy
Lack of capacity and resources in the local authority to deal with planning and regeneration of historic environments effectively;	Med	Med	The heritage strategy provides evidence for funding bids to provide additional resources to deliver heritage projects. The aims and opportunities including contributing to Future High Streets Fund application, National Lottery Fund applications and City of Culture applications.
Little buy-in from amongst local heritage and business organisations to the Heritage Strategy	Med	Low	Key partner organisations within the Great Place strand of the ARCH programme have been closely involved in the production of the Strategy. Members include Civic Trust, Historic England, Culture Trust and Gloucester Heritage Forum. Regeneration Advisory Board to lead in delivery of aspirations of heritage strategy, this includes members of the business community and will be widened to include other heritage stakeholders – Historic England.

12.0 People Impact Assessment (PIA) and Safeguarding:

- 12.1 Gloucester's historic environment is a unique resource which has the potential to be key to the economic and social revival of the City. The careful enabling and integration of the historic environment into regeneration projects and strategic planning generally can play a significant and successful role transforming the built environment of the City and enhance the experience of those who live and work there, improving sense of place, pride, health and wellbeing.
- 12.2 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required.

13.0 Community Safety Implications

13.1 Creating Pride in the City, increasing city centre occupancy at night time to reduce visible social issues and anti-social behaviour to create a safer and more attractive place to live and visit.

14.0 Staffing & Trade Union Implications

14.1 None

Background Documents: None

Gloucester City Council

Gloucester Heritage Strategy 2019-29

Conservation, Regeneration, Engagement



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This strategy has been written as a collaboration between local and national heritage organisations, including the City Council, Gloucester Civic Trust, Gloucester Historic Buildings Trust, Gloucester Heritage Forum, Gloucester Culture Trust and Historic England. Its delivery will require collaboration and close working between those partners to draw upon each other's strengths and to attract the necessary resources to maximize the 10 year vision the strategy puts forward.

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FOREWORD

Gloucester has a unique and rich heritage formed by historic buildings, street patterns, archaeological remains, landscape and other physical remnants of its past. A city of intense urban activity for nearly two thousand years, it has a special legacy of nationally significant heritage from all historic periods. Gloucester's history defines its identity and underpins the local economy, the cultural and tourism offer, and the health and wellbeing of the city's residents. The historic environment is central to Gloucester's culture, status, and sense of place, and it provides a sense of continuity in times of change.

Heritage is a key component in the effective delivery of sustainable growth. It contributes to the creation of a competitive city centre, support for the diverse needs of local communities, and the creation and maintenance of a high quality and sustainable environment. The historic environment is an integral part of the wider regeneration, economic development, tourism and cultural aspirations of the City of Gloucester.

The strategy has been funded as part of the key strand 'Achieving Regeneration in the City through Heritage' (ARCH) within the Great Place scheme, funded by the National Lottery Heritage Fund and Arts Council England. The Great Place scheme places a strategic focus on enhancing Gloucester's heritage for all and embeds a culture of developing an holistic approach to the regeneration of the City centre through the development of a Heritage Strategy which will in turn aid proactive working with developers, members, stakeholders and partners, whether professional or residents of the City over the next five years and beyond. The Heritage Strategy recognises that change created Gloucester's distinctive historic environments and that change is therefore an essential and positive element in conserving those environments. The document considers heritage against a wide social, economic and environmental context and contains a clear and ambitious strategy. It proposes opportunities to place heritage at the heart of Gloucester's regeneration whilst conserving it as a cultural, economic, community and environmental asset for future generations.



1. INTRODUCTION

1.1 PURPOSE

This strategy has been prepared to guide the future conservation, management, and regeneration of Gloucester's heritage. The strategy will be achieved through the actions of various partners. It sets out creative and enabling roles for partners. It is not about preventing change, but ensuring that heritage realises its full economic, social and cultural potential.

1.2 BACKGROUND

Gloucester's heritage is a key resource for the city. It is of comparable quality to other top-level historic cities in the UK. It has multiple values to the city's economy, community, environment and identity. The background document sets out how Gloucester's historic environment is a powerful resource for economic development, regeneration, supporting business and enterprise, competitiveness, tourism, and attracting people to live, work, visit and invest. It also provides volunteer opportunities and helps foster local identity and pride.

Gloucester's historic buildings and areas are not just of value for understanding the city's past. They are part of the infrastructure of the modern city, accommodating a wide range of uses, including business, manufacturing, residential, retail, community facilities, entertainment, food and drink and a wide range of other activities.

For most people or organisations taking on heritage assets, it is investment values that are the primary motivation. Understanding the value of heritage is central to following the principles of constructive conservation.

The towns and cities in the UK that have transformed over the past few decades, physically and economically, have understood the fundamental role of heritage in achieving more effective and sustainable forms of growth. Similarly, it is essential for heritage to be at the core of Gloucester's economic development and regeneration strategies, if structural economic transformation is to be achieved.



1.3 SCOPE

The ICOMOS International Cultural Tourism Charter (2002) defines heritage as follows:

'Heritage is a broad concept and includes the natural as well as the cultural environment. It encompasses landscapes, historic places, sites and built environments, as well as bio-diversity, collections, past and continuing cultural practices, knowledge and living experiences. It records and expresses the long processes of historic development, forming the essence of diverse national, regional, indigenous and local identities and is an integral part of modern life. It is a social dynamic reference point and positive instrument for growth and change. The particular heritage and collective memory of each locality or community is irreplaceable and an important foundation for development, both now and into the future.'

The focus of this strategy is on designated and undesignated built heritage and archaeology. It also includes museums and collections, though these will be subject to separate plans and/or strategies.

The overall aim of the Heritage Strategy is:

To achieve effective and sustainable conservation, regeneration and management of Gloucester's heritage, so as to realise fully its economic, community and cultural potential.

The purpose of the Heritage Strategy is to guide Gloucester City Council and its partners' activities. However, it is recognised that conservation and heritage-led regeneration involve a range of organisations and individuals. The City Council and wider stakeholders have roles in developing partnerships, in advocacy and enabling.

In particular, the purposes of the Strategy and the background evidence document are:

- To inform or complement a range of local strategies, including those relating to regeneration and economic development, culture, planning, the public realm, and business;
- To provide evidence for the Gloucester City Plan and its policies;
- To identify opportunities for Gloucester City Council and its partners to deliver, enable, engage and support the conservation and regeneration of heritage;
- To identify the key projects and opportunities to preserve, enhance and promote the heritage of the City;
- To clarify the roles of different stakeholders and to support and recommend a governance structure and enable heritage-related partnership working and participation;
- To make recommendations for opportunities to achieve the conservation, management, regeneration and engagement of Gloucester's historic environment.

Planning for heritage should take place against a wide social, economic and environmental context, as an integral part of the wider planning of the area. The Heritage Strategy therefore accords closely with the Regeneration and Economic Development Strategy and Cultural Strategy in particular.

1.4 STAKEHOLDER AND COMMUNITY ASPIRATIONS FOR HERITAGE

The evidence document describes the community and stakeholder engagement that was undertaken in summer 2018.

Key issues arising from that engagement included:



Repopulation: Repopulation of city centre is essential to improve economy and safety.



City Centre Economy: Need to creatively re-purpose buildings. A better retail mix is needed with more independents.



Enterprise Space: Co-working space is very underdeveloped. Traders don't appreciate heritage and opportunities are not always being taken. Planning policy and decisions need to be positive and enabling.



Impact of the Quays: Pedestrian links between Quays city centre need to be made more attractive. The Quays and city centre should collaborate and not compete.



Transport: Vehicular & public transport both need to improve. Parking for events is required. Need more substantive coach parking and to canvas more coach companies.



Local Authority Skills and Capacity: Concerns over skills/capacity in Planning department.



Promotion: Gloucester needs to promote itself as a historic city. Awareness of historic centre needs to be raised. Better signage and interpretation required. Events need wider marketing. Need to define and promote Gloucester sense of identity and USP. Better lighting of heritage assets at night is needed. Tourist trails could be created.



Museums and Venues: Museums, interpretation and signage require improvement. Need to improve access and opening times to heritage sites. Collections policy needed and business plans for key sites. Need to significantly increase volunteer input.



Archaeology and Records: Better access and interpretation needed for archaeological sites in the City Centre. Need to continue to maintain and enhance Historic Environment Record.



Culture and Recreation: Gloucester lacks quality hotels. Food and drink and cultural offer underdeveloped in the centre. Need to engage with the artistic community. There is a lack of green spaces.



Maintenance: Historic buildings need investment and maintenance.

Historic England's Heritage Counts 2018 includes the following survey finding: 94.2% of adults in England agreed or strongly agreed with the statement **'it is important to me that heritage buildings or places are well looked after'**.

1.5 STRENGTHS, WEAKNESSES, OPPORTUNITIES, THREATS

The SWOT analysis below identifies what this strategy considers to be the key strengths, weaknesses, opportunities and threats in relation to heritage in Gloucester.

<p style="text-align: center;">Strengths</p> <p>The quality and extent of Gloucester's Historic Environment;</p> <p style="padding-left: 40px;">Substantial benefits from heritage to Gloucester's economy and communities;</p> <p>The high profile of the Cathedral and Docks;</p> <p>Ability to obtain grant funding and a number of exemplar projects, such as Project Pilgrim and Llanthony Secunda Priory Reformation Project;</p> <p style="padding-left: 40px;">Positive public perceptions of heritage;</p> <p>Excellent events such as History Festival and Heritage Open Days;</p> <p>Committed local voluntary organisations.</p>	<p style="text-align: center;">Weaknesses</p> <p>The quality and diversity of the daytime and evening offer in the historic core;</p> <p style="padding-left: 40px;">Viability challenges in regenerating historic buildings, especially upper floors in the centre;</p> <p>Weak links between the Quays and the historic city centre;</p> <p style="padding-left: 40px;">Variable design quality in new development;</p> <p style="padding-left: 40px;">Limited number of people living in the City Centre.</p> <p>Poor access to some historic sites and lack of interpretation</p>
<p style="text-align: center;">Opportunities</p> <p>Repopulation of the city centre is beginning to happen;</p> <p>Expanding the cultural and recreational offer;</p> <p style="padding-left: 40px;">Reuse of upper floors in the centre for residential or commercial uses;</p> <p>Building capacity in the community (third) sector and increasing volunteering building upon the current momentum;</p> <p style="padding-left: 40px;">Coordinated marketing of Gloucester;</p> <p>Potential for gaining heritage-related funding for future projects;</p> <p style="padding-left: 40px;">Investor interest in Gloucester.</p>	<p style="text-align: center;">Threats</p> <p style="padding-left: 40px;">Changes in the nature of retail;</p> <p>Continuing under-use of upper floors in the historic centre;</p> <p style="padding-left: 40px;">Lack of capacity and resources in the local authority to deal with planning and regeneration of historic environments efficiently;</p> <p>Availability of professional and craft skills to deal with heritage;</p> <p style="padding-left: 40px;">Insufficient financial and human resources.</p>

1.6 USING THE STRATEGY

The strategy should be read in conjunction with the 'Gloucester Heritage Strategy Background Document'. The Background Document comprises an evidence base, analysis and summary of stakeholder engagement. It provides the foundation on which the strategy has been formulated.

The strategy is structured as follows:

- **Heritage-Led Regeneration:** This section comprises a strategy for heritage-led regeneration and economic development;
- **Heritage Designations and Management:** This deals with local designations, legal compliance, buildings at risk and historic environment records;
- **Governance, Partnerships and Delivery:** The governance and delivery roles of key players across the sectors are set out in this section;
- **Heritage Opportunities:** A series of opportunities are recommended to enable the Council and its partners to manage, protect, enhance, promote and enjoy the historic environment with regard to growth and regeneration, tourism, culture, health and social well-being, and accessibility.

The heritage opportunities are formulated to help achieve the other parts of the strategy or to address issues identified in the background document. Many of the opportunities proposed are aspirational and will require partnership working and external funding to be sourced to deliver the 10 year vision the strategy puts forward.



2. HERITAGE-LED REGENERATION

2.1 ECONOMIC AND COMMUNITY BENEFITS OF HERITAGE

Heritage is an important and effective driver for economic development, regeneration and growth. This role is often misunderstood or only partially understood. Historic buildings form a significant part of the infrastructure of the City and mainly are in productive use for a range of purposes, including commercial, residential and recreational uses. The motive for most people and companies investing in heritage is for its utility value or investment value.

The Docks and Quays areas have been a focus for regeneration over the past few decades and this has raised the profile of the city and helped to create perceptions of Gloucester as a destination

Gloucester's historic areas help the city to adapt to changing needs by providing flexible and often low-cost floor space, which is essential for supporting small businesses and creative enterprise.

Quality of environment, old and new, is a key factor in attracting people to live, work and invest in the City. The concentration of historic buildings in Gloucester city centre, based on 2,000 years of development, creates a more attractive environment for local shoppers and visitors. New development or building conversions in the centre and the docks accommodate a range of shops, bars, restaurants and other facilities that are essential to supporting the visitor economy, both in the daytime and night time. It is essential to realise the full potential of Gloucester's historic environments as a key element in making the centre more prosperous

In addition, the high quality of historic environment helps to make Gloucester more competitive and supports tourism and the visitor economy. The highest profile elements of the historic environment are the Cathedral (one of the best in the country) and the Docks (high profile regeneration schemes, connected to the canals network). Both are visitor and tourist destinations. The historic centre and docks are valued by local people and also support a range of events that attract significant visitor numbers, such as the Gloucester History Festival, Three Choirs Festival, Strike A Light, Tall Ships, Gloucester Goes Retro and Kings Jam.

Gloucester's heritage creates a sense of place, local identity and pride for the city centre and outlying neighbourhoods. Gloucester's parks and historic environments provide opportunities for recreation and walking, with social and health benefits.

Heritage also provides opportunities for people to participate and provides volunteering opportunities, including through the various local community organisations. Volunteering can help develop valuable and employable skills and experience, in addition to providing social contact. Heritage also provides paid employment opportunities, including skilled, craft-based opportunities and professional activities.

Historic England's Heritage Counts 2018 includes some key figures for the South West:

'The heritage sector is an important source of economic prosperity and growth – total GVA of 3.1 bn (equivalent to 2.4% GVA in the South West). For every £1 of GVA directly generated, an additional £1.10 of GVA is supported in the wider economy. Heritage attracts millions of domestic and international tourists each year – 25.4m visits, £1.74bn tourist spend'.^[1]

2.2 HERITAGE IN THE CITY CENTRE

In terms of making the city centre viable and competitive, the importance of repopulating the historic urban core can't be over-emphasised. For offices, whilst the market for Grade A space is limited, there is considerable scope for using refurbishment and conversions to create co-working space and accommodation, including for micro and small businesses and creative enterprises. For the retail core, there is considerable potential to develop the retail offer, and in particular the cultural offer and night economy uses, including food and drink.



Gloucester City Centre. Heritage makes a substantial contribution to Gloucester's economy.

The Grimsey Review 2 states:

'By becoming gathering points for whole communities, which also offer a great experience facilitated by technology and incorporating health, entertainment, education, leisure, business/office space and shops at the heart of a thriving community hub, every high street and town centre can have a positive future'. [2]

This can translate into a positive strategy for utilising the historic environment to create a resilient city centre, as follows:

Key elements of using heritage to create a vibrant, competitive, resilient and sustainable historic city centre:

- A high quality, well-maintained urban environment, with an exciting combination of old and new elements, including well-maintained historic buildings and creative and distinctive new architecture (21st century heritage);
- A well-designed, attractive and functional public realm, including flexible public spaces that support a range of cultural, social and economic activities;
- Transport infrastructure, including choice of sustainable modes of transport, linking the historic core to the wider city and beyond;
- High performance digital connectivity (this is essential if the historic core is to remain viable for business and residential uses);
- A concentration of well-promoted cultural, creative and arts attractions, with quality programmes, including key heritage sites and venues, targeted at both local people and visitors;
- A range of good quality food, drink and recreational facilities, at all price levels, in the historic retail core, in particularly encouraging independent local businesses;
- Performance and entertainment venues of different scales, including in key historic buildings such as the cathedral and Guildhall;
- Scope for pop-up and temporary uses, utilising public spaces and historic buildings, including vacant shop units;
- A good residential catchment, including high-quality city-centre living (both new-build and building conversions);
- A wide range of business and professional activities, including use of upper floors (see later section on upper floors);
- Facilities for visitors, especially high quality hotels and other accommodation, in and around the historic core (both new build and building conversions);
- An ongoing programme of specialist markets, festivals and events in the city centre and Docks areas;
- Effective marketing and promotion of the historic city centre and Docks as a vibrant place to live, work, meet, visit and invest.

There are however numerous other factors in making successful cities that fall fully or partially outside of the scope of this strategy, including diversification of the local economy, skills and education, social capital, innovation, infrastructure, digital connectivity and a clear economic strategy implemented through consistent decision making.

2.3 KEY DEVELOPMENT AND REGENERATION SITES

There are several sites within the historic core and docks area that have potential for development and regeneration. Key sites are highlighted in the Gloucester Regeneration Strategy (see the Background Document to this strategy). The background document also highlights recent and ongoing heritage projects, in particular Project Pilgrim and Llanthony Secunda Priory Reformation Project.

Key development sites discussed in the background document include:

- Kings Quarter
- The Fleece and Longsmith Street Car Parks
- Blackfriars student village
- Greyfriars

Development of key sites should seek to:

- Enhance the historic core of the City
- Provide exemplar, creative design so as to create a credible 21st century legacy to pass on to future generations
- Provide sustainable solutions, both in terms of building performance and urban design

A coordinated approach will be taken in areas subject to significant development and regeneration, such as Blackfriars and Greyfriars. This includes engaging key stakeholders in the development of public realm masterplans. This will help to ensure cohesion between different projects and to ensure that public realm improvements are coordinated and support wider regeneration and movement.

Creative and innovative design solutions will be positively encouraged. Design briefs will be prepared to make clear the level of expectation and to ensure that development contributes to wider priorities, such as improving links between the city centre and the Docks. RIBA architectural competitions will be considered as a means to achieving exemplar design solutions and the use of design review panels.



Although there is no direct heritage dimension, the new Growth Hub and other developments at the Oxtalls campus have city-wide economic value and also provide an exemplar in terms of architectural, urban and landscape design. Achieving similar design quality will be crucial to realising the potential of other major sites, in addition to taking opportunities to refurbish and create access to heritage assets.



University of Gloucestershire new business school – landmark building, creating a 21st century legacy for the city.

KEY DEVELOPMENT SITES IN GLOUCESTER



2.4 REPOPULATING THE CITY CENTRE

Repopulating the City Centre through residential development can include both new build and historic building conversions. At present, there is a concentration of residential accommodation in the docks, but relatively little in the historic core.

The Greyfriars scheme and student accommodation around Blackfriars, together with conversions to some upper floors in the historic retail core, are important steps in repopulating the centre. Such developments should help to create investor confidence for further residential accommodation in the historic core. While students tend to be from younger age groups and are a transient population there needs to be careful planning to ensure a balanced community in the city centre, including a mix of dwellings.



Southgate Street – New residential development on the edge of the historic city centre. Repopulation of the city centre is important in making it more viable and prosperous.

The conversion of upper floors to residential is also likely to continue, where creation of independent access is feasible. When dealing with the extensive medieval fabric there will be requirements for heritage assessment and consideration to create a space that is unique and fit-for-purpose. This requires a combination of skilled professional design teams and skilled and enlightened decision makers.

Care is required to reconcile residential and commercial uses, both in the city centre and elsewhere. This applies to historic building conversions and new development. Transmission of noise and vibration is a particular consideration for historic buildings.



Image of student accommodation, Ladybellgate Street

Planning policies should be put in place to ensure:

- **New residential development does not compromise existing commercial uses. Such compromise would occur where occupants of new residential accommodation would be likely to complain about noise and disturbance from existing commercial uses;**
- **New commercial uses do not impact on existing residential uses by reason of noise, disturbance or other impacts; and**
- **Hours of operation conditions are used where commercial and residential uses are approved in close proximity.**

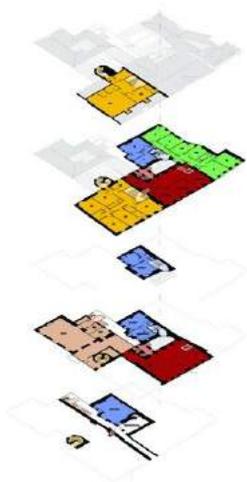
2.5 VACANT UPPER FLOORS

Within the Gate Streets there is high vacancy, under-use and viability affecting the upper floors of numerous buildings and this is probably one of the greatest threats to Gloucester's heritage. Rentals from ground floor units are unlikely to be sufficient to maintain the whole building in the longer term.

The residential conversions of upper floors from office to residential uses are a potential solution, but this requires independent access. Also, there may be conflict with existing uses.

Opportunities include:

- A simple guide will be prepared to promote the reuse of upper floors. This will highlight the risks of not maintaining upper floors and contain advice on permitted development, works not needing consent, possible changes of use, temporary or 'pop up' uses, expansion of ground floor uses and other relevant material. The aim will be to encourage temporary or permanent use of upper floors. The guide will be distributed to occupiers and owners of city centre properties and also be made available on partners web sites such as the BID and City Council.
- The potential for heritage area grant schemes will be examined, with an emphasis on bringing upper floorspace back into use.
- Consideration could be given to consolidating first floors and above into combined units for separate occupation. For example, upper floors could be combined to create a specialist hotel or co-working space, spanning a few different ground floor uses. This would be challenging, requiring co-operation of owners or changes in ownership, and also alteration of historic fabric. Given the nature of the historic structures, it is likely that specialist or independent occupiers would need to be sought, rather than larger chains with a standardised format.
- Where buildings are at risk and there is little prospect of investment, the City Council will consider identifying partners and using compulsory purchase powers, followed by asset transfer or working with a development partner, as a means to achieving regeneration. This may include partnerships with local community organisations.



Gardyne's Land, Dundee: Conversion of complex upper floors to a hostel (image used with kind permission of Simpson and Brown Architects).



Example of second floor access at 78 Westgate Street



Example of second access to enable residential uses on first and second floors Southgate Street, Gloucester.

Upper Floor Example

Key steps would be:

Ownership: To enable a project, the first floors would need to be vacant or have the potential to become available. This would require one of or a combination of the following:

- partnership working of owners;
- sale of freehold of properties to a single owner;
- sale of leasehold for upper floors to a single owner;
- purchase through agreement or compulsory purchase by the local planning authority; then partnering with or selling the freehold or leasehold to another body.

Development: Depending on the approach taken to ownership, the development could be undertaken by:

- a consortium of owners (joint venture company);
- a single private sector owner;
- a third sector (community) owner (with the possible advantage of being able to access public or other funding towards capital costs);
- the local authority;
- a developer as owner or acting in partnership with an owner;
- directly by the proposed occupier.

Occupation: The completed facility could be made available for occupation by:

- selling the freehold, including all of the ground floor units;
- selling a leasehold of upper floors only, then charging a combination of service charge (for maintenance of shared fabric) and ground rent (providing income in the longer term);
- charging a rental for the upper floors.

Management and Maintenance: Responsibility for longer-term management and maintenance would depend on the basis of occupation:

- Rental income or a service charge could pay for maintenance of shared fabric;
- Occupiers could have responsibility for maintenance of internal areas;
- A management company could be established or employed, if required (for example if there is shared ownership);
- Sinking funds could be established to pay for longer-term maintenance and/or refurbishment, including replacement of lifts or other expensive items.

2.6 PUBLIC REALM AND CONNECTIONS

The public realm in the city centre supports a range of economic and social activities, in addition to circulation and movement. The Dock area already includes spaces for outdoor seating and events. The public realm within the historic core is of variable quality. Improvements are being made and the recent public realm enhancements around the Cathedral through Project Pilgrim demonstrates the high quality which can be achieved .

The car park by the Barge Arm (Orchard Square) has been redesigned to enable a range of community, cultural and economic activities. This is beneficial and will support a wider range of activities (such as additional external seating for food and drink outlets, outdoor specialist markets and performance. spaces). There is scope for further enhancement in future to create a higher quality public realm within the wider Docks area.

Gloucester's parks provide recreation space. Gloucester Park in the City Centre supports a range of activities, including performance and festivals. In general, parks and green spaces and wider green networks have recreational and economic roles, in addition to supporting healthy and active lifestyles.

The need for better links between the historic City Centre and the Docks is already recognised in other strategies and is reiterated in this strategy. Generally across the city centre improvement to signage, lighting and public realm is required and this is set out within the Council's Public Realm Strategy for the city. In practice, this may include standalone lighting or historic building lighting together with other means to make connecting routes and gateways more legible. Ultimately, movement from the Docks, railway station and Gloucester suburbs to the historic core depends on the quality of offer and profile of the city centre being raised. There are longer-term actions for improving the public realm, whilst some actions are possible to achieve in the shorter-term, resources allowing.

Opportunities for the Long Term

- Improving the city centre offer, profile and image, as set out in this and other strategies, so as to incentivise movement from the Docks, train station and Gloucester suburbs into the historic core;
- Ensuring development around the links between the city centre, train and bus station and Docks include active frontages and uses at ground floor level to attract the public at different times of day.

Opportunities for the Short Term

- Creative lighting of buildings and the public realm, emphasising the links between the city centre and the Docks area and train station, to increase legibility of those links;
- Installing clear signage in the Docks and train station with directions and information about key attractions in the historic core;
- Reviewing brown signage across the City;
- Integrated marketing of the docks and the historic core.

2.7 QUALITY OF ENVIRONMENT AND DESIGN

There is a direct relationship between quality of environment and the ability of Gloucester to attract investment, businesses, shoppers and visitors. This includes not just the city centre, but also outlying residential areas, parks and the wider environment of the city. Key factors in attracting people to live, work and invest include:

- Quality of environment;
- Choice and quality of housing;
- Parks, green infrastructure and public realm;
- The cultural offer.

The maintenance of high quality historic environments and good design in new development is not just good for the environment, but represents good economics.

Gloucester's historic environment is based on a mix of vernacular buildings and polite architecture, as discussed in the Background Document.

Vernacular buildings are informal and utilise materials that were available locally and constructional techniques appropriate to those materials. The aesthetic qualities of vernacular buildings are a result of constructional and functional necessity. Polite architecture is more formal and usually architect-designed using a conscious style, based on aesthetic theories and principles. Polite architecture often draws on national and international influences. Gloucester's historic character is based on diversity, resulting from changing trends over time. The distinctive local character owes as much to international and national influences as it does to local vernacular buildings.

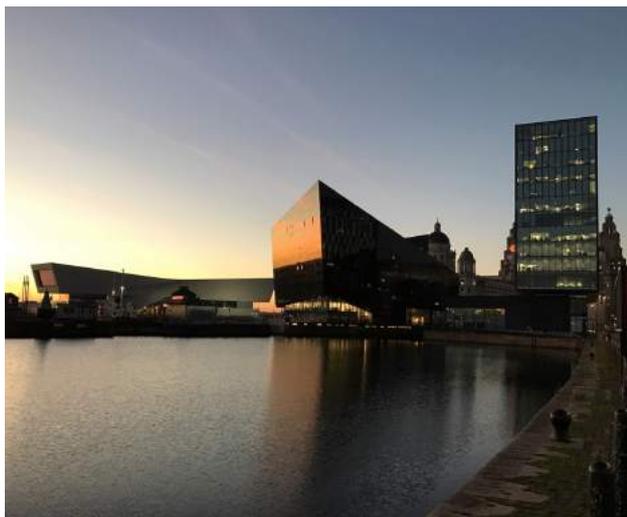
Planning policies in the emerging City Plan and future planning documents (such as Supplementary Planning Documents) will be reviewed to ensure compliance with the design policies in the revised National Planning Policy Framework 2018 and any related amendments to the Government's Planning Policy Guidance.

Key aims of design policies and guidance and their application in development management should include:

- A strong emphasis on permeability and connectivity for pedestrians, both within the city centre and between the city centre and surrounding areas;
- Good urban design and townscape principles, active frontages, natural surveillance, and clear enclosure and definition of streets and spaces;
- Ensuring highways and parking do not dominate the public realm within the city centre and Docks area;
- Encouraging sustainable development, including mixed use, pedestrian priority, sustainable modes of transport, and high-level environmental performance in the design of buildings;
- Taking opportunities to create a greener environment in the city, through landscaping and creation of green space;
- Recognising that local character is diverse, based on changes over time and including both vernacular and national/international influences;
- Therefore, discouraging stylistic imitation of any particular period of historic buildings, as this harms the integrity of Gloucester's historic places;
- Positively encouraging creative and innovative architecture, as these are likely to be the legacy and heritage of 21st century and can help in raising the profile of the area and projecting a positive and dynamic image;
- Positively encouraging development with superior environmental assets..

Other design opportunities include:

- Through the development management process, independent design review will be strongly encouraged and will be expected for major schemes, prior to submission of planning applications, and preferably at an early stage in the design process. Design review panel members could be asked to speak to local businesses, developers and professional firms to promote awareness of good design and its benefits.
- Policy E1 of the emerging local plan should be modified. The blanket requirement for “use of traditional, local materials and adherence to local building techniques and details” should be replaced with wording to emphasise the quality of materials and finishes.
- All key bodies, including the LEP and the Regeneration Advisory Board, should assess whether the social and economic importance of design is being recognised and is informing local decisions and strategies.
- Pre-design community and stakeholder engagement will be strongly encouraged as a means to achieving better informed and more sustainable design.
- Ongoing design training should be provided for officers and elected members, including urban design and ‘historic contexts’.



High quality buildings like the Museum of Liverpool and Mann Island contributed to the Liverpool Waterfront being voted as ‘England’s greatest place’ in the Royal Town Planning Institute’s 2015 vote.

The Titanic museum in Belfast presents a positive and dynamic image and is a significant site in attracting visitors.



2.8 RECREATION, CULTURE AND VENUES

Given the changes occurring in retail and on-line shopping, the future of the city centre depends on a strong overall offer, of which retail is a reducing element. Increasingly, the cultural, social and recreational offer is key to maintaining vitality and competitiveness. Whilst there remains some diversity in the City Centre offer, there is considerable scope for improvement. The stronger the offer, the more people the city can attract, from a wider geographical area.

Cultural projects have been used in towns and cities all around the country to create magnets for visitors. For example, new art galleries in Margate, Eastbourne and Hastings or the new Social History Museum and RIBA Architecture Centre on Liverpool's waterfront. .

There are two main focal points in the centre of Gloucester for evening activities. Gloucester Quays has a 10-screen cinema and a range of restaurants. Part of Eastgate Street provides a focus for nightclubs and bars. In addition, the Kings Quarter scheme will concentrate on food and drink. Clearly there is considerable scope for further food and drink in the historic core, including high quality outlets. Promotion of local enterprises may be a useful approach, for example as employed in the conversion of Preston's historic market and Altrincham market.

Preston Market Refurbishment. This has targeted high-quality, independent local businesses. The refurbished market adds to the attractiveness of the town centre.



The Cathedral and the Guildhall are the main indoor performance spaces in the city centre. Further details of these and of other key venues (including Blackfriars Priory, the Museum of Gloucester, Gloucester Life Museum and Gloucestershire Archives are contained in the background document.

2.9 MUSEUMS AND COLLECTIONS

The planned transfer of Gloucester Life Museum to Gloucester Historic Buildings Limited, a charity co-owned by Gloucester City Council and Gloucester Civic Trust, to be run by the Civic Trust. This is part of a wider strategy to transform the City Council's museums offer, enabling more and a wider range of people to engage with its collections in new and exciting ways. Associated ambitions include venue (Museum of Gloucester) and collections development activities, community involvement, volunteering opportunities and resilience, including a long term solution for collections storage.

Business development plans are also required to guide the development of all sites and venues. These are essential to support any future funding bids or investment in the facilities. The Guildhall, Blackfriars and Museums development plans will strengthen the Council's ability to fundraise for investment in facilities and programmes development, and collections care and management activities.

The museums do not fully represent Gloucester at present. It would be useful to establish key themes about Gloucester. For example, these could include:

- Roman foundations;
- Medieval development and religious significance, related to the Cathedral and the Pilgrimage Inns;
- The Siege of Gloucester;
- Georgian classicism;
- Commercialisation and industrialisation in the 18th and 19th centuries;
- 19th century revivalism;
- The twentieth century, the wars and later development;
- Multi-culturalism/influence of other nationalities in shaping Gloucester's culture & identity.

Displays and interpretation could be developed around such themes. This would develop a narrative and help with branding and interpretation. Also, the intention is for collections to be displayed in a wider range of locations and for there to be greater involvement of the local community and volunteers.

The City Council has attained 5 years museum accreditation and will be producing a museum development plan. The Museum of Gloucester should continue to achieve Arts Council accreditation and steps will be taken to maintain the necessary standards in the future. The Civic Trust, as operators, will work in cooperation with the City Council's Museum Service which will be responsible for the display and interpretation of museum collections located at the current Life Museum.

- Improvements will be made to the display and interpretation of museum collections.
- Collections will be properly appraised and documented and the collections database will be upgraded, to create an accurate record.
- The storage of collections not on display will be reviewed and improved, to ensure artefacts are properly cared for.
- The Collections Policy will be reviewed, addressing collections development, disposals and retention to enable accreditation.
- Involvement of the community and use of volunteers will be significantly increased.
- Opportunities to work in partnership with the Civic Trust will be sought.
- The City Council and other partners will seek to implement the recommendations of the response to Historic England recommendations related to the Mendoza Review (an independent review of museums in England).

The aim will be to expand access, increase community and business use, improve interpretation, expand educational use and generate higher income levels. Such plans may be based on SWOT analysis and include: aims for each venue; definition of the offer; resources; target audiences; operations, including quality assurance; business development and marketing.

2.10 EDUCATION AND SKILLS

Schools, Community and Continuing Education

Education linked to built heritage can deliver multiple benefits to the wider community:

- raising awareness of Gloucester's distinctive history and character;
- helping to create local pride and local historical knowledge from a young age;
- helping to build a distinctive and positive identity;
- creating career opportunities;
- increasing opportunities for participation in planning and the built environment.

The nature of education would vary according to audiences, but may include:

- The nature and history of Gloucester's historic buildings and places;
- The values of Gloucester's heritage, including delivering economic development and regeneration.
- Architectural and design history;
- Conservation skills and techniques;
- Opportunities to get involved, professionally or as volunteers.
- Story of Gloucester in the wider national story;
- Gloucester people and their role in local and national events.

Gloucestershire Archives, run by Gloucestershire County Council is a key heritage resource and includes the Gloucester City archives dating back to the 12th century, as well as other maps and documents covering the development and history of the City. The award-winning 'Know Your Place' layered maps resource also covers Gloucester City (www.kypwest.org.uk). This web resource has the potential to engage professionals and the community in planning and decisions in the City (as demonstrated by Bristol's use of this resource). Archives staff, volunteers and partners based at Gloucestershire Heritage Hub in Kingsholm are keen to work with other heritage partners and community groups to enhance pride in the City's heritage.

The Southgate Street Townscape Heritage Initiative created an education pack for use in schools, this was expanded as part of the Aethelflaed project. There is clearly scope for this to be expanded further and used more widely, integrating closely with the national curriculum. The City Council- run Museums, Waterways Museum and Cathedral have extensive education services tailored towards the needs of the local and regional schools, with a focus on the local story within the wider national curriculum topics.

Plans are being developed within the Discover DeCrypt project and at the Soldiers of Gloucestershire Museum for formal and informal educational provision.

One means of raising skills and awareness is through wider community participation in local designations, a local list and buildings at risk work. This can be done working with local organisations to help with promotion and recruitment of volunteers and establishing links with Gloucester College and external volunteering organisations, as well as professional organisations such as The Society For The Protection Of Ancient Buildings.

There is no local architecture or built environment centre in Gloucester. However, some of the local organisations could act as vehicles for developing and delivering education and training, for example the Gloucester Civic Trust, funding from heritage grant based initiatives or working with the Federation of Master Builders and Construction Industry Training Board.

Professional and Craft Skills

Managing National Lottery Heritage Fund schemes has highlighted a poor level of knowledge and skills among local contractors. Finding local and available contractors with conservation and traditional craft skills has proven to be difficult.

Therefore there is a need for training in the local area. This not only creates more skilled employment, but also increases the opportunities for work involving Gloucester's heritage to contribute to the local economy.

However, training and events run under the THI have had mixed success. This would suggest that knowledge the economic potential and benefits of heritage skills and training need to be promoted more vigorously. But there also needs to be targeting and collaborative partnerships to deliver this to a wider audience such as The Royal Institute of British Architects (RIBA), Chartered Institute of Building (CIOB) and Royal Institution of Chartered Surveyors (RICS).

It is clearly difficult to persuade general contractors to specialise. Conservation specialisation tends to be a vocation. The most effective approach may be through creation of apprenticeships and collaborating with the National Federation of Builders.

Opportunities to include apprenticeships in local projects should be identified wherever possible. Similarly, local stakeholders should be approached to discuss possible support for or management of apprenticeships.

The Council on Training in Architectural Conservation (COTAC) provides a range of courses, including short courses and craft skills courses. The Prince's Trust is involved with apprenticeships.



Opportunities to develop professional skills include:

- The scope for partnership with national professional and membership bodies or in promoting awareness of their training and events will be examined, including creative conservation and urban design. Branches of professional bodies will be approached. The business case for skills development should be promoted. Bodies that deliver training for different professions includes the Institute of Historic Building Conservation, the Royal Institute of British Architects, the Royal Town Planning Institute, The Royal Institute of Chartered Surveyors, Civic Voice, and the Historic Towns and Villages Forum and Historic England. Some training is specific to certain professions, whilst other training is more generalised. All of these organisations have web sites with details of training available.
- The potential for developing craft skills will also be examined. The Council on Training in Architectural Conservation (COTAC) and other national bodies will be approached to discuss possible involvement in training. This should be targeted at individuals and school leavers, in addition to mainstream contractors.
- Opportunities for supporting and gaining funding for apprenticeships will be identified, especially through local projects or historic area grant schemes.

2.11 COMMUNITY-LED DEVELOPMENT AND VOLUNTEERING

Delivery of this Strategy will involve cross sector partnerships, including public, private and community (third) sectors. Community organisations and social enterprises can be especially effective where there are viability challenges, not least through having access to capital funding in some instances. Wide and ongoing engagement with the business and residential communities will also be essential to achieving realistic and effective projects and initiatives.

The Community Engagement and Volunteer Officer being funded 2018-20 through Great Places is especially important in enabling volunteer capacity building and skills development. Opportunities include recruiting volunteers in compiling a local list and undertaking buildings at risk survey work.

One of the ways of enabling community-led development would be to review the council's asset transfer policy, to introduce greater flexibility over the nature of the disposal, for example freehold transfer. One of the keys to enabling and supporting an active and effective third sector is in giving access to income generating assets, including potential for rental income and leasehold/ground rent arrangements.

This should include a flexible approach to considering whether to transfer assets on a freehold, leasehold, or rental basis. Community ownership of building assets is often a basis for developing sustainable business models and enabling innovation and entrepreneurial activity. Asset transfer policies should positively enable community ownership, especially where community projects would deliver community and economic benefit in the area.

The City Council, stakeholders and partners will work with the Gloucester Heritage Forum, Gloucester Culture Trust and Gloucester Civic Trust to promote opportunities for heritage-related volunteering.

This includes involvement in conservation area appraisals, compiling a local list and undertaking buildings at risk surveys (see later opportunities on Local List and Buildings at Risk). Training and capacity building is essential if the potential of volunteering is to be realised.



The City Council and partners will seek to support community and not-for-profit organisations in Gloucester, to build capacity to take on heritage assets and deliver heritage projects. This can include support and training in project development, funding bids, business planning, project management, procurement, governance, facilities management and other relevant matters. To achieve this, City Council and partners will approach relevant external bodies (for example, 'Locality' and the 'National Community Land Trust Network').

The City Council and partners will approach local organisations to discuss the potential for a community development trust or community land trust or similar delivery vehicle to be established. One possibility may be for the Gloucester Historic Building Trust to morph into a community development trust.

2.12 MARKETING AND PROMOTION

Practices elsewhere in the UK to promote involvement of local, independent enterprises in historic environment regeneration projects will be examined and applied to Gloucester where appropriate (for example, Preston's historic market and Altrincham's historic market).

The high quality historic environment and availability of flexible and affordable floorspace in older buildings provides a firm basis for promoting Gloucester as a place for independent business start-ups, and knowledge-based and creative enterprises. This should be emphasised in marketing and promotional materials and activities. An agreed and consistent message and branding should be developed by the various bodies involved in marketing and promotion and this may include:



- Gloucester as a historic city, comparable to the UK's best;
- More 'alternative' culture and less mainstream than Cheltenham, especially for younger people;
- Place of opportunity for business and creative enterprise, with more affordable commercial space;
- More affordable place to live, with better/bigger properties for a given budget;
- A different retail offer (the Quays, but also local independent businesses, at the other end of the spectrum).

Heritage-related marketing activities will include:

- A core script for Gloucester as a historic city could promote key assets such as the cathedral, city centre, docks, military and industrial heritage.
- The role of heritage in supporting business and enterprise should be more explicitly recognised in future revisions of Gloucester's economic development and regeneration strategies and other materials.
- Opportunities to promote Gloucester's heritage through press and media coverage should be sought, including social media, press releases and articles for appropriate publications.
- Heritage should be incorporated strongly in any bid for Gloucester to be City of Culture.
- Marketing activities should also include improvements to signage (road and pedestrian), wayfinding and interpretation of heritage assets.

2.13 HISTORIC ENVIRONMENT AREA-GRANT SCHEMES

Historic environment area-grant schemes will be sought for Gloucester's conservation areas, where appropriate. These are a means to securing repair, reinstatement and bringing floorspace back into use (including upper floors). Grant applications will include funding for project officers to run schemes.

Priority will be given to conservation areas that meet the following criteria:

- Areas identified as being at risk.
- Areas where the property market or business environment are weaker.
- Areas undergoing change and regeneration.

Images of previous grant schemes completed within the City



Before



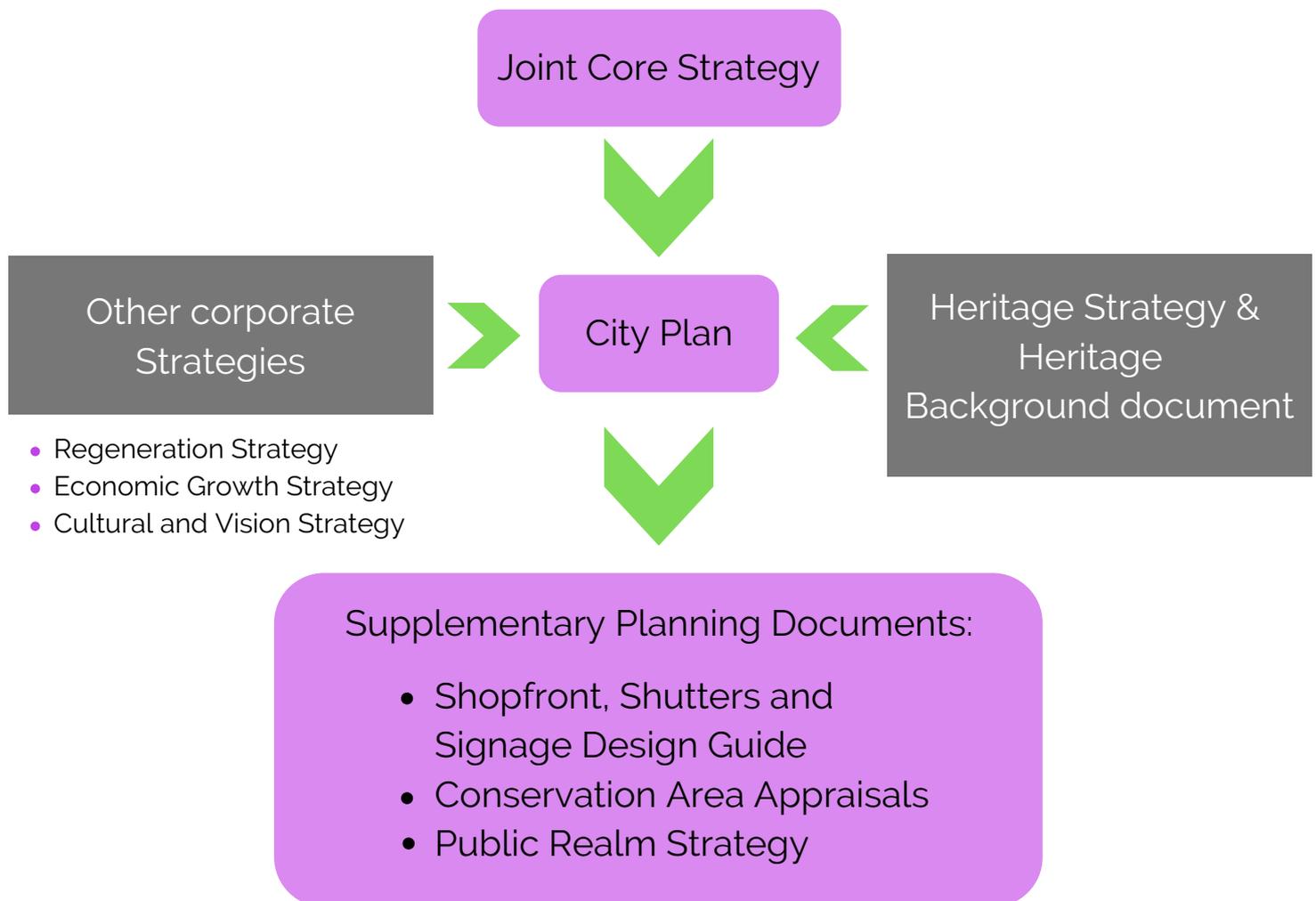
After



3. HERITAGE DESIGNATIONS, SYSTEMS AND PLANNING

3.1 DESIGNATIONS, SYSTEMS AND PLANNING

Section 3 of the strategy is concerned with heritage designations, management and the planning process. The local authority has powers to make local heritage designations, to create planning policy and provides development management decisions, including planning applications and other consents. The City Council works in partnership with Gloucestershire County Council to maintain and enhance the joint Gloucestershire Historic Environment Record. The City Council will continue to update and enhance the HER in partnership with County Council colleagues.



The chart above explains how Gloucester's Development Plan and Strategies relate to one another.

3.2 CONSERVATION AREAS

There is already good coverage by designated conservation areas, especially in the city centre. Twelve of the fourteen conservation areas are located in and around the city centre and at present it is not envisaged that new conservation area designations will be necessary. However, there is a statutory requirement to review conservation area boundaries[3]. The boundaries of the 14 conservation areas will be reviewed over the period of this strategy to assess whether changes to the boundaries would be desirable. The test would be whether any additional areas would contribute to the 'special architectural or historic interest' of the conservation area. This could be an opportunity to consider inclusion of suitable 20th century heritage and assessment of future local list candidates.

All of the conservation areas have character appraisals and management plans. While the majority are dated to 2008 they are of good quality and concise. However, they could usefully make a clearer differentiation between polite and vernacular architecture and buildings, so as to recognise that the locally distinctive character of Gloucester is based on both local and national/international influences. In addition, particular emphasis should be placed on defining townscape and spatial characteristics, such as enclosure and definition of streets and spaces, as these are fundamental elements of character.



Conservation area boundaries and character appraisal documents may be reviewed on a rolling basis. Priority should be given to areas:

- Where significant development or regeneration is proposed;
- Proposed to be subject to funding applications.
- Areas at risk (including from alterations/enforcement and viability challenges);

In particular, this would include the following conservation areas:

- City Centre
- Barton Street
- Eastgate and St Michaels
- Docks
- Barbican

Review of these documents will also include review of the management plans. Management plans can be a means of going beyond protection and character and focusing on community and economic strengths and how to build on them, in addition to addressing economic challenges. For example, conservation areas that perform less well economically, such as Barton Streets, can provide affordable accommodation for independent and specialist outlets for food and goods.

Much of the City Centre is covered by Conservation Area designations. These provide protection to historic environments and can form a focus for heritage-led regeneration and economic development. It is essential to understand the importance of Gloucester's historic environments in making the centre more competitive.

3.3 PERMITTED DEVELOPMENT RIGHTS

Article 4 Directions are a means of removing permitted development rights and can be an important part of ensuring that conservation area designations are effective in preserving or enhancing the character or appearance of the area. Article 4 Directions can provide protection for things like windows and doors.

The absence of Article 4 Directions makes Gloucester's conservation areas vulnerable to incremental alterations, which have caused harm in many instances (for example in unsympathetic window replacements). The need for additional Article 4 Directions will be assessed in parallel to undertaking conservation area reviews.

Where review of any conservation area identifies that uncontrolled alterations have resulted in demonstrable harm to the special architectural or historic interest of the area, a judgment will need to be taken over the extent of such alterations and whether it is now too late to introduce meaningful protection. Article 4 Directions could also be considered where conflicts of use have arisen.

Where funding applications are proposed, it is likely that funding bodies would wish to see a good level of protection, so Article 4 Directions would be the main way of achieving this.

3.4 LOCAL LISTS

Lists of buildings, structures, archaeological sites and open spaces of local interest once adopted, offer protection by being a material consideration in the planning process. Such lists and related policies will form part of the Gloucester City Plan. There are other benefits in preparing such lists:

- Identifying buildings and structures of local interest, but which are not suitable currently for statutory listing;
- Identifying assets that are suitable for statutory listing;
- Providing a survey of buildings in conservation areas, which can be useful to conservation area character assessment or applications for funding;
- Involving the community and raising awareness of local historic environments;
- Creating a photographic record of condition against which to consider unauthorised alterations or deterioration.

The assessment of need for Article 4 Directions will be based on survey of the area to identify:

- any harmful alterations already undertaken;
- vulnerability to harmful alterations;
- the impact of alterations on the special interest and character of the area.

In commercial areas such as the Gate streets, an 'Area of Special Control' may be considered to tighten control of advertisements. This would require consideration of whether advertisements were creating demonstrable harm to the character or appearance of the area.

Expansion of permitted development rights may also be considered, for example to allow reinstatement works or certain changes of use. This could be achieved through Local Listed Building Consent Orders, local development orders or neighbourhood development orders (for the latter, a neighbourhood area and forum would need to be designated). Heritage Partnership Agreements are a further option for larger and more complex sites, setting out works that do not require listed building consent.

For some conservation areas, unauthorised works have resulted from a lack of knowledge of the nature of planning/conservation controls. This may be addressed through providing or updating and distributing information to building owners and occupiers, with different translations where necessary.

Local list actions include:

- A local list for Gloucester is proposed as part of the Great Place scheme. This should include buildings, urban or green spaces, archaeology and other structures of local interest. The local list will form a supplementary planning document. There should be a particular focus on building, structures, moments and spaces that are currently under-represented through statutory protection (such as buildings of the 20th century).
- Some local lists have been compiled using local volunteers, who are trained as part of the process (for example, London Borough of Enfield and London Borough of Barnet). This is an approach that Gloucester will be using, perhaps in partnership with local community groups or residents. Local volunteers will also be invited to become involved in reviewing conservation areas and also buildings at risk surveys.
- The review of the City Plan to ensure compliance with the modified National Planning Policy Framework should include a policy for buildings of local interest, anticipating the local list. The local list should be adopted through the Local Plan process, as a supplementary planning document.
- Buildings or structures identified through the local list, that are potentially of 'special architectural or historic interest' will be brought to the attention of Historic England.
- The City Council and partners will seek to enable nominations from the public and wider organisations. Once adopted the City Council will seek to make the local list accessible on line.



There are numerous buildings that could be recognised by a local list. Inclusion on a local list is a material consideration in the determination of planning applications. Local lists provide an opportunity for local communities to identify buildings that are important to them.

3.5 NATIONAL DESIGNATIONS

Responsibility for national designations falls outside of the remit of Gloucester City Council and falls mainly within the remit of Historic England. National designations include the statutory list of buildings of special architectural or historic interest (listed buildings), scheduled monuments and some area designations (such as the Register of Historic Parks and Gardens, though none of Gloucester's parks are on the register).

To ensure an appropriate level of protection, including for more recent buildings, Gloucester City Council and/or partners will liaise with both the County Council and Historic England with regard to listing reviews. This may inform a review of listings, perhaps as part of area-specific projects.

3.6 HISTORIC GREEN SPACES

The potential for providing protection for Gloucester's historic green spaces should be assessed. Including green spaces in the local list may be a good means of addressing this. Some parks, gardens and churchyards have protection through conservation area status, or contain listed buildings or scheduled monuments.

While designation is a protective measure, this would also need to be accompanied by positive enhancement schemes. These spaces also play an important role in attracting visitors and celebrating culture, through outdoor events, markets, commercial trading, and informal use, as recognised in the Gloucester Open Space and Public Realm Strategy (see Background document to this strategy).

Other possible designations include:

- Register of Historic Parks and Gardens (administered by Historic England);
- Conservation area designation;
- Local Green Space designation through the local plan process (or neighbourhood plans).



Listing is undertaken by Historic England. The statutory definition of a listed building is a 'building of special architectural or historic interest'.

As part of the review of the Local Plan against the new National Planning Policy Framework 2018, the opportunity should be taken to consider designation of Local Green Space, where such spaces meet the Criteria in Paragraph 100. Contenders for designation include the City's parks.

Local Green Space policy should be included in the City Plan, protecting the community value of spaces, but perhaps also allowing limited development where it enhances community use and does not compromise the open character or community value of the space.



3.7 PLANNING

Legal Compliance (Special Duties)

The special statutory duties for dealing with historic buildings and areas are set out in the Planning (Listed Buildings and Conservation Areas Act) 1990. Two of the key duties relating to development management are:

Section 16 (2) In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 66 (1) In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or of any features of special architectural or historic interest which it possesses.

Section 72 (1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Discharge of these duties requires a range of skills and knowledge to be available to inform decisions.

Enforcement

Various stakeholders highlighted the problem of harmful alterations in Gloucester's historic areas. Where harmful alterations to listed buildings or conservation areas are brought to the Council's attention, or are identified by conservation area reviews, and where those alterations are unlawful under the protection in place, the local authority will seek to secure the reversal of the unauthorised works. The preference will be to achieve this through contact with the owner and negotiation, but formal enforcement action will be considered where this is ineffective. At present, there is a limited staffing resource to support enforcement related to the historic environment.

Harmful alterations can cause incremental harm over time and can create the impression of a degraded environment, which in turn can be a barrier to investment.

Unauthorised uses should also be subject to enforcement action where they compromise the wider regeneration of the area. Where a planning condition breach causes damage to either heritage assets or archaeological remains, the City Council will seek to secure an immediate halt to the unauthorised works. Where possible any required works will be reinstated and archaeological mitigation will be secured through negotiation with the developer. If not formal enforcement action will be considered.

Avoidance of unauthorised works is preferable. As discussed previously, this would involve more proactive engagement and provision of information to building owners and occupiers. Raising awareness of the qualities of the historic environment and helping to engender local pride would be another angle on discouraging unauthorised work. The City Council and partners will liaise with the police where heritage crime, such as theft, is involved.

In addressing privately owned buildings at risk, the preference will always be for securing repair through negotiation and advice. Where this approach does not succeed, the following options will be considered:

- Serving an Urgent Works notice[4];
- Serving a Repairs Notice as a preliminary to acquisition[5];
- Where appropriate, identifying suitable private or third sector project partners and undertaking purchase of the asset by agreement[6] or through compulsory purchase, with the intention of then transferring it to that partner body.

Historic City Centre Use Policies

Planning policies will be reviewed in the emerging City Plan to make explicit the need for consideration of the following:

- New residential development in the historic core must not compromise existing commercial uses. Such compromise would occur where occupants of new residential accommodation would be likely to complain about noise and disturbance from existing commercial uses;
- New commercial uses must not impact significantly on existing residential uses by reason of noise, disturbance or other impacts;
- Hours of operation conditions should be used where appropriate, where commercial and residential uses are approved in close proximity or in the same building.

Design

Future planning policies and guidance will positively promote creative and innovative design solutions, based on understanding of the processes of changes that created the historic environment, rather than imitation of historic styles and forms. The underlying theme will be the need in a world-class city to attract world-class 21st century design. Design training for planning officers and elected members will emphasise the importance of supporting creative and innovative design solutions. Training sessions for architects and the use of the South West Design Review Panel to raise standards in the City should also be considered.

3.8 BUILDINGS AT RISK

Buildings at Risk surveys are an important part of planning for heritage and delivering heritage-led regeneration. By identifying deteriorating, under-used and vacant buildings, they can be a catalyst for finding pro-active and creating solutions, working with building owners. Such sites can then transform from a problem to effective delivery of economic and community benefit, as demonstrated by the project to regenerate Llanthony Secunda Priory.

The last local Buildings at Risk survey was undertaken in 2013 and issued in January 2014, a full resurvey is due and at present limited work has been completed on this element. Volunteers are being sought to assist.

The City Council and/or partners will aim to undertake a survey of Grade II listed buildings on a 4-5 year cycle. This will allow a positive approach to be taken to supporting owners or helping to secure projects to address buildings at risk. In addition, the City Council contributes to Historic England's annual surveys for high grade listed buildings (grades I and II*) and conservation areas. If possible, volunteer involvement in the local list survey will be sought, working with local partner organisations.

For vacant or underused buildings identified as being at risk, the following will be considered:

- Including concise briefs in local buildings-at-risk reports for each building identified as being at risk. These would set out potential uses for the building and an indication of the scope for alteration and extension;
- Where appropriate, commissioning feasibility/viability studies and business planning activities. These would then support project development and fund-raising;
- Where privately owned and with little prospect of investment, identifying potential partners and considering compulsory purchase, followed by asset transfer.

3.9 MANAGEMENT OF LOCAL AUTHORITY HERITAGE ASSETS

The City Council is not just the local planning authority, but also owns and controls a range of heritage assets, including high-grade listed buildings, scheduled monuments, buildings in conservation areas, parks and other structures. The City Council also owns land in historic areas, some of which provides opportunities for development.

Ownership of historic assets by the City Council has several implications:

- A statutory duty to maintain them and keep them in a good state of repair;
Operation and maintenance of local community facilities, such as parks and venues;
- Opportunities for direct delivery of heritage-led economic development and regeneration;
- A requirement to consult the local community where there is any significant change to local facilities [7].

This also has resource implications for the heritage team, which has an advisory role. At present, this is not resourced.

The City Council can also have an enabling and perhaps a partnering role to support the reuse and regeneration of buildings in private or community ownership. Asset transfer of City Council heritage assets to external bodies is a further option.

For key archaeological sites, opportunities and feasibility will be assessed for creating better access, increasing protection and improving quality of interpretative information. Regular condition surveys will be undertaken, to inform maintenance. Opportunities for skills training will be identified in connection with maintenance works.

These sites are

- The Kings Square Chamber;
- King's Walk Bastion;
- Eastgate Chamber
- Greyfriars Priory;
- St Oswald's.

3.10 ARCHAEOLOGY

Gloucester has nationally and internationally important archaeological remains. The most well-known of these date from the Roman period, but the city is rich in archaeology from all periods: starting with the Palaeolithic right through to modern 'industrial archaeology'. The historic core of the city especially contains extensive archaeological remains of the highest significance. Sites of similar importance are found in more localised areas throughout the wider district. Whenever possible the City Council will seek to preserve any such remains, whether designated or undesignated. The preservation of these remains is more economically viable than excavation and represents a more sustainable approach for the regeneration of the city. The City Council will work with developers through the planning process and utilities companies (where permitted development is involved) to ensure that new development and infrastructure are designed to protect archaeology. Where loss of archaeological remains is unavoidable an appropriate level of archaeological mitigation and recording will be undertaken to preserve and advance understanding of those remains. Mitigation may take many forms, but excavation and/or archaeological watching brief are most typical.

All new information gathered from investigations and mitigation will be appropriately disseminated and any archive material deposited with the Museum of Gloucester or other appropriate repository. Opportunities will be sought for community engagement, education and outreach activities to be integrated into any mitigation works. The general public has an interest in the progress and results of archaeological investigations and all reasonable attempts will be made engage with them and keep them informed. Likewise, all reasonable efforts will be made to make public and accessible the archives produced by archaeological excavations. For example via new museum displays or temporary exhibitions, via education resources or online.



4. GOVERNANCE, PARTNERSHIPS AND DELIVERY

4.1 DEVELOPING THE CITY COUNCIL'S ROLE

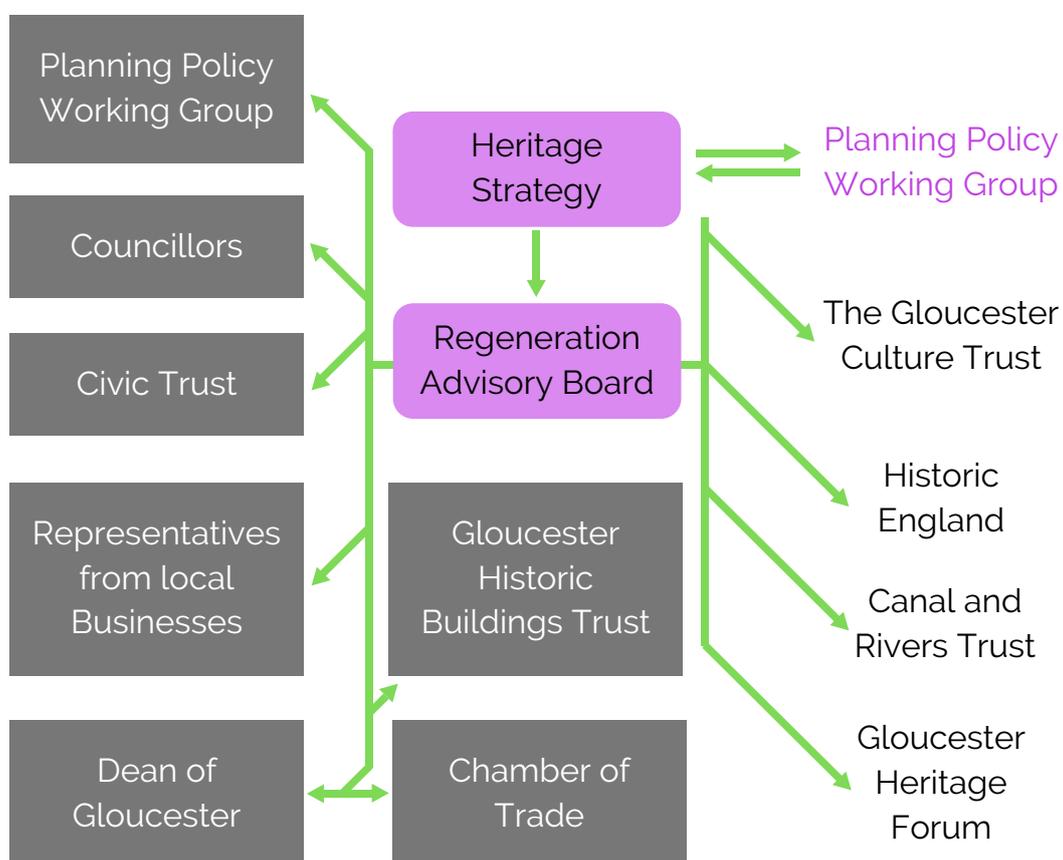
Gloucester City Council clearly has a governance role as local planning authority, but it also has other roles in enabling, encouraging or directly delivering projects and initiatives, working with stakeholders and partners. The City Council also has a leadership and coordinating role.

Whilst the strategy belongs to Gloucester City Council, its implementation will involve partnership working with a wide range of private, public and third sector partners many of which are members of the Gloucester Regeneration Advisory Board.

The challenge is also to ensure that there is a good level of communication between organisations in different sectors, in addition to ensuring that the historic environment is represented and championed within those organisations. In particular, there is a need across the sectors to raise awareness of the role of the historic environment in delivering effective regeneration and economic development, drawing on effective practices from across the country.

Partnerships across the sectors are a key part of delivering this strategy. The viability challenges outlined in the Background Document suggest that the public sector and third sector solutions will be necessary, working with the private sector in many instances.

HERITAGE STRATEGY PARTNERSHIP DELIVERY



4.2 PRIVATE SECTOR

A high proportion of historic buildings are in private ownership. The future of Gloucester's historic environment is therefore subject in no small part to the investment decisions of householders, businesses, developers and other property owners. Property owners vary from individuals to national or global businesses.

To create favourable conditions for investment, the private sector requires clarity and certainty. There are clearly significant national and global uncertainties at present. However, the City Council will help to create certainty and consistency by putting in place a clear planning policy framework (through the local plan) and a fully resourced and skilled development management service.

Various opportunities in the strategy will help to support local businesses, for example by creating a more viable centre. Partnerships may be required to address issues of viability, where a purely private sector solution is not possible.

There is clear potential for harnessing developer interest in heritage-led regeneration, by promoting awareness of the economic potential and medium and long-term benefits. Organisations like **Constructing Excellence South West** may be able to help in things like raising awareness of heritage potential and continually developing skills to work with heritage.

4.3 ADVISORY AND UMBRELLA BODIES

Gloucester has a range of advisory boards and forums, set out in the Background Document, often representing a range of local interests. Whilst this strategy can't set the agenda for such independent bodies, it can recommend how they can work together to achieve the best outcomes for the historic environment.

The **Gloucester Heritage Forum** is already developing roles as an advisory body and a link between different organisations and sectors, providing a vehicle for stakeholder engagement. Gloucester City Council and partners should work closely with the Gloucester Heritage Forum to promote understanding among local stakeholders of the economic potential for heritage. Heritage funders like the National Lottery Heritage Fund prefer different areas to coordinate and prioritise projects and funding bids.

This is a role that could be developed further by the Gloucester Heritage Forum, working closely with the City Council, partners and other local organisations.

The **Gloucester Regeneration Advisory Board** and the **Gloucester Culture Trust** both bring together business and other stakeholder interests. For both organisations, similar recommendations can be made to ensure that the transformational potential of the historic environment is understood and realised. These include:

- Representation of heritage regeneration specialists on the boards/membership;
- Inviting Historic England to participate;
- Emphasis on examining transformational heritage-led regeneration in other areas, especially cities with similar viability challenges;
- Targeting a wider range of developers, in particular those specialising in heritage-led regeneration;
- Championing good urban design and architecture, recognising the relationship between quality of environment (old and new) and attracting investment.

In addition, Culture Trust employed 'Community Engagement and Volunteering Officer', funded through Great Places. There is clearly scope for this volunteer role to be developed further (see later opportunities).

It is important for the Gloucester Regeneration Advisory Board and the Gloucester Culture Trust to work closely with the Heritage Forum, to ensure coordination and joint working between local projects.

This would require systems to be put in place for sharing project information. A shared database of projects is one possibility, hosted by the City Council or Gloucester Heritage Forum or Gloucester Museums Group.

Leadership and overall governance in delivering this strategy will be led by a revamped Regeneration Advisory Board. Historic England and Gloucester Heritage Forum will be added to the board. This role could include the formulation of an action plan to achieve delivery of the strategy over the next 10 years.

4.4 COMMUNITY (THIRD) SECTOR ORGANISATIONS

Different roles of community (third) sector organisations can include:

- Taking on building assets and developing projects to reuse and refurbish heritage buildings;
- Gaining capital funding for heritage projects, helping to address viability challenges;
- Managing historic properties, including commercial, residential or cultural uses;
- Participating in heritage designations and management, working with the local authority. This can include input into character appraisals, local lists and buildings at risk surveys;
- Local research, knowledge and expertise;
- Helping to curate archive material in the City's museums.
- Audience participation, interpretation and education initiatives;
- Leading or participating in neighbourhood plans.
- Running history events, talks and festivals in the City

To meet this potential, capacity building and partnership working are essential. There has been a paradigm shift in the third sector over the past decade, with a marked shift from reliance on core funding to income generating business models (social enterprises). The Community Engagement and Volunteering Officer being employed by the Gloucester Culture Trust is an opportunity to build volunteer capacity.

The Gloucester History Trust is a group dedicated to organising the Gloucester History Festival which takes place during the first 3 weeks of September on an annual basis. The festival, which has been taking place for 7 years has grown in popularity and content and includes guest speakers, guided tours, local history, community involvement, processions, living history, art and music in its programme. The chairman is Gloucester MP Richard Graham.

The Gloucester Historic Building Trust has a past track record of delivery, but has not taken on any buildings recently. Capacity building will be necessary, if the GHBT is to take on bigger projects. This is partly about ensuring good governance and a range of skills among trustees, but also understanding how to procure the professional support required to deliver projects. Broad areas of competence or awareness will include:

- Governance and organisational development;
- Historic environment legislation and consents;
- Feasibility, viability and business planning (capital project and operational revenue);
- Project development;
- Funding bids;
- Procurement;
- Project management;
- Contract management;
- Facilities management.

For community bodies, involvement in delivering the strategy provides opportunities to realise their own organisational aims and achieve a higher profile. In addition, they can have greater influence or a direct role in the development or management of Gloucester's heritage. In some circumstances, heritage assets can also generate direct income for community organisations.

The City Council and partners should work with the Gloucester Historic Building Trust to build capacity as the project progresses. Organisational development support should be sought where possible, for example from the Architectural Heritage Fund, National Lottery Heritage Fund and Locality. It may be possible to gain funding for capacity building through specific projects. Funding from the Architectural Heritage Fund could be sought to help with organisational development. Historic England and/or National Lottery Heritage Fund support could be sought for the Fleece should a development partner be identified.

It is proposed that ownership of the Life Museum building is transferred to Gloucester Historic Buildings Limited and that Gloucester Civic Trust take will take on the operation of the building. The Civic Trust already has experience of managing St Michael's Tower. For the Life Museum, capacity building will be necessary to ensure that any remaining collections are handled, displayed and interpreted to the necessary standard although ownership of collections will be retained by and they will be displayed by City Council Museum Service.

The Civic Trust has also been closely involved in the business planning stage, to ensure a sustainable business model.

The proposals in this strategy to recruit volunteers to become involved in compiling a local list and to undertake a buildings at risk resurvey is also likely to involve partnership working with the Gloucester Culture Trust, educational and volunteering organisations.

A gap in community organisations at present is in the lack of a local community development trust. Such an organisation could take on building assets, but also have wider social and economic objectives. In some areas, community development trusts have considerable property interests and deliver significant regeneration and economic development. Given Gloucester's viability challenges, a community development trust could be part of the solution.



4.5 UNIVERSITY AND COLLEGES

The University of Gloucestershire and Gloucestershire College have roles in promoting regeneration and economic development and supporting development of local skills, including supporting heritage apprenticeships.

4.6 COORDINATION OF MARKETING ACTIVITIES

Marketing was raised by numerous stakeholders during the preparation of this strategy. This has raised the need for different organisations involved in marketing and promotion to work much more closely together. This would include **Marketing Gloucester**, the **Business Improvement District**, the **Tourist Information Centre**, **GFirst (the LEP)**, **Gloucestershire University**, and others. Improved coordination of marketing and promotion activities would help to raise effectiveness and deliver better value across the organisations involved. A regular meeting between these bodies to exchange information and coordinate activities would be helpful. This would also provide an opportunity to develop an agreed and consistent message (see earlier section on marketing).

A balance is required to ensure that marketing reflects the actual offer. This is especially the case in terms of the city centre offer. A focus on Gloucester's historic environment and independent businesses provides an opportunity, as previously stated.

5. HERITAGE OPPORTUNITIES

5.1 DELIVERING ECONOMIC AND COMMUNITY BENEFITS

1: Key Sites and Areas

Development and regeneration will be sought actively for key sites in the Historic city centre, including Blackfriars, the Fleece and adjacent car park. Such development will seek to enhance the historic core and provide exemplar, creative and sustainable design. Opportunities for historic grant funding for key sites will be considered.

2: Marketing and Promotion

An agreed and consistent message should be developed by the various bodies involved in marketing and promotion and this will include promoting Gloucester as a historic city comparable to the UK's best; 'alternative' culture especially for younger people; opportunity for business and creative enterprise, more affordable place to live; with a different retail offer (the Quays and local independent businesses).

3: Historic City Centre - Reconciling Uses

Planning policies will be reviewed to ensure compatibility between residential and commercial uses in the City Centre.

4: City Centre Use of Upper Floors

The City Council and partners will take steps to secure the use of upper floors in the Historic city Centre, including: preparation of guidance; engagement with owners; identification of funding opportunities; and consideration of compulsory purchase and asset transfer.

5: Connections

Movement between the dock area and the historic core will be encouraged through improving the city centre offer, active frontages in new development, lighting, signage and other measures.

6: Funding Bids

Heritage-specific funding will be necessary to enable heritage projects, often together with non-heritage funding. Conservation area grant schemes will be sought where appropriate. The potential for Heritage Action Zones and Future of the High Street funding will be considered.

7: Museum Collections and Archives

Museums, collections and archives will be improved through better display and interpretation, improvements to documentation and records, storage, disposal and retention, online catalogue and increased community involvement.

8: Achieving Good Design

High quality and creative design will be secured through engaging with key local bodies, promoting awareness of the economic importance of design, use of independent design review, and effective planning policies. Creative and innovative design solutions will be promoted.

5.2 ENGAGING COMMUNITIES, BUSINESSES & VISITORS WITH GLOUCESTER'S HERITAGE

9: Heritage Asset Transfer

The City Council's asset transfer policy will be reviewed to promote community ownership as a basis for securing regeneration. Capacity building for local community organisations will be secured.

10: Promoting Volunteering

Promote opportunities for heritage-related volunteering by working with local communities, amenity bodies and education providers.

11: Community (Third) Sector Capacity Building

Support community and not-for-profit organisations in Gloucester, to build capacity to take on heritage assets and deliver heritage projects. This can include support and training in project development, funding bids, business planning, project management, procurement, governance, facilities management and other relevant matters.

12: Business Development Plans: Museums, Venues and Heritage Assets

Business development plans will be prepared and updated as necessary to guide the future development of key venues, including: Blackfriars Priory; The Guildhall; Kings Walk Bastion and Eastgate Chamber. A museum development plan will be produced for City and Life Museums.

13: Professional and Craft Skills

Identify and provide opportunities to promote local skills and specialism in conservation, including professional skills, craft skills and traditional skills apprenticeships.

14: Education, Outreach and Engagement

Work with local organisations to promote heritage education for all ages, from children to adults, as a means to raising awareness of the importance of the historic environment and fostering local pride. Expand education packs for schools. Create links with RIBA and conservation bodies to widen audience delivery. This includes promoting opportunities to get involved.

5.3 CONSERVING AND ENHANCING GLOUCESTER'S HISTORIC ENVIRONMENTS

15: Review of Conservation Areas and Article 4 Directions

The City Council will work with partners and volunteer organisations to review the boundaries of conservation areas. In parallel, the need for additional Article 4 Directions, Areas of Special Control for Advertisements, Local Listed Building Consent Orders or local development orders will be assessed.

16: Local List

A list of buildings and structures of local interest will be prepared. This will include buildings, urban or green spaces, archaeology and other structures of local interest. The local list will form a supplementary planning document and be accessible online. The involvement of volunteers in the survey will be actively encouraged by partners, supported by training and management.

17: Local Green Space Designation

As part of the review of the Local Plan against the new National Planning Policy Framework 2018, the opportunity should be taken to consider designation of Local Green Space, where spaces meet the requirements of Paragraph 100. Contenders for designation include the City's parks.

18: Planning and Heritage Enforcement

The City Council will consider enforcement action to address unauthorised works and buildings at risk, where this cannot be achieved through negotiation.

19: Heritage at Risk and Condition Surveys

The local buildings at risk survey will be reviewed on a 4-5 year cycle, resources allowing. The involvement of volunteers in the survey will be actively encouraged by partners, supported by training and management.

20: Monument Management

For key archaeological sites and historic assets, opportunities and feasibility will be assessed for creating better access, increasing protection and improving quality of interpretative information.

21: Archaeological Guidance

The Gloucester City Council Guidance document "Development Affecting Sites of the Historic (Archaeological) Environment" dates from 2008 and will be updated to reflect changes in policy and evidence base due to the numerous developments which have been undertaken in the City.

Acknowledgments

This Heritage Strategy has been prepared by Urban Vision Enterprise CIC, a social enterprise providing professional services in planning and regeneration.

Gloucester City Council and partners would like to thank the various people and organisations that have contributed to this strategy.

All images by Urban Vision Enterprise CIC, Gloucester City Council and Cotswold Archaeology Ltd.

Footnotes:

[1] Historic England, Heritage Counts 2018, South West Infographic

[2] The Grimsey review 2, July 2018.

[3] Section 69(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

[4] Section 54 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

[5] Section 48 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

[6] Section 50 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

[7] This was established in R (ex parte LH) v Shropshire County Council in 2014, based on legitimate expectation.



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**Appendix 2
Gloucester
Heritage
Strategy Public
Consultation
Responses**

Respondent Name	Respondent Organisation	User's Response: Free-Text (formatted)	Officer response
David Champion	Gloucester Civic Trust	Strategy implies expansion of Civic Trust, maintenance should be a level 1 priority and is also a statutory duty. Page 25 'Museum of Gloucester', proposed name change, general consensus is now 'Bishop Hooper House'. However, the historians state there is no historical connection with Hooper	Text Amended
Edwina Bell	Llanthony Priory Trust	role of developers like Peel (and I am sure others) and whether section 4.2 might acknowledge the potential for harnessing their interest in development and helping them share the vision for heritage led regeneration and the long term benefits rather than only seeing heritage as something that leads to lots of planning conditions that they will do the absolute minimum to fulfil	Text Amended

Anne Cranston	Gloucester Cathedral (Pro	<p>Be explicit that this is start of a process (effort into showing way forward is engaging wider stakeholders Be creative and enabling in taking individual actions forward</p> <p>1. remove the reference to “can’t be considered a narrow cultural issue”, adding in wellbeing between regen and economic devt in para 1. Amend Purpose (p5), noting it must be seen as the start rather than the end of the process, engaged partnership discussions about each of the actions to bring them to life.</p> <p>2. retitle Section 1.3 (and throughout) as</p>	Text Amended
David Stuart	Historic England	<p>Changes may be subtle but this reads much more impressively than the previous draft we saw and commented on. It comes across as punchier, more relevant and hopefully more likely to attract the buy in from the sectors who will be targeted and on whom success in many instances is likely to depend. Inculde greater emphasis on deisgn issues and oppourtunties</p>	Text Amended

Martyn White	Gloucester Historic Buidli	<p>I don't see any issue regarding a community development trust. Whether or not GHB could eventually morph into such a trust is I suggest a long way off.</p> <p>Suggested content changes:</p> <p>"transfer the Life Museum premises to a third party buildings preservation trust with the aim of establishing"</p> <p>"The Museum of Gloucester and Life Museum- (Gloucester Heritage Centre) should continue to achieve Arts Council accreditation and steps will be taken to maintain the necessary standards. The Civic Trust, as operators, will work in cooperation with the City Council's Museum Service which will be responsible for the display and interpretation of museum collections located at the current Life Museum"</p> <p>"Fleece should Gloucester Historic Buildings Trust identify an opportunity for involvement."</p> <p>necessary standard although ownership of collections will be retained by and they will be displayed by City Council Museum Service. The Civic Trust will has also need to been closely involved in the business planning stage, to ensure a sustainable business model.</p>	Text Amended
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Heather Forbes	Gloucestershire Archives	The Archives contribute significantly to the city's heritage by looking after its documentary and oral history at the Archives. I'd therefore be would be grateful if a short paragraph could be added. Also include a reference to Gloucester History Trust CIO which runs the high profile Gloucester History Festival which and produces huge pride in Gloucester	Text Amended
Dawn Melvin	Westgate Cllr	This draft is superb. It has clearly required enormous amounts of work and I would like to thank you all. I have no further comments to make other than, that Gloucester is lucky to be safe in the hands of our team.	No change
Sally Middleton	Gloucestershire Archives	<p>The SWOT analysis concentrates very much on the built environment and, whilst I understand the reason for this, there is so much more going on in Gloucester, in terms of heritage, than historic buildings. Some of the strengths and opportunities could include the following:</p> <ul style="list-style-type: none"> .Gloucester's annual History Festival (which is growing exponentially, year on year) .Gloucester Heritage Forum (Claire attends these quarterly meetings, and can fill you in) – sharing expertise in the heritage sector and working together to improve the volunteering offer across the heritage sector, for example .The amount of HLF funding that has come, and continues to come, into Gloucester; how can we attract new audiences (from amongst Lottery players, for example) to engage with Gloucester's heritage? This is, I think, a crucial task 	Text Amended included in SWOT

<p>Mark Fabian</p>	<p>Harrison Clark Rickerbys</p>	<p>1. It is refreshing that the plan so strongly puts forward Heritage as a driver for regeneration and economic development when it too often can act as a block to both.</p> <p>2. Constructing Excellence South West an organisation of professionals and companies engaged in the local construction industry may be able to play a part in implementing the strategy and as a member, I can make an introduction if that would help.</p> <p>3. Additional potential points that could be added to the SWOT</p> <p>Strengths Marketing Gloucester already well established Strong support from Gloucestershire First LEP Gloucester Rugby – a real “Heritage” rugby club.</p> <p>Opportunities Gloucester strongly positioned to obtain grant funding *(e.g. Pilgrim and Llanthony Priory Projects). Committed major investors including Merchant Rokeby and Peel Seeking support from University of Gloucestershire and from Gloucestershire College, the latter being particularly well placed in relation to apprenticeships.</p>	<p>Noted</p>
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Sarah Orton	Gloucester Culture Trust	<p>I like it and it looks good!</p> <p>Felt the mention in the SWOT analysis of the (lack of) availability of professional & crafts skills to deal with heritage as a threat was definitely needed, along with the pg 28 comments that training & capacity building is essential if potential of volunteering is to be realised. I feel this is really true for venues such as Museum of Gloucester where the expansion of volunteering opportunities can only be achieved when there is a corresponding increase in their capacity to be able to look after and guide them.</p>	Noted and Amended
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Toby Catchpole	Gloucestershire County Council	<p>Officer level comments from Gloucestershire County Council Heritage Team Leader (Archaeology):</p> <p>The production of a heritage strategy for Gloucester is strongly supported. In particular I can point to the commitments to continued joint working on the HER, to produce local lists and to wide partnership working.</p> <p>I feel that the draft strategy document could be clearer in relation to its intended status. Is the plan for it to be adopted as a supplementary planning document or as a background document to form part of the evidence base for the Gloucester Plan? The strategy is understandably focussed on the regeneration of built heritage but if it is intended to replace the 2008 archaeology SPD (Development affecting sites of the historic (archaeological) environment), more detail is probably required. If that SPD is not to be replaced by the strategy, it is probably due an update to accord with the NPPF.</p> <p>From the archaeological point of view, the strategy for museums needs to allow for the continued deposition and curation of archaeological archives, particularly given the major on-going and planned developments in the City, which are producing archaeological material of national significance.</p>	Noted. Opportunity 21 included
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Amy Washington	Museums	<ul style="list-style-type: none"> • Do you agree with aspirations for the heritage strategy over the next 10 years? YES • Does the SWOT effectively capture the issues facing the future of the City in relation to its historic environment? YES • Would the recommended opportunities lead to improvements in the way the Council and its partners manage, conserve and promote Gloucester's heritage? YES • Do the opportunities encourage engagement and local pride by stakeholders and the community? YES 	Noted No change
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Mr James Kitto	Llanthony Priory Trust	<p>1) Do you agree with the aspirations of the heritage strategy over the next 10 years?</p> <p>It was felt following discussion of the draft strategy at a recent trust meeting that the strategy is not aspirational enough.</p> <p>Gloucester's heritage is unique and it should be a prime motivator in driving tourism to the city from within the UK but also from outside of the UK. The draft strategy does not seem to share this aspiration or indeed identify the advantages of doing this.</p> <p>There must also be leadership within the heritage sector across the city rather than a seemingly large number of disparate groups sitting at arm's length from the council. A suggestion would be a Heritage Trust, similar in style to Culture Trust. The council must play a part in bringing these groups together.</p> <p>Does the SWOT effectively capture the issues facing the future of the City in relation to its Historic Environment?</p> <p>The trust were delighted that Llanthony Secunda Priory was highlighted as an exemplar project within the SWOT analysis. It does seem strange though that there is no further reference to why this project was considered as such and indeed what lessons could be learnt from the</p>	<p>Q1 Gloucester Heritage forum brings together all the heritage groups in the city which includes the preservation trust and RAB taking on strategy delivery.</p> <p>Q2 The background document sets out rational of projects and case studies highlighted in main strategy. Both Project Pilgrim and Llanthony Scheme received funding contributions from the City Council as well as dedicated expertise in the form of planning, landscape, urban design, archaeology and conservation professionals to assist with project delivery.</p> <p>Q 3 The opportunities presented are wide ranging and will require working with all the stakeholders identified to deliver, this includes engagement, tourism and reuse and interpretation of heritage assets, the Council notes that this will be challenging to deliver.</p>
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rest of the city and taken forward as a part of the strategy. Given LSPT's links with Gloucester College perhaps an educational slant could have been introduced into the strategy. The skills involved in restoration and then the successful operation of a heritage site are significant. There is already a shortage within the city. Why not aim to become a city that develops and trains the next generation of heritage leaders? The availability of professional and craft skills to deal with heritage is noted as a threat. Heritage and cultural leadership is also a threat.

It is also disappointing to note that given the status of the project within the strategy that the Trust were not consulted. This again highlights the need for a joined up approach to Heritage across the city.

It is interesting to note that the additional exemplar project listed was the Project Pilgrim. Both this project and the renovation of Llanthony Secunda Priory were achieved with minimal input from the Council.

Do the recommended opportunities lead to improvements in the way the council and its partners, manage, conserve, enhance and promote with Gloucester's heritage?

The recommended opportunities will not lead to

<p>Title: Revd First Name: Juliet Last Name: Jensen House No: 1 Address: The Conifers Postcode: GL1 4LP Email: juliet.jensen@pr otonmail.com Phone: 01452 422349</p>		<p>Qu 1: This is an ambitious strategy and I welcome the aspirations, particularly the intention of the City Council and partners to support community and not-for-profit organisations in Gloucester, to build capacity to take on heritage assets and deliver heritage projects. Christ Church, Grade II listed building on Brunswick Rd, is somewhere that could benefit from such an approach.</p> <p>Qu 2. Regarding the SWOT analysis: Are there are opportunities presented by Ecclesiastical's move out of the city to seek to develop this area of the city in a way that promotes the Spa heritage of Gloucester? This recent change may not have been taken into consideration at time of producing this strategy. Does Gloucester have sufficient high-quality hotel accommodation to attract visiting tourists by the coach-load? Could the Spa area of Gloucester be enjoyed once more as a destination for refreshment and relaxation? Could Gloucester's heritage of welcoming people from around the world be built upon both in terms of marketing strategy, including multi-lingual signage, employment of bilingual workers etc?</p> <p>Qu3: Yes, but it will be greatly enhanced if opportunities to attract visiting tourists from a wider reach, including internationally, are sought and realised.</p>	<p>Noted</p>
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Dr Phillip Cox	Gloucestershire Archaeology	<p>Gloucestershire Archaeology (GlosArch), broadly welcomes the consultation document 'Gloucester Heritage Strategy 2019-2029'.</p> <p>The focus on the Gloucester Museums is welcomed. The city's collections are of National importance and as noted in the supporting document, they have been sadly neglected and fall below the standard of museums in cities of comparable size. A coherent strategy is essential to ensure both the venues and collections can be maintained, developed and remain accessible to the people of Gloucester and to academic researchers. We encourage the development of displays and interpretation at the Museums around a number of key themes relevant to the local area and to take some of the displays to other locations to widen community engagement. However, it is vital that the curatorial side of the museums is given a similarly high priority. The lack of a professional curator in recent times has led to a backlog and the support being provided by staff from the Wilson museum in Cheltenham cannot be the long-term solution. Without sufficient professional staffing, it is difficult to see how the aspirations of the report can be achieved.</p> <p>In our view it is vital that Gloucester Museum retains its accreditation by restoring the curatorial functions to a level that meets the required standards. along the lines</p>	<p>Noted. Comments forwarded to Jonathan Lund who is overseeing cultural element at present. Further oppourtunities presented for musuem development plan and wider engagement. Has achieved accreditation for 5 years.</p>
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laid out in the document. The Civic Trust must be supported practically and financially to enable this to happen.

Gloucester Archives is an important resource and its development to improve access and enable use of the archive to inform planning decisions and develop the city's heritage must be supported.

GlosArch already engages with the City and County Council and undertakes volunteer archaeological work and we are keen to maintain and develop these links. We would be pleased to participate in the Gloucester Heritage.

In our view this aspirational document, if acted upon,

Adam Klups	Diocese of Gloucestershire	<p>Do you agree with the aspirations of the heritage strategy over the next 10 years? YES</p> <p>Does the SWOT effectively capture the issues facing the future of the City in relation to its Historic Environment? YES</p> <p>Do the recommended opportunities lead to improvements in the way the Council and its partners manage, conserve, enhance and promote with Gloucester's heritage? YES</p> <p>Do the opportunities encourage engagement and local pride by stakeholders and the community? UNSURE</p> <p>Do you have any other comments, questions, or concerns? I see striving for higher quality design in new development as absolutely crucial. There are a number of relatively recently built or developed buildings within the historic city centre that are of questionable design merit. It would also be amazing if more traditional craftspeople and artists could be encouraged to use some of the empty shops in the city centre. It is brilliant, for instance, to have the clock maker based on</p>	<p>Review encourage engagement and local pride by stakeholders and the community element</p>
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Sonia lefeuvre-wellard		Do you agree with the aspirations of the heritage strategy over the next 10 years? UNSURE Does the SWOT effectively capture the issues facing the future of the City in relation to its Historic Environment? UNSURE Do the recommended opportunities lead to improvements in the way the Council and its partners manage, conserve, enhance and promote with Gloucester's heritage? YES Do the opportunities encourage engagement and local pride by stakeholders and the community? YES	Noted
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Jane Hennell	Canal and River Trust	<p>I read the document yesterday and found it clear and easy to read which is always a bonus! Need to note that the docks waterspace is important in its own right, and perhaps this needs to be drawn out a bit more. I got the impression that the document is predominantly looking at the buildings and links through the docks.</p> <p>We have written a waterspace strategy which will help us, and I know that the Council Policy is looking at including a specific docks policy in the local plan, but if there is anything we can put in place to defend the docks from things like the Pirate Ship then that should be welcomed.</p>	<p>The document is divided between three key themes Heritage-Led Regeneration/ Heritage Designations and Management/ Heritage Opportunities which is a lot to cover so we have not gone into detail but discussing the City's historic environment in broader terms and we have mainly signposted where more detailed work is required such as branding/marketing/museums.</p> <p>The regeneration in the docks and quays has been picked up due to the extensive redevelopment which has taken place and concern over diluting the special quality of the docks with the new build and design choices. Regarding uses should the Council review the docks</p>
Sarah Hawkins	White Young Green on behalf of	Detailed comments provided regarding design, upper floor uses, public realm and economy. Much relates to the success of the Quays which is acknowledged but the strategy highlights areas of opportunity is within the city centre and its connections. Branding and marketing the quays are keen to be involved in assisting with this work city wide.	Comments noted and welcome engagement regarding branding and promotion of Gloucester as a historic City.



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Gloucester City Council

Meeting:	Cabinet	Date:	10 July 2019
Subject:	Regeneration at Kings Quarter		
Report Of:	Cabinet Member for Regeneration and Economy		
Wards Affected:	Westgate		
Key Decision:	Yes	Budget/Policy Framework:	No
Contact Officer:	Philip Ardley, Consultant - Place	Tel:	396107
	Email: philip.ardley@gloucester.gov.uk		
Appendices:	A – Costs of Enabling Works and Additional Legal Implications (exempt by virtue of paragraph (3) of schedule 12A to the Local Government Act 1972)		
	B – Block layout plan		

EXEMPTIONS

The report and Appendix B are for general release; however, the public are likely to be excluded from the meeting during consideration of Appendix A to this report as it contains exempt information as defined in paragraph (3) of schedule 12A to the Local Government Act 1972 (as amended).

1.0 Purpose of Report

1.1 To secure approval for the lease surrender of Bruton Way car park, extension of the project management contract and the necessary capital enabling costs (see Appendix A Table 1) to carry forward the momentum generated by the Kings Quarter regeneration project and ready the site for development.

2.0 Recommendations

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

- (1) the following activities be approved to assist in achieving the accelerated delivery programme for enabling the development of Kings Quarter and ensuring that the pace of change can be continued if planning permission is granted:
 - a) the surrender back to the Council of the present long lease to NCP Limited for the Bruton Way multi-storey car park at the earliest opportunity, upon terms approved by the Property Commissioning Manager in consultation with the Head of Policy and Resources.
 - b) the extension of the contract for the Kings Quarter dedicated project management resource from 7th July 2019 until 6th January 2020, as envisaged by the original Cabinet approval dated 22nd June 2016, with Reef Estates Limited and to authorise the waiver of the contract rules under rule 6.1.5.

- c) the allocation of additional costs required in respect of the determination of the Planning application for Kings Quarter and Kings Square as set out in Appendix A Table 1.
 - d) the demolition of Bruton Way Car Park, Bentinck House and partial demolition of the northern end of Grosvenor House.
- (2) it be noted that subject to any necessary consents being obtained and the bids from the procurements listed in recommendation (1) and Appendix A, Table 1 being in budget the Council will award the contracts (having first followed the appropriate decision making process) to enable those works to be undertaken after determination of the planning application.
- (3) it be noted that further budget will need to be identified for the next phases of the regeneration programme. Future Enabling Works associated with this have been listed in Appendix A Table 2.

3.0 Background

3.1 This report seeks approval for the next stage in the delivery of Kings Quarter and directly relates to enabling costs that were highlighted to Cabinet on 5th December 2018 as being critical to enabling the discharge of planning conditions relating to Kings Quarter and therefore enable the delivery of a refurbished Kings Square by Autumn 2020. A more detailed breakdown of these costs can be found in Appendix A Table 1.

3.2 In order to progress to the delivery stage for the Kings Quarter development and undertake further archaeological and site investigation, we need to demolish the remaining buildings around the old bus station. The city council owns the freehold of Bentinck House and the Bruton Way car park site and purchased the headlease for both buildings from Aviva in 2014 subject to the sub-lease to NCP Limited. The NCP sub-lease lease includes the ground floor exit from the car park onto Bruton Way under Bentinck House but is the only outstanding interest in this site. Following protracted negotiations, NCP have agreed in principle to surrender the remainder of their sub-lease for the Bruton Way multi-storey car park that is not due to expire until May 2037. The surrender would be at a nil premium but NCP require agreed heads of terms for NCP to take a lease until May 2037 for a new car park close to this site. Such heads of terms would not be legally binding on either party but are intended to show intent and would be dependent on commercial market terms being agreed once the car park has been fully designed and finalised. Bentinck House and this Bruton Way car park are constructed as a single structure and share all main services. They require demolition as an entity to avoid substantial cost and such work can be undertaken now that the old bus station has been demolished. The site forms almost half the delivery area for the next stages of the Kings Quarter development and is crucial to the building of plots 2 and 4 together with the creation of the new public realm. The financial considerations for this surrender are set out in Appendix A.

- 3.3 The Council appointment of a dedicated project management resource for Kings Quarter was extended for a further 12 months until 6th July 2019. This cost to date is significantly below the budget approved by Cabinet on 22nd June 2016 for a three year period commencing on 1st January 2017. This further extension accords with the Council's financial regulations but the extension will require a waiver of the contract rules. The extension is required to ensure continuity in professional advice and negotiation with key stakeholders to maintain progress for the Kings Quarter planning application determination before the end of this year. Therefore the recommendation is to extend this contract until the end of the three year period on 6th January 2020 relying on waiver rule 6.1.5 that specialist consultants are required and it is in the report author's professional opinion that it is in the Council's best interests to engage Reef Estates Limited for the reasons referred to above. The final cost for this appointment is shown in Appendix A and remains within the approved budget.
- 3.4 We are currently on target for the Business Plan which was submitted and approved by Cabinet on the 13th September 2017. Since that time the Planning Team led by property and planning advisors Avison Young (GVA Limited) and the Architectural team lead by AHR have progressed the design and planning strategies for Kings Quarter. In addition, the Car Parking Strategy has been completed and brought to Cabinet and approved on 11th July 2018.
- 3.5 During 2018, the consultancy teams completed a vigorous and inclusive engagement process with key stakeholders to firstly inform the design of Kings Square and secondly ensure that they have captured as many professional, community and political aspirations/issues as possible. This was completed by way of workshops and one to one meetings. The information collated was used to create a design brief for Kings Square and to inform the more detailed design of Kings Quarter.
- 3.6 A hybrid planning application for Kings Quarter was submitted in December 2018 and validated early this year. This application requested detailed consent for Kings Square, new public realm and changes to Market Parade, creation of the new Cathedral View pedestrianised street, together with Plots 1, 2 and 3a and b (Kings House). Outline consent has been requested for Plots 3c, 3d and 4.
- 3.7 Appendix B attached to this Report identifies the respective locations of all plots in this proposed development.
- 3.8 The planning application is currently being determined and statutory consultee responses have been received. To date, there has been only two objections raised to the planning application. The first made by the Highways Agency has been successfully argued by the consultant team and formally retracted. The second objection by the Environment Agency (EA) has proven much more difficult to remove. Unfortunately, the EA are in the process of updating their 2006 flood model for the city. This work by the EA has been very protracted and the consultant team have been unsuccessful in persuading the EA to allow the City Council to submit technical information based upon the old flood model. This has resulted in significant additional cost. The Project Manager and consultant team are working with the Council Planning Officer and Flood Officer to try to minimise the impact of these changes.

- 3.9 Phase 1 Demolition of the old bus station and the former Furniture Recycling Project store, referenced in the previous approval paper, has been successfully completed on time and on budget. The associated archaeological and ground investigations have also been completed. It has proved a useful exercise and as expected there have been significant archaeological finds made. These include buried human remains and the outline of what is believed to be a possible Carmelite Friary. The archaeological importance of this site has been fully taken into consideration throughout the design and planning process.
- 3.10 There have been positive discussions with Western Power Distribution (WPD) regarding the electricity supply requirements. It looks probable that they will cover the cost of replacing the existing substation within Grosvenor House. This could provide the Council with a substantial cost saving. There are now two viable options for the siting of the new substation; the first being the cleared Furniture Recycling Project site and the second being next to the existing substation within Grosvenor House itself. Work is progressing to identify the most practical solution and a programme.
- 3.11 As intended, the project team have progressed with the establishment of an Art Panel for the Square. This is a group of local stakeholders/users of the Square along with local representatives from the cultural and artistic sectors within Gloucester. This panel is supported by the Cabinet Member for Culture and Leisure. The Panel have selected two designers following a procurement exercise which saw 33 submissions. The successful designers are Michael Grubb Studios (MGS) and George King Architects (GKA), both local to the South West of England and with an impressive track record. MGS will provide a lighting design for the Square and GKA will create an innovative and unique approach to the structural edges within the Square. It is intended that both designers will present a preferred option to the Panel towards the end of July.
- 3.12 Finally, the relationship between the Council's asset managers for Kings Walk, Reef Group, has developed and they are now a regular contributor to the Kings Quarter monthly project meetings and are fully involved in the design/planning process as well as the future branding and marketing efforts. The joint PR messaging strategy is working well and there has been a much more consistent flow of positive press releases arising from Kings Quarter.

4.0 Reasons for Recommendations

- 4.1 To enable the officers and the project manager to obtain certainty of vacant possession of this multi-storey car park. This building is in poor condition, and requires demolition in order to progress further archaeological investigation that is likely to be a condition for the determination of the present planning application prior to redevelopment.
- 4.2 We have now commenced procurement for the next stages of the Kings Quarter redevelopment in Kings Square and considerable excitement is being generated together with some very encouraging occupier interest both in Kings Walk and plots 2 and 4. Creating certainty and confidence is key when negotiating with potential tenants hence works starting on site by way of demolition is a very significant step forward. Removal of the Bruton Way car park lease interest greatly aids this.

- 4.3 The detailed negotiations undertaken and enabling actions identified by the project manager will help to maintain the pace of delivery, and therefore the extension of the project manager's contract until determination of the application towards the end of this year is highly desirable for continuity.
- 4.4 To enable the officers and the Project Manager to discharge the potential planning conditions required to bring forward Kings Quarter for redevelopment by Autumn 2019 and to ensure that constraints can be removed to enable activity on site by the end of this year.
- 4.5 Unfortunately as a direct result of the EA objection the planning approval process has risen in cost. Despite several attempts to persuade them, the EA refuses to lift its objection unless its unverified model is used. The creation of this model by the EA has been a challenge and if we were to wait until they secured the funding to complete and verify the model it would represent an unacceptable risk to the programme. Consequently, this paper requests approval for the cost of verifying the EA model and re-running the models they require. The Consultant team will be put under significant pressure to complete this as soon as possible to meet the agreed programme.
- 4.6 Further additional cost has been incurred as a result of the EA requiring proof of a potential solution for the replacement of the existing River Twyver culvert running beneath Bruton Way Car Park. As a result of their requirements for more detailed information further CCTV studies and Ground Penetration Surveys have been undertaken to confirm the exact location and condition of this culvert and therefore reassure them that the proposed methodology to enable construction of Plot 4 is robust. This process has led to increased project management, technical fees and survey costs.
- 4.7 The Council has been notified of the possibility that NCP may close Bruton Way car park. There have been instances of disturbed masonry due to the continued deterioration of the building and the top two floors have been closed for use. Consequently, in order to maintain momentum, this paper seeks approval to move ahead with the demolition of both Bruton Way Car Park and Bentinck House. Following due procurement processes, this could result in a cleared site by the Spring of 2020. There are financial revenue implications resulting from the closure of the car park which can be mitigated by a temporary use of the cleared site for short term car parking income until the new buildings commence construction. The removal of the car park and Bentinck House will both help with the marketing of the development and ensure that once an occupier is identified redevelopment of the site can progress immediately without further delay.
- 4.8 The relocation of the existing Tesco within Grosvenor House is proving complicated and Tesco have been supplied with a number of alternative relocation options and are currently considering their position. In order to ensure the Council has all available options open to it, this paper requests the funding to partially demolish Grosvenor House leaving Tesco in situ. Professional advice has been provided that this could be achieved and may enable Western Power Distribution to bring forward the renewal of their electricity substation.

5.0 Asset Based Community Development (ABCD) Considerations

- 5.1 A comprehensive engagement process has been underway for a number of years and is inclusive as described in clauses 3.5 and 3.11 above. In addition widespread stakeholder consultation is underway as part of the statutory planning process and sustainability is detailed in the planning documents. Employment, apprenticeships and local business opportunities are included as integral factors for assessment of the Invitations to Tender for the construction contracts.

6.0 Environmental Implications

- 6.1 A fully detailed Environmental Impact Assessment has been submitted as part of the planning application.

7.0 Alternative Options Considered

- 7.1 The project manager's contract could be terminated at its due date. Their work could be progressed through already stretched internal resources or through letting of a new contract, but this would introduce uncertainty and a lack of continuity which may harm the scheme.

8.0 Future Work and Conclusions

- 8.1 If the recommendations are approved, officers and the project manager will be able to continue working on the negotiation of the submitted hybrid planning application for Kings Quarter. In addition, progress would continue to procure a design and build contract for Kings Square for works to start in the autumn, together with a contract for the demolition of Bruton Way car park and adjoining buildings to start in January 2020. We would also seek temporary uses whilst the site was vacant to mitigate rental loss and cover the cost of borrowing for the capital works. Future progress reports on Kings Quarter will continue to be provided, together with reports for approval of the enabling and delivery phases, in a timely fashion
- 8.2 It should be noted that as part of the early enabling work for Kings Square, the World Cup Rugby Bench will be relocated as will the stand-alone public toilet facility located outside of the Post Office. The Property Department are reviewing several options for the new siting of both structures. A communications plan will be produced to ensure that tenants and shoppers are fully informed of the programme and impacts of the project.

9.0 Legal Implications

- 9.1 Once the surrender of the car park lease has taken place, the property implications include the loss of rent and full responsibility for this area lying with the Council together with maintenance and public liability. However an early surrender clears the title of this lease and assists with the future development of and dealing with the property. If (as anticipated) there is no consideration payable for the surrender then no Stamp Duty Land Tax will be payable (only payable above £150,000).
- 9.2 In July 2018 under the urgency provisions, a waiver was approved to appoint the project management advisers under a 12 month contract. A waiver is required to extend the appointment for a further 6 months under contract rule 6.1.5 which states;

“Specialist consultants, solicitor, barrister, agents, artist or professional advisers are required and:

- There is no satisfactory alternative;
- Evidence indicates that there is likely to be no genuine competition; or
- It is in the opinion of the Authorised Officer, in the Authority’s best interest to engage a particular consultant, solicitor, barrister, agent, artist or adviser.”

9.3 All procurements must be carried out in accordance with the Council’s Contract Rules and the Public Contracts Regulations 2015. All contracts above £10,000 must be in a form drafted or approved by One Legal. Provided that the tenders submitted are within budget, contracts exceeding £100,000 will need to be approved by the Cabinet Member for Regeneration and Economy and contracts not exceeding £100,000 can be awarded by the Head of Place.

9.4 Overall, there is likely to be substantial legal input in respect of the procurement, contract and property aspects of the Kings Quarter project

9.5 Paragraph 4.8 refers to the possibility of the site of Bruton Way Car Park and Bentick House being used as a surface car park. If a car park is to be operated by the Council, there are statutory processes which will need to be followed in order to designate it as a Council operated off-street car park and then to close it when development is ready to commence. Legal advice should be sought by officers at an early stage. If the land is to be used for any temporary commercial unit, the letting must be of a type and contain suitable terms to ensure that the occupation can be easily terminated

(One Legal has been consulted in the preparation of this report.)

10.0 Financial Implications

10.1 The three-year budget for this Kings Quarter enabling consultancy work was approved by Cabinet on 22nd June 2016 for £150,000 per annum and we remain within that budget.

10.2 The Planning Application budget which Cabinet approved on 6th December 2017 as revised by Cabinet approval on 12th September 2018 is presently within budget. Additional work required by the Environment Agency as a result of their objection is incurring additional costs. These are set out in Appendix A, table 1.

10.3 This paper requests a further approval for costs of enabling demolition works (Table 1) details are provided in Appendix A.

10.4 It is proposed that funding is available from the regeneration account which is sufficient for the additional planning application costs, and capital borrowing will be required to cover the demolition cost to be funded from temporary car park income and ultimately the new buildings on the site. This would be consistent with the Council requirement to ensure that any receipts generated from the ex- SWRDA transferred assets are used for city regeneration purposes.

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

11.0 Risk & Opportunity Management Implications

- 11.1 The key risk in the Kings Quarter scheme at this stage is the failure to procure a suitable project development partner/occupiers and capital funding to take the project forward.
- 11.2 If planning permission is not granted the costs incurred to date may become abortive.

12.0 People Impact Assessment (PIA):

- 12.1 At present, there are no adverse impacts identified for any of the Protected Characteristic groups; as the regeneration of Kings Quarter progresses, the design process has been carefully devised to ensure maximum community engagement with a focus on achieving engagement with disabled and other minority groups. Further Impact Assessments will be considered as part of the planning process.

13.0 Other Corporate Implications

Community Safety

- 13.1 Safety of the public will be managed during the Kings Quarter regeneration by the City Council and their appointed Construction Design Management health & safety advisor in association with the main contractor.

Sustainability

- 13.2 None specific to this report, although sustainability will be considered when specifying products, and in construction methods.

Staffing & Trade Union

- 13.3 None.

Background Documents: None

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

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Notes

THIS DRAWING READ IN CONJUNCTION WITH :

- KEY**
- King's Square - Detailed Planning Application Area = 9,664 sqm
 - Plot 1- Detailed Planning Application Commercial and Residential Area = 1,223 sqm
 - Plot 2 - Detailed Planning Application MSCP, Residential, Leisure / Commercial / Start Ups Area = 11,283 sqm
 - Plot 3A - Detailed Planning Application Food Hall (Ground Floor) Creative Hub (Upper Floors)
 - Plot 3B - Detailed Planning Application Commercial and Residential Area = 1,779 sqm
 - King's Quarter - Outline Hybrid Planning Application Includes Detailed for Plots 1, 2, 3A and 3B Residential, Leisure, MSCP, Commercial and other uses Area = 20,486 sqm

P07	Masterplan Updated	23.08.2018	MDLN	KB
P06	Plots 1, 3A, 3B, 3C, 3D and Detailed Extent Updated	15.08.2018	MDLN	GO
P05	Plot 1, 2 and 4 Layout Updated	02.07.2018	MDLN	KB
P04	Plot 2 Layout Updated	31.05.2018	MDLN	KB
P03	Detailed Areas Updated	02.03.2018	MDLN	KB
P02	Detailed Areas Updated	28.02.2018	MDLN	HG
P01	First Issue	15.02.2018	MDLN	BS
Rev	Description	Date	Dr by	App by
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project	Kings Quarter Gloucester		
drawing	Proposed Application Boundaries		
project number	2017.00963.000	scale	1:500 @A1
drawing number	KQG-AHR-MP-ZZ-DR-A-91-005	rev	P07
		issue status	S0

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