



# Gloucester City Council

## Overview and Scrutiny Committee

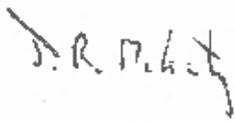
**Meeting: Monday, 25th February 2019 at 6.30 pm in Civic Suite - North Warehouse, The Docks, Gloucester, GL1 2EP**

<b>Membership:</b>	Cllrs. Coole (Chair), Ryall (Vice-Chair), Hawthorne (Spokesperson), Dee, Finnegan, Haigh, Hampson, Hilton, Lewis, Morgan, Pullen, Taylor, Toleman, Walford and Wilson
<b>Contact:</b>	Democratic and Electoral Services 01452 396126 <a href="mailto:democratic.services@gloucester.gov.uk">democratic.services@gloucester.gov.uk</a>

## AGENDA

<b>1.</b>	<b>APOLOGIES</b>  To receive any apologies for absence.
<b>2.</b>	<b>DECLARATIONS OF INTEREST</b>  To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.
<b>3.</b>	<b>DECLARATION OF PARTY WHIPPING</b>  To declare if any issues to be covered in the Agenda are under party whip.
<b>4.</b>	<b>MINUTES (Pages 5 - 10)</b>  To approve as a correct record the minutes of the meeting held on 28 <sup>th</sup> January 2019.
<b>5.</b>	<b>PUBLIC QUESTION TIME (15 MINUTES)</b>  To receive any questions from members of the public provided that a question does not relate to: <ul style="list-style-type: none"><li>• Matters which are the subject of current or pending legal proceedings, or</li><li>• Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers</li></ul>
<b>6.</b>	<b>PETITIONS AND DEPUTATIONS (15 MINUTES)</b>  To receive any petitions and deputations provided that no such petition or deputation is in relation to: <ul style="list-style-type: none"><li>• Matters relating to individual Council Officers, or</li><li>• Matters relating to current or pending legal proceedings</li></ul>

7.	<p><b>OVERVIEW AND SCRUTINY COMMITTEE WORK PROGRAMME AND COUNCIL FORWARD PLAN</b> (Pages 11 - 34)</p> <p>To receive the latest version of the Committee's work programme and the Council's Forward Plan.</p>
8.	<p><b>FINANCIAL MONITORING Q3</b> (Pages 35 - 46)</p> <p>To consider the report of the Cabinet Member for Performance and Resources which details year-end forecasts and progress made against agreed savings targets for the 3rd quarter ended 31 December 2018.</p>
9.	<p><b>PUBLIC CONSULTATION FOR DRAFT SUPPLEMENTARY PLANNING DOCUMENTS FOR PODSMEAD AND MATSON ESTATES REGENERATION</b> (Pages 47 - 134)</p> <p>To consider the report of the Cabinet Member for Planning and Housing Strategy seeking the approval to undertake a public consultation on the draft Supplementary Planning Documents (SPDs) produced by Gloucester City Homes (GCH).</p>
10.	<p><b>ROUGH SLEEPING BRIEFING</b> (Pages 135 - 138)</p> <p>To receive a briefing on the rough sleeping hub and strategy.</p>
11.	<p><b>DATE OF NEXT MEETING</b></p> <p>25<sup>th</sup> March 2019 at 6.30pm in the Civic Suite, North Warehouse.</p>



**Jon McGinty**  
**Managing Director**

**Date of Publication: Friday, 15 February 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.

### **Access to Information**

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

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

### **Recording of meetings**

Please be aware that meetings may be recorded. There is no requirement for those wishing to record proceedings to notify the Council in advance; however, as a courtesy, anyone wishing to do so is advised to make the Chair aware before the meeting starts.

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

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

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

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



## OVERVIEW AND SCRUTINY COMMITTEE

**MEETING** : Monday, 28th January 2019

**PRESENT** : Cllrs. Coole (Chair), Ryall (Vice-Chair), Hawthorne (Spokesperson),  
Dee, Finnegan, Haigh, Hampson, Hilton, Lewis, Morgan, Pullen,  
Taylor, Toleman and Walford

### **Others in Attendance**

Councillor Lise Noakes, Cabinet Member for Culture and Leisure  
Corporate Director (Service Transformation)  
Chief Executive Officer, Marketing Gloucester  
Visitor Experience Manager  
Democratic and Electoral Services Team Leader

**APOLOGIES** : Cllrs. Wilson

### **133. DECLARATIONS OF INTEREST**

133.1 There were no declarations of interest.

### **134. DECLARATION OF PARTY WHIPPING**

134.1 There were no declarations of party whipping.

### **135. MINUTES**

135.1 **RESOLVED that:-** The minutes of the meeting held on 7<sup>th</sup> January  
2019 be approved and signed by the Chair as a correct record.

### **136. PUBLIC QUESTION TIME (15 MINUTES)**

136.1 There were no public questions.

### **137. PETITIONS AND DEPUTATIONS (15 MINUTES)**

137.1 There were no petitions or deputations.

### **138. OVERVIEW AND SCRUTINY COMMITTEE WORK PROGRAMME AND COUNCIL FORWARD PLAN**

## OVERVIEW AND SCRUTINY COMMITTEE

### 28.01.19

- 138.1 The Committee considered the Work Programme. The Chair brought to Members' attention that the Matson and Podsmead Estate Regeneration Draft Supplementary Planning Document for Consultation would be considered at the February meeting of the Committee. Members discussed and agreed to hear from residents and the relevant ward councillors.
- 138.2 The Chair advised that, while Universal Credit would have been in place for a year at the end of February, it was necessary for Officers to be afforded time to collate relevant information to contribute to the review. As such, it was agreed that the meeting would be held when the relevant information was available which was likely to be from April onwards.
- 138.3 Councillor Haigh raised the matter of Task and Finish groups. It was noted that the High Strength Alcohol group had concluded and was due for review. Councillor Haigh suggested that there should be consultation with Officers and the public with regard to what topic to explore by way of a Task and Finish Group.
- 138.4 Members noted that the group on Homelessness had not met for some time and that such matters and the context had changed significantly. Members also stated that it was necessary for further Task and Finish groups to have a precise scoping and forensic focus. It was agreed that the Homelessness group be closed and that a consultation on a new group would take place.
- 138.5 In respect of the Gloucester Railway Station being on the Forward Plan, Councillor Hilton asked that a briefing on the design and the project as a whole be provided when the project was at such a stage.
- 138.6 **RESOLVED that:-** (1) The implementation of Universal Credit in the City review take place when information for the year has been collated and is available; (2) The homelessness Task and Finish Group be closed and a consultation take place seeking topics for a new Task and Finish Group; (3) A briefing on the Gloucester Railway Station project design be provided to the Committee when the project has progressed to the appropriate stage and; (4) The Overview and Scrutiny Committee **NOTE** the Work Programme.

## 139. FESTIVAL AND EVENTS PROGRAMME

- 139.1 Councillor Noakes, Cabinet Member for Culture and Leisure, presented the report and highlighted key aspects. She outlined the establishment of a strategic events programme and confirmed that the Council would continue to fund directly the History Festival.
- 139.2 Councillor Noakes informed Members that the annual Carnival would be taking place on 13<sup>th</sup> July 2019 which was before the school term finished and that numerous schools would be involved. Additionally, to

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**28.01.19**

mark the 50<sup>th</sup> anniversary of the moon landing, there would be a Festival of the Moon which would include a temporary 'museum of the moon'.

- 139.3 Councillor Lewis noted that, in the report, provision for key Civic events was referred to but queried whether holders of Civic office required more day-to-day support. Councillor Noakes agreed that the report covered specific events and the Corporate Director advised that administrative report was provided throughout the year.
- 139.4 Councillor Hilton shared his view that the events commemorating the 1100<sup>th</sup> anniversary of the death of Æthelflæd had been impressive, that St. Oswald's Priory had been a good space for the events and could be used for further events. He also suggested that more use could be made of Hillfield Gardens. Councillor Hilton queried whether anything was planned for the Docks when the Tall Ships Festival was not happening.
- 139.4 The Chief Executive of Marketing Gloucester (MGL) stated his belief that the Æthelflæd events had been delivered well and that considerable work had gone into them. He advised that, with the Business Improvement District (BID), an event had been planned at St. Oswald's Priory but this would have conflicted with other events at Llanthony Priory. Joint events were being considered for the future.
- 139.5 With regard to the Tall Ships Festival, the Chief Executive stressed the need to achieve a good financial return. He advised that, in 2019, the Royal Navy would attend and that residents would receive a considerable discount upon presentation of a GL1 card. He informed Councillor Hilton that he would take his suggestion of greater use of Hillfield Gardens back to MGL.
- 139.6 In response to a further query from Councillor Hilton regarding a possible monument to Æthelflæd, the Chief Executive outlined that numerous options were being explored.
- 139.7 Councillor Haigh stated that it would be useful to be furnished with a comprehensive suite of events. It was agreed that this would be circulated.
- 139.8 Councillor Haigh queried why an outside organisation was engaged to organise King's Jam and whether there was confidence in the organisation. She further queried how it would raise the additional £50k cited in the report.
- 139.9 Councillor Noakes advised that, following the review of the previous year, King's Jam was a target event and that the Music Works was a very successful organisation. The Corporate Director outlined the fact that part of the cultural strategy was growing other organisations in the City, that Music Works sought to operate in the City and was well regarded by numerous funding bodies.

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- 139.10 Councillor Pullen noted that para 6.3 showed the Council's contribution to events but not the total cost. He stated that it would be useful to know this and it was agreed that this would be included in the final report.
- 139.11 Councillor Pullen stated that he did not see aims and targets for the events which could assist in evaluation. The Chief Executive of MGL advised that some metrics were available such as footfall and spend but that other measures were less tangible.
- 139.12 Councillor Dee concurred with the idea that a narrow boat festival could be held in years when the Tall Ships Festival was not taking place and that similar events had been successful elsewhere. He also suggested that there was a market for a high quality hotel in the City.
- 139.13 The Chief Executive of MGL advised that he had spoken with the Canal and Waterways Trust previously and there would be difficulties in holding a narrow boat event due to the location of the Docks but he would examine the case again. With regard to a hotel, the Chief Executive advised that, by 2025 it was predicted that there would be a shortage of hotel rooms and that if this was not remedied, the number of visitors staying over in the City would flatten out.
- 139.14 Councillor Morgan queried where the proposed further £10k income would be generated from. Councillor Noakes advised that more stalls and fireworks during key events such as the Tall Ships Festival could see further income generation.
- 139.15 **RESOLVED that:-** (1) The total costs of events included in the report be included in the report to Cabinet; (2) A full suite of events be circulated and; (3) The Overview and Scrutiny Committee **NOTE** the report.

**140. TOURIST INFORMATION CENTRE RELOCATION**

- 140.1 Councillor Noakes, Cabinet Member for Culture and Leisure, introduced the report and brought key aspects to Members' attention. She thanked the Committee for its recommendation to site new Tourist Information provision at two existing venues and advised that this was the proposal contained within the report.
- 140I.2 Related to the relocation of the Tourist Information Centre, Councillor Pullen suggested it was crucial to improve the frontage of the Guildhall as part of the development plan. The Corporate Director advised that this would be part of any development plan and that a number of wide ranging options were available.
- 140.3 Councillor Morgan stated that the location of the Tourist Information Centre was important as was its signage. The Corporate Director

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advised that there would be both fixed and digital signage to direct visitors appropriately.

140.4        **RESOLVED that:** - The Overview and Scrutiny Committee **NOTE** the report.

**141. DATE OF NEXT MEETING**

141.1        25<sup>th</sup> February 2019 at 6.30pm in the Civic Suite, North Warehouse.

**Time of commencement: 6.30 pm hours**

**Time of conclusion: 7.40 pm hours**

**Chair**

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**Gloucester City Council  
Overview and Scrutiny Committee Work Programme  
Updated 15 February 2019**

Item	Format	Lead Member (if applicable)/Lead Officer	Comments
<b>25 February 2019</b>			
Financial Monitoring Quarter 3	Written Report	Cabinet Member for Performance and Resources	Requested by Committee
Matson and Podsmead Estate Regeneration Draft Supplementary Planning Document for Consultation	Written Report	Cabinet Cabinet Member for Planning and Housing Strategy	With witnesses from both Wards.
Rough Sleeping Hub	Briefing Paper	Cabinet Member for Communities and Neighbourhoods	Requested by Committee
<b>12<sup>th</sup> March 2019 – Special Meeting</b>			
Accommodation Move – Plans for New Reception	Presentation/Plans	Cabinet Member for Performance and Resources	
<b>25 March 2019</b>			
Green Travel Plan Progress Report 2018 and Update	Written Report	Cabinet Member for Environment	Requested by Committee
<b>NO DATE SET</b>			
Universal Credit Review	Written Report	Cabinet Member for Performance and Resources/Head of Policy and Resources	Likely to be a date in April
Guildhall Development Plan	Written Report	Cabinet Member for Culture and Leisure/Head of Cultural and Trading Services	Requested by Committee
Gloucester Railway Station	Briefing on design	Cabinet Cabinet Member for	

<b>Item</b>	<b>Format</b>	<b>Lead Member (if applicable)/Lead Officer</b>	<b>Comments</b>
		Regeneration and Economy/Head of Place	
Gloucester Culture Trust Annual Report	Written Report	Cabinet Member for Culture and Leisure	Requested by Committee
Regeneration of the Former Fleece Hotel Site	Written Report	Cabinet Member for Regeneration and Economy	Requested by Committee
Disposal of HKP Warehouses	Written Report	Cabinet Member for Regeneration and Economy	Requested by Committee

**NOTE: The work programme is agreed by the Chair, Vice-Chair and Spokesperson of the Overview and Scrutiny Committee**



# Gloucester City Council

## FORWARD PLAN FROM MARCH 2019 TO FEBRUARY 2020

This Forward Plan contains details of all the matters which the Leader believes will be the subject of a Key Decision by the Cabinet or an individual Cabinet Member in the period covered by the Plan (the subsequent 12 months). A Key Decision is one that is:

- a decision in relation to a Cabinet function which results in the Local Authority incurring expenditure or making of a saving which is significant having regard to the budget for the service or function to which the decision relates; or
- a decision that is likely to have a significant impact on two or more wards within the Local Authority; or
- a decision in relation to expenditure in excess of £100,000 or significant savings; or
- a decision in relation to any contract valued in excess of £500,000

A decision maker may only make a key decision in accordance with the requirements of the Cabinet Procedure Rules set out in Part 4 of the Constitution.

### Cabinet Members

Portfolio	Name	Email Address
Leader and Regeneration & Economy (LRE)	Councillor Paul James	<a href="mailto:paul.james@gloucester.gov.uk">paul.james@gloucester.gov.uk</a>
Deputy Leader and Communities & Neighbourhoods (C&N)	Councillor Jennie Watkins	<a href="mailto:jennie.watkins@gloucester.gov.uk">jennie.watkins@gloucester.gov.uk</a>
Culture & Leisure (C&L)	Councillor Lise Noakes	<a href="mailto:lise.noakes@gloucester.gov.uk">lise.noakes@gloucester.gov.uk</a>
Performance & Resources (P&R)	Councillor Hannah Norman	<a href="mailto:hannah.norman@gloucester.gov.uk">hannah.norman@gloucester.gov.uk</a>
Planning & Housing Strategy (H&P)	Councillor Colin Organ	<a href="mailto:colin.organ@gloucester.gov.uk">colin.organ@gloucester.gov.uk</a>
Environment (E)	Councillor Richard Cook	<a href="mailto:richard.cook@gloucester.gov.uk">richard.cook@gloucester.gov.uk</a>

The Forward Plan also includes Budget and Policy Framework items; these proposals are subject to a period of consultation and the Overview and Scrutiny Committee has the opportunity to respond in relation to the consultation process.

A Budgetary and Policy Framework item is an item to be approved by the full City Council and, following consultation, will form the budgetary and policy framework within which the Cabinet will make decisions.

For each decision included on the Plan the following information is provided:

- (a) the matter in respect of which a decision is to be made;
  - (b) where the decision maker is an individual, his/her name and title if any and, where the decision maker is a body, its name and details of membership;
  - (c) the date on which, or the period within which, the decision is to be made;
  - (d) if applicable, notice of any intention to make a decision in private and the reasons for doing so;
  - (e) a list of the documents submitted to the decision maker for consideration in relation to the matter in respect of which the decision is to be made;
  - (f) the procedure for requesting details of those documents (if any) as they become available
- (the documents referred to in (e) and (f) above and listed in the Forward Plan are available on request from the Council’s main offices at Herbert Warehouse, The Docks, Gloucester GL1 2EQ. Contact the relevant Lead Officer for more information).

The Forward Plan is updated and published on Council’s website at least once a month.

Page 4	KEY	= Key Decision	CM KEY	= Individual Cabinet Member Key Decisions
	NON	= Non-Key Decision	CM NON	= Individual Cabinet Member Non-Key Decision
	BPF	= Budget and Policy Framework		

**CONTACT:**

For further detailed information regarding specific issues to be considered by the Cabinet/Individual Cabinet Member please contact the named contact officer for the item concerned. To make your views known on any of the items please also contact the Officer shown or the portfolio holder.

Copies of agendas and reports for meetings are available on the web site in advance of meetings.

For further details on the time of meetings and general information about the Plan please contact:

Democratic and Electoral Services on 01452 396126 or send an email to [democratic.services@gloucester.gov.uk](mailto:democratic.services@gloucester.gov.uk).

SUBJECT (and summary of decision to be taken)		PLANNED DATES	DECISION MAKER & PORTFOLIO	NOTICE OF PRIVATE BUSINESS (if applicable)	RELATED DOCUMENTS (available on request, subject to restrictions on disclosure)	LEAD OFFICER (to whom Representations should be made)
<b>MARCH 2019</b>						
Page 15	NON	<b>The Capital Strategy</b>  <u>Summary of decision:</u> To approve the Capital Strategy 2019-20  <i>Wards affected: All Wards</i>	6/03/19	Cabinet Cabinet Member for Performance and Resources		Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
	NON	<b>Financial Monitoring Quarter 3 Report</b>  <u>Summary of decision:</u> To receive an update on financial monitoring information for the third quarter 2018/19  <i>Wards affected: All Wards</i>	25/02/19  6/03/19	Overview and Scrutiny Committee  Cabinet Cabinet Member for Performance and Resources		Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk

NON	<p><b>Performance Monitoring Quarter 3 Report</b></p> <p><u>Summary of decision:</u> To note the Council's performance in quarter 1 across a set of key performance indicators.</p> <p><i>Wards affected: All Wards</i></p>	25/02/19  6/03/19	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Tanya Davies, Policy and Governance Manager Tel: 01452 396125 tanya.davies@gloucester.gov.uk</p>
NON  Page 16	<p><b>Regeneration Sites Progress Report</b></p> <p><u>Summary of decision:</u> To update members on progress made in regenerating key sites across the City.</p> <p><i>Wards affected: All Wards</i></p>	6/03/19	<p>Cabinet Cabinet Member for Regeneration and Economy</p>			<p>Ian Edwards, Head of Place Tel: 01452 396034 ian.edwards@gloucester.gov.uk</p>

<p>BPF</p>	<p><b>Matson and Podsmead Estates Regeneration Draft Supplementary Planning Document for Consultation</b></p> <p><u>Summary of decision:</u> To approve the draft Supplementary Planning Document submitted by Gloucester City Homes as a draft for public consultation.</p> <p><i>Wards affected: Matson and Robinswood; Podsmead</i></p>	<p>6/03/19</p>	<p>Cabinet Cabinet Member for Planning and Housing Strategy</p>			<p>Claire Haslam, Principal Planning Officer Tel: 01452 396825 claire.haslam@gloucester.gov.uk</p>
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<p>NON</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 18</p>	<p><b>Statement of Common Ground for Gloucestershire</b></p> <p><u>Summary of decision:</u> To inform Members on progress being made in respect of a strategic planning framework for Gloucestershire to 2050 and beyond, and to secure the Council's support for the preparation of a non-statutory Statement of Common Ground.</p> <p><i>Wards affected: All Wards</i></p>	<p>6/03/19</p> <p>21/03/19</p>	<p>Cabinet</p> <p>Council Cabinet Member for Planning and Housing Strategy</p>			<p>David Evans, City Growth and Delivery Manager 01452 396847 david.evans@gloucester.gov.uk</p>
<p>NON</p>	<p><b>Guildhall Development Plan</b></p> <p><u>Summary of decision:</u> To approve the Guildhall Development Plan</p> <p><i>Wards affected: All Wards</i></p>	<p>6/03/19</p>	<p>Cabinet Cabinet Member for Culture and Leisure</p>			<p>Jill Riggs, Head of Cultural and Trading Services 01452 396009 jill.riggs@gloucester.gov.uk</p>

<b>APRIL 2019</b>						
NON	<p><b>Green Travel Plan Progress Report 2018 and Update</b></p> <p><u>Summary of decision:</u> Annual update on initiatives in the Green Travel Plan</p> <p><i>Wards affected: All Wards</i></p>	3/04/19	Cabinet Cabinet Member for Environment			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>
NON Page 19	<p><b>Energy Costs and Reduction Projects Annual Report</b></p> <p><u>Summary of decision:</u> To update Cabinet on the City Council Energy Costs and Reduction Projects.</p> <p><i>Wards affected: All Wards</i></p>	3/04/19	Cabinet Cabinet Member for Environment			<p>Mark Foyn, Property Commissioning Manager Tel: 01452 396271 mark.foyn@gloucester.gov.uk</p>

KEY	<p><b>Information Technology Outsourcing (ITO) Contract</b></p> <p><u>Summary of decision:</u> To consider procurement options around the IT support service.</p> <p><i>Wards affected: All Wards</i></p>	3/04/19	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
<b>MAY 2019</b>						
NON Page 20	<p><b>Blackfriars Priory Development Plan</b></p> <p><u>Summary of decision:</u> To approve the Blackfriars Priory Development Plan</p> <p><i>Wards affected: All Wards</i></p>	8/05/19	Cabinet Cabinet Member for Culture and Leisure			Jill Riggs, Head of Cultural and Trading Services Tel: 01452 396009 jill.riggs@gloucester.gov.uk
NON	<p><b>Museum of Gloucester Development Plan</b></p> <p><u>Summary of decision:</u> To approve the Museum of Gloucester Development Plan.</p> <p><i>Wards affected: All Wards</i></p>	8/05/19	Cabinet Cabinet Member for Culture and Leisure			Jill Riggs, Head of Cultural and Trading Services Tel: 01452 396009 jill.riggs@gloucester.gov.uk

KEY	<p><b>Gloucester Heritage Strategy</b></p> <p><u>Summary of decision:</u> To adopt the Gloucester Heritage Strategy 2019-29 following consultation with local stakeholders.</p> <p><i>Wards affected: All Wards</i></p>	8/05/19	Cabinet Cabinet Member for Regeneration and Economy, Cabinet Member for Culture and Leisure			Charlotte Bowles-Lewis, Conservation Officer Tel: 01452 396855 charlotte.lewis@gloucester.gov.uk
<b>JUNE 2019</b>						
NON Page 21	<p><b>2018-19 Financial Outturn Report</b></p> <p><u>Summary of decision:</u> To update Cabinet on the Financial Outturn Report 2018-19</p> <p><i>Wards affected: All Wards</i></p>	12/06/19	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
NON	<p><b>Treasury Management Six Monthly Update 2018-19</b></p> <p><u>Summary of decision:</u> To update Cabinet on treasury management activities</p> <p><i>Wards affected: All Wards</i></p>	12/06/19	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk

NON	<p><b>2018-19 Year End Performance Report</b></p> <p><u>Summary of decision:</u> To consider the Council's performance in 2018-19 across a set of key performance indicators</p> <p><i>Wards affected: All Wards</i></p>	12/06/19	Cabinet Cabinet Member for Performance and Resources			Tanya Davies, Policy and Governance Manager Tel: 01452 396125 tanya.davies@gloucester.gov.uk
NON	<p><b>Strategic Risk Register</b></p> <p><u>Summary of decision:</u> To update Members on the Council's Strategic Risk Register</p> <p><i>Wards affected: All Wards</i></p>	12/06/19	Cabinet Cabinet Member for Performance and Resources			Stephanie Payne, Group Manager, Audit, Risk and Assurance Tel: 01452 396432 stephanie.payne@gloucester.gov.uk
NON	<p><b>Gloucester Culture Trust Annual Report</b></p> <p><u>Summary of decision:</u> To provide members with an update on the work undertaken by the Gloucester Culture Trust</p> <p><i>Wards affected: All Wards</i></p>	12/06/19	Cabinet Cabinet Member for Culture and Leisure			Jill Riggs, Head of Cultural and Trading Services Tel: 01452 396009 jill.riggs@gloucester.gov.uk

NON	<p><b>Cultural Strategy Update</b></p> <p><u>Summary of decision:</u> To provide Cabinet with a 6 monthly update in relation to the Cultural Strategy Action Plan</p> <p><i>Wards affected: All Wards</i></p>	12/06/19	Cabinet Cabinet Member for Culture and Leisure			<p>Jill Riggs, Head of Cultural and Trading Services Tel: 01452 396009 jill.riggs@gloucester.gov.uk</p>
BPF	<p><b>Matson and Podsmead Estates Regeneration Supplementary Planning Document</b></p> <p><u>Summary of decision:</u> To adopt the Supplementary Planning Document for the Matson Estate following public consultation.</p> <p><i>Wards affected: Matson and Robinswood; Podsmead</i></p>	12/06/19	Cabinet Cabinet Member for Planning and Housing Strategy			<p>Claire Haslam, Principal Planning Officer Tel: 01452 396825 claire.haslam@gloucester.gov.uk</p>

NON	<p><b>Annual Report on the Grant Funding provided to the Voluntary Community Sector</b></p> <p><u>Summary of decision:</u> To update Members on the impact of grant funding on the Voluntary and Community Sector (VCS) and value for money that has been achieved.</p> <p><i>Wards affected: All Wards</i></p>	12/06/19	Cabinet Cabinet Member for Communities and Neighbourhoods			Anne Brinkhoff, Corporate Director Tel: 01452 396745 anne.brinkhoff@gloucester.gov.uk
<b>JULY 2019</b>						
NON	<p><b>City Centre Investment Fund Allocations</b></p> <p><u>Summary of decision:</u> To update Members on the progress towards the delivery of the City Centre Investment Fund</p> <p><i>Wards affected: Westgate</i></p>	10/07/19	Cabinet Cabinet Member for Regeneration and Economy			Ian Edwards, Head of Place Tel: 01452 396034 ian.edwards@gloucester.gov.uk
<b>AUGUST 2019 - No meetings</b>						

SEPTEMBER 2019						
NON	<p><b>Financial Monitoring Quarter 1 Report</b></p> <p><u>Summary of decision:</u> To receive an update on financial monitoring information for the first quarter 2019/20</p> <p><i>Wards affected: All Wards</i></p>	<p>Meeting Date</p> <p>11/09/19</p>	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>
NON	<p><b>Performance Monitoring Quarter 1 Report</b></p> <p><u>Summary of decision:</u> To note the Council's performance in quarter 1 across a set of key performance indicators</p> <p><i>Wards affected: All Wards</i></p>	<p>Meeting Date</p> <p>11/09/19</p>	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Tanya Davies, Policy and Governance Manager Tel: 01452 396125 tanya.davies@gloucester.gov.uk</p>

OCTOBER 2019						
NON	<p><b>Armed Forces Community Covenant Update</b></p> <p><u>Summary of decision:</u> To update Cabinet on the work done by Gloucester City Council to support current and ex-service personnel as part of the Gloucestershire Armed Forces Community Covenant.</p> <p><i>Wards affected: All Wards</i></p>	2/10/19	Cabinet Cabinet Member for Communities and Neighbourhoods			Ruth Saunders, Head of Communities Tel: 01452 396355 ruth.saunders@gloucester.gov.uk
NOVEMBER 2019						
NON	<p><b>Regulation of Investigatory Powers Act 2000 (RIPA) - Review of Procedural Guide</b></p> <p><u>Summary of decision:</u> To request that Members review and update the Council's procedural guidance on RIPA.</p> <p><i>Wards affected: All Wards</i></p>	6/11/19	Cabinet Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk

DECEMBER 2019						
NON	<p><b>Strategic Risk Register</b></p> <p><u>Summary of decision:</u> To update Members on the Council's Strategic Risk Register.</p> <p><i>Wards affected: All Wards</i></p>	<p>Meeting Date</p> <p>4/12/19</p>	<p>Audit and Governance Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Stephanie Payne, Group Manager, Audit, Risk and Assurance Tel: 01452 396432 stephanie.payne@gloucester.gov.uk</p>
NON	<p><b>Draft Budget Proposals (including Money Plan and Capital Programme)</b></p> <p><u>Summary of decision:</u> To update Cabinet on the draft budget proposals</p> <p><i>Wards affected: All Wards</i></p>	<p>Meeting Date</p> <p>4/12/19</p>	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>
NON	<p><b>Treasury Management Six Monthly Update 2019/20</b></p> <p><u>Summary of decision:</u> To update Cabinet on treasury management activities.</p> <p><i>Wards affected: All Wards</i></p>	<p>4/12/19</p>	<p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>

NON	<p><b>Financial Monitoring Quarter 2 Report</b></p> <p><u>Summary of decision:</u> To receive an update on financial monitoring information for the third quarter 2019/20</p> <p><i>Wards affected: All Wards</i></p>	4/12/19	<p>Overview and Scrutiny Committee</p> <p>Cabinet Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>
<p>BPF</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 28</p>	<p><b>Local Council Tax Support</b></p> <p><u>Summary of decision:</u> To advise members of the requirement to review the Local Council Tax Support Scheme (LCTS)</p> <p><i>Wards affected: All Wards</i></p>	<p>4/12/19</p> <p>30/01/20</p>	<p>Cabinet</p> <p>Council Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>

NON	<p><b>Performance Monitoring Quarter 2 Report</b></p> <p><u>Summary of decision:</u> To note the Council's performance in quarter 2 across a set of key performance indicators.</p> <p><i>Wards affected: All Wards</i></p>	Meeting Date 4/12/19	Overview and Scrutiny Committee  Cabinet Cabinet Member for Performance and Resources			Tanya Davies, Policy and Governance Manager Tel: 01452 396125 tanya.davies@gloucester.gov.uk
NON	<p><b>Growing Gloucester's Visitor Economy</b></p> <p><u>Summary of decision:</u> To provide Cabinet with an update on the annual review of the Visitor Economy Strategy.</p> <p><i>Wards affected: All Wards</i></p>	4/12/19	Cabinet Cabinet Member for Culture and Leisure			Jill Riggs, Head of Cultural and Trading Services Tel: 01452 396009 jill.riggs@gloucester.gov.uk
<b>JANUARY 2020</b>						
KEY	<p><b>Festivals and Events Programme</b></p> <p><u>Summary of decision:</u> To seek approval for the 2019-20 Festivals and Events Programme</p> <p><i>Wards affected: All Wards</i></p>	15/01/20	Cabinet Cabinet Member for Culture and Leisure			Jill Riggs, Head of Cultural and Trading Services Tel: 01452 396009 jill.riggs@gloucester.gov.uk

NON	<p><b>Green Travel Plan Progress Report 2019 and Update</b></p> <p><u>Summary of decision:</u> Annual update on initiatives in the Green Travel Plan</p> <p><i>Wards affected: All Wards</i></p>	15/01/20	Cabinet Cabinet Member for Environment			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk
<b>FEBRUARY 2020</b>						
BPF	<p><b>Council Tax Setting 2020/21</b></p> <p><u>Summary of decision:</u> To seek approval for the resolutions relating to the setting of Council Tax for 2020/21</p> <p><i>Wards affected: All Wards</i></p>	12/02/20  27/02/20	Cabinet  Council Cabinet Member for Performance and Resources			Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk

BPF	<p><b>Final Budget Proposals (including Money Plan and Capital Programme)</b></p> <p>12/02/20 27/02/20</p> <p><u>Summary of decision:</u> To seek approval for the final Budget Proposals for 2020-21, including the Money Plan and Capital Programme.</p> <p><i>Wards affected: All Wards</i></p>	12/02/20 27/02/20	<p>Cabinet</p> <p>Council Cabinet Member for Performance and Resources</p>			<p>Jon Topping, Head of Policy and Resources Tel: 01452 396242 jon.topping@gloucester.gov.uk</p>
NON Page 31	<p><b>Growing Gloucester's Visitor Economy Action Plan Annual Update 2019</b></p> <p>12/02/20</p> <p><u>Summary of decision:</u> To update Members on the progress that has been made in achieving the Growing Gloucester's Visitor Economy Action Plan during 2019.</p> <p><i>Wards affected: All Wards</i></p>	12/02/20	<p>Cabinet Cabinet Member for Culture and Leisure</p>			<p>Jill Riggs, Head of Cultural and Trading Services Tel: 01452 396009 jill.riggs@gloucester.gov.uk</p>

ITEMS DEFERRED- Dates to be confirmed						
NON	<p><b>Regeneration of the Former Fleece Hotel Site</b></p> <p><u>Summary of decision:</u> To consider the proposals received and identify a preferred partner.</p> <p><i>Wards affected: Westgate</i></p>		<p>Cabinet Cabinet Member for Regeneration and Economy</p>			<p>Ian Edwards, Head of Place Tel: 01452 396034 ian.edwards@gloucester.gov.uk</p>
NON	<p><b>Energy Costs and Reduction Projects Annual Report</b></p> <p><u>Summary of decision:</u> To update Cabinet on the City Council Energy Costs and Reduction Projects</p> <p><i>Wards affected: All Wards</i></p>		<p>Cabinet Cabinet Member for Environment</p>			<p>Mark Foyn, Property Commissioning Manager Tel: 01452 396276 mark.foyn@gloucester.gov.uk</p>
KEY	<p><b>Disposal of HKP Warehouses</b></p> <p><u>Summary of decision:</u> To seek approval to dispose of the HKP Warehouses for alternate use.</p> <p><i>Wards affected: Westgate</i></p>		<p>Cabinet Cabinet Member for Regeneration and Economy</p>			<p>Jonathan Lund, Corporate Director Tel: 01452 396271 jonathan.lund@gloucester.gov.uk</p>



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# Gloucester City Council

<b>Meeting:</b>	<b>Overview and Scrutiny Cabinet</b>	<b>Date:</b>	<b>25<sup>th</sup> February 2019 6<sup>th</sup> March 2019</b>
<b>Subject:</b>	<b>Financial Monitoring Quarter 3</b>		
<b>Report Of:</b>	<b>Cabinet Member for Performance and Resources</b>		
<b>Wards Affected:</b>	<b>All</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
<b>Contact Officer:</b>	<b>Jon Topping, Head of Policy &amp; Resources</b>		
	<b>Email: jon.topping@gloucester.gov.uk</b>	<b>Tel:</b>	<b>396242</b>
<b>Appendices:</b>	<b>1. Progress against savings targets</b> <b>2. Capital monitoring</b>		

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 For Cabinet to note year-end forecasts, and progress made against agreed savings targets for the 3<sup>rd</sup> Quarter ended 31<sup>st</sup> December 2018.

### 2.0 Recommendations

- 2.1 Overview & Scrutiny Committee is asked to, subject to any recommendations it wishes to make to Cabinet, to **note** the contents of the report.
- 2.2 Cabinet is asked to **RESOLVE** that it be noted that:
- (1) The savings achieved in year to date total £150k with a further £197k in progress.
  - (2) The forecast year end position is currently for an increase to the Council's General Fund balance of £95k against a budgeted increase of £163k.
  - (3) The details of specific budgetary issues identified by officers and the actions being taken to address those issues
  - (4) The current level of Capital expenditure as shown on Appendix 2.

### 3.0 Background and Key Issues

- 3.1 The figures contained within this report forecast the best estimate at the current time of the year-end position on the Council's General Fund.

3.2 A summary table below shows the projected position for each portfolio with a further detailed table analysing the variances in more detail.

#### 4.0 Whole Council Summary

4.1 The forecast position is an increase in the Council's General Fund by £95k as shown in the table below. This is an improvement of £122k since Quarter 2 as forecasts have become more accurate as the year progresses and performance has improved.

<b>Council Summary</b>	<b>18/19 Budget</b>	<b>Q3 Actual</b>	<b>18/19 Forecast</b>	<b>Variance</b>	<b>Change from Q2</b>
Regeneration and Economy	(2,823)	2,191	(2,748)	76	3
Communities and Neighbourhoods	1,379	1,309	1,613	235	216
Performance and Resources	5,315	7,500	5,179	(136)	(268)
Culture	778	488	1,159	381	117
Planning and Housing	170	(22)	118	(52)	14
Environment	4,002	2,346	3,870	(132)	(60)
Corporate and Funding	(8,983)	1,996	(9,287)	(304)	(144)
<b>Total</b>	<b>(163)</b>	<b>15,808</b>	<b>(95)</b>	<b>68</b>	<b>(122)</b>

4.2 This report will primarily focus on the significant changes and risks that have developed or arisen in the Third Quarter. Where such variances have been identified officers will work towards ensuring the budgeted position is achieved at year end, as was achieved in the previous year.

4.3 The budget monitoring undertaken during 2018/19 has informed the amendments made to the 2019/20 Budget and Money Plan to take account of identified financial pressures and opportunities. Both Cabinet and Overview & Scrutiny Committee have previously noted the ongoing pressures in Markets and Cultural services. Officers are working to deliver both income and savings targets; the proposed plan has incorporated these pressures.

#### 5.0 Regeneration and Economy

<b>Regen</b>	<b>18/19 Budget</b>	<b>Q3 Actual</b>	<b>18/19 Forecast</b>	<b>Variance</b>	<b>Change from Q2</b>
Economic Development	213	730	177	(36)	(10)
Asset Management	899	1,041	943	43	0
Commercial Property	(3,018)	490	(2,988)	30	94
Parking	(1,128)	(418)	(1,214)	(86)	(34)
Senior Management	471	414	460	(11)	(9)
Markets and Street Trading	(261)	(64)	(126)	135	(39)
<b>Total</b>	<b>(2,823)</b>	<b>2,191</b>	<b>(2,748)</b>	<b>76</b>	<b>3</b>

5.1 This portfolio is currently forecasting a deficit against budget of £76k.

5.2 The largest contributor to this deficit is Markets and Street Trading. Forecast income levels from rents and service charges remain lower than budgets for both

the Eastgate and Hempsted Markets. Ongoing work is being undertaken to ensure maximum occupancy and additional tenants have been found during Q3 leading to the improved forecast position, albeit still a shortfall in income of £135k. Options for the future of the market continue to be explored and a procurement exercise has commenced with the view to the new contract commencing in the new financial year, which is expected to deliver the necessary ongoing savings.

- 5.3 The forecast for the parking service has improved further as a result of the impact of the Christmas period and the commencement of the new parking management and enforcement contract. New ticket machines were also installed during Q3 improving consistency of their operation. Overall parking is forecast to generate additional income of £52k and cost savings from the new contract of £34k.
- 5.4 Income from Commercial Properties has moved to an adverse forecast position of £30k, a change of £94k from Q2, as a result of reduced income from the Grosvenor House and Kings House properties as tenants move out. This is to be expected in the short term as steps are taken to regenerate Kings Square.
- 5.5 The anticipated overspend in Asset Management remains at £43k. This is mostly due to one-off repair costs across the properties. These will be managed through the remainder of the year and if necessary some funds will be transferred from the Repairs Reserve to the General Fund.

## 6.0 Communities and Neighbourhoods

<b>Communities and Neighbourhoods</b>	<b>18/19 Budget</b>	<b>Q3 Actual</b>	<b>18/19 Forecast</b>	<b>Variance</b>	<b>Change from Q2</b>
Voluntary Sector Grants	115	83	123	8	8
Community Strategy and Other Projects	149	113	153	4	2
Homelessness	1,035	1,171	1,310	275	210
Shopmobility	61	33	58	(3)	(1)
Health and Safety	3	3	2	(1)	(1)
Private Sector Housing	15	(94)	(33)	(48)	(2)
<b>Total</b>	<b>1,379</b>	<b>1,309</b>	<b>1,613</b>	<b>235</b>	<b>216</b>

- 6.1 This portfolio is currently forecasting overspend of £235k.
- 6.2 As noted at Q2, 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. These increased costs are partly recoverable through the housing benefit system and positive steps have been taken to ensure that the amounts recovered are being maximised.
- 6.3 A flexible homelessness prevention grant has been received from Government and much of this will be 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. As at the end of Quarter 3 overspend of £275k is forecast for the year.

- 6.4 Towards the end of 2018 the Council took on the lead role, budget and employment of the County Homelessness Co-ordinator from Cotswold District Council. The amounts brought over are expected to have no impact on the Council budget position.
- 6.5 The other areas in this portfolio are all forecast to meet their budget targets for the year.

## 7.0 Performance and Resources

<b>Performance and Resources</b>	<b>18/19 Budget</b>	<b>Q3 Actual</b>	<b>18/19 Forecast</b>	<b>Variance</b>	<b>Change from Q2</b>
Internal Audit	190	85	190	0	11
Financial and Corporate	1,243	1,348	1,310	67	62
Revenues and Benefits Admin	880	1,240	737	(143)	(107)
Housing Subsidy	(427)	2,591	(473)	(45)	(153)
IT	1,530	1,205	1,545	15	(42)
Human Resources	275	112	272	(3)	(3)
Communications	88	46	88	0	(3)
Legal Services	390	153	353	(37)	(21)
Contact Centre and Customer Services	412	331	446	34	(35)
Democratic Services	735	390	712	(24)	23
<b>Total</b>	<b>5,315</b>	<b>7,500</b>	<b>5,179</b>	<b>(136)</b>	<b>(268)</b>

- 7.1 The portfolio is currently forecast to be favourable to budget by £136k. Within this figure, however, there are a number of significant variances contributing to that overall position.
- 7.2 The forecast for housing subsidy and benefits has improved since Q2 and is currently forecast to be favourable to budget by £205k; however it must be noted that the Council manage in excess of £42m of benefit payments and the smallest percentage change can have a significant impact on this forecast in either direction.
- 7.3 The contact centre and customer services are forecast to overspend by £34k. This is consistent with the Q2 position and is a result of the current increased staffing within this service area.
- 7.4 The current level of IT spending on new products and transformation projects suggests there will be overspend this year due to a number of planned purchases of new systems and software. These budgets are closely monitored and forecasts will be updated as the year progresses. A portion of this spend is likely to be identified as capital and charged to the appropriate capital budget. This is expected to improve the revenue outturn position. The final level of expenditure is difficult to predict at the current time but it is estimated at £15k over budget.
- 7.5 Similar to 2017 the move to the new four year City Council election cycle and the resulting lack of a City election in year has created an underspend in Democratic Services.

## 8.0 Culture and Leisure

Culture	18/19 Budget	Q3 Actual	18/19 Forecast	Variance	Change from Q2
Museums	209	(10)	413	204	55
Food and Drink	(40)	26	7	48	4
Guildhall	253	317	356	103	58
Aspire Client	(30)	(137)	(30)	(0)	(0)
TIC	98	97	124	27	2
Great Place	20	(81)	20	0	0
Marketing Gloucester	269	277	269	0	0
<b>Total</b>	<b>778</b>	<b>488</b>	<b>1,159</b>	<b>381</b>	<b>118</b>

- 8.1 This portfolio continues to experience budget pressures.
- 8.2 The most significant contributor to the budget deficit is the Museums service which is currently forecast to overspend by £204k. Summer footfall was down due to the good weather and the absence of a major exhibition. The Cultural & Trading Services team is developing plans for an improved offer at the Museum of Gloucester and these include actions for improving income generation.
- 8.3 The proposed transfer of the Life Museum is now expected to take place in spring 2019 so any savings are expected to be delivered during 2019/20. The increase in the expected overspend from the Q2 position is largely a result of additional spend of £60k of repairs to this museum that are required as part of the transfer process.
- 8.4 During December the museum received a generous bequest from Henry Frank Deakin of £305k which has been transferred to an earmarked reserve for use towards the museum.
- 8.5 The Guildhall has similar pressures and is also reviewing methods of income generation. It is currently forecast to be short of budget by £103k. The improvements made to the cinema have seen an increase in income from this area in Q3. Income from events has yet to improve; a review of their performance is underway to identify actions that can be implemented to improve this area.
- 8.6 Food and Drink is currently behind its income target for the year by £48k. The poor income performance of the Guildhall events has an impact on the bar sales there which contributes directly to this shortfall. Plans are being developed to improve the facilities offered at the Guildhall and the self-service offering at the Museum of Gloucester. These changes are expected to have a positive impact on the income levels and will be closely monitored. The strong level of activity at the crematorium has ensured that the income performance from the Arbor is ahead of target by £15k.
- 8.7 All of these areas are part of the new Cultural and Trading Services team in the revised Council structure. It can be seen that financial performance has improved in comparison to the outturn position for 2017/18 and service managers are looking to improve this further.

8.8 No variances are expected in the contractual arrangements with Marketing Gloucester and Aspire.

## 9.0 Planning and Housing

	18/19 Budget	Q3 Actual	18/19 Forecast	Variance	Change from Q2
<b>Planning and Housing</b>					
Housing Strategy and SIB	0	(17)	(5)	(5)	15
Planning	170	(5)	123	(47)	(1)
<b>Total</b>	<b>170</b>	<b>(22)</b>	<b>118</b>	<b>(52)</b>	<b>14</b>

9.1 This portfolio is currently forecast to be underspent by £52k during the year.

9.2 Income from Planning Fees provides a significant source of funding for the Service and is currently performing ahead of budget. This is currently expected to be maintained leading to a forecast underspend of £47k. Any fluctuation in the level of income received may have a large financial impact and accordingly this income source will continue to be monitored closely during the year.

## 10.0 Environment

	18/19 Budget	Q3 Actual	18/19 Forecast	Variance	Change from Q2
<b>Environment</b>					
Waste and Streetcare	4,575	2,888	4,687	112	70
Neighbourhood Management	44	33	45	1	(5)
Countryside and Allotments	81	69	117	36	8
Environmental Health	606	407	534	(72)	(3)
Flooding and emergency planning	105	95	104	(1)	(0)
Head of Service	69	45	60	(9)	(2)
Cemetery and Crematorium	(1,226)	(999)	(1,407)	(181)	(131)
Licensing	(253)	(192)	(270)	(18)	3
<b>Total</b>	<b>4,002</b>	<b>2,346</b>	<b>3,870</b>	<b>(132)</b>	<b>(60)</b>

10.1 This portfolio is forecast to be underspent by £132k.

10.2 As in previous years, the final outturn position on the Amey contract continues to be reliant upon the level of income achieved from the sale of recyclable material. Based on information received from Amey the expectation is that there will be a shortfall in this income. The Council is continuing to take robust actions to improve the position and the forecast is intended to be on the prudent side. Any shortfall in actual income received will be a cost pressure in year; this continues to be closely monitored.

10.3 The saving within Environmental Health is largely a result of increased income generation and the securing of a Thriving Communities Grant of £40k.

10.4 Income at the Crematorium is forecast to be £181k ahead of target as a result of the operational difficulties currently being encountered at Cheltenham crematorium meaning a higher than usual level of activity at Gloucester.

10.5 The overspend within the Countryside and Allotments sector is a result of increased water usage costs resulting from this summer's lengthy dry spell.

### 11.0 Progress against savings targets

11.1 Full details of the Council's progress against its savings targets are shown at Appendix 1.

### 12.0 Capital Programme

12.1 The Capital Programme budget for the year is £8m. The expenditure for the period to Quarter 3, including amounts committed totals £6.1m. Quarter 3 reports continued progress on the Kings Quarter development, with the highlight being the successful opening of the new bus station in October 2018.

12.2 Quarter 3 has seen the continued investment in the Councils information technology and the relocation of customer services to 92-94 Westgate Street.

12.3 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

12.4 A summarised table for the Capital Programme is shown as Appendix 2.

### 13.0 Prompt payment performance

13.1 The Council aims to make payments to all suppliers promptly and in accordance with contract terms. The performance on invoice payments during the quarter is below. The performance in the table shows the strong performance in supplier payments is being maintained.

	<u>Oct</u>		<u>Nov</u>		<u>Dec</u>		<u>Qtr 3</u>	
Number paid within 30 days	713	84%	649	97%	547	96%	<b>1,909</b>	<b>91%</b>
Number paid over 30 days	139	16%	20	3%	22	4%	<b>181</b>	<b>9%</b>
Average Days to Pay (from receipt of invoice to payment date)	13		5		5		<b>8</b>	

### 14.0 Asset Based Community Development (ABCD) Considerations

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

## **15.0 Alternative Options Considered**

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

## **16.0 Reasons for Recommendations**

16.1 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.

## **17.0 Future Work and Conclusions**

17.1 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 third quarter.

## **18.0 Financial Implications**

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

## **19.0 Legal Implications**

19.1 There are no legal implications from this report

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

## **20.0 Risk & Opportunity Management Implications**

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

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

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

## **22.0 Other Corporate Implications**

### Community Safety

22.1 None

### Sustainability

22.2 None

### Staffing & Trade Union

22.3 None

## Savings Monitoring 2018/19

## Appendix 1

## 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 currently underway	☹️
Cultural and Trading	Guildhall Operational review	(55)	0	(55)	0	The Cultural Services team continue to explore income generation opportunities. However this shortfall has been recognised as a future pressure in the Money Plan	☹️
Cultural and Trading	Museums Operational Review	(72)	0	(72)	0	The Cultural Services team continue to explore income generation opportunities. However this shortfall has been recognised as a future pressure in the Money Plan	☹️
<b>Total</b>		<b>(147)</b>	<b>0</b>	<b>(147)</b>	<b>0</b>		

## Savings Target 2017/18

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	Investment Opportunities being actively explored	☹️
Cultural and Trading	Reduction of MGL Fee	(100)	(100)	0	0	Grant reduction agreed	😊
<b>Total</b>		<b>(200)</b>	<b>(150)</b>	<b>(50)</b>	<b>0</b>		
<b>Savings Brought Forward</b>		<b>(147)</b>	<b>0</b>	<b>(147)</b>	<b>0</b>		
<b>Total</b>		<b>(347)</b>	<b>(150)</b>	<b>(197)</b>	<b>0</b>		

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Scheme	Budget	Actual	Variance	Forecast
	2018/19	Spend to date		
Kings Quarter development	3,827,507	3,648,158	179,349	3,837,283
City Centre Improvement Fund	582,464	83,661	498,803	400,000
GCC Building Improvements	215,160	9,999	205,161	215,160
ICT Projects	578,905	1,244,742	(665,837)	578,905
Housing projects	1,522,195	276,251	1,245,944	650,000
Drainage and Flood Protection Works	151,710	82,131	69,579	80,000
Townscape Heritage Initiative - HLF	427,095	106,806	320,290	427,095
Ranger Centre Barns/Storage	67,490	330	67,160	50,000
Horsbere Brook Local Nature Reserve works	86,310	2,388	83,922	10,000
Play Area Improvement Programme	116,560	2,086	114,474	60,000
Crematorium Cremator Improvements	45,000	-	45,000	45,000
Grant Funded Projects	13,133	2,812	10,321	5,000
Robinswood All Paths Project	74,180	7,155	67,026	25,000
Robinswood Hill	200,000	-	200,000	-
GL1 Emergency Works	46,490	-	46,490	-
Kings Walk Shopping Centre	-	274,220	(274,220)	173,524
92-94 Westgate St Relocation Project	-	323,514	(323,514)	750,000
<b>TOTAL CAPITAL PROGRAMME</b>	<b>7,954,199</b>	<b>6,064,251</b>	<b>1,889,948</b>	<b>7,306,967</b>

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# Gloucester City Council

<b>Meeting:</b>	<b>Overview and Scrutiny Cabinet</b>	<b>Date:</b>	<b>25 February 2019 6 March 2019</b>
<b>Subject:</b>	<b>Public Consultation for Draft Supplementary Planning Documents for Podsmead Estate Regeneration and Matson Estate Regeneration</b>		
<b>Report Of:</b>	<b>Cabinet Member for Planning and Housing Strategy</b>		
<b>Wards Affected:</b>	<b>Podsmead, Matson and Robinswood</b>		
<b>Key Decision:</b>	<b>No</b>	<b>Budget/Policy Framework:</b>	<b>Yes</b>
<b>Contact Officer:</b>	<b>Claire Haslam Principal Planning Officer</b>		
	<b>Email:</b>	<b>Claire.haslam@gloucester.gov.uk</b>	<b>Tel: 39-6825</b>
<b>Appendices:</b>	<b>1. Draft Supplementary Planning Document - Podsmead Estate Regeneration</b> <b>2. Draft Supplementary Planning Document - Matson Estate Regeneration</b>		

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 To seek the approval of Cabinet to undertake a public consultation on the draft Supplementary Planning Documents (SPDs) produced by Gloucester City Homes (GCH).

### 2.0 Recommendations

- 2.1 Overview and Scrutiny Committee is asked to consider the information contained in the report and make any recommendations to the Cabinet.
- 2.2 Cabinet is asked to:
- (1) **APPROVE**, for public consultation, the draft Supplementary Planning Document – Podsmead Estate Regeneration set out at Appendix 1.
  - (2) **APPROVE**, for public consultation, the draft Supplementary Planning Document – Matson Estate Regeneration set out at Appendix 2.

### 3.0 Background and Key Issues

- 3.1 In March 2017 the registered housing association GCH were awarded £1.25 million from the Government to pursue the potential regeneration of the Matson and Podsmead estates. Part of this funding was used to appoint consultants to produce a SPD for each estate.

- 3.2 A joint Regeneration Vision Statement was signed between GCH, the MP, the City Council and the County Council.
- 3.3 The SPDs will provide additional guidance and be capable of being a material consideration in the determination of any future planning applications. This includes detailed design guidance and guidance on the further work that will be required by any applicant. This includes:
- Detailed masterplanning of any redevelopment.
  - A rehousing strategy setting out details of who will be affected, and how and when residents will be rehoused.
  - A phasing and infrastructure strategy, to identify the extent of each phase, including the infrastructure required to support it and detailing how and when new community facilities, open spaces, shops and services will be provided.
- 3.4 At its board meeting held on 5<sup>th</sup> December 2018 GCH approved the draft SPDs to be submitted to the Council.
- 3.5 As part of the development of a SPD the Council, as Local Planning Authority, is required under the Town and Country Planning (Local Planning) (England) Regulations 2012 part 5, to undertake a period of public consultation. This is to allow any person who wishes to comment the opportunity to give their views and participate in the planning process.
- 3.6 If approved the public consultation will be carried out in accordance with the Regulations and the Council's adopted Statement of Community Involvement.
- 3.7 Following the public consultation a summary of the main issues raised and details of how those issues will be addressed in the SPDs will be produced and presented back to Cabinet.
- 4.0 Asset Based Community Development (ABCD) Considerations**
- 4.1 The consultation process provides an opportunity for the community to be involved in the development of the Supplementary Planning Documents. .
- 5.0 Alternative Options Considered**
- 5.1 Given that it is a regulatory requirement to consult on the development of a SPD no other options have been considered.
- 6.0 Reasons for Recommendations**
- 6.1 To allow anyone who wishes to comment on the draft SPDs the formal opportunity to do so in accordance with the Regulations.
- 7.0 Future Work and Conclusions**

- 7.1 If approved the public consultation will be take place for a period of 6 weeks across March and April 2019. This will be led by Council officers.
- 7.2 Following the processing of any representations made, the draft SPDs will be amended where appropriate and brought back to Cabinet for recommendation approval before moving forwards to Council to consider adoption.

## **8.0 Financial Implications**

- 8.1 The cost of the consultation, the processing of the responses, and any editing of the SPDs will be paid for from the existing City Growth and Delivery budget.

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

## **9.0 Legal Implications**

- 9.1 The preparation of an SPD is not a statutory requirement, but a decision for each local planning authority based upon demands for further information to assist in the delivery of sustainable development. An SPD cannot in itself establish land use, development management or site allocations policies, but can be used to provide further guidance for development on specific sites or on particular issues.
- 9.2 An SPD must contain a reasoned justification of the policies contained within it, must not conflict with the adopted development plan and must have regard to national policies and advice contained in guidance issued by the Secretary of State. In preparing an SPD the Council must comply with its Statement of Community Involvement and must carry out formal public consultation for at least 4 weeks, accompanied by the provision of a Consultation Statement setting out who was consulted in the preparation of the SPD, a summary of the issues raised and how those issues have been addressed. The Council's Constitution provides that any consultation on any documents that would form part of the Council's Policy Framework (which includes Supplementary Planning Documents) shall be in each instance not less than six weeks.
- 9.3 Once adopted, an SPD is capable of being a material consideration in the determination of planning applications. A Planning Authority can adopt an SPD either as originally prepared or as modified to take account of any representations made in relation to the SPD or any other matter they think is relevant.

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

## **10.0 Risk & Opportunity Management Implications**

- 10.1 Managing and processing the responses received in a timely manner. Resources may need to be reallocated within the team depending on the quantity of responses received. This may delay other work streams.

## **11.0 People Impact Assessment (PIA) and Safeguarding:**

- 11.1 The Council must when making decisions of a strategic nature about how to exercise its functions have due regard to the desirability of exercising them in a way that is designed to reduce the inequalities of outcome which result from socio-economic disadvantage. It must also when exercising its functions have due regards to its public sector equality duty under section 149 of the Equality Act 2010.
- 11.1 The consultation will be carried out in a manner that does not exclude any person from commenting on the draft SPDs should they wish to do so. Information will be made available at the Council's offices, on the website, and within the community. Officers will be available to assist those that wish to comments.
- 11.2 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required. As set out in the SPDs one of the aims of regeneration is transforming the appearance and quality of the estates by providing homes to meet the needs of local people and that any regeneration of the estates should accommodate resident's desires to remain in their community and suggesting a build first, demolish later approach to ensure that no one has to move home twice.

## **12.0 Other Corporate Implications**

### Community Safety

- 12.1 The draft SPDs outlines a number of good urban design principles that should ensure that any planning applications are well designed in a manner that reduces crime and the fear of crime.

### Sustainability

- 12.2 There is an opportunity through the planning process to ensure that any potential development ensures the sustainability of the existing community, the housing stock, community facilities and open spaces upon which the SPDs provide guidance.
- 12.3 As outlined in the draft SPDs any potential applications will have to accord to the adopted Joint Core Strategy. This requires all developments to deliver improvements to green infrastructure and biodiversity and where appropriate mitigate against climate change.

### Staffing & Trade Union

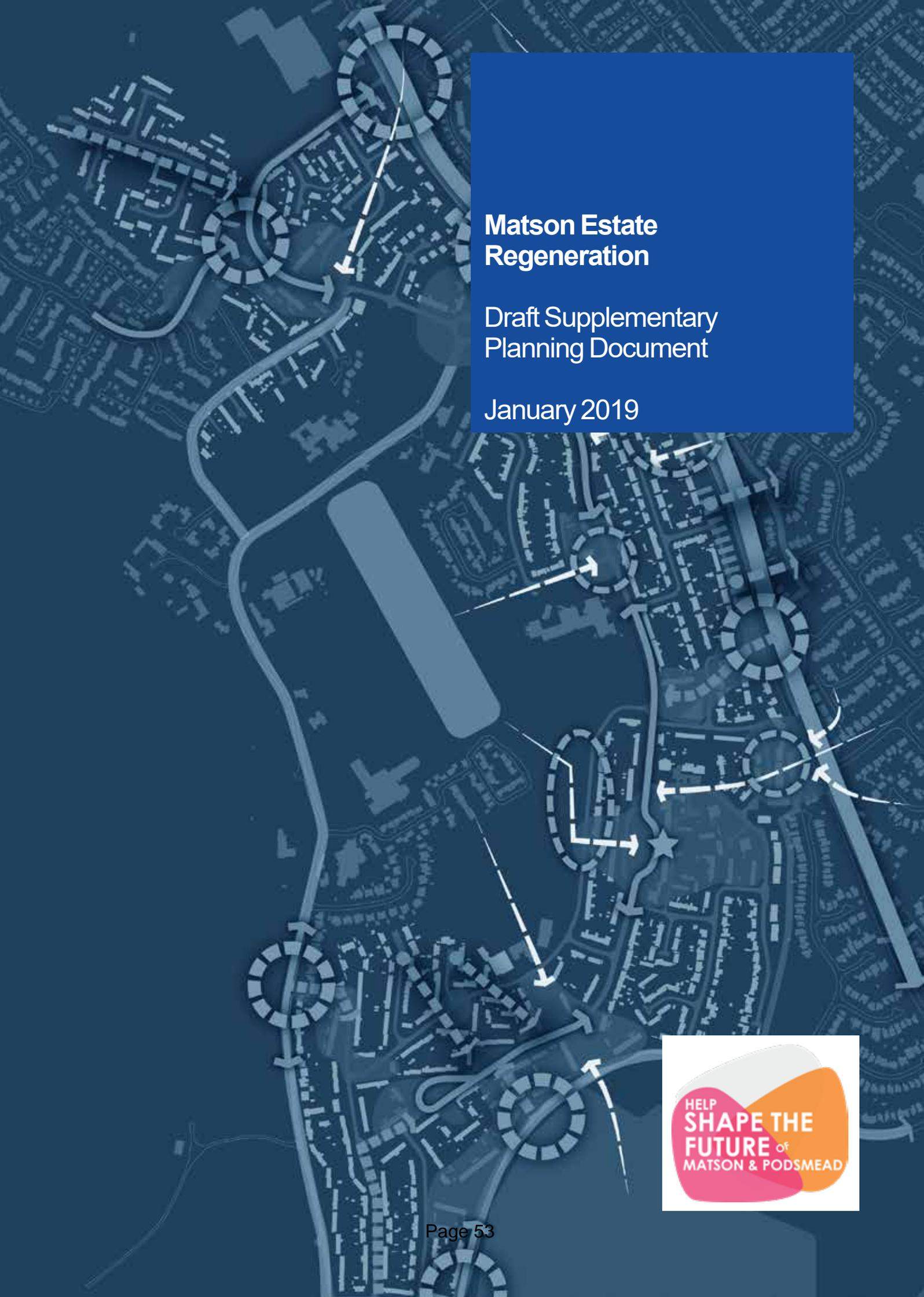
- 12.3 Not applicable.

## **Background Documents:**

The Environment Assessment of Plans and Programmes Regulations 2004 and The Conservation of Habitats and Species Regulations 2017, Screening Statement for the Draft Supplementary Planning Documents for Podsmead Estate Regeneration

The Environment Assessment of Plans and Programmes Regulations 2004 and  
The Conservation of Habitats and Species Regulations 2017, Screening Statement  
for the Draft Supplementary Planning Documents for Matson Estate Regeneration

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An aerial photograph of the Matson Estate, overlaid with a semi-transparent blue map. The map features several circular road junctions, a large rectangular area in the center, and various street layouts. White dashed lines with arrows indicate specific planning paths or boundaries across the estate.

# Matson Estate Regeneration

Draft Supplementary  
Planning Document

January 2019



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# 1. Introduction and Vision

## 1.1 Introduction

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

1.1.2 The estate is primarily social rented tenure, with some properties owned by occupiers. Whilst all of GCH's properties meet decent homes standards, the quality of the estate's built environment is low and levels of deprivation are high. The housing stock is mostly of non-traditional construction, often with associated problems of deterioration and consequent high maintenance and renewal needs.

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

## 1.2 Vision and guiding principles

1.2.1 The aim of regeneration is to promote a sense of pride in the community by transforming the appearance and quality of the estate by:

- providing homes to meet the needs of local people;
- creating greener cleaner communities and improving the quality and use of open space;
- improving local shops and amenities for residents.

1.2.2 Ideally, the regeneration of the estate should include the following principles:

- An overall increase in housing density to (i) make best use of land; and (ii) to enable market dwellings to cross-subsidise the provision of new affordable homes as appropriate.
- The regeneration will deliver quality homes which are safe, warm, affordable and environmentally friendly.
- Residents' desires to remain in their community are accommodated.
- Where the loss of an existing home is involved, no one will be expected to move twice and consideration will be

given to both the impact of the loss of the existing home and of the impact of moving on residents. .

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

- improving the environment for all residents;
- broadening the mix of housing to include a range of tenures;
- improving community and retail facilities;
- improving open space; and
- integrating the estates into the wider area and the City as a whole.

## 1.3 Structure of the SPD

1.3.1 This SPD is structured as follows:

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

## 2. The Estates Today

### 2.1 Location and context

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

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

#### Wider access and connectivity

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

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

#### Local facilities

2.1.4 There are a number of local facilities in Matson and the central area of the neighbourhood is situated within 0.8km of Abbeymead District Centre.

#### Views

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

#### Uses

2.1.6 There is significant new housing development coming forward adjacent to the estate at the Winnycroft allocation just south of Matson. This could provide around 700 new homes including affordable housing.



Figure 2.1: Typical housing in Matson



Figure 2.2: View towards Cotswolds



Figure 2.3: View towards Robinswood Hill

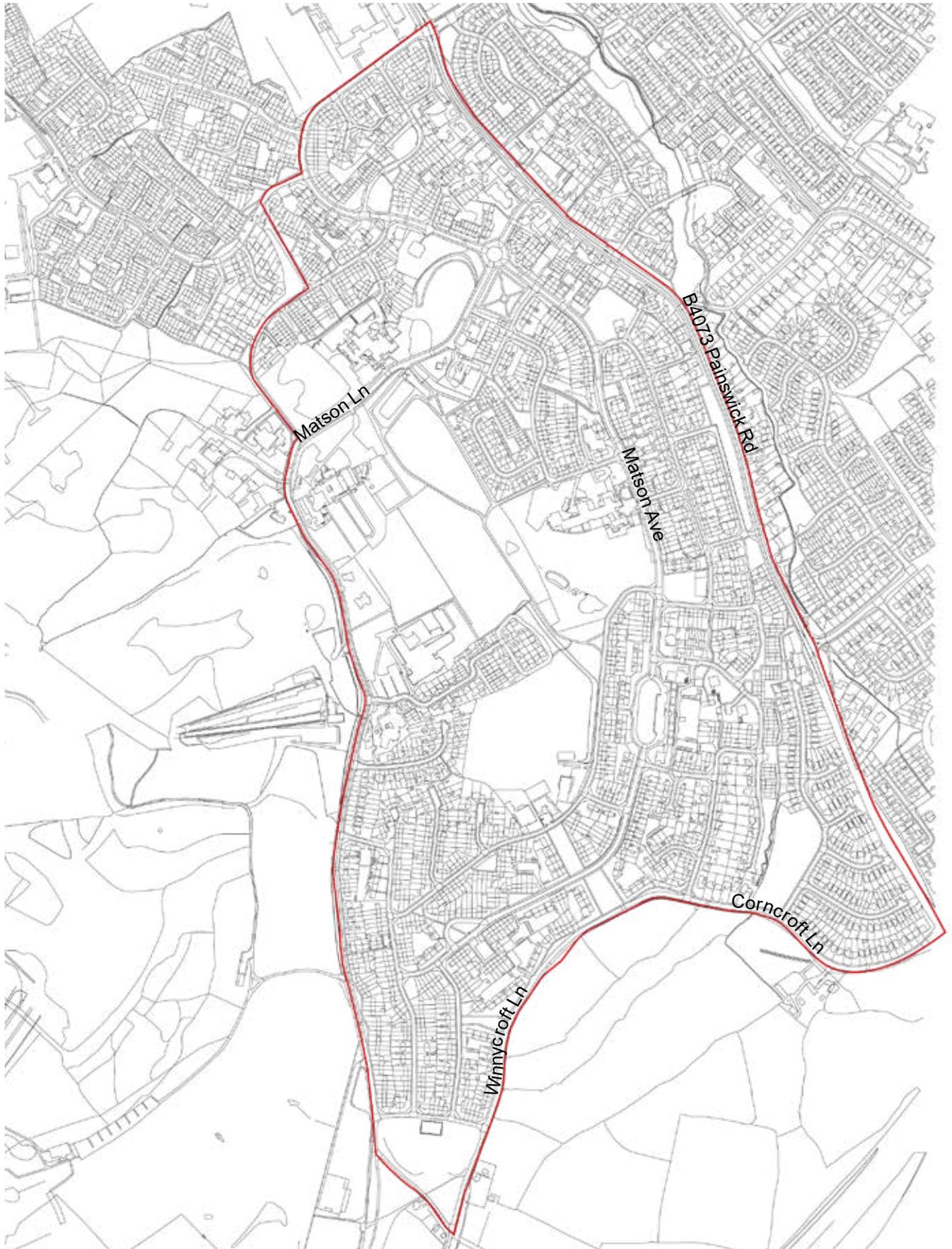


Figure 2.4: Area to which this SPD relates

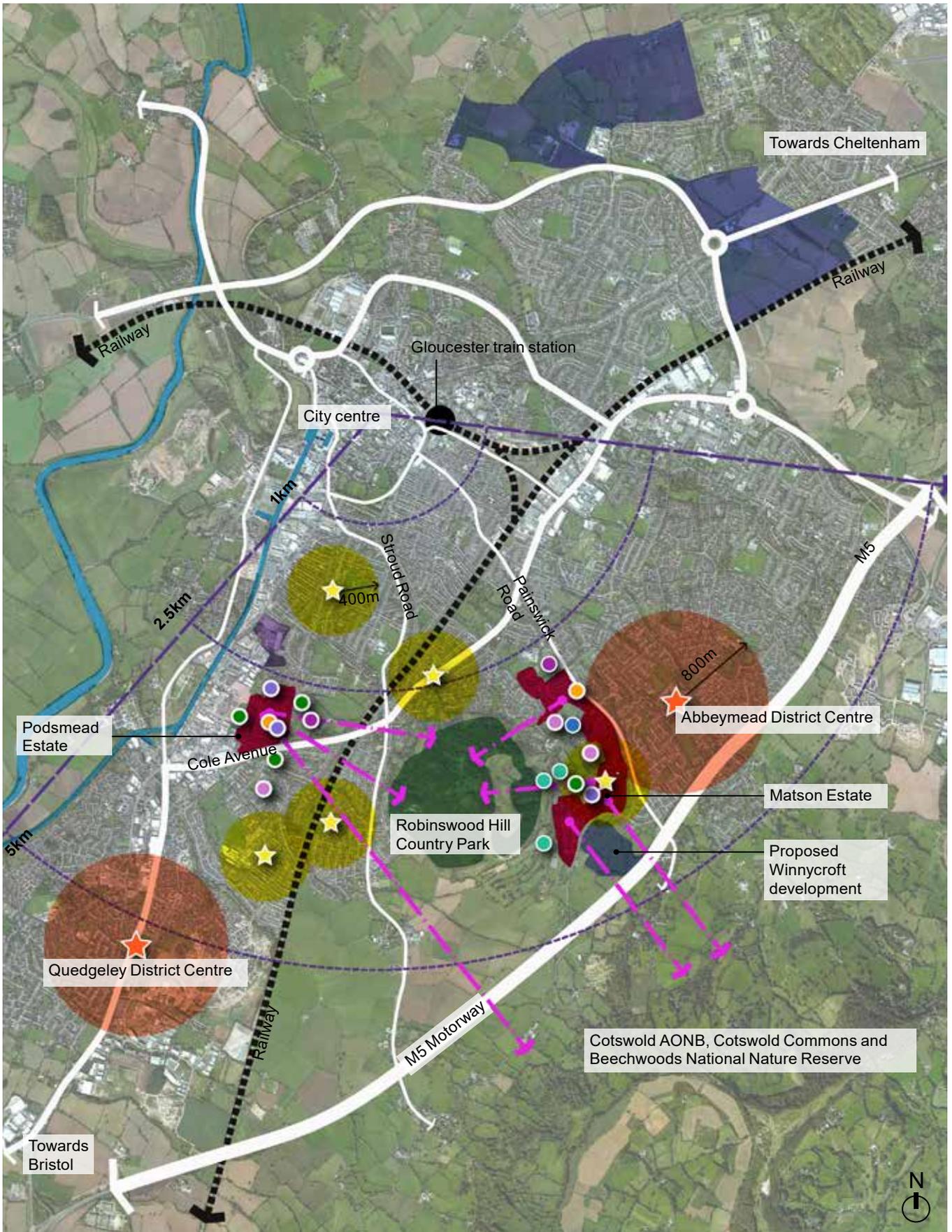


Figure 2.5: Strategic context diagram

**KEY**

★ District centre

★ Local centre

Distance to local or district centre

Strategic housing allocations

Proposed development at Tuffley Crescent

**Non-residential uses**

Community

Primary School

Secondary School

Health

Leisure

Sports

Local shop

## 2.2 Urban design analysis

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

### Positive urban design influences

2.2.2 Figure 2.8 overleaf sets out the positive urban design influences for Matson, which in summary are:

- The estate is located next to Painswick Road, which is a key route into the city centre.
- Matson Avenue creates an important north/ south link that serves most of the neighbourhood.
- A variety of non-residential and community facilities bring some activity to Matson estate, e.g. health, education and leisure facilities, along with the local library.
- The neighbourhood has some shops that are well located in the local centre.
- Matson estate is located on the edge of a Country Park that provides an interesting range of local outdoor activities.
- There are good views out to the surrounding countryside, especially towards the Cotswold Area of Outstanding Natural Beauty to the south-east.
- Matson Park is of good quality, centrally located and provides one of the two equipped play areas.
- A key landscape characteristic is the mature and veteran oak trees, often forming key landmarks within the estate.
- The new development at Winnycroft Lane will add further community facilities to the area that all residents can benefit from. It will also bring new residents to the area, generating demand for services.
- There are some established links to Painswick Road and into wider area for vehicles and pedestrians.
- There are bus routes that run along Matson Avenue and close by.

### Negative urban design influences

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

- Parts of the estate, particularly in the north and south appear cut off from direct links to Matson Avenue, particularly where there are cul-de-sacs.
- Links between Matson Avenue to Painswick Road are minimal and, except for Matson Lane and Norbury Avenue, are indirect and poorly overlooked.



Figure 2.6: Matson Park with equipped play



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

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

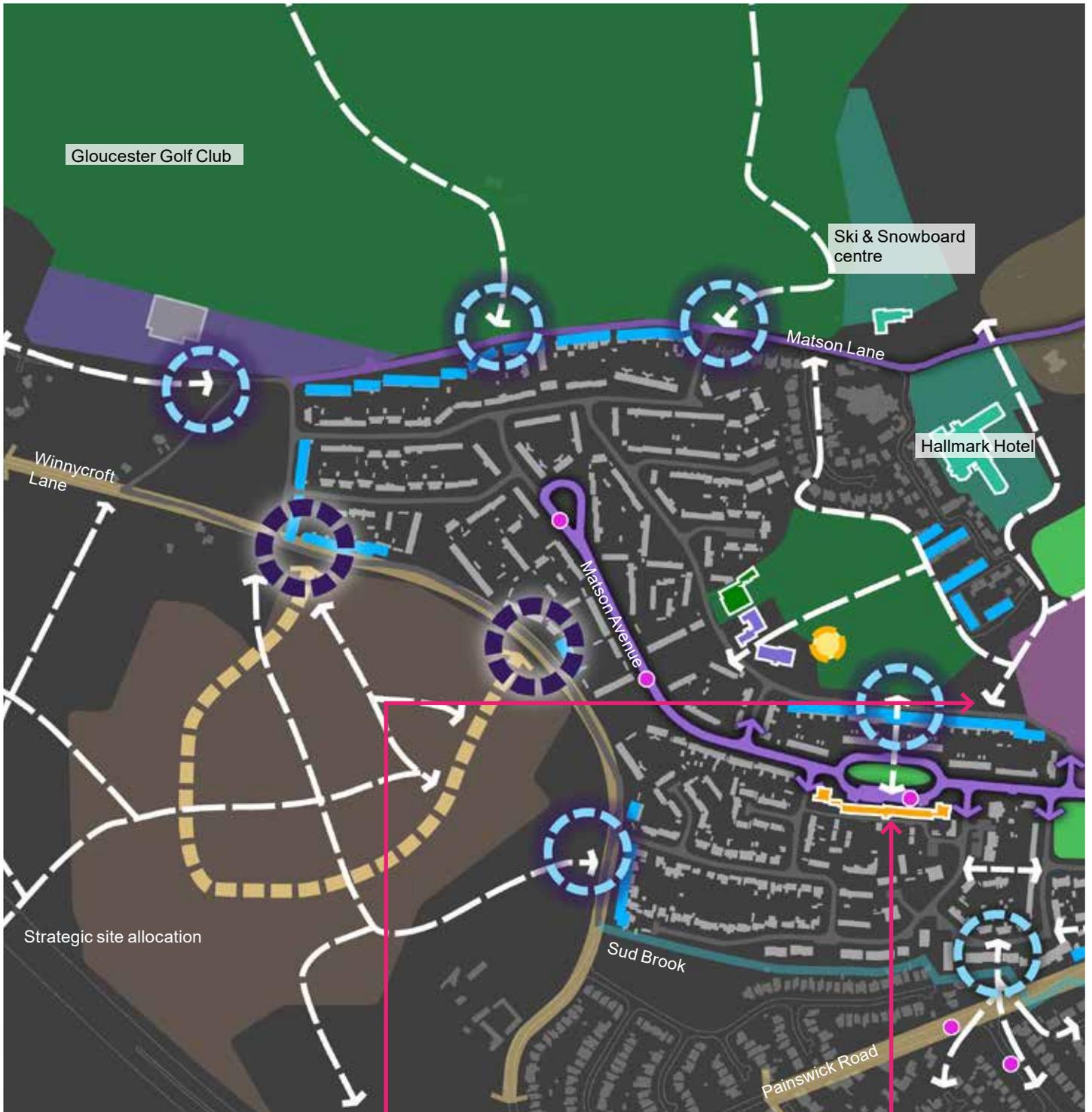


Fig 2.9: Entrance to Matson Park



Fig 2.10: Local centre in Matson



- KEY**
- Existing non-residential uses
- Primary school
  - Secondary school
  - Health facilities
  - Community facilities
  - Hotel
  - Retail
  - Proposed development at Winnycroft lane
  - Sport facilities
  - Communal green space
- Existing key features
- ▬ Active frontage on street level
  - Existing pedestrian links
  - Main roads in city network within vicinity of the study area
  - Access into strategic site allocation
  - Existing non-vehicular access into study area
  - Existing vehicular access into study area
  - Existing bus stops
  - Existing Multi Use Games Area (MUGA)
  - Existing equipped play

Fig 2.8: Positive influences diagram



Fig 2.11: Active frontage on Matson Avenue



Fig 2.12: Active frontage on Painswick Road

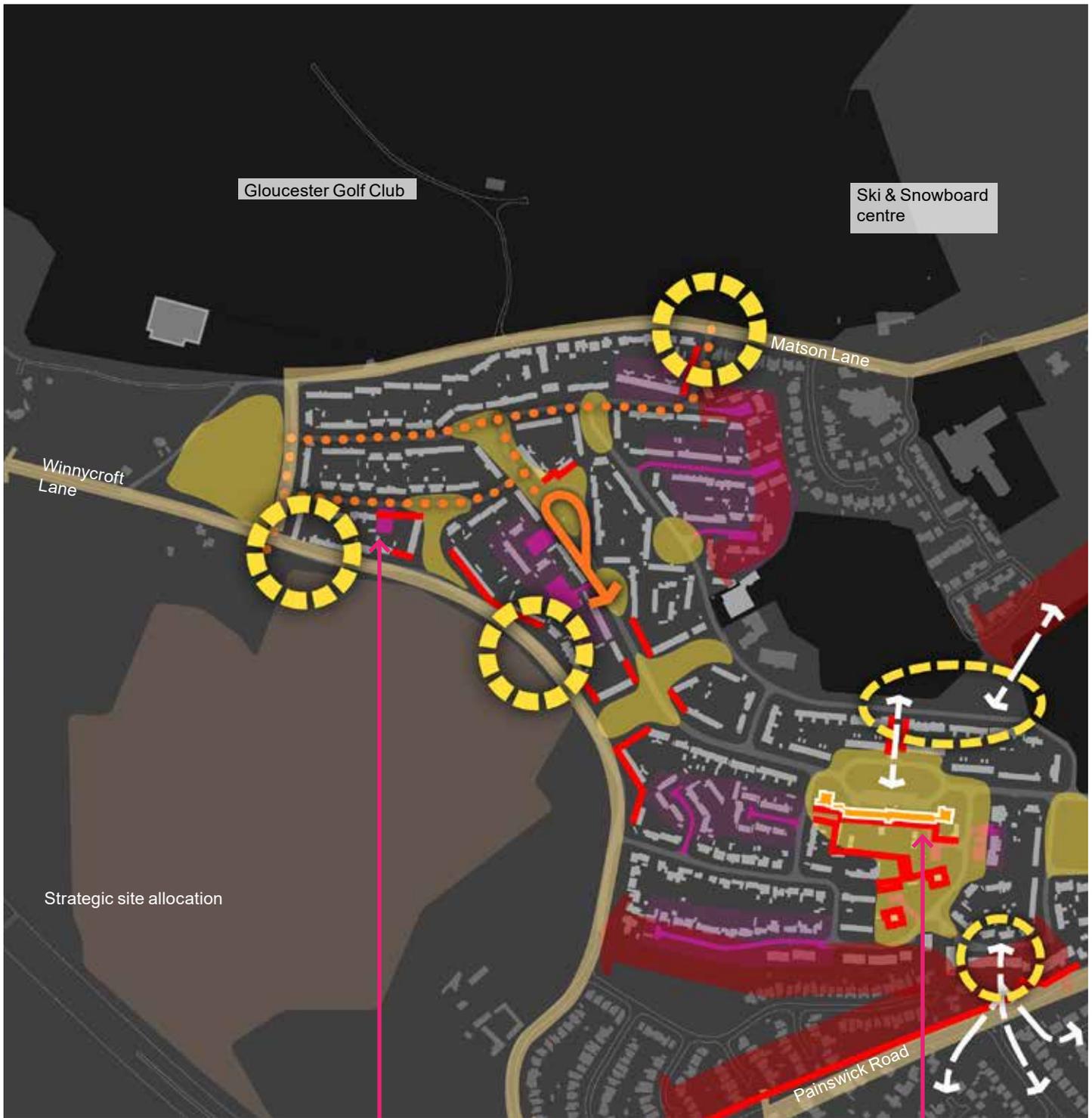


Fig 2.14: Parking Courts are dotted along Matson Avenue that seem underused



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



Fig 2.13: Negative influences diagram



Fig 2.16 Matson turns its back onto Painswick Road



Fig 2.17: Pedestrian links are hard to find

## 2.3 Ownership and building types

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

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

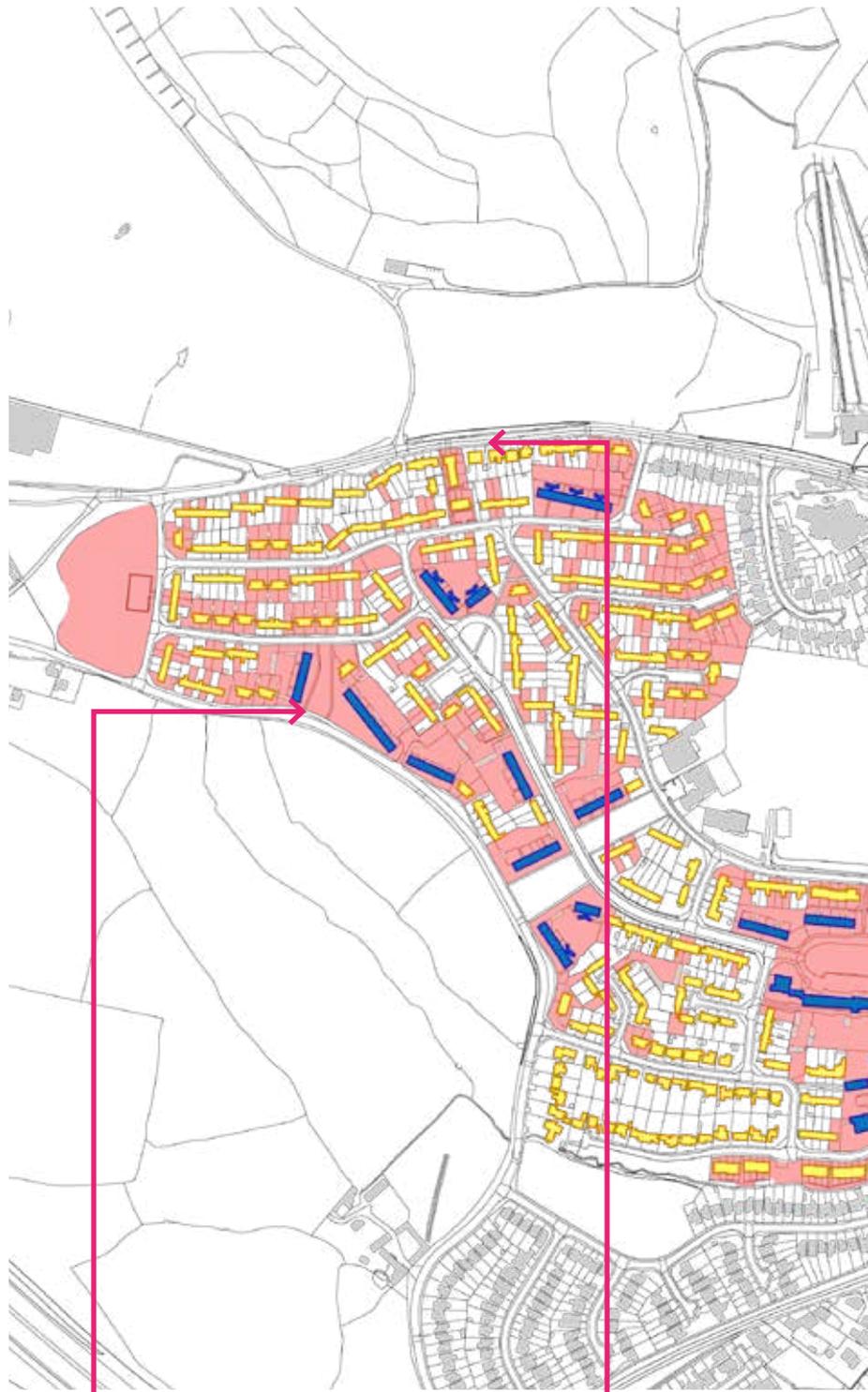
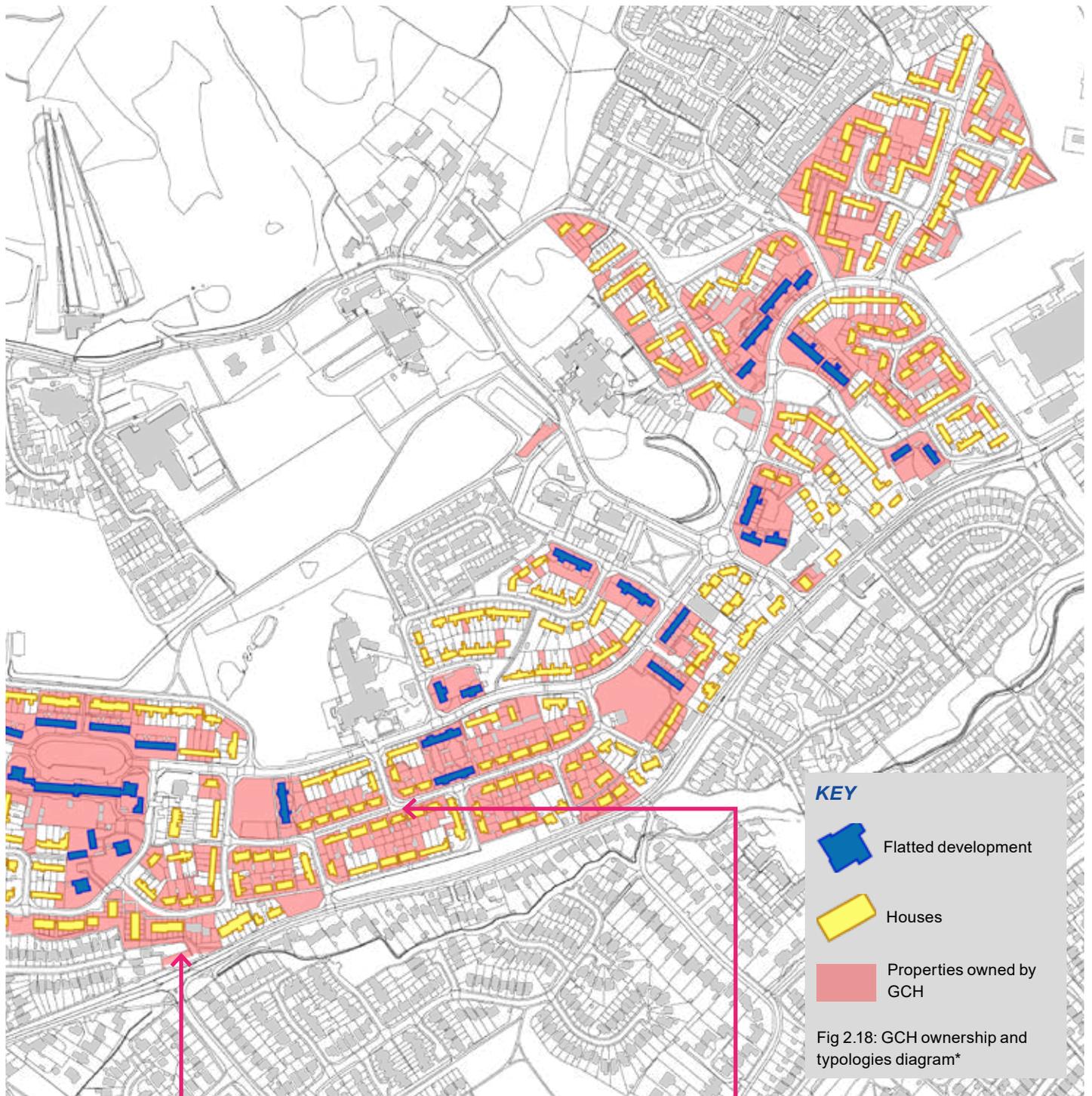


Fig 2.19: Flatted development



Fig 2.20: Terraced housing



## 2.4 Summary of technical issues

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

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

### Open space and landscape

2.4.2 In summary, the key issues and opportunities are:

- There are 21 designated public open spaces across the Matson and Robinswood Ward, including Robinswood Hill Country Park. Excluding the country park this equates to approximately 40ha of open space of which 13.56ha are in Matson.
- The quantity of open space across the ward is well above Gloucester's Open Space Standards however, sports pitch and play provision falls below the required quantity standard. This is evident in the nature of many open spaces within Matson, where flat grassed areas dominate and there is little equipped play. There is an opportunity to improve play provision within Matson.
- Areas of Matson have historic grazing rights that allow sheep to roam freely throughout the estate. Whilst the sheep are viewed as part of the distinctive character of Matson, they can cause problems to the quality and useability of open space as droppings are problematic.
- There are some significant mature trees, some of which are subject to Tree Preservation Orders (TPOs). The trees are a key part of Matson's character, and should be retained as part of any redevelopment.
- The Second Stage Deposit City of Gloucester Local Plan 2002 identifies a Landscape Conservation Area to the south. However the emerging Gloucester City Plan does not include this but does indicate areas of 'High Landscape Value'. This does not preclude development, but designs will need to be sensitive to the wider landscape setting.
- The Second Stage Deposit City of Gloucester Local Plan 2002 identifies an existing Green Corridor along Sud Brook. There is an opportunity to link this to the wider green network.

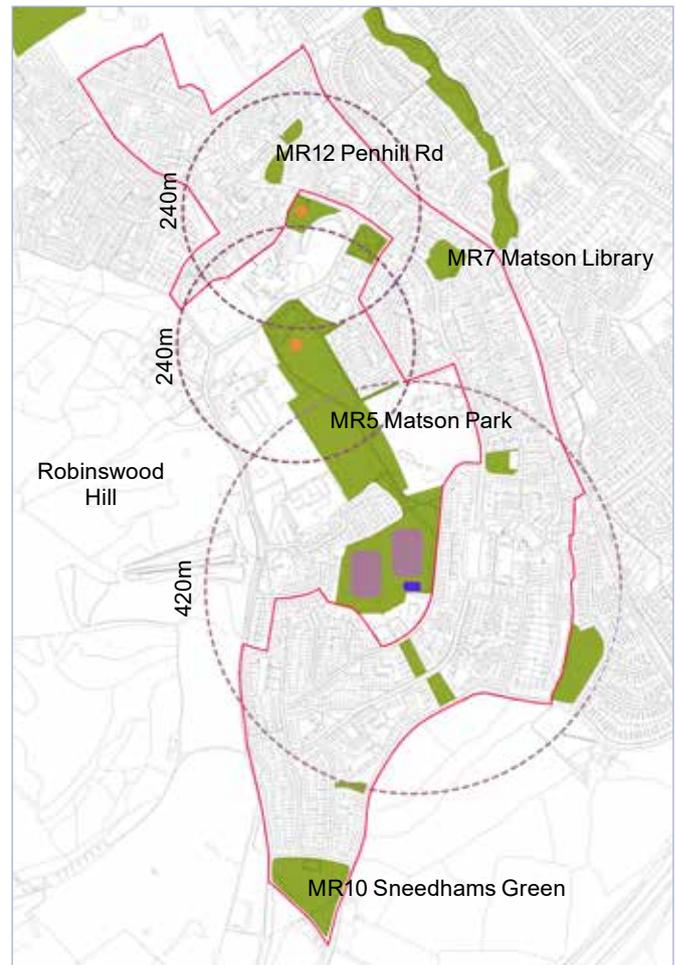


Fig 2.23: Diagram of Public Open Spaces within Study Area

#### KEY

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

- Key Nature Reserve and Wildlife sites are located at the foot of Robinswood Hill. Again, there is an opportunity to link these to the wider green network.

### Transport

2.4.3 In summary, the key issues and opportunities are:

- Whilst the north-south Matson Avenue provides good connections, east-west movement is limited for all transport modes. The Moat Primary School and Painswick Avenue are particularly strong barriers to this east-west movement. Opportunities to improve connections for all modes should be developed.

- Matson residents are within reasonable walking and cycling distance to local primary and secondary schools and local amenities. However, there are no dedicated cycle routes and this may be a deterrent to cyclists. There is an opportunity to improve the attractiveness of existing pedestrian routes, and create new pedestrian and cycle links.
- There are good bus services within and adjacent to Matson. However, residents have reported some issues with the service, especially in the morning and evening peak.
- The entry points / gateways to Matson are not easy to understand, and this contributes to the lack of an identifiable character and legibility.
- Matson Avenue is constrained in places and restricts the efficiency of the bus services. It can get congested at school drop-off / pick-up times.
- There is internal vehicular congestion, which appears to be related to narrow streets and on-street parking. It is important that new development does not further exacerbate this problem and, where possible, improves the situation. On-plot parking for new development is preferred.
- The adjacent site at Winnycroft has outline planning permission, and the main vehicular access will be off Winnycroft Lane. The design of this junction has not yet been finalised, but the regeneration of the southern part of Matson must link positively with the new arrangement.

---

## Engineering

2.4.4 **Ground conditions:** The majority of the estate is underlain by the Lower Lias which is expected to be suitable for the support of a shallow foundation solution for low rise / light weight residential buildings. A study of historical testing for contamination in the area shows that the majority of area is below contamination thresholds for residential development. Some sites within the study area have shown localised near surface elevated contamination. Any planning applications should include appropriate ground conditions report and - where necessary - propose mitigation.

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

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

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## Historic environment

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

2.4.8 The majority of the estate area has been previously developed and construction is likely to have truncated and/or heavily disturbed any archaeological assets. Survival of heritage assets is less likely in those areas occupied by existing buildings and structures such as roads.

2.4.9 Appropriate initial survey work will need to be undertaken and should be agreed with planning officers and undertaken pre-planning in order to assess the archaeological potential of the Site. The results should be discussed with GCC and any further surveys and assessments required to support planning applications agreed prior to submission.

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## 2.5 Opportunities

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

- focus new development on Matson Avenue, so that significant change is achieved in a relatively confined area - thus creating a strong visual impact;
- improve the Neighbourhood Centre;
- improve existing and create new east-west links;
- enhance the quality of open spaces, and improve green linkages between them;
- improve the legibility and quality of gateways into and within Matson, linking it better to the wider area; and
- the approved and submitted planning applications at Winnycroft, which will increase investment into the area, generate demand for existing services and provide new facilities

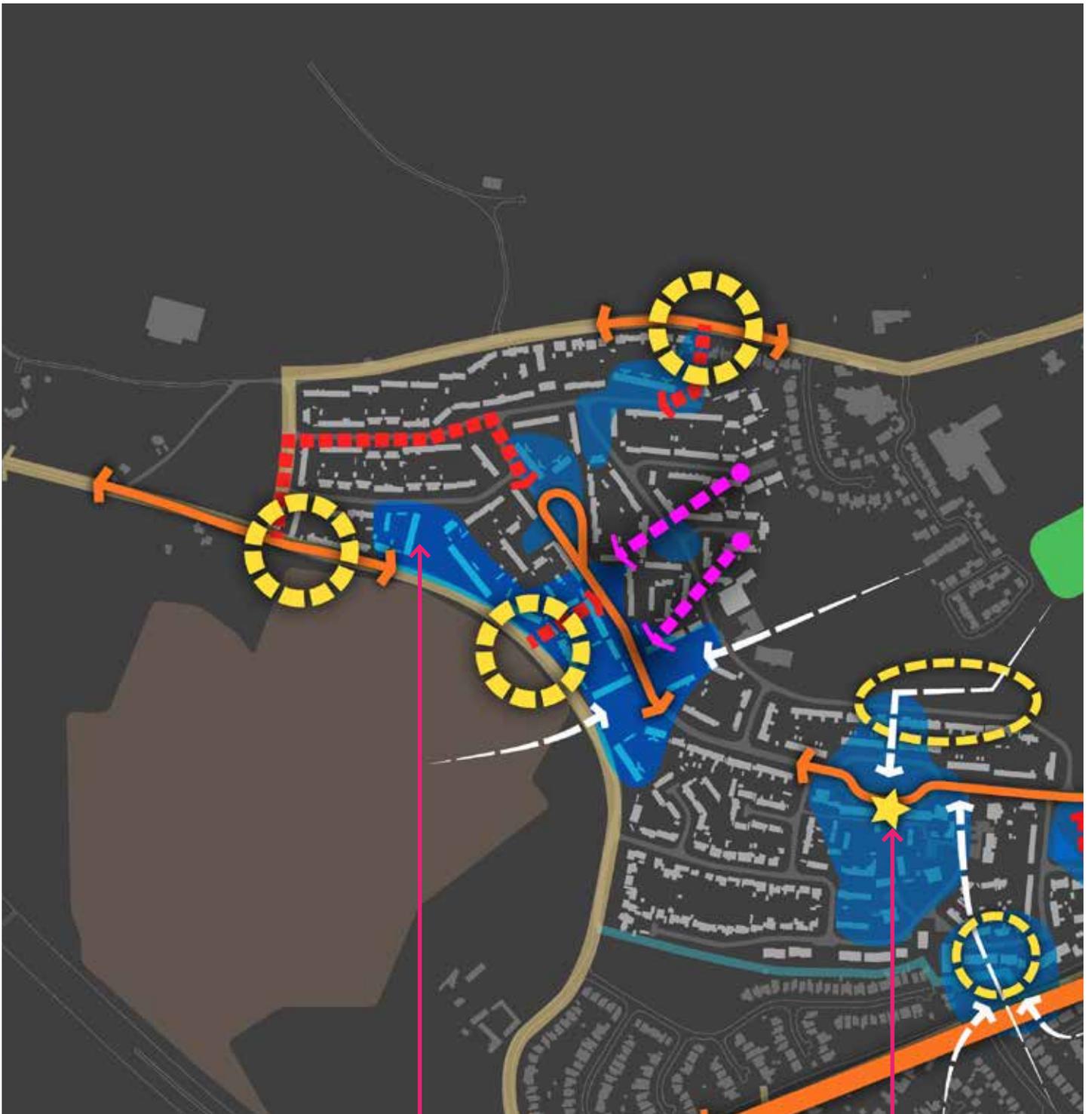


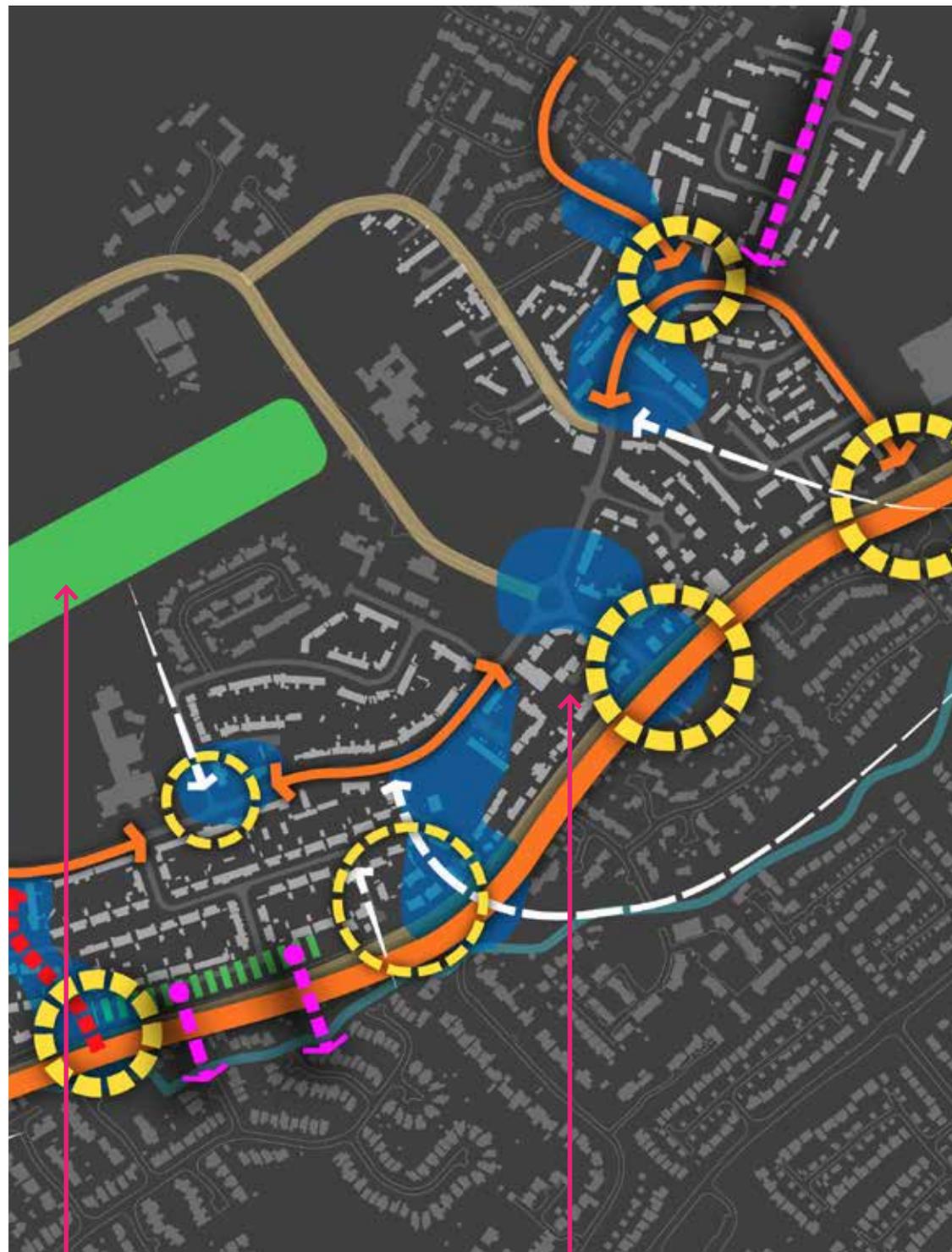
Fig 2.25: Flatted blocks with active frontages



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



Fig 2.27 Opportunity



**KEY**

**Existing non-residential uses**

 Communal green space

**Existing key features**

 Existing pedestrian links of bad quality

 Opportunity to form a primary gateway into neighbourhood

 Opportunity to form an enhanced secondary gateway into the neighbourhood

 Strengthening permeability

 Strengthening connectivity towards spine road

 Development opportunities

 Opportunity for non-residential uses

Fig 2.24: Opportunities diagram



Opportunity for play in Matson Park



Fig 2.28: Gateways promote entrances into the neighbourhood

## 3. Planning policy context

### 3.1 Introduction

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

- the Gloucester Local Plan (1983) saved policies; and
- the adopted Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS).

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

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

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

### 3.2 Housing and Regeneration

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

3.2.2 The Matson Estate is not specifically allocated for new residential development. However, JCS Policy SD10 sets out that new residential development will be permitted where it is on previously-development land or infilling in existing built up areas of Gloucester, except where otherwise restricted by other planning policies within the district plan; or there are other specific circumstances defined in district plans. The Draft Gloucester City Plan (as published for regulation 18 consultation in January/February 2017) specifically addresses the regeneration of Gloucester City Homes' housing stock, stating that the Council will consider applications favourably where the following criteria are met:

- The proposal has been properly master planned.
- The local community has been actively engaged in shaping proposals.
- The scheme optimises the supply of new housing to meet the needs of the City and the neighbourhood.
- The scheme protects and improves existing housing.
- The scheme provides suitable tenure choices to meet the needs of the existing community affected by regeneration.
- The scheme promotes strong and thriving communities, with a mixed tenure and tenure blind approach, in so far as this does not undermine wider housing and regeneration objectives.
- The scheme helps to maintain and promote independent living, and improves health and well-being.

3.2.3 JCS Policy SD10 goes on to state that 'Residential development should seek to achieve the maximum density compatible with good design, the protection of heritage assets, local amenity, the character and quality of the local environment, and the safety and convenience of the local and strategic road network.'

3.2.4 JCS Policy SD11 requires a mix of dwelling sizes, types and tenures in new development in order to contribute to mixed and balanced communities and a balanced housing market. It also provides that development should address the needs of the local area, including the needs of older people and that improvements to the quality of the existing housing stock involving remodelling or replacing residential accommodation will be encouraged where this would contribute to better meeting the needs of the local community (subject to other policies including SD4 (design requirements) and SD8 (historic environment). This is further reinforced through draft Gloucester City Plan Policy A5: Housing Mix. JCS Policy SD12 provides the detail of affordable housing requirements, setting out a target of a minimum of 20% affordable housing for sites in Gloucester that are not a Strategic Allocation. A key principle of any regeneration of Matson would therefore be to broaden the mix of housing types to support mixed and balanced communities.

3.2.5 The SPD reflects planning policy in relation to housing and regeneration as follows:

- The regeneration of Matson has the potential to contribute to meeting the need for new housing through an overall increase in dwelling numbers, making the most effective use of land.
- The approach of infilling the estate through a series of discrete development parcels is supported by policy.
- The density of dwellings suggested has been carefully considered in relation to enhancing the character and quality of the estates through good design and so as to enable efficient use of land.
- This SPD does not prescribe the mix of dwelling sizes, types and tenures, although it has been informed by an assessment of both housing need and the local housing market. The SPD suggests a framework within which an appropriate mix of new dwellings can be brought forward.

## 3.3 Open space and landscape

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

- JCS Policy SD6, which seeks to protect landscape character and requires all applications to consider the landscape and visual sensitivity of the area in which they are to be located or which they may affect.
- JCS Policy SD7, which requires development proposals to conserve and, where appropriate, enhance the setting of the Cotswold Area of Outstanding Natural Beauty (AONB).
- JCS Policy INF3: Green Infrastructure, which seeks to deliver a series of multifunctional, linked green corridors and requires development proposals to contribute positively towards green infrastructure. Draft Gloucester City Plan Policy F5 supports INF3, and requires development proposals to have regard to the Council's Green Infrastructure Plan.
- JCS Policy INF4: Social and Community Infrastructure, which includes open space in the definition of such infrastructure and seeks replacement facilities to compensate for loss of existing.
- Relevant open space policies from the Second Stage Deposit City of Gloucester Local Plan 2002
  - Policy OS.2 Public open space standard for new residential development; and
  - Policy OS.3 New housing and public open space.

3.3.2 There are a number of policies in the emerging Gloucester City Plan that echo existing adopted policy, and so the policy context in relation to landscape and open space is expected to remain very similar to the existing. For example:

- The emerging Gloucester City Plan reflects existing policy by seeking to protect open space and playing fields, stating that there is a general presumption against the loss of existing open space unless it can be demonstrated that it meets one of seven criteria, including:

- It can be demonstrated that it is an area of poor quality which is unsuitable for recreation and compensatory enhancements to existing public open space in the locality are implemented.
  - The redevelopment of a small part of the site will secure the retention and improvement of the remainder (to be secured through a S106 legal agreement)
- The emerging Gloucester City Plan seeks to protect trees and hedgerows and, where there is an unavoidable adverse impact, requires schemes to compensate for this.

3.2.3 As set out in Chapter 1, there are a number of important guiding principles that should inform any masterplanning approach, including accommodating existing residents' desires to remain in their own community and a 'build first, demolish later' approach to ensure that no one has to move home twice. Space for new development within the estate is limited and as such it is anticipated that there may be proposed building on some of the existing open space within Matson. This will need to be very carefully considered through the masterplanning process, with an Open Space Audit used to evaluate the quality of spaces before developing the masterplan proposals, and refining them following consultation with local people. The approach to open space and landscape will need to comply with policy by:

- improving the quality of existing and new green spaces so compensating for the loss of existing open space;
- improving play provision; and
- creating better linkages between open spaces both within and outside of the estates, so forming a strong green network that locks into the city-wide Green Infrastructure Strategy.

## 3.4 Design and sustainability

3.4.1 The ambition should be to transform Matson, so that it becomes a high quality place where people feel proud to live. The principles set out in this SPD are informed by planning policy requirements for high quality, sustainable design, and makes it clear that planning

applications will need to meet these requirements. The key policy requirements in the Joint Core Strategy are:

- JCS Policy SD3: Sustainable design and construction
- JCS Policy SD4: Design Requirements

3.4.2 In addition, guidance set out in the following documents is important to the regeneration of the estates:

- Gloucester Public Realm Strategy (September 2017)
- Shopfronts, Shutters and Signage: Design Guidelines for Gloucester (November 2017)

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

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

3.4.4 The emerging Gloucester City Plan includes design policies that reflect existing policy and national guidance on best urban design practice and include:

- The key policy requirements in the draft Gloucester City Plan are:
- Policy G1: Living conditions
- Policy G2: Car parking
- Policy G3: Materials and finishes
- Policy G4: Landscape
- Policy G5: Bin storage
- Policy G6: Cycle parking and storage
- Policy G9: Community safety
- Policy G12: Design standards
- Policy G16: Design and climate change

## 3.5 Community Facilities

3.5.1 Good places provide residents with access to facilities to meet their everyday needs, including schools, health services and community centres. JCS Policy INF4 seeks to protect existing community facilities and - where new residential development will add to the need for facilities - requires either on-site provision or a contribution to facilities off-site. Draft Gloucester City Plan Policy D8 also seeks to protect community facilities, but includes flexibility for alternative replacement facilities to be provided within reasonable walking distance.

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

## 3.6 Planning applications

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

- the [National Planning Policy Framework](#);
- [National Planning Practice Guidance](#);
- the [Gloucester Local Plan \(1983\)](#) saved policies;
- the adopted [Gloucester, Cheltenham and Tewkesbury Joint Core Strategy \(JCS\)](#) (December 2017);
- the [draft Gloucester City Plan](#);
- relevant policies from the [2002 Second stage Deposit City of Gloucester Local Plan](#) (adopted for development control purposes);
- [Gloucester Public Realm Strategy \(September 2017\)](#)
- [Shopfronts, Shutters and Signage: Design Guidelines for Gloucester \(November 2017\)](#)
- draft [Supplementary Planning Guidance No. 6: New Housing and Open Space \(2001\)](#);

- [interim adoption Designing Safer Places SPD \(2008\)](#);
- [interim adoption Heights of Buildings SPD \(2008\)](#)
- [Manual for Gloucestershire Streets \(2014\)](#)<sup>1</sup>

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

- a Design and Access Statement;
- a Planning Statement;
- a Statement of Community Involvement;
- an Environmental Statement, where screening has identified that one is required;
- traffic surveys, modelling, and Transport Assessment including proposed mitigation;
- ecological surveys and reports;
- heritage assessment; and
- townscape and landscape visual impact.

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

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

# 4. Framework Plans

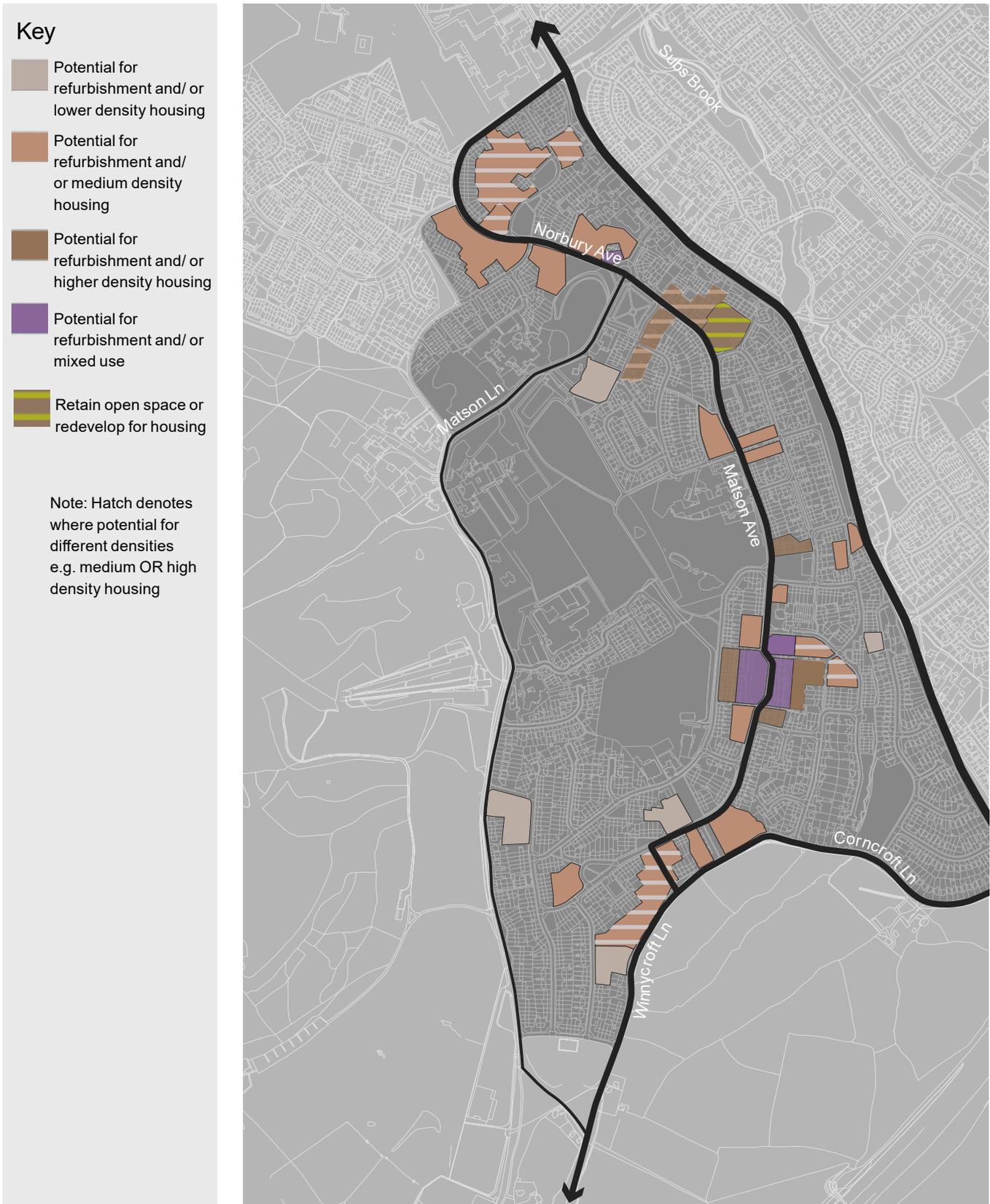


Fig 4.1: Land use and density framework plan

## 4.1 Land use and density

4.1.1 Figure 4.1 opposite suggests key areas where new development could be proposed in any regeneration proposals for the estate, with suggested land use and density. The principles underpinning the approach have been developed from the analysis of the study area and the opportunities set out in Chapter 2, and are::

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

4.1.2 Where there is a demonstrable need for existing community facilities, they must be reprovided prior to their loss to provide continuity of provision. This may

include temporary community facilities prior to permanent facilities.

4.1.3 The identification of key areas for new development does not preclude new development being brought forward on other sites, nor does it require that all areas are brought forward as envisaged.

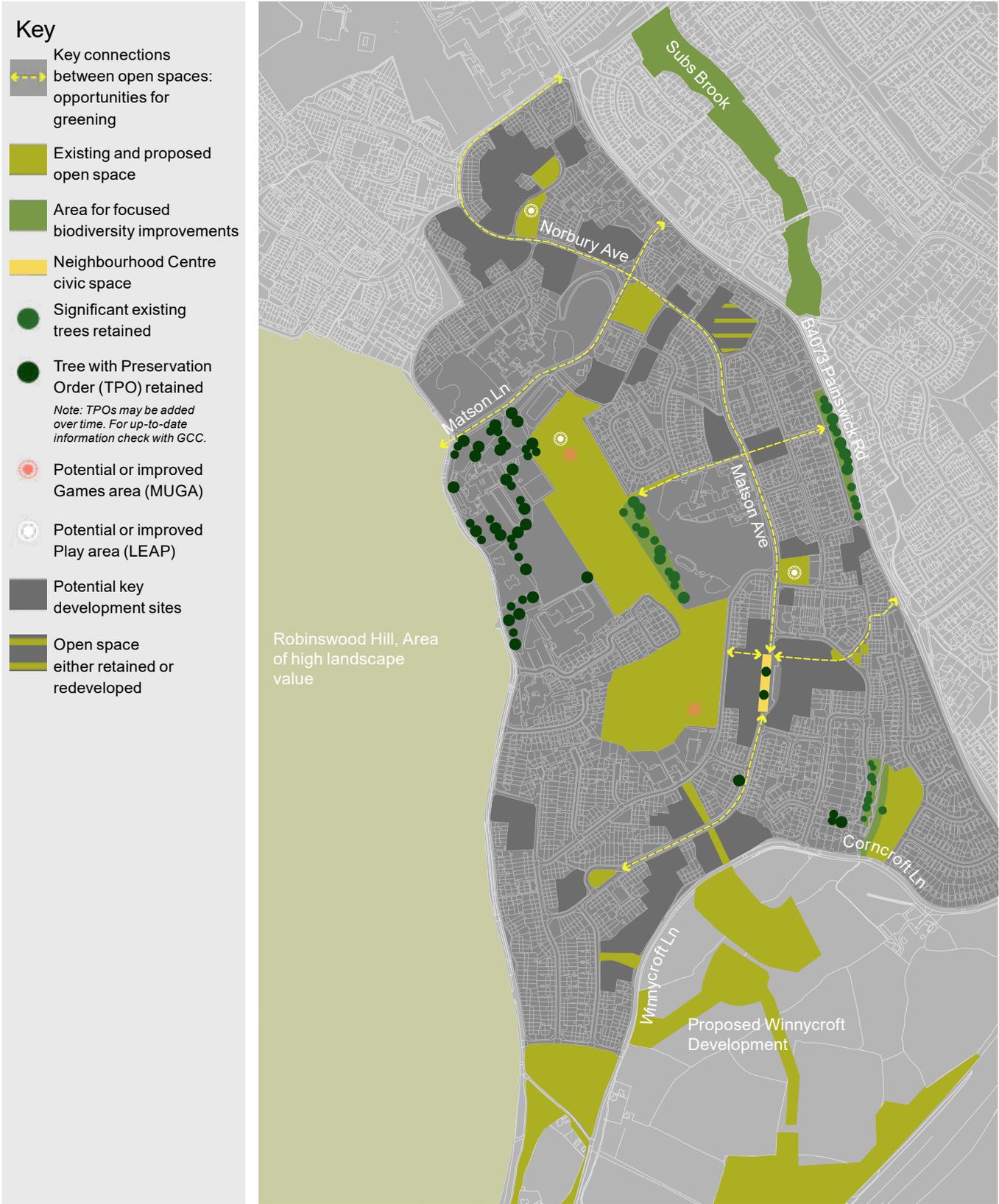


Fig 4.2: Open space framework plan

## 4.2 Open Space

4.2.1 Figure 4.2 opposite sets out suggested the open space principles to be embedded into proposals for any regeneration of the estate. These include:

- retaining or providing green space in the locations shown, creating linkages to adjacent open spaces where possible to create connected green infrastructure;
- providing new / improved play facilities in the locations shown;
- enhancing the biodiversity in the defined focus areas (although this does not prevent improvements to biodiversity in other areas)
- retaining and integrating existing trees where possible, and replacing any trees lost to development;
- making the most of opportunities to green existing streets to help connect open spaces; and
- creating a civic space within the neighbourhood centre, incorporating existing trees.

4.2.2 There is currently 13.56 hectares of public open space within Matson. The suggested Framework Plan would reduce this by 2.17 hectares to 11.39 hectares. However, this is mitigated by:

- even with this loss of open space, the existing and proposed open space provision in the Matson and Robinswood Ward as a whole is well above Gloucester City Council's required quantity standard; and
- regeneration proposals will be required to deliver improvements to open spaces, particularly to enhance biodiversity and provide improved play facilities as set out in the suggested Framework Plan.

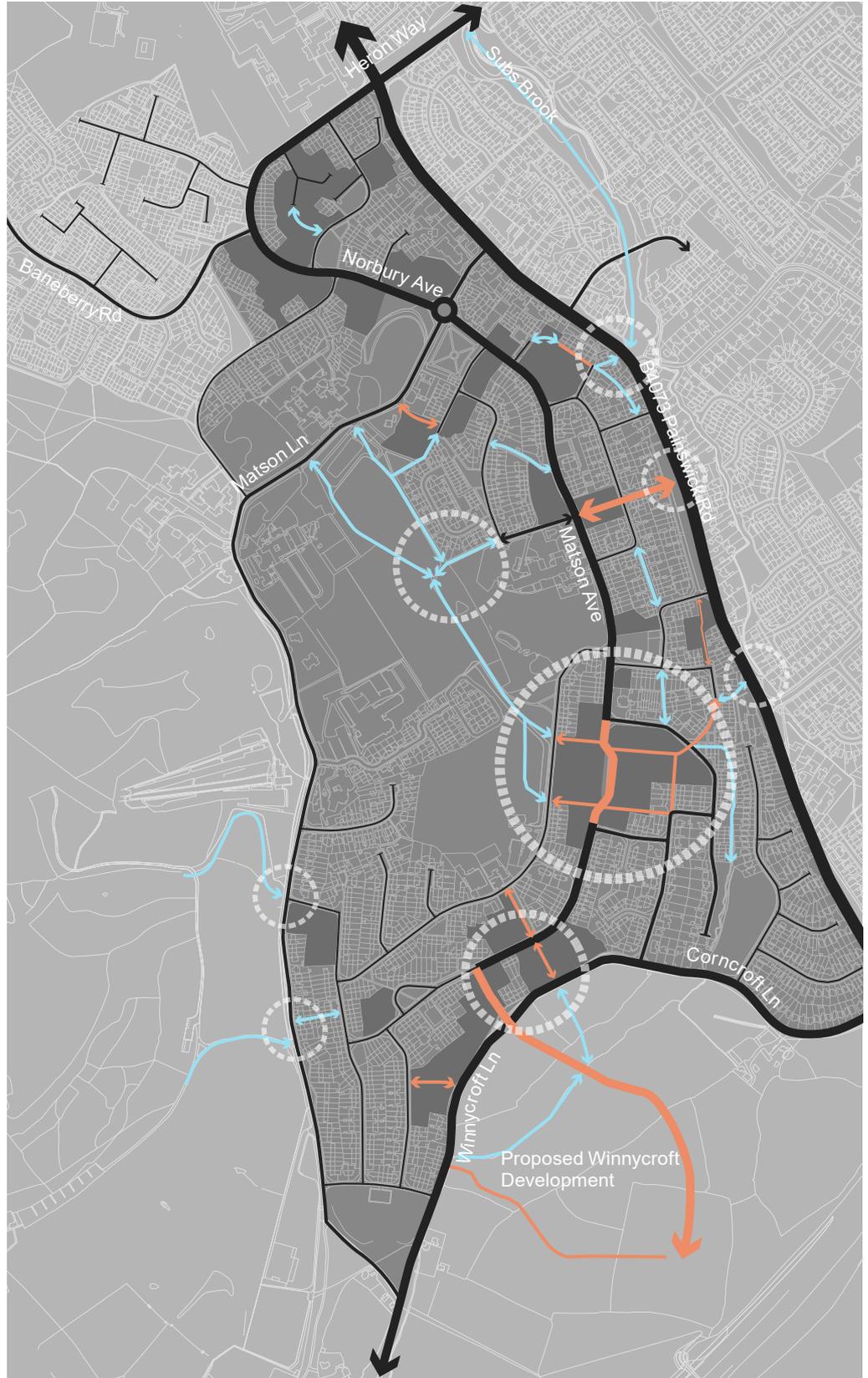
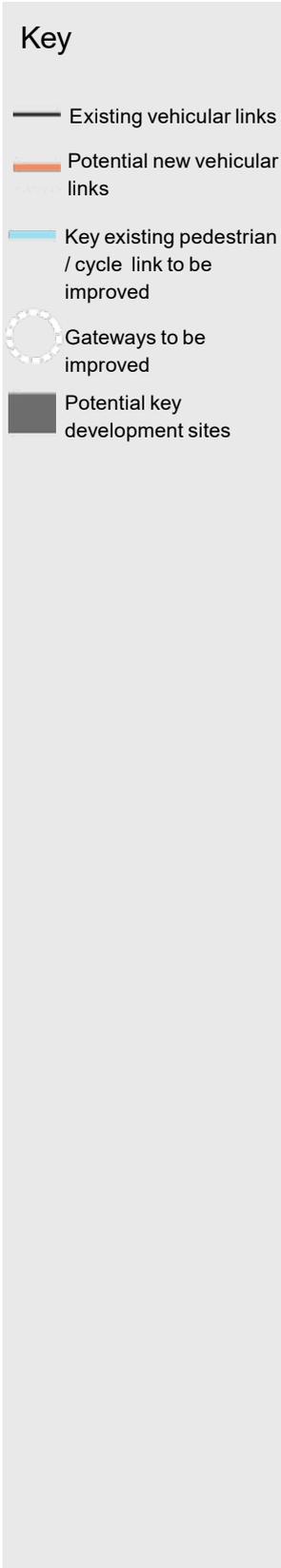


Fig 4.3: Routes and linkages framework plan  
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## 4.3 Routes and linkages

4.3.1 Figure 4.3 sets out the suggested routes and linkages principles to be embedded in any proposals for the regeneration of the estate. The overall aim is to reinforce Matson Avenue's role as the main spine road, so that it looks and feels more important than other streets within the estate. Other principles include:

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

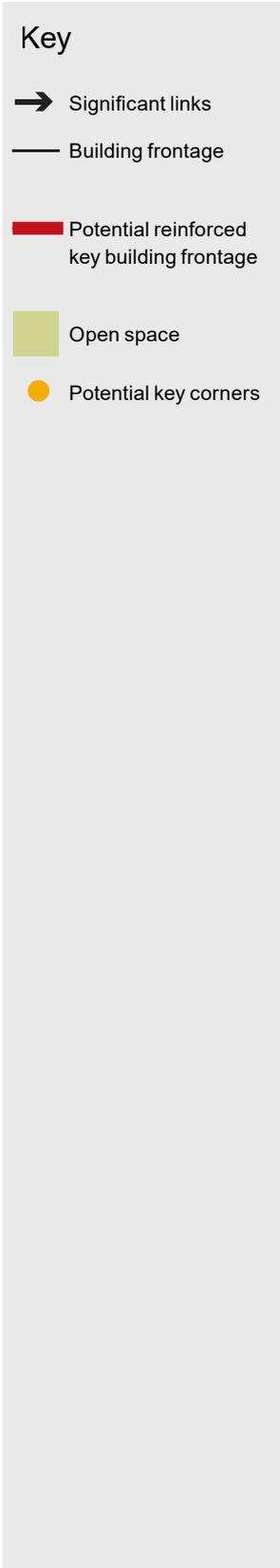


Fig 4.4: Frontages, corners and open spaces framework plan

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## 4.4 Urban Design

4.4.1 Figure 4.4 sets out the suggested urban design principles to be embedded in proposals for the regeneration of the estate. These are as follows:

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### Building frontages

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

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### Development blocks and building form

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

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### Key corners

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

# 5. Design Guidance

## 5.1 Introduction

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

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

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

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

5.1.4 This chapter is structured as follows:

## 5.2 Public Realm Design

### Streets and routes

- Streets and buildings working together
- Streets as spaces for people
- Improving existing pedestrian routes

### Green spaces

- Creating character
- Spaces and buildings working together

### Car parking

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

## 5.3 Building Design.

### Built form

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

### Amenity space

- Gardens
- Amenity space for flats

### External appearance

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

### Design for change

- Future proofing

## 5.2 Public Realm Design

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

### STREETS AND ROUTES

#### Streets and buildings working together

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

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



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



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



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

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

### Streets as spaces for people

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

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

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

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

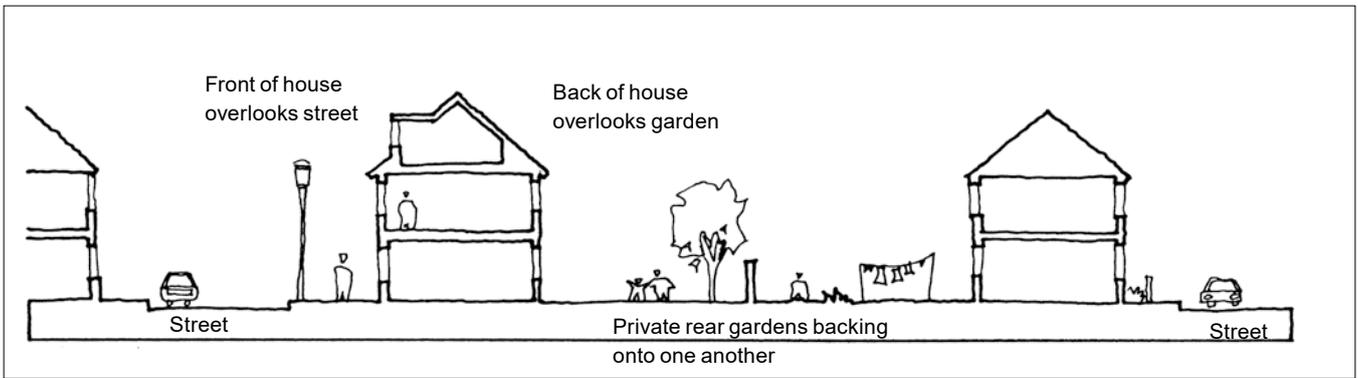


Fig 5.4: A clear distinction between public fronts of buildings and private backs is critical to creating a safe and secure place.

### 5.2.6 Make pedestrians and cyclists feel safe:

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

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

### 5.2.7 Design for ease of maintenance: Do this by:

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

## Improving existing pedestrian routes

5.2.8 The overall Routes and Linkages Framework Plan in Chapter 4 sets out a possible estate-wide strategy for improving the connectivity for pedestrians and cyclists in Matson. Part of this strategy is improving existing pedestrian connections. Such improvements are not necessarily limited only to the connections identified in the Framework Plan - as the estate is improved over time, there may be opportunities to improve other routes. The key design principles on which such improvements should be based are illustrated in Figure 5.6 opposite and are:

- cut back and manage landscape so that there are clear views along the route;



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

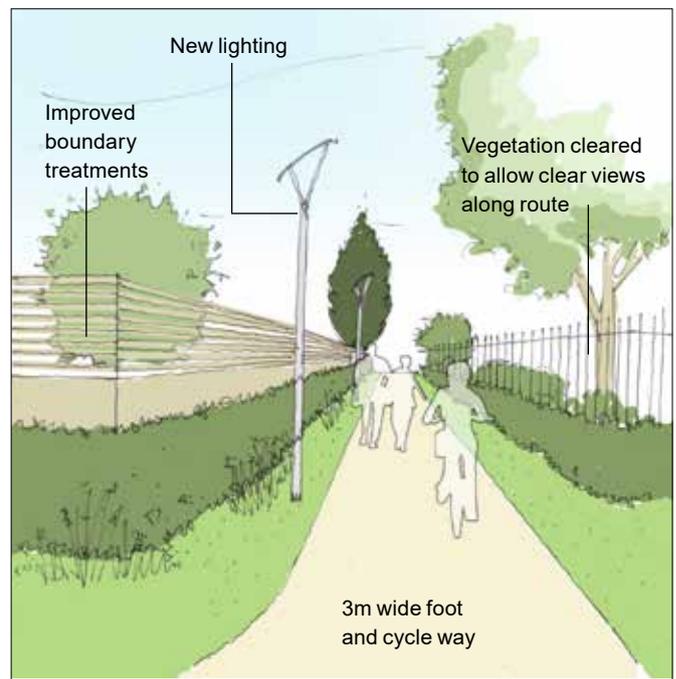


Fig 5.6: Sketch section showing improvements based on key design principles

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

## GREEN SPACES

### Creating character

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

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

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

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

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

### Spaces and buildings working together.

5.2.13 The Framework Plan illustrates how new building frontages should overlook and define green spaces, so that they work together to create an attractive and safe place. Key principles that should be incorporated into the design include:

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



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



Fig 5.8: Using landform to create a distinctive character



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



Fig 5.10: Buildings frontages defining and overlooking the green space

## CAR PARKING

### Introduction

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

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

### Minimising visual impact

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

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

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



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



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



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



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



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

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## Integrating garages

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

---

## Creating safe and attractive communal areas

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

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

---

## On-street parking

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

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

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



Fig 5.16: Integral garage positively designed into the facade at Nehall, Harlow with upper floor bay providing overlooking.



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

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

---

## Parking standards

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

5.2.22 Gloucester City Homes' aspirations is for an average of two parking spaces per house and one parking space per flat. However, this is not a policy requirement and may vary according to design and location of the development in relation to public transport.

## 5.3 Building Design

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

### BUILT FORM

#### Building heights

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

#### Corner buildings

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

#### Roof form

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

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

#### Mix of unit types

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



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



Fig 5.19: Pitched roofs are the preferred approach

#### Mixed-use buildings

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

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

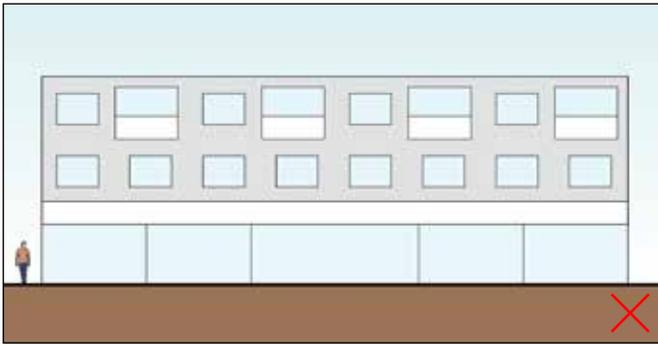


Fig 5.20: How not to do it: the ground floor and upper floors do not relate to one another architecturally

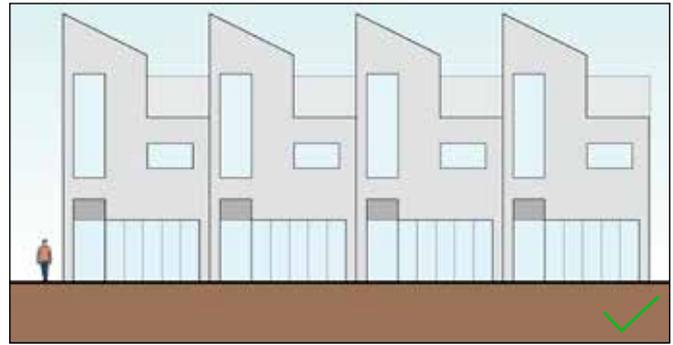


Fig 5.21: Designing the ground and upper floor uses as an integrated building



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

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



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

## AMENITY SPACE

### Gardens

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

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

5.3.9 North facing rear gardens should be avoided where possible.

### Amenity space for flats

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

## EXTERNAL APPEARANCE

### Materials and detailed design

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

- designing buildings as a three dimensional whole, so that elements such as bay windows are designed in from the start rather than being ‘bolted-on’ at the end;
- avoiding ‘stuck-on’ elements such as GRP chimneys;
- designing windows and doors so that they are set back from the external facade of the building, which introduces some depth and modelling to the facade;
- incorporating three-dimensional detailing (from traditional brick corbelling to more contemporary textural approaches), that again give ‘depth’ to a building; and
- ensuring that changes in materials are related to the design of the building, rather than being an arbitrary way of creating interest. This means changing materials with form (e.g. using a contrasting material for a bay



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



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



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

window) rather than applying different materials as two-dimensional 'wallpaper'. When things are meaningful, they look more convincing and have a more genuine character.

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

5.3.13 Brick is the preferred principal material for elevations. A consistent colour and material should be used for windows and doors within each individual dwelling to give a consistent appearance.

### Bin stores and other detailed elements

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

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

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

- bin stores and recycling facilities for houses should be designed to screen bins from public view, whilst providing residents with easy access to them. They should be designed to allow changes to bins in the future – that is, should not be tightly dimensioned to suit existing bins;
- bin stores for flats should be incorporated within the footprint of the building;
- where external meter boxes are provided, they need not be standard white units: consider a bespoke approach that fits in with the materials used for the remainder of the building. Consider the location of the boxes: can an unobtrusive position be found?
- communal TV reception should be provided for flats, so avoiding the proliferation of satellite dishes and aerials;
- it is important to ensure that bicycle storage facilities for houses are secure and also conveniently located for the use of residents - vertical storage in porches can work well, and keep bikes out of the house;
- bike storage for flats should be provided in secure communal areas within the footprint of the building;
- light fittings should relate to the overall design approach for the building: avoid 'heritage' designs on a contemporary building and vice versa;



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



Fig 5.28: Bin storage positively designed into boundary treatment.

- carefully consider the location of flues and ventilation ducts, ensuring they are as unobtrusive as possible. Use good quality grilles that fit in with the approach to materials for the building as a whole; and
- ensure that the materials and colour of gutters and pipes fits with the overall approach to the building and aim to minimise their visual impact

## DESIGN FOR CHANGE

### Future proofing

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

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

## 6. Delivery

### 6.1 Introduction

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

- developing outline and detailed designs for the regeneration in consultation with local residents and other stakeholders. This SPD is based on initial, high-level design work - much more detail is needed in respect of planning application(s) submitted;
- the applicant working with residents affected by the regeneration to agree on any relocation; and
- securing planning permission for the regeneration - this SPD sets out guidance, but does not provide any consents for development.

6.1.2 The exact phasing of development would need to be decided as part of this work and will be an important aspect of any planning applications submitted. Further requirements for this are set out in section 6.2.

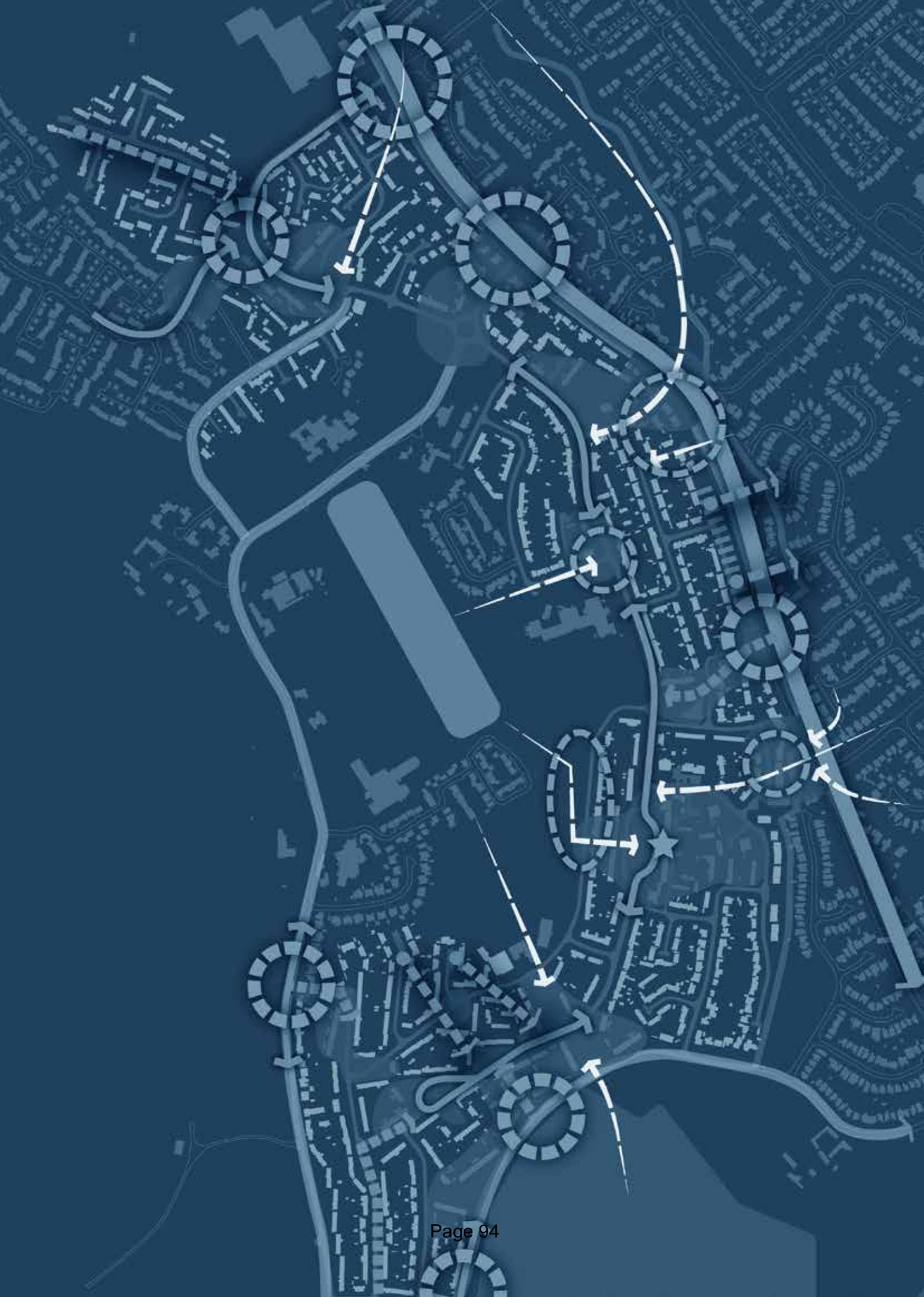
### 6.2 Phasing approach

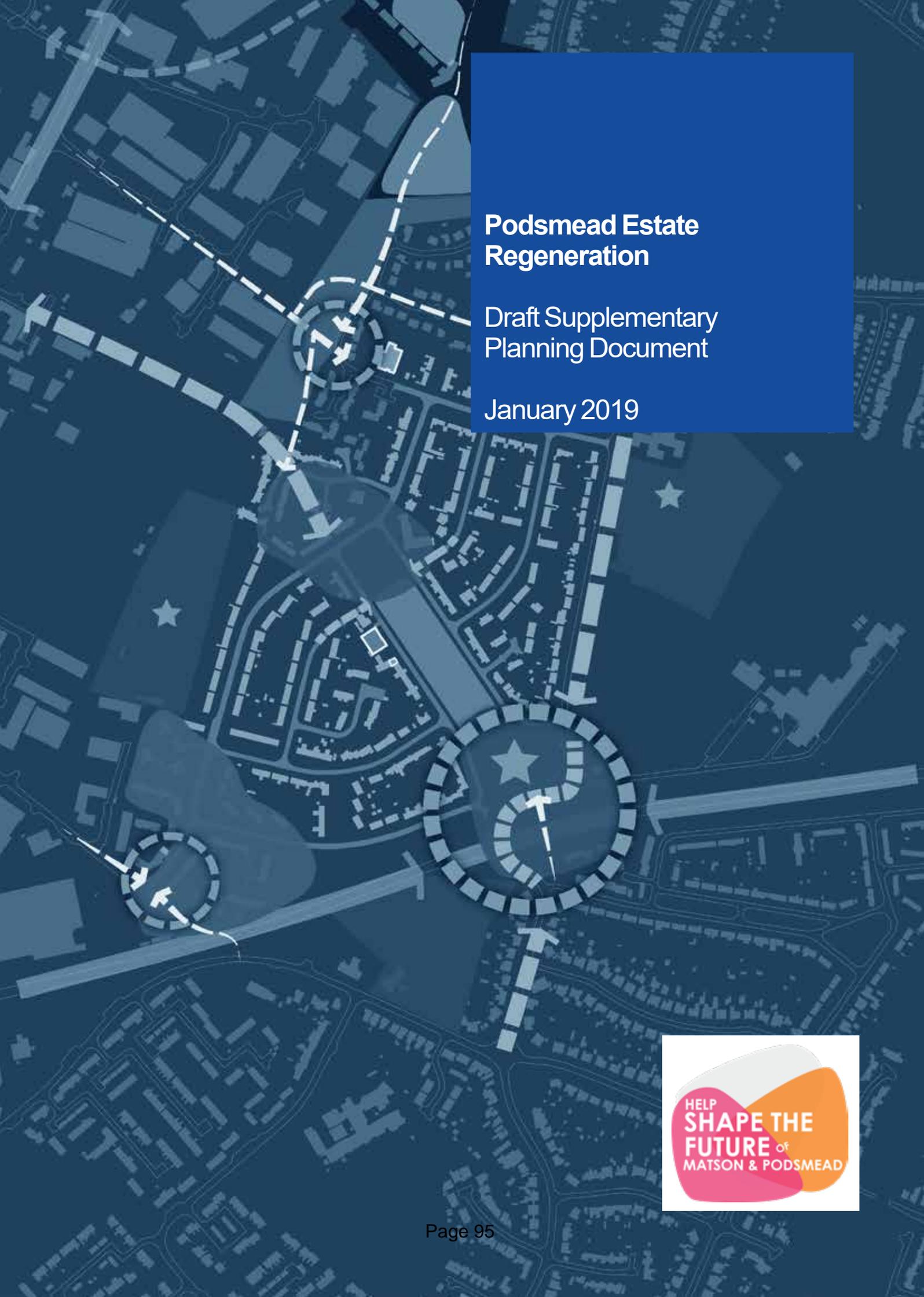
6.2.1 As set out in Chapter 1, there are a number of important guiding principles that have informed this SPD and the guidance within it, including accommodating existing residents' desires to remain in their own community and a 'build first, demolish later' approach to ensure that no one has to move home twice. Space for new development within the estate is very limited. This means that the earliest phases of development are likely to be on open space, so that no existing dwellings are demolished before new homes have been provided.

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

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





An aerial photograph of the Podsmead Estate, overlaid with various planning diagrams. These include dashed white lines indicating road layouts, solid white arrows pointing in different directions, and several circular areas with dashed borders and white stars in the center, likely representing key locations or landmarks within the estate.

# Podsmead Estate Regeneration

Draft Supplementary  
Planning Document

January 2019



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# 1. Introduction and Vision

## 1.1 Introduction

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

1.1.2 The estate is primarily social rented tenure, with some properties owned by occupiers. Whilst all of GCH's properties meet decent homes standards, the quality of the estate's built environment is low and levels of deprivation are high. The housing stock is mostly of non-traditional construction, often with associated problems of deterioration and consequent high maintenance and renewal needs.

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

## 1.2 Vision and guiding principles

1.2.1 The aim of regeneration is to promote a sense of pride in the community by transforming the appearance and quality of the estate by:

- providing homes to meet the needs of local people;
- creating greener cleaner communities and improving the quality and use of open space;
- improving local shops and amenities for residents.

1.2.2 Ideally, the regeneration of the estate should include the following principles:

- An overall increase in housing density to (i) make best use of land; and (ii) to enable market dwellings to cross-subsidise the provision of new affordable homes as appropriate.
- The regeneration will deliver quality homes which are safe, warm, affordable and environmentally friendly.
- Residents' desires to remain in their community are accommodated.

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

- improving the environment for all residents;
- broadening the mix of housing to include a range of tenures;
- improving community and retail facilities;
- improving open space; and
- integrating the estates into the wider area and the City as a whole.

## 1.3 Structure of the SPD

1.3.1 This SPD is structured as follows:

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

## 2. The Estates Today

### 2.1 Location and context

2.1.1 Figure 2.4 opposite sets out the area to which this SPD relates. Only some parts of this area are likely to be subject to change, and much of it will remain as it currently exists

2.1.2 Figure 2.5. overleaf shows the location and context of Podsmead in relation to Gloucester as a whole. Podsmead is located approximately 3km to the south of Gloucester City Centre.

#### Wider access and connectivity

2.1.3 Podsmead has good vehicular accessibility and bus services to the city centre. The railway station is located in the centre, which provides direct links to several local urban areas including Cheltenham and Bristol, and connections to the wider UK rail network.

2.1.4 The M5 motorway can be easily accessed from Podsmead via the A38 to the south and via A38 / A417 to the north.

#### Local facilities

2.1.5 Within Podsmead there are only a small number of local facilities available for use by residents. There is one shop located on Scott Avenue, along with two vacant shop units. A community cafe is also located on this road. A community centre is located on Milton Avenue. Further away there are a number of local centres (a collection of small shops, commercial and community facilities), located approximately 1 km from Podsmead. These are not considered to be located close enough to Podsmead to provide accessible facilities for residents. The closest district centre (a large group of commercial and community facilities serving a wider area) is located at Quedgeley, which is 3km away.

#### Views

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



Figure 2.1: Central open space within Podsmead



Figure 2.2: Cole Avenue (A38) runs along the southern boundary of the estate



Figure 2.3: Podsmead has a large number of bungalows

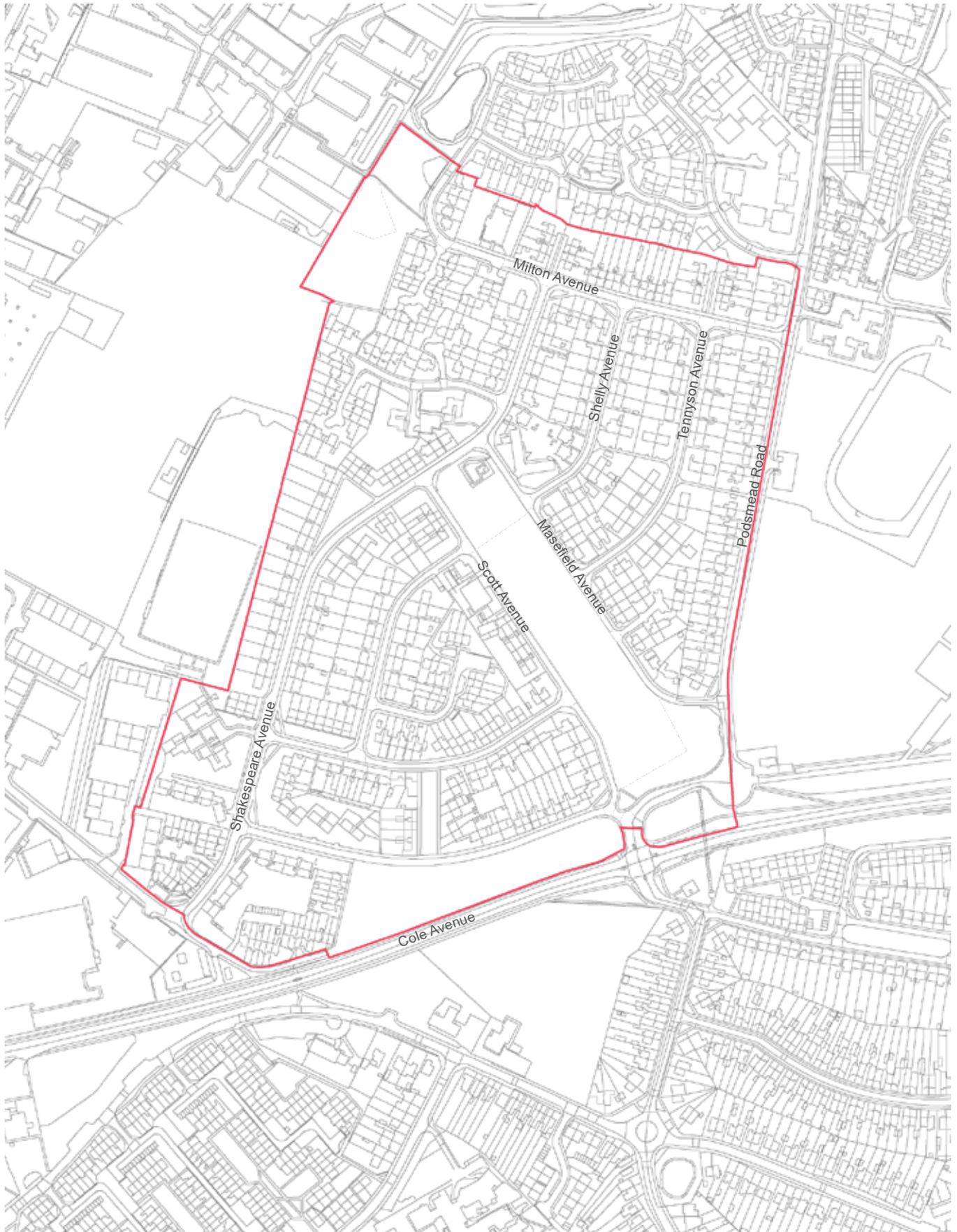


Figure 2.4: Area to which this SPD relates

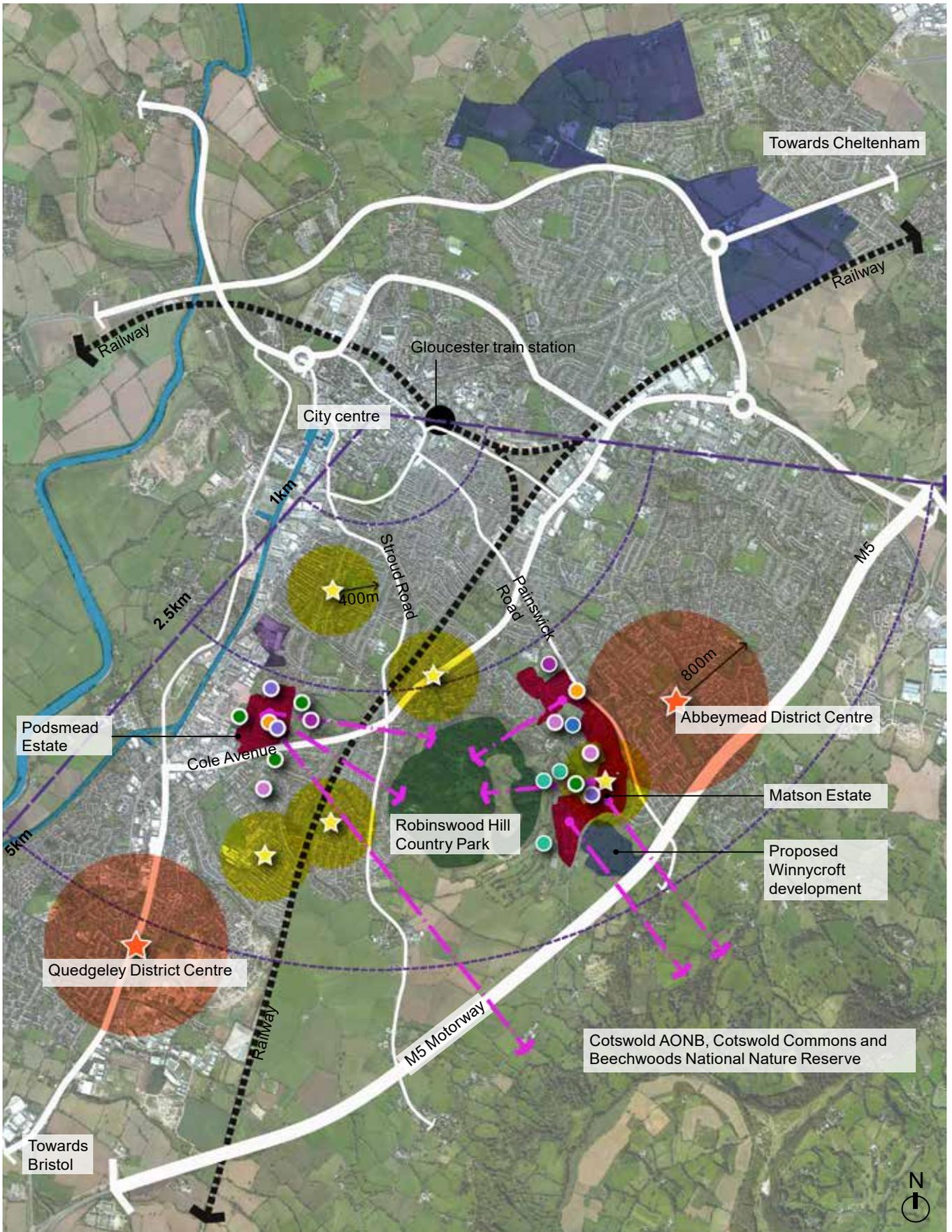


Figure 2.5: Strategic context diagram

**KEY**

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



Figure 2.6: Contrasting building scales overlooking the central green space on the corner of Masefield and Shakespeare Avenues



Figure 2.7: The vehicular connection at Lower Tuffley Lane has been blocked to prevent drivers taking short cuts through Podsmead



Figure 2.8: Pedestrian and cycle connections to the south across the A38 are poor



Figure 2.9: There is just one shop on the estate



Figure 2.10: The Podsmead Community Association provides an important facility within the estate

## 2.2 Urban Design Analysis

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

### Positive urban design influences

2.2.2 Figure 2.13 opposite sets out the positive urban design influences for Podsmead, which in summary are:

- The existing open space, one local shop and community centre are assets to the area.
- There is some connectivity to the wider area via paths from Bristol Road and vehicular routes from Cole Avenue and Podsmead Road.
- Much of the street structure in the centre is well set out and overlooked by some fronting buildings and front gardens.
- The neighbourhood is in close proximity to employment land, local schools and private green spaces

### Negative urban design influences

2.2.3 Figure 2.18 overleaf sets out the negative urban design influences for Podsmead, which in summary are:

- The facilities located along Scott Avenue lack the variety a typical local centre might offer.
- There are a number of dead end routes with little activity or frontage.
- The existing pedestrian routes are poor quality, indirect and have little or no natural surveillance.
- There are barriers to access and movement through the neighbourhood from the north-south from Cole Avenue and east-west through the industrial land to the west.
- The road system does not support the current levels of car ownership and usage. They do not support on street parking with a number of cars parked on pavements blocking access for pedestrians. Roads are narrow and poorly designed.
- There is a lot of open space that lacks clear purpose, ownership or a connection with the neighbouring buildings and housing.



Fig 2.11: Active frontage addressing the street



Fig 2.12: Existing central open space with view towards Robinswood Hill Country Park

#### KEY

	Primary school		Active frontage on street level
	Secondary school		Existing pedestrian links
	Health facilities		Existing cycle routes
	Community facilities		Main roads in city network within vicinity of the study area
	Retail		Existing non-vehicular access into study area
	Existing employment area		Existing vehicular access into study area
	Approved development at Tuffley crescent		Existing bus stops
	Sport facilities		Existing MUGA
	Communal green space		
	Existing equipped play		

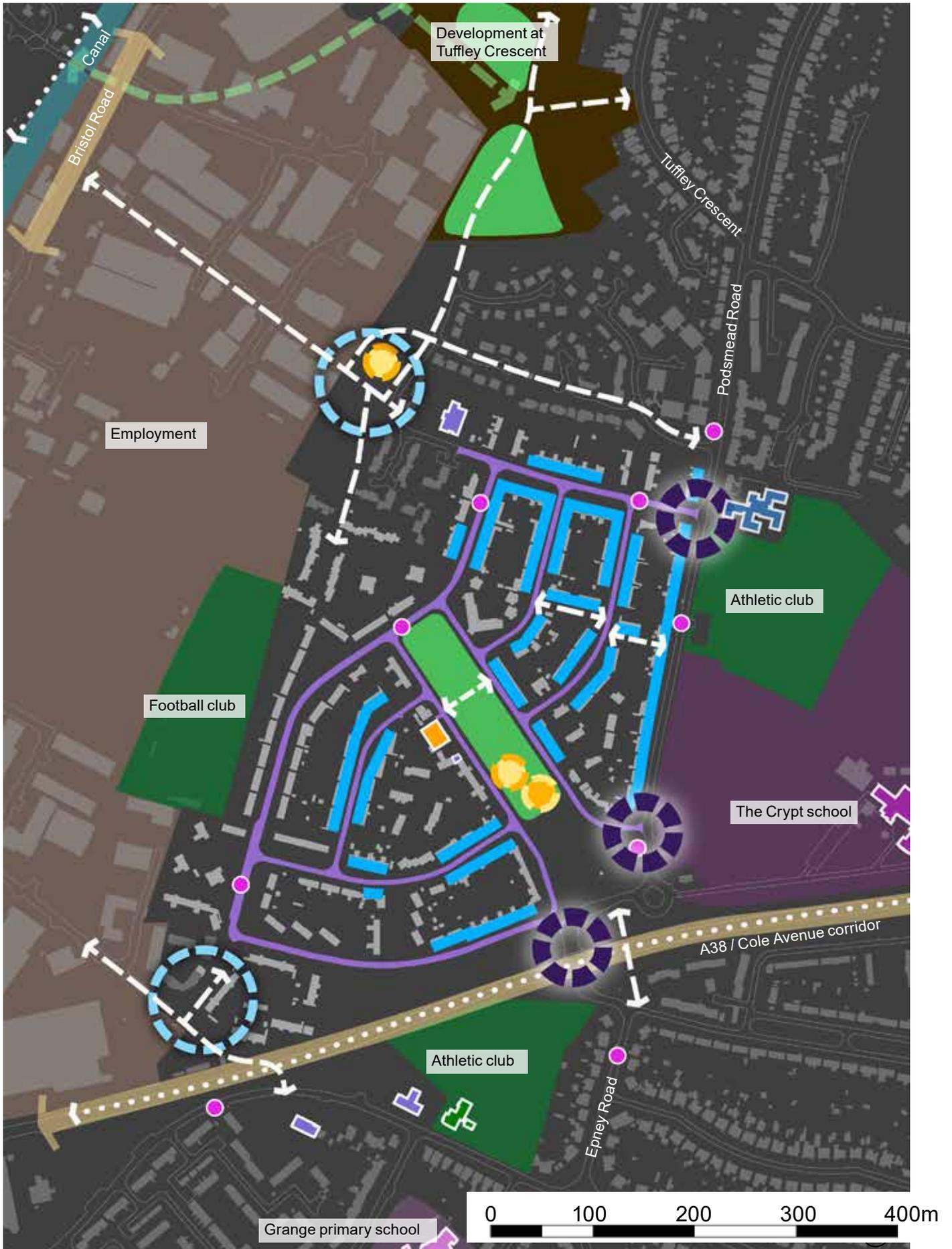


Fig 2.13: Positive influences diagram



Fig 2.14: The Podsmead Road and Epney Road junction appears over-engineered, and is not a welcoming gateway to the estate



Fig 2.17: The employment area is a barrier to connections through to Bristol Road



Fig 2.15: Flats on Byron Avenue do not relate well to the green space, which feels that its doesn't 'belong' to anyone



Fig 2.16: Link to Bristol Road through industrial estate is not overlooked and so feels unsafe

### KEY

#### Existing non-residential uses

-  Existing non-residential land uses
-  Community facilities and retail units are distributed in the study area, away from main streets

#### Existing key features

-  Building frontage that is blank or poorly connected with the public realm
-  Missing connection in the existing road network
-  Existing pedestrian links of bad quality, poorly over-looked or indirect
-  Dead-ends or cul-de-sac access that results in areas of isolation
-  Podsmead Road currently fails to create a legible and direct north-south connection over the A38
-  Areas where land lacks ownership, definition or purpose
-  Barriers along the study area in Podsmead that prevent movement in and out of the neighbourhood



Fig 2.18: Negative influences diagram

## 2.3 Ownership and building types

2.3.1 There are a range of housing types in Podsmead, ranging from single to four storey buildings. All the buildings are post-war and many homes are of pre-fab construction, which at the time were intended as a short-term housing solution.

2.3.2 The majority of the estate is owned by GCH, as indicated by the pink shading in the plan opposite. A lot of the buildings are terraced or semi-detached houses (yellow) and the blocks of flats (blue) are located in the south-west of the estate, as well as next to the central green space. Most of these blocks of flats are positioned on open space that lacks a clear use and they often don't front onto their associated streets



Fig 2.19: GCH ownership and building types diagram

\* Source: GCH 2017



Fig 2.20: Tallest block of flats in Podsmead



Fig 2.21: Blocks of flats close to the industrial estate



Fig 2.22: Bungalow on Shakespeare Avenue



Fig 2.23: Semi-detached houses on Masfield Avenue

## 2.4 Summary of technical issues

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

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

### Open space and landscape

2.4.2 In summary, the key issues and opportunities are:

- There are five designated public open spaces across the Podsmead ward, equating to approximately 12ha of open space of which 5.06 hectares are in Podsmead. The quantity of open space across the ward is well above Gloucester's Open Space Standards
- However, a number of sites fall short of expected standards in terms of quality, and there is an opportunity to improve them through the regeneration of the estates.
- Sports pitch provision is above the quantity standards however, play space falls well below. There is an opportunity to improve the quality and distribution of play space within Podsmead.
- The Green Infrastructure Strategy 2014 identifies an existing Green Corridor along the Sharpness Canal and a proposed 'Green Corridor' along Tuffley Crescent to improve pedestrian/cycle links
- The Playing Pitch Strategy identifies priority investment for provision of a sports 'hub' at Blackridge playing fields to support overall sports provision across Gloucester. There is an opportunity to improve linkages to Blackridge so that Podsmead residents can easily access this facility.

### Transport

2.4.3 In summary, the key issues and opportunities are:

- There are good street connections within the study area. However, while access to local facilities and bus stops is good, the range and quality of those facilities is limited.
- However, connections to the wider area - especially to the west - are limited by barriers created by busy roads

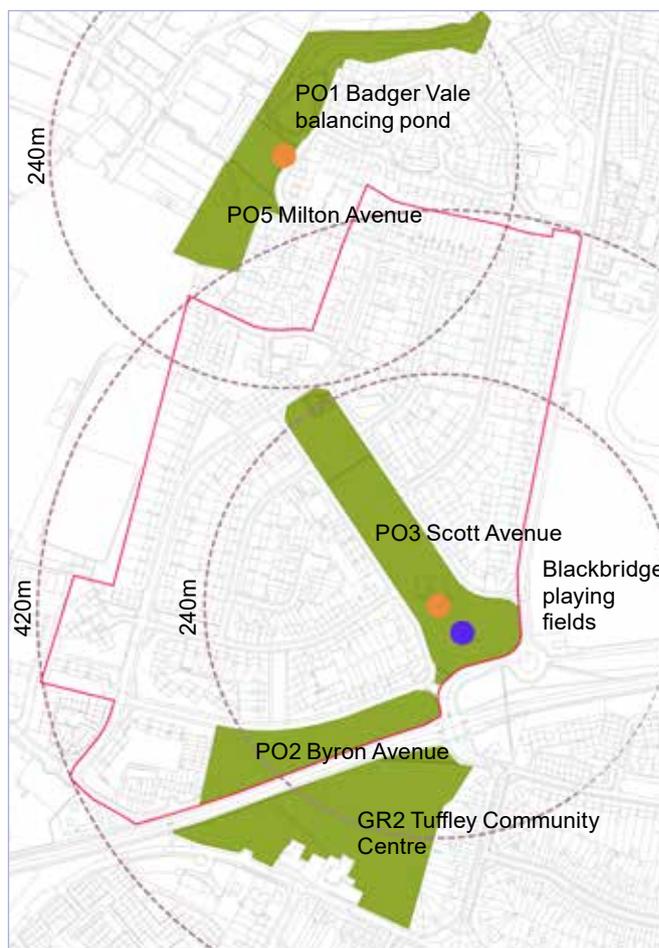
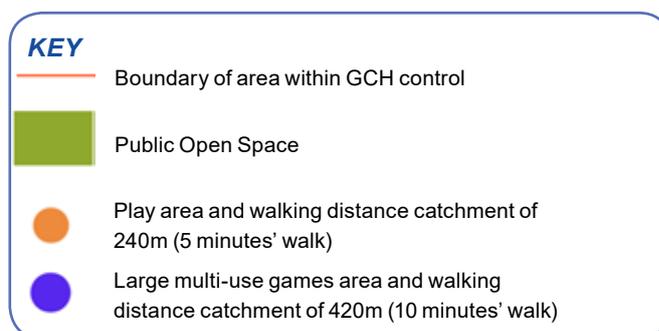


Fig 2.24: Diagram of Public Open Spaces within Study Area



and culs-de-sac which do not link streets together, and the large area of employment land to the west.

- There are limited pedestrian routes and no dedicated cycle routes. There is an opportunity to improve connections for those moving around on foot or by bike, and any future development opportunities across the adjacent land towards Bristol Road should include pedestrian and cycle links that connect to Podsmead.
- Good bus services within and adjacent to Podsmead
- Generally good vehicular access to wider highway network from Podsmead, but layout of the main gateway poor - it is unwelcoming, often congested and confusing. There is an opportunity to improve this gateway, and make it work better for all modes of traffic, not just cars.
- There is internal vehicular congestion, which appears to be related to narrow streets and on-street parking. It is important that new development does not further exacerbate this problem and, where possible, improves the situation. On-plot parking for new development is preferred.

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## Engineering

2.4.4 **Ground conditions:** Historically, the estate was open farmland and undeveloped until around 1955 when the current estate was built. The ground conditions are likely to comprise a layer of made ground over a natural geology of limestone rock with soil deposits encroaching over the western fringes of the site. These ground conditions do not present a constraint to development, and are likely to require typical foundation depths up to 1.5m with deeper foundations expected in the zone of influence of any trees.

2.4.5 There is a substantial brownfield site to the west of Podsmead Estate, which has had numerous industrial activities on it, notably the Gloucester Gas Works facility. Any planning application should include an investigation of potential contamination on the site, and set out the proposed mitigation if required.

2.4.6 **Utilities:** The estate is well served by electricity, gas, telecommunication networks (BT and Virgin Media), drinking water, and storm and foul water drainage networks. The site has a number of big sewers (pipes bigger than 375mm in diameter). The masterplan has been designed to avoid these.

2.4.7 **Flood risk:** The majority of the estate is within Flood Zone 1. A small section of the estate around Betjeman Close located in the North West Corner is in Flood Zone 2. New development should ideally be avoided in this area. Some of the roads however are at medium to high risk of flooding from surface water. There is an opportunity to reduce the risk of surface water flooding on existing streets through the use of Sustainable Drainage Systems in the new development.

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## Historic Environment

2.4.8 The majority of the Podsmead Ward dates back to the middle ages. Historically the estate consisted of undeveloped agricultural land during the c.1800s with development occurring on the Site during 1955. The main heritage assets present within 1km of the Site include four Listed Buildings, the nearest of which is 0.6km from the Site, and Hempsted Conservation Area approximately 1km from the estate.

2.4.9 The majority of the estate has been previously developed and construction is likely to have truncated and/or heavily disturbed any archaeological assets. Survival of heritage assets is less likely in those areas occupied by existing buildings and structures such as roads.

2.4.10 Appropriate initial survey work will need to be undertaken and should be agreed with planning officers and undertaken pre-planning in order to assess the archaeological potential of the Site. The results should be discussed with GCC and any further surveys and assessments required to support planning applications agreed prior to submission.

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## 2.9 Opportunities

2.5.1 Figure 2.25 overleaf sets out the key opportunities that have informed this SPD. In summary these are:

- improve the setting of the central open space through new development with active edges that better defines and encloses it;
- introduce mixed-use development on the main gateway, providing facilities for local residents and improving the appearance of the entrance
- enhance the quality of open spaces, and improve green linkages between them; and
- provide opportunities for pedestrian and cycle linkages to Bristol Road in the future.

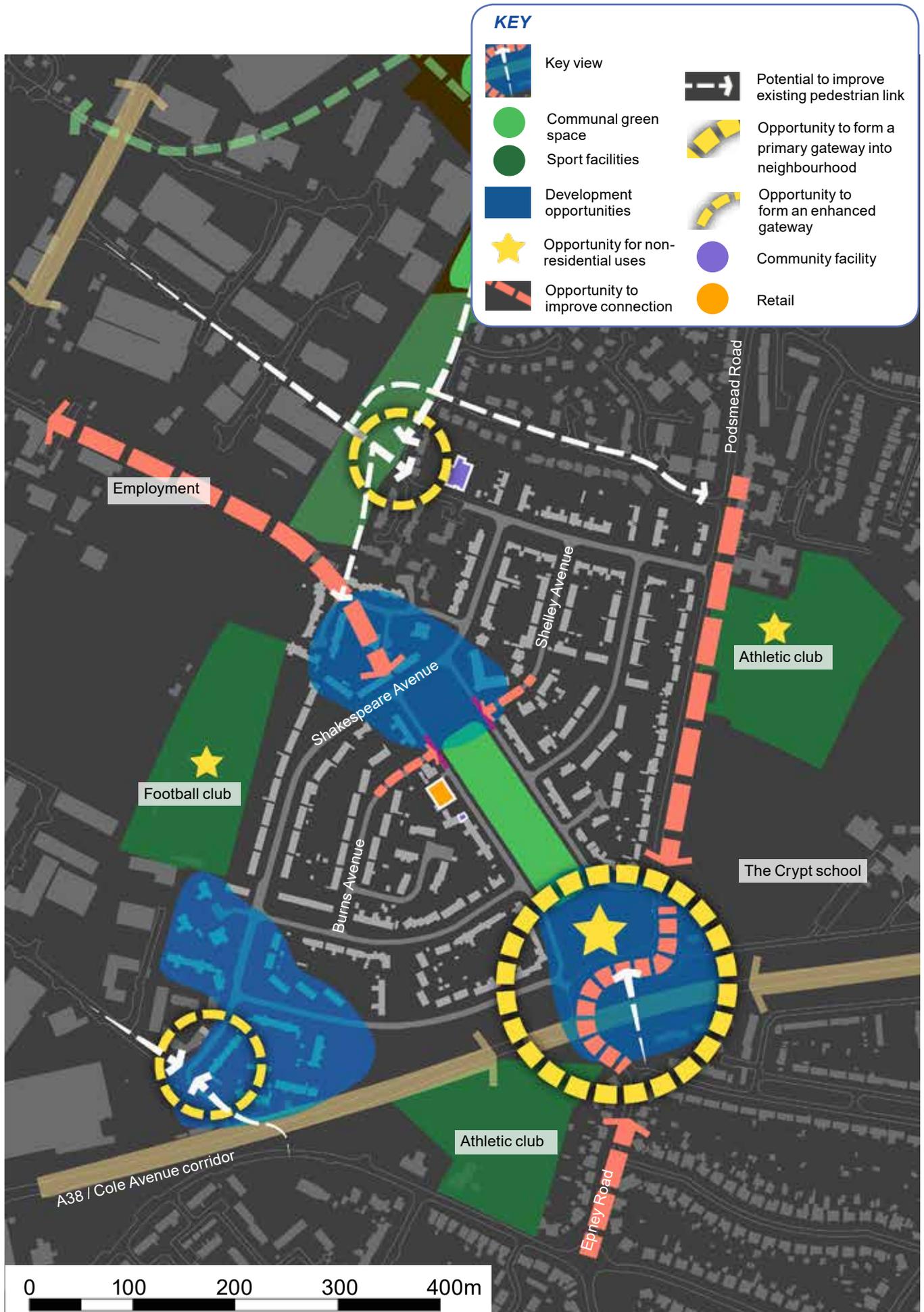


Fig 2.25: Opportunities diagram

## 3. Planning policy context

### 3.1 Introduction

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

- the Gloucester Local Plan (1983) saved policies; and
- the adopted Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS) (December 2017).

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

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

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

### 3.2 Housing and Regeneration

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

3.2.2 The Podsmead Estate is not specifically allocated for new residential development. However, JCS Policy SD10 sets out that new residential development will be permitted where it is on previously-developed land or

infilling in existing built-up areas of Gloucester, except where otherwise restricted by other planning policies within the district plan; or there are other specific circumstances defined in district plans. The Draft Gloucester City Plan (as published for regulation 18 consultation in January/February 2017) specifically addresses the regeneration of Gloucester City Homes' housing stock, stating that the Council will consider applications favourably where the following criteria are met:

- The proposal has been properly master planned.
- The local community has been actively engaged in shaping proposals.
- The scheme optimises the supply of new housing to meet the needs of the City and the neighbourhood.
- The scheme protects and improves existing housing.
- The scheme provides suitable tenure choices to meet the needs of the existing community affected by regeneration.
- The scheme promotes strong and thriving communities, with a mixed tenure and tenure blind approach, in so far as this does not undermine wider housing and regeneration objectives.
- The scheme helps to maintain and promote independent living, and improves health and well-being.

3.2.3 JCS Policy SD10 goes on to state that 'Residential development should seek to achieve the maximum density compatible with good design, the protection of heritage assets, local amenity, the character and quality of the local environment, and the safety and convenience of the local and strategic road network.'

3.2.4 JCS Policy SD11 requires a mix of dwelling sizes, types and tenures in new development in order to contribute to mixed and balanced communities and a balanced housing market. It also provides that development should address the needs of the local area, including the needs of older people and that improvements to the quality of the existing housing stock involving remodelling or replacing residential accommodation will be encouraged where this would contribute to better meeting the needs of the local community (subject to other policies including SD4 (design requirements) and SD8 (historic environment)). This is further reinforced through draft Gloucester City Plan Policy A5: Housing Mix. JCS Policy SD12 provides the detail of affordable housing requirements, setting out a target of a minimum of 20% affordable housing for sites in Gloucester that are not a Strategic Allocation. A key principle of any regeneration of Podsmead would therefore be to broaden the mix of housing types to support mixed and balanced communities.

3.2.6 The SPD reflects planning policy in relation to housing and regeneration as follows:

- The regeneration of Podsmead has the potential to contribute to meeting the need for new housing through an overall increase in dwelling numbers, making the most effective use of land.
- The approach of infilling the estate through a series of discrete development parcels is supported by policy.
- The density of dwellings suggested has been carefully considered in relation to enhancing the character and quality of the estates through good design and so as to enable the efficient use of land.
- This SPD does not prescribe the mix of dwelling sizes, types and tenures, although it has been informed by an assessment of both housing need and the local housing market. The SPD suggests a framework within which an appropriate mix of new dwellings can be brought forward.

### 3.3 Open space and landscape

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

- JCS Policy SD6, which seeks to protect landscape character and requires all applications to consider the landscape and visual sensitivity of the area in which they are to be located or which they may affect.
- JCS Policy INF3: Green Infrastructure, which seeks to deliver a series of multifunctional, linked green corridors and requires development proposals to contribute positively towards green infrastructure. Draft Gloucester City Plan Policy F5 supports INF3, and requires development proposals to have regard to the Council's Green Infrastructure Plan.
- JCS Policy INF4: Social and Community Infrastructure, which includes open space in the definition of such infrastructure and seeks replacement facilities to compensate for loss of existing.
- Relevant open space policies from the Second Stage Deposit City of Gloucester Local Plan 2002
  - Policy OS.2 Public open space standard for new residential development; and
  - Policy OS.3 New housing and public open space.

3.3.2 There are a number of policies in the emerging Gloucester City Plan that echo existing adopted policy, and so the policy context in relation to landscape and open space can be expected to remain very similar to the existing. For example:

- The emerging Gloucester City Plan reflects existing policy by seeking to protect open space and playing fields, stating that there is a general presumption against the loss of existing open space unless it can be demonstrated that it meets one of seven criteria, including:
  - It can be demonstrated that it is an area of poor quality which is unsuitable for recreation and compensatory enhancements to existing public open space in the locality are implemented.
  - The redevelopment of a small part of the site will secure the retention and improvement of the remainder (to be secured through a S106 legal agreement)
- The emerging Gloucester City Plan seeks to protect trees and hedgerows and, where there is an unavoidable adverse impact, requires schemes to compensate for this.

3.3.3 As set out in Chapter 1, there are a number of important guiding principles that should inform any masterplanning approach, including accommodating existing residents' desires to remain in their own community and a 'build first, demolish later' approach to ensure that no one has to move home twice. Space for new development within the estate is limited, and as such it is anticipated that there may be proposed building on some of the existing open space within Podsmead. This will need to be very carefully considered through the masterplanning process, with an Open Space Audit used to evaluate the quality of spaces before developing the masterplan proposals, and refining them following consultation with local people. The approach to open space and landscape will need to comply with policy by:

- improving the quality of existing and new green spaces so compensating for the loss of existing open space;
- improving play provision; and
- creating better linkages between open spaces both within and outside of the estates, so forming a strong green network that locks into the city-wide Green Infrastructure Strategy.

### 3.4 Design and sustainability

3.4.1 The ambition should be to transform Podsmead, so that it becomes a high quality place where people feel proud to live. The principles set out in this SPD are informed by planning policy requirements for high quality, sustainable design, and makes it clear that planning applications will need to meet these requirements. The key policy requirements in the Joint Core Strategy are:

- JCS Policy SD3: Sustainable design and construction
- JCS Policy SD4: Design Requirements

3.4.2 In addition, guidance set out in the following documents is important to the regeneration of the estates:

- Gloucester Public Realm Strategy (September 2017)
- Shopfronts, Shutters and Signage: Design Guidelines for Gloucester (November 2017)

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

- designing the public realm as a place for everyone, ensuring that streets and buildings work together to create streets that are spaces for people, not just a means of getting from one place to another;
- creating characterful open spaces, so that existing and new spaces combine to create a network, each space with a clearly defined role and function within the neighbourhoods;
- balancing the need for residents to have safe and convenient access to car parking with creating an attractive, uncluttered streetscape; and
- designing high quality buildings that transform the image and identity of Podsmead.

3.4.4 The emerging Gloucester City Plan includes design policies that reflect existing policy and national guidance on best urban design practice and include:

- Policy G1: Living conditions
- Policy G2: Car parking
- Policy G3: Materials and finishes
- Policy G4: Landscape
- Policy G5: Bin storage
- Policy G6: Cycle parking and storage
- Policy G9: Community safety
- Policy G12: Design standards
- Policy G16: Design and climate change

## 3.5 Community Facilities

3.5.1 Good places provide residents with access to facilities to meet their everyday needs, including schools, health services and community centres. JCS Policy INF4 seeks to protect existing community facilities and - where new residential development will add to the need for facilities - requires either on-site provision or a contribution to facilities off-site. Draft Gloucester City Plan Policy D8 also seeks to protect community facilities, but includes flexibility for alternative replacement facilities to be provided within reasonable walking distance.

3.5.2 Where existing community facilities are identified for redevelopment they should be reprovided prior to their loss. The aim should be to reprovide them within the identified mixed-use areas prior to their loss, but phasing

of the mixed-use areas may mean that temporary facilities are required before existing uses are provided with permanent accommodation.

## 3.6 Planning applications

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

- the [National Planning Policy Framework](#);
- [National Planning Practice Guidance](#);
- the [Gloucester Local Plan \(1983\)](#) saved policies;
- the adopted [Gloucester, Cheltenham and Tewkesbury Joint Core Strategy \(JCS\)](#) (December 2017);
- the [draft Gloucester City Plan](#);
- relevant policies from the [2002 Second stage Deposit City of Gloucester Local Plan](#) (adopted for development control purposes);
- [Gloucester Public Realm Strategy \(September 2017\)](#)
- [Shopfronts, Shutters and Signage: Design Guidelines for Gloucester \(November 2017\)](#)
- draft [Supplementary Planning Guidance No. 6: New Housing and Open Space \(2001\)](#);
- [interim adoption Designing Safer Places SPD \(2008\)](#);
- [interim adoption Heights of Buildings SPD \(2008\)](#)
- Manual for Gloucestershire Streets (2014)<sup>1</sup>

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

- a Design and Access Statement;
- a Planning Statement;
- a Statement of Community Involvement;
- an Environmental Statement, where screening has identified that one is required;
- traffic surveys, modelling, and Transport Assessment including proposed mitigation;
- ecological surveys and reports;
- heritage assessment; and
- townscape and landscape visual impact.

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

## 4. Framework Plans



Fig 4.1: Land use and density framework plan

### Key

↔ Significant links

Light brown square: Potential for refurbishment and/ or lower density housing

Medium brown square: Potential for refurbishment and/ or medium density housing

Dark brown square: Potential for refurbishment and/ or higher density housing

Purple square: Potential for mixed use

Yellow-green hatched square: Retain open space or partially redevelop for housing

Note: Hatch denotes where potential for different densities e.g. medium OR high density housing

## 4.1 Land use and density

4.1.1 Figure 4.1 opposite sets out the key areas where new development could be proposed in any regeneration proposals for the estate, with suggested land use and density. Regeneration proposals for the estate will be expected to embed the principles set out in this Framework Plan. The principles underpinning the approach have been developed from the analysis of the study area and the opportunities set out in Chapter 2, and are:

- New development is used to better define and enclose the central open space, giving the estate a strong and readily identifiable character.
- High quality mixed-use development is proposed at the entrance to the estate. This is located so that it is highly visible, so having a high impact in changing the image and identity of Podsmead to change. The mix of uses is not prescribed, but a proportion of the ground floor should include A1 shops. Other ground floor uses may include:
  - A2: professional services
  - A3: restaurants and cafes
  - A4: drinking establishments
  - A5: hot food takeaways
  - D1: non-residential institutions, such as a health centre or library
- A second area of mixed-use development is proposed at the northern end of the open space. This could include community uses (D1) on the ground floor, fronting onto the open space.
- Mixed-use development may also include ancillary B1: Business.
- Upper floors within the mixed-use development zones shall predominantly be residential

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

4.1.3 The identification of key areas for new development does not preclude new development being brought forward on other sites, nor does it require that all areas are brought forward as envisaged.

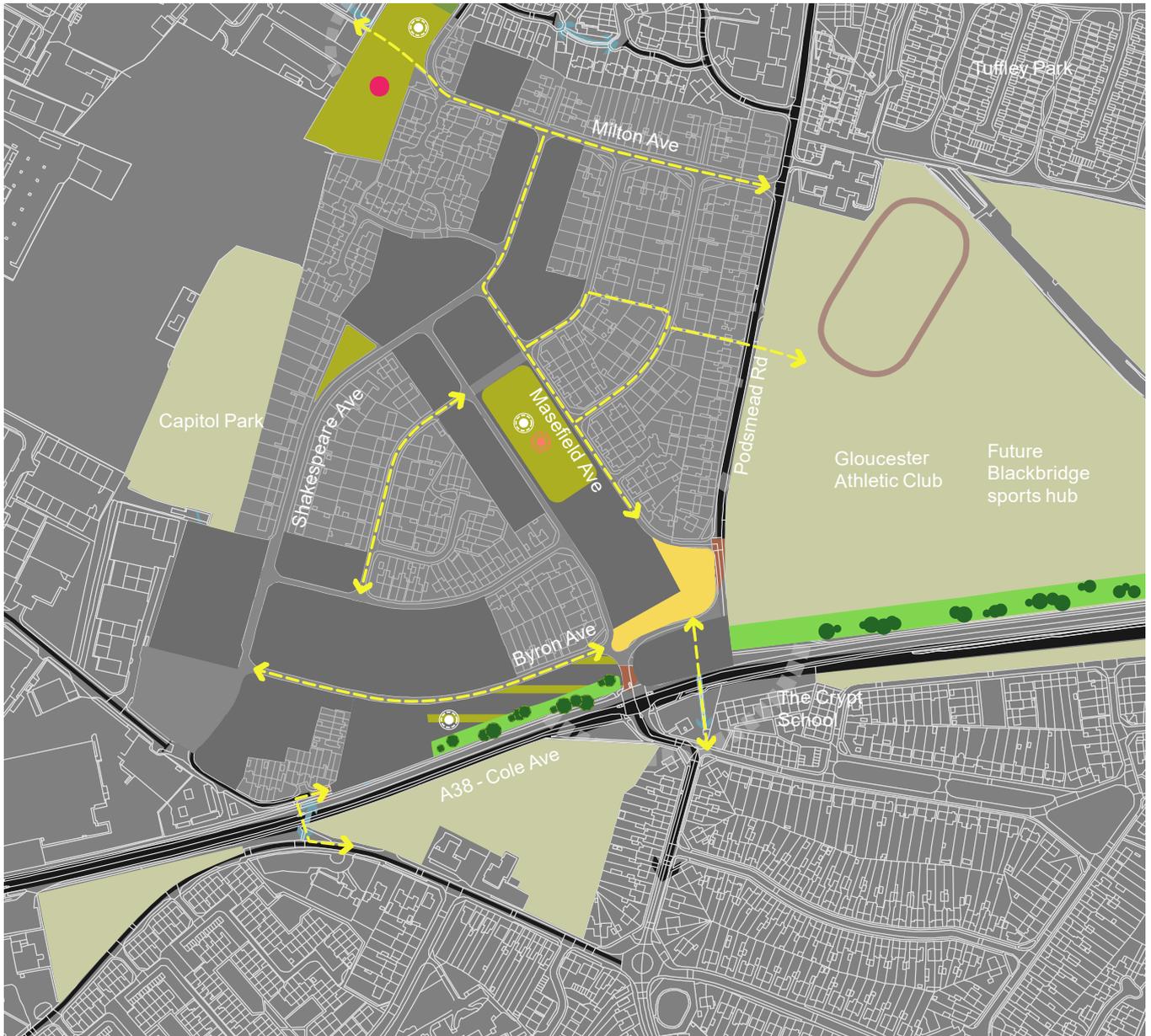
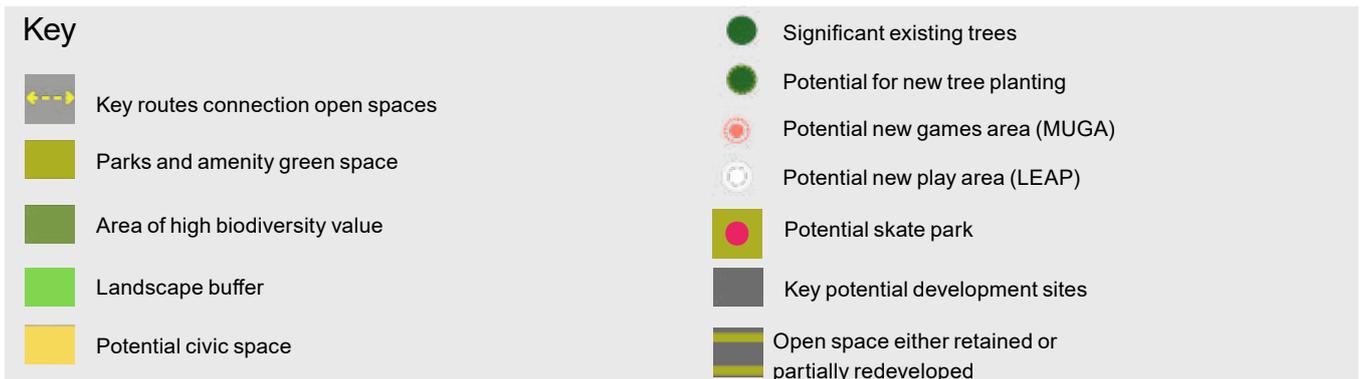


Fig 4.2: Open space framework plan



## 4.2 Open Space

4.2.1 Figure 4.2 opposite sets out suggested open space principles to be embedded into proposals for any regeneration of the estate. These include:

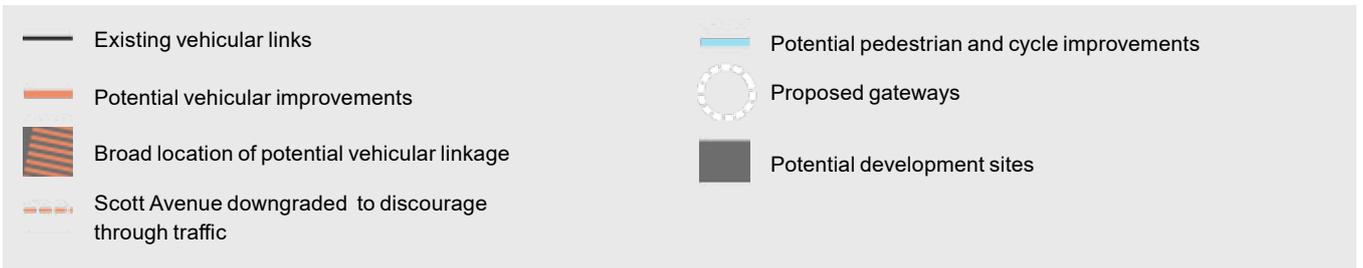
- improving the quality of the central open space, providing a new and improved Multi Use Games Area (MUGA) and Locally Equipped Area for Play (LEAP);
- reconfiguring open space in the south-west corner of the site, retaining a large proportion of the open space along Cole Avenue, but enhancing the landscaping treatment to create spaces removed from the traffic noise along Cole Avenue;
- retaining and integrating significant existing trees where possible, and replacing any significant trees lost to development on site;
- enhancing the biodiversity in the defined focus areas (this does not prevent improvements to biodiversity in other areas);
- creating a high quality civic space associated with the mixed-use development at the gateway to the site;
- creating a landscape buffer to A38 Cole Avenue that reinforces the green character of the wider area;
- improve connections between Podsmead and the sports facilities to the east of Podsmead Road; and
- make the most of opportunities to green existing streets to help connect open space.

4.2.2 There is currently 5.06 hectares of open space at Podsmead. The suggested Framework Plan would reduce this by 1.35 hectares to 3.71 hectares. However, this is mitigated by:

- even with this loss of open space, the existing and proposed open space provision in the Podsmead Ward as a whole meets Gloucester City Council's required quality standard;
- regeneration proposals will be required to deliver improvements to open spaces, particularly to enhance biodiversity and provide improved play facilities as set out in the Framework Plan; and
- improved linkages to the proposed sports hub will broaden the range of recreational open space available locally to residents



Fig 4.3: Routes and linkages framework plan



## 4.3 Routes and linkages

4.3.1 Figure 4.3 sets out the suggested routes and linkages principles to be embedded into proposals for the regeneration of the estate.

4.3.2 The key suggested principle is to reconfigure the gateway to the site by:

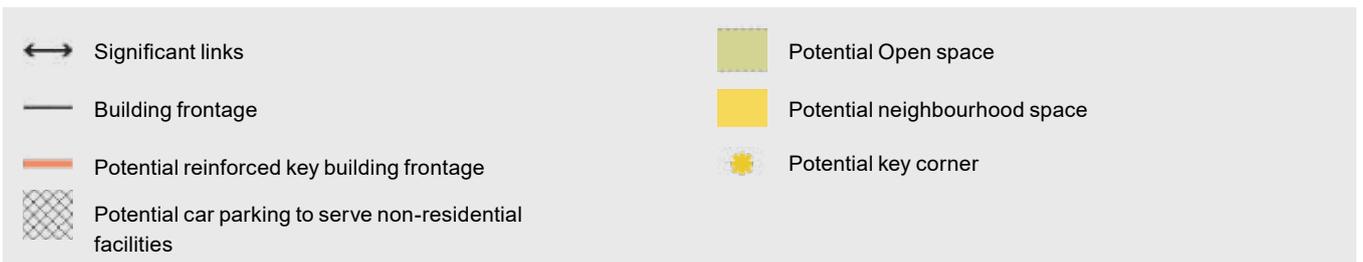
- It is expected that other developments, beyond the regeneration of Podsmead, will contribute towards the cost of any enhancements where those developments will also place pressure on the existing road layout;
- redesigning Epney Road so that it is clear that the main vehicular entrance to Podsmead is Masefield Avenue, and incorporating high quality public realm associated with the new mixed-use building;
- simplifying the Crypt School bus drop-off area; and
- reducing the importance of Scott Avenue to discourage through traffic, and provide an attractive setting for new development overlooking the central open space.

4.3.3 The other key principles suggested to improve the connectivity of the estate as a whole for pedestrians, cyclists and vehicles by creating a network of new and improved routes, including:

- improving the existing east-west pedestrian links between Shelley Avenue, Tennyson Avenue and Podsmead Road to link into an improved link to the Blackbridge sports hub;
- allowing for future improved links to the adjacent employment land and through to Bristol Road; and
- connecting the estate more positively into the wider area by creating attractive 'gateways' at key access points through improved public realm and - where appropriate - new buildings overlooking and defining the gateways.



Fig 4.4: Frontages, corners and open spaces framework plan



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## 4.4 Urban Design

4.4.1 Figure 4.4 sets out the suggested urban design principles to be embedded in proposals for the regeneration of the estate. These are as follows:

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### Building frontages

- create strong building frontages onto Epney Road and to the central open space, making them as continuous as possible in the mixed-use areas and overlooking the open space;
- where proposed densities are lower and the character of the existing surrounding buildings is suburban, frontages shall be more broken up and less continuous;
- where new buildings are proposed next to new or existing open space, their frontages must define and overlook the open space, with active uses (e.g. a commercial use, or a residential use with doors and windows directly overlooking the space) at ground floor.

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### Development blocks and building form

- like the frontages, development blocks and building form should get smaller and more broken up in the less dense areas of the development, particularly in the south-west corner where a more suburban character is proposed;

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### Key corners

- these are identified in visually prominent locations, especially onto existing and proposed open spaces. Corners are important to delivering high quality development- blank elevations will not normally be permitted, and they must be designed to respond positively to views; and
- key corners may be higher than the main part of a new building. However, this is not the only way in which high quality corners should be achieved, and consideration should also be given to form and massing, roof design, the location of windows, and the use of distinctive materials.

# 5. Design Guidance

## 5.1 Introduction

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

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

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

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

5.1.4 This chapter is structured as follows:

## 5.2 Public Realm Design

### Streets and routes

- Streets and buildings working together
- Streets as spaces for people
- Improving existing pedestrian routes

### Green spaces

- Creating character
- Spaces and buildings working together

### Car parking

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

## 5.3 Building Design.

### Built form

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

### Amenity space

- Gardens
- Amenity space for flats

### External appearance

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

### Design for change

- Future proofing

## 5.2 Public Realm Design

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

### STREETS AND ROUTES

#### Streets and buildings working together

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

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



Fig 5.1: Valuable lessons can be learned from other places in Gloucester, in this case the Matson Estate. The new houses onto the roundabout developed recently do a much better job of relating to the street than the older flats.



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



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

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

### Streets as spaces for people

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

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

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

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

5.2.6 **Make pedestrians and cyclists feel safe:** Minimising vehicle speeds is only part of making pedestrians and cyclists feel safe. Other design principles

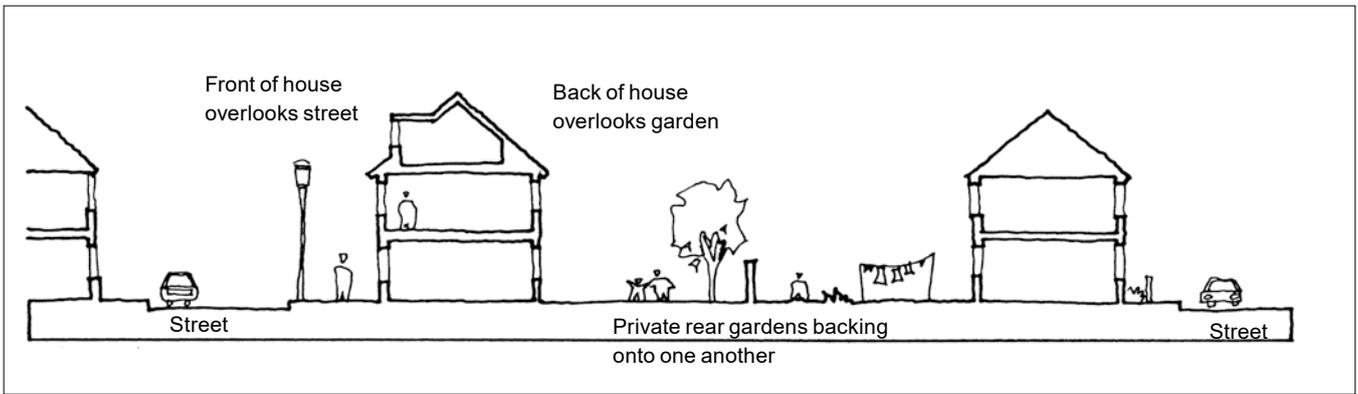


Fig 5.4: A clear distinction between public fronts of buildings and private backs is critical to creating a safe and secure place.

that should be incorporated into designs to promote safety are:

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

#### 5.2.7 Design for ease of maintenance: Do this by:

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

### Improving existing pedestrian routes

5.2.8 The overall Routes and Linkages Framework Plan in Chapter 4 sets out a possible estate-wide strategy for improving the connectivity for pedestrians and cyclists in Podsmead. Part of this strategy is improving existing pedestrian connections. Such improvements are not necessarily limited only to the connections identified in the Framework Plan - as the estate is improved over time, there may be opportunities to improve other routes. The key design principles on which such improvements should be based are illustrated in Figure 5.6 opposite and are:

- cut back and manage landscape so that there are clear views along the route;
- improve boundaries to adjacent private gardens to provide robust walls or fences that give residents next



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

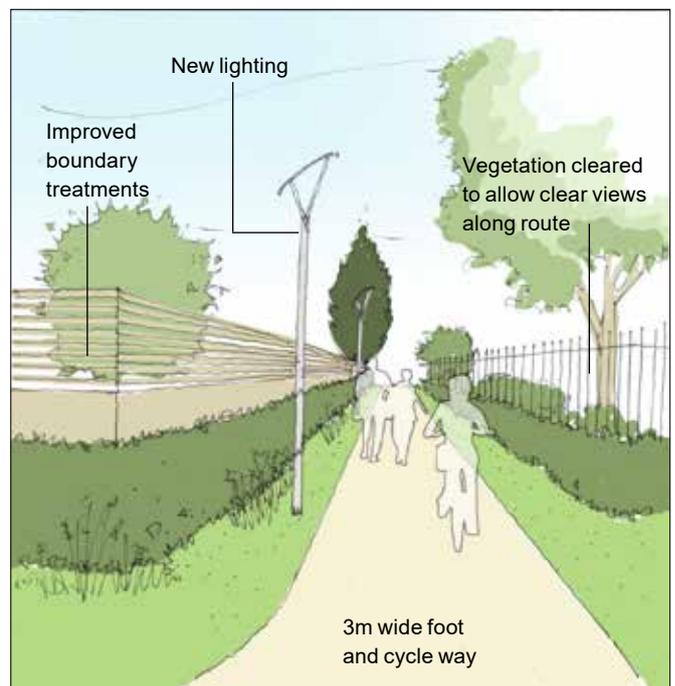


Fig 5.6: Sketch section showing improvements based on key design principles

to the routes an improved feeling of security, and make users of the route feel safer through a well-maintained environment;

- improve lighting; and
- where possible, ensure that the route is a minimum of 3 metres in width, so that pedestrians and cyclists can share it safely.

## GREEN SPACES

### Creating character

5.2.9 There is an opportunity to create a distinctive character within Podsmead through the improvement of existing open spaces and the creation of new ones. Chapter 4 sets out an overall suggested approach to green open spaces for Podsmead, showing through the Open Space Framework Plan how both existing and new open spaces could work together to create a network of spaces, each with a clearly defined role and function within the neighbourhood.

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

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

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

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

Spaces and buildings working together.

5.2.13 The Framework Plan illustrates how new building frontages should overlook and define green spaces, so that they work together to create an attractive and safe place. Key principles that should be incorporated into the design include:

- the design of open spaces should ensure that it has a clear role and function, leaving no space unused or undefined;
- active building frontages (i.e. frontages with windows and doors) should overlook the open space;



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



Fig 5.8: Using landform to create a distinctive character



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



Fig 5.10: Buildings frontages defining and overlooking the green space

- front gardens should be provided to the homes overlooking the space, so providing a buffer between public and private; and
- light and noise pollution from play areas on adjacent residential dwellings should be minimised.

## CAR PARKING

### Introduction

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

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

### Minimising visual impact

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

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

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



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



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



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



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



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

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## Integrating garages

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

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## Creating safe and attractive communal areas

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

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

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## On-street parking

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

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

5.2.20 Where possible, all new streets at Podsmead should be designed to adoptable standards. The Manual for Gloucestershire Streets (2016) sets out the technical requirements for on-street spaces in adoptable streets. In designing on-street parking:



Fig 5.16: Integral garage positively designed into the facade at Nehall, Harlow with upper floor bay providing overlooking.



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

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

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## Parking standards

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

5.2.22 Gloucester City Homes' aspirations is for an average of two parking spaces per house and one parking space per flat. However, this is not a policy requirement and may vary according to design and location of the development in relation to public transport.

## 5.3 Building Design

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

### BUILT FORM

#### Building heights

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

#### Corner buildings

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

#### Roof form

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

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

#### Mix of unit types

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



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



Fig 5.19: Pitched roofs are the preferred approach

#### Mixed-use buildings

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

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

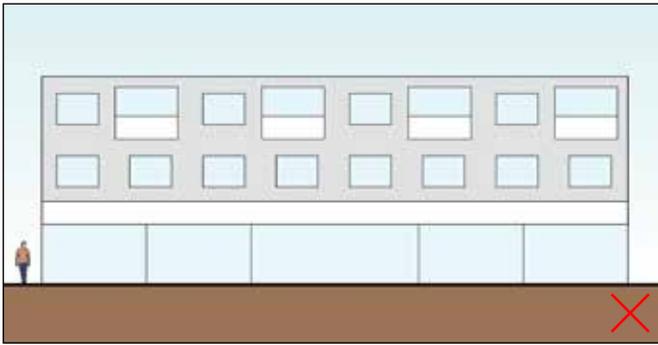


Fig 5.20: How not to do it: the ground floor and upper floors do not relate to one another architecturally

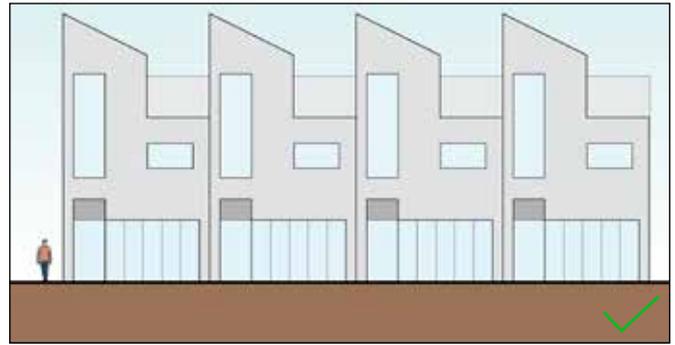


Fig 5.21: Designing the ground and upper floor uses as an integrated building



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

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



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

## AMENITY SPACE

### Gardens

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

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

5.3.9 North facing rear gardens should be avoided where possible.

### Amenity space for flats

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

## EXTERNAL APPEARANCE

### Materials and detailed design

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

- designing buildings as a three dimensional whole, so that elements such as bay windows are designed in from the start rather than being ‘bolted-on’ at the end;
- avoiding ‘stuck-on’ elements such as GRP chimneys;
- designing windows and doors so that they are set back from the external facade of the building, which introduces some depth and modelling to the facade;
- incorporating three-dimensional detailing (from traditional brick corbelling to more contemporary textural approaches), that again give ‘depth’ to a building; and
- ensuring that changes in materials are related to the design of the building, rather than being an arbitrary way of creating interest. This means changing materials with form (e.g. using a contrasting material for a bay



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



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



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

window) rather than applying different materials as two-dimensional 'wallpaper'. When things are meaningful, they look more convincing and have a more genuine character.

5.3.12 These principles should inform the design of all development at Podsmead.

5.3.13 Brick is the preferred principal material for elevations. A consistent colour and material should be used for windows and doors within each individual dwelling to give a consistent appearance.

### Bin stores and other detailed elements

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

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

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

- bin stores and recycling facilities for houses should be designed to screen bins from public view, whilst providing residents with easy access to them. They should be designed to allow changes to bins in the future – that is, should not be tightly dimensioned to suit existing bins;
- bin stores for flats should be incorporated within the footprint of the building;
- where external meter boxes are provided, they need not be standard white units: consider a bespoke approach that fits in with the materials used for the remainder of the building. Consider the location of the boxes: can an unobtrusive position be found?
- communal TV reception should be provided for flats, so avoiding the proliferation of satellite dishes and aerials;
- it is important to ensure that bicycle storage facilities for houses are secure and also conveniently located for the use of residents - vertical storage in porches can work well, and keep bikes out of the house;
- bike storage for flats should be provided in secure communal areas within the footprint of the building;
- light fittings should relate to the overall design approach for the building: avoid 'heritage' designs on a contemporary building and vice versa;



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



Fig 5.28: Bin storage positively designed into boundary treatment.

- carefully consider the location of flues and ventilation ducts, ensuring they are as unobtrusive as possible. Use good quality grilles that fit in with the approach to materials for the building as a whole; and
- ensure that the materials and colour of gutters and pipes fits with the overall approach to the building and aim to minimise their visual impact

## DESIGN FOR CHANGE

### Future proofing

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

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

## 6. Delivery

### 6.1 Introduction

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

- developing outline and detailed designs for the regeneration in consultation with local residents and other stakeholders. This SPD is based on initial, high-level design work - much more detail is needed in respect of planning application(s) submitted;
- the applicant working with residents affected by the regeneration to agree on any relocation; and
- securing planning permission for the regeneration - this SPD sets out guidance, but does not provide any consents for development.

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

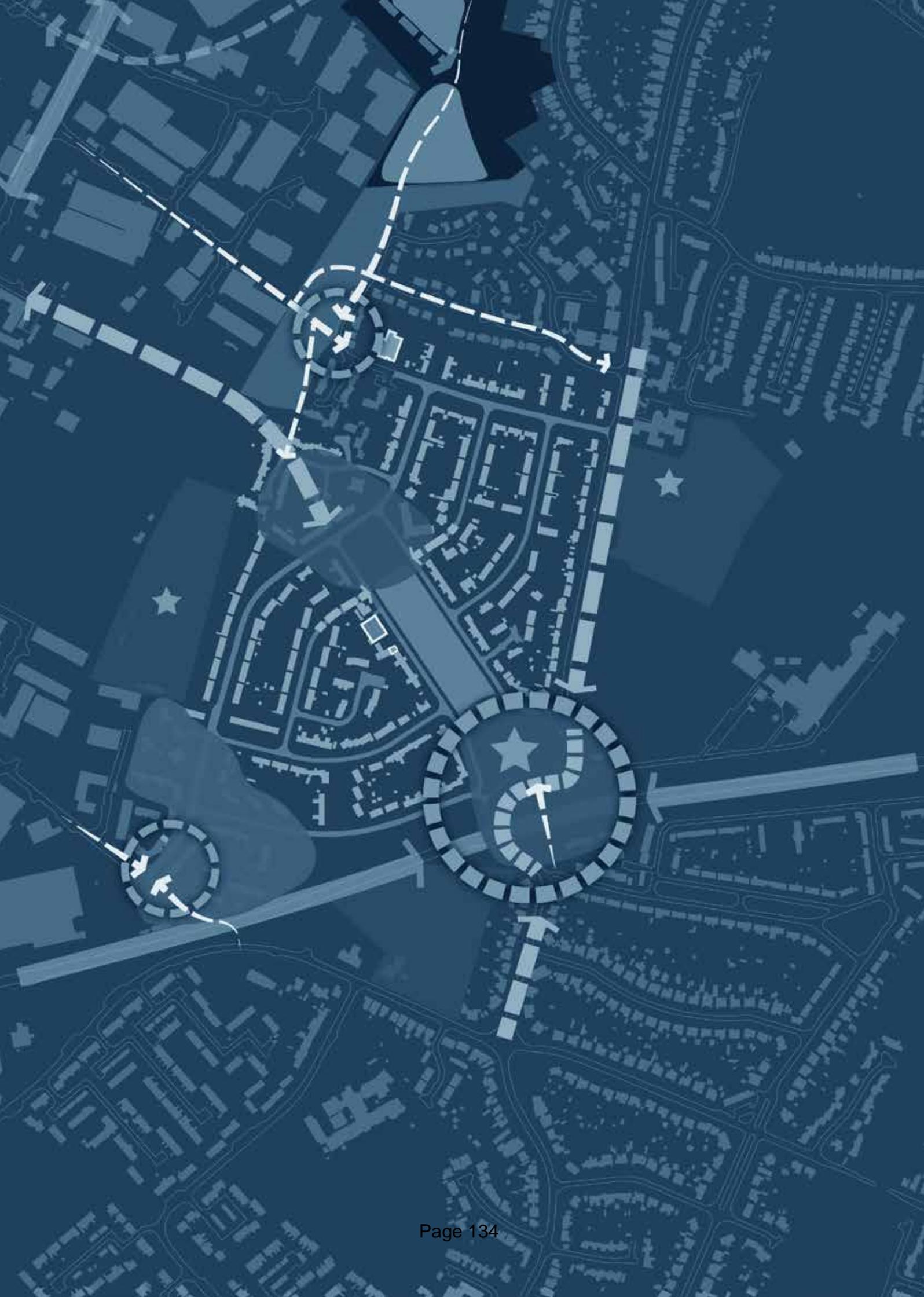
### 6.2 Approach to Phasing

6.2.1 As set out in Chapter 1, there are a number of important guiding principles that have informed this SPD and the guidance within it, including accommodating existing residents' desires to remain in their own community and a 'build first, demolish later' approach to ensure that no one has to move home twice. Space for new development within the estate is limited. This means that the earliest phases of development are likely to be on open space, so that no existing dwellings are demolished before new homes have been provided.

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

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





## **Briefing Note – Rough Sleeping**

The Rough Sleeping Strategy was published in August 2018 which sets out the Government's commitment to halve rough sleeping by 2022 and ending it by 2027. This vision builds on the significant programme of work that is already underway to address homelessness as a whole; that is the introduction of the Homelessness Reduction Act, more funding and support for local authorities to prevent homelessness and the launch of the Rough Sleeping Initiative.

£100m of investment is available over the next two years and takes a three-pronged approach to ending rough sleeping through prevention, intervention, and recovery.

**Prevention** - Understanding the issues that lead to rough sleeping and being able to address them before people are forced to sleep on our streets is the focus throughout the strategy. It's clear there is not a one-size-fits-all solution and so the Government will be listening to individual groups (for e.g. LGBT people) to understand how they experience homelessness as well as working to build our understanding of the links between modern slavery and rough sleeping.

They will also be launching a range of new pilots to help those leaving prison find stable and sustainable accommodation and have committed new funding to intensive support for those with complex needs leaving care.

**Intervention** - Building on the work of the Rough Sleeping Initiative, the Government has aside up to £17 million to fund 'Somewhere Safe to Stay' pilots, to rapidly assess the needs of people at risk of rough sleeping and support them to get the right help. The pilots will work locally with NHS England and Public Health England to fill gaps in health services for people sleeping rough as part of the long term plan for the health and social care. This starts with £2 million this year, and they have asked NHS England to spend up to £30 million over the next 5 years on health services for people who sleep rough.

To support this the Government are also investing in training for front-line staff, including training on how to interact with those under the influence of substances including spice; identifying and supporting victims of modern slavery and domestic abuse; as well as how to effectively support LGBT people who are homeless.

They will be introducing 'navigators', specialists who will act as trusted confidantes to help people sleeping rough access the appropriate services and accommodation.

There's also funding for StreetLink, supporting the public, business and communities to engage positively with people who sleep rough through an improved app.

**Recovery** - A stable home is an essential element in a person's recovery from sleeping rough but it needs to go hand-in-hand with flexible support that is tailored to individual needs to help them keep it.

This includes £50 million of funding (Move on Funding) that will increase the supply of housing outside of London for people who have slept rough, or those who are ready to move on from hostels or refuges and need additional support. A further £19 million of funding provides flexible support in homes provided exclusively for people with a history of sleeping rough.

There's also funding to help local areas grow enterprises to support vulnerable people into accommodation, offering advice, building stronger relationships with local landlords and making efficient use of local housing supply. Further to this there will now be a homelessness expert in every Job Centre Plus to offer advice, signpost to information and services, and provide support.

In the strategy a shift to cross-departmental working shows that the Government recognises that homelessness and rough sleeping are not just about housing and makes progress in understanding of the complexity of rough sleeping and people's needs, and pledges more for women, non-UK nationals, LGBT people.

**Gloucester's current Housing & Homelessness Strategy 2015-2020** recognises the need to develop a new service to meet the needs of rough sleepers, as a consequence, the Outreach Team was commissioned to encourage partnership working with local agencies to support vulnerable former EU workers or other migrants. In conjunction with County a review all accommodation based support services for homeless or vulnerable individuals was undertaken and this will further be re-commissioned. In the Government's new Rough Sleeping Strategy Delivery Plan the Government commits to work with the Local Government Association and Local Authorities to update their strategies and rebadge them as homelessness and rough sleeping strategies, and they are to be made available online and submitted to MHCLG. Local Authorities will also need to report progress and publish annual action plans.

#### Current Funding Streams/Bids for Rough Sleeping 2018-2020

Funding Stream	Lead	Brief	Outcome/ Date due	Notes
RRP Funding (Rapid rehousing pathway) – MHCLG	County Council	2 x SSTS (Somewhere safe to stay) hubs with specialist staffing. Provision is proposed to be open all year with 24 hour staffing.	Successful	Information on the bid is not to be shared until specs have been finalised with MHCLG. Full information will be released asap.
Cold Weather funding – MHCLG	County Homelessness Coordinator (CHC)	A bid was put in requesting £34,000 for: <b>YMCA</b> (Cheltenham )to extend their winter provision <b>P3</b> to extend the Outreach team over the Cold Weather period. <b>CCP</b> provide a specialist SWEP worker.	Successful & Completed All evidence and outcomes due on 4 <sup>th</sup> Feb.	All funds have been allocated & evidence collected.
RSI funding (Rough sleeping initiative) - MHCLG	CHC	Initial bid put in requesting £143,430 for: Increasing Outreach team staffing Increasing Outreach team personalisation budget Increasing CHC (County Homelessness Coordinator) hours to make it a full time post (CHC post currently funded for 1 day by	Original bid sent on 14 <sup>th</sup> Jan 19. Updated bid due on 14 <sup>th</sup> February 19.	Formal feedback as been given on original bid with suggested amendments. Have received verbal feedback that bid is likely to be accepted once amendments have been made, but

		SIB, 3 days by Outreach and 1 day is paid for GCC. This bid will enable GCC to be reimbursed for extra working day).		this will be confirmed after final bid sent on 14 <sup>th</sup> Feb.
Move-on Fund -Homes England	To Be Confirmed (TBC)	Purpose of bid is to: increase the supply of suitable move on accommodation, helping people to recover by meeting the needs of those leaving rough sleeping, homelessness, and domestic violence. The fund aims to free up hostel and refuge spaces and provide accommodation that people can move straight into from the streets to avoid having to stay in a hostel or refuge all together.	Bids open until 30 <sup>th</sup> September 2020	We have an opportunity to complete more than one bid for this. Discussions planned for CHIG+ re: potential bid for further Rough sleeping accommodation & further Places of Safety for Domestic Abuse
Offenders Accommodation Pilot – MOJ and MHCLG	TBC	The pilot offers accommodation and support for two years for male offenders. To cover HMP Bristol – estimated 80 service users; average 6 per month.	Tender will be launched on 13 <sup>th</sup> February 2019 and will be due in 14 <sup>th</sup> March 2019.	Conversation to be held in CHIG+ to discuss potential bid.
Private rented Sector access fund – MHCLG	Tewkesbury borough Council	To enable better access and sustainment of tenancies for those who are, or at risk of becoming homeless and rough sleeping by: Extending Housing Register (Homeseekerplus) to provide an advertising platform for inspected 'fit to rent' private sector properties. Provide a range of incentives to landlords to join a 'fit to rent scheme' Fund two full time staff members for 2 years Homeseekerplus private sector tenancy support officer Homeseekerplus private sector coordinator	Initial bid sent off in Nov 2018.	Sent off bid and has received feedback. Bid currently being amended.
Care Leavers at risk of rough sleeping funding	County Council	Can only be bid on by County Council. No further information known yet.		

CHIG+ = County Homelessness Implementation Group, attendees are Districts, County, NHS Gloucestershire Clinical Commissioning Group & Office of the Police and Crime Commissioner (PCC)